Local Sustainability and Community: Issues of Social Capital, Governance, and Capacity.

by

Christian Martin

Submitted in partial fulfilment of the requirements for

Masters of Environmental Management

March 2003

Centre for Environmental Studies

School of Geography and Environmental Studies

University of Tasmania

Hobart, Tasmania, Australia

Declaration

This work contains no material which has been accepted for the award of any other degree or graduate diploma in any University or other tertiary institution and, to the best of my knowledge and belief, contains no material previously published or written by another person, except where due reference has been made in the text.

Christian Martin

March 2003

Abstract

This research was based on the notion that initiatives involving communities at the local level are essential to advancing the sustainability agenda. Three communities of the Community Precinct Program, a community representation framework implemented and maintained by the Glenorchy City Council (GCC), provided case studies by which to explore how the sustainability agenda may be locally operationalised. The development and implementation of a local State of the Environment Report (SoER) process was used as a strategy by which to examine the uptake of sustainability principles by members of the community. Inhibitors and facilitators to the adoption of sustainability emerging in the state and civil spheres during the SoER process were examined by using a combination of questionnaires, participant observations, and interviews with community members and GCC representatives. Issues of social capital, governance and capacity emerged as central. Specifically, the relationships among social capital, community capacity, and sense of community emerged as significant in the ability of precinct committees to initiate projects enhancing sustainability. Findings also indicated that while the Precinct Program does enhance participation in decision-making processes, thanks largely to the efforts of community leaders and the improved link between the community and Council, tensions among Council representatives, and the Program's lack of focus undermine its substantial benefits. Increasing the understanding of sustainability issues within the community and Council is also a challenge, with the sustainability rhetoric evident in Council documents rarely being implemented in practice.

Acknowledgements

I would like to extend my thanks to my supervisor, Dr Elaine Stratford, for feedback and encouragement throughout the year, and for perhaps placing a little too much confidence in me.

Thanks also goes to Carol, Denbeigh, Kerryn, my parents, and various others around uni for commenting on various draft chapters and providing helpful advice; to Anja and Cindy at the GCC for providing otherwise unobtainable insights and assistance; to all community members and Council representatives who were in any way involved in the project; and to Chris, Matt M., Matt J., Sacha, and Alice for kitchen table inspirations.

Table of Contents

Declaration ii
Abstract iii
Acknowledgements iv
Table of Contents v
List of Figures and Table vii

1 Introduction 1

1.1 Questions and objectives 3
1.2 Thesis Structure 4

2 Empirical Context 6

2.1 Glenorchy, Tasmania 6
2.2 Participating Communities 8
2.2.1 Collinsvale/Glenlusk *8*
2.2.2 Rosetta/Montrose *10*
2.2.3 Tolosa *11*
2.2.4 Issues of Particularity and Generality *12*
2.3 GCC Community and Strategic Plan 13
2.3.1 Community Plan *14*
2.3.2 Strategic Plan 2000-2005 ..... *17*
2.4 The Community Precinct Program 18
2.5 Chapter Overview 22

3 Methodology 24

3.1 Theoretical Perspectives 25
3.1.1 Critical Hermeneutics *26*
3.1.2 Sustainability *28*
3.1.3 Summary *32*
3.2 Methods of inquiry and interpretation 32
3.2.1 A predominantly qualitative approach *33*
3.2.2 Triangulation *35*
3.2.3 Ethical Conduct *36*
3.2.4 Case studies *36*
3.2.5 Methods *39*
3.2.6 Chapter Overview *49*

4 Enhancing Sustainability 51

4.1 Assessment and Evaluation of the Collected Data 51
4.1.1 Collected Information *51*
4.1.2 Summary *53*
4.2 Change as a result of participation in the SoER process 54

4.2.1 Conceptualising sustainability *54*
4.2.2 Effects on participants from SoER process involvement *57*
4.3 Chapter Overview 62

5 Social Capital 65

5.1 Social capital as a multi-dimensional concept 66
5.1.1 Summary *70*
5.2 Sense of community 70
5.2.1 Summary *74*
5.3 Dimensions of social capital 75
5.3.1 Community Networks *75*
5.3.2 Summary *80*
5.4 Chapter Overview 81

6 Local Governance and Democracy 82

6.1 Governance and democracy in Glenorchy 83
6.1.1 Deliberative Democracy *85*
6.2 Governance in Glenorchy 90
6.2.1 The Precinct Program and governance *91*
6.2.2 Influence *94*
6.2.3 Precinct Purpose *97*
6.3 Chapter Overview 98

7 Capacity 101

7.1 Community capacity 102
7.1.1 Interest *104*
7.1.2 Community Leaders *108*
7.1.3 Summary *109*
7.2 Council Capacity 110
7.2.1 Institutional capacity *110*
7.2.2 Council Representative Capacity *113*
7.3 Chapter Overview 117

8 Synthesis and Conclusion 119

References 125
Appendix 1 146
Appendix 2 147
Appendix 3 149
Appendix 4 157
Appendix 5 177
Appendix 6 197
Appendix 7 249

List of Figures and Table

Figure 2.1: Map showing Glenorchy and the Greater Hobart region.....7

Figure 2.2: Precinct boundaries in the City of Glenorchy (GCC 2002) ...8

Figure 2.3: Collinsvale, looking south from the Collinsvale Road.....9

Figure 2.4: Collinsvale, looking east from the Collinsvale Road.....10

Figure 2.5: The Rosetta/Montrose Precinct, viewed from Crosby Road11

Figure 2.6: The Tolosa Precinct viewed from Tolosa Street.....12

Figure 2.7: GCC's Action wheel, illustrating the goals and visions of the Glenorchy community.....15

Figure 3.1: Methodological framework.....34

Figure 5.1: Dimensions of social capital.....69

Table 2.1: An example of an environmentally sustainable community example taken from the GCC Community Plan.....16

Table 3.1: List of codes used to analyse interview transcripts.....49

Table 4.1: Indicators of sustainability used by the project.....53

Table 4.2: Dimensions of social capital collated responses.....59

Table 4.3: New Environmental Paradigm collated scores.....59

Table 4.4: Environmental values, actions, and agents of change collated scores.....60

1 Introduction

This thesis is primarily

agenda may be operationalised in a local context. Sustainability, conceptualised as an epistemological orientation, considers the principles of: environment-economy integration; futurity; environmental protection; equity; quality of life; and participation (Jacobs 1991; Lele 1991; Pearce, Markandya & Barbier 1989). By emphasising *process*, sustainability explores the question 'how *should* the resources of the Earth be distributed?' The study, empirically situated in an urban context and located in the framework of local government, engages numerous social and institutional mechanisms. Levels of social capital, the "glue which holds communities together through mutual interdependence" (Selman 2001, 14), systems of governance, and questions of democracy therefore permeate the work and play an integral role in the uptake of sustainability, posing the question: 'how *are* the resources of the Earth distributed, and to what effect among communities of place and interest?'

Given the foregoing, a particular focus of this thesis is to examine the role of social capital, governance, and capacity in the uptake of sustainability principles in Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa, located in the City of Glenorchy, a local government area in Hobart, the capital of Tasmania. The study revolves around testing the feasibility of initiating and undertaking a local State of the Environment Report (SoER) process in which community members develop and collect information on a set of sustainability indicators. The viability of using a local SoER process as a strategy to provide quality environmental monitoring data and as a potential tool of community enhanc

from participation in the SoER process are analysed using qualitative and quantitative methods.

The study utilises existing local geo-political boundaries and systems of local community representation implemented by the Glenorchy City Council (GCC). Situated in the operational structure of the GCC, the study considers the influence of specific forms of governance and democracy, in particular, relations among citizens, government, and governance - serving as the drivers of or impediments to the implementation of the study and the adoption of sustainability principles - are of primary concern.

The research is significant because it permits an evaluation of the importance and utility of information gained at the level of the *locale* and an assessment of the effect
sustainability[1]. In this case, locale has been defined by the GCC's Precinct Program and refers to communities of space. These communities are designed to mimic areas of social and economic processes, or 'special places' (Eisenhauer et al. 2000, 421), utilising shared memories and traditions as a resource to mobilise around present challenges (Corcoran 2002). This work also addresses the limited inclusion of social data into present SoE reporting frameworks, recognised as a significant weakness in present models (Alexandra et al. 1998). More specifically, a study investigating the uptake of sustainability principles within the GCC identified "ways of raising awareness among citizens, council staff and representatives" (Jaskolski 2001,

[1] The work has been supported by the 2002 Governor's Environmental Scholarship for Environmental Management. As such, environment is literally taken to define 'surrounds' (The Oxford English Dictionary 1989), with monitoring taken as the initial step and basis for subsequent management for sustainability.

79) as an important area of future research which this study directly addresses.

1.1 Questions and objectives

Three questions form the basis of the research:

- Are people interested in contributing to the sustainability of their community?
- Do members of local communities possess individual and collective capacities to contribute to enhancing the sustainability of their community?
- Does the institution of government and do the forms of governance employed by the GCC embrace local participation in the enhancement of sustainability?

Four research aims address the research questions. These aims are to assess and evaluate:

- the utility of a local SoER process in terms of the information it provides;
- the utility of a local SoER process in terms of its influence on participants;
- any impediments to and limitations encountered in undertaking the project within the civil sphere; and
- any impediments to and limitations encountered in undertaking the project within the state sphere.

The following objectives support the research aims:

- to develop and implement a local SoER process in conjunction with local community members;

- to assess the SoER process based on the quality of information collected;
- to administer pre- and post-test questionnaires to community members to measure changes in conceptions of sustainability over the course of the SoER process;
- to attend the monthly meetings of the Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa precincts and undertake participant observation, tracking issues raised and deliberation strategies employed by precinct committees; and
- to undertake a series of semi-structured in-depth interviews with community members, Aldermen, and Council officers to identify drivers of, and impediments to, the enhancement of sustainability in state and civil spheres.

1.2 Thesis Structure

This project was envisaged as an exploration of the feasibility of conducting a local SoER process with local community members, and an investigation of the effects that participation in the SoER process might generate among participants. Of particular importance is the empirical context in which the research is embedded. In this study, the contingent relation between the empirical context and research methods employed is integral. For this reason, I have outlined the empirical context prior to discussing my methodology. Chapter two then serves to locate the study within the geo-political context of the City of Glenorchy, and the socio-economic and geographic contexts of the three local precinct communities involved. The community representation program is outlined, as is the GCC's approach to sustainability through its Community Plan and Strategic Plan.

As an introduction to the manner by which the investigation was undertaken, chapter three describes the research process, outlining the overarching concept of the study, sustainability, and the interpretive method of critical hermeneutics, as a basis for the qualitative and quantitative methods which aided the exploration of the research questions noted above.

The success of the local SoER process and subsequent adoption of sustainability principles by participants is addressed in chapter four. During the course of the project, *three themes* emerged as integral to guiding the direction and determining the outcomes of the study. Chapter five addresses the importance of *social capital* in the operationalisation of sustainability and the enhancement of community. Chapter six examines the use of *democratic processes and governance* by relating interactions between the institution of government and the community. Chapter seven explores the importance of *capacity* in the context of increasing community sustainability.

In chapter eight I outline prospects for sustainability in Glenorchy, and relate the Glenorchy experience to a wider discourse on local urban sustainability praxis and theory. I then conclude the study and suggest areas of future research.

2 Empirical Context

In this chapter, I describe the empirical location of the study. The first section provides a description of the City of Glenorchy, and elaborates on the history, geography, and socio-economic characteristics of Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa. The second section examines the structure and functions of the GCC, and outlines Glenorchy's Community Plan and Strategic Plan. Lastly, the purpose of the Community Precinct Program, the community representation framework with which this study engages, is described and contextualised.

The context from which the empirical component of this work is gathered is of particular importance. The environment[2] with which the study is engaged provides the source of the data collected, and serves to shape the methods by which data collection is undertaken. Given the emergent nature of the investigation, presenting the empirical context at this stage of the thesis informs the collected data and related assumptions, and the how and why of methods employed.

2.1 Glenorchy, Tasmania

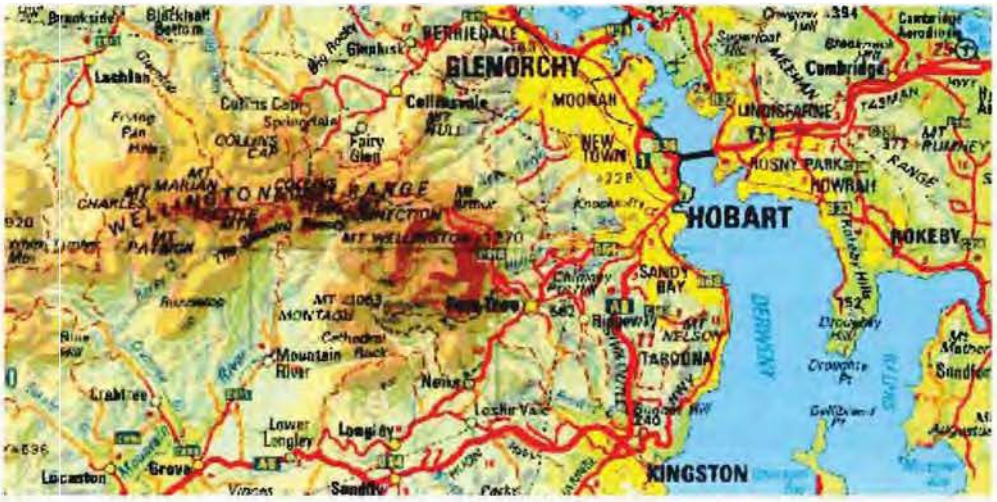
Tasmania is Australia's only island state, and is located off the south-east corner of mainland Australia. It has an estimated population of 456 652 (ABS 2001a), accounting for approximately 2.3 percent of the Australian population. Tasmania's population is decreasing, recording a 0.8 percent

[2] Environment is defined as, "That which environs; the objects or the region surrounding anything. The conditions under which any person or thing lives or is developed; the sum total of influences which modify and determine the development of life or character" (The Oxford English Dictionary 1989, V, 315).

decrease between 1996 and 2001, and it is the only Australian state or territory to exhibit a negative population trend. Tasmania is typically represented as economically depressed, consistently credited with unemployment rates significantly higher than other states.

The City of Glenorchy is situated within the Greater Hobart[3] area, located between the region's two major geographical features, Mount Wellington and the Derwent River (see Figure 2.1). The City of Glenorchy has a population of 42 518 (ABS 2001b), representing a 1.3 percent decrease from 1996. The median age of Glenorchy residents is 37 years, up from 35 in 1996 and 33 in 1991. The Glenorchy municipality covers a land area of approximately 112 square kilometres (GCC 2002a, no page) and includes varied environments such as urban, residential-rural, industrial, and bushland. Glenorchy is considered "the industrial centre of southern Tasmania" (GCC 2002a, no page) with national and transnational corporations such as Incat (shipbuilding), Pasminco (zinc processing), and Cadbury (food processing) providing the basis of employment for a large proportion of the City.

Figure 2.1: Map showing Glenorchy and the Greater Hobart region



[3] Hobart is the capital of Tasmania, with a population of 191,169 (ABS 2001c).

2.2 Participating Communities

In this section, I describe the communities of Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa (see Figure 2.2), in order to further contextualise the research.

Figure 2.2: Precinct boundaries in the City of Glenorchy (GCC 2002b, no page)

2.2.1 Collinsvale/Glenlusk

The precinct of Collinsvale/Glenlusk is located in the west of the Glenorchy region. Collinsvale/Glenlusk is characterised by a semi-rural setting, which is unique in the Glenorchy area. The Precinct begins at the edge of the urban boundary and continues into the foothills of Mount Wellington. The area comprises several small communities: Collinsvale, Glenlusk, Fairy Glen,

Springdale, and Collins Cap, surrounded by farms and bushland. The village of Collinsvale, the centre of the area, is located eight kilometres from Glenorchy's urban edge, whilst only a three kilometre stretch of bushland separates the urban edge from Glenlusk, the region's easternmost village.

Figure 2.3: Collinsvale, looking south from the Collinsvale Road

These relatively small distances nevertheless constitute a unique environment in comparison to the rest of Glenorchy, and impact on residents' ideas of community. The influence of sense of community is further explored in section 5.2.

The Collinsvale/Glenlusk area was first settled in 1870, at which time it was named Bismark in honour of the large number of German settlers. In 1951 the name was changed to Collinsvale and in 1963 the area became part of the Town of Glenorchy. During the 1950s and 1960s the area lost a significant number of residents as small farms could no longer support them. The devastating 1967 bushfires also forced residents out of the area. More

recently, the population has increased as people have moved to the area as a lifestyle choice.

Figure 2.4: Collinsvale, looking east from the Collinsvale Road

The Precinct is the least populated of the twelve Glenorchy precincts, comprising 985 residents, accounting for 2.3 percent of the Glenorchy population. The population has been increasing steadily for the past 15 years. The average age of residents is 35.1 years.

2.2.2 Rosetta/Montrose

The precinct of Rosetta/Montrose is located to the north of the Glenorchy central business district (CBD). The Precinct is bounded on one side by the Derwent River, with its western side extending into the bushland of the Mount Wellington foothills. Rosetta/Montrose is one of the larger precincts in the GCC region and is home to 4539 people, constituting 10.5 percent of the Glenorchy population. Between 1991 and 1996, a 0.1 percent decrease in population was recorded. The average age of the Rosetta/Montrose population is 41.2 years.

Figure 2.5: The Rosetta/Montrose Precinct, viewed from Crosby Road

Despite being combined to form a precinct community, the suburbs of Rosetta and Montrose exhibit some significant differences. For example, the average individual income per annum for Rosetta residents is $15 578 compared to $12 013 for Montrose. Between 1991 and 1996, the average income of Montrose residents decreased whereas the average income of Rosetta residents remained stable. Additionally, Montrose has a level of unemployment higher than Rosetta, with unemployment in Montrose increasing between 1991 and 1996, whilst declining in Rosetta.

2.2.3 Tolosa

The Tolosa precinct adjoins the Glenorchy CBD and can be described as predominantly urban, providing direct access to facilities in the CBD. The outer boundary of the Tolosa precinct joins the foothills of Mount Wellington. One of Glenorchy's major park and recreation areas, Tolosa Street Park, is located at the outer boundary of the Precinct. The historic township of Merton is also located within the Tolosa boundary. Tolosa's

population accounts for 9.1 percent of the Glenorchy total. The population increased 0.9 percent between 1986 and 1996.

Figure 2.6: The Tolosa Precinct viewed from Tolosa Street

The average age of residents is 33 years. Interestingly, the Precinct has a high proportion of rental properties relative to the other two participating communities and in relation to Glenorchy as a whole, at 37.2 percent compared to 29 percent for the City of Glenorchy, 22.8 percent and 6.9 percent for Rosetta/Montrose and Collinsvale/Glenlusk respectively, and the Tasmanian average of 24.9 percent.

2.2.4 Issues of Particularity and Generality

While the three precincts involved in the research exist as particular communities, they also share several important traits; most significant among these is the importance of the Glenorchy CBD as the major service area. Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa have limited services and facilities such as schools and local shops, with residents of the three areas using the CBD to secure major health and shopping services.

A comparison between the three precincts may have provided interesting and illuminating views about how levels of social capital and community capacity influence the adoption and uptake of a SoER process. However, the importance of the Glenorchy CBD in representing a unifying focus for precincts indicates that the precinct communities potentially bear little congruence to the communities on which they were superimposed. Rather than attempting a comparison, I decided to investigate how well precinct-defined communities represent residents' ideas of community in order to examine the influence of community on the adoption of sustainability in the context of Glenorchy, providing a more useful insight into enhancing local sustainability (see also section 5.2).

2.3 GCC Community and Strategic Plan

Our Vision

Our Vision is to ensure Glenorchy is the best place in Tasmania to live, work and play; both now and into the future. We want Glenorchy to be a City where we all care for each other and act together to improve our lifestyle and environment through a strong sense of community.

Our Mission

The Glenorchy City Council exists to represent the local community and ensure that quality services are provided to meet present and future needs.

In the mid 1990s, instigated in part by the Keating Labor Government's Better Cities Program (ceased in 1996), by the threat of Council amalgamations in the greater-Hobart area, and with strong political support from the Mayor and General Manager, a series of community enhancement

strategies were implemented. Incorporating a renewed dedication to involve community in decision-making, the GCC initiated a widespread community consultation process to identify local needs and define community benchmarks and performance measures. Instigating major organisational changes, the GCC evolved from a traditional 'service delivery' council to a 'community council', a transition that necessitated changes in the operational structure and legitimacy of GCC, and that enhanced the role of citizens. Widespread community consultation frameworks were initiated to more fully incorporate a community voice into decision-making processes and to aid in the formation of a long-term vision for the City. As part of this philosophical re-orientation, a Community Plan was developed in conjunction with residents in order to conceptualise Glenorchy's future, and determine how such a vision might be achieved. Based on the Community Plan, a Strategic Plan 2000-2005 was then developed, incorporating various performance measures and internal strategies by which to measure Council's progress towards achieving the goals and visions outlined in the Community Plan.

2.3.1 Community Plan

In 1998, the GCC released the Community Plan. It was the culmination of a wide range of consultative processes identifying what the community of Glenorchy wanted to achieve for the future. The Community Plan is based on a 20 year vision of the community and emphasises four major areas, summarised below (see Figure 2.7):

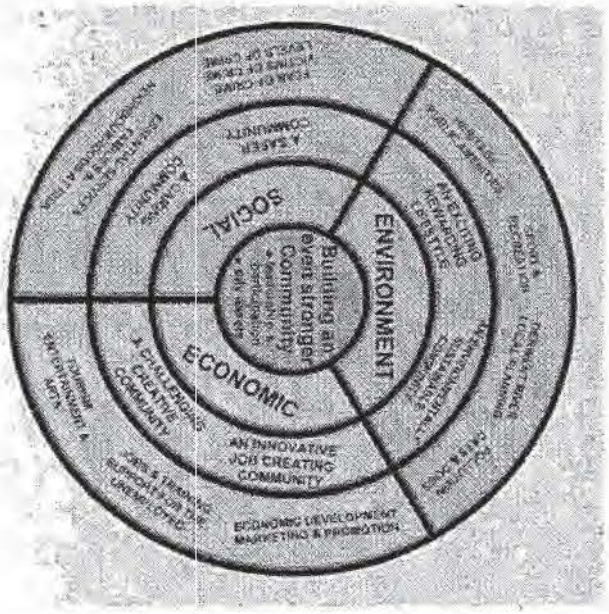
> ***Building an even Stronger Community:*** Community Leadership and Participation; Building and Maintaining the Assets of the Community.

Social: A Safer Community; A Caring Community.

Economic: An Exciting Creative Community; An Innovative Job-creating Community.

Environment: An Exciting Rewarding Lifestyle; An Environmentally Sustainable Community.

Figure 2.7: GCC's Action wheel, illustrating the goals and visions of the Glenorchy community



Under each section, relevant issues, future visions, 'things to do', suggested actions and projects, responsible organisations and bodies, and a time frame are outlined. Table 2.1 shows a relevant example, taken from the Environment section.

Table 2.1: An example of an environmentally sustainable community example taken from the GCC Community Plan (GCC, no date (a), 70)

An Environmentally Sustainable Community The Derwent River and the foothills of the Wellington Range are the dominant natural features of Glenorchy. Sustainable management of these assets and our urban community is vital to ensure a healthy environment in which current and future generations can live, work and play.	
Issues We must overcome: • Environmental problems with the Derwent River and its catchments, such as poor water quality and uncoordinated management practices. • Air, noise and other sources of pollution. • Problems with local planning, land use planning and heritage issues. • Adverse impacts of dogs, cats and other animals.	**Our Future** We want Glenorchy to have: • Clean, safe and well managed waterways and foothills that can be used for recreation and leisure activities and valued for their intrinsic beauty. • People, community groups, government and business sharing the responsibility to reduce pollution and ensuring there is a balance between individual and business needs. • A planning scheme which encourages and promotes development, employment opportunities and lifestyle and ultimately improves the City. • Responsible pet ownership and a good quality of life for residents, pet owners and animals.
Things to do • Inform and educate people on acceptable environmental practices and heritage management. • Develop and implement environmental management and remediation programs. • Maintain and improve health standards.	

The rhetoric expressed in the Community Plan is explicitly related to addressing sustainability principles (see also Jaskolski 2001; Stratford and Jaskolski, in press). The four major categories are clear examples of a Triple

Bottom Line emphasis consistent with sustainability reporting. Each section addresses how community leadership, participation, tolerance, safety, maintenance of all assets, quality of life, job creation, and the sustainable management of the natural and urban environment are enhanced in an integrative manner. The Community Plan is a blueprint for Glenorchy over 20 years, and a sketch map of how to 'get there' that addresses each of the guiding principles of sustainability. It serves as a commitment by Council to enhance the sustainability of the region.

2.3.2 Strategic Plan 2000-2005

Under the *Local Government Act 1993*, the GCC is required to produce a five year Strategic Plan and has chosen to base the current Strategic Plan 2000-2005 on the Community Plan.

The structure of the Strategic Plan 2000-2005 mirrors the Community Plan. In addition, it addresses five major internal areas: governance; management; financial management; human resource management; and information management. Each section covers: Issues; Our Future; Council Objectives; Performance Measures; Strategies; Council Role; Who (responsibility) and When.

The Strategic Plan serves as a collection of indicators addressing the success of the GCC in progressing towards the goals and visions outlined in the Community Plan.

2.4 The Community Precinct Program

In order to operationalise a more inclusive and deliberative philosophy, and fulfil the role of a 'community council', Council initiated various city-wide participative frameworks to aid in the formulation, and further the visions, of the Community Plan. One such framework is the Community Precinct Program, which is designed to provide on-going community consultation and enhance participation by community members in the workings of Council.

The GCC first adopted a recommendation to establish a system of geographically based community representation, the Community Precinct Program, in 1996. In October 1998 a Steering Committee was established to assist in the development of the Program, which occurred in conjunction with the development of the Community Plan.

The Community Participation Program consisted of three parts:

- the establishment of a participatory framework in which to establish Precinct Committees;
- the development of policies and procedures relating to community consultation; and
- the contribution to the development of a best practice strategic plan for the City of Glenorchy (GCC Minutes, 10 August 1998, 2).

A precursor to the implementation of a Glenorchy-wide community representation system occurred in the Collinsvale area[4]. After a group of community members approached Council, a Community Plan was

[4] What was to become the Collinsvale/Glenlusk Precinct.

developed over a six month period. The Collinsvale process served as a prototype for the development of the city-wide framework.

Precincts were designed to create a formal structure by which residents, property owners and tenants could become involved in decisions affecting their communities. The City was divided into 12 precinct areas on a geographical basis, to be "broadly representative of the views of the residents, property owners and tenants of the precinct area" (GCC no date (b), 3), and not a platform for single-issue or single-interest groups.

The GCC established the program to achieve the following outcomes (GCC no date (b), 3-4):

- ***Participation:*** increased participation as a community in the planning, decision-making and general activities of the Council;
- ***Communication:*** more effective communication between Council and the community; and
- ***Advocacy:*** the strengthening of Council's role as an effective advocate for the community, based on an accurate understanding of community needs.

These objectives are based on the following values:

- ***Vision:*** communities working together in shared decision-making to enrich our city now and for the future;
- ***People***: each person is equal and has a contribution to make. The rights and opinions of all are heard, valued and respected;
- ***Diversity***: we value and encourage the different contributions people can make in improving the quality of community life;
- ***Responsibility***: we will act with honesty and integrity so that we are accountable for the decisions we make; and

- ***Progress***: we will value innovation, flexibility and imagination in reaching decisions that will build a better and sustainable community and develop civic pride.

Such outcomes and values show an attempt to address issues of sustainability through a focus on process, emphasising the importance that community involvement, and hence the Precinct Program, have in optimising such processes. The precincts serve as a point at which information between the GCC and the community is exchanged. Information on community issues is raised with the precinct committees for comment and recommendation, and issues raised by the community are taken to Council for consideration and action. Precincts and Council work together to further Council's Community and Strategic Plans, along with projects specific to precincts. While precinct committees are encouraged to comment on proposed projects and plans, Council remains the decision-making body:

> 3.3 Decisions of Precinct meetings are advisory only and will be considered by Council in its statutory decision making role. Decisions of Precinct meetings may be accepted or rejected by Council (GCC no date (b), 7).

The Council maintains a strong link with the Precincts by providing training and development, and administrative and financial support. Each precinct is represented by an Alderman, two Precinct Liaison Officers, and a Precinct Administration Officer. These representatives provide ongoing links between the 12 precincts and Council. Precincts also have three office bearers; the Convenor, Secretary, and Treasurer. Precincts are required to meet once a month, and hold an annual general meeting at which office bearers are elected and participating Aldermen are assigned a new precinct.

Precincts are envisaged contributing to the existing web of community groups, and providing predominantly geographically-based feedback. The precincts exist as instruments of Council, and committees work towards those visions and goals outlined in the Community and Strategic Plans, contribute to local community planning, and are subject to Council budget constraints.

The Community Precinct Program was officially launched in October 1999. A qualifier from the original proposal put before Council stated:

> It is a process that requires time to develop and a high level of political commitment to the concept (GCC Council Minutes 25 November 1996, no page).

In recognition of the evolving nature of the system, a major evaluation was planned to commence approximately two years after the Program's inception. In fact, the evaluation process got underway in November 2002, approximately three years after the beginning of the Program. The evaluation process began mid-way through the undertaking of this research, and while the two lines of investigation were similar, this research has an emphasis on sustainability. Nevertheless, several conversations were had with two consultants undertaking the Precinct Program evaluation to reinforce ideas and thought processes. No formal effort was made to assess the effect that simultaneous investigations would have on precinct members or Council representatives. It is wise, however, to note that the two processes were happening in tandem, which may have contributed to those involved being able to articulate their views with more clarity, due to the emphasis placed on the future of the Precinct Program at the time.

In addition, Council elections, held every two years, were held in October 2002. The future of the Community Precinct Program re-emerged as a

significant issue. Discussions surfaced in the local media on matters such as the effectiveness and future directions of the Precinct Program:

> Why is Glenorchy Alderman Stuart Slade so negative about the Council's Community Precinct System? Is it because he thinks he knows better than the community he represents? ... There is so much more to the precincts than simple meeting attendance figures (*The Mercury* 2002a, 12).

> Maybe there are a few outcomes that would not, could not, have eventuated without the precinct committees, but most could and would have occurred through individual contact with Aldermen (*The Mercury* 2002b, 12).

The 2002 Council elections resulted in the number of Aldermen against the Precinct Program increasing from three to five, leaving the split of supporters to dissenters at 7-5, thereby increasing the pressure on the Program from within Council. One Alderman argues against the Precinct Program using economically based value criteria – in particular refusing to acknowledge investments into civic capacities and social capital:

> Deputy Mayor Stuart Slade is correct in asserting that the 12 precincts are non-performing, seriously failing and have cost more than $1 million since inception ... I [Alderman Peter Ridler] am one of the five Aldermen on the Glenorchy City Council who want the Community Precinct System axed (*The Mercury* 2002b, 12).

The effects on both the research and residents of Glenorchy of such debates in Council and in the media were not evaluated, but may influence the outcomes. I address the potential effects of the split of support among Alderman in section 7.2.

2.5 Chapter Overview

In this chapter, I have described the context in which this research takes place. Accordingly, the geographical and socio-economic settings used as an

empirical basis - three precinct communities of Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa located in the City of Glenorchy Tasmania - have been outlined. In addition, the framework of community representation implemented by the GCC and known as the Community Precinct Program was described, as were Council's Community Plan and Strategic Plan, in which are embedded a commitment to advancing the sustainability of the region.

Due to the nature of the project, factors stemming from the empirical location of the study have exerted an influence on the manner of investigations and the outcomes of the research. It is for reasons of clarity that this section precedes the chapter describing the methodology and methods by which the research was undertaken.

3 Methodology

Methodology is defined by Beaumont (1999, 158) as the "philosophical framework or paradigm that informs the research and comprises the fundamental assumptions about life and knowledge held by the researcher". Describing the methodology of a study is essential if knowledge transfer, which necessarily engages the conceptual structures of both the researcher and the reader, is to occur. Overtly stating how ideas are structured, and explaining the context in which they are embedded, aids in the interpretation of a study for the writer and the reader (Stake 1998). To this end, this chapter will outline the research process of the study.

At the heart of any research is the researcher. The researcher's ontological, epistemological, and methodological foundations form an interpretive framework, "a basic set of beliefs that guide action" (Guba 1990, 17), that influence research strategies, and methods of collection and interpretation. I will outline these most important beliefs and practices so that the interpretation of this work is as comprehensive as possible. Two areas will be described:

Theoretical domain – I will first articulate my worldview in relation to the study by outlining my research history, evolving from a background in the post-positivist field of psychology to an embrace of qualitative methods. The research is informed by a critical and normative perspective, and as such, espouses a particular variety of sustainability (section 3.1.2) in which I am primarily interested.

Methods of inquiry and interpretation - Qualitative and quantitative methods have been used to create a solid investigative framework. Informed by my ontological and epistemological leanings, these methods are described to show how the project was undertaken, and how rigour and validity have been ensured. Qualitatively, the collected data have been interpreted using hermeneutics. This process is described and justified (section 3.1.1). I have used qualitative and quantitative methods as complements, with the qualitative providing depth, and the quantitative breadth. Combining qualitative and quantitative methods lends rigour and leads to richer, more powerful and more holistic research (Blaikie 1991).

3.1 Theoretical Perspectives

In recognition of the link between the researcher and the research (Bradshaw and Stratford 2000; Dey 1993), I seek here to elaborate my personal educational history. One's ontological orientation is a difficult position to describe and locate because it not only influences the research, but is moulded by the research and other everyday events (Bradshaw and Stratford 2000; Jacobs 1999). I attempt here, if not to pin-point an orientation, then to narrow the philosophical arena in which I have been working during the course of the project. This task necessarily includes a description of my research history and recent ontological transformations brought about via involvement in the project.

I come from a strictly post-positivist ontological grounding due largely to an undergraduate degree in psychology. Psychology exists in some nether region between the 'hard' sciences of physics and chemistry and the social sciences of sociology and anthropology. Psychology strives for scientific credibility, seeking to quantify and individualise social phenomena, while

recognising the significant influence that context exerts (Brunkhorst 1996). In this sense, it is from a faith in the quantifiable that my research history began.

The decision to focus on issues of sustainability stems from a personal interest in environmental issues and the need to contribute to the enhancement of our environs. Based on such an agenda, I adopted a critical perspective and have developed a respect for qualitative research. Thus, in moving from a post-positivist approach to a critical approach, I aim to investigate ideologically oriented inquiry, and bring about change via the research process (Guba 1990; Neuman 2000).

The philosophical arena in which I am located has developed as a function of my personal, academic and research history prior to the beginning of the project, and has continued to evolve as the project has progressed. The research methods employed here reflect my transition from a post-positivist to a critical perspective, and the use of different inquiry approaches to create a solid investigative framework.

3.1.1 Critical Hermeneutics

Acknowledging the interrelationship between ontology and epistemology is important. Recognising and outlining the philosophical foundations of the study, the methodological processes, and the empirical context is essential if a valid interpretation of the data gathered is to occur. I have used a hermeneutic approach, where interpretation moves from naïve understanding (a superficial grasp of the text) to deeper understanding (where parts are understood in relation to the whole and the whole in relation to its parts). The hermeneutic circle (see Ricouer 1976, 1981; also

Gadamer 1979) addresses the research essentials noted above, and allows the development of intersubjective knowledge (Geanellos 2000).

Hermeneutics refers to the task of textual interpretation where meaning is found in the written word (Byrne 2001). I use hermeneutics as a method of interpretation in order to explore "the sense or meaning of the environment" (van Buren 1995, 260), and focus on the experience of participants' everyday lives. The emphasis on lived experience is of importance given the focus on sustainability conceived as an ethic, or a way of life. I have employed a particular strand of hermeneutics, that of critical hermeneutics (Bebbington 1990; Kogler 1999; Thompson 1981; van Buren 1995), in the interpretation of texts produced through interviews. In this research, a critical stance allows me to examine the community members' engagement with the urban environment, use of knowledge, and institutional relationships. Critical hermeneutics addresses the practical task of dealing with variations in the interpretation of sustainability (van Buren 1995) and permits "experiential levels of meaning" and "hidden mechanisms of power" (Kogler 1999, 5) to be identified as embedded in language. In addition, critical hermeneutics accounts for inhibitors and facilitators of sustainability, which are embedded in the tradition, background, knowledge and power structures of the civil and state domains in Glenorchy (Byrne 2001; van Buren 1995).

Describing myself as a critical researcher, I subscribe to certain perspectives regarding the process of research. Most importantly, the use of research to "critique and transform social relations" (Neuman 2000, 76), and the need "to explain a social order in such a way that it becomes itself the catalyst which leads to the transformation of this social order" (Fay 1987, 27) are integral to a critical agenda. I seek to "provide people with a resource that will help them understand and change their world" (Neuman 2000, 79). The research

therefore becomes a factor in social change (Hoy and McCarthy 1994), necessitating a reflexive relation to social practice. The concept of critical reflexivity is of particular importance for the evolution of my ontological orientation and the research process. As defined by England (1994, 28) reflexivity "is a process of constant, self-conscious scrutiny of the self as researcher and of the research process". Reflexivity has taken place as personal contemplation, and through interactions with interpretive communities, the "established disciplines with relatively defined and stable areas of interest, theory, and research methods and techniques" (Bradshaw and Stratford 2000, 39) in which researchers exist.

3.1.2 Sustainability

Integral to the interpretation of this work is the concept of sustainability. Sustainability constitutes the dominant global discourse concerning the environment (Dryzek 1997; Torgerson 1995). From beginnings based in the management of renewable resources (Lele 1991), sustainability now provides the basis for programs and conventions such as the 'Brundtland Report' and Agenda 21 (UNCED 1992), policies of NGOs and organisations such as the World Bank, and legislation of many governments around the world, including the Commonwealth of Australia.

Norton (1999, 461) states that "sustainable outcomes are not definable in advance, but must emerge from a program of active social experimentation and learning". Therefore sustainability is "a dilemma of collective action" and "first and foremost a political challenge" (Prugh, Costanza & Daly 2000, 160). Benefit resides in the discourse of sustainability as a political construct, which provides a common arena and language for discussion (Dobson 1999). On this matter, Hempel notes (1999, 44):

> Mobilizing ideas appears to be most effective when they serve as condensational symbols that defy narrow definition, encourage coalition building among diverse interests, and permit just enough comprehension and social absorption to promote convergent political acts.

Sustainability, therefore, is "contestable by its nature" (Baker et al. 1997, 1) and encompasses views as disparate as Richardson's (1997), that only ecologically defined sustainability is valid, that of Rydin (1999) who believes that recognising conflicting conceptions progresses the sustainability debate, or Treanor's (1997), that the benefit of sustainability are contestable, and any definition of the concept is pointless.

Six principles underpin sustainability (Jacobs 1991; Lele 1991; Pearce, Markandya & Barbier 1989):

- *environment-economy integration*: ensuring that economic development and environmental protection are integrated in planning and implementation;
- *futurity*: an explicit concern about the impact of current activity on future generations;
- *environmental protection*: a commitment to reducing pollution and environmental degradation and to the more efficient use of resources;
- *equity*: a commitment to meeting at least the basic needs of the poor of the present generation (as well as equity between generations);
- *quality of life*: a recognition that human well-being is constituted by more than just income growth; and
- *participation*: the recognition that sustainable development requires the political involvement of all groups of 'stakeholders' in society.

Sustainability is commonly represented along a continuum, from weak (or conservative) to strong (or radical). Holland (1999, 51) clearly distinguishes between 'weak' and 'strong' sustainability:

> ...proponents of weak sustainability are said to advocate policies devoted to securing a non-declining level of total capital, proponents of strong sustainability are said to advocate policies devoted to securing a non-declining level of natural capital in particular.

Weak sustainability, then, implies only moderate changes to the workings of civil, market and state spheres. Alternatively, advocates of strong sustainability regard innovation and significant change as fundamental to the implementation of sustainability principles, in both a conceptual sense and in the workings of society. In order to address its ethical basis, only 'strong' sustainability is considered to possess sufficient capacities (Davidson 2000). Because I believe sustainability to be an ethical consideration with an epistemological basis, weak sustainability (which implies only technological or policy changes) is unable to establish the sustainability agenda. Therefore, it is the 'strong' or 'radical' conception of sustainability in which I am primarily interested.

Sustainability, as an epistemological orientation (Bowers 1995; Sterling 2002), influences the way in which issues are approached and actions taken. Thus, any move to enhance sustainability will be knowledge intensive (Clark 2001) and involve a learning process based on various 'discursive communities' (Meppem 2000). It is through learning, deliberation and mediation that disparate conceptions of sustainability converge, enhancing the operation of sustainability principles by building capacities to adapt to changing contexts.

Sustainability is a normative concept. Enhancing sustainability involves increased consideration of the ecological, and of intra- and inter-generational

equity. Participation is fundamental, and the integration of civil, market and state stakeholders is required for the sustainability agenda to be adopted in theory and practice. Indeed, sustainability cannot be defined at any one point in time (Folke and Kaberger 1991), so the enhancement of sustainability involves improving normative processes in order to develop management strategies that progress towards sustainability. In this sense, sustainability is primarily a function of *process*. The *process* of sustainability encompasses state, market and civil actors and the interactions between them, and changes necessarily affect all levels of government, business and citizens.

In focusing on the locale, I primarily investigate the interactions among local community members and groups, Council representatives, and the institution of local government. By examining how sustainability is conceptualised and operated in and across civil and state domains, inhibitors and facilitators may emerge, enabling the targeting of areas in which the uptake of sustainability principles can be improved.

3.1.2.1 Sustainability Indicators

The research makes direct use of indicators of sustainability in order to create a measure of 'quality of life' and well-being among the participant communities and as tools of ecological learning[5]. Indicators are simply ways to measure. It is on indicators that we base decisions and assumptions about present actions, the results of past actions, and the range of predicted future decisions and actions that might be made. Indicators serve to simplify complex systems. Sustainability indicators differ from traditional indicators

[5] Ecological learning leads to ecological literacy, "a broad understanding of how people and societies relate to each other and to natural systems; and how they might do so sustainably" (Orr 1992, 92), which underpins sustainability praxis.

by incorporating links among economy, environment and society in ways that recognise their tightly interconnected nature (Hart 2000).

Sustainability indicators are useful to communities in providing a measure of 'quality of life' and 'well-being' that can be monitored over time, with negative trends being dealt with, and positive trends helping create visions of what the community should be. Indicators are tools of change and learning (Meadows 1998), and help provide a solid basis for decision-making at all levels (see Agenda 21, UNCED 1992). The indicators used by the three communities participating in the study are recorded in Appendix 1.

3.1.3 Summary

This section has introduced the theoretical location of the research, which utilises a strand of hermeneutics that incorporates a critical perspective in order examine the uptake of a 'strong' conception of sustainability emphasising intrinsic values and the normative processes of governance. The following section outlines the methods by which the research was conducted, interpreted, and how validity and rigour were ensured.

3.2 Methods of inquiry and interpretation

In order to effectively address the aims of the research, four methods of inquiry were employed:

- an interpretive analysis of secondary literatures such as Council documents and scholarly papers, permitting an investigation of historical, geographic and socio-economic aspects of the participating communities in the context of sustainability;

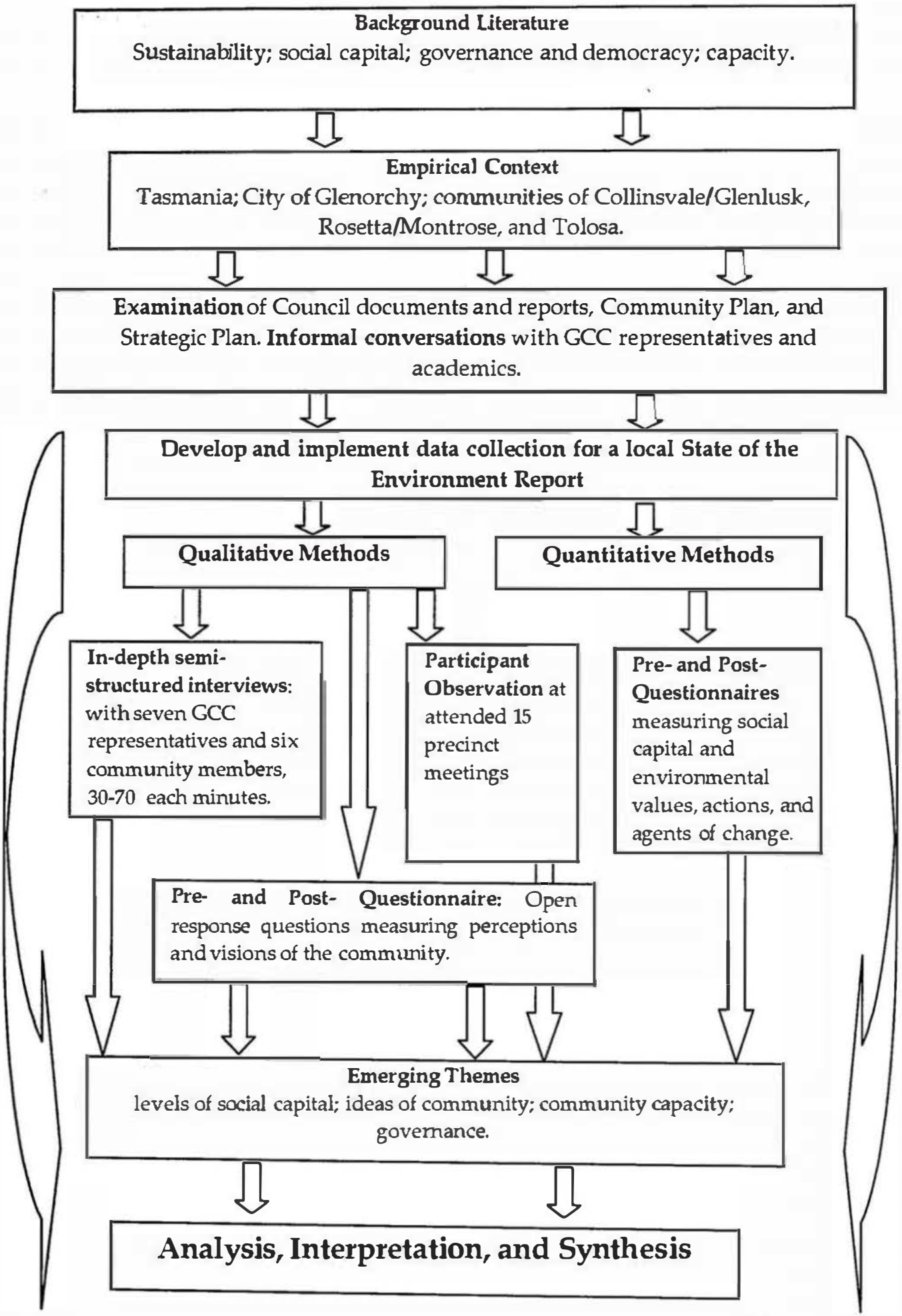
- a questionnaire, using closed-response and open-ended questions, administered at the beginning and the end of the SoER process period, measuring dimensions of social capital, visions and perceptions of community, and environmental values, actions, and agents of change;
- a series of in-depth, semi-structured interviews with participant community members and Council representatives; and
- participant observation at 15 monthly meetings, between July and December 2002, of participating precinct committees.

In what follows, I outline and justify the methods I have used to undertake the research. Located in the qualitative tradition, the manner by which the interviews, participant observation, and questionnaires were carried out is outlined (see Figure 3.1), as is the manner by which data were analysed and interpreted.

3.2.1 A predominantly qualitative approach

Qualitative research is primarily concerned with interpretation (Neuman 2000). In this sense, a qualitative researcher can be seen as a *bricoleur* (Denzin and Lincoln 1998; Neuman 2000), drawing on any available and relevant sources with an aim to "understand and explain the nature of (social) reality" (Eyles 1988, 1). Where the task of qualitative research is to explore processes and meanings, and describe social relationships and interchanges through interactive means, quantitative research concerns objective measurement and statistical analysis to generate causal relationships (Denzin and Lincoln 1998; Dey 1993). In providing a different perspective, quantitative methods remain relevant for qualitative research (Crotty 1998; Eyles 1988) and may serve as correctives, provide supporting data, or cast new light on field observations (Sieber 1973).

Figure 3.1: Methodological framework



I have described sustainability as an epistemological orientation, with a primary focus on process. In seeking to enhance the uptake of sustainability, the investigation necessarily explores how sustainability principles are conceptualised and operated by members of the community and Council representatives. Using interviews and participant observation provides "thick description" (Geertz 1973, 28), and "'insider knowledge' through interaction, observation, [and] participation" (Eyles 1988, 2) necessary for understanding sustainability as concept and praxis. Using closed-response questionnaires, addressing themes similar to the qualitative methods, provides an additional, alternate perspective on participants' ideas of sustainability.

In exploring the adoption of sustainability, I have used a quantitative questionnaire format to measure aspects of social capital and environmental values, actions, and agents of change. I have not employed this method to discover, in the positivist tradition, some underlying and universal truth, but to provide a complementary perspective on those matters of interest explored in the undertaking of the interview process. The methods, both qualitative and quantitative, I have employed are further discussed in section 3.2.5.

3.2.2 Triangulation

Triangulation, defined as 'the combination of methodologies in the study of the same phenomenon" (Denzin 1978, 291), has been used to ensure validity, rigour, and reliability. I have used triangulation of *measures*, taking multiple measures of the same phenomena, triangulation of *methods*, by mixing qualitative and quantitative styles of research, and triangulation of *theories*, by using an academic reference group to review methodologies and

interpretations (Neuman 2000). A familiarity with relevant literature has ensured that methods are complementary (Brannen 1992; Mason 1996), echoing Cornell's (1997, 30) perspective that methodologies should be "selected to meet clearly identified research needs, balanced with a clear understanding of the social, political and philosophical contexts in which the techniques are located".

3.2.3 Ethical Conduct

Prior to the commencement of the research, formal approval was gained from the University of Tasmania Ethics Committee. The research methods employed in the study involved a degree of invasion, asking personal and professional questions about beliefs and opinions. Privacy and confidentiality were ensured by de-identifying participants' transcripts and questionnaires, and seeking informed consent (Dowling 2000). Trust was gained by explaining the nature of the research, outlining participants' rights, returning interview transcripts to participants for editing, and having those participants who had been quoted in the thesis read each passage in context to ensure veracity.

3.2.4 Case studies

In choosing the cases for research, I used a collective case approach (Stake 1998), based on a purposive sampling method where groups and settings are sought in which the processes of interest are most likely to occur (Denzin and Lincoln 1998). It is assumed, as Denzin and Lincoln (1998, xix) state, that "every instance of a case or process bears the stamp of the general class of phenomena it belongs to", and that in studying the particular, an idea of the general will be obtained.

The City of Glenorchy was a suitable location in which to explore the operation of sustainability. An existing framework of local community representation (the Precinct Program) was present (implemented and overseen by the GCC) and formed the extended pool of possible case studies. A risk analysis was undertaken (Appendix 2), and due to the possible volume of work involved, it was decided to limit the number of case studies. The first step then entailed eliciting expressions of interest from the full complement of 12 precincts. Conveniently, members of three precincts wished to participate in the study. Precinct members took on the study as a project, and participants were those who exhibited a willingness and interest to be involved.

3.2.4.1 Local State of the Environment Report

Conceived in general terms to explore issues of sustainability and governance in local communities, the study specifically revolved around the question of how working a proto-type SoER process might highlight factors that facilitate or inhibit sustainability praxis. SoE reporting has been described by the Tasmanian Resource Planning and Development Commission (1997, no page) as:

> A process for describing, analysing and communicating information on conditions and trends in the environment. It also describes the context and significance of the conditions and trends.

The development and compilation of a local SoER process was used as the 'strategy' by which precinct members were engaged with ideas of

sustainability[6]. The process, implemented by the researcher, involved several steps. Four workshops were held with interested community members in order to develop a set of sustainability indicators for each precinct, finalise feasible collection methods, and set an appropriate time frame for the completion of the project. The collection of information by participants for the SoER process was divided into two methods:

1. *physical collection*: physical data collected by participants in their precinct area; and
2. *collection by survey*: data obtained via a survey distributed by participants to houses in the precinct area[7]. Surveys could either be mailed back to the researcher (at own expense) or placed in collection boxes located at several local businesses

Towards the end of the collection period, a reminder notice was placed in the local paper, the *Glenorchy Gazette*. The collection period was approximately three months in duration. The indicators developed and used by the precincts are displayed in Appendix 1. Handouts for the workshops are displayed in Appendix 3. Participants' degree of involvement varied from those who participated in developing the sustainability indicators to those who only helped in collecting data.

Subsequent investigations examined the effect that implementing a local sustainability initiative, such as a local SoER process, may have on participants, and an evaluation of those factors serving to inhibit or facilitate

[6] The process of developing and collecting information on a set of sustainability indicators was adapted from Hart (2000).

[7] A 10 percent sample of households was used. Surveys were distributed at random to houses after first splitting precincts into collector districts. In Collinsvale/Glenlusk a random distribution proved infeasible due to the widespread distribution of homes, so surveys were distributed through community groups and the local school.

the success of the strategy, and the ability of the Community Precinct Program to enhance sustainability.

3.2.5 Methods

This section focuses on the four investigative methods used:

- interpretive analysis of documents;
- pre- and post-test questionnaires;
- participant observation at precinct meetings; and
- the interview process.

Rigour, validity, and reliability are again addressed throughout.

3.2.5.1 Interpretive analysis of relevant documents

The analysis of GCC documents, community profiles from the Australian Bureau of Statistics (ABS), and relevant academic literature informed the initial stages of project development and implementation, and continued throughout the study's duration.

I considered it important to gain an in-depth knowledge and understanding of the institutional dimensions of the GCC in general, and the Community Precinct Program specifically. Through contacts in the municipal offices, Council minutes, internal papers, and Community Precinct Program background documents and working papers were obtained and analysed. In addition, publicly available documents such as the Community Plan and the Strategic Plan were also reviewed. Community profiles were established via ABS statistics and community profile material obtained from the GCC. This preliminary research contributed to my understanding and appreciation of the Glenorchy region, the communities of Collinsvale/Glenlusk, Rosetta/Montrose and Tolosa, and the GCC (see chapter two).

Using academic databases, the World Wide Web, and library resources, I also explored the discourses of sustainability, social capital, governance and democracy, ecological learning and literacy, critical hermeneutics and qualitative research. This research enhanced my understanding of the theoretical arena in which the research was situated, and enhanced my understanding of how these discourses related. This stage in the research process served to enhance the studies overall rigour and plausibility, in the words of Bradshaw and Stratford (2000, 48):

> This elaboration of context permits us to establish the plausibility of our research by demonstrating that we embarked on our work adequately informed by relevant literatures and for intellectually and ethically justifiable reasons.

3.2.5.2 The Questionnaire

The questionnaire was divided into three categories: social capital; perceptions of the present and visions for the future of the community; and environmental values, actions and agents of change. Face (valid in the judgment of others), content (captures the entire meaning), concurrent (agrees with a pre-existing measure) and construct (multiple indicators are consistent) forms of validity were ensured by adopting existing and verified measures and piloting the questionnaire with a groups of experts[8].

[8] One group of experts consisted of post-graduate students and lecturers from the Centre for Environmental Studies, University of Tasmania, and another comprised several representatives of the Glenorchy City Council.

Social capital

Questions addressing various dimensions of social capital were adapted from Bullen and Onyx (2000)[9]. A selection of 30 questions was piloted with groups of experts. After the pilot, several questions were altered and removed, and several more added. Social capital was measured along the following dimensions using a five-point Likert scale:

- participation in local community;
- proactivity in a social context;
- feelings of trust and safety;
- neighbourhood connections;
- family and friends connections;
- tolerance of diversity;
- value of life; and
- work connections.

Environmental values, actions, and agents of change

Questions addressing environmental attitudes and actions were adapted from several sources. Firstly, the standard 12-point measure of environmental attitudes and values, the New Environmental Paradigm scale (Dunlap and Van Liere 1978) was included. The remaining questions were either adapted from Adolfsson Jörby et al. (2001)[10] or developed by me. The questions broadly investigate three themes using a five-point Likert scale: environmental values; environmental actions; agents facilitating environmental change.

[9] Bullen and Onyx (2000) measured social capital across five communities in NSW, Australia, in order to identify dimensions of social capital. This study uses those questions that best represent the various dimensions.

[10] Adolfsson Jörby et al. (2001) used the questionnaires in municipalities in Sweden, Germany and Poland for the TASS-project (Towards a Sustainable Development) around the Baltic Sea.

Perceptions and visions of the community

Perceptions and visions of the community were assessed by using seven open-ended questions focusing on views of the community now and how it should be in the future. Questions also addressed the capacity of the Precinct Program as a participative structure and defined the contingent meaning of the local community (Appendix 4).

The participant questionnaire was administered at the beginning of the study and at the completion of the collection period. Changes as a result of involvement in the SoER process could be tracked along those lines deemed integral to the uptake of sustainability - specifically social capital, the consideration given the ecological environment (ecological literacy; economy-ecology integration), any change in the way in which quality of life is articulated and conceptualised, and a sense of empowerment that it could be achieved in the local context.

3.2.5.3 Participant Observation

In order to develop an understanding of participants' meanings of place and contexts of everyday life through interaction, integral in the context of evaluating progress towards sustainability, I have used the method of participant observation (Kearns 2000). Participant observation is particularly appropriate for studying processes, relationships, and the organisation of people and events, and is especially suited to exploratory and descriptive studies (Jorgensen 1989).

I entered into the role of participant observer aware of possible approaches and pitfalls (Adler and Adler 1994), and developed strategies to standardise my approach and maximise the reliability, validity and plausibility of the

data. Defining the relationship between observer and observed is of vital importance:

> The relationship between the participant as observer, people in the field setting, and the larger context of human interaction is one of the key components of this methodology. The character of field relations heavily influences the researcher's ability to collect accurate, truthful information (Jorgensen 1989, 21).

All observations were carried out during my attendance at the monthly precinct meetings of participating communities. Aware of the influence of power, knowledge, and appearance in participant observation, I chose to standardise my appearance and actions. Sex and age, undoubtedly an influence in any situation, and my connections with the University of Tasmania, were unable to be manipulated. Likewise, the situation in which observation was undertaken was largely predetermined. In order to define my role, I chose to adopt a 'marginal' role (Evans 1988) as observer-as-participant. As such, I adopted a dress style that can be described as neat casual, in the manner of other precinct members, and positioned myself in meetings on the periphery of the group, and did not participate in discussions unless called upon to do so. For example, I would provide a brief update of the project towards the end of each meeting. This strategy concurs with Kearns (2000) 'impression management' strategy, designed to enhance field relations. After each meeting there was generally a period where attendees would engage in conversation. In order to gain trust, and increase my understanding of the precinct meeting situation, I would participate in these discussions. I did not officially document any insights gained in this way, although they undoubtedly contributed to my overall understanding, and resultant participant observations.

Observations were carried out in each precinct meeting from the beginning of the project. Between July and December 2002, five precinct meetings were

attended for each of the three participating precincts. I used 'uncontrolled' observation by beginning with predetermined goals, but not restricting notes to prescribed phenomena (Kearns 2000). Observations centred around four themes: issues raised during meetings; the content of the issues; strategies for dealing with issues; and relations between the precinct committees and the general community, and relations between the precinct committees and the GCC.

I chose to integrate the three purposes of participant observation; to count, to complement, and to contextualise (Kearns 2000). I have examined issues raised and the time devoted to each issue to determine if any changes have occurred throughout the duration of the project (see Appendix 5). The data gained via participant observation were also used to complement interview and questionnaire data, and to enlarge my own understanding of the role of precincts and precinct members through direct experience. Observations were recorded using a pen and paper and transferred onto a computer the following day. In this way, critical reflection was integrated into the reporting process, adding another dimension to the data (Scott et al. 1997) and transforming data gathering into a "self conscious, effective and ethically sound practice" (Kearns 2000, 104).

3.2.5.4 Interview processes

Interviews were used to investigate the behaviours, motivations, opinions and experiences (Dunn 2000) of the people involved in the local SoER process in Glenorchy, and those involved with the GCC's Community Precinct Program, the framework in which this research is situated. I have used an informal, in-depth, semi-structured interview strategy – using a predetermined order and set of questions while still allowing participants to

direct proceedings (Dunn 2000). Rapport had already been established due to previous interactions during precinct meetings and the development and implementation of the SoER process. In recognition of existing relationships, established forms of interaction with participants were not altered during the interview process.

A purposive interview sampling method was used to target the individuals central to the task of implementing a SoER process through the Community Precinct Program (Denzin and Lincoln 1998, xix). The final pool of participants consisted of community members who had participated in the SoER process, and Council representatives that had been connected with the project. Community members were approached in person and then by phone to participate in interviews. Council representatives were approached via email, with a subsequent phone call to confirm the time, date, and place of the interview. The final interview participants were six precinct members (three from Collinsvale/Glenlusk, one from Rosetta/Montrose, and two from Tolosa) and seven GCC representatives (three GCC Aldermen, two Precinct Liaison Officers, the General Manager and the Department of Community Development manager). Interviews were conducted between 20 November 2002 and 20 December 2002. After this period, no additional participants were sought as 'saturation', a point at which adequacy in qualitative research is reached, had occurred (Morse 1994). In the case of precinct committee members, four were interviewed at their homes, one was interviewed at the Glenorchy Branch State Library, and one at the Council Chambers. For GCC representatives, five were interviewed at the Council Chambers, one at a café in Northgate Mall (Glenorchy CBD) and one at her place of work.

From a review of the literature on sustainability, sustainable communities, social capital, and governance, insights gained from attending precinct

meetings, and informal conversations with community members and representatives of the Council, a set of themes and questions was developed to act as an informal guide to the conversation. Exact phrasing and ordering of the questions was not predetermined, but depended on the participant (Eyles 1988). Interviews were split into two categories: community members and GCC representatives. The interviews addressed three purposes:

- to evaluate the project in meeting its aims;
- to explore the impediments that presented themselves during the course of the project; and
- to examine the limitations recognised as either a factor of the project design, of the government framework in which the study was situated, or of the capability of the precinct community.

Themes included:

- involvement in the Precinct Program;
- relevance of a local SoER process to the local community;
- success of SoER process;
- relevance of precinct level information to the Council;
- definition of sustainability;
- definition of quality of life;
- participants changing conceptions of sustainability due to study;
- changing perceptions of precinct area;
- precincts integration with other community groups;
- evolution of the Precinct Program;
- precinct committees representativeness of the community;
- community-Council links;
- success of the Precinct Program;
- capacity of the Precinct Program;
- community interest in being involved in decision-making; and

- the Precinct Program's role in advancing sustainability.

A complete record was gained, with permission, by taping each interview on a micro-cassette recorder and taking hand written notes on physical cues. Negating the need to take detailed notes enabled me to maintain a 'critical inner dialogue' (Adelman 1981), constantly analysing the dialogue in regard to possible leads and future questions.

Within two days of interviews taking place, transcripts - written "reproduction[s] of the formal interview...between research and informant" (Minichello et al. 1995, 220) - were produced. Transcripts were verbatim copies of audio tapes recorded during interviews combined with the accompanying notes on physical cues. The data were entered onto a computer, using software program WORD.

3.2.5.5 The method of interpretation

In this study, the text consists of interview transcripts taken from precinct members and GCC representatives, participant observation notes taken from precinct meetings I attended, and open-ended questions from the questionnaire. In this way, I sought to understand conceptions of sustainability among community members and GCC representatives, and the inhibitors and facilitators of the uptake of sustainability principles within the Community Precinct Program. The 13 interviews were between 30 and 70 minutes in length, totalling 129 pages and 72 684 words of data. In addition, the quantitative data provided by the survey were analysed using the computer program SPSS, and these were used as a comparative source for the analysed qualitative data.

A hermeneutic method of interpretation was used to analyse and code the interview data. Strauss (1987) defines three types of coding: open, axial and selective. The first stage of interpretation involved open coding, where I assigned to the text broad codes of sustainability, social capital, governance, and capacity. This task was undertaken by reading and re-reading hard copies of the transcripts. In this manner, I developed a 'naïve' understanding of the text. The next stage of coding was axial coding. For this task, I utilised the computer software program NUD*IST. Once the data were imported into the program, the text was re-read, the initial coding categories further classified and the emergence of new categories incorporated. This process involved asking about causes and consequences, conditions and interactions, strategies and processes, and identifying categories and concepts that were clustering together (Neuman 2000). The final pass through the data, selective coding, involved scanning the data, coding and organising the analysis around the core ideas of the uptake of sustainability principles, social capital, governance, capacity, and the nature of the interrelationships that had emerged. The full list of codes is represented in Table 3.1 (see Appendix 6 and 7 for coded data). This stage leads to a 'deeper understanding', "moving beyond understanding what it says to understanding what it talks about" (Geanellos 2000, 114). Employing the hermeneutic interpretation tools of distanciation, appropriation, explanation and understanding, guess, and validation (Geanellos 2000), the analysis of the data was undertaken, keeping in mind the key thought that "interpretation is always incomplete, perspectival and changing" and that "there is no absolute, unchanging knowledge" (Geanellos 2000, 116).

Table 3.1: List of codes used to analyse interview transcripts.

- **Sustainability**
  - Definitions
  - Projects effect on
  - Precincts effect on
- **Social Capital**
  - Connections among community groups
  - Connections among people
  - Precinct enhances/erodes inter- and intra community ties
  - Precincts represent a sense of place/community
- **Governance and Democracy**
  - Precinct representativeness
  - Precincts enhance/inhibit governance
  - Precincts influence in councils decision making
  - Precincts purpose
  - Communities of place – communities of space
- **Capacity**
  - Examples of community capacity (high/low)
  - Challenges to community capacity
  - Council capacity (high/low)
  - Council – precinct capacity links
  - Systemic capacity (positives/negatives)
  - Community interest

3.2.6 Chapter Overview

In this chapter, I have described the methodology of the research (both theoretical and empirical in nature). My research history and epistemological leanings have been introduced in relation to the development and implementation of the study to allow a reliable and valid interpretation of the work by the reader. I have approached the work from the perspective of critical hermeneutics, and have used a predominantly qualitative approach that also included a quantitative component to complement the overall data set. The methods employed have allowed for the understanding of how participants from the three communities of Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa conceptualise and practice sustainability, and

the effect that participation in a SoER process has had (outlined in chapter four). In addition, the drivers of, and impediments to the advancement of sustainability in the civil and state spheres are examined. Chapters five through seven present these findings in terms of the themes that emerged as significant during the research process. Chapter five assesses stocks of social capital and ideas of community in regard to the ability of communities to unite, develop, and work towards common goals. Chapter six addresses the influence of governance in the workings of the precincts, and chapter seven explores the capacity of communities, individuals, Council and Council representatives in working towards improving quality of life.

4 Enhancing Sustainability

In this chapter I evaluate the SoER process in terms of the results obtained, and the effects that participation in the process produced on precinct members involved. First, I discuss the success of the SoER process by assessing the quality and quantity of data obtained by community members. Second, I examine the effect of participation by interpreting qualitative and quantitative data obtained from questionnaires, interviews, and participant observation. I begin with an assessment and evaluation of the collected data in terms of its utility.

4.1 Assessment and Evaluation of the Collected Data

In this section I address the first aim of the dissertation, to assess and evaluate the utility of a local SoER process in terms of the information it provides the community and the Council in terms of quality of life and well-being. I accomplish this task by examining the second objective of the project, to assess the SoER process on the quality of information collected.

4.1.1 Collected Information

It will be recalled that four workshops were used to develop sustainability indicators for the SoER process (see section 3.2.4.1). At the completion of the final workshop, the collection of information on the final indicator set began (see Appendix 1). The necessary equipment was distributed at precinct meetings among those who participated in the workshops and other interested members who became involved in the information collection process after the workshop. As described in chapter two, data collection took

the form of either physical collection – data collected by participants about precinct areas; or collection by survey – data collected from a survey of community members that was distributed by participants drawn from precinct meetings.

4.1.1.1 Physical collection

Physical collection consisted of participants gathering physical information about their precinct areas. The indicators on which participants collected data are represented in Table 4.1 (see also Appendix 1). The amount of information collected for each indicator varied. *User friendly streets* required the collection of physical information such as the length of footpaths, curbs, nature strips, parking, and bike lanes along one or both sides of the street. The quality and quantity of data obtained was good, with approximately 62 percent of streets in the three precincts being covered. Data for the *availability of services* indicator were collected by participants from Collinsvale/Glenlusk and Tolosa, with only five services identified. The third physical indicator was the number of *green spaces* in a given precinct, data for which were only collected by members of the Rosetta/Montrose Precinct. Eight green places out of 26 were identified and measured in the Precinct.

4.1.1.2 Collection by survey

Collection by survey entailed the distribution of a survey to a random sample of ten percent of households in each of the three precincts. The survey addressed four indicators: *volunteerism; trips per week; local money staying local;* and *visions of the community.* The survey only attracted a 2.4 percent return rate (with none returned from the Tolosa precinct), making

the information obtained in no way indicative or representative of the community.

Table 4.1: Indicators of sustainability used by the project

Indicator	Precinct	Collected information	Collection method
1. Volunteerism	ALL	10 surveys	Survey
2. User Friendly Streets	ALL	Approx 62 percent streets covered	Physical
3. Trips per week	ALL	10 surveys	Survey
4. Local money staying local	ALL	10 surveys	Survey
5. Availability of services	C/G; T	5 services	Physical
6. Green spaces	R/M	31 percent covered	Physical
7. Visions of the community	C/G	6 surveys	Survey

C/G – Collinsvale/Glenlusk; R/M – Rosetta/Montrose; T - Tolosa

4.1.2 Summary

Overall, the quality of the data returned was reasonable, but of the 412 surveys distributed, only 10 were returned. Based on such a poor return rate, the SoER process must be classed as an early proto-type at best. The information collated gave a very limited indication of quality of life and well-being of each of the communities, and could not be relied upon to serve as a base measure by which to assess progress towards sustainability over time. Information gained from surveys and physical indicators, while not significant, did indicate the reliance on the Glenorchy CBD as the primary service providing area for the three precincts involved and a slight decline in volunteerism compared to five years ago. In addition, data collected on streets indicated a relatively good infrastructure, with footpaths encouraging

all forms of transport. Motorised travel, however, still dominated respondents' movements.

4.2 Change as a result of participation in the SoER process

Assessing and evaluating any changes occurring in participants as a result of involvement in the SoER process was an aim of the research. I assessed changes in how sustainability was conceived, as well as in social capital, environmental beliefs, actions, and agents of change, and governance, because these are directly related to the enhancement of sustainability. This section will examine participants' experience, with a focus on how their ideas of sustainability changed, if at all, during the course of the project. I draw on data from questionnaires, interviews, and participant observation notes in order to create an integrative interpretation of participant experience.

4.2.1 Conceptualising sustainability

As pervasive as the concept of sustainability has become in academic literature and policy debates, its practical utility in the local arena is only emergent. One aspect of the project was to enrich and broaden participants' ideas and appreciation of sustainability in both its conceptual and operational senses. In this section I examine participants' idea of, and the effect the project had on, sustainability.

When asked how they defined sustainability, participants typically focused on the ecological variety of sustainability. In this sense, sustainability was seen as *"the wise application of resources that service the people and does not over expenditure those resources" (community member)*, with an emphasis on the

need *"not to damage the earth in the collection of those resources, but in fact to improve" (community member).*

A defining feature of community members' ideas of sustainability is the focus on an end point, in that *"sustainability ... means that as things are now you want to sustain them like that forever" (community member).* Sustainability, as I have conceptualised it (section 3.1.2), places a distinct focus on process, and not on some hazy state of equilibrium. The complexities of sustainability are evident to community members; however, the underlying difficulties of defining and operating the concept exist as a continual challenge to its integration into the workings of the Precinct Program.

4.2.1.1 Definitional difficulties

Participants openly admit they are not comfortable with the concept of sustainability. While they have their own ideas of what sustainability means, they were not clear about how the concept applied to the Precinct Program: *"Again, I am sort of struggling to come to grips with this sort of concept of sustainability as it applies to the Precinct System" (community member).* Many involved with the precincts had not even considered the concept of sustainability: *"I doubt if anyone within the Precinct has even given that question much serious thought because the majority of people don't understand that concept" (community member).* The tendency for the idea of sustainability to degenerate into a single focus is also evident:

> *Interviewer:* Can you tell me your interpretation of sustainability?
> *Community member:* Well, I think old people need public transport.

Council representatives do not feel comfortable with sustainability either, despite the fact that sustainability rhetoric is evident throughout Council documents in both a direct and an implied manner (see also Jaskolski 2001;

Stratford and Jaskolski, in press). One Council representative sums up the dominant attitude towards sustainability:

> Yeah, I was going to say, how do you define sustainable? It is one on those beautiful really used a lot words but no one can quite pin it down *(GCC representative).*

The awkwardness that sustainability evokes presents a major challenge to it becoming a useful and practical concept. The burgeoning popularity of sustainability in policy and rhetoric is often not mirrored by those charged with the task of its practical implementation. A GCC representative discusses the apparent difficulties:

> I struggle with the word sustainable ... and I think certainly, community people struggle with it, and don't probably have a clue about what it means, and we have massive policies and documents about sustainable development but I am yet to hear a satisfactory definition of what that means *(GCC representative).*

This quote illustrates that lack of knowledge concerning sustainability praxis, and its focus on process, are limiting the capacity of the GCC and Council officers to utilise the concept. Rydin (1999) emphasises that recognising differing ideas of sustainability in a discursive setting enhances the sustainability debate and thus advances a region's sustainability. The aim is not to apply a 'definition' of sustainability, or to obtain a 'definition' of sustainability through consensus, but to develop normative processes and mechanisms that foster debate, furthering conceptions of sustainability that respond to contextual variations.

This section has illustrated the difficulty in using sustainability as a practical tool. Given the participative requirement of sustainability, the challenge is to enhance the understanding of sustainability, and explore ways in which to foster learning. Given that this study is an evaluation of using a sustainability initiative as a learning exercise aimed at increasing the

understanding and implementation of sustainability principles, the gaps in civic and ecological literacy (see section 3.1.2.1) in the GCC are important to note.

4.2.2 Effects on participants from involvement in a SoER process

Measuring the effect that participation in the SoER process had on participants is a task fraught with confounds (Gambone 1998; Granger 1998). In the context of the everyday, it is not possible to explicate causal relations of the kind necessary to exactly answer my question. Instead, the question is examined via the development of contextual knowledge, which I achieved by:

- observing those involved in situ, via participant observation;
- direct questioning in an interview situation; and
- the use of quantitative pre- and post- test questionnaires.

I interpreted the data derived from these tasks to gain an idea of the effect that participation has had on the adoption of sustainability principles.

4.2.2.1 Utility of Project information

The utility of the information provided by the project was viewed as advantageous by some precinct members:

> I think it is very important that we examine what we are doing, the way we are doing it, the way it goes about. It is good to have an outside person come in and maybe ask questions that we wouldn't have thought about. Invaluable *(community member)*.

> I think it is really important, I think the kind of stuff that you are doing is really important *(community member)*.

The local focus was also seen as a positive:

> When people get an SoE that is global, or bigger ... you tend to not relate it to yourself, and when it is a very local SoE then you look at that and say, this is happening in my place and is this what I really want to happen, or you say I don't want this to happen, so then you do something about [it], or you say this is good we'll follow along this line. So yeah, I think local is really good *(community member).*

In addition, there was also support to make sustainability an ongoing concern of the precincts:

> Your project will be invaluable in fact. What I think we try and do is keep sustainability as an agenda item when your project is finished *(community member).*

Despite precinct members' enthusiastic opinions of the project, in practice the project's undertaking was not whole-heartedly embraced, as indicated in section 4.2. Nonetheless, being involved in the SoER process did affect participants, enriching their ideas of sustainability, and enhancing their knowledge of the precinct area.

4.2.2.2 Effect of the project

I examined the effect of participation in the SoER process by interpreting data gained via participant observation, interviews, and questionnaires. I present this information here, in the form of participant quotes and insights gained from questionnaire and participant observation data.

In order to evaluate the uptake of sustainability, I focused on those aspects deemed integral to sustainability, namely social capital, and ecological consideration. The evaluation was undertaken by using a questionnaire addressing eight dimensions of social capital; and environmental values, actions, and agents of change. The questionnaire was first administered at the beginning of the project, and again at the completion of the data

collection period. Eleven questionnaires were returned for the pre-test, where only six were returned for the post-test. I analysed the data with the aim of identifying any significant difference along the lines of inquiry between the pre-test and the post-test. I used Mann-Whitney U tests with Bonferonni adjusted alpha levels in order to test between pre- and post-test results, and determine any significant difference. Results showed no change (see Table 4.2) on all but one dimension of social capital, 'Family and friends connections', which recorded a significant increase (sig. 0.015).

Table 4.2: Dimensions of social capital collated responses

GROUP	Mean	N	Std. Deviation	GROUP	Mean	N	Std. Deviation
1	3.1481	54	1.2500	9	3.2333	30	.8584
2	3.6393	61	.6333	10	3.2647	34	.9632
3	3.4318	44	.8183	11	3.3750	24	1.1726
4	3.1538	52	.8257	12	2.8966	29	1.0469
5	2.3636	11	1.0269	13	3.6667	6	.5164
6	3.3333	18	.7670	14	2.5000	12	1.1677
7	3.4138	29	.6823	15	3.7333	15	.4577
8	3.3500	20	.8751	16	3.1765	17	.8828

Participation in local community 1: pre-test, 9: post test; proactivity in a social context 2: pre-test, 10: post-test; feelings of trust and safety 3:pre-test, 11:post-test; neighbourhood connections 4:pre-test, 12: post-test; family and friends connections 5: pre-test, 13: post-test; tolerance of diversity 6:pre-test, 14: post-test; value of life 7: pre-test, 15: post-test; work connections 8: pre-test, 16: post-test

Several measures were used to assess ecological consideration. First was the standard measure of the New Environmental Paradigm (Dunlap and van Liere 1978). There was no significant difference found between the pre- and post-test results (sig. 0.615). Means are shown in Table 4.3.

Table 4.3: New Environmental Paradigm collated scores (1= pre-test; 5 = post-test)

GROUPING	Mean	N	Std. Deviation
1.00	3.6000	130	1.5730
5.00	3.4861	72	1.4727
Total	3.5594	202	1.5353

No significant difference was found between pre- and post-test results of environmental values, actions, and agents of change. Means are shown in Table 4.4.

Low involvement and completion rates of questionnaires meant they did not provide statistically valid data. Despite this limitation, questionnaires did prove to exert an influence by raising awareness of sustainability concerns, and illustrating that sustainability is a process, and not exclusively ecologically based.

Table 4.4: Environmental values, actions, and agents of change collated scores

GROUPING	Mean	N	Std. Deviation	GROUPING	Mean	N	Std. Deviation
2.00	4.2576	66	1.1410	6.00	4.0588	34	1.1266
3.00	4.2769	65	.8571	7.00	4.2424	33	.9364
4.00	4.1860	172	1.0542	8.00	4.3882	85	.7730

Agents of change: 2=pre-test, 6=post-test; Values: 3=pre-test, 7=post-test; Actions: 4=pre-test, 8=post-test

Participant observation was used to gain an idea of how precincts operated, and the extent to which decisions and processes were informed by sustainability principles. No trends were evident in relation to an increased consideration of sustainability principles over the project's duration. However, participant observations did illustrate the dependence of each meeting on relevant issues affecting the precinct area, and the influence that precinct members' capacities exerted on how issues were approached and decisions made. I classified observations into nine categories (see Appendix 5):

- traffic and road issues;
- information transfer: Council to precinct;
- information transfer: precinct to Council;

- information transfer: organisations to precinct;
- transport issues;
- community deliberations;
- environmental concerns;
- social capital; and
- precinct projects.

Primarily, participant observation enhanced my understanding of the operation of the Precinct Program, and informed the direction of inquiry, particularly the interview process. Participant observation data served to illustrate that precinct meetings provide a forum in which information transfer among precinct members, Council, and other community organisations could take place. Examples of precinct committees considering environmental concerns, and developing and implementing projects emerged, as did the influence the Precinct Program has on increasing stocks of social capital. In addition, challenges to optimising precinct meetings as a forum for deliberation and information transfer, and as a mechanism for increasing social capital and environmental consideration emerged. I describe these challenges in terms of social capital, governance, and capacity in the following chapters.

Interviews provided the most illuminating data concerning the effect that involvement in the SoER process had on participants. Overall, participation in the SoER process did exert a positive influence on those involved, although due to several factors, the influence proved to be somewhat muted. The major benefit was the project's capacity to cultivate awareness of interrelationships among the social, ecological, and economic spheres. Linking sustainability to the more immediate concept of quality of life served to place sustainability in a practical arena for community members:

> One of the things it has already achieved and that's by nature of the beast I suppose, is that whenever you do something like ask people about their quality of life you raise the awareness in their minds and that is a really good thing to do *(community member).*

The fact that issues of sustainability were raised in the project initiated a response from those involved:

> The little bit of probing that you are doing has made me think about [sustainability] a bit more *(community member).*

The project also challenged ethical ideas of how people live, and focused attention on the 'nuts and bolts' of sustainability in practice; this was seen as beneficial:

> I think that, in a way, it has focused some peoples' ideas on the nitty gritty of sustainability like how many solar cells have we got on the roof, and do you share a mower and stuff like that, so I think it has been a good, positive thing from that point of view *(community member).*

Precinct members' ideas have *"filled it out a bit ... so yes it has enriched my concept of quality of life and sustainability" (community member).*

Furthermore, the short duration of the project was a limiting factor in the lack of any significant changes being observed in addition to *"the fact that we are talking about long term things here" (community member):*

> I suspect maybe the time frame is a little bit short to have seen any changes, but I think we would be looking at a longer period, a longer time frame before personally there was any perceptual difference there *(community member).*

4.3 Chapter Overview

Despite general support for the worth of the project, the development and implementation of the SoER process in conjunction with community members was undertaken with a small degree of success. Involvement in the

data collection process was greater, although this was still insufficient to obtain a thorough collection of relevant data.

The effect of participation in the SoER process was evident, though minor. Involvement encouraged contemplation on lifestyles in light of sustainability concerns, with a direct link between quality of life and sustainability enabling sustainability's conceptual nature to be given a practical grounding. For many, sustainability remains an awkward concept. Community members equate sustainability with its ecological emphasis, and see it as an end point, not as a process. Council representatives, who are charged, through sustainability's integration into policy and rhetoric, with the task of operationalising sustainability, likewise find the concept unwieldy.

As a tool for raising the awareness and understanding of sustainability principles, a SoER process based on sustainability indicators shows promise. If the difficulties encountered in attracting interest and support are overcome, the process would also serve as a measure of well-being and sustainability over time. Integral in its continued utilisation is a focus on learning and the education of community members and Council representatives.

Due to the limited success of the SoER process, I decided to examine the Community Precinct Program as a vehicle for the implementation of sustainability initiatives. In the following three chapters then, stocks of social capital, styles of governance, and the capacity of the community and of Council, emerging as significant influences on the success of the SoER process, are examined in relation to their influence on the capacity of the Precinct Program to enhance sustainability. There is considerable overlap among social capital, governance, and capacity with regard to how they

relate to sustainability, and this is reflected in the way I have approached the writing of the three chapters. I have not tried to draw distinct lines of separation, but have allowed a degree of malleability so that themes of interest interact across chapter boundaries. In all this work, I identify facilitators of, and challenges to, the uptake of sustainability principles in the City of Glenorchy in order to address and improve the operation of sustainability principles in the region, and to illustrate generalisable factors in sustainability enhancement so that they may be applied in other localities.

5 Social Capital

Social capital is increasingly regarded as integral to the successful implementation of sustainability principles (Armstrong 1999; Bebbington & Perreault 1999; Bridger & Luloff 2001; Jaskolski 2001; Selman 2001; Stratford and Davidson 2002). In this chapter I outline how local stocks of social capital aid the implementation of sustainability initiatives, and apply this relationship to Glenorchy. I focus of five aspects of social capital that emerged as significant during the study:

- the conceptualisation of community by community members and Council;
- intra- and inter-community connections among community groups (e.g. links between the precincts and other formal and informal groups working within and outside of the precinct areas) ;
- intra- and inter-community connections among community members (e.g. links between individual community members within precincts and other areas);
- the relationship between precincts and Council; and
- the ability of the Precinct Program to enhance or degrade networks.

In addressing these five aspects, I examine the role that levels of social capital play in facilitating and inhibiting the ability of the Precinct Program to successfully implement sustainability initiatives, and hence advance sustainability in Glenorchy. Adopting a critical perspective (section 3.1.1) allows for the emergence of those factors challenging the accumulation of social capital in Glenorchy, thus encouraging strategies aimed at addressing the identified deficiencies. I achieve this task by interlacing theoretical ideas taken from the wider discourse of social capital with empirical data gained

mostly via interviews, with data from questionnaires and participant observations providing additional support.

5.1 Social capital as a multi-dimensional concept

While social capital has a rich history (see Hanifan 1916; Jacobs 1961), it has recently been revitalised by the work of figures such as James Coleman (1988; 1990) and Robert Putnam et al. (1993). I begin by outlining and defining social capital as relevant to sustainability in the local arena, before focusing on the five aspects of social capital, that were outlined above, and that emerged during the research.

Selman (2001, 14) equates social capital to "a glue which holds communities together through mutual interdependence." Woolcock (1998, 155) describes social capital as "encompassing the norms and networks facilitating collective action for mutual benefit" and Armstrong (1999, 28) sees "social capital [as] a way of understanding community that focuses on the networks of relations amongst citizens." A more complex definition is suggested by Falk and Kilpatrick (2000, 103-4):

> [social capital is] the product of social interactions with the potential to contribute to the social, civic or economic well-being of a community of common purpose. The interactions draw on knowledge and identity resources that simultaneously use and build stores of social capital. The nature of the social capital depends on various qualitative dimensions of the interactions in which it is produced, such as the quality of the internal-external interaction, the historicity, futurity, reciprocity, trust and the shared values and norms.

These definitions illuminate the central aspects of social capital: citizens, communities and formal institutions, norms and networks, and beneficial collective action. In a broad sense then, social capital can be seen as the

framework defining the manner in which resources, both tangible and intangible, are used and distributed, based on the key ideas of trust and reciprocity.

Sustainability too can be viewed as concerned with the distribution of resources and as such, can theoretically and practically be linked to social capital in a direct manner. They exist in a mutually beneficial relationship. If the overarching discourse in which sustainability and social capital are located is loosely labelled as one concerning the distribution of resources, then two questions are raised. Those of the sustainability camp propose the question: "how *should* the resources of the Earth be distributed?" The answer is therefore concerned with ethical issues of intra- and inter-generational equity, environmental protection, and quality of life. Advocates of social capital phrase the question: "how *are* the resources of the Earth distributed?" and then explore the question by investigating the interactions among groups and individuals. In the local context, I propose and proceed on the basis that the relationship between sustainability and social capital is such that high levels of social capital enable the operationalisation of sustainability principles; indeed they are a prerequisite.

Social capital is multi-dimensional. In this respect, Putnam et al. (1993) emphasise horizontal networks within and between communities, Coleman (1988, 1990) focuses on vertical networks between civil and state domains, and North (1990) and Olson (1982) explore social capital at the institutional level. These levels are referred to as micro, meso, and macro respectively. Social capital has also been classified as *structural*, encompassing social structures and networks that facilitate information sharing, and as *cognitive*, referring to shared norms, values, trust, attitudes and beliefs (Grooeart and van Bastelaer 2001; Uphoff 2000). *Bonding* social capital ties, characterised by

strong connections within communities, and *bridging* social capital ties among communities, are other relevant dimensions of social capital. For example, bonding social capital helps struggling communities to 'get by', where bridging social capital aid communities to 'get ahead' (Woolcock and Narayan 2000). A model of social capital is presented in Figure 5.1.

Trust is integral to social capital. Fukuyama (1995,16) defines social capital as:

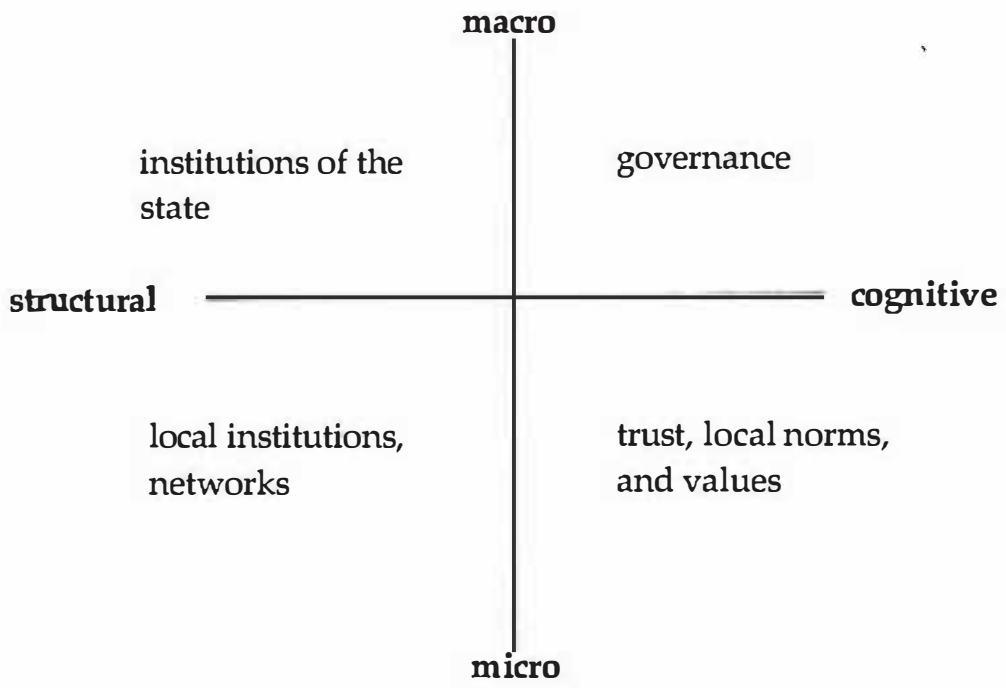
> A set of informal values or norms shared among members of a group that permits cooperation among them.

Here, emphasis is placed on the nature and use of trust, formed as the result of relations among groups and individuals:

> If members of the group come to expect that others will behave reliably and honestly, then they will come to *trust* one another. Trust is like a lubricant that makes the running of any group or organization more efficient.

Fukuyama (1995) suggests that where social capital has diminished, it is a case of 'moral miniaturization', typified by a smaller 'radius of trust'; that is, a reduction in the number of groups and number of people with whom trust is shared. Low levels of trust result in "fewer common values shared by societies and more competition among groups" (Fukuyama 1995, 49). Therefore, trust is a by-product of cooperative social norms, and an agent of facilitation in achieving common goals. In this way, it is the content and context of networks that influence the nature and extent of social capital.

Figure 5.1: Dimensions of social capital (Grootaert and van Bastelaer 2001)



High levels of social capital are not necessarily desirable. As a multi-dimensional concept, different combinations of social capital produce different outcomes, in different contexts, as Woolcock observes (1998, 158):

> social capital has both 'benefits' and 'costs,' ... groups can possess 'too much' or 'too little' of it in terms of the amount required for efficient economic exchange, and that the sources of social capital required to sustain this exchange at one point in time may shift as transactions become more or less complex.

Therefore social capital needs to be 'optimised', not 'maximised'. To recognise which dimension must be optimised is contextual, as Woolcock (1998, 159) again points out:

> [there are] different types, levels, or dimensions of social capital, different performance outcomes associated with different combinations of these dimensions, and different sets of conditions that support or weaken favourable combinations.

5.1.1 Summary

It is important to appreciate the complex nature of social capital, and acknowledge the fact that the discourse of social capital is developing (Falk and Kilpatrick 2000). Thus, proceeding with the view that social capital is a multi-dimensional concept, with different combinations of social capital leading to different development outcomes, the following sections enlarge upon those dimensions that emerged as significant during the research. Most prominent is the importance of community. The *idea* of community is central to the practical formation and implications of social capital. In this respect, I examine how community members conceptualise their local communities in relation to precinct areas, and evaluate the influence that these ideas of community have on the ability of precinct communities to accumulate and utilise stocks of social capital.

5.2 Sense of community

Social capital is located within and among groups, and inheres in the structure of relationships (Portes 1998). Research also indicates that strong community identity and sense of place enhance behaviours that foster sustainability processes (Stedman 1999; Uzzell, Pol and Badenas 2002). Identifying communities, therefore, is integral if social capital is to be developed and utilised for, and by, sustainability initiatives.

Due to its increased usage in the rhetoric of governance, it is important here to define *community*. Community implies a set of common bonds or a shared network among individuals, leading to a shared sense of identity (Illsley and McCarthy 1998; Lee and Newby 1983), and is generally defined along spatial lines or in terms of interest. *Communities of place* are a function of established and continually developing intentions, engagements and associations, and

therefore have a complexity not easily defined in geographical or spatial terms alone. In fact, place occurs across spatial scales, simultaneously encompassing social interrelations and interactions (Massey 1994). Places are not stable, but are in a state of flux, constantly being reproduced and changed (Giddens 1991). *Communities of interest* are communities where links between members are based on matters of interest, and are not necessarily tied to a spatial domain. *Communities of space*, in the local government context of the research, are locally defined, geographical ideas of space, designed predominantly to provide functional systems of service provision. The relations among these three types of community will be discussed further in later sections. In this section however, I concentrate on how residents conceptualise their local community, particularly in reference to the precinct defined area.

The three communities involved in the research, Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa, are communities of space – implemented by the GCC. Communities of space are typically designed with a focus on spatial functionality and administrative efficiency (Raco and Flint 2001), and aim to mimic existing communities of place. Places, however, are increasingly incorporating wider spatial, social, and political processes, with place-based activities and interest-based communities existing in concert (Carley 1995; Davies and Herbert 1993; Giddens 1998). Where communities are constantly changing, are "flexible, contested, provisional and precariously-constructed" (Illsley & McCarthy 1998, 104), communities of space are relatively fixed. I examine the congruence between community members' ideas of community and the GCC precinct communities, for it is the congruence between these conceptions that the ability of the precincts to utilise existing, and accumulate more, social capital is contingent.

My emphasis on community derives from two themes drawn from the literature. First is that civic responsibility and community identification require an attachment to a locality (Gyford 1991). Second is that a strong community identity increases willingness to participate in political processes in order to promote the public good (Kymlicka and Norman 1994). Flora (1998) also links strong community identity to the operation and accumulation of social capital and subsequent community development. It is on the importance of community identity that I investigate residents' ideas of community here.

Investigations into local community identification were informed via open-ended questionnaire responses and interviews. Questionnaire data showed that ideas of community were classified in terms of place or interest. While some precinct members did identify with a precinct area as their local community, place was more commonly divided into the very local (i.e. a street) or the regional (i.e. the municipality, or *"the northern suburbs"*). It is here that the geographical make-up of an area influences ideas of community. Collinsvale/Glenlusk, a semi-rural region physically separate from the rest of Glenorchy, was alone in being identified by residents as representative of a community of place. Collinsvale/Glenlusk's unique geographical and socio-historical nature exert a significant influence on residents ideas of community:

> It is a little community because people have chosen to come and live there, you know there are lots of areas people live because that's the only place people can live if you like but Collinsvale is not like that, you have to choose to live there *(community member)*.

> Well, I think it is a community of place yeah. Because it is the rural area of Collinsvale I suppose. I think so, I think the boundaries there are quite good *(community member)*.

In contrast, Rosetta/Montrose and Tolosa are not easily distinguishable from neighbouring precincts either geographically or socio-historically. In fact, the Glenorchy CBD is significant as the central area of service provision, and serves as a unifying agent for precincts in the region. The central place that the Glenorchy CBD holds for all precincts is articulated by a Rosetta/Montrose and a Tolosa resident:

> Basically, [our area is] the Rosetta district, but in some circumstances the greater Glenorchy area *(community member).*

> The [Tolosa] precinct doesn't hold a lot, our real centre is the Glenorchy CBD *(community member).*

Even though precinct areas were developed by the GCC in conjunction with the Glenorchy community, their strict geographic boundaries account for multiple ideas of community in some cases, but fail to do so in others. The disparity between conceptions of community is apparent to Council staff:

> Most of our CBD precincts, they don't seem to have the sense of, well, their sense of community is a very different thing, they have different focuses *(GCC representative).*

> I don't think the boundaries work that well at all. In some regards they do and they don't. It imposes a very strict geographical boundary which doesn't take any account of the human perception of that boundary, and whether somebody feels like they belong to a certain community or precinct over another one, whereas they might live in one but their feeling of belonging is in another *(GCC representative).*

An apparent lack of identification by residents with the 'precinct as community' has influenced the ability of residents to maintain and accumulate stocks of social capital. As outlined, social capital is present within groups, and is enhanced by interactions between and among group members. The challenge to members of the precincts is to foster a sense of 'precinct as community' through which social capital can accumulate. There is evidence that such is occurring:

> I think because once you start attending a precinct and you get involved in a precinct, it just increases that feeling of community so much more *(GCC representative).*

It is important to note that various levels of community are also relevant to participants, ranging from local street, precinct, and municipal level, to broader communities encompassing Hobart, Tasmania, Australia, and global. Importantly however, is that by implementing the Precinct Program and endowing it with powers and responsibility, the GCC *has* created a fledgling idea of community. While the extent of the precinct community is somewhat limited, it is becoming stronger.

5.2.1 Summary

The lack of identification with the precinct area as a defined community is a significant inhibitor to the accumulation and utilisation of social capital. Social capital is located within and among groups (Portes 1998), but a lack of people identifying with particular groups inhibits the ability to access stocks of social capital with those groups. It is the lack of identification by residents with the precinct area as a community of place that is evident within the Community Precinct Program.

Increasing stocks of social capital in the context of the Precinct Program is primarily concerned with creating a sense of community by strengthening *bonding* social capital in addition to enhancing complementary intra- and inter-community dimensions of social capital. The remainder of this chapter focuses on intra- and inter-community connection among community members and groups, connections between the precincts and Council, and the ability of the Precinct Program to enhance or degrade these networks.

5.3 Dimensions of social capital

I have focused on social capital at the micro and meso level, exploring networks within and among communities, and between communities and Council. I utilise Woolcock's (1998) description of social capital bonds to inform the investigation:

1. *integration*: describes intra-community bonds;
2. *linkage*: describes inter-community bonds; and
3. *integrity*: describes bonds between the state and society.

I employed predominantly qualitative methods to explore the stocks of social capital in each of the participating precincts, and also assessed the capability of the Precinct Program to enhance stocks of social capital. Quantitative methods, measuring social capital via closed-response questions, were used to assess changes in stocks of social capital over the research period, but proved inconclusive (see chapter 4). In what follows, the strength and nature of connections among the precincts and other groups in the community, among individuals in the community, and between the precinct communities and the GCC are addressed.

5.3.1 Community Networks

Connections among groups and individuals in communities is an important aspect of social capital. In reference to Figure 5.1, the model of social capital, interactions occur at three levels, micro, macro, and meso, and networks occur within communities (bonding social capital) and among communities (bridging social capital). Woolcock and Narayan (2000, 237) explain how connections between groups affect community development:

> In societies (or communities) with good governance and high levels of bridging social capital, there is complementarity between

> state and society, and economic prosperity and social order are likely. But when a society's social capital inheres mainly in primary social groups disconnected from one another, the more powerful groups dominate the state, to the exclusion of other groups.

The work of Granovetter (1973; 1985) on embeddedness is also useful in contextualising the operation of social capital in the Glenorchy municipality. Granovetter (1985, 487) theorises that actors:

> do not behave or decide as atoms outside a social context, nor do they adhere slavishly to a script written for them by the particular intersection of social categories they happen to occupy. Their attempts at purposive action are instead embedded in concrete, ongoing systems of social relations.

Recognising that actors are embedded in ongoing social relations, Woolcock (1998, 164) states that embeddedness:

> at the micro-level refers to intra-community ties; whereas at the macro-level it refers to state-society relations; autonomy at the micro-level refers to extra-community networks, while at the macro-level it refers to institutional capacity and credibility.

At the micro-level, these ties involve the extent of connections between communities, where at the macro level, autonomous ties describe the connections among government policy makers, key industry leaders and the existence of an independent professional ethos that acts as a guide.

5.3.1.1 Connections among groups

While the Precinct Program exists as part of a consultative web providing feedback to Council, the Precinct Program also fulfils the role of developing and implementing community initiatives aimed at improving quality of life. In this capacity, connections with other groups in the community are essential to co-ordinate and implement projects, and to contribute to

community capacity. There are examples of precinct committees creating and using links with other community groups in order to facilitate a project, or achieve an outcome:

> I suppose it is an instant case in point there, we just couldn't find within the Precinct or within the community, sufficient people to really get [our project] off the ground. It wasn't until we went further afield that we actually got the resources of the Youth Justice Program that things actually started to come to life *(community member).*

Apparently, such on-going links and partnerships have been difficult to forge, and rarely lead to permanent arrangements due to the focus on isolated and short-term projects. While such ephemeral partnerships are beneficial, the lack of enduring links does limit the capacities of precincts. When asked to describe the extent of involvement of the precinct committees with other community groups, typical responses included:

> A lot ad hoc things come and go *(community member).*

> Only in a very loose way *(community member).*

In the case of Tolosa, such partnerships are non-existent:

> *Interviewer:* Does the precinct committee work with a lot of the local organisations, in conjunction?
> *Community member:* No.
> *Interviewer:* Not at all?
> *Community member:* No.

For all precincts, the importance of linking up with other organisations is nonetheless recognised by community members. When asked if forging links with other groups active within the local community was important, a typical response was:

> *Community member:* Yep.
> *Interviewer:* Why so?
> *Community member:* Oh well you have got the waste of resources for one thing ... it's another way to bring the community together in general, and everyone can be travelling in the same direction, in the same boat.

5.3.1.2 Connections among individuals

Connections among individuals within the community are also an important aspect of social capital that builds trust, encourages reciprocity, and helps create a sense of community. In this regard, limited attendance at precinct meetings has not discouraged people from constructing networks of association that enable information dissemination into the wider communities of place and interest. Networks are such that when an issue of contention pertinent to communities arise, a large number of residents attend meetings:

> I think you know the local network is pretty good. And that is sort of shown by, for instance, when about three precinct meetings ago we had actually put in the minutes something about how we were going to look at some local area zoning ... so when we had the following meeting ... we had like 50 odd people and they were really fired up *(community member).*

The ability of precincts to use networks among residents to implement projects is also evident. Again, despite the fact that attendance is generally limited to approximately ten people per meeting, projects and activities attract a much larger group of participants:

> For example in Goodwood, where there is about ten people attending the precinct meetings on a regular basis I have seen them organise functions where they can get 200 people turning up, so the lack of people attending the precincts isn't necessarily a negative *(GCC representative).*

Again, the importance of creating such links among community members is recognised as important. In the words of a community member:

> They are vital yes ... they are very important. I think it is an aspect of people knowing they can sort of grab a hold of a situation and control their own destiny *(community member).*

5.3.1.3 Council – community connections

Connections among the precincts, as special committees of Council (GCC no date (b), 3), are vital for their successful operation. Evans (1996) suggests that the relationship between government and citizen action is based on complementarity and embeddedness. It will be recalled that complementarity refers to relations between public and private actors, constituted as formal frameworks and associations, to aid exchanges and partnerships between community associations. Embeddedness refers to connections among citizens and ties between state and civil spheres in terms of content and extent.

In being created and maintained by the GCC, the precincts depend on Council for financial and administrative support. The Council uses the Precinct Program in a consultative capacity in order to determine service delivery levels and planning decisions among others, and as an instrument of community development, increasing capacity and empowerment at the local level. The Precinct Program thus enhances links between the Council and the community, creating the trust necessary for successful partnerships:

> I think another area that the precincts have worked quite well is that they have gone a long way in breaking down the communications barrier between sections of the community. They have brought Aldermen and the community together and they have also to some extent broken down the communication barrier between Council and the community *(GCC representative).*

> [Involvement in Precinct Program has] brought me in touch with a wider range of people within Council *(community member).*

> My understanding is that the Precinct System can lead to, and has in Glenorchy, to improvements in relationships because I guess we have created an involvement for people that may not have been there before, and we have created a mechanism whereby people can have an input to what Council thinks *(GCC representative).*

Negative opinions towards Council are still evident however, especially when unwanted information is transferred from Council to the Precincts:

> Last night was a perfect example, about that corner [road junction], where I said 'don't shoot the messenger'. You know, you give people a piece of information they don't want and it is like, 'bloody Council' you know, straight away *(GCC representative).*

Given the foregoing, it becomes apparent that balance between these vertical interactions (Council and the community), and horizontal interactions, (within and among community members), is necessary and exerts a significant effect on overall levels of social capital. Stocks of all types of social capital are necessary to fulfil the potential success of Precinct projects. Woolcock (1998, 185) succinctly sums it up:

> Top-down resources and bottom-up capacity building need to be in a dynamic and cooperative relationship in order to assemble the range of people and materials capable of overcoming problems or to take advantage of opportunities.

5.3.2 Summary

Networks among community members are important, and the data have served to illustrate that the influence of the precincts is not limited to those attending precinct meetings, but reverberates throughout communities. Certainly, the Precinct Program has contributed to enhancing some links between the community and Council. The task here was not to measure levels of social capital, but to illustrate that certain forms of social capital exist and are being utilised in precincts.

5.4 Chapter Overview

I have defined social capital as a multi-dimensional concept based on trust and reciprocity, and emphasised the importance of networks and connections among individuals, community groups, and state institutions. Sustainability demands increased participation in all aspects of governance, which depends on levels of social capital. In the three participant communities social capital is being utilised in the Precinct Program and importantly, it is also being produced, creating stronger links among individuals, community groups, and Council. In short the Precinct Program *is* contributing to enhancing social capital in Glenorchy.

Several challenges to building social capital and hence enhancing sustainability are also evident. The lack of identification with the 'precinct as community' has emerged as significant, and does present a challenge to locating and producing social capital. While precincts have integrated with other community groups at times, few ongoing relationships have been forged. Similarly, while connections among residents, and between the precincts and Council, are improving, the Program's ability to engage with a large proportion of the population regularly, and become an integral part of Council operations, is debatable. These impediments to sustainability have emerged via a focus on social capital in the local arena, and are primarily concerns of governance and capacity. The following two chapters address these challenges presented by the modes of governance employed by the GCC, and the capacity of the GCC and the Glenorchy community, as individuals and structures.

6 Local Governance and Democracy

As a normative concept, sustainability requires the involvement of 'stakeholders' from civil, market, and state spheres in order to develop and operationalise sustainability in practice so that it is relevant for all members of society. Inherent in such a condition is the need to design mechanisms that allow for disparate interests to deliberate in an environment in which all forms of knowledge are recognised. The research has engaged directly with local government and, as such, forms of governance employed by the GCC influence the quality of deliberations necessary to developing sustainability praxis.

In this chapter, I assess the utility of GCC's Community Precinct Program in providing a framework by which participation is encouraged, and the success by which views of the civil and state domains are integrated to aid the development of sustainability praxis. I achieve such an assessment by examining three aspects of governance that emerged during the study:

- the success of the Community Precinct Program in enhancing governance in Glenorchy;
- the influence that precincts have on the decision-making process of Council, with a focus on the representativeness of precinct committees; and
- the perceived purpose of the Precinct Program.

In addressing these three aspects of governance, I identify inhibitors and facilitators of the enhancement of sustainability present in the state and civil spheres, in terms of:

- the systems of governance employed by the GCC;

- expectations of the Precinct Program from both Council and community perspectives; and
- the adoption of new styles of governance and forms of democracy by Council representatives and citizens.

I accomplish these tasks by integrating data obtained from interviews and participant observation with examples from the wider discourse of governance. I discuss GCC's recent transformation in governance to a 'community council' in terms of a discursive conception of deliberative democracy, and identify inhibitors and facilitators to the uptake of sustainability emerging from investigations into governance in Glenorchy.

6.1 Governance and democracy in Glenorchy

Recent trends in the operation of governments are typified by "a shift away from monolithic, hierarchical, highly standardised, bureaucratic production technologies to microcorporatist networked organisations dominated by meeting the needs of consumption rather than production" (Bailey 1999, 262). Local authorities are increasingly embracing the role of "suppliers of community governance" (Wallis and Dollery 2002, 76), and becoming enabling authorities (Bailey 1999), integrating the community into the decision-making process in a more direct manner.

Government and governance are not synonyms. 'Government' is a term that has distinct structural and institutional connotations, where 'governance' holds a distinct process-driven meaning. In Rhodes' (1997, 53) conception, "*governance refers to self-organizing, inter-organizational networks*". Governance is broader than government and encompasses both state and civil actors. Governance is characterised by a degree of interdependence among

organisations (Rhodes 1997). As such, the emerging conceptualisation of governance has tangible reverberations for the role of the citizen, as Rosenau (1992, 291) recognises:

> Given a world where governance is increasingly operative without government, where lines of authority are increasingly more informal than formal, where legitimacy is increasingly marked by ambiguity, citizens are increasingly capable of holding their own by knowing when, where and how to engage in collective action.

The tendency of governments to embrace these emerging forms of governance, termed the 'third wave' of democratisation (Huntington 1991), echoes dominant theoretical ideas within the democratic discourse, namely deliberative democracy and its associated strands.

The GCC is embracing new forms of governance (see section 2.3). The Community Precinct Program, implemented in 1999, has augmented Council's range of community consultation strategies, signifying a dedication to integrating the community into decision-making processes of government. In addition, the Program encourages the formation and implementation of the goals and visions of Glenorchy residents. The Community Plan and Strategic Plan also emphasise widespread participation, embedding this dedication in the rhetoric of sustainability. The GCC has signified its in-principle commitment to enhancing the sustainability of the region in the rhetoric of Council documents, and demonstrated its commitment in practice by providing the Community Precinct Program, which recognises and utilises the link between participation and sustainability.

The research is situated in the context of the Community Precinct Program and thus engages with the operation of local government and civil society. In assessing facilitators and challenges to sustainability via an examination of

how participation in governance is fostered requires the assessment of the structural formations and actors' perceptions of governance in the civil and state spheres. I will now turn to a discursive account of deliberative democracy in order to ground GCC's recent transformations in governance.

6.1.1 Deliberative Democracy

The discourse of deliberative democracy represents the theoretical basis of current democratic processes that are in evidence in emerging forms of governance. Deliberative democracy has numerous strands[11]. Conceptions of deliberative democracy vary along several important lines, most notably the definition of permissible forms and appropriate arenas of interaction, communication, deliberation, and different conceptions of leadership and citizenship.

6.1.1.1 Discursive democracy

Dryzek's (2000) theory of discursive democracy is a useful point of departure to evaluate GCC's efforts in adopting a deliberative ethic because discursive democracy is capable of accounting for the political transformation required to enhance sustainability.

Deliberation is communication where deliberators are "amenable to changing their judgements, preferences, and views during the course of their interactions, which involves persuasion rather than coercion, manipulation, or deception" (Dryzek 2000, 1). Importantly, deliberation is not confined to

[11] The deliberative form of governance has many complementary and competing strands, including Rawls' (1989; 1993) liberal conceptualisation, Benhabib's (1996) discursive democracy, Habermas' (1984) critical theory of democracy, and Young's (1996; 1997) communicative democracy.

certain forms of communication, or restricted to the "constitutional surface of the liberal state" (Dryzek 2000, 4). Liberal democrats, such as Rawls, tend to restrict deliberation to rational arguments. The discursive model suggests that by the use and legitimation of all forms of communication, power structures based on certain forms of interaction are undermined. For example, Mansbridge (1999) puts forward a case for including 'everyday talk' as a legitimate and important form of communication in the realm of government decision-making, and Young's communicative extension of deliberative democracy includes greeting and rhetoric as permissible interactive forms. In essence, "deliberation is about good and authentic communication" (Dryzek 2000, 74). Allowing all forms of communication in all arenas of discussion is important in achieving a situation where deliberation can proceed free of inhibiting power relations.

Addressing Ecological Concerns

Of particular interest to this work, is the capacity of discursive democracy to embrace the guiding principles of sustainability, especially the integration of ecological concerns into a world dominated by the free market bias of liberal capitalism. In this capacity, discursive democracy is well placed to incorporate ecological perspectives, primarily because "there is no reason why this communication has to have a human source" (Dryzek 2000, 140). A discursive procedure itself will not ensure ecologically sustainable outcomes (Goodin 1992), but in conjunction with the dissemination and adoption of ecocentric culture, the possibility of a political transformation is much enhanced (Eckersley 1992). The integration of ecological communication requires both the communicating and listening aspects of deliberation to be utilised. Ecosystems communicate, but in order to be heard, the range of acceptable forms of communication recognised within the political sphere

must be extended in an ecological direction to recognise the communicative capacity that humanity and nature share (Dryzek 2000). When Dryzek (2000, 150) states:

> [if] individual humans can recall their own situation as ecological rather than merely social beings, then they, as ecosystem members, would be in a position to challenge others' interpretations of the needs of ecosystems of which they are component parts ...

he implies that nature is best represented by those members of society who conceptualise their position as integrated parts of the wider ecosystem. Such a position challenges present views of human-nature relations and constitutes a valid and important perspective. Both Goodin and Eckersley echo this stance. Goodin (1996) terms nature's politicisation as 'encapsulated interests' represented by 'sympathetic humans', creating a "situation in which interests other than your own are called to mind" (1996, 847); Eckersley (2000) refers to this as 'enlarged thinking'. Such perspectives resonate strongly with the foundational principles of discursive democracy and sustainability discussed thus far.

Theoretically, discursive democracy is well placed to address sustainability concerns. In the following section, I discuss those conditions deemed integral to achieving democratic authenticity and legitimacy.

6.1.1.2 Democratic authenticity and legitimacy

Integral to any theory of democracy is the realisation of democratic authenticity and legitimacy. To this end, Dryzek (2000, 8) defines authenticity as the extent to which "democratic control is engaged through communication that encourages reflection upon preferences without coercion" and describes legitimacy as the extent to which "domination via

the exercise of power, manipulation, indoctrination, propaganda, deception, expressions of mere self-interest, threats, and the imposition of ideological conformity are all absent". Democratic authenticity emphasises the substantive and procedural aspects of democracy in the state and civil spheres, rather than other symbolic aspects. In this way, difference may be recognised and embraced without being erased.

Theoretically, discursive democracy appears capable of satisfying conditions of legitimacy and authenticity. In practice, contextual variables exert a significant influence on deliberative processes. Such influences compromise the validity of communicative forms, the availability of information, and possible representation. The legitimacy of governance and democracy is assessed through an evaluation of the degree that input has been sought and considered under conditions in which influences that restrict communication are minimised.

Briefly outlining the challenges for the legitimacy of discursive democracy will further frame the study. Central to the democratic idea is the requirement of legitimacy. This emphasis on legitimacy becomes acute in considering the present globalised trend toward a "disaffected citizenry" (McAllister and Wanna 2001, 7). Legitimacy can be taken to describe the extent to which:

> The authorization to exercise state power must arise from the collective decisions of the members of a society who are governed by that power ... [which] arises from the discussions and decisions of members, as made within and expressed through social and political institutions designed to acknowledge their collective authority" (McAllister and Wanna 2001, 95).

Criteria for democratic legitimacy are proposed by Cohen (1989). The two criteria - freedom and equality - are of particular interest. The Habermasian

idea of 'freedom of power' is important in the construction of an 'ideal speech situation', which is a worthy if, in Foucault's estimation, unattainable goal. A relative freedom of power, therefore, engages with the concept of equality, which Cohen (1989, 23) defines as "substantively equal in that the existing distribution of power and resources does not shape their chances to contribute to the deliberation".

6.1.1.2.1 Power

In the complex context of local government decision-making, it is problematic to foster a Habermasian 'ideal speech situation', in which power, knowledge, and rationality are excluded from debate (Flyvbjerg 1998; Forester 1989; McGuirk 2001). Community decision-making engages with meanings, values, understandings and knowledge based on diverse forms of knowing, reasoning, and representation (McGuirk 2001), and aimed at generating consensual "ways of thinking, ways of valuing and ways of acting" (Healey 1997, 29). In theory, a situation where deliberation takes place in which power is not exercised and all forms of knowledge are equal, will produce consensus. However, two important factors intervene. First, local planning decisions are situated in a political context in which citizens cannot participate equally; and second, knowledge held by Council representatives has already been validated by context, whereas the validity of community knowledge has continually to be demonstrated. In addition, McGuirk (2001, 204) suggests that deliberators "cannot be expected to adopt the dialogic practices of listening and giving respect to all voices and value systems, [and] not to abandon political strategising in favour of formulating generalised interests". Therefore, the fact that all social objects are constituted in power and difference must be a significant qualification to any attempt to approach an ideal speech situation (Mouffe 2000). An acceptance

of the ubiquity of power is necessary, and can contribute to identifying those factors leading to distorted communication. Such factors can be identified in the case of Glenorchy as challenges to enhancing inclusive deliberative processes, and sustainability.

6.2 Governance in Glenorchy

The GCC faces numerous challenges to ensure the legitimacy and authenticity of its governance style. Central among them is the workings of the Community Precinct Program. The Program is designed to facilitate information transfer between the Council and the community in order to incorporate community views into decision-making. In addition, the Precinct Program also fulfils the task of increasing community capacity and empowerment by aiding precinct members with projects enhancing well-being and quality of life in their respective locales.

Three aspects of this governance style have emerged as significant. Of primary concern is the ability of the Program to provide a forum in which disparate views can be deliberated in a manner which results in a satisfactory conclusion for those involved. The ability to provide a forum is the overarching theme of three emergent aspects of governance:

- the success of the Community Precinct Program in enhancing governance in Glenorchy;
- the influence that precincts have on the decision-making process of Council, with a focus on the representativeness of precinct committees; and
- the purpose of the precincts.

I begin by discussing the extent to which the Precinct Program has enhanced governance in Glenorchy.

6.2.1 The Precinct Program and governance

The Precinct Program has indeed enhanced governance in Glenorchy inasmuch as the integration of community views has partly been achieved. The ability of the precinct community to develop and implement beneficial projects has also increased. Initially, and most significantly, the Precinct Program has broken down the traditionally separate realms of Council and community, as confirmed by a GCC representative:

> I think a lot of people have had the perception in the past that Council is this entity that they can't crack. If Council says no then that just means no and there is nothing you can do to change that. It's very 'dig your heels in', that's how people have perceived Council, and so this system has really broken that down I guess *(GCC representative).*

In addition, the official classification of the precincts as a special committee of Council leads to a greater responsiveness by Council representatives, enhancing relations between the community and Council:

> It's like they have adopted that responsiveness if it comes through the Precinct System, this is internally, but if it comes completely externally, if it come from a ratepayer coming in, there can still be that intractability *(GCC representative).*

In this way, the Precinct Program can be seen to be dissolving the traditional relationship between Council and community, characterised as 'service provider' and 'service receiver'. The ability of the Precinct Program to provide an arena in which debate and deliberation can occur among community members, and between the community and Council has also been achieved:

> One of the things the Precinct has been able to do is to provide a forum, so there have been several meetings and there has been the opportunity to actually learn the facts of the case and that, so that the people who came to the precinct meeting have passed those on I think *(community member)*.

■

> I think it works remarkably well ... I am favourably impressed ... and at least the Precinct provides the mechanism for it [community-Council interaction] to happen, which is great *(community member)*.

The precincts also provide a forum in which complementary and competing views can be aired, where deliberation and discussion can take place, and decisions made:

> It has been a valuable airing place for people's issues and concerns *(community member)*.

The focus on the local area is an advantage:

> Well, in part, getting closer to a grass roots sort of thing brings us closer to the people than being involved, rather than the bigger ones where they, the other people, the government or whatever are involved, and I am a believer in trying to involve local people on local things to have ownership, and with ownership comes pride *(community member)*.

■

Council also benefits from the input of the Precinct Program, in that it provides for the integration of local concerns and perspectives into the decision-making process:

> [The Precinct Program has] developed, or gone a long way to developing better communication and better understanding of all of the needs of all the community *(GCC representative)*.

While the Precinct Program has improved the link between Council and the community, numerous barriers still need to be overcome in order for the Precinct Program to approach the potential the framework allows for. Doubts about the legitimacy of information and views originating from the precincts is common:

> I think it is important from Council's point of view to obtain representative information in order to judge what the community thinks and what, so that we can alter our service levels, to reflect that. I am not sure if the Precinct System is all that good at giving us that information *(GCC representative)*.

While the Precinct Program does provide a forum for discussion and information transfer, the ability of precinct meetings to approach Habermas's ideal speech situation is eroded by several factors, such as the structure of the system:

> I think the structure is stopping [precinct members] to a degree. You have to follow such a prescribed form that there is no time really for that community dialogue to happen based on the particular issue - what is it, how can we think of creative solutions for this, how are we going to solve it? The structure really inhibits that *(GCC representative)*.

> I hate meetings, I think people hate meetings ... I think people hate going; I mean, meetings are a necessary evil *(community member)*.

> I think the precincts have become a bit too regimented *(community member)*.

The negative aspects of the top-down implementation of the Precinct Program, and the current dependence of the Program on Council for support, is evident:

> I think there is an element of the precincts feeling that they are taking on other people's agenda's other than there own ... I think that in a way the whole Precinct Program has suffered from that because it wasn't bottom up driven, it was top down driven *(GCC representative)*.

Also, the use of community development specialists and professional language serves to inhibit the ability of all parties to understand one another:

> [In] some of the meetings that have been held with service providers and community members, the community members just do not participate because you are speaking the service providers language ... [community members] are alienated by the language *(GCC representative)*.

The level of commitment by Council representatives to the Precinct Program also challenges efforts to increase the utility of the Precinct Program:

> ... there is a fair bit of dissatisfaction with the overall operation of the Precinct System at the moment ... the fundamental problems with the System, which goes back to the level of support or the commitment which Council has and the level of commitment by the community I guess, they are probably the two stumbling blocks *(community member)*.

The Precinct Program has improved information flow between Council and the community, and has provided a forum through which community members may deliberate on issues and concerns arising in their regions. There are still doubts, however, about how well the present structure encourages participation, and levels of commitment from GCC representatives and community members. These challenges are manifest in other aspects of the Precinct Program, such as its influence on decision-making processes of Council, which I explore in the next section.

6.2.2 Influence

As a primary vehicle for community consultation, the success of the GCC's governance reforms is largely dependent on the success of the Precinct Program. In this sense, the extent of influence the precincts have in Council's decision-making processes is a fundamental indicator of the Program's utility, and the utility of GCC's governance reforms. From both Council and community perspectives, the precincts do exert an influence in the decision-making process. From the Council perspective:

> The involvement of the precincts and the involvement of the community plays a vital role in the issues and concerns [and] is helping Council to plan for the future direction. [It] also helps strengthen the Council's partnership with the State government

> and it also helps point to the, on a regular basis, objectives of the Community Plan *(GCC representative).*

Departments within Council are also adopting the Precinct Program as an expected point of contact and feedback with the community:

> Lots of Council departments will now see us and say we are thinking about this [and] can we put this out to the precincts, so they expect it as a standard organisational consultation, a frame of reference I guess *(GCC representative).*

Community members see the benefits of the closer link with Council, and their role in decision-making processes:

> I don't think they give the community decision-making choice, but they provide for input into the decision-making process. It's a step removed from actually being able to decide, but I think Council will make better decisions for communities if it knows what communities want *(community member).*

As far as the extent to which the views of the precincts are integrated into the decision-making process, the shortfalls of the Program are recognised by both Council representatives and community members. With respect to the lack of community participation:

> In fact [the community members] don't [participate], but the potential is there. They could, they should. If the precincts had sufficient following, but in actual fact, no they don't *(community member).*

In terms of Council agendas:

> I used to think it was really a good voice, but then some things have taken overly long with the Council, and I have literally been thinking it's really a one way street, from Council to precinct, rather than the other way ... So a lot of it is a little rushed and driven by the Council's own agenda and timetable *(community member).*

Communication between the precincts and Council can be somewhat random, negating the utility of community information in Council's decision-making considerations:

> *Interviewer:* Do you think that the precincts provide an important information source for Council?
> GCC *representative:* ... the 12 Aldermen? For the twelve Aldermen from the Council? No.
> *Interviewer:* No?
> GCC *representative:* This is another one of my criticisms. I have been on the Council now for two years, and we never ever get updates and specific issues brought to the Council's attention when we have those fortnightly Council meetings like tonight. We don't actually have an agenda item saying 'ok this is the latest that is happening in Rosetta/Montrose Precinct'.

The influence of the precincts in Council's decision-making is limited due to the low attendance of community members at precinct meetings, where a large part of information transfer occurs. Precincts were designed to represent geographical areas, and be "broadly representative of the views of the residents, property owners, and tenants of the precinct area" (GCC no date (b), 3). The ability of ten residents to represent the 4000 residents of any one precinct is debatable:

> I can only speak for Rosetta/Montrose obviously. Not very representative at all. I can see great holes in the precincts *(community member).*

> I don't like it just having five or six little people; you can't say you represent the community *(community member).*

> No, clearly they don't [represent the precinct community]. [Precincts] are not representative in terms of the people that participate in meetings *(GCC representative).*

In recognition of the limitations of representation inherent in the operation of the Precinct Program presently, the connection among greater participation, enhanced representativeness, and increased input into Council's decision-making process is recognised by community members:

> The community representation needs to be jacked up by a significant amount before we can really look forward to any real improvement in providing any constructive input into Council processes *(community member).*

The Precinct Program is being adopted by GCC departments. However, low attendance at precinct meetings has resulted in a limited influence in the decision-making processes of Council, and a lack of interest in the use of involving the precinct committees from some Council representatives. The next section discusses the confused purpose of the Precincts.

6.2.3 Precinct Purpose

Thus far, I have described the Community Precinct Program as facilitating two primary agendas; for community consultation, and for community development and empowerment. While it may be a simple task to categorise the activities of the precincts in this manner, in practice the distinction is not so easily made. Indeed, the purpose of the precincts is still in development, with its best use still unclear:

> I think the Precinct System needs some changes. I think we need to clarify what the expectations of the precinct information are in terms of information sharing and participation in decision-making, so that the community know what their role is. I think Council needs to understand what it expects form the Precinct System *(GCC representative).*
>
> So I think the System still has to define what it is *(GCC representative).*

The lack of focus among precinct committees, precinct members, Council staff, and Aldermen has created a situation where, in effect, the Precinct Program, and precinct committees, are being pushed and pulled in different directions. Some consider the precincts an avenue towards enhancing community development:

> I think we need to continually encourage [the Precinct Program] towards the community development, sustainability side of things and continually promote that there are [other] mechanisms to deal with complaints *(GCC representative).*

Some see the Precinct Program as a framework designed to enhance community consultation:

> We are talking about local issues at a local level ... what you want - you want a forum to provide good and bad news to the Council, feedback to act as a group in that area, like an action group *(GCC representative).*

In addition to this confusion of purpose, precinct committees have a tendency to degenerate into a complaint fora, or be dominated by single-issue groups:

> The Precinct [Program wasn't] set up to be single issue based but they can degenerate to being single issue based, and it's very detrimental to the process *(GCC representative).*

In short, the variety of purposes of the Precinct Program, and its tendency to degenerate around single issues, illustrates the lack of focus, from both Council and community perspectives.

6.3 Chapter Overview

Particular systems of governance and forms of democracy that stress facilitative leadership, participation, deliberation and empowerment are vital in the uptake of sustainability principles. In embracing more inclusive and participatory processes, the GCC is moving towards a form of governance at some measure now removed from traditional representative forms. Behind the move toward greater community involvement is a commitment to creating a sustainable community, and thus to integrating sustainability concerns into the workings of Council and the municipal population. I have illustrated that this commitment is embedded in both rhetoric and praxis. I have also used Dryzek's (2000) description of discursive democracy to

suggest that the transformation of governance in the GCC is theoretically well placed to address sustainability concerns.

Questions of legitimacy and authenticity are integral to the success of the transformation. The Community Precinct Program is an important example of attempts to improve community-Council relations and information transfer. I have used interview and participant observation data to illustrate challenges and facilitators to increasing community participation and improving quality of life through greater community involvement in the decision-making process, and in the development and implementation of sustainability initiatives. Findings indicate that while the implementation of the Precinct Program has definitely improved the information transfer between the community and the Council and provided a forum in which community members can discuss issues of concern, several challenges are evident. If measured by assessing the degree of integration of community views into Council's decision-making process, the success of the Precinct Program is limited by three factors:

- to a degree, the Precinct Program is still driven by Council's agenda, with precinct members not yet 'owning' the system. The constricting structure of the precincts, a result of top-down implementation, stifles open debate by excluding stakeholders of interest, and relegating communicative forms, such as story telling and narrative, inferior to specialist community development language;
- the lack of community participation in the Precinct Program has rendered precinct committees unrepresentative, in terms of the ability to represent the views of their community. As a result, views coming from the precincts to Council have limited credibility, and hence exert a minor influence on the decision-making process, and undermine the commitment to the Precinct Program by GCC representatives; and

- the confused purpose of the Precinct Program and conflicting expectations of it from community members and Council, have resulted in a lack of focus, and are largely attributable to the framework's short history and evolving nature.

The Community Precinct Program does provide an avenue for information transfer between Council and the community, and a vehicle through which community projects can be developed and implemented. In practice however, community members' expectations have not been satisfied, which is best summed up by a precinct member, who observes that the Precinct Program *"was great in principle, but then people just lost interest" (community member)*, emphasising that where such inclusive processes allow for the evaluation of conduct, the "opening up is fragile and closure is easy" (Rose 2001, 1409).

So far, I have explored whether and to what extent the Precinct Program may enhance social capital. Issues of governance and democracy, as explored in this chapter, are integral in this context, and also influence the accumulation of social capital. The integrative governance strategies implemented by the GCC enhance stocks of social capital and provide an avenue for community input into Council's decision-making processes. Increased social capital and governance structures that encourage community participation satisfy the imperative of *participation* as an integral aspect of enhancing sustainability (see section 3.1.2). A third factor, capacity, exerts a significant effect on the Precinct Program's potential to meet desired goals. In the next chapter I explore the capacity of community members, Council staff, and Aldermen, to facilitate or inhibit the uptake of sustainability.

7 Capacity

As I have conceptualised it, sustainability emphasises participation and process. Social capital and governance are integral to developing and implementing sustainability principles in practice. Likewise, deficiencies in stocks of social capital and governance styles challenge the operation of sustainability. Capacity has emerged as a third significant influence on the adoption of sustainability (Gray et al. 2001).

Community capacity is defined as the ability of people and communities to recognise and address problems by mobilising resources held within a place (Bopp et al. 1999; Bush and Mutch 1999; Goodman et al. 1998). It includes "the cultivation and use of transferable knowledge, skills, systems, and resources that affect community – and into variables such as participation and leadership, skills, resources, social and interorganisational networks, sense of community, understanding of community history, community power, community values and critical reflection" (Whittaker and Banwell, 2002, 256).

I focus on three types of capacity:

- *community capacity*: the potential of the Precinct Program to harness the collective capacity of its precinct communities in implementing projects (Gittell et al. 1998; Morrissey 2000);
- *Council capacity*: the ability of organisations to facilitate the Precinct Program's operation, and enhance community capacity; and
- *individual capacity*: the ability of community members to lead (Purdue 2001), and the influence of individual Council representatives on the operation of the Precinct Program (Frentz et al. 2000; Gittell et al. 2000).

Using various primary data, I present challenges and facilitators to the process of sustainability emerging within the community and Council, emphasising insights gained through interviews and participant observation.

7.1 Community capacity

Innervations that flow from the Precinct Program depend on the ability of members of communities to draw on skills and resources; that is, to take advantage of community capacity. Community capacity is concerned with the ability to act in concert (Daubon and Saunders 2002). By developing and initiating projects through the Precinct Program, community capacity can be increased, but primarily depends on the community's *capacity to engage* and the *dynamics of local governance* (Pickin et al. 2002), to which I now turn.

Community capacity depends on individuals within the community, with the successful implementation of projects leading to increases. Capacity building is one purpose of the Precinct Program. I explored community capacity by asking questions such as *"do you think community members are capable of forming goals and then making them happen?"* and *"is the Precinct Committee capable of addressing any issues that may arise within the Precinct?"* I also asked participants to outline projects they had implemented, the processes by which they had occurred, and the extent to which their ability to form and implement projects had changed over the Precinct Program's existence. From this line of inquiry, an idea of community capacity was formed, as was an idea of the influence of the Precinct Program on community capacity in precinct communities. Data suggest that precinct committees are capable of forming and implementing projects, as illustrated by the number of completed projects:

> I suppose we have done a little bit in our Precinct, we got a park down there, a little bit of waste grass made into a park, at the request of the immediate community. We are doing good things like the mural down there at the underpass, improving what was a bit of an unsightly graffiti covered wall into something that is getting a lot of favourable comment and interest from passers by *(community member).*

GCC representatives recognise the achievements of the precinct committees:

> I have all these things which are all the things [the precincts] have been involved in and it just goes on and on and on, and they are quite significant things and I don't think they would have happened without the [Precinct] Program being there *(GCC representative).*

That the precincts do achieve outcomes is clearly evident, yet doubts about their durability to continue to implement projects are prominent. The ad-hoc nature of projects and the existence of the NIMBY (not in my backyard) attitude are often emphasised:

> *Interviewer:* Do you think community members are capable of forming goals and then making them happen?
> *GCC representative:* Some definitely are and some definitely aren't. Again it comes back to that continuum. Some people are just focused on the Not In My Backyard. You know, that mentality is clearly evident throughout the precincts.

Whilst lamenting their infrequency, one GCC representative recognised that outcomes have occurred; *"the mural yeah, I mean that is going to be a tangible outcome. But crikey, they are few and far between" (GCC representative).*

The lack of capacity is a result of two factors, summed up by a community member:

> [there are] fundamental problems with the [Precinct] System, which goes back to the level of support or the commitment which Council has and the level of commitment by the community.

A major challenge to the success of the Precinct Program is the ability to generate interest within the community, and to motivate community members to become involved in improving their quality of life, and participate in the decision-making process.

7.1.1 Interest

> *Interviewer:* Do you think that people are interested in being involved in [Council] decisions?
> *Community member:* No, the majority couldn't care less.

Interest in participating in the Precinct Program has been low. While 550 people are on the Precinct Program mailing list (made up of those members who have attended at least one meeting), attendance at meetings average around ten, with *"just a core of people that turn up at everything" (community member).*

There are various reasons for such low attendance. Lack of time is a common reason, as noted by a GCC representative: *"people are really really time poor"* and *"people just don't have time and I think their involvement and their energy is limited to very certain things" (GCC representative).* Yet this lack of interest is not simply the result of a busy lifestyle. One community member suggested that there were several levels of involvement:

> There are two levels. The people want to see something done but they are not prepared to be a do-er ... There are a lot that want things done for them but are not prepared to put their two pence in *(community member).*

The types of projects that appeal to people and that achieve higher levels of participation are those that directly appeal to a specific interest, and/or where a concrete and achievable outcome is produced:

> The question 'are people interested in participating in the decision making process' ... I think they are but they're interested in doing so over things that they are interested in, over things that are either immediately going to make a difference to them or that they perceive are going to make a difference to their everyday lives *(GCC representative).*

Another determinant of involvement in the Precinct Program by community members is the tendency to be reactive:

> People tend to be more interested when it is something they don't want, rather than being interested when it's something they do want *(GCC representative).*

A relevant distinction between *wanting* to participate and being *willing* to participate was made by a GCC representative when asked if the community was capable of taking on an increased responsibility for their community :

> I think they are capable of it, whether they are willing and ready to do it is another matter. I think is would be very much an evolutionary process *(GCC representative).*

The challenge to stimulate interest in participation holds mixed implications for sustainability. Where issues reach a situation in which action is necessary to forgo negative consequences to the community, action will ensue. Unfortunately, the lack of foresight in such strategies does not integrate adequate levels of participation, futurity, or inter- and intra-generational equity that are conditions of sustainability. The nature of sustainability initiatives are long-term, which presents another challenge to the Precinct Program in terms of participation:

> The reality is that unless you have most of the group committed to [a project], it is very hard to reach the outcome because you have very small numbers ... because it is such a small group it is really hard to sustain any type of project over a long period of time *(GCC representative).*

Levels of formal education in Glenorchy were raised by several participants, for example:

> We have low levels of formal education in Glenorchy; 76 percent of the population have no formal education or qualifications. And you also have Glenorchy as a community in the Healthy Communities Survey[12] being indicated as the community least likely than any other in Tasmania to take part in public meetings and to protest ... people [are] much more likely to be being engaged in tangible practical things at their local level and seeing those things as important as opposed to bigger picture level things which are probably to some extent removed from their experience and also removed from their understanding and their educational background *(GCC representative).*

The link was also made by community members:

> I don't mean to say it but maybe [community members from the neighbouring Hobart City Council] are better educated, more involved with people, out here [in Glenorchy] they don't seem to be ... I shouldn't say that but ... *(community member).*

Education, therefore, must be considered as an essential component of the Precinct Program. Ecological literacy, the product of ecological learning, is essential to the operationalisation of sustainability (Cairns 2000; Quayle 1995). Enhancing ecological literacy, in conjunction with increasing participation, civic literacy and democratic processes, is crucial to building capacity and enabling the knowledge intensive move towards sustainability (Clark 2001).

The extent to which learning and education is occurring in the Precinct Program is evident. I base this assertion on the degree to which the capacity

[12] The Healthy Communities Survey (DHHS, 1998) was a significant social survey conducted by the Department of Health and Human Services and the University of Tasmania. It collected data on an extensive number of variables from a sample of 25,000 adults randomly selected from the total adult population. Fifteen thousand responses were received. The Sustainable Communities Research Group, under whose auspices this thesis was written, have access to the raw data to local government level.

of the Precinct Program has increased since its inception. A GCC representative sums up the path travelled by the precincts since the beginning:

> In that three years things have changed a lot. In the beginning a lot of the precincts were complaints mechanisms. People just came and said, 'right, now we've got a say about Council, and we can say, you are not doing this right, you're not doing this right, and we have got holes in the road here and da da da da da', and now I think the precincts that are working pretty well are ones that are, that have learnt that they actually do have some participatory power and are saying, 'this is what we want to happen in our area next', and I think in some cases they are saying 'how do we want our local community to grow', and are doing some visioning as well *(GCC representative).*

Other GCC representatives echo this interpretation:

> I have seen lots and lots of people - personal growth in people and in precincts [sic] as well the changes in thinking, people that perhaps used to be more us and them, used to be more issues or complaints based, dare I say it are now looking at more things that are community development *(GCC representative).*

> Just over two years ago, it might even be three years ago when the Precinct System, people - the community - didn't know what they wanted from the Precinct System, and now I have seen the Precinct System evolve and people now have a greater expectation of their own ability and the ability of the Council *(GCC representative).*

Overall, the precincts are increasing community capacity; this is not a continual process but one that proceeds in fits and starts. When asked if the Precinct Program was improving, a community member stated, *"Yes, in dribs and drabs. I don't think it is a continual process" (community member).* Another community member was less enthusiastic when asked if the precincts were improving:

> I don't really see any tangible evidence of that. There is a better, more people are understanding it I think, but in terms of what it is

> actually delivering ... it is pretty well standing still I think *(community member).*

Alongside the challenges related to community capacity, such as the lack of community interest, the limited emphasis on learning and education, the time-poorness of community members, and an inability to facilitate long-term projects, the capacity of Council, as an institution, and as a collection of representatives, impacts upon the ability of the Precinct Program to achieve its goals. The next section addresses the influence that Council imparts.

7.1.2 Community Leaders

The ability to engage in partnerships and generate community involvement in development processes depends, in large part, on community leaders (Purdue 2001). Community leaders engage in partnerships, mobilise community resources, and facilitate communication between the community and government. The importance of community leaders in the Precinct Program is recognised:

> [It] has a lot to do with the personalities that are there and the personalities can influence things greatly *(GCC representative).*

Community leaders have enhanced the operation of the Precinct Program, and contribute as much as the precinct structure allows:

> It comes back to who's in them. It always comes back to those people. If you have a couple of people who are movers and shakers you will start to get things happen ... so a lot of that change is probably people dependent rather than process dependent *(GCC representative).*

The challenge the Precinct Program faces is the ability to attract leaders, *"how to find them and encourage them" (community member).* Attracting community leaders is particularly pertinent given the low numbers involved in precinct meetings. Poor attendance reduces the resources of the precincts, and places

precinct members, and particularly community leaders under pressure. Volunteer fatigue is always a factor (Selman 2001). The precincts generally rely on *"the same individuals, there seems to be sometimes two or three individuals really running the show" (GCC representative),* leaving the Program vulnerable to a severely reduced capacity if community leaders, on which the precincts depend, disappear.

7.1.3 Summary

In this section, I have examined community capacity in terms of the ability of the precinct community to mobilise its resources to further develop the community in a sustainable direction. Community interest in participating in decision-making and community enhancement initiatives is integral to local sustainability, and depends on a practical focus, the resources the community possesses (human capital), and the ability of community leaders to mobilise capital residing within the community. The Precinct Program seeks to utilise and enhance community capacity to further the sustainability of the region. In this regard, it has been successful, due largely to community leaders creating interest and mobilising resources. The dependence on community leaders also serves as a challenge to the precincts to develop a wider pool of resources so as not to be overly reliant on sources, such as leaders, liable to fatigue. Sustainability requires forward thinking and the consideration of actions into the future. The precinct committees' reliance on practical and immediate outcomes does not fully address the imperative of futurity.

The next section addresses the institutional capacity of the GCC to facilitate sustainability initiatives. I assess Council's capacity by examining the influence of Council representatives on the workings of the Precinct Program

in addition to assessing the impact of the GCC as an institutional structure in relation to building community capital.

7.2 Council Capacity

In this section I address the capacity of the GCC. I focus on the capacity of Council to facilitate projects, to provide adequate resources, and to maintain links with the community. I concentrate on Council as an institution and Council as composed of individual representatives. In this way, the influence that Council exerts on the capacity of the precincts to function and to address sustainability concerns is examined with facilitators and challenges highlighted. Again, points are illustrated using quotes taken from interviews, and data gathered via participant observation. Additional data were gathered, and are reproduced here from the Precinct Guidelines obtained from the GCC.

7.2.1 Institutional capacity

The capacity of Council as an institution is concerned with its structures and frameworks, and the ability of Council to operate them. The previous section addressed community capacity and the influence of factors within the community that served to inhibit or facilitate the increase of capacity. In this section I examine the role of local government, and focus on the role the GCC adopts in inhibiting and facilitating the ability of the community to increase capacity. I concentrate on three interacting dimensions of institutional design contributing to aiding capacity development: opportunities for public participation; the responsiveness of decision-making; and arrangements for democratic leadership and social inclusion (Lowndes and Wilson 2001). Thus, the manner by which issues are presented to the community for

consultation, the manner by which precinct meetings are run, and the value of Council's support to the precincts, are used as indicators of institutional capacity.

The procedure by which precinct meetings are run is a function of the established guidelines of the Precinct Program classifying Precincts as special committees of Council (*Local Government Act 1993*). A meeting format was adopted, including official minutes taken (GCC no date (b), section 12.1), voting on issues (GCC no date (b), section 3), the necessity of a quorum of ten precinct members, with no recommendations accepted without a quorum (GCC no date (b), section 9.3). Because of its official manner, the structure implied by the Precinct Guidelines serves to inhibit debate, and intimidate community members who wish to contribute but are not comfortable engaging in such a situation. The capacity of Council to make the Precinct Program more 'user friendly' is arguable.

Precincts are required to meet monthly (GCC no date (b), section 6.2). It is during the meeting that issues arising from the Council are addressed by precinct committees. How well the system fulfils the demands of community consultation is questionable. Community members lament the restrictions of the precinct structure, and its inability to incorporate issues arising from Council in a manner where deliberation can take place, and well-informed decisions can be made:

> If the timing is right, if the issue comes up and it gets on the agenda and a meeting is held - away you go. If the issue arrives and it's not in that particular timetable, like it's urgent or it involves our particular part, it is usually just addressed by whoever finds out about it and does something about it. *(community member).*

Precincts exist as special committees of Council (*Local Government Act 1993*). In this sense, the link between precincts and the Council is one of mutual benefit. The ability of precinct committees to initiate and complete projects and initiatives, and address issues arising in the precinct area, depend largely on the capacity of the GCC. Precinct members regard the link between precincts and the Council as important, even essential:

> Well, obviously you couldn't do it [the Precinct Program] without Council's support. It is essential in that regard *(community member).*

The importance of the link between precincts and Council is also recognised by those within the latter organisation. The direct link between precincts and Council enables local information to be integrated in decision-making processes, and allows Council agendas to embrace a local focus:

> I do think that the Precinct Program is different in that it is, the fact that it a committee of Council, whatever you mean by that, does mean that it is a two way street so you actually have a closer connection *(GCC representative).*

While the Precinct Program's link to Council allows the integration of Council concerns and those concerns most relevant at the local level, the practice of integration does not fulfil its potential. This lack of integration in practice is evident in the fact that, at times, the concerns of the Council and of the precincts are distinctly lacking in an overall vision or direction. As articulated by a GCC representative:

> [We] could be given a more overall vision from management about where this whole system is going. Because [we] get really bogged down in that small detail as well, a lot of it is just how [the Precinct Program] operates but it would be a better if we were given that broader stuff *(GCC representative).*

While the assistance of Council is valued, the support and direction that Council provides is not uniform among GCC representatives, leading to confusion at both the local level of the precincts and at the Council level.

Where multi-directional support is employed, outcomes can be productive *and* counterproductive. The confusion of direction has resulted in the achievable outcomes being misrepresented and expectations of Council and the community being raised in certain cases. As far as results and support are concerned, expectations among precinct members have been misleading. It is in this way that, *"the Council is to blame, the Council has given a false sense of hope as to what these precincts could actually achieve" (GCC representative).*

7.2.2 Council Representative Capacity

While tempted to include this section in the chapter on governance, I have included it here because the individual focus of Council representatives lends itself more to a discussion on capacity, with inhibitors and facilitators more a factor of the capacity of individuals, and not the more general forms of governance employed by the GCC. In this sense, the capacity and commitment of Council representatives exerts a major influence on the ability of the Precinct Program to increase levels of community capacity.

It is noteworthy that the main instigators driving the development and implementation of the Community Precinct Program, GCC community development officer Lindy Mackey, and the then General Manager David Lovell, have since left the organisation. The capacity of the GCC to continue supporting the Program in the absence of its architects is a question integral to assessing the capacity of the Precinct Program to incorporate and enhance sustainability concerns in practice.

7.2.2.1 Council staff

Council staff use the precinct committees as a consultative tool. Planning schemes, proposed developments, policies, and capital works are put out to

the community for comment, with the Precinct Program serving as an important avenue for such consultation to take place. The utility of the precinct committees for consultation is recognised by GCC staff, and yet there is an underlying suspicion about their effectiveness. Staff often speak at precinct meetings, particularly when an issue of concern is raised within a precinct area. A GCC representative discusses the effectiveness of some consultation exercises:

> I mean you have got all these issues that are being raised and you have managers that have to go and give these presentations to the precincts, five people. I mean I just looked at the Tolosa minutes just before I came in, five people turned up. And you had three people from the Glenorchy Council, I mean you had eight people there and three Council employees. I have had Council officers tell me, 'I have got to go and speak for one hour to a group of four people'. Now these people are having to leave other work to spend [time talking] to four people, and it goes right up to the manager level. Managers have huge responsibilities, that is why they get so much money and I just look at this and say, 'how is this whole thing working?' *(GCC representative).*

Such experiences instil in Council staff a sense of futility. The lack of faith in the Precinct Program is evident at some meetings, with guest speakers consistently withdrawing, despite repeated attempts by precinct committees to initiate a forum to address local concerns. In one instance, a staff member was due to speak at a precinct meeting after having previously pulled out twice; this led to precinct members jokingly labelling the speaker as 'yellow'. Such experiences suggest, in the estimation of precinct members, that some Council staff are frustrated by the Precinct Program as an avenue to obtaining valid community feedback. Thus, relations among precinct committees and Council staff are undermined by a lack of confidence by staff in the Precinct Program, and the related interpretation by precinct members that Council does not value their opinion.

7.2.2.2 Aldermen

Each precinct is assigned an Alderman, who is to serve as a representative of the Council. Aldermen are links between precinct committees and Council. Aldermen exert a significant influence on the workings of precincts, acting as facilitators and inhibitors. When a precinct is assigned an Alderman who lacks ability, or exhibits disinterest in fulfilling the required role, the precinct community is at a distinct disadvantage. In this regard, one community member recounted a case in which the influence of an Alderman directly effected the capacity of a precinct committee to function:

> They had one of the, say, more difficult Councillors as their Council [representative] and I am not saying that he set out to destroy the precinct, but he certainly didn't improve the situation, and as a result it more or less died. I think a lot of that is directly attributable to the fellow's negative attitude to everything that happened and I think that was very wrong *(community member).*

If Aldermen fulfil the role of linking Council and precinct committees, the benefits to the precincts, and the therefore the Council, are tangible and significant. A community member here discusses the history of their Precinct in terms of the assigned Aldermen:

> So I mean [a specific Alderman] did attend every meeting but then it was a liaison between him and [the Council Liaison Officers] so the last six months has been really good with things drifting back to us ... and they were quite good but the two before the that, well it's only the last six months that those issues have been sort of resolved *(community member).*

The influence of Aldermen as individuals directly acting as inhibitors or facilitators of precincts is overt. Of particular interest in the case of the GCC is the political make-up of the Council. I have addressed this issue elsewhere (see section 2.4) and here I will examine the influence of the developing debate in terms of its effect on the Precinct Program.

7.2.2.3 Conflicts among Aldermen

Since the GCC has embraced new forms of governance, a split has developed between two groups of Aldermen about the role of local government. The split has manifest in opinions about the utility of the Precinct Program. Where a minority of three Aldermen was opposed to the new forms of governance between 2000 and 2002, the Council elections in October 2002 resulted in this minority of three increasing to five. The increase in opposition to the new role of Council, and the Precinct Program, occurred during the research period. That the disagreement among Aldermen must have some influence is recognised, *"the way the political argument occurs within the media and out there in the community, does and must have a significant influence on the outcome" (GCC representative)*, although identifying the nature of the influence is not clear:

> I think it has also had a negative impact on some individuals who have been involved in the Program as well, however, having said that, I think it is also possible that it may have the opposite effect; it may result in those people who are currently involved in it, believe in it, actually standing up and agitating for its continuation in a way that they may not have done if that political difference wasn't there *(GCC representative).*

Debate has been heated and public, most notably in the 'Letters to the Editor' section of Hobart newspaper, *The Mercury.* I have introduced these in direct relation to the Precinct Program in section 2.4. Events in which a group of Aldermen has risen in opposition to the Mayor, and against the new forms of governance initiated by the GCC (section 2.4) illustrates the nature of the situation. Debate has centred on the value and legitimacy of Glenorchy's new direction, and Council's financial debt. These events culminated in the minority faction within Council walking out of the Chamber. Such infighting generated much debate, with the editor of *The Mercury* stating, *"it is no wonder many ratepayers have lost patience and confidence in their elected members"*

(*The Mercury*, 20 February 2003a, 16). Debate has seemingly divided the community, attracting comments such as:

> The Mayor presides over a Council that is a shambles and is clearly close to collapse (*The Mercury*, 22 February 2003b, 24).
>
> Mr Clarke says the Council is a shambles and clearly close to collapse. Since when? Since the appearance of Mr Mav and his cobbers, that's when (*The Mercury*, 25 February 2003c, 16).

Aldermen are also engaging in debate through the newspaper, with Alderman Nigel Jones, one of the minority, responding to Alderman Jim Manson:

> While Mr Manson and the other faction members are scared of open public debate on Council community programs, the so-called rebels are walking the streets, doorknocking, phoning and attending community meetings to hear the people of Glenorchy's concerns about the huge debt and poorly funded essential services (*The Mercury* 25 February 2003c, 16).

Another result of the split in Council is the withdrawal of the five minority Alderman from the Precinct Program. Choosing not to participate in the Precincts sends a clear message to the public that the Precinct Program is not a viable, legitimate, or successful program.

7.3 Chapter Overview

While I did not seek to directly measure community capacity in the three communities of Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa, I did seek to identify facilitators and challenges to the task of increasing community capacity. I achieved this task by examining projects and initiatives attempted by the precinct committees, and evaluated those factors that acted to aid or inhibit projects undertaken. As a result of such investigations, the capacity of precinct communities proved to be increasing, with leaders within the community playing an integral role. However,

various factors serve as inhibitors, most notably, the low level of interest and commitment from members of the community in becoming involved. The lack of emphasis on education and learning for precinct members also inhibits the further progress of the Precinct Program.

Local government has an important role to play in facilitating the creation and mobilisation of community capacity (Lowndes and Wilson 2001). In this regard, the GCC does fill a role integral to supplying resources to the precinct communities. However, the direct link to Council also inhibits the precincts' operation by enforcing a strict meeting framework not particularly well suited to fulfilling the precincts' consultative role, and by maintaining Council's sense of ownership over the agenda of the Precinct Program. GCC Aldermen also play a integral role by providing the link between Council and precincts which can be beneficial, but also negative, as illustrated by the current split in Council, with five of the 12 Aldermen wishing to end the Precinct Program.

8 Synthesis and Conclusion

This research has explored the proposition that initiatives involving communities at the local level are necessary to advancing the sustainability agenda (Glass 2002; Jacobs 1995). Implementing sustainability strategies at the local level complements sustainability measures instigated at state, national, and international levels. Connecting scientific and technological advances with changes in values and behaviour is essential if the transformation towards a sustainable society is to proceed (Glass 2002; Barry 1999).

Addressing the imperative to enhance sustainability in a global sense through a focus on the local, I tested the feasibility of implementing a local SoER process based on indicators of sustainability in the three communities of Collinsvale/Glenlusk, Rosetta/Montrose, and Tolosa, in the City of Glenorchy, Tasmania. In assessing the uptake of sustainability principles, I asked three questions, which formed the basis of the study:

- Are people interested in contributing to the sustainability of their community?
- Do members of local communities possess individual and collective capacities to contribute to enhancing the sustainability of their community?
- Does the institution of government and do the forms of governance employed by the GCC embrace local participation in the enhancement of sustainability?

I examined these questions by developing and implementing a local SoER process in each locale, and assessing the quality and quantity of information

obtained. Subsequent investigations were carried out from a critical perspective, using qualitative and quantitative methods in order to assess the effect that involvement in the SoER process had on participants in terms of an increased awareness and understanding of the conceptual and practical dimensions of sustainability, and to identify facilitators and challenges to the adoption of sustainability emerging in the context of Glenorchy. Three broad themes emerged as significant: social capital, governance, and capacity.

The quality and quantity of information gained via the SoER process was limited, such that the information collected was not sufficient to provide a base line along which progress towards sustainability could be compared. Despite this limitation, the project was regarded as valuable by precinct members, and did enhance participants' ideas about sustainability. As such, an SoER process does show promise as a tool for raising awareness and understanding of sustainability principles. The broad themes of social capital, governance, and capacity emerged as influential to the undertaking of the SoER process during its implementation, and informed further investigations examining challenges and facilitators to the uptake of sustainability principles using the three communities as empirical cases in the context of the Community Precinct Program in Glenorchy.

Sustainability rhetoric is embedded in the Precinct Program's design and, on this basis, I have evaluated the capacity of the Precinct Program to enhance sustainability. Interest lies in the fact that while sustainability rhetoric is embedded in Council documents such as the Community Plan, little emphasis on sustainability is apparent in practice. I will now summarise those factors emerging as facilitory and/or inhibitory to the process of advancing sustainability.

It is clear that the GCC is engaged in a self-conscious process to reinvigorate the institutions of local governance. The development and implementation of the Community Precinct Program, an example of a new governance framework, has incorporated community perspectives, but has been decidedly driven by the GCC's own agenda. Tensions over how most successfully to utilise a framework of community representation in terms of scale and purpose are paramount, with competing perspectives presenting assorted challenges.

Firstly, the *idea of community* is integral to local sustainability processes and in fostering social capital and community capacity. The congruence between the communities of space initiated by the GCC and community as conceptualised by residents, is important in using and accumulating stocks of social capital and community capacity for communal benefit (Raco and Flint, 2001). Participants' ideas of community resembled precinct communities of space when the precincts themselves were bounded by a distinct geography, as in the case of Collinsvale/Glenlusk. Where no such definition existed, community was commonly conceptualised as aspatial, incorporating a multiplicity of meanings (Castells 1996; Sandercock 2000). In such cases, identification with a precinct as a community was weak. The repercussions of varying ideas of community reverberate throughout the research. Social capital and capacity are both present within communities, or groups of common interest, and where common ideas of community are tenuous, the utility of stocks of social capital and community capacity is compromised. Precincts, however, do seem to creating a sense of community, enabling social capital and capacity building (Raco and Flint, 2001). Having emphasised the importance of community, I shall now focus more specifically on those factors that emerged as significant facilitators and/or inhibitors of advancing sustainability.

The potential of the Precinct Program to increase participation, integral in advancing sustainability, in decision-making processes and community enhancing initiatives is evident, because of the work of community leaders, and the possibility of direct connections between the community and Council. In addition, trusting and reciprocal associations and connections between individuals and groups within and among communities have been enhanced as a result of the Precinct Program, as has the capacity of the precincts to develop and implement projects improving quality of life and well-being. The Glenorchy community is characterised by low levels of formal education, with residents who are less likely to get involved in local issues, and less confident that they can make a difference to the community than Tasmanians in general (DHHS 1998). The capacity of the Glenorchy community therefore presents a challenge to implementing a system dependent on certain levels of civic and governance skills. Thus, the importance of continually improving community participation and engagement mechanisms, such as GCC's Precinct Program, aimed at fostering sustainability is paramount.

Various challenges to realising the potential of a framework such as the Precinct Program are evident, and exist in and across the civil and state spheres. Advancing sustainability is "at once a bottom-up initiative and a top-down enterprise" (Glass 2002, 97). In this sense, the inability of Council to define and hold the purpose of the precincts, in a way that is flexible to change, has resulted in a numerous (and largely unfulfilled) expectations among community members and Council representatives. In combination with a top-down implementation emphasis, this 'loss of faith' has resulted in the precincts becoming an 'add on', not an integral part of decision-making processes.

Sustainability demands *procedural reform,* which the Precinct Program potentially allows for. Limiting the political power of the precincts has nevertheless resulted in a challenge to existing power structures in the GCC, which the new governance structures were designed to initiate. Tensions among Aldermen about the role of local government, and thus the role of the Precinct Program, are illustrated by the public bickering in the local media. The refusal of some GCC representatives to embrace the Precinct Program has negatively influenced public perceptions of the Precinct Program's value. In addition, structural conditions employed by the Council as necessary to the operation of the precincts, such as the timing and conduct of meetings, have constricted deliberation and impeded access to the forum by certain residents (Lowndes and Wilson 2001).

To some extent, the Community Precinct Program is enhancing sustainability in that it is increasing stocks of social capital and community capacity, increasing participation in the decision-making process, and achieving a limited degree of economic - ecological integration. These are necessary but insufficient conditions to advance sustainability. Other aspects of sustainability, such as inter- and intra-generational equity, and new conceptions of quality of life are not being addressed. The partial success of the Precinct Program, and the implementation of a sustainability initiative such as an SoER process, highlights the need to cultivate an overt focus on *learning*, by community members and Council representatives, facilitated by stocks of social capital and capacity, providing a opportunity where all community members can participate in civic activity (Lowndes and Wilson 2001; Selman 2001); this is of particular importance in the case of sustainability, which can easily be confused as an abstract and impractical concept.

Encouraging an increased emphasis on learning and sustainability necessarily implies the combination of top-down and bottom-up processes, and as such care must be taken to achieve an appropriate mix. Social interaction can have positive, negative, or neutral outcomes, with negative outcomes being just as damaging as positive outcomes are beneficial (Selman 2001). Future research should focus on integrating civil, market, and state spheres in sustainability initiatives, aiming to enhance understanding of sustainability as a *normative process* with practical, significant, and necessary implications for communities, from local to global.

References

Australian Bureau of Statistics, 2001a, *2001 Census: Basic community profile: Tasmania.* http://www.abs.gov.au/ausstats, accessed 25 March 2003.

Australian Bureau of Statistics, 2001b, *2001 Census: Basic community profiles: Glenorchy.* http://www.abs.gov.au/ausstats, accessed 25 March 2003.

Australian Bureau of Statistics, 2001b, *2001 Census: Basic community profile: Greater Hobart.* http://www.abs.gov.au/ausstats, accessed 25 March 2003.

Adelman, C. (ed.) 1981, *Uttering, muttering: Collecting, using and reporting talk for social and educational research.* Grant McIntyre, London.

Adler, P.A. and Adler, P. 1998, Observational techniques. In Denzin, N.K. and Lincoln, Y.S. (eds) *Collecting and interpreting qualitative material.* Sage. Thousand Oaks, 79-110.

Adolfsson Jörby, A.S., Lindström, M., Cortés Sack, S., and Gulda, H. 2001, *Evaluation of the TASS project 1999-2001.* Department of Biology and Environmental Science, Kalmar University, Sweden.

Alexandra, J., Higgins, J. and White, T. 1998, *Environmental indicators for national state of the environment reporting: local and community uses.* Environment Australia, Department of the Environment, Canberra.

Armstrong, D. 1999, Narratives of community and sustainability. Unpublished Honours Thesis, School of Geography and Environmental Studies, University of Tasmania, Hobart.

Bailey, S. 1999, *Local government economics: Principles and practice.* MacMillan, Basingstoke.

Baker, S., Kousis, M., Richardson, D. and Young, S. 1997, *The politics of sustainable development: Theory, policy and practice within the European Union.* Routledge, London.

Barry, J. 1999, *Rethinking green politics.* Sage, London.

Beaumont, N.K. 1999, Eco-tourism: The contribution educational nature experiences to environmental knowledge, attitudes and behaviours. Unpublished PhD Dissertation, Australian School of Environmental Studies, Faculty of Environmental Science, Griffith University, Brisbane, Australia.

Bebbington, A. and Perreault, T. 1999, Social capital, development, and access to resources in highland Ecuador. *Economic Geography*, 75(4) 395-418.

Bebbington, A. 1990, Indigenous technological knowledge and its role in establishing a theory on the technological development of Andean agriculture. *Documents d'Analisi Geografica*, 17, 7-26.

Benhabib, S. 1996, Toward a deliberative model of democratic legitimacy. In Benhabib, S. (ed.) *Democracy and difference: Contesting the boundaries of the political.* Princeton, Princeton University Press, 3-18.

Blaikie, N. 1991, A critique of the use of triangulation in social research. *Quality and Quantity,* 25(2), 115-36.

Bopp, M., Germann, K., Bopp, J., Lori, B., Littlejohns, B. and Smith, N. 1999, *Assessing community capacity for change.* Four World's Centre for Development Learning, Cochrane, Alberta, Canada.

Bowers, C.A. 1995, Toward an ecological perspective. In Kohli W (ed.), *Critical conversations in philosophy of education.* Routledge, NY, 310-323.

Bradshaw, M. and Stratford, E. 2000, Qualitative research design and rigour. In Hay, I. (ed.) *Qualitative research methods in human geography.* Oxford University Press, 37-49.

Brannen, J. 1992, *Mixing methods: qualitative and quantitative research.* Avebury Publications, Aldershot, UK.

Bridger, J.C. and Luloff, A.E. 2001, Building the sustainable community: Is social capital the answer? *Sociological Inquiry,* 71(4), 458-472.

Brunkhorst, H. 1996, Critical theory and empirical research. In Rasmussen, D.M. (ed.), *Handbook of critical theory.* Blackwell Publishers Inc, Cambridge, MA., 78-118.

Bullen, P. and Onyx, J. 2000, Measuring social capital in five communities. *The Journal of Applied Behavioural Science*, 36(1), 23-42.

Bush, R. and Mutch, A. 1999, *The community capacity health development index: Information and data collection workbook.* Brisbane, Centre for Primary Care, University of Queensland.

Byrne, M. 2001, Hermeneutics as a methodology for textual analysis, *Association of Operating Room Nurses*, 73(5), 968-970.

Cairns, J. 2000, Setting ecological restoration goals for technical feasibility and scientific validity, *Ecological Engineering*, 15(3-4), 171-180.

Carley, M. 1995, *A community participation strategy in urban regeneration*, Edinburgh: Scottish Homes Working Paper.

Castells, M. 1996, *The rise of the network society.* Blackwell, Oxford.

Clark, W.C. 2001, A transition toward sustainability. *Ecology Law Quarterly*, 27(4), 1021-1075.

Cohen, J. 1989, Deliberation and democratic legitimacy. In Hamlin, A. and Pettit, P. (eds) *The Good Polity.* Blackwell, New York.

Coleman, J.S. 1988, Social capital in the creation of human capital. *American Journal of Sociology*, 94 Supplement S, 95-120.

Coleman, J.S. 1990, *Foundations of social theory*. Press of Harvard University Press, Cambridge, Belknap.

Connell, S. 1997, Empirical-analytical methodological research in environmental education: Response to a negative trend on methodological and ideological discussions. *Environmental Education Research*, 3(20), 117-132.

Corcoran, M.P. 2002, Place attachment and community sentiment in marginalised neighbourhoods: A European case study. *Canadian Journal of Urban Research*, 11(1), 47-67.

Crotty, M. 1998, *The foundations of social research*, Allen & Unwin, St Leonards, Australia.

Daubon, R.E. and Saunders, H.H. 2002, Operationalizing social capital: A strategy to enhance communities' "capacity to concert". *International Studies Perspectives*, 3(2), 176-191.

Davidson, J. 2000, Sustainable Development: Business as Usual or a New Way of Living? *Environmental Ethics*, 22, 25-42.

Davies, W.K.D, and Herbert, D.T. 1993, *Communities within cities*. Belhaven Press, London.

Denzin, N. K. 1978, *The research act: second edition*. McGraw Hill, New York, USA.

Denzin, N. K. and Lincoln, Y. S. (eds) 1998, *Collecting and interpreting qualitative materials.* Sage Publications, Thousand Oaks, California, USA.

Department of Health and Human Services 1998, Healthy Communities Survey, Hobart [Local Government Area data provided by the Sustainable Communities Research Group].

Dey, I. 1993, *Qualitative data analysis: A user-friendly guide for social scientists,* Routledge, London.

Dobson, A. 1999, *Fairness and futurity: Essays on environmental sustainability and social justice.* Oxford University Press, New York.

Dowling, R. 2000, Power, subjectivity and ethics in qualitative research. In Hay, I. (ed.) *Qualitative research methods in human geography.* Oxford University Press, 23-36.

Dryzek, J.S. 1997, *Politics of the Earth: Environmental discourses.* Oxford University Press.

Dryzek, J.S. 2000, *Deliberative democracy and beyond.* Oxford University Press.

Dunlap, R.E. and VanLiere, K.D. 1978, The New Environmental Paradigm: A proposed measuring instrument and preliminary results. *Journal of Environmental Education,* 9, 10-19.

Dunn, K. 2000, Interviewing. In Hay, I. (ed.) *Qualitative research methods in human geography.* Oxford University Press, 50-81.

Eckersley, R. 1992, *Environmentalism and political theory: Toward an ecocentric approach.* State University of New York Press, Albany, NY.

Eckersley, R. 2000, Deliberative democracy, ecological risk, and "communities of fate". In Saward, M. (ed.) *Democratic innovation: Deliberation, association, and representation.* London: Routledge.

Eisenhauer, B.W., Krannich, R.S. and Blahna, D.J. 2000, Attachments to special places on public lands: An analysis of activities, reason for attachments, and community connections. *Society and Natural Resources,* 13(5), 421-444.

England, K.V.L. 1994, Getting personal: reflexivity, positionality, and feminist research. *Professional Geographer,* 46, 80-89.

Evans, M. 1988, Participant observation: The researcher as the research tool. In Eyles, J. and Smith, D.M. (eds), *Qualitative methods in human geography.* Polity Press, Cambridge.

Evans, P. 1996, Government action, social capital and development: Reviewing the evidence on synergy. *World Development,* 24(6) 1119-1132.

Eyles, J. 1988, Interpreting the geographical world: Qualitative approaches in geographical research. In Eyles, J. and Smith, D. (eds) *Qualitative methods in human geography.* Cambridge, Polity Press, 1-16.

Falk, I. and Kilpatrick, S. 2000, What is social capital? A study of interaction in a rural community. *Sociologia Ruralis*, 40(1), 87-110.

Fay, B. 1987, *Critical social science: Liberation and its limits*. Cornell University Press, Ithaca, NY.

Flora, J.L. 1998, Social capital and communities of place. *Rural Sociology*, 63(4), 481-506.

Flyvbjerg, B. 1998, *Rationality and power: Democracy in practice*. Unversity of Chicago Press, Chicago, IL.

Folke, C. and Kaberger, T. 1991, *Linking the Natural Environment and the Economy: Essays from the Eco-Eco Group*. Kluvie Academic Pub., Boston.

Forester, J. 1989, *Planning in the public domain*. University of California Press, Berkeley, CA.

Frentz, I.C., Voth, D.E., Burns, S. and Sperry, C.W. 2000, Forest service-community relationship building: Recommendations. *Society and Natural Resources*, 13(6), 549-566.

Fukuyama, F. 1995, *Trust: the social virtues and the creation of prosperity*, New York, Free Press.

Gadamer, H-G. 1979, *Truth and method*, Sheed and Ward, London.

Gambone, M.A. 1998, Challenges of measurement in community change initiatives. In Kubisch, A.C., Fulbright-Anderson, K. and Connell, J.P.

(eds) *New approaches to evaluating community initiatives: Volume 2 Theory, Measurement, and Analysis.* The Aspen Institute, USA.

Geanellos, R. 2000, Exploring Ricoeur's hermeneutic theory of interpretation as a method of analysing research texts. *Nursing Inquiry*, 7, 112-119.

Geertz, C. 1973, *An interpretation of cultures: Selected essays*. Fontana, London.

Giddens, A. 1991, *The consequences of modernity*. Polity Press, Cambridge.

Giddens, A. 1998, *The third way – The renewal of social democracy*. Polity Press, Cambridge.

Gittell, M., Newman, K., Bockmeyer, J. and Lindsay, R. 1998, Expanding civic opportunity: urban empowerment zones. *Urban Affairs Review*, 33(4), 530-558.

Gittell, M., Ortega-Bustamante, I. and Steffy, T. 2000, Social capital and social change: Women's community activism. *Urban Affairs Review*, 36(2), 123-147.

Glass, S.M. 2002, Sustainability and local government. *Local Environment*, 7(1), 97-102.

Glenorchy City Council, undated (a), *Community Plan.*

Glenorchy City Council, undated (b), *Precinct Guidelines.*

Glenorchy City Council, 1996, *Council Minutes*, 25 November.

Glenorchy City Council, 1998, *Council Minutes*, 10 August.

Glenorchy City Council 2002a, Social Profile of the City, http://www.gcc.tas.gov.au/economic_city_social.cgi, accessed 16 July 2002.

Glenorchy City Council, 2002b, GCC Precinct Boundaries, http://www.gcc.tas.gov.au, accessed 24 July 2002.

Goodin, R.E. 1992, *Green Political Theory*. Polity, Cambridge.

Goodin, R.E. 1996, Enfranchising the Earth and its alternatives. *Political Studies*, 44, 835-49.

Goodman, R.M., Speers, M.A., McLeroy, K., Fawcett, S., Kegler, M., Parker, E., Smith, S.R., Sterling, T.D. and Wallerstein, N. 1998, Identifying and defining the dimensions of community capacity to provide a basis for measurement. *Health Education and Behaviour*, 25, 258-278.

Granger, R.C. 1998, Establishing causality in evaluations of comprehensive community initiatives. In Kubisch, A.C., Fulbright-Anderson, K. and Connell, J.P. (eds) *New approaches to evaluating community initiatives: Volume 2 Theory, Measurement, and Analysis*. The Aspen Institute, USA.

Granovetter,M. 1973, The strength of weak ties. *American Journal of Sociology*, 78(6), 1360-80.

Granovetter, M. 1985, Economic action and social structure: The problem of embeddedness. *American Journal of Sociology*, 91(3), 481-510.

Gray, G.J., Enzer, M.J. and Kusel, J. 2001, Understanding community-based forest ecosystem management: An editorial synthesis. *Journal of Sustainable Forestry*. 12(3-4) 1-23.

Grootaert, C. and van Bastelaer, T. 2001, Understanding and measuring social capital: A synthesis of findings and recommendations from the Social Capital Initiative. <http://wbln0018.worldbank.org/Networks/ESSD/icdb.nsf/D4856F112E805DF4852566C9007C27A6/6A909ED47941C04185256A93007EFD8F/$FILE/SCI-WPS-24.pdf> (accessed 26 May 2002).

Guba, E.G. (ed.) 1990, *The paradigm dialogue*. Newbury Park, CA: Sage

Gyford, J. 1991, *Citizens, consumers and councils: Local government and the public*. Macmillan, Basingstoke.

Habermas, J. 1984, *The theory of communicative action, volume 1: Reason and the rationalization of society*. Polity, Cambridge.

Hanifan, L. J. 1916, state supervisor of rural schools in West Virginia in 1916. Cited in Putnam R.D. 2000, *Bowling Alone, The Collapse and Revival of American Community*. Simon & Schuster.

Hart, M. 2000, Sustainable Measures, <http://www.sustainablemeasures.com>, accessed 16 June 2002.

Healey, P. 1997, *Collaborating planning: Shaping places in fragmented societies.* Macmillian, London.

Hempel, L.C. 1999, Conceptual and Analytical Challenges in Building Sustainable Communities. In Mazmanian, D.A. and Kraft, M.E. (eds) *Toward sustainable communities: Transition and transformations in environmental policy.* MIT, USA.

Holland, A. 1999, Sustainability: Should we start from here? In Dobson, A. (ed.) *Fairness and futurity: Essays on environmental sustainability and social justice.* Oxford University Press, Oxford, 46-68.

Hoy, D.C. and McCarthy, T. 1994, *Critical Theory.* Blackwell Publishers Inc.

Huntington, S.P. 1991, *The third wave: Democratization in the Late Twentieth Century,* University of Oklahoma Press.

Illsley, B. and McCarthy, J. 1998, Community-led planning? The case of Dundee. *Scottish Geographical Magazine,* 114 (2), 103-108.

Jacobs, J. 1961, *The death and life of great American cities.* Random House, New York.

Jacobs, M. 1991, *The green economy: Environment, sustainable development and the politics of the future.* Pluto Press, London.

Jacobs, M. 1995, Sustainability and community: Environment, economic rationalism and the sense of place. *Australian Planner,* 32(2), 109-115.

Jacobs, M. 1999, Sustainable development as a contested concept. In Dobson, A. (ed.) *Fairness and futurity: Essays on environmental sustainability and social justice*. Oxford University Press, Oxford, 21-45.

Jaskolski, M. 2001, Local governance and sustainability: a Tasmanian case study. Unpublished Honours Thesis, School of Geography and Environmental Studies. University of Tasmania, Hobart.

Jorgensen, D.L. 1989, *Participant observation: A methodology for human studies.* Sage Publications, Newbury Park, California.

Kearns, R.A. 2000, Being there: Research through observing and participating. In Hay, I (ed.) *Qualitative research methods in human geography*. Oxford University Press, 103-121.

Kogler, H-H. 1996, *The power of dialogue: Critical hermeneutics after Gadamer and Foucault*. (trans. by Hendrickson, P.) MIT Press, Cambridge, MA.

Kymlicka, W. and Norman, W. 1994, Return of the citizen: A survey of recent work on citizenship theory. *Ethics*, 104, 352-381.

Lee, D. and Newby, H. 1983, *The problem of sociology*. Hutchinson, London.

Lele, S.M. 1991,Sustainable development: A critical review. *World Development*, 19(6), 607-621.

Local Government Act, 1993 Parliament of Tasmania.

Lowndes, V. and Wilson, D. 2001, Social Capital and Local Governance: Exploring the Institutional Design Variable. *Political Studies*, 49, 629-647.

Mansbridge, J. 1999, Using power/fighting power: The polity. In Benhabib, S. (ed.) *Democracy and difference: Contesting the boundaries of the political.* Princeton University Press, 46-66.

Mason, J. 1996, *Qualitative researching*. Sage Publications, London, UK.

Massey, D. 1994, *Space, place and gender*. Polity Press, Cambridge.

McAllister, I. and Wanna, J. 2001, Citizens' expectations and perceptions of governance. In Davis, G. and Weller, P. (eds) *Are you being served? State, citizens, and governance.* Allen and Unwin.

McGuirk, P.M. 2001, Situating communicative planning theory: context, power, and knowledge. *Environment and Planning A*, 33, 195-217.

Meadows, D. 1998, *Indicators and information systems for sustainability development: A report to the Balaton Group*. The Sustainability Group, Hartland VT.

Meppem, T. 2000, The discursive community: evolving institutional structures for planning sustainability. *Ecological Economics*. 34(1), 47-61.

Minichello, V., Aroni, R., Timewell, E. and Alexander, L. 1995, *In-depth interviewing: Principles, techniques, analysis.* Longman, Melbourne, Australia.

Morrissey, J. 2000, Indicators of citizen participation: Lessons from learning teams in rural EZ/EC communities. *Community Development Journal.* 35(1), 59-74.

Morse, J.M. 1994, Designing funded qualitative research. In Denzin, N.K. and Lincoln, Y.S. (eds) *Handbook of qualitative research.* Thousand Oaks, CA, Sage, 220-235.

Mouffe, C. 2000, *The Democratic Paradox.* Verso, London.

Neuman, W.L. 2000, *Social research methods: Qualitative and quantitative approaches.* Allyn and Bacon.

North, D.C. 1990, *Institutions, institutional change, and economic performance.* Cambridge University Press, New York.

Norton, B.G. 1999, Pragmatism, adaptive management, and sustainability. *Environmental Values,* 8(4), 451-466.

Olson, M. 1982, *The rise and decline of nations: Economic growth, stagflation and social rigidities.* Yale University Press, New Haven.

Orr, D.W. 1992, *Ecological Literacy: Education and the Transition to a Postmodern World.* State University of New York Press, Albany.

The Oxford English Dictionary 2nd Edition, 1989, Oxford University Press.

Pearce, D., Markandya, A. and Barbier, E. 1989, *Blueprint for a green economy.* Earthscan, London.

Pickin, C., Popay, J., Staley, K., Bruce, N., Jones, C., and Gòwman, N. 2002, Developing a model to enhance the capacity of statutory organisations to engage with lay communities. *Journal of Health Services Research and Policy.* 7(1), 34-42.

Portes, A. 1998, Social capital: Its origins and applications in contemporary sociology. *Annual Review of Sociology.* 24, 1-24.

Prugh, T., Costanza, R. and Daly, H. 2000, *The local politics of global sustainability.* Island Press, Washington, D.C.

Purdue, D. 2001, Neighbourhood governance: Leadership, trust and social capital. *Urban Studies.* 38(12) 2211-2224.

Putnam, R., Leonardi, R. and Raffaella, Y. 1993, *Making democracy work: Civic traditions in modern Italy.* Princeton University Press, Princeton.

Quayle, M. 1995, Urban greenways and public ways – Realizing public ideas in a fragmented world. *Landscape and Urban Planning,* 33(1-3), 461-475.

Raco, M. and Flint, J. 2001, Communities, places and institutional relations: Assessing the role of area-based community representation in local governance. *Political Geography,* 20, 585-612.

Rawls, J. 1989, Domain of the political and overlapping consensus. *New York University Law Review,* LXIV, 233-255.

Rawls, J. 1993, *Political Liberalism.* Colombia University Press, New York.

Resource Planning and Development Commission` Act 1997, http://www.rpdc.tas.gov.au , accessed 25 March 2003.

Rhodes, R.A.W. 1997, *Understanding Governance: Policy networks, governance, reflexivity and accountability.* Open University Press.

Ricouer, P. 1976, *Interpretation theory: Discourse and the surplus of meaning.* Christian University Press, TX. USA.

Ricouer, P. 1981, *Paul Ricoeur, hermeneutics and the human sciences: essays of language, action and interpretation.* ed. and trans. Thompson, J.B., Cambridge University Press, Cambridge.

Richardson, D. 1997, The politics of sustainable development. In Baker, S., Kousis, M., Richardson, D., and Young, S. (eds) *The politics of sustainable development: Theory, policy and practice within the European Union.* Routledge, London, 43-60.

Rose, N. 2000, Community, citizenship, and the Third Way. *American Behavioural Scientist,* 43(9), 1395-1411.

Rosenau, J.N. 1992, Citizenship in a changing global order. In Rosenau, J.N. and Czempiel, E-O. (eds) *Governance without government: Order and change in world politics.* Cambridge University Press, Cambridge.

Rydin, Y. 1999, Can we talk ourselves into sustainability? The role of dicourse in the environmental policy process. *Environmental Values.* 8, 467-84.

Sandercock, L. 2000, *Towards cosmopolis: Planning for multi-cultural cities.* John Wiley, Chichester, England.

Scott, K., Park, J., Cocklin, C., and Blunden, G. 1997, A sense of community: An ethnography of rural sustainability in the Mangakahia Valley, Northland. Occassional Publication 33, Department of Geography, The University of Auckland.

Selman, P. 2001, Social capital, sustainability and environmental planning. *Planning Theory and Practice.* 2(1) 13-30.

Sieber, S.D. 1973, The integration of fieldwork and survey methods. *American Journal of Sociology.* 73, 1335-1359.

Stake, R.E. 1998, Case Studies. In Denzin N.K. and Lincoln, Y.S. (eds) *Strategies of qualitative inquiry.* Sage Publications, 86-109.

Stedman, R.C. 1999, Sense of place as an indicator of community identity. *Forestry Chronicle.* 75(5), 765-770.

Sterling, S. 2002, A Baker's Dozen – towards changing our "loaf". The Trumpeter, 18(1), <http://trumpeter.athabascau.ca/content/v18.1/sterling.pdf>, accessed 25 June 2002.

Stratford, E. and Davidson, J. 2002, Capital assets and intercultural borderlands: socio-cultural challenges for natural resource management. *Journal of Environmental Management*, 66(4) 429-440.

Stratford, E. and Jaskolski, T. in press, In pursuit of sustainability? Challenges for deliberative democracy in a Tasmanian local government. *Environment and Planning B*

Strauss, A. 1987, *Qualitative analysis for social scientists.* New York, Cambridge University Press.

The Mercury, 2002a, Letters to the Editor. 6 December, 12.

The Mercury, 2002b, Letters to the Editor. 12 December, 12.

The Mercury, 2003a, Editorial, 20 February, 16.

The Mercury, 2003b, Letters to the Editor, 22 February, 24.

The Mercury, 2003c, Letters to the Editor, 25 February, 16.

Thompson, J.B. 1981, *Critical hermeneutics: A study in the thought of Paul Ricoeur and Jurgen Habermas.* Cambridge University Press, USA.

Torgerson, D. 1995, The uncertain quest for sustainability: Public discourse and the politics of environmentalism. In Fischer, F. and Black, M. (eds), *Greening environmental policy: Towards a policy of sustainability.* Paul Chapman Publishers, London, 3-20.

Treanor, P. 1997, *Why sustainability is wrong.* <http://web.inter.nl.net/users/Paul.Treanor/sustainability.html>, accessed 14th June 2002.

UNCED 1992, Agenda 21, <http://www.un.org/esa/sustdev/agenda21.htm>, accessed 11 July 2002.

Uphoff, N. 2000, Understanding social capital: Learning from the analysis and experience of participation. In Dasgupta, P. and Serageldin, I. (eds) *Social capital: A multifaceted perspective.* Washington D.C., World Bank.

Uzzell, D., Pol, E. and Badenas, D. 2002, Place identification, social cohesion, and environmental sustainability. *Environment and Behaviour*, 34(1), 26-53.

van Buren, J. 1995, Critical environmental hermeneutics. *Environmental Ethics*, 17(3), 259-275.

Wallis, J. and Dollery, B. 2002, Social capital and local government capacity. *Australian Journal of Public Administration.* 61(3), 76-85.

Whittaker, A. and Banwell, C. 2002, Positioning Policy: The epistemology of social capital and its application in applied rural research in Australia. *Human Organisation.* 61(3), 252-261.

Woolcock, M. 1998, Social capital and economic development: Toward a theoretical synthesis and policy framework. *Theory and Society.* 27(2), 151-208.

Woolcock, M. and Narayan, D. 2000, Social capital: Implications for development theory, research and policy. *The World Bank Research Observer*. 15(2), 225-49.

Young, I. 1996, Communication and the other: beyond deliberative democracy. In Benhabib, S. (ed.) *Democracy and difference: Contesting the boundaries of the political.* Princeton, Princeton University Press, 120-135.

Young, I. 1997, Difference as a resource for democratic communiciation. In Bohman, J. and Rehg, W. (eds) *Democracy: Essays on reason and politics.* Cambridge, MIT Press, 383-406.

Appendix 1

Sustainability Indicators

1. *Volunteerism*
The make-up of volunteers, and the kinds of volunteer organisations and activities undertaken *within* the precinct are recorded.

2. *User friendly streets*
A quantitative investigation of the 'friendliness' of the precinct streets. Measured by observations regarding the absence or presence of footpaths, kerbs and gutters, trees or nature strip along one, both or neither sides of the road, and the condition of these features.

3. *Trips per week*
Methods of transport are investigated and recorded on a log sheet, filled out over a period of a week by a random sample of community members, recording their mode of transport, reason for the trip, length of trip, and the number of passengers.

4. *Local money staying local*
Basically a measure of money spent on goods and services from outlets located within the precinct, compared to money spent outside the precinct. What money was spent on will also be categorised.

5. *Availability of services* (C/vale; Tolosa)
A list will be compiled through research conducted by community members, using either local knowledge, physical collection or tapping into appropriate sources (eg yellow pages).

6. *Visions of the Community* (C/vale)
The present perceptions and future visions of individuals about the precinct will be assessed through a series of short answer questions. This process will help contextualise and bring into local discussions directions the community might take in the future.

7. *Green spaces* (Rosetta/Montrose)
The number and dimensions of parks, ovals, and playgrounds will be compiled through physical collection and represented against the total area of the precinct. The availability and usages will also be recorded.

Appendix 2

Risk Management Sheet

Ref. No.	Risk	Outcome/ Area of Impact	Likelihood	Seriousnes consequen	Risk g	Treatment/ mitigation	Containment/ recovery
1.1	Reconfiguration of the Precinct Program	New framework with which to work within New players New goals/ emphasis of communities New precinct boundaries	Mod	Mod	B	Adjust methods to suit new situation	Postpone start of study Become familiar with potential alternative players/ formats
1.2	Disestablishment of precincts	No framework to work with	Low	Extreme	A	Look at different community groups to work with (i.e. church groups, rotary, youth groups, etc.)	Assess potential new groups in relation to area of interest
1.3	Lack of interest among precincts in project	Lack of willing participants No data	Low-mod	Moderate	C	Re-pitch idea with alterations Look to other groups (as above)	As above

1.4	Excessive interest among precincts in project	Too much work Disappointment for precincts not involved.	Low-mod	Low	C	Devisestrategyto 'skim the cream' in a nice but reasoned way. Based on precinct type/location/ demographic	
1.5	Committed precincts withdrawing before completion	Capacity to obtain any results	Low-mod	Extreme	A	Balance having too many with the possibility of withdrawal Encouragement and excellent communication between them and I Assistance when required	Ways in which to still get product i.e. review of precinct format, or overall review of SC, sustainability ideas of defunct committee members, link it back to the lack of success...
1.6	Failure to collect data	Capacity to obtain results	Low-mod	Extreme	A	Maximum persuasion	
2.1	Christian's lack of motivation	No work done	Low	Moderate	B	Reassess values...	
2.2	Extra curricular activities constricting time (i.e. work)	Progress of work	Mod	Moderate	B	Self discipline and recognition of time getting away	
3.1	Elaine Stratford absence in June	Possible postponement of work	Low	Low	B/C		
3.2	General busy-ness	Possible postponement of work	Low-mod	Moderate	B	Own organisation to mesh with thebusy-ness of ES.	

Appendix 3

Workshop Handouts

University of Tasmania
School of Geography and Environmental Studies
Workshop 1
Information Handout

This study will investigate how local community members can contribute to monitoring and improving the health of their neighbourhood. To accomplish this, a set of sustainability indicators will be developed in conjunction with community members. Information about each indicator will be collected by members of the community in order to gain an idea of the health and well-being of the local community, and will be able to be monitored over time. This work will help develop community goals and visions, and measure progress towards them.

Participation in the project entails several steps:

- ***Workshop 1*** *(approximately 90 minutes)*

(a) a set of measures is developed with the help of community members; and

(b) present views and future visions of the community are explored.

- ***Workshop 2*** *(approximately 60 minutes)*

(a) data collection methods are outlined; and

(b) safety measures will be discussed.

- ***Data Collection Period***

This will last approximately 2-3 months, taking 2-3 hours a month. Community members participating in the project will receive the full support of the researchers.

- ***Workshop 3*** *(approximately 90 minutes)*

(a) general debriefing session: and

(b) presentation of the results of the project.

'Quality of Life'

What is it that we consider a key component of quality of life? One way to phrase this concept could be to describe your own vision of what a good community is - that is, one that has a good quality of life. Another way to phrase this concept would be to think of a problem or issue that could be improved.

A relevant issue might be water quality. Concern for water quality can arise from different sources. For example, if two people mention water quality, one might be concerned with runoff from fertilizer and pesticides and the other may be concerned with sewer discharge. Even though the issue is the same, the response would be entail different actions.

What is sustainability?

Sustainability is the concept that humans are a part of the ecosystem, and we need to learn to integrate our economic and social lives into the environment in ways that maintain and enhance the environment rather than degrade or destroy it.

Living within the carrying capacity of the earth is a basic component of sustainability.

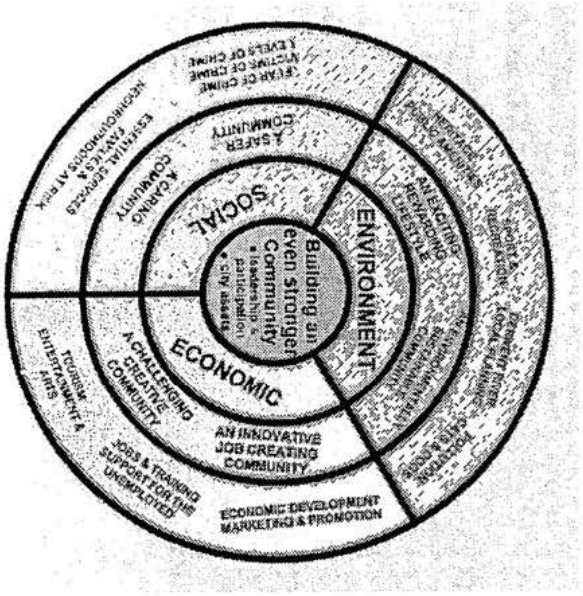


Figure 1: The GCC Community Wheel

A sustainable community seeks to maintain and enhance all three types of community capital: economic, environmental and social.

Sustainability is a long range (25-50 years minimum) view of a community that allows all members to participate in local affairs; acknowledges the links among the economic, environmental and social aspects of a community; considers carrying capacity; and is measurable.

Sustainable community indicators show the links among different aspects of a community and measure results, not input.

Glenorchy City Council has made a commitment to achieving a sustainable community, as can be seen in the Community Plan and is illustrated by the Community Wheel (see figure 1).

Sustainable Community Indicators

'Sustainable community indicators' is a topic that sounds more difficult than it really is. What it really comes down to is this:

- What is the quality of life for all members--human and non-human--of a community now?
- How does the quality of life compare to life in the past and in the future?
- How do we measure quality of life?
- Do people have good jobs that pay for their basic needs?
- Is environmental quality a health concern?
- How involved are people in making their community a better place to work, play and live?

These are all issues of concern for a sustainable community.

Community capital

Another important term when thinking about sustainable communities is community capital. Although we tend to think of money or equipment when someone says the word "capital," in fact, there are three kinds of capital in a community: natural capital, human capital, and financial or built capital.

- Natural capital is the natural environment and natural resources of the community;
- Human and social capital are all the people in the community; and
- Financial and built capital are all the things that humans have created.

All three types of capital are equally important to a community. All three types of capital need to be managed with care in order to ensure that the community does not deteriorate.

What is an indicator?

- A way to measure, indicate, point out or point to with more or less exactness;
- Something that is a sign, symptom or index of; and
- Something used to show visually the condition of a system.

An indicator is really just a long way of saying "how much" or "how many" or "to what extent" or "what size." Indicators are ways to measure.

The traditional measures that we use tend to show a community as disconnected segments: the environment, the economy and the society. An environmentalist wants to improve air quality. A business person want to increase profits. The health professional wants to improve people's health. However, the traditional ways we use to measure progress in these areas don't take into account the connections among these three areas. As a result, the three groups may work at cross purposes. For example:

- Shutting down a factory may improve air quality, but if many people are out of work they won't be able to afford health care.
- Ignoring air quality regulations may improve profits in the short term, but poor air quality can affect worker health, which can in turn cause health insurance costs to go up and therefore hurt profits in the long run.

Rather than being three disconnected boxes, communities are actually a complex web of interactions. Air and water quality affect the quality of other natural resources, which in turn are used as materials for production. Having

materials for production allows people to have jobs, which in turn affects their health and the general poverty levels.

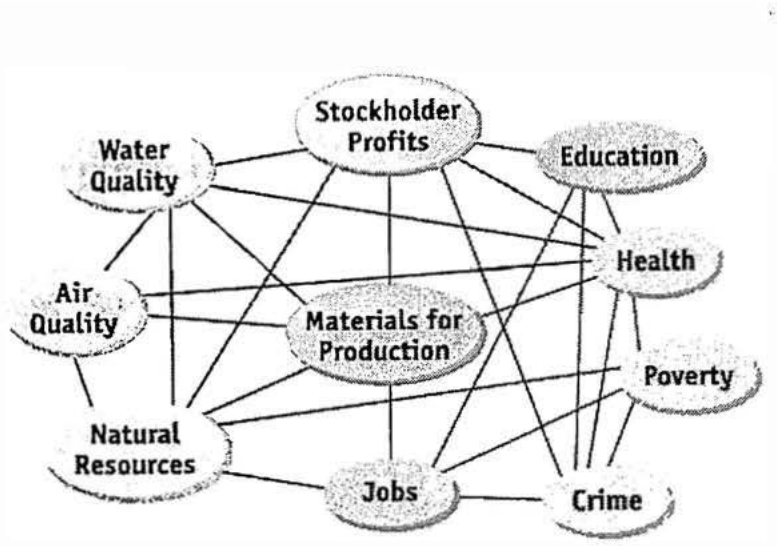


Figure 2: The interrelated nature of the environment, society and economy.

Examples of sustainable community indicators

- Number of hours working at the average wage needed to pay for basic needs
- Acres of land redeveloped
- Number of acres of farmland remaining in the county
- Percent of food produced locally
- Annual fuel consumption and number of vehicle miles travelled
- Dollars spent in local community that stay local
- Percent of goods made from recycled material
- Annual harvest of timber compared to growth rate

Here are some of the indicators that communities are using to attempt to measure their long-term sustainability. Rather than measuring the economy, society and environment in separate boxes, these indicators link the three

boxes. For example, the first indicator looks not just at the average wage, but at whether it is enough to pay for basic needs.

Incorporating links between domains is important in capturing information that provides a measure of sustainability. In deciding what additional indicators your precinct might like to measure, it is important to consider what 'quality of life' means to you, how you would like to see you community in 50 years, and emphasising links between the social, environmental, and economic domains.

Note: This workshop has been adopted from Maureen Hart's Sustainable Measures website. See http://www.sustainablemeasures.com/ (accessed 10 June 2002).

Sustainable community checklist

- Does the indicator address the carrying capacity of the natural resources – renewable and non-renewable, local and nonlocal – that the community relies on?
- Does the indicator address the carrying capacity of the ecosystem services upon which the community relies, whether local, global or from distant sources?
- Does the indicator address the carrying capacity of aesthetic qualities – the beauty and life-affirming qualities of nature – that are important to the community?
- Does the indicator address the carrying capacity of the community's human capital – the skills, abilities, health and education of people in the community?

- Does the indicator address the carrying capacity of a community's social capital – the connections between people in a community: the relationships of friends, families, neighbourhoods, social groups, businesses, governments and their ability to cooperate, work together and interact in positive, meaningful ways?
- Does the indicator address the carrying capacity of a community's built capital – the human-made materials (buildings, parks, playgrounds, infrastructure, and information) that are needed for quality of life and the community's ability to maintain and enhance those materials with existing resources?
- Does the indicator provide a long-term view of the community?
- Does the indicator address the issue of economic, social or biological diversity in the community?
- Does the question address the issue of equity or fairness – either between current community residents (intra-generational equity) or between current and future residents (inter-generational equity)?
- Is the indicator understandable to and useable by its intended audience?
- Does the indicator measure a link between economy and environment?
- Does the indicator measure a link between environment and society?
- Does the indicator measure a link between society and economy?
- Does the indicator measure sustainability that is at the expense of another community or at the expense of global?

Appendix 4

Participant Questionnaire

Measuring 'Quality of Life'
University of Tasmania
School of Geography and Environmental Studies

This survey has been developed to assess well-being, environmental attitudes, and perceptions of the present and visions for the future of your local community. This survey is part of a project looking at the role of local government in enhancing sustainability through the collection of indicators of sustainability by community members.

How to answer questions

Unless otherwise indicated on the survey form, please try to answer all questions. If you are uncomfortable about answering a particular question, please skip to the next question.

Please read the questions or statements carefully and then tick the box which indicates your response at that time.

1. If you wish to explain an answer, please write a note in the box marked 'Other Comments'.
2. There is no need to write you name on the survey. Your responses will be confidential.
3. It should take approximately 40–60 minutes to complete this survey.

Thank you for your cooperation with this survey. We hope that you find the questions interesting.

A. General Questions

1. Are you male or female?(Please circle)

Male Female

2. In which year were you born? 19.....

3. In which Glenorchy precinct do you reside? (Please circle)

Austins Ferry/Granton Claremont Berridale/Chigwell

Rosetta/Montrose Tumbling Waters/Glenorchy North

Glenorchy Central Goodwood Lutana

Derwent Park Moonah West Moonah Tolosa

Collinsvale/Glenlusk

4. What is your position with the precinct committee? (Please circle)

Convenor Secretary Treasurer Community Member

Other (please specify)_____

5. How often do you attend precinct committee meetings? (Please circle)

Every meeting three out of every four half the time

Rarely Only if a local issue interests me my first meeting

Other_____

6. How long have you lived in the City of Glenorchy? (please circle)

Less than 12 months 1-5 years 6-10 years

11-19 years 20+ years

7. How long have you lived in your current precinct? (please circle)

Less than 12 months 1-5 years 6-10 years

11-19 years 20+ years

8. What is you employment situation? (please circle)

full-time employment part-time employment casual employment

retired unemployed self-employed home duties student

9. If employed, what is your occupation?

_____

10. What are your approximate earnings per year?

Less than $15 000 $15 001- 30 000 $30 001- 45 000

$45 001- 60 000 $60 001- 80 000 $80 000+

UTAS

B. Your Community

Several of the following questions are focused on the local community. What do you consider to be your local community?

Statement	No, not at all	Yes, but not often	Yes, sometimes	Yes, frequently	No response	Other Comments
1. Do you help out a local group as a volunteer?						
2. Have you attended a local community event in the past 6 months (eg, church fete, school concert, craft exhibition)?						
3. Are you an active member of a organisation or club (e.g. sport, social club)?						

Statement	No, not at all	Yes, but not often	Yes, sometimes	Yes, frequently	No response	Other Comments
4. Are you on a management committee or organising committee for any local group or organisation?						
5. In the past, have you ever joined a local community action to deal with an emergency (e.g. fires, floods, storms)?						
6. Have you ever picked up other people's rubbish in a public place?						
7. Do you go outside your local community to visit your family?						
8. If you need information to make an important decision, do you feel that you know where to find that information?						

Statement	No, not at all	Yes, but not often	Yes, sometimes	Yes, frequently	No response	Other Comments
9. If you disagree with what everyone else said, would you feel free to speak out?						
10. If you have a dispute with your neighbours (e.g. over fences or dogs) are you willing to seek mediation?						
11. At work, do you take the initiative to do what needs to be done even if no one asks you to?						
12. Do you feel safe walking down your street after dark?						
13. Do you agree that most people can be trusted?						
14. Does your area have a reputation for being a safe place?						
15. Do you feel at home in your local community?						
16. Can you get help from friends when you need it?						

Statement	No, not at all	Yes, but not often	Yes, sometimes	Yes, frequently	No response	Other Comments
17. If you were caring for a child and needed to go out for a while, would you ask a neighbour for help?						
18. When you go shopping in your local area are you likely to run into friends and acquaintances?						
19. In the past week, how many phone conversations have you had with friends?	Number of phone calls: _____					
20. How many people did you talk to yesterday?	Number of people: _____					
21. Over the weekend do you have lunch/dinner with other people outside your household?						
22. Do you think that multiculturalism makes life in your area better?						

Statement	No, not at all	Yes, but not often	Yes, sometimes	Yes, frequently	No response	Other Comments
23. Do you enjoy living among people of different lifestyles?						
24. Do you feel valued by your local community?						
25. Do you feel your contribution towards community life is valued by other members of the community?						
26. Are your workmates also your friends?						
27. Do you feel part of a team at work?						
28. Do you feel valued by society?						
29. In any given week, do you visit your neighbours?						
30. In the past 6 months, have you done a favour for a neighbour?						
31. Do you feel part of the local geographic community where you work?						

Statement		Other comments
32. Do you feel you identify more strongly with those in your neighbourhood or those in other areas? (Please circle)	my neighbourhood / other areas	
33. If you circled 'other areas' for question 32, which areas do you identify more strongly with than your own neighbourhood?	_____	
34. Why do you identify with other areas more strongly than your own neighbourhood?	_____	

C. Present and Future Visions of the Community

1. Which aspects of life in the City of Glenorchy are you *happy* with now and why?

_____

_____

_____

_____

_____

_____

2. Which aspects of life in the City of Glenorchy are you *unhappy* with now and why?

_____

_____

_____

_____

_____

_____

_____

3. Please describe what 'quality of life' means to you as a City of Glenorchy resident.

_____

_____

_____

_____

_____

4. What possible changes can you suggest to improve your desired 'quality of life' described in question three in your local community?

5. Outline the positive and negative aspects of your involvement with the precinct system.

6. **What benefits do you feel the precinct system has had for the local community?**

D. General issues of concern

Please rank in order of importance to you (from 1-16):

Education	
Environment	
Family Issues	
Health and well-being	
Immigration	
Indigenous issues	
Industrial relations	
Inflation	
Interest rates	
Leadership	
Taxation	
Unemployment	
Welfare & Social Justice	
Women's issues	
Youth issues	
Other (please specify): _____	

E. The Environment

Statement	strongly agree	mostly agree	unsure	mostly disagree	strongly disagree	Other comments
1. The balance of nature is very delicate and easily upset.						
2. When humans interfere with nature, it often produces disastrous consequences.						
3. Humans must live in harmony with nature in order to survive.						
4. Mankind is severely abusing the environment.						
5. Humans have the right to modify the natural environment to suit their own needs.						
6. Plants and animals exist primarily to be used by humans.						

Statement	strongly agree	mostly agree	unsure	mostly disagree	strongly disagree	Other comments
7. Mankind was created to rule over the rest of nature.						
8. We are approaching the limit of the number of people the earth can support.						
9. To maintain a healthy economy, we will have to develop a steady-state economy where industrial growth is controlled.						
10. The earth is like a spaceship with only limited room and resources.						
11. Humans need not adapt to the natural environment because they can remake it to suit their own needs.						
12. There are limits to growth beyond which our industrialised society cannot expand.						

Statement	strongly agree	mostly agree	unsure	mostly disagree	strongly disagree	Other comments
13. If we want to improve the environment everybody must participate.						
14. Members of the local community are able to make a valuable contribution to improve the environment in our local community.						
15. I wish I could live in a more environmentally friendly way.						
16. It does not matter what I do, because the important decisions are made somewhere else.						
17. Regulations and laws are the most important ways to solve environmental problems.						
18. Our way of life has a large impact on the environment.						

Statement	strongly agree	mostly agree	unsure	mostly disagree	strongly disagree	Other comments
19. Environmental improvements are too expensive, so we have to wait until we can afford them.						
20. It is important to me to buy environmentally friendly products.						
21. Environmental problems are exaggerated. We will manage anyway.						
22. All of us have to save energy.						
23. It is important to reduce water consumption.						
24. We have to change our values and attitudes to be able to solve the environmental problems.						

Statement	strongly agree	mostly agree	unsure	mostly disagree	strongly disagree	Other comments
25. A healthy environment is important for my 'quality of life'						
26. It is important to recycle.						
27. It is important that households compost.						
28. During the past year, I have consciously tried to limit energy consumption.						
29. When choosing transport, regard should be payed to their different environmental impacts.						
30. I avoid unnecessary trips by car, especially short ones.						
31. I consciously restrict activities that contribute to poor air quality (such as driving, wood smoke).						

Statement	strongly agree	mostly agree	unsure	mostly disagree	strongly disagree	Other comments
32. Personal practices in reducing consumption and waste have little or no effect in protecting the environment.						
33. I purchase one product over another product because it is packaged in reusable, returnable, or recyclable containers or packages.						
34. It is worth putting up with small increases in tax to protect the environment.						
35. Too much is being spent on environmental protection.						
36. Some of the things conservationists are trying to protect are not worth worrying about.						

Statement	strongly agree	mostly agree	unsure	mostly disagree	strongly disagree	Other comments
37. I discuss environmental issues with my friends.						
38. When I go shopping, I try to bring my own bag.						
39. I have consciously tried to limit the quantity of household waste produced during the last year.						
40. I have consciously tried to limit our water consumption during the last year.						

Thank you for taking the time to complete this survey!

Appendix 5

Participant Observation Data

Collinsvale/Glenlusk Participant Observations

13-8-02

Category	Time (min)	Observations
Traffic and road issues		
Information transfer: Council to Precinct		
Information transfer: Precinct to Council		
Information transfer: Organisations to Precinct	20	• The Myrtle forest project came next with the possibility raised of a study being conducted to assess various management aspects, especially the weed situation and the social aspects. The possibility of a uni collaboration was mentioned. (5min) • Mobile phone coverage: Presently not available in area. ABS figures produced that distinguished between Collinsvale village and wider area. It was decided to act on the thinking and raise the issue with the appropriate people. It was interesting to note that the wider region was specifically mentioned as *'the community'* (15min)
Transport issues	12	• A proposal for a community van that provided transport to and from the city was mentioned as part of the Youth Task Force and supported by all. The public transport forum was mentioned as well with a delegation going. At present, the Collinsvale region has no public transport. (12min)
Community deliberations		
Environmental concerns	15	• The waste water project was discussed. (6min) • The possibility of the Precinct helping out the school with their Spanish heath weed eradication project as part of the adopt a patch project was raised and everyone was happy to help out. (4min) • The Myrtle forest project came next with the possibility raised of a study being conducted to assess various management aspects, especially the weed situation and the social aspects. The possibility of a uni collaboration was mentioned. (5min)
Social capital	9	• The possibility of the precinct helping out the school

		with their Spanish heath weed eradication project as part of the adopt a patch project was raised and everyone was happy to help out. (4min) • The Myrtle forest project came next with the possibility raised of a study being conducted to assess various management aspects, especially the weed situation and the social aspects. The possibility of a uni collaboration was mentioned. (5min)
Precinct Projects	21	• A proposal for a community van that provided transport to and from the city was mentioned as part of the Youth Task Force and supported by all. The public transport forum was mentioned as well with a delegation going. At present, the Collinsvale region has no public transport. (12min) • The Myrtle forest project came next with the possibility raised of a study being conducted to assess various management aspects, especially the weed situation and the social aspects. The possibility of a university collaboration was mentioned. (5min) • The possibility of the precinct helping out the school with their Spanish heath weed eradication project as part of the adopt a patch project was raised and everyone was happy to help out. (4min)

10-9-02

Category	Time (min)	Observations
Traffic and road issues	2	• Statistics gained for a road stats operation in C/vale were received from GCC. A solution is in the works as the Council has purchased a property on the corner in question and will improve visibility. In relation to the ice warning signs, the outcome in uncertain, but is under consideration (1min) • Potholes in the roads around C/vale were mentioned with roadwork forms given out by GCC Liaison. Complaints about the road quality were still mentioned - such as the singular function of the roads (i.e. cars dominate) with no real pedestrian or bike friendly features. (1<min).
Information transfer: Council to Precinct	20	• A report on the public transport forum was given by a community member who attended. There is a possibility that school bus access can be negotiated for the general community. It was also proposed that a route might be added to the Metro as they acknowledge that C/vale is a black hole in the Metro framework (5min) • The issue of landowner liability in regards to walker

		in the area on their land (particularly the elderly) was raised. People worried that if an accident happened would they be held responsible for damages because it was on their land? One lady investigated whether or not she could stop getting liability insurance but was advised by Council that she had to have it. (15min) • Statistics gained for a road stats operation in C/vale were received from GCC.
Information transfer: Precinct to Council	10	• Letter was to be sent to GCC to clear up the ambiguity of backyard burning issue (10min).
Information transfer: Organisations to Precinct	5	• TV black spot issue mentioned but put on hold due to the precinct convenor's heart attack, but things should start to happen soon seems the money has been available for sometime but nothing has been done so the money givers (from Canberra) are wondering why (1min). • A letter from Duncan Kerr was tabled addressing the lack of mobile coverage in the area of C/vale that was sent to the appropriate departments (4 min).
Transport issues	8	• A letter of support for an additional bus service to C/vale from the Youth Task Force was sent (3min). • There is a possibility that school bus access can be negotiated for the general community. It was also proposed that a route might be added to the metro as they acknowledge that C/vale is a black hole in the Metro framework (5min);
Community deliberations	25	• The issue of the banning burning and incineration was raised with confusion as to the wording and implication of the by-law and its relation to Collinsvale. Here the clear differentiation between C/vale and Glenorchy is apparent and it seems based on the fact that VC/vale is rural and Glenorchy is urban. The confusion stemmed from the fact that some thought that C/vale did not apply to the law, and some thought the wording was not clear enough and could be almost taken to mean you could burn anything and justify it. Letter was to be sent to GCC to clear up the ambiguity (10min). • • The issue of landowner liability in regards to walker in the area on their land (particularly the elderly) was raised. People worried that if an accident happened would they be held responsible for damages because it was on their land?One lady investigated whether or not she could stop getting liability insurance but was advised that she had to have it. (15min)
Environmental concerns	7	• A letter asking residents to keep an eye out for platypus and to report any sightings (1min) • A weed priority plan from the GCC in preparation for weed buster week was mentioned (1<min); • The possibility of signs erected to discourage people

		from dumping soil and garden refuse on the side of the road in the vale. Spanish heath is now regarded as a noxious weed which therefore carries the implication that action is imperative and on the shoulders of the landowner (apparently). (5min)
Social capital	7	• A letter asking residents to keep an eye out for platypus and to report any sightings (1min) • Letters were sent to local Yale scholarship receiver, a letter of support for an additional bus service to C/vale from the Youth Task Force was sent; letter to GCC engineer concerning the resurveying of traffic in the area and ice warning signs; and a letter to the GM concerning C/vale wish for a GMO moratorium extension. (5min) • New residents kit into real estate agents is progressing (1<min);
Precinct projects	6	• TV black spot issue mentioned but put on hold due to heart attack of Precinct convenor, but things should start to happen soon seems the money has been available for sometime but nothing has been done (2min) • The possibility of a collaboration with UTAS working on a project about the Myrtle Forest was elaborated upon with the uni keen and C/vale keen but the need to work out the details about what kind of project would best suit the situation (3min). givers (from Canberra) are wondering why (1min).

8-10-02

Category	Time (min)	Observations
Traffic and road issues	3	• Several road works (potholes) had been attended to in the past month to a happy response, but the roads in general were considered to be in poor condition and more attention is required. A letter might be sent (3min)
Information transfer: Council to Precincts	1	• Incinerator policy clarification (1min)
Information transfer: Precinct to Council		
Information transfer: Organisations to Precinct	20	• The first item up for discussion was the state of the mobile coverage attempt. A letter was received from the ABS outlining their reasons for classifying C/vale as they have. It mentioned locality classification framework, implying that no change will be forthcoming, and therefore no improvement to mobile coverage. How to best present the issue to further the

		cause was discussed (letter to ABS and Networking the Nation) to reclassify the area to include the 2 CDs as the area (20min).
Transport issues	15	• Transport forum: bus into C/Vale – possibility had been explored in more detail although there was still some confusion as to the rules concerning public passengers on school buses. Metro was aware of the problem. Options explored, with the flexible working hours of people mentioned as a problem. Apparently people become intimidated by the roads when older and then leave when they can no longer drive. A public meeting was decided as the best course of action. (15 min)
Community deliberations	20	• Mobile phone coverage issue led to a discussion of how people define the area or the community. It was in relation to this issue but responses seemed to take a broader view. People were defining the community as the valley, geographically defined, as a catchment area. There was mention of the ways in which different organisations define the areas around C/vale (10min). • Brighton Incinerator concern: Some members were of the opinion that one community member was instantly dubious of any development of this nature and urged that this was a negative way to approach such issues. The degree of affectedness that C/Vale would experience (10min).
Environmental concerns	14	• Weed strategy from GCC was presented outlining types and management strategy. Names taken for copies (2min) • Myrtle forest project – brief outline meeting required to decide what type of project. A time specified. (2 min) • Brighton Incinerator concern: Some members were of the opinion that one community member was instantly dubious of any development of this nature and urged that this was a negative way to approach such issues. The degree of affectedness that C/Vale would experience was also discussed with the other precincts referred to as 'lowland precincts' in relation to the Collinsvale precinct. (10min)
Social capital	5	• Article in the *Glenorchy Gazette* was raised, and including the cost and sponsorship that would be needed. What to do? CCA issue really, if the *Crier* is going under (4min). • Youth Task Force were interested in providing a representative to the Precinct for a talk on what they are doing. (1<min)
Precinct Projects	20	• Mobile phone coverage improvement project (20min).

12-11-02

Category	Time (min)	Observations
Traffic and road issues	1	• It was announced that the road was cut (GCC project) to improve the line of sight, – to which the precinct members vented their disagreement (1min).
Information transfer: Council to Precinct		
Information transfer: Precinct to Council		
Information transfer: Organisations to Precinct	38	• The development of the incinerator over at Brighton sent a letter in saying that it will not recognise C/vales comment – the opportunity to comment has passed. (5min) • Mt Wellington horse riders had a representative present talking about the state of access and the areas available to them. She raised the possibility of a specific location for horse floats to park at one of the access points. No worries apparently. But she also lamented the lack of scope for people to ride around Collinsvale and suggested the possibility of creating a horse track that would link up some of the properties and the access points to some of the trails in the park. Discussion about options and best ways to attack them were then undertaken. People were pretty happy about the float park, but couldn't really see the feasibility in creating a horse park.. (25min) • The Brighton incinerator again got a jumper. Apparently information had changed and people NEED TO KNOW. People were fed up and brushed it off –meeting fatigue I reckon (8min).
Transport issues	15	• Community forum about public transport – what does C/vale want? Both the youth and the community all involved – there was mentioned one women who has decided not to participate with the Precinct but go alone in her battle for public transport around here. She has apparently been trying to rectify the issue for approximately six years, and says the precincts are all talk and no action. It was suggested to use the *Crier* for publicity. It was also mentioned that nobody could find a solution that anyone would buy [economic basis implied]. Volunteer car pool suggested. (15min)
Community deliberations	75	• The Precinct review process was then undertaken (50min) • Discussion concerning horse rider area access about options and best ways to attack them were then undertaken. People were pretty happy about the float park, but couldn't really see the feasibility in creating a horse park (25min).
Environmental	3	• Bushfire management seminar mentioned along with

concerns		various other forums in the area such as a library forum and the Landcare training day to which a precinct representative is going to attend (3min).
Social capital	21	• A speaker from the Glenorchy Volunteer Centre was in and speaking about the set up of the volunteer resource centre over in Berridale community centre. Just an explanation etc. (10min) • Youth talent night mentioned and a laugh and a chat (4min) • It was interesting mentioned that within the C/vale area the precinct committee are regarded as a bit of a clique, almost viewed warily by others in the community. It was mentioned by a couple of relatively new people to the precinct meetings anyway and they specifically said that even though that was the word on the street so to speak, it was not the case in reality and they were quite happy with that. But all others in the meeting were very surprised to hear of this. Interesting. (7min)
Precinct Projects	5	• Car body clean up for an area in C/vale, TCT needs money to do it, they can hire out the gear and equipment which is being looked into and a possible grant organised. (5min)

10-12-02

Category	Time (min)	Observations
Traffic and road issues	38	• An email from GCC traffic engineer regarding the speed limit change, which has been approved. The email was to consider and confirm the changes – make sure it is what is required. A discussion ensued with opinions aired, possible further reduction raised but it was accepted overall. – "a triumph for people power". An example of a precinct goal made and reached. General banter followed. (10min) • Molesworth intersection - meeting was conducted between C/vale reps and GCC reps. C/vale says they didn't do the work, GCC said they did – disagreement but nothing much is going to happen except a regular clean-up. "Do we leave it or keep pushing?" Discussion about the effectiveness of the work – differing opinions but no animosity – the other problems and possible solutions again thrown around the table. What do we want to do then? Letter(?) to point out the further problems – diplomatic. (20min) • Traffic study – a consultant is going to address several traffic issues around Glenorchy, including C/vale. (1min) • Car signs – doesn't meet the requirements. Another

		discussion on next step to proceed the cause. Another letter with anecdotal evidence as support. (4min) • Possibility of a footpath from the school – not at present but in the works (4min)
Information transfer: Council to Precinct	4	• Molesworth intersection - see Traffic and road issues. • Alderman implored people to defend the Precinct System when it is attacked. Back to review and how they are doing it. (4min)
Information transfer: Precinct to Council	6	• Molesworth intersection - see Traffic and road issues. • GE canola has apparently escaped. Letter to the Council asking to continue moratorium and having a go at the companies responsible (6min).
Information transfer: Organisations to Precinct	5	• Waste report – tenders to go out poste haste! Tip has 15-20 years left. Possibility of using TEST incinerator has been mentioned. (5min)
Traffic issues	3	• Transport forum – survey is going out to ascertain the need for a bus to determine feasibility – another meeting set for the 20th January. (3min)
Community deliberations	4	• Road speed changes – see Traffic and road issues. • Car signs – doesn't meet the requirements. Another discussion on next step to proceed the cause. Another letter with anecdotal evidence as support. (4min)
Environmental concerns	1	• Update on weed management strategy – progress report, 1.2 H of gorse removed. (1min)
Social capital	4	• Youth group – talent night – money made will aid transport and mural in the bus shelter looking good. (4 min)
Precinct Projects	16	• Update on weed management strategy – progress report, 1.2 H of gorse removed. (1min) • CVA are calling for expressions of interest for an upcoming project. Looking into it. (3min) • TV update – site testing will be underway soon. (4min) • War memorial update – general disappointment expressed about the article in the *Glenorchy Gazette* as it was from the wrong source and credit was not given to the appropriate people. Controversial article but all was apologetic. (8min)

Rosetta/Montrose Participant Observations

24/7/02

Category	Time (min)	Observations
Traffic and road issues	19	• More traffic issues were raised, concerning street sweeping and other minor construction matters such as the case of a walking hazard being left on a footpath after some recent roadworks, and the case of mysterious kerb construction in front of certain houses but not others (19min).
Information transfer: Council to Precinct	7	• The precinct review process was raised with confusion about when it will occur, to which GCC liaison replied that despite the fact that it was meant to be happening from June 2002, it is now likely to occur from September to November 2002 (7min).
Information transfer: Precinct to Council	7	• Examples of the Precinct taking stuff (suggestions etc) to Council without any result (traffic issue), coming through again. One GCC representative jokingly labelled "yellow" for not turning up at the meeting, and for just using official guidelines blindly without looking at the actual situation (i.e. not utilising local knowledge) (5min) • It was decided that a letter would be written and presented to GCC by several members of the Precinct over traffic issues (2min).
Information transfer: Organisations to Precinct		
Transport issues		
Community deliberations	27	• The point was made that the precincts (or the precinct review process, the distinction was not clear) were "becoming nonsense" (2min). • During the discussion of this issue, people, including GCC rep, put forward their views and opinion on the matter. Local knowledge, down to the knowing of people and their business and even opinions came through in expanding and commenting on Council plans. The plan proposed was met with suspicions of the GCC intent, with economic reasons thought to be behind the proposed outcome (25min). • The meeting was characterised by questions without people asserting the 'undeniable validity' of the argument or asserting that their viewpoint was the only one based on a truthful interpretation of events.
Environmental concerns		
Social capital	2	• Precinct welcome pamphlet

Precinct Projects		

28/8/02

Category	Time (min)	Observations
Traffic and road issues		
Information transfer: Council to Precinct	7	• The change in the usage of Tolosa Street park was described. (3 min) • The general issues raised in the preceding paragraph, and the suggestions that were forthcoming moved GCC Liaison to again reinstate the purpose behind the precincts, the power that the precincts have and Councils relation to the precinct. The precincts, as stated by GCC liaison, are there to empower the citizenry to become a mover in the management of their area, to learn how Council works, and to what is the most advantageous and successful ways in which to acquire the results they desire (4 min).
Information transfer: Precinct to Council	12	• The precinct review process was brought up with the question of representation raised, and how the representation was decided upon, the lack of opportunity in some instances of notice (PB particularly) (3 min) • The funding was mainly taken up by path changes and maintenance (i.e. weed management). This was contrary to the precincts suggestion and caused a few raised eyebrows. The point was raised that the creek had a problem with grey water being disposed of in the creek. The Council response was that it is not a priority to follow this up. This was seen by the Precinct as a contradiction, in that if the maintenance and health of the creek was a priority, then why was the grey water problem not a priority, as it was certainly impacting on the health of the creek. (9 mins).
Information transfer: Organisations to Precinct		
Transport issues		
Community deliberations	11	• The Alderman was not present but sent an apology. This created a slight stir among those present, as it was apparently the third time running that he had chosen not to attend. Good quote was "when are we getting a new Alderman?" • General issues followed. Bad road conditions at Grove Rd; more bad footpath conditions; and the Mary's Hope road intersection was again an issue despite GCC not being will to change anything. (5 min)

		• The cycle path to nowhere was raised. Apparently there is a cycle path that just ends ... another public walkway that crosses several major roads in hazardous ways was also mentioned. A story was related about a wheelchair bound person getting to a stage of the footpath and not being able to continue due to the high kerb where the path continued. (6 min)
Environmental concerns	15	• The Weed Management Strategy Draft meeting was announced and expressions of participation were suggested if anyone was interested (2 min). • Grey water in river issue – see Information transfer: Precinct to Council (9min). • Jacques Creek was raised again with issues of agency a talking point. Just whose responsibility is it (4 min).
Social capital	10	• New residents kit (1 min). • The youth forum was raised with a brief description of the forum taking place (9 min).
Precinct Projects	13	• A precinct project, the Mural Project, was reported on by a guy who was in charge of it. Several examples of murals that had been submitted by various groups from the area were displayed. Some ideas from precinct members were discussed and a few were sketched out. They were mostly about significant, old, and almost forgotten landmarks of the Rosetta/Montrose area (5 min). • The 'Q of L' project was discussed with me basically giving a rundown on where it was at and what the stage was. It involved grabbing volunteers to distribute the survey and get physical street information. (8 min)

25/9/02

Category	Time (min)	Observations
Traffic and road issues		
Information transfer: Council to Precinct	31	• Tolosa park clarification (1< min) • A GCC rep was present to talk about the pool and pool extension and other general sport and rec matters. Basically outlining the economic realities and the fact that Hobart was fairly well served by pools in general. Community member observed that "economic reality makes it a cut and dry issue" and the GCC guy mentioned the community service issue and the benefits coming from such infrastructure (30 min).
Information transfer: Precinct to Council	1	• Dog management – query about the use of Montrose bay (1<min).

Information transfer: Organisations to Precinct		
Transport issues		
Community deliberations		
Environmental concerns	10	• Upkeep of the sport grounds in the area with some schools not maintaining their ovals to a standard that is fit for use (5 min). • A litter trap for the rivulet was suggested (1 min) • Weed management and weed mapping in Glenorchy, weed buster stuff produced (4 min).
Social capital	13	• Story of a dog group contacting PB, as the precinct convenor, in order to raise an issue they had with the dog management plan and precipitate action. Members were attending various meetings and forums etc (6min). • School interest in the Precinct Program, looking for a speaker (1 min). • Talk of integrating Precinct with the wider community in an overt manner by maybe having meetings at schools (3 min). • Action plan for the development of the foreshore, including the partnership with other community groups (3 min).
Precinct Projects	28	• Footpath wheelchair access in various positions around the Precinct mentioned as potential areas for work (5 min). • Creek crossover issue mentioned again, as well as other possible track projects. A walking track project is in development to map tracks and possible future tracks. Fire trails and low impact walking tracks up the back of Rosetta. General plan outlined. Possible future project for the community. Another project investigated was the foreshore development looking at placing benches, a playground etc. creating a community space (15 min). • 'Q of L' progress report (2 min) . • Mural progression and task delegation (1 min). • 'Eating with Friends' program that is going into other precincts. Possibility to get it started inR/M (2min). • Action plan for the development of the foreshore, including the partnership with other community groups. (3 min)

23-10-02

Category	Time (min)	Observations
Traffic and road issues	12	• More suggestions from the public about general traffic stuff as usual and the school parking as an issue. Solutions such as more parking, different home time for different years, different classes to different pick up point. Good example of discussion of different possible solutions (12min)
Information transfer: Council to Precinct	3	• The review is due to start up next month. Brief talk about what will be involved (3min)
Information transfer: Precinct to Council	9	• The precinct members asking for better communication between the GCC and the precincts, even if it is just a recognition (4min). • Questions include themes such as lamenting the lack of happenings – after a lot of prompting from precinct (up to 2 years given as an example) (5min).
Information transfer: Organisations to Precinct		
Transport issues		
Community deliberations	8	• Community member and GCC representative had a bit of a verbal tussle, a clash of heads, a difference of opinions so to speak about the quality of communication between the precinct and the Council (8min).
Environmental concerns	8	• Waste management report focused on the plastic bag levy being adopted in Victoria, with a brief discussion as to the pro's and con's (3min). • Jacques Rivulet work day mentioned. [people keen to expand the precinct membership by perhaps combining the day with an informal precinct meeting] (4min). • Weed control – weed busters stuff (<1min)
Social capital	7	• Projects suggested that involve other members and groups active within the community (3min). • R/M gazette article for next month discussed – what to put in (4 min).
Precinct Projects	11	• Report on the fact that the mural has started and any help or assistance that anybody might want to contribute is welcome. A progress report was also presented (5min). • Jacques Rivulet work day mentioned. [people keen to expand the precinct membership by perhaps combining the day with an informal precinct meeting]. (4min) • Projects suggested that involve other members and groups active within the community. (3min) • Cleaning bee for the pathways suggested and discussed. (2min)

27-11-02

Category	Time (min)	Observations
Traffic and road issues		
Information transfer: Council to Precinct	3	• 5 alderman declined to be involved in the Precinct Program – disappointment noted (3min).
Information transfer: Precinct to Council		
Information transfer: Organisations to Precinct		
Transport issues		
Community deliberations	60	• Review process (60min)
Environmental concerns	4	• Jacques Rivulet management plan survey returned quite a poor number (only 8) (1min) • Litter trap for Jacques rivulet possibility raised and suggestion to be considered (2min) • Landcare workshop, library advisory boards and a work or for lane filled out (1min)
Social capital	3	• Action plan for the development of the foreshore, including the partnership with other community groups (3 min).
Precinct Projects	17	• The mural should be finished by December 10th. On issue of graffiti so far but is being looked after. Lights are going in 3 weeks. Will there be an opening ceremony? Discussion about the plaque and what to actually put on it. It will be opened on the 20th of December as suggested, with invitations sent out to those who have been involved (6min). • Mural almost finished off (1min) • 'Q of L' project report (<1min) • Projects for the coming year: goat hill lookout; liaison with school, school precinct committee, combined meetings? representatives? etc. mentor program (civics class) a general canvassing of ideas; interpretation on foreshore; recreation also; historical book reproduced; Wilkinson print foreshore. (9min)

Tolosa Participant Observations

10-7-02

Category	Time (min)	Observations
Traffic and road issues	18	• Various road locations around Tolosa have been regarded as unsafe. GCC representative presented a report addressing some of the issues that had been raised at a previous meeting. After reporting some figures regarding the issues, several members took exception to the figures themselves and proceeded to contradict them based on anecdotal and personal knowledge (18min).
Information transfer: Council to Precinct	18	• Road locations – see Traffic and road issues (18min).
Information transfer: Precinct to Council	18	• Road locations – see Traffic and road issues (18min).
Information transfer: Organisations to Precinct		
Transport issues		
Community deliberations	20	• The discussion became heated with the meeting being split into two camps, with one camp venting frustration at the lack of help resulting from their opinions and their suggested actions. This was presented on this night (10min). • The camps that had already been established over the previous issue of street safety came into force again over the issue of a revegetation project, regarding it as a waste of time and money. Again this became heated, leading to a vote of whether or not to proceed with the project at all. The vote ended 3-3. The decision was postponed until next meeting (10min).
Environmental concerns	10	• The next item on the agenda was concerned with the revegetation project the precinct was participating in conjunction with the GCC. It had been agreed in principal that the project would proceed with the method at the draft stage. The camps that had already been established over the previous issue of street safety came into force again over this issue, regarding it as a waste of time and money. Again this became heated, leading to a vote of whether or not to proceed with the project at all. The vote ended 3-3. The decision was postponed until next meeting (10min).
Social capital		•
Precinct Projects	10	• Revegetation project – see Environmental concerns (10min)

14-8-02

Category	Time (min)	Observations
Traffic and road issues	25	• Following on from last meeting, various issues concerning the nature of street work were raised. It was decided to withhold discussion on the issue until later in the meeting, at an appropriate time (15min). • Traffic and street issue made their second appearance of the night. It seems that these issues are the most divisive. The issue of local view point not being taken into account in a visible way was emphasised, as was the perceived way in which Council justifies its decisions, with an economic and 'because it is easier for them' mentality. GCC liaison tried to explain the 'way of the world' but by this stage interest was waning. It seems he just wants to let his opinions be known. This went on for approximately 10 minutes.
Information transfer: Council to Precinct	7	• Backyard burning was banned in GCC and this was relayed to committee. Whilst the decision was regarded as disappointing, it was accepted as reality. (5min) • The Tolosa Park access, which has been a contentious issue over the last few months, was clarified without any dissent.(2min)
Information transfer: Precinct to Council	10	• What rates payers get for their rates was brought up, with a community member unhappy with what she gets. This was raised in relation to the possibility of hard waste collection being restarted in the GCC. This moved to people venting their frustration at the way in which Council basically not willing to do anything for the community and the habit of justifying whatever they want to based on reasoning that does not gel for members of the community(10min).
Information transfer: Organisations to Precinct	20	• Before the meeting, a representative presented a proposed Older Person Home that has been suggested. He presented the material and asked the precinct what they thought of the idea and whether they had any serious opposition to it. Overall, the Precinct was in favour of the development. The representative then left (20min).
Transport issues		
Community deliberations		
Environmental concerns		
Social capital	11	• A decision as to whether or not to continue mailing out precinct meeting minutes to those community member that do not turn up to meetings was

		discussed. Even though all members at the meeting would like to see greater community involvement in the workings of the precinct and general attendance at the meeting, it was decided to continue to mail out minutes unless individuals chose to discontinue receiving them. It was also decided that the minutes do fulfil a purpose for those in the community that want to keep up with events in the area but for whatever reason can not attend meetings on a regular basis (8min). • The precinct promotion brochure was mentioned and has been completed (3min).
Precinct Projects	10	• The Tolosa St Park tree plant project was raised again after it was left in limbo at the end of the last meeting. It was decided to proceed with the fern planting and bridge rebuilding but to hold off on the tree planting around the huts. Where this was a very contentious and vocal discussion at the last meeting, it was quickly and quietly dealt with at this meeting (5min). • The 'Q of L' project was raised and the various surveys were distributed to people willing to letterbox drop them during the week, as well as the physical log sheets. Everything was very positive. (5min)

11-9-02

Category	Time (min)	Observations
Traffic and road issues	14	• A meeting was held with GCC representatives (GM, traffic guys, precinct reps) about the Tolosa Street works. This has been a very contentious issue within the Precinct for quite some time. Discussions addressed issues such as the cycle lanes, no parking/no standing signs, temporary signage not being up to standard, and Council staff not treating traffic issue in the correct manner. A community member (former traffic engineer) is disappointed with the decision-making process employed by Council staff. Instead of actually looking at the problem they are just consulting the criteria when making a decision. Apparently the Council has decided to address the issues raised and acknowledge there is reason for concern (14min).
Information transfer: Council to Precinct		• Traffic meeting – see Traffic and road issues (14min).
Information transfer: Precinct to Council	23	• Weeds being controlled in area. Congrats to Council (surprise!!) (3min) • Traffic meeting – see Traffic and road issues (14min).

		• Community member mentioned the new water tank up at Tolosa Park and said that loose water and blocked drains flooding the Park and the fact that people have been stealing wood (cutting it) from the bush (3min). • Hard waste collection issue, which has been regarded as important in the Tolosa area, has been supported by other precincts but no information as to what will happen is available as yet. Contracts etc are involved. (3 min)
Information transfer: Organisations to Precinct		
Transport issues		
Community deliberations		
Environmental concerns	5	• Weeds being controlled in area. Congrats to Council (surprise!!) (3min) • Weed management strategy - attendance was low. Weed buster week is being implemented in which two weeds are featured each week in order to assist the Council map just what is around in the Glenorchy region (2min).
Social capital		•
Precinct Projects	7	• Tolosa park issue raised first up. From previous meetings, the Precinct had decided to proceed with the construction of a bridge and a fern garden but the possibility of planting around the huts has been shelved. The project is supported by the Precinct but there is a distinct lack of actual offers of help. Apparently the project has been around for about 2 years, but the lack action has led some people to lose hope and interest (7min).

9-10-02

Category	Time (min)	Observations
Traffic and road issues	13	• Some no standing signs were put in on Tolosa Street. There was a discussion about the signage, and a general consensus reached that the signs should be no standing signs in places, but no parking signs in others. No standing signs were not appropriate in certain places (11min). • Tolosa Street works – Precinct wants to be informed from the planning stage (2min).

Information transfer: Council to Precinct	2	• Water blockage fixed at Tolosa Park. Extra work on walkway to deny access to motorbike suggested. (2min)
Information transfer: Precinct to Council	2	• Thanks for fixing the water leak at Tolosa Park (2min).
Information transfer: Organisations to Precinct	25	• Guest speaker: from the volunteer resource centre. Setting up a volunteer register to help out the elderly. General explanation (25min)
Transport issues		
Community deliberations	11	• No parking signs – see Traffic and road issues (11min).
Environmental concerns	2	• Tree planting - new date (1min). • Weed management blurb (1min).
Social capital	28	• Guest speaker: from the volunteer resource centre. Setting up a volunteer register to help out the elderly. General explanation (25min) • Resident kit near completion (3min)
Precinct Projects	4	• Fern garden: decided to start in about June or July (4min).

13-11-02

Category	Time (min)	Observations
Traffic and road issues	5	• Black spot road funding announced with a couple of locations mentioned of interest to the Precinct. (5min)
Information transfer: Council to Precinct	8	• Cultural plan meeting mentioned for any comments and suggestions about the plan (2 min). • Car park signage – has been rectified (1min). • Black spot road funding announced with a couple of locations mentioned of interest to the precinct (5min).
Information transfer: Precinct to Council	6	• Litter stuff - flood mitigation need attention in a local rivulet in regards to both rubbish and tree litter (5min). • A couple of issues where then raised such as a light that is burning day and night in local street, the fact that lighting is below standard in the area, particularly on Tolosa Street. The GCC liaison mentioned that the Council is aware of this and is making move to rectify the situation (1min).
Information transfer: Organisations to Precinct		
Transport issues		
Community deliberations	50	• The precinct review process - Some of the comments to be thrown out there by the precinct members were: Alderman not responsive; precincts not a priority; too many commitments; liaisons were really good; need

		action not just talking; big overlap between the precinct boundaries; one person has the ability to dominate the meetings; "its not a community really, otherwise more people would be here'" lack of information or unable to wait for precinct comment [based on the timetable of the precinct meetings]; "we have the means of communication now" [but not being utilised to its full potential (implied)]; "its not a community at the moment"; 'it's the apathy' (40 min). • An amalgamation between a few precincts was brought up by the GCC Liaison. Apparently the two other inner city precincts, Glenorchy Central and Tumbling Waters, have decided to start having joint meetings and intend to continue to have joint meetings. The suggestion was made to include Tolosa, as another inner city precinct, in the joint meetings. This suggestion was met with approval and anticipation by the Tolosa members. The possibility will be raised at the next meeting of Tumbling Waters and Glenorchy Central and the next meeting time will be announced accordingly (10min).
Environmental concerns	7	• Humphrey Rivulet clean up that was undertaken on a day during the last few weeks to become a regular thing every fortnight, in an informal way (2min). • Litter stuff: flood mitigation need attention in a local rivulet in regards to both rubbish and tree litter (5min).
Social capital		
Precinct Projects	5	• 'Q of L' report (3min) • Humphrey Rivulet clean up that was undertaken on a day during the last few weeks to become a regular thing every fortnight, in an informal way (2min).

Appendix 6

Interview data classification

Concept	Theme	Example
Sustainability	**Definition of**	Sustainability in a sense to me means that as things are now you want to sustain them like that forever. And I think that is a really wrong concept because I really want us to improve the way we handle our environment and our society and all sorts of stuff, so when I say sustainability I mean, I actually think more in terms of improving our lifestyle, rather than maintaining it as it is because I don't think for everybody it is really very good at the moment. Managing the environment and that's more the sort of physical environment, the geographic environment if you like, in such a way that it's, that everything is renewable ... it's just really talking about the physical environment ... thinking of future generations Not necessarily that things will be the same tomorrow as they are today, but at least there will be a tomorrow. When it comes to Council the questions about sustainability are much more around assets, physical assets, and financial sustainability. Well to me sustainability is the wise application of resources that service the people and does not over expenditure those resources. Sustainability is for us to live at a fairly acceptable standard in regards to basic provision of services like water, electricity etcetera but not to damage the earth in the collection of those resources, but in fact to improve.
	Definition of sustainable community	A sustainable community is welcoming and supportive of diversity, its one were residents celebrate together, its a community where people participate actively in the social, political, and economic life of the community, where people come together around community issues and work together towards a common purpose, and on joint projects, in balanced and proactive ways, where community

		members have a sense of control and ownersh p in relation to plann ng and implementing local programs and activities and a community where residents participate in decision making and appropriate i frastructure exists to facilitate this participation. I see a sustainable community as a community who will work together and has a vision for the future, one that can learn from the past and can obviously ways to come together and build upon existing resources for future generations.
	Lack of understanding of sustainability	Yeah, I was going to say, how do you define sustainable? It is one on those beautiful really used a lot words but no one can quite pin it down. I mean I suspect that most people look at the word sustainability and think about environment. That would be more what they would be thinking about rather than any of these social issues or you know. It is seen as an environmental term. *Interviewer:* Can you tell me your interpretation of sustainability? *Community member:* Well I think old people need public transport. *Interviewer:* Do you think that community members understand the concept of sustainable communities? GCC *representative:* Probably not. I am sort of struggling to come to grips with this sort of concept of sustainability as it applies to the Precinct System. I doubt if anyone within the precinct has every given that question much serious thought because the majority of people don't understand that concept. I struggle with the word sustainable and what it actually means and you have got a question about that from the community and I think certainly community people struggle with it and don't probably have a clue about what it means, and we have massive policies and documents about sustainable development but I am yet to hear a satisfactory defin tion of what that means. I don't think [commun ty members] have a full understanding yet of what a sustainable community is, but they are slowly and surely getting the idea.

	Project's information useful	The information you were trying to gather is useful and relevant. I think it is really important, I think the kind of stuff that you are doing is really important. When people get a SoE that is global, or bigger, even if it is not totally global, then global for them, you tend to not relate it to yourself, and when it is a very local SoE then you look at that and say, this is happening in my place and is this what I really want to happen, or you say I don't want this to happen, so then you do something about, or you say this is good we'll follow along this line. So yeah I think local is really good. I think that most people think it is a good thing. I think that if you are looking at the fact that they are going to be involved in gathering research about their precinct that they could possible then take action on, I think it is very good Yes yes I do. I think it is very important that we examine what we are doing, the way we are doing it, the way it goes about, it is good to have an outside person come in and maybe ask questions that we wouldn't have thought about. Invaluable. Your project will be invaluable in fact what I think we try and do is keep sustainability as an agenda item when your project is finished I think there is potential and I think that that potential has not been achieved because of the number of dynamics that have impacted on the Precinct Program in Glenorchy.
	Involvement in the SoER process has enhanced participants' ideas of sustainability	One of the things it has already achieved and that's by nature of the beast I suppose, is that whenever you do something like ask people about their quality of life you raise the awareness in their minds and that is a really good thing to do. I mean, like I suppose it is not just your project but your project as well, has helped to fuel this transport issue that's been going on ... and your project has done that in some way to some degree so I think that's its value certainly. I suppose it's a question I often ask myself, but it does need a trigger, and like as I say , you were the trigger.

		It is certainly raising some questions in my mind as to what the whole aim of the process is, what the aim of the precinct is, because you tend to get caught up in the system and then really your indicators and the precinct review program is saying what is the actual aim? and we need to get back to grass roots about what the point is about having a precinct system is at all. Certainly I am looking at that at the moment, yes. The little bit of probing that you are doing has made me think about it a bit more. Oh yes, I have seen different view points with what they want with sports, yes. Yeah, well I think. [The project has] brought more to mind. I think that in a way it has focused some peoples ideas on the nitty gritty of sustainability like how many solar cells have we got on the roof and do you share a mower and stuff like that, so I think it has been a good positive thing from that point of view. I think it probably filled it out a bit ... So yes it has enriched my concept of quality of life and sustainability. One thing that I do think happens, and it's not really answering your question, but one thing that I do think has happened is that they have a greater understanding of Council's perspective and of how Council works.
	Involvement in the SoER process had no effect on participants' ideas of sustainability	Probably not...I don't know that. I don't think they have changed. No. No I don't, I don't see that area has changed significantly at all. No it's, I suspect maybe the time frame is a little bit short to have seen any changes, but I think we would be looking at a longer period, a longer time frame before personally, there was any perceptual difference there. Well it is great in principle, but I don't think it has achieved a great deal

		Well I don't think any changes have taken place yet No I don't think so. Partly because you project has been going on for a comparatively short time and we are talking about long term things here. I think there is potential and I think that that potential has not been achieved
	Precinct Program enhances sustainability	I would say not really, but there are a few little glimmers there that show you that the system has managed to change peoples understanding a little bit. Yeah I do. A lot of people have said to me that you know the precinct has been able to get a lot of little things fixed like roads, vegetation, footpaths (haha) that sort of thing. Precincts contributing to sustainability they would certainly have to have some impact because you have 200 people out then consulting and doing things, meeting regularly through the city and that's a lot of effort through the course of a year, but I think that notion of sustainability needs to be defined a bit more before you can answer that. I think it is doing that in that it is encouraging people to look at their community and saying how can we improve this and how can we make it good for our children and our grandchildren and all that sort of stuff. One of the things the precinct has been able to do is to provide a forum, so there have been several meetings and there has been the opportunity to actually learn the facts of the case and that, so that the people who came to the precinct meeting have passed those on I think... and I thought that that was a fair sort of a debate... It remained a controlled kind of a discussion thing, so yeah, I think the precinct contributes in that way. I think they can do yeah. As a former alderman, and now as a community member I think they do, because they identify the ways management has to establish, by the precinct, greatly counts in identifying ways to protect and enhance the environment that we are living in. *Interviewer*: Overall what do you think the best bits of

		the precinct system have been? *GCC representative:* The empowerment of the community, the identification of community needs and maybe the importance of a sustainable community. the involvement of young people in the youth precincts, the increased communication. I think the precinct system promotes community involvement, involvement with community leadership, it promotes community participation, and the development of community based projects. A feeling whereby the precincts and the people within the precincts can do things for themselves rather than relying on them in Council to do everything for it, and I think from that point of view something like the precinct system is fairly critical to long term sustainability of the community in that it is, it's assisting in generating a community which has its own culture and ethos and can grow. I think it's done an awful lot to fulfil that role [creating a sustainable community] in terms of getting the community involved in things. Yeah, don't ask me how But if the precinct system does create a sense in the community that they have a voice and they have a chance to have a say on something, then absolutely. Yes I do, I do, and I thought, I mean one of the things that we have had to do and again it's been a lot due to the political stuff that has been going on about the program, I mean we constantly look into and identify the sorts of achievements and things that have actually happened as a result of the program and I think that there are so many examples of activities projects, examples of community involvement that have occurred that would not have occurred without the precinct and all of those things have had quite a huge impact on the quality of life ... I don't think they would have happened without the program being there. *Interviewer:* Do you see the precincts fulfilling this role or working towards this goal in an overt manner? *Community member*: I don't see any overt move in that regard but I would doubt whether anyone has every really thought of it in that way.

	Precinct Program inhibits sustainability	One of the negatives issues is that although people use it as a way of giving something to Glenorchy and some people use it as a venue for their own personal grievances. I don't think so. Well...that's a difficult one too because I haven't really got enough evidence to answer the question properly. I would say that when I was convenor and that was the first year of the precinct system, it wasn't talked about very much at all. I don't know whether the precinct program as a whole pushes that because most people who come here have their own axe to grind, their own little thing to push...The big picture doesn't really come in at all unless it is focussed on them, unless it is part of the agenda. I just don't see the precinct program to very successfully do it
Social Capital	**Precinct works with local groups**	*Interviewer:* Does the precinct work with all the these groups? *Community member*: Yes. Nearly all those groups are represented. *Interviewer:* So there is a good collaboration going on. *AT I think there is. I suppose it is an instant case in point there, we just couldn't find within the precinct or within the community sufficient people to really get that off the ground. It wasn't until we went further a field that we actually got the resources of the Youth Justice program that things actually started to come to life. Well I suppose we coordinate them and get them And I mean we have got all sorts of other structures which also feed into the precinct system and if you are talking about representative views of young people we have a structure for that, we have the youth task force, we have youth precinct committees, talking about people with disabilities we have an access advisory committee which actually feeds into Council decision making about issues relating to people with disabilities. *Interviewer:* Does the precinct work in conjunction

		with these groups? *Community member:* Yes and no. The arts and enterprise groups and the youth task force they report to the precinct, but I have just become aware lately that the arts and enterprise group is viewed with great suspicion by some of the people who are not precinct members. So they report to it but they are on a tangent of their own, they are working separately from it. Without the precinct we would not have brought a group, met the people involved with the community centre up there. The meeting of some of the kids involved in the tree planting has helped. You know, the kids are doing something.
	Precinct rarely working with local groups	*Interviewer:* Does the precinct committee, does it work with a lot of the local organisations, in conjunction? *Community member:* No. *Interviewer:* No not at all? *Community member:* No. Only in a very loose way. We have touched on them.
	People connections are good within the precinct	I think there are very few people who don't know about precincts or don't know what goes on because I think you know the local network is pretty good ... So I think the network works really well, I think there are lots of people involved. For example in Goodwood, where there is about ten people attending the precinct meetings on a regular basis I have seen them organise functions where they can get 200 people turning up so the lack of people attending the precincts isn't necessarily a negative. The kinds of projects they get involved in, and the kinds of additional involvement that people have in those projects I think has been a real success ... the number of people attending doesn't reflect their importance out there in the community because I think they have a much bigger impact than just the numbers attending. As I say I thought that was a pretty poor use of statistics to say only five percent of the community turn up to precinct meetings. I think that is a pretty high proportion and when we have had contentious issues at Collinsvale, instead of having ten or a dozen people at a meetings, we have had about 50 or thereabouts.

		I mean one of the good things about Collinsvale is that they form groups ... A lot of those people wouldn't actually turn up at a precinct meeting but they might turn up at one just before their event is held. Members of precincts do often know neighbours and they do have relationships with other people in the precincts, so you are getting a communication, a trust with people within a precinct that you might not get if you get an outsider. But they do I think talk to other people, their neighbours and their friends and stuff, and they actually do like to have a say so I think a lot of us on the precinct committee often come not just with our own opinion but with the opinion of other people who have talked to you, you know. If you put out a notice saying we are going to have the Australia Day lunch, we want a few people to turn up and help organise it ok who's going to organise this, someone will put there hand up, yeah ok Sal you fix that, and then Sally will ring us up and say ok John, Ian whoever, can you turn up and help us put the tables out or put the tables away or whatever has to be done, or with the works from the Vale, Lee can ring up or put it in the crier and say if anyone is interested in participating ring this number and then we have a list of people who we know are interested. We can have precinct meetings where we have 10-15 people attend but they may be organising a get together at Giblins Reserve for example and this has happened repeatedly where we have 100 people turn up for that clean up we have more people turn up for those. That seems to be the people who are engaged in the precinct program at the moment, or who are engaged in the activities of the precinct program, in other words may not go to monthly meetings, but come along regularly to sort of activities, events and projects that the precinct get involved in. Think you know the local network is pretty good. And that sort of shown by, for instance, when you about three precinct meetings ago we had actually put in the minutes something about how we were going to look at some local area zoning, I don't know if you were there because at the moment all of the Collinsvale township is as rural residential which

		actually means you can't do anything like have an art gallery or another shop or anything. So when we had the following meeting we said we were going to get Greg French or someone to come and talk about that well we had like 50 odd people and they were really fired up.
	People connections are poor within the precinct	I also think there is a high number of rental properties within that precinct area as well and with that comes less of a connection to the community or a long term commitment if you like. People tend to be more transient and in different phases of their life if you like and not so committed to those types of things if you will. I mean you could lay down and die and nobody would know around here.
	Importance of local connections	*Community member:* Yep *Interviewer:* Why so? *Community member:* Oh well you have got the waste of resources for one thing ... it's another way to bring the community together in general and, everyone can be travelling in the same direction, in the same boat. I think there is a strong understanding of having better connectedness at a local community level. I think there is a sense of people having a role to play themselves, rather than relying on government to do things for them. They are vital yes ... They are very important. I think it is sort of an aspect of people knowing they can sort of grab a hold of a situation and control their own destiny. You get up in the morning and you drive through Collinsvale and you wave to ten people or something because you can't help it, or you go and pick up your mail at the shop and everybody who comes to the shop says g'day to everybody else. So that really enhances the quality of life for you.
	Precinct Program enhances inter- and intra-community ties	In the Precinct System pretty well, I think because once you start attending the precinct and you get involved in the precinct it just increases that feeling of community so much more. So that feeling of identity, and a greater sense of connectedness and cohesion where you live, because you start to get to know people and involved in things. I think the Precinct System gives the community a lot

		more, empowers the community a lot more than just having a community group. I think they can do yeah. I think of the Claremont precinct who have got a community library up and running and how they have over 200 members within 6 months they have, Claremont doesn't have a community centre or a neighbourhood house (499) or anything like that and they don't have a place where people can just ?????(500) and the library is acting as a place where you call in and get your books but you also have a chat and a cup of tea and that type of thing and I think that has a huge effect on people's quality of life. But if the precinct system does create a sense in the community that they have a voice and they have a chance to have a say on something, then absolutely. *Interviewer:* Do you feel more involved in the community as a result of participating in the precincts? *Community member:* More involved yes but arrr marginally. But probably for the very same reasons. There are so few of the community involved. I think the precinct system promotes community involvement, involvement with community leadership, it promotes community participation, and the development of community based projects. There are lots of different ways that those precincts have spread their tentacles out into the community to create more activity and that activity creates involvement and that involvement creates ownership and if you have got, in theory, if you have people that own what is happening in their community they are less likely to damage what is happening in their community. If you look at the community feel out in Collinsvale. Whether the precinct has created that all on its own or whether that is just a contributing factor, it's certainly helped in creating that community feel when you go to those areas.
	Precinct Program erodes inter- and intra-community ties	Now if you had an idea from the community that there is a suspicion that the precinct members are a cliquey bunch who has their own little barrow to push and they are all in it together and they all unite and that is not working for the community.

		Interviewer: Do you think this kind of almost mistrust that could be developing between some of the organisations. Do you know if that is impacting on the community? *Community member:* Yes it is impacting. Because it means there is far less support for the precinct committee and a lot more suspicion. Some jealously, some in fighting and quite a lot of people don't come because they feel it is just not for them.
	Council-community links are good/ improving	It was the Council liaison group it was called so we were fortunate and we have been fortunate all along that we have had a direct conduit to the Council. I do think that the precinct program is different in that it is, the fact that it's a committee of Council, whatever you mean by that, does mean that it is a two way street so you actually have a closer connection to who does sign the cheques *Interviewer:* Do you think the link between the community and the Council, through the precinct system, has improved? GCC *representative:* Yes definitely, again not having been here for a very long time but I think it has made Council staff members more accountable and it has made Council processes more transparent which I think is really important and I think really needed. I do believe that people have a greater understanding of how Council works and how this tier of government has to communicate with the other tiers of government as well So that, the involvement of the precincts and the involvement of the community plays a vital role in the issues and concerns is helping Council to plan for the future direction and also helps strengthen the Councils partnership with the state government and it also helps point to the views on a regular basis overall to the objectives of the Community Plan. Likewise, it helps, it gives the community a better and greater input in how Council works and what areas Council is responsible for. Oh I have. One of the roles was the decisions of Council to establish the precincts, was another step, another big step I must say, is for the GCC becoming a fully community focused Council and I think that's how it helps precincts, the direction of precincts ??????? (434) they can and decision making projects.

		I think another area that the precincts have worked quite well is that they have gone a long way in breaking down the communications barrier for between sections of the community. They have brought alderman and the community together and they have also to some extent broken down the communication barrier between Council and the community. I don't know what it was like here before, so I can't really comment from that, but my understanding is that the precinct system can lead to and has in Glenorchy, lead to improvements in relationships because I guess we have created an involvement for people that may not have been there before, and we have created a mechanism whereby people can have an input to what Council thinks. I think that if we were going to take on a project then we would get more funding ... And I think if they wanted us to do a project then they would give us they money to do it. [Involvement in precinct system] brought me in touch with a wider range of people within Council. I think for people who are individually actively involved in the precinct program I would say that it [community – Council link] has improved for those individuals quite considerably. I think it is, but it is happening incidentally, its not happening as a deliberate strategy, it happens by people getting engaged in things that the Council is doing, it happens by the Council putting out information and proposals to the precincts, it actually helps their awareness. The precinct interested me because it had a direct link to Council where the community association had a liaison like a liaison group that could go to Council for matters of importance. Why should the Council be involved in organising? That is not going to create a sense of community. I think that the goings on down at Council chambers has changed my view of the precinct a bit, as far as thinking that perhaps it is even more important then I did before in terms of a conduit to the Council.

	Council-community links are poor	Last night was a perfect example, about that corner up at thingy, where I said don't shoot the messenger. You know you give people a piece of information they don't want and it is like, bloody Council you know, straight away. He had a lot of complaints about the roads and things like that and dangerous things and he just got fed up and some of the other guys they just fed up really quickly, just gets really angry and so, you know. They have ideas about what's wrong with things in Glenorchy but when we take it back to the chap in charge of the road who is a young guy who really looks about 25, he might be older but, and ahhh. I think that some people get fed up, and pissed off. They do think that well, you know, we said this, they get consulted about an issue, and I think this is a pretty important thing really, is that they do get consulted, about that particular issue, but then Council actually goes and does something different. It would be nice to say that it [Council – community relations] had, but I honestly can't tell you. I think that the current division in the Council over the role of the precincts and the function of the precincts has probably set community and Council relations back quite considerably in terms of the number of those people which has been quite an unfortunate by product of the division. Because of the tension at the senior level of the organisation, members who are active in the precincts, are also becoming involved in the politics of the Council, so you have a situation where some members of the precincts will attempt to bring the precinct into the political domain of Council. And I think is was very wrong of this present, this rebel five or whatever they are calling themselves by refusing to go to precinct meetings. And the moment that there is some sort of issue raised at the aldermanic level, at the Council level, that suggests that is critical of a function of the precinct, I mean it is part of the Council, an instrument of the Council, people become very defensive, they think why is this alderman attacking me.
	Sense of community –	In the precinct system pretty well, I think because once you start attending the precinct and you get

	precinct area represents local community	involved in the precinct it just increases that feeling of community so much more. It is a little community because people have chosen to come and live there, you know there are lots of areas people live because that's the only place people can live if you like but Collinsvale is not like that, you have to choose to live there Well I think it is a community of place yeah. Because it is the rural area of Collinsvale I suppose. I think so, I think the boundaries there are quite good. In our case it is pretty close [place – space congruence], with the possible exception of some parts of Montrose, which are over down there somewhere, over the hill and out of sight. But it will be harder to define our community if houses were to creep up the Glenlusk hill. How do I see ... you mean the natural boundary... I think it works well. Yes. The precinct boundary is Collinsvale Glenlusk and because I live in Glenlusk it doesn't really involve Collinsvale itself because most of my dealings are down into Glenorchy city but I am being drawn more and more into Collinsvale for fun things like recreation, like tennis, like walking, like bbqs, weed busters, Landcare. I think they were. But in just a couple of years I think it has made a huge difference in a couple of places.
	Sense of community – precinct area does not represent local community	No. I don't think the boundaries work that well at all. In some regards, they do and they don't. They don't in the sense that it doesn't allow, it imposes a very strict geographical boundary which doesn't take any account of the human perception of that boundary, and whether somebody feels like they belong to a certain community or precinct over another one. Whereas they might live in one but their feeling of belonging is in another. So I guess two answers to that, I think that the current boundaries actually work well for a small percentage of our precincts but I don't believe they are the best, we could change that. I always think of my community, my local community

		as really being that sort of area within a half to one kilometre radius of me... I would also include the Glenorchy CBD I guess as part of my community so it depends on the situation, but for most part it's just the immediate area, say a radius of 1 kilometre from where I live. Most our CBD precincts, they don't seem to have the sense of, well their sense of community is a very different thing, they have different focuses. I think it [sense of community] is an interest based. *Interviewer:* Do you consider the GCC CBD as part of your local community? *Community member:* Yes yes *Interviewer:* Because Tolosa is very close? *Community member:* Yes *Interviewer:* Do you think that many community members identify their local community as their precincts? *GCC representative:* I think those that take part in the precinct do. Those that don't or may have chosen to no longer take part may not. *Interviewer:* Do you think the suggestion that was raised at the last meeting, of joining the with Tumbling Waters. *Community member:* yes yes, I think that is a great idea. *Interviewer:* Do you think that is more representative of a community? *Community member:* Yes The precinct doesn't hold a lot, our real centre is the Glenorchy CBD. And I find it interesting that currently there tends to be a recognition that Central, Tumbling Waters, and Glenorchy really have he same areas of interest and having them as two separate ones is possibly not the right answer. That is a difficult one because the local community to me is two things. Firstly on the smaller scale it is the community of Glenlusk where I live, and it is sort of the Denison electorate which is the more bigger picture sort of thing, and where I work for another organisation. So the local community is right on the doorstep and also the bigger picture of the wider city and also down into Hobart and so on because all of that concerns we because whatever happens in those areas affects me directly either through the pollution

		of EZ or fires that may spread from other peoples bbq's so it is big picture or slightly bigger picture. I don't think it really encompasses Australia as a whole but it could be three things: little local picture, the Denison electorate, Tasmania, and Australia itself. Do you think that many community members identify their local community as their precincts? DP I think those that take part in the precinct do. Those that don't or may have chosen to no longer take part may not, so maybe that will come from the review that is currently being undertaken and identified. I don't, no, I guess the answer is I don't. I guess you have got 12 precincts, three or four thousand people in each precinct, I don't think the boundaries necessarily reflect peoples view of which community they are in entirely accurately ... I think that is going to a problem whatever kind of geographic boundary you try an put around a community grouping. It will satisfy many but it won't satisfy all. I think that there needs to be a bit better study of what really can make, let's say the heart and soul of the interests within an area and we have come to realise that the three central - Tumbling Waters, Central and Tolosa, really have more chance of getting that together then having it separate.
Governance and Democracy	**Precinct committees provide a good representation of the community**	Well, as I have just said I think it is really quite representative. I think overall they do represent the community. I suppose they are representative because they are all in different organisations but I just, it's hard to know. *Interviewer:* Do you think it is important to try and get a more representative people? *Community member:* Yes because otherwise we'll push our own barrel you know. That's right and it certainly represents most of the people who have got anything to say or families or, there wouldn't be too many people who didn't know somebody who hadn't been to the meeting. As representative as they can be, I mean you can't make people turn up. And as I said to you before, people do turn up if they think they are not being represented they are there in force.

	Precinct committees do not provide a good representation of the community	I also believe that the precincts don't represent all the community. They are not representative of the whole community a small group that meet regularly. I can only speak for Rosetta Montrose obviously. Not very representative at all. I can see great holes in the precincts. If not openly, then they must be behind the scenes, there is only a handful of people out there, they can't really say they are speaking on behalf of the community, and you can't give too much credence to what they are saying. They just have to get more voices, more and more people involved so they can say we do speak for them, we are representative of the community. The community representation needs to be jacked up, by a significant amount before we can really look forward to any real improvement in the, in providing any constructive input into Council processes I think necessarily the people that turn up to the precinct committees are those that are interested in ????(125), they have a strong community interest but whether they are formal, whether they are statistically representative of their communities I very much doubt... Whether their views end up being representative of the precinct community I doubt. I don't like it just having five or six little peoples, you can't say you represent the community, would have been lovely to have everybody's input, you know, there are a lot of old people having an input, and not being nasty but we are all going to die, I mean I am almost sixty. I think it is important from Councils point of view to obtain representative information in order to judge what the community thinks and what, so that we can alter our service levels, to reflect that. I am not sure if the precinct system is all that good at giving us that information. Only representative of the active and thinking people. Those prepared to do something community wise. There are a lot that want things done for them but are not prepared to put their two penance in.

		Very unrepresentative. They mostly, people in full time employment or people with a fair amount of economic independence who have the free time, the free will, the interest, to go and participate in something that is essentially voluntary and also they can be people who have a particular interest in the thing. The people who actually make an effort, which is a small percentage in the overall scheme, I think only 0.2, or 0.02, something like that, 99. 97 percent of the population don't participate in the precinct system, it is a very high number. But the point is the people who do, actually have a genuine interest in doing things. No, clearly they don't. They are not representative in terms of the people that participate in meetings.
	Not sure if committees are representative of the community	Representative ... well, if you are talking about, well that's the same question about the Council when you say is it representative, you know. I don't know ... Well, yeah, I suppose it is as important as possible that we get the views of as many people.
	Precinct Program enhances governance in Glenorchy	It provides a really easy way for consulting with the community. yeah they certainly do because just as a really basic thing if it goes out, if something goes out to the precincts for consultation they are immediately making contact with 150-200 people to give a response on a certain issue, and that's a sort of very reasonable consultation just there. I think a lot of people have had the perception in the past that Council is this entity that they can't crack. If Council says no then that just means no and there is nothing you can do to change that. It's very dig your heels in, that's how people have perceived Council and so this system has really broken that down I guess. It's like they have adopted that responsiveness if it comes through the precinct system, this is internally, but if it comes completely externally, if it come from a ratepayer coming in, there can still be that intractability. It does give people a chance to participate in Council and allow them access to a whole range of activities and functions and opportunities that they would not have had the chance to access otherwise. And that sort of shown by, for instance, when you

		about three precinct meetings ago we had actually put in the minutes something about how we were going to look at some local area zoning, I don't know if you were there because at the moment all of the Collinsvale township is as rural residential which actually means you can't do anything like have an art gallery or another shop or anything. So when we had the following meeting we said we were going to get Greg French or someone to come and talk about that well we had like 50 odd people and they were really fired up because they thought we were going to, I don't know what they thought was going to happen, or what Council was going to do. One of the things the precinct has been able to do is to provide a forum, so there have been several meetings and there has been the opportunity to actually learn the facts of the case and that, so that the people who came to the precinct meeting have passed those on I think. I think the precinct system allowed that to happen, encouraged that debate to happen and kept a lid on it so that people didn't kind of knock each other off as well while they were debating. It remained a controlled kind of a discussion thing, so yeah, I think the precinct contributes in that way. One thing that I do think has happened is that they have a greater understanding of Councils perspective and of how Council works. And have developed or gone a long way to developing better communication and better understanding of all of the needs of all the community. I guess we have created an involvement for people that may not have been there before, and we have created a mechanism whereby people can have an input to what Council thinks. I think that the goings on down at Council chambers has changed my view of the precinct a bit, as far as thinking that perhaps it is even more important then I did before in terms of a conduit to the Council. I think it works remarkably well. You turn up and have a grizzle about a pothole in the road or, I would like people to turn up and grizzle about things that were a little bit more earth shattering than a pothole

		in the road but never mind they do turn up and have a grizzle about a pothole in the road. I am favourably impressed... and at least the precinct provides the mechanism for it to happen, which is great. Well, in part, getting closer to a grass roots sort of thing brings us closer to the people then being involved, rather than the bigger ones where they, the other people, the government or whatever are involved, and I am a believer in trying to involve local people on local things to have ownership, and with ownership comes pride. I think the positive aspects of the program are that it does provide a mechanism for people to actually get involved in, along side Council with things that make a difference to their lives at a local and community level. It has been a valuable airing place for people's issues and concerns. It does provide another way that you can get things addressed by Council.
	Precinct Program not achieving its potential in improving governance in Glenorchy	Some of the meetings that have been held, some of, initially that have arisen out of the precinct idea, the meetings that have been held with service providers and community members, the community members just do not participate because you are speaking the service providers language... they are alienated by the language. Different expectations can be extremely problematic... Again it comes down to a few very strong personalities that are involved. I think the structure is stopping them to a degree. You have to follow such a prescribed form that there is no time really for that community dialogue to happen based on the particular issue, what is it, how can we think of creative solutions for this, how are we going to solve it? The structure really inhibits that. Sometimes it can feel like it really doesn't have a lot of vision. I hate meetings, I think people hate meetings... I think people hate going, I mean, meetings are a necessary evils.

		A lot is going to, there is a fair bit of dissatisfaction with the overall operation of the precinct system at the moment ... the fundamental problems with the system, which goes back to the level of support or the commitment which Council has and the level of commitment by the community I guess, they are probably the two stumbling blocks. I think the precincts have become a bit too regimented. I think there is an element of the precincts feeling that they are taking on other people's agenda's other than their own. I think that in a way the whole precinct program has suffered from that because it wasn't bottom up driven, it was top down driven. I guess the constant challenge of how to engage people in those processes, how to provide ways of engaging people that are meaningful to a broad cross section of the community, enable people to participate in a way that's comfortable, that they are comfortable doing...I do think it has some potential to dis-empower some people who have been involved. I think this is the problem with the current process, or the current framework of the precinct program, because there is too much of a connection to the Council you are really making it very difficult for the precincts to have its, for these precincts to be truly independent. The precincts are now being used as a political platform and it reinforces I think an argument that they are not really very focussed. In my mind it reinforces that they are directionless and they are just all over the place, and it is just becoming a place where people gather, there's a few bickies and tea at the back, the precinct officer spends a disproportionate amount of time explaining about all these wonderful Council initiatives. I have not been able to see where it actually made real progress collectively. So I want the precincts to have a sense of community, unfortunately because I don't think it is effective, in part because of the false hope that is given by the Council, and I accept responsibility as part of the

		Council, and also because of the tension, the serious tensions at the senior level, the Council level, you are not having a very effective program, in an area where really have to have a really united approach. People have been given a false sense of what they can achieve, and if these precincts were divorced from the Council and there was a transition so that you could help these volunteers, ensure they have structured participative function after the Council divorces itself, then I think it would be a success, it would have a greater chance of succeeding I think and achieving the issues, the sustainability issues that we need to address.
	Precincts do exert an influence in Council's decision-making processes	Yeah that's right and lots of Council departments will now see us and say we are thinking about this can we put this out to the precincts, so they expect as a standard organisational consultation, a frame of reference I guess? Yes, I don't think they give the community decision-making choice, but they provide for Council input into the decision making process. It's a step removed from actually being able to decide, but I think Council will make better decisions for communities if it knows what communities want. We have been to Council and said, like that Glenlusk Molesworth road issue really needs to be resolved and it has taken us three years but Council has actually moved on that issue and hopefully resolved it...that is an issue that Council would never have done anything about, apart, so whether you call that decision making by the community or pressure from the community. I suppose the community has kept saying that we need to do something about this, now that the solutions are there. You know, and we have helped to find a solution to that problem so I think that is decision making. *Interviewer:* Do you think that the precincts give the community a voice within decision making within the Council? *Community member:* Yes. Yes that is one of the reasons they are there isn't it. *Interviewer:* Yes it is. *Community member:* And I do think it works. I think it

		works remarkably well. And I don't think that [action] would have happened without the precinct. It might happen but I don't know how it would happen. It probably would happen but I don't know how, and at least the precinct provides the mechanism for it to happen, which is great. Yes, I do ... it's not just an information, for me it's not just an information thing either, it's a power thing. It's about the fact that ????(81) this whole thing, about people actually to be able to take more control about what happens in their local communities is extremely important. Do you think the precincts give the community a voice in decision-making? *KR Yes, by way of providing information and views, not in making a decision, because the decisions are made by others. It was set up as a, in an advisory capacity and it was always very clear that the Council had the final decision making role and authority. *Interviewer:* OK do you think the precincts provide an important information source for Council in their decision making process? *GCC representative:* I think they could do, and they have done in the past. They certainly are part of the reporting process if a Council officer putting a report to Council, the question is often asked what was the precincts blah blah blah and there have been examples of where the recommendations of the Council, say the waste management task force or the task force that is made up of a group of representatives, they have been looked at, some of them have been endorsed others that often haven't been um but I do think that yeah they can be a very good source of information for alderman to base decisions making upon. Well I think we do have to get more input into the Council processes, despite of what I have just said. I think we have to, the precincts have to become stronger and not so much maybe being united but they just have to get more voices, more and more people involved so they can say we do speak for them, we are representative of the community. Oh yes definitely...the involvement of the precincts and the involvement of the community plays a vital

		role in the issues and concerns is helping Council to plan for the future direction and also helps strengthen the Councils partnership with the state government and it also helps point to the views on a regular basis overall to the objectives of the Community Plan. *Interviewer:* Do you think, from Councils perspective, precincts provide an important source of information? *GCC representative:* As a former alderman, and now as a community member I think they do, because they identify the ways management has to establish, by the precinct, greatly counts in identifying ways to protect and enhance the environment that we are living in. But the views of the community are listened to and I think one of the ways, one of the things Council has got better ways and quicker ways of reporting back to the community... the people can understand that their views are greatly and objectively listened to. It's definitely relevant to Council so that we can direct different services or different levels of services to different areas where it is most wanted. They give us an indication of community opinion in relation to the things that we are providing... And they also give us an indication of the political stance within the community, from those that are likely to make the loudest noise. And what they [precincts] say is valued. It might not be agreed with, but they are valued for their opinion. But certainly in terms of information about concerns at a local level yes I think they do... prior to the precinct system we didn't have a mechanism by which we could actually engage community members in those sorts of decision making processes so yes I do think it has.
	Precincts do not exert an influence in Council's decision-making processes	In fact they don't, but the potential is there. They could, they should. If the precincts had sufficient following, but in actual fact, no they don't. We do have a, the precincts do have a limited influence on Council decisions but a lot of the precincts views are coming from a very small handful of people. Well they could, but the committee doesn't come to the meetings with any issues.

		I used to think it was really a good voice, but then some things have taken overly long with the Council, and I have laterally been thinking it's really a one way street, from Council to precinct, rather than the other way... So a lot of it is a little rushed and driven by the Councils own agenda and timetable. But I think insofar as Council can go, I think it does take into account the precincts views, they do go out of their way sometimes to get precinct views, but in the big picture those views really tend to constitute a relatively minor part of the Councils decision making process. At the moment things come to us and we provide comment so we satisfy the criteria of the community being consulted, but I don't see a lot of that comment really being embodied in Councils plans. I think we also need to inform precincts, we need to acknowledge that precincts don't provide statistically valid feedback ... [but it] is valid information for Council. They [Council] have ideas about what's wrong with things in Glenorchy but when we take it back to the chap in charge of the road ... ahhhhhh [nothing gets done]. In quite a lot of instances yes. Having, knowing that some issues are up at Council, I have been to Council meetings and listened to what has gone on, and if it weren't for the data that has emanated from the precincts, there wouldn't have been as good a balance. *Interviewer:* Do you think that the precincts provide an important information source for Council? *GCC representative:* For Council would be the 12 alderman? For the twelve alderman from the Council no. *Interviewer:* No? *GCC representative:* This is another one of my criticisms. I have been on the Council now for 2 years, and we never ever get updates and specific issues brought to the Councils attention when we have those fortnightly Council meetings like tonight we don't actually have an agenda item saying ok this is the latest that is happening in Rosetta/Montrose precinct.
	Precinct purpose – confusion	And also, the way if you look at the precinct system, I really question whether the precinct system is about, and this is also what we asked the consultants, is it

		about people coming to a meeting and working in that meeting with me, providing answers to provide a certain thing, and I do the to and fro back to Council, or is it to break effectively, to cut me out of the loop, and make Council closer to people so they feel empowered to call Council themselves. So I think that is one of the really big questions about the precinct itself as to how that actually operates. So I think the system still has to define what it is. I think there is a varying degree of understanding of that but I think that one of the values of the of the precinct system, as we said in that last one was raising peoples awareness, empowering people, so that they, that people are gradually seeing that more and more. I am not sure that the precinct meeting is a problem solving place. Well I think the precinct system needs some changes. I think we need to clarify what the expectations of the precinct information are in terms of information sharing and participation in decision-making, so that the community know what their role is. I think Council needs to understand what it expects form the precinct system. Yes I do think so. They think of it as, I think some of us think of it as a process of just get your little thing at the border of your property fixed up whereas I really see it as being a bigger picture thing. Because there was, I think, eleven candidates for 6 positions, now what that suggests to me is that unfortunately, the precincts are now being used as a political platform and it reinforces I think an argument that they are not really very focussed. In my mind it reinforces that they are directionless.
	Precinct purpose – roads, rates, rubbish	I think it is important that they cover both, actually, without opting out of answering your question. I think it is important because local government is after all, local government. It's about potholes in the road and dead possums and who's going to pick up the rubbish off the side of the road and those things. It's not really about going to war with the Iraqi's.
	Precinct purpose –	I think the precincts that are working pretty well are ones that are, that have learnt that they actually do

	community development, empowerment	have some participatory power. I think there is a varying degree of understanding of that but I think that one of the values of the of the precinct system, as we said in that last one was raising peoples awareness, empowering people, so that they, that people are gradually seeing that more and more. They are your big community wide, population wide issues. There is no way a precinct can deal with that. Things like litter control that is coming more down to the local level, and maybe the precincts could play a more decisive role there. But then you come down a step further and say we get a bit of waste ground that maybe the community would like to have developed or cleared up or something like that. Maybe that's where we are getting down to the sort of thing where the precincts are quite ????542 power to deal with. I think there is that role for the precincts because the precincts are driven by the community, and I think the way to have the sustainable community is to encourage all the members of the community to work together. I think one of the most important roles of the precents is to have established working groups on issues and also precinct members have taken part in. I think we need to continually encourage it towards the community development, sustainability side of things and continually promote that there are the mechanisms to deal with complaints. I think we need to look at the operation of the meeting process and see if there are ways of reducing the potential for individuals to take over precincts...I think there may be scope to explore amalgamation with other community groups. I think it is important that they cover both [big issues and local issues], actually, without opting out of answering your question. I think it is important because local government is after all, local government. It's about potholes in the road and dead possums and who's going to pick up the rubbish off the side of the road and those things. It's not really about going to war with the Iraqi's. I remember saying to people in the Council in the very early development of precincts, that I think they are a community action group, they are not just a

		consultative group, and they are not just a participation group, they are actually community action groups, and as such they actually need support. I am not even sure if the precinct system is best placed for issues. I think what the precinct system is best placed is actually as a mechanism for, if you like, community empowerment at the local level... there are also people who really want to make a difference at the local community level and that's probably what the precinct program is probably best set up to do. Well for something like that, education, and what I have been saying in a round about way is this morning, is that the community needs better education on by what is meant by sustainability Well I guess it's about the definition that I provided earlier about what I believe sustainable communities are, and I think that the opportunities are there through the precinct program to create all those things and to engage in all of those areas and we have seen I think through the kind of activities and projects and things that the precincts have taken up that that is what they are doing and that is what they are best placed to do I think the precinct is dealing with slightly bigger issues then my bin wasn't picked up the other day, I can phone Council or write or go and see them straight away about a particular little small thing that has happened, the precincts I think should be handling bigger issues like communities for better climate controls and sustainability and better workings with water, better effluent reuse, less herbicides, the control of weeds and feral animals, things of that nature, the slightly bigger picture where you can tap into the Council budgetary process and hopefully then tap into the state government budgetary process, and state government into federal so we can all work together and the precinct handles the bigger issues like you know, water availability or whatever. Develop into this, like a true community mouthpiece to get, say better roads, more trees, say a less polluted river, or stream, and greater employment opportunities through fixing up problems of a particular area.

	Precinct purpose – community consultation	So the precincts I think need to understand that they are one means of providing information being put to Council but they are not the only means that Council should listen to. We are talking about local issues at a local level ... What you want, you want a forum to provide good and bad news to the Council, feedback to act as a group in that area, like an action group. Some precincts are extremely hard line, Austin's Ferry for example, they don't think that Council should really do anything in their precinct without consulting them first.
	Precinct purpose - Single issue degeneration	But you are right in that the precincts weren't set up to be single issue based but they can degenerate to being single issue based and its very detrimental to the process.
	Precinct purpose - Increased role in decision-making	*Interviewer:* Do you think there is any possibility that maybe that role could be enlarged to maybe a more decision-making role? *GCC representative:* I think that is highly unlikely in the current political environment. It was set up as a, in an advisory capacity and it was always very clear that the Council had the final decision making role and authority.

Capacity	**Examples of high community capacity**	But just as an aside, I wonder if, if you look at the dynamics of a group, or the theory of group dynamics and what it takes for a group to get toward a performing stage, Claremont as a precinct have definitely got to that performing stage, they are doing an incredible amount of stuff now on their own that is not being pushed for by Council, and they are really quite amazing in a lot of ways. Collinsvale are too but in a different way. *Interviewer:* do you think community members are capable of forming goals and then making them happen? GCC *representative:* Some definitely are and some definitely aren't. Again it comes back to that continuum. Some people are just focused on the Not In My Backyard. You know that mentality is clearly evident throughout the precincts. With other people, Myra Woolley, who is convenor of the Claremont precinct, she definitely has vision. We started a Collinsvale Community group or something we called it I can't remember what it was called, which then became the precinct when the precinct system came in, so in a sense we were kind of, we had already decided as a community that we would like to have some sort of precinct system I suppose, and so, and I have been involved in that from the beginning. We actually, a small group of us actually got together and came to Council, talked to the mayor and said, how can we be better involved with, engage better with Council to talk about our own local affairs and get things moving in our own area and he was really supportive and the precinct system flowed on from that. We then had a list of priorities that we wanted to see happen in our community and we had a monthly meeting and that sort of stuff, and then the follow year the precinct started here. I guess while we were actually going through our process the same thing was happening here in Council only we didn't know that. And I think we were kind of watched a bit to see how it would go and I think the way Collinsvale took matters into its own hands was a bit of encouragement for Council. Looking at a community like Goodwood I have used them a lot today as an example but they are, as I say, I consider them isolated from the rest of the municipality, there are very active groups they have

		three community centres over there if you like um they have a strong parents and friends association over there at the local school um and they have lots of links and lots of very active people. And they are forever coming up with new initiatives if you like. I guess it just boils down to whether it is purely a local issue or whether it crosses boundaries and gets into and out into the wider community. They have powers to do things in their own right, the mural is another one. I suppose it is an instant case in point there, we just couldn't find within the precinct or within the community sufficient people to really get that off the ground. It wasn't until we went further a field that we actually got the resources of the Youth Justice program that things actually started to come to life. I suppose we have done a little bit in our precinct, we got a park down there, a little bit of waste grass made into a park, at the request of the immediate community. We are doing good things like the mural down there at the underpass, improving what was a bit of an unsightly graffiti covered wall into something now that is getting a lot of favourable comment and interest from the passers by. *Interviewer:* Do you feel that the precinct is capable of addressing any issues or problems that arise within the community? *Community member:* Yes *Interviewer:* Do you feel that the precincts are capable of addressing any community problems or issues that may arise? *Community member:* Yes. *Interviewer:* Do you think that the community is capable of taking on those extra responsibilities on certain issues? *GCC representative:* I think they are capable of it, whether they are willing and ready to do it is another matter. I think is would be very much an evolutionary process. I have all these things which you have probably seen before which are all the things they have been involved in and it just goes on and on and on, and they are quite significant things and I don't think they would have happened without the program being there.

		Yes provided we can get over the petty jealousies of who did what when why and how in the past and you were a committee association member, not a precinct member blah blah blah, so unfortunately it is riddled with petty jealousies of that nature, but if we could overcome that and it is sort of being overcome by particular people who are at the precinct now who are getting things going like the youth transport survey and the youth group, that's working really well. *Interviewer:* Do you think the precinct committee is capable of addressing any issues that might arise in Collinsvale? *Community member:* If the timing is right, if the issue comes up and it gets on the agenda and a meeting is held and away you go. If the issue arrives and it's not in that particular timetable, like it's urgent or it involves our particular part, it is usually just addressed by whoever finds out about it and does something about it. So they can provided it fits in with that particular timetable. The mural yeah, I mean that is going to be a tangible outcome. But crikeys, they are few and far between.

	Examples of low community capacity	The reality is that unless you have most of the group committed to it [a project], it is very hard to reach the outcome because you have very small numbers... because it is such a small group it is really hard to sustain any type of project over a long period of time. I guess there could be a couple of reasons and I also think there is a high number of rental properties within that precinct area as well and with that comes less of a connection to the community or a long term commitment if you like. People tend to be more transient and in different phases of their life if you like and not so committed to those types of things if you will. Compare that with something like Tolosa. They don't really have a heart, they don't really have a shopping strip, they don't really, they have Tolosa Street and they have Tolosa Park if you like, but they have never really come up with any other visions or anything that they've wanted. Well actually that is unfair, that's not true. They did they have had some ideas but the haven't had the support for it so they lose the motivation as well. Fundamental problems with the system, which goes back to the level of support or the commitment which Council has and the level of commitment by the community. The committee doesn't come to the meetings with any issues. I mean they could, we are there, we advertised the meetings, we advertise them in the Mercury, and the Glenorchy Gazette, but they will talk on the bus and they will talk every where else you know. People are just sort of pathetic, nobody just...in all organisations you know we can't, not only with the precinct. It was a great idea, and if people got behind it, I mean there was nothing wrong with the precept of it, but you know they just won't get behind anything. Doesn't matter whether it is neighbourhood watch or precincts or whether they just don't want to go to meetings any more, or they are just pathetic, they just sit in a house, they will soon squawk when their house is broken into but they just.... I don't mean to say it but maybe they are better educated, more involved with people, out here they

		don't seem to be... I shouldn't say that but.... I mean I don't know that that is it or not, but I find that people are better educated and that and they are just more community minded...I mean people in Glenorchy are very community minded but the majority just couldn't care less. There comes a point where a decision has to be made, and the strategies are developed so that there is treatment, so that that objective can be reached and my concern has been in many instances, the sentiment that we must do this or we must fix this up, doesn't translate into a practical outcomes.

	Improvements in community capacity	I guess the same goes for that. I think higher levels of education and that concept of the bigger picture where this whole process is heading to just enhances those sort of outcomes. But in that three years things have changed a lot. In the beginning a lot of the precincts were complaints mechanisms. People just came and said, right, now we've got a say about Council, and we can say, you are not doing this right, you're not doing this right, and we have got holes in the road here and da da da da da, and now I think the precincts that are working pretty well are ones that are, that have learnt that they actually do have some participatory power and are saying, this is what we want to happen in our area next, so at least that, and I think in some cases they are saying how do we want our local community to grow, and are doing some visioning as well. *Interviewer:* So the precinct system is generally just building the capacity of the community. *Community member:* That is certainly one of things it's doing, yeah. I think there is a varying degree of understanding of that but I think that one of the values of the of the precinct system, as we said in that last one was raising peoples awareness, empowering people, so that they, that people are gradually seeing that more and more. *Interviewer:* Do you think the community members understand what a sustainable community is? Even if they don't refer to it in those words. *GCC representative:* I don't think they have a full understanding yet of what a sustainable community is, but they are slowly and surely getting the idea.
	Challenges to improving community capacity	*Interviewer:* Do you think the community is capable to take up an increased role? *GCC representative:* Um,...I think so however, the ways to ensure that happens is to increase the numbers of people that take part in the precincts, and to encourage those members of the public of what we can do and to take an increasing role...I guess it depends on, a lot of it depends on, a lot of it depends on just how much of the community choose to get involved because most of them, a lot of the people in the precinct system are also involved in the Council in many other ways as well. For individual things you have more people

		interested in that, you probably have more of a chance of getting more active attendance on some issues, not all, but people have different interests. The things that I have seen that have been successful at a precinct level and indeed it is broader than just a precinct level across this community really, that people are more likely to engage themselves in processes which result in tangible benefits on the ground, *Interviewer*: Do you think that the community is capable of taking on those extra responsibilities on certain issues? *GCC representative:* I think they are capable of it, whether they are willing and ready to do it is another matter. I think is would be very much an evolutionary process. I think there are some challenges in this community for that. And one of the challenges and I guess it goes back to my earlier comment about the precinct model being a top down rather than a bottom up ... we have low levels of formal education in Glenorchy, 76% of the population have no formal education or qualifications. And along with that goes, and you also have Glenorchy as a community in the healthy communities survey being indicated as the community least likely than any other in Tasmania to take part in public meetings and to protest... people [are] much more likely to be being engaged in tangible practical things at their local level and seeing those things as important as opposed to bigger picture level things which are probably to some extent removed from their experience and also removed from their understanding and their educational background. They [people not attending precincts] often have much, many insights and many skills to offer, much good common sense than the more intellectual, esoteric or perhaps wishy washy ideas than the sort of people who are attending at the moment. Yes provided we can get over the petty jealousies of who did what when why and how in the past and you were a committee association member, not a precinct member blah blah blah, so unfortunately it is riddled with petty jealousies of that nature, but if we could overcome that and it is sort of being overcome by particular people who are at the precinct now who are

		getting things going like the youth transport survey and the youth group, that's working really well. *Interviewer:* Do you think the precinct committee is capable of addressing any issues that might arise in Collinsvale? *Community member:* If the timing is right, if the issue comes up and it gets on the agenda and a meeting is held and away you go. If the issue arrives and it's not in that particular timetable, like it's urgent or it involves our particular part, it is usually just addressed by whoever finds out about it and does something about it. So they can provided it fits in with that particular timetable. Where I think what should be done with the precinct program, there should be greater community input and people input, to address the issues like sustainability.
	Council capacity in aiding Precinct Program - high	I think the Glenorchy Council is one of the best Councils there was, and I still do think it is very good Council, and I think that a lot of people on it are there, or appear to be there for good motives, you know. Well, obviously you couldn't do it [precinct program] without Councils support, it is essential in that regard. Council willingness is essential and to actually get Council support, to actually facilitate the whole thing, the project, is very valuable ... it just makes life so much easier for the community especially for the precincts, as I know that there are people within Council, that are providing sources to facilitate the process. It is a matter for the precincts to take the initiative and ask, either Council alderman or Council staff related to the specific matters, get available with some of these to make it more efficient there has been joint meetings to achieve that. And again, without the precinct system, I doubt would have occurred ... And again, without the assistance of Council, freely given, it wouldn't happen. *Interviewer:* Do you think the precinct is capable of addressing any community problems and issues that arise? *Community member*: Through the Council they would be.
	Council capacity in	The Council is to blame, the Council has given a false sense of hope as to what these precincts could actually

	aiding Precinct Program - low	achieve. Fundamental problems with the system, which goes back to the level of support or the commitment which Council has and the level of commitment by the community *Interviewer:* Has the Council got a definition of sustainability in use? GCC *representative:* They probably do, but I don't know what it is ... I guess [we] are the ones which could be different considering our positions and could make them a bit better. [We] could be given a more overall vision from management about where this whole systems is going. Because [we] get really bogged down in that small detail as well, a lot of it is just how it operates but it would be a better if we were given that broader stuff. You know, this is our goal, and this is probably really bad organisationally, sitting down once a quarter or once a year and going ok here is a plan, here are the goals where are meant to be reaching, what do we do to it in this period, but there is no direct link given to us in a period, it's sort of more of a chance. So the way the political argument occurs within the, the media and out there in the community, does and must have a significant influence on the outcome. I mean it is all good when it is all positive, but the GCC at an aldermanic level, the twelve alderman that form the Council are not united, there are two clear camps on the Council, the majority camp that follows the mayor most of the time and a minority, a significant minority camp that follows the deputy mayor on several of the key issues, so because of that division and the tensions at that level of the organisation, it unfortunately affects the precinct system and is causing the precinct system to be politicised. *Interviewer:* Do you think that Collinsvale has access to adequate resources such as services and political influence.. *Community member:* No not at all. *Interviewer:* Do you think then that the Collinsvale precinct has access to enough resources to bring out the visions and goals they might have? *Community member:* No I don't think so.

		I believe that one of the failings of the Precinct Program has been too great an involvement by Council in the process, and when I say that I mean that at all these precinct meetings you have a precinct officer, a Council officer there and the role is supposed to be a supportive role but I have found that the precinct officer ends up becoming in many respects the de facto spokesperson, the de facto chairman because the members present really look to the Council officer for all the help and all the solutions, and because of that I think there is not a very effective way of individuals to work together to achieve specific outcomes, I think there is too much Council interference.
	Council provides adequate resources precincts activities and plans	But the views of the community are listened to and I think one of the ways, one of the things Council has got better ways and quicker ways of reporting back to the community. The staff at the Council have limited resources but I think there has to be better ways of reporting back to the community and the precinct is focused on and the people can understand that their views are greatly and objectively listened to. And so Council actually gave us, or they spent, $20 000 on getting a consultant to do a Collinsvale research project that came up with the Collinsvale Plan. *Interviewer:* Do you think that the precinct in conjunction with other groups in the community and in conjunction with Council has enough access to resources to implement projects such as the mural? *Community member*: Generally I would have to say yes to that. A qualified yes. Obviously there would be funding limitations, with certain projects somewhere along the line. *Interviewer:* Do you think that as the precinct has access to adequate resources, to one address problems and issues that arise, and to implement projects that will improve the area. *Community member*: Yes and I think that if we were going to take on a project then we would get more funding ... And I think if they wanted us to do a project then they would give us they money to do it.
	Government representative enhancing capacity of precincts	That would depend on the new alderman and the new Council who evolve and to further empower the community in the decision making process. And I guess there is a lot of politics involved, particularly with the make up of the new Council so, that's, I can see there is scope for that to happen but that would

		depend on the willingness of the new Council to do that. So I mean [Alderman A] did attend every meeting but then it was a liaison between him and [a GCC officer] so the last 6 months has been really good with the, things have been drifting back to us... and [they] they were quite good but the two before the that, well it's only the last six months that those issues have been sort ofresolved. *Interviewer*: So you think that the significant minority of alderman on the Council that aren't in favour of the precincts are having a negative effect of people's perception of the precinct program? GCC *representative:* Yeah I do and I think it has also had a negative impact on some individuals who have been involved in the program as well, however, having said that, I think it is also possible that it may have the opposite effect, it may result in those people who are currently involved in it, believe in it, actually standing up and agitating for its continuation in a way that they may not have done if that political difference wasn't there. So...
	Council representatives inhibit precinct capacity	You see we had chop with [our Alderman], she would be on so many other committees that she would not turn up... after her we had [our next Alderman], well he was even worse, he came once in 6 months. Well I would have, well I tried to stop her talking and [the Alderman] was the [Alderman] at the time, not the convenor, the Councillor, she said your job is to do the minutes not telling her to move on, but when I am in other organisations it is the president is weak sort of and one, I say look, we have a lot of business to get to, and I am the secretary move along you know, in a nice way sort of thing, but [the Alderman] wouldn't let me tell her that and it just went on and on and on They had one of the, say, more difficult Councillors as their Council rep, and I am not saying that he set out to destroy the precinct, but he certainly didn't improve the situation, and as a result it more or less died, and I think a lot of that is directly attributable to the fellows negative attitude to everything that happened and I think that was very wrong. *Interviewer:* So you think that the significant minority of alderman on the Council that aren't in favour of the precincts are having a negative effect of people's perception of the precinct program?

		GCC representative: Yeah I do and I think it has also had a negative impact on some individuals who have been involved in the program as well, however, having said that, I think it is also possible that it may have the opposite effect, it may result in those people who are currently involved in it, believe in it, actually standing up and agitating for its continuation in a way that they may not have done if that political difference wasn't there. So... I think there has only been a few examples of where community people have used it for political purposes. There are probably larger numbers of examples where alderman have used them for political purposes. So the majority opinion is still the Council decision of seven but you have got a significant minority that now by refusing to be representatives of the Council to these precincts are basically saying they have no confidence in this program.
	Precinct Program's capacity improving	*Interviewer:* Do you think they are progressing towards that point where they are looking at their community in such a way that they can form these projects and implement them? *GCC representative:* Collinsvale certainly are I mean they are an example of how it works in its best form. *Interviewer:* So the precinct system is generally just building the capacity of the community. *Community member:* That is certainly one of things it's doing, yeah. *Interviewer:* Do you feel as a member of the precinct committee you contribute to the quality of life of the community? *Community member:* Yeah I think so otherwise I probably wouldn't bother going to the meetings. Haha. I actually also believe that if the precinct program doesn't continue tomorrow, that there is a group of committed community people now that have had some experience in how to make things happen - how to lobby, what type of research, what they need to be aware of and people who would still be able to do that. *Interviewer:* Do you see the precinct committees and the members of the precincts evolving their abilities to form these projects and actually implement them and undertake them and get results at the end of it. Do

		you see that increasing? *GCC representative:* Yeah I do, I certainly have seen that. I have seen lots and lots of people, personal growth in people and in precincts as well the changes in thinking, people that perhaps used to be more us and them then used to be more issues or complaints based, dare I say it are now looking at more things that are community development. *Interviewer:* Do you think that the precinct is capable of addressing any issues or problems that might arise within the precinct? *Community member:* within the precinct? *Interviewer:* Or within... *Community member:* No ok umm it has powers to deal with some issues. So when you say deal with, do you mean actually address the issue using its own resources or... *Interviewer:* Do you think that the precinct in conjunction with other groups in the community and in conjunction with Council has enough access to resources to implement projects such as the mural? *Community member:* Generally I would have to say yes to that. Just over two years ago, it might even be three years ago when the precinct system, people, the community didn't know what they wanted from the precinct system, and now I have seen the precinct system evolve and people now have a greater expectation of their own ability and the ability of the Council. Some of the things like the Christmas lights competition down in Goodwood for example, I mean I don't know whether that would occur without the precinct. Community bbqs, organising tree planting, participating in clean up days, providing input to Council on road and planning issues. There are heaps and heaps of things. A lot of youth activities, there are lots of different ways that those precincts have spread their tentacles out into the community to create more activity and that activity creates involvement and that involvement creates ownership and if you have got, in theory, if you have people that own what is happening in their community they are less likely to damage what is happening in their community. *Interviewer:* Do you think that the precincts, from your

		experience after being there from the beginning basically, is evolving and improving? *Community member:* Yes in dribs and drabs. I don't think it is a continual process. *Interviewer:* Have you seen the precinct system evolving and improving in your time, your involvement? GCC *representative:* Yeah, I think I have, yep. I mean we constantly look into and identify the sorts of achievements and things that have actually happened as a result of the program and I think that there are so many examples of activities projects, examples of community involvement that have occurred that would not have occurred without the precinct and all of those things have had quite a huge impact on the quality of life... and they are quite significant things and I don't think they would have happened without the program being there. *Interviewer:* Do you think that the precinct system is evolving and improving? GCC *representative:* Yes I do, and I think it will continue to do so...I also think that what is happening and not all of them, and they are all different, but for a significant number of them I think that they are now starting to see that there are outcomes from what they have been doing. *Interviewer:* Do you think the precinct system is evolving and improving? *Community member:* I think it is improving a little because the system is getting a lot easier. And as I said to you before, people do turn up if they think they are not being represented they are there in force.
	Precinct Program's capacity - negative aspects	But then all the crap they give, all the mess that you have at the bottom all those just the constant road complaints and the traffic complaints, rubbish complaints, vegetation complaints. I can see there is a need for that but it gets really repetitive and I think it really bogs the system down but I don't see how it can operate without it. Sometimes it can feel like it really doesn't have a lot of vision, you can lurch from one thing to the next... I think the whole system, the precinct program, although the concept in itself is excellent, it hasn't yet

		defined what it really is. It's defined it as community empowerment and capacity building but quite often it does degenerate into a complaints mechanism, you know, and it also, I think, it suffers because historically Council has been really intractable and people haven't been able to get through to it and so as soon as you say I work for the Council or Councils done this there is quite an immediate negative perception about a lot of things. But I would say a lot of other precincts no. Trying to get them, just as an example, trying to get somebody just to take the minutes from the meeting they don't have to type them, its just on a form there all they have to do is fill it in. You can't get anyone to do it... perhaps the system hasn't been developed yet where that language can be changed to bring the system more to the average person, or allow the average person to feel more comfortable within that to contribute and do things. *Interviewer:* Do you think the precinct system is still improving? *Community member:* I don't really see any tangible evidence of that. There is a better, more people are understanding it I think, but in terms of what it is actually delivering...it is pretty well standing still I think. I feel it has gone down hill. *Interviewer:* as a member of the precinct committee do you think you contribute to improving the quality of life in Tolosa? *Community member:* I don't think so. Hahaha. I try. But it is so hard when there's not many people coming. There is no clear direction of where the resources should be channelled by the community members to actually achieve tangible outcomes ... I think there is too much Council interference. I just have serious doubts about the effectiveness of this one, and its independence question, the fact that because it is so close to the Council, because the precinct officers are like the spokespersons, can it really mature, can it really develop into this, like a true community mouthpiece to get, say better roads, more trees, say a less polluted river, or stream, and greater employment opportunities through fixing up problems of a particular area.

	Inhibitors to Precinct Program's capacity	I don't think it's a particularly friendly system in some ways just in terms of the structure ... But ahh a lot of people who attend both the R/M and the Collinsvale precincts have higher levels of education and therefore a greater level of understanding of what the system is trying to achieve and that in turn generates a high level of dedication because they can see the bigger picture because the complications in some other precincts are that it gets very bogged down in small details and so therefore it probably wouldn't have quite the same quality of life emphasis. *Interviewer:* Do you think the structure is encouraging those changes? *GCC representative:* Not really. But I don't think the structure, hang on, I think the structure is stopping them to a degree. You have to follow such a prescribed form that there is no time really for that community dialogue to happen based on the particular issue, what is it, how can we think of creative solutions for this, how are we going to solve it? The structure really inhibits that. I hate meetings, I think people hate meetings ... I think people hate going, I mean, meetings are a necessary evils. Well I will admit there is a need to improve the number of people that are taking part in the precinct. *Interviewer:* you mentioned before that the representativeness of the precinct committees doesn't really serve as representative of the precinct as a whole. Do you think that is a problem with the precinct model? *GCC representative:* I do. I think the precincts have become a bit too regimented. And personally I think the system would be much more successful, and what I said earlier, a maximum of eight, my mind has even gone a bit lower than eight within the area, but anyway that is a personal view. And the rigidity of this, rights to be involved, needs to be looked at a little bit more openly - where is this persons area of interest. If it is valid in the area then I believe they should be able to have a voice in the area.

		And also serve the area. I think that in a way the whole precinct program has suffered from that because it wasn't bottom up driven, it was top down driven. To change the formats of the meetings, to make them much more people friendly ... I think the formality puts a lot of people off because you have to sit there and wait for your chance to have a quick ummmm so it is the formality versus the informality and in the informality you often get much better interchange.
	Individual capacity – positive	It relates to levels of education and the perception of the bigger picture of where this is all leading to and why its important and the people that have responded to you have probably also undertaken university study themselves and know how hard it is to try and get information haha. *Interviewer:* Do you see the precinct committees and the members of the precincts evolving their abilities to form these projects and actually implement them and undertake them and get results at the end of it. Do you see that increasing? *GCC representative:* Yeah I do, I certainly have seen that. But yeah I have seen lots and lots of people, personal growth in people and in precincts as well the changes in thinking, people that perhaps used to be more us and them then used to be more issues or complaints based, dare I say it are now looking at more things that are community development. Would say there are certainly individuals within the precinct system that would have a knowledge of that [the wider perspective]. And have a social conscience and have a whole lot of stuff, who have a bit of a broader perspective, and there are definitely other people who go along and have a view much more about their local community and about a particular issue within their community. I believe that one of the alderman, one of the candidates who was successfully elected to the Council as an alderman, was in fact I think a former secretary.
	Limitations to precinct members	I doubt if anyone within the precinct has every given that question much serious thought because the majority of people don't understand, that concept

	capacity	[sustainability]. I am sort of struggling to come to grips with this sort of concept of sustainability as it applies to the precinct system People are very scared about all those terms or they don't, they get really anxious around them and nervous with saying strategic plan they are all - well I couldn't do that I couldn't put together something like that.
	Limitations to community members capacity	*Interviewer:* do you think that community members have a sense of what it [sustainable community] means? GCC *representative:* Not really. The majority of them would have become so entrenched in their ways that they would be hard to change them. I think if you went out to most people and said, what is a sustainable community, most people would have no idea what you are talking about, and would look very blankly at you. There are thousands out there who just sit and don't do anything. [Members of the community] think of it as, I think some of us think of it as a process of just get your little thing at the border of your property fixed up whereas I really see it as being a bigger picture thing. *Interviewer:* do you think people are interested in participating in the decision-making process that precincts involve people in ? GCC *representative:* People can be. *Interviewer:* do you think they are considering the low turn out? GCC *representative:* oh the general population doesn't care. It doesn't, it is not concerned. *Interviewer:* Do you think that people are interested in being involved in these decisions? *Community member:* No the majority couldn't care less.
	General community lacks interest to be involved	*Interviewer:* The response from the community for my surveys and stuff has been fairly poor, the response I have gotten back in the boxes from the shops. Are there any reasons why you think that might have

		been. *GCC representative:* Why? Yeah. I probably can. I think part of it has to do with human nature. I think a lot of people, a number of reasons. One of them is that people are really really time poor. And I think the mechanism that requires people to do something at home and return it to a box at the shop rather than it arrives in the mail, right I'll sit down and do this over my cup of tea, and then put it in the post again, I think it just gets too hard for people. I think it just gets to hard for people and I think people are just essentially lazy... People just don't have time and I think their involvement, and their energy is limited to very certain things. I don't want to be too harsh but there are only a few people who come to the precincts every month, read the minutes from other precincts, and would sometimes attend a Council meeting and sit on another task force and really be involved in those decision making processes. Again, 80-90% of people will only just come to the precinct and that is all they do. I don't think they are very interested in coming to meetings about things, so I think that unless it is something that touches a person particularly, they try to avoid going to meetings. I think age groups also can dictate people's interest levels. I think committees can determine people's interest levels. I do think on the whole, certainly the people that attend the precinct meetings are better because they want to be involved in the decision making within their local area. *Interviewer:* Do you think that people are interested in being involved in these decisions? *Community member:* No the majority couldn't care less. I think for many projects and then of course, the other thing is bums on seats, the labour restrictions, people to actually do it. And it has been, one of my disappointments, has been that there just, they would get people going along to meetings and you know sort of pitch in there and have their six pence worth at the meetings but when we come to actually see action of the ground, they aren't there.

		Their willingness to work together has been identified by the fact that on an unofficial basis have identified common issues and have decided to have joint meetings to work together and develop a stronger voice and a stronger community focus. We don't seem to get enough people to come and take an interest ... It was very great in principle but then people just lost interest ... There's just a core of people that turn up at everything. I think people are very busy, well, families with young kids particularly are very busy. I know for example that if you went down my street and said we are going to close off Brent Street to traffic, you would have an uproar, so you would have a whole lot of people saying no way, right, you are not going to do that. So they are interested in the decisions ... people tend to be more interested when it is something they don't want, rather than being interested when its something they do want. *Interviewer:* Do you think your perception of the Tolosa precinct has changed at all over the course of the project? *Community member:* Well, it unfortunately reinforces the lack of local interest in its function. If you speak to individuals then yes, but come, or ... so there are two levels. The people want to see something done but they are not prepared to be a do-er ... There are a lot that want things done for them but are not prepared to put their two penance in. The question, are people interested in participating in the decision making process ... I think they are but they're interested in doing so over things that they are interested in, over things that are either immediately going to make a difference to them or that they perceive are going to make a difference to their everyday lives. The project itself I don't think has had real support from the community, because as I see it only involved people who attend the precinct. Most people are too busy. Working their own lives, trying to get a living going, keeping their animals happy and their kids at school and the car going and so on. So ahhh, yes, very very hard for people to

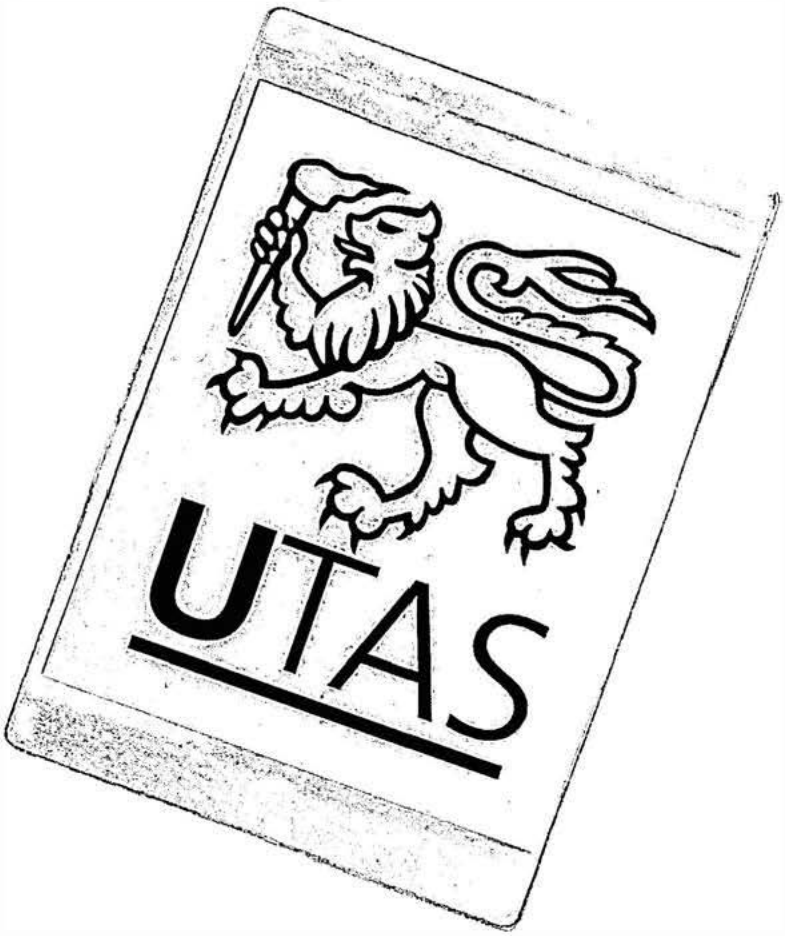
		become interested. It is really only those who have the leisure or the interest or perhaps the barrow to push that can get to the precinct meetings.
	Importance of community leaser as facilitators	It comes back to who's in them. It always comes back to those people. If you have a couple of people who are movers and shakers you will start to get things happen. Has a lot to do with the personalities that are there and the personalities can influence things greatly so a lot of that change is probably people dependent rather than process dependent. Again it comes down to a few very strong personalities that are involved. But at the same time it comes back to the people who are in it. If you have got those motivators there, that dialogue will happen anyway. Because it is always at the forefront of their mind. It needs someone who has got the time, has got the vision, has got the commitment, who has got the durability if you like to ride out all the processes, you know, probably someone who is a bit of a terrier and who won't let go of an idea, a vision. I think community leaders are essential, because without community leaders we haven't got a sustainable community, we haven't got a community that will work together for the benefit of the times in the future. There's just a core of people that turn up at everything. I think he [precinct convenor] might get more people at his meetings. I have been to one of his meetings when he had them done in Glenorchy and he had 30 or 40 people there. So I mean, he moves things along. *Interviewer:* Do you think it is important to have those individuals with a good conception of the bigger picture within the precinct? GCC *representative:* Yeah I think so. That's why I said before about community education. So much of it really comes down to that. *Interviewer:* Do you think those individuals within these groups are very important.

		Community member: Yes they can be. And how to find them and encourage them. The same individuals, there seems to be sometimes two or three individuals really running the show.
	Community leaders are not always working in the best interest of the community	And to attend the meetings, because the good precincts might be led by four or five people who are headed in the right direction, those four or five with interest or if the precincts are, how do I say this, if the precincts are taken over quote unquote, by a different group that has a different agenda the whole group can conflict. I think individuals can exert a great influences, a great influence on individual committees, because you may only have eight or 10 or 15 people turning up and if you have someone who is charismatic or loud or aggressive and you get on the committee can take control.

Appendix 7

Thematic classification of interview data

Concept	Theme	Freq.
Sustainability	Definition of sustainability	6
	Definition of a sustainable community	2
	Admitted lack of understanding of sustainability	8
	Projects information useful	8
	Involvement in the SoER process has enhanced participants' ideas of sustainability	11
	Involvement in the SoER process had no effect on participants' ideas of sustainability	8
	Precinct Program enhances sustainability	14
	Precinct Program inhibits sustainability	6
Social Capital	Precinct regularly works with local groups	6
	Precinct rarely works with local groups	3
	People connections are good within the precinct	11
	People connections are poor within the precinct	2
	Importance of local connections	4
	Precinct Program enhances inter- and intra-community ties	8
	Precinct Program erodes inter- and intra- community ties	2
	Council-community links are good/improving	15
	Council-community links are poor	8
	Sense of community – precinct area represents local community	8
	Sense of community – precinct area does not represent local community	14
Governance and Democracy	Precinct committees provide a good representation of the community	6

	Precinct committees do not a good representation of the community	13
	Not sure if committees are representative of the community	1
	Precinct Program enhance governance in Glenorchy	16
	Precinct Program not achieving its potential in improving governance in Glenorchy	15
	Precincts do exert an influence in Council's decision-making processes	17
	Precincts do not exert a influence in Council's decision-making processes	10
	Precinct purpose – confusion	7
	Precinct purpose – roads, rates, rubbish	1
	Precinct purpose – community development, empowerment	12
	Precinct purpose – community consultation	3
	Precinct purpose – single issue degeneration	1
	Precinct purpose – increased role in decision-making	2
Capacity	Examples of high community capacity	14
	Examples of low community capacity	10
	Improvements in community capacity	5
	Challenges to improving community capacity	9
	Council capacity in aiding Precinct Program – high	4
	Council capacity in aiding Precinct Program – poor	8
	Council provides adequate resources for precincts activities and plans	4
	Council representatives enhance precinct capacity	3
	Council representatives inhibit precinct capacity	6
	Precinct Program's capacity improving	15
	Precinct Program's negative aspects	8
	Inhibitors to Precinct Program's capacity	10
	Facilitators in Precinct Program's capacity	5
	Limitations to precinct members capacity	3

	Limitations to community members capacity	7
	General community lacks interest to be involved	16
	Importance of community leaders as facilitors	11
	Community leaders are not always working in the best interest of the community	2