

ENDNOTES

1. Allison (1975,17) defines environmental planning as 'the process and patterns of action through which the use of land is controlled'. This definition reflects the traditional emphasis of 'town and country planning', and its close association with the built environment professions of architecture and engineering. More recently there has been a change in emphasis: from viewing the production of a plan or map as the culmination of the planning process, to seeing planning as a more flexible, continuous process of conflict resolution. However, despite this change in emphasis, the profession's modus operandi is still through the control of the physical environment: the formulation of land use plans and their implementation through development controls. (See, for example, Mant 1980,44-5.)
2. Salvadori (1957,20) suggests that there may be over 200 definitions.
3. As far as political practice is concerned, the last two decades have witnessed the beginnings of a fusion of the two indirect forms of democracy. Parkin (1980,274) suggests that democratic elitist assumptions 'underlie the conventions of the Australian party system'. However, Schumpeter's hard line exclusion of public participation during the inter-election periods (Section 2.2) is increasingly seen to be inapt, as more permanent pressure groups have been formed, many of which 'have been able to secure greater opportunities to influence government policy-making and administration' (Harman 1980,287). The decision of the A.L.P. Federal Government in 1984 to register lobbyists perhaps indicates the extent of the efforts of well-established and well-funded groups to influence political decision making. However, a recent newspaper report suggests that 'now less powerful groups are learning how to exercise clout too' (Age 2 January 1982, p.6). In Britain, Boaden et al. (1980,20) comment: 'The consultation at the national level has only recently included the element of open bargaining which is commonplace in the pressure-group lobbying practised in the United States; and this element of open bargaining is apparent only in relation to economic policy discussions between both sides of industry and the Treasury'.
4. These three models, elitism, pluralism and participationism, encompass the full spectrum of thinking about modern democracy. Consequently, the development of new models is restricted to combining elements of the existing ones, and are rare. Thus, Ricci (1971, Ch.11) refers to 'The present scholarly impasse', and the fact that 'no comprehensive new theories have been introduced' (p.205). Parkum and Parkum (1980,153) also suggest

that 'the rhetoric has to a large extent subsided'. Similarly, Margolis (1979,14-15) notes that recent works are concerned with debating existing models. He justifies 'offering yet another work on modern democracy' by developing a 'positive statement about how political institutions and processes can be arranged so that citizens can cope with today's responsibilities of government in a democratic fashion'. His alternative, 'viable democracy', comprises 5 elements: (1) the 'key element' (p.169) is establishing a computerised information network so that 'ordinary citizens and - most importantly - their elected representatives - should be able to secure the information necessary to make intelligent informed decisions about public policy'; (2) decentralising decision making as much as is practicable; (3) encouraging responsible whistleblowing; (4) appointing representatives of the general public to policy-making boards; and (5) instituting new methods of accounting to include the costs of environmental and social consequences (p.170).

5. However, paradoxically, Holden (1974,70) also points out that 'within individualist traditional democratic theory it is John Stuart Mill who most specifically favours participation'.
6. A large volume of research into voting has been carried out in the last four decades. Indeed, there is now an international journal, Electoral Studies. Many results show a relatively high proportion of non-voters. Thus, Muir and Paddison (1981,83) note that 'even within the relatively simple act of voting, undemanding in the sense of time or resources, the percentage of those eligible actually voting may be less than 50 per cent, and be at levels low enough in some countries (e.g. Australia) to have influenced the decision to introduce compulsory voting'. Muir and Paddison point out that there are spatial variations in turnout, both between and within countries. There are also temporal variations depending on the perceived importance of the election. (See Taylor 1982,232.) However, it is in elections for the bottom tier of government, local government, that the level of voter non-participation is most pronounced. For example, referring to Australia, Jones (1981,204) comments that 'Many people are not interested in local government and voting turn-out is usually low'. He goes on to give figures for non-compulsory local elections which range from 5% to 45%. Even in Britain, where local authorities are more powerful, average turnouts in contested seats have rarely exceeded 40% (Lowe 1977,126). (See Milbrath (1981), Smith (1980), and Barnes and Kaase (1979) for more general comments on political participation).
7. More recently, there has been a general trend towards 'a weakening of attachment to party (as evidenced by the dramatic increase in "Don't Knows" in preelection polls), and a "striking increase in electoral volatility"' (Beer, in Maisel and Sacks 1975,9).
8. Holden (1983) then goes on to discuss, and refute, the idea of

false consciousness.

9. In addition, Ricci (1971,43) identifies a more radical group of 'philosophical pluralists', including Laski, Tawney and G.D.H. Cole. Cole's theory of Guild Socialism is regarded by Pateman (1970,35-42) as crucial for modern participatory democracy as it 'provides one attempt to translate the insights of Rousseau's theory into a modern setting' (p.36).
10. Rothman's reference to 'satisfaction' extends the definition of benefits to include 'any positive pleasure from involvement in an activity, a moral commitment to equality, or the enjoyment of social contacts' (White 1976,271). The inclusion of such psychological benefits in any cost-benefit analysis is rejected by Olson (1965,61) because of what he regards as the impossibility of obtaining empirical proof of the motivation behind a person's actions. Whilst not stressed by pluralists, the psychological benefits of participation form a major part of the argument in support of direct democracy (Section 2.6).
11. The links between participatory democracy and anarchism are evident from the following 'major tenets of anarchist doctrine':
 - '(1) Man is essentially a benign creature ... but has been corrupted by the habits and institutions of authority ...
 - (2) Man is a social animal, and men reach their fulfillment when voluntarily and spontaneously cooperating with one another ...
 - (3) ... Authority in any form ... stultifies the individual.
 - (4) Social change must be spontaneous, direct and mass-based...
 - (5) Industrial civilization ... warps the human spirit'.
(Hacker 1968,283)
12. The comments by Smith (1973) regarding 'rational', consensual' and 'participatory' planning also parallel the framework used here. Smith's ideas are taken up by Boaden et al. (1980).
13. The style and structure of government is different in each country. Thus, the more pluralistic style of the more loosely-structured American party political system contrasts with the greater emphasis on democratic elitism by the more tightly-structured Australian and British political parties. Similarly, the relative power of each level of government varies. The British unitary system gives the government at Westminster greater internal constitutional powers than its counterparts in the federal systems of Australia and the U.S.A. At the more local level 'there are many conceivable structural arrangements, varying in geographical jurisdictions, institutional composition and differential allocation of services' (Parkin 1984,17). The empirically-based participation literature obviously reflects to some degree a specific historical and geographical situation. However, the basic theme remains constant: the relationship between the formal governmental decision-making body and groups and individuals with specific interests to promote. (See also

Garner (1981a,257) and Bowman and Hampton (1983,1) for some of the structural similarities between the 3 countries.)

14. However, no critic envisages the manipulation of the general public in a highly mechanical way - as a puppeteer pulling strings in a predetermined pattern. For example, Cockburn (1977,102), in her Marxist-orientated analysis of the 'local state', comments: 'The difficulty about thinking and writing about the state in capitalism is that the effort to escape from the prevailing ideology sometimes leads to seeing the state in crudely mechanistic terms. When we identify the advantages to the state and capitalism in a certain course of action, when we look for possible motives, it seems to imply that some mastermind is at work - foreseeing, planning and pre-empting. The truth is not like this, as daily practice makes more than clear. Movement and change in social formations stem from both sides in the class struggle; one move leads to a counter-move'. A similar sentiment is evident in a less polemical case study by Hague (1982). He describes the situation in the following terms: 'Thus while the fanfares of participation were blaring for (the working-class district of) Craigmillar, the Edinburgh establishment were the only ones participating fully in the formative stages of plans for use of land at Craigmillar. They owned land and hence could exert economic power as well as political influence' (p.237). However, he goes on to note that: 'It would be facile and misleading to conjure these various land deals into a "plot". Each part acted independently in their own interest' (pp.238-9).
15. The arguments outlined in Sections 3.4 and 3.5 are also to be found in Burdess 1984c.
16. The Community Development Project was a British advocacy programme. It was established by the Home Office in 1969 as a five-year project. The C.D.P. selected 12 areas with severe social problems, and in each project area there was a nucleus of 3 action staff backed up by university or college based research staff (Specht 1976,6).
17. Critics will undoubtedly see professional self-interest as the main reason for the rise in planning aid groups in Britain in the wake of the Thatcher Government's attempts to cut back particularly on regulatory services such as local government planning. Thus, the following quotation from a sympathetic article by Dorfman (1983a,9) obviously can be interpreted in a very different way from that which the author probably intended: 'The growth of community technical agencies and of voluntary planning aid groups is a small but important reaction from the environment professions against the current view of "less planning is better planning"'.
18. Gratitude trap: 'the planner uses his influence with community residents to create a political problem for the councilman ... Then the planner offers to assist the councilman in solving the

problem' (p.137). Democratic blitz: 'involves locating whatever legitimate channels exist for citizen participation and flooding them with community residents (p.138). Symbolic holocaust: 'the planner arranges an incident that reminds city officials of the community residents' potential power for violent uprising if they are ignored too long or pushed too far' (p.141).

19. The arguments outlined in Sections 3.6 and 3.7 are also to be found in Burdess 1983b.
20. This contrasts with the general Marxist view that a representative dictatorship of the proletariat will immediately follow the overthrow of the capitalist system, it eventually being superseded by a utopian communist society (Thornley 1977,10-13). This intervening period is treated with suspicion by many participatory democrats. For example, Agger (1979,165) sees such a move as simply replacing the traditional dominant group with a new dominant group. In contrast, Marxists suggest that the participatory democrats' emphasis on small-scale groups 'imposes blinkers which stop a working class group looking to another with similar problems as its natural ally' (Cockburn 1977,161).
21. It was the subject of lengthy reviews by Kolodny (1970) and Rose (1970) in the Journal of the American Institute of Planners.
22. England (1974,316) describes one public meeting which 'had the mayor, the chairmen of committees, the local member of parliament and six ladies making tea, and not a single member of the public'.
23. In essence, local government in N.S.W. is generally regarded as being in a much weaker, subservient position than its counterparts in Britain and the U.S.A. (Parkin 1984). (See also Bowman and Hampton 1983.) However, there is also evidence to suggest that N.S.W. local government is more independent than is usually maintained (e.g. Bains and Miles 1981,2.7.2). Conversely, Hampton (1983,32) notes the 'formidable list of powers available to central government' in Britain and the 'increasing tendency for legislative intervention in the details of local policy'. (See also Boaden et al. 1982,6-8.) The status of local government in relation to the N.S.W. State government is discussed in some detail in Section 9.1.
24. A comprehensive account of the development of local government planning in N.S.W. is to be found in Burdess 1984a.
25. Indeed, during the 1947 Legislative Assembly debate on the Labor bill introducing compulsory municipal voting, the Leader of the N.S.W. Country Party, Michael Bruxner, put forward the argument that 'the few votes cast at local elections was "one of the greatest proofs" that local government was functioning well' (Larcombe 1978,400).

26. There was an easing of membership restrictions in 1977, but the regulations still require corporate members to have had the equivalent of at least 3 years of formal study at undergraduate level. (See Royal Australian Planning Institute Journal February 1978, p.22.)
27. In N.S.W. there was a swing of 8.1% to the Liberal and National Country Parties, the largest of all the mainland states (Mackerras 1980,214).
28. For example, the overlap between organisation and role set is indicated by the fact that the relative power of each role-set member is, in large part, determined by his or her position in the organisational hierarchy. The role set-focal person overlap is shown by the fact that the two are part of a reciprocal role relationship: the members of one focal person's role set are, in turn, themselves the focal persons of their own role sets, one of the members of which, by definition, will be the original focal person. The focal personal-organisation overlap is illustrated by the fact that the degree of opportunity for the focal person to modify his or her role is determined by how much behaviour is prescribed and how much is discretionary, the proportions of each depending on the office that the focal person holds and the type of organisation of which that office is part.
29. For a more comprehensive list of the many related terms, see Hickson (1977,12).
30. Though developments in areas such as transport and building technology obviously have planning implications.
31. The Hawthorne studies were conducted during the 1930s. They indicated that changing the physical environment in which the employees worked had much less impact on productivity than the fact that some employees had been singled out for special attention. This 'gave them a feeling of importance and made their jobs more interesting, and their consequent greater job satisfaction led them inadvertently to work faster' (Blau and Scott 1963,90).
32. They also distinguish 'overload', which is defined as 'the extent to which the various role expectations communicated to a role occupant exceed the amount of time and resources available for their accomplishment' (Miles and Perreault 1980,138).
33. However, it is not without critics. See, for example, Rueschemeyer (1964) and Johnson (1972).
34. Although, of course, some people are inherently more 'artistic' or 'mechanically - minded' etc. than others.
35. Indeed, the Local Government Act, 1919, Ordinance 1, clause 20

specifies that all incoming letters must be addressed to the council clerk.

36. The figure of 158 interviews compares, for example, to a total of approximately 55 planners (the exact number is not given) interviewed in the survey of British and American planners by Lang (1976,193-4). In addition, a number of councillors were interviewed, including approximately 16 in Britain (the exact number is not stated) and 6 in the U.S.A.(p.194).
37. All unacknowledged quotations used in this chapter are derived from interviews with N.S.W. local government planners, conducted by the author during 1978-9.
38. More generally, however, the pressures associated with public participation, particularly the provisions of s.342ZA of the Local Government Act, 1919, have been used by the profession in its claim for an improvement of salaries in relation to the other main professional groups in local government (Orr 1975a,7).
39. A 1972 British survey showed that 69 per cent of eligible local government planners had joined the Royal Town Planning Institute as corporate members (Jones 1974,559).
40. However, the Institute's by-laws forbid this practice. See R.A.P.I. 1981,13: by-law 3fiii(a).
41. As indicated in Figure 6.2, the distribution of Thurstone attitude scores had a negative skew. To enable the use of the parametric t test the raw scores were transformed into a more normally distributed data set. (See Hammond and McCullagh 1974,167-9.)
42. Note, for example, the desire of new planning schools to achieve R.A.P.I. recognition. Indeed, the granting of such recognition in effect has become a form of licensing, the possession of such a qualification being a prerequisite for the majority of planning positions advertised within Australia.
43. Eysenck (1958,15-6) reports a significant difference in extroversion scores between males and females, males being the more extroverted.
44. In 1978 there were 35,009 Rotarians in Australia (A Moore, Manager of Southwest Pacific Branch of Rotary International, pers. comm. 10 May 1982). There were 775,600 males classified as professional, technical, administrative, executive and managerial workers (Australia 1979a,132). This calculation does not take into account 'senior active members' of Rotary who, although retired from the workforce, are still Rotarians. Had it been possible to exclude such members from the calculation, the 4.5 per cent figure would have been reduced.
45. The N.S.W. Local Government Act,1919 states that 'Each city and

municipal council shall consist of aldermen elected by the electors' (s.23(1)), and that 'Each shire council shall consist of councillors elected by the electors' (s.24(1)). In general discussion the two terms are used interchangeably, for brevity or textual variety. When referring to a specific council, of course, the appropriate term is used.

46. The population of N.S.W. has almost quadrupled during the twentieth century, growing from 1,355,000 in 1901 to 5,079,000 in 1979 (Yearbook Australia 1979, p.86). The number of local authorities dropped from 320 in 1914 (Halligan and Power 1976,318) to 202 in July 1979 - the year during which the local government postal questionnaire work was conducted.
47. An 'officer' is an elected representative; a 'servant' is an employee.
48. This sentiment is echoed in a Victorian context by Fell (1978,12) who reports that 'many councillors still expect employees to behave like servants who have no input or opinion to make to the administrative cause'.
49. Section 90(1) stipulates that 'Every shire shall appoint an engineer'. Section 90(2) states that in municipalities the employment of an engineer 'shall be optional ... except ... where the aggregate income of the council ... exceeds the sum of thirty thousand dollars'. In 1979 the smallest municipal revenue was \$911,000 (Australia 1982b,13).
50. Harris' 'primary classification of local authorities' is as follows:

Population range of urban centre with which local authority is associated	Name of class of local authority	Abbreviation
500,000 and over	Metropolitan	M
100,000-499,999	Large city	CL
25,000 - 99,999	Medium city	CM
10,000 - 24,999	Small city	CS
5,000 - 9,999	Large town	TL
2,500 - 4,999	Medium town	TM
1,000 - 2,499	Small town	TS
No association with urban centre	Rural	R

Source: Harris 1975,5

51. As indicated in Table 8.1, the distribution of councillors' Thurstone attitude scores had a negative skew. To enable the use of the parametric t test, the raw scores were transformed (using the same procedure as with the planners' attitude results) into a more normally distributed data set. (See Hammond and McCullagh 1974,167-9.)
52. See, for example, Sections 4.3.2., 4.4.3, 4.5.3 and 9.1. The

view is also apparent in the Local Government and Shires Associations' response to the 1978 Bains Report into local authority management: 'We in local government hope especially that particular notice is taken of Mr Bain's criticism of too much detailed control by State departments over local government. His call for a review of detailed conditions applying is most welcome' (Francis 1978,2).

53. The equivalent results for the planners' sample were: age/attitude: $r_s=0.054$, $n=158$, $p=NS$; length of service/attitude: $r_s=-0.069$, $n=158$, $p=NS$.
54. The analysis excludes 10 local authorities where planning issues were discussed by the full council as a 'committee of the whole'.
55. The mean age of committee leaders was 51, compared to a mean of 46.9 for those not on the planning committee. The difference is not statistically significant ($t=1.15$, $df=31$).
56. For example, an independent alderman on the Labor-dominated Marrickville Municipal Council sums up inner city politics commenting: '... it's like war. No apologies. No beg pardons. We kick and when your opponent is lying on the ground you kick him in the head to make sure that you've won your point' (Gillroy 1978,74).
57. In June 1977 the Country Party in N.S.W. changed its name to the National Country Party. In June 1982 the N.S.W. National Country Party changed its name to the National Party.
58. The actual numbers of respondents in the two occupational status groups (employer/self-employed and employee) were compared with the numbers expected had the male councillors exactly reflected the proportions of these groups among N.S.W. men in general. The chi square test result was 129.96. The critical minimum value at the 0.001 significance level is 10.83.
59. A chi square value of 38.23 ($df=2$, $p<0.001$) was calculated using the actual number of satisfied, dissatisfied and undecided respondents in Sydney as the observed values, and comparing them to the values expected if the Sydney breakdown had been the same as for the rest of the mainland capital cities. (The Tasmanian figures were not subdivided.)
60. A chi square value of 18.7 ($df=2$, $p<0.001$) was calculated using the actual number of satisfied, dissatisfied and undecided respondents in non-metropolitan N.S.W. as the observed values, and comparing them to the values expected if the N.S.W. breakdown had been the same as the rest of the non-metropolitan areas in the mainland states. (The Tasmanian figures were not subdivided.)
61. Bains (1978,4.9) comments that 'Councils and committees in New

South Wales meet at very frequent intervals varying from weekly to monthly cycles'.

62. Twenty-six more councils were uncertain about when they had first participated.
63. Such a poll was recommended to councils by the Local Government Association of N.S.W. In a report regarding the results of the polls conducted in 20 council areas in the County of Cumberland the following results were listed: against amalgamation 69.4%, for amalgamation 21.9%, informal 8.7% (L.G.A.N.S.W. 1977). A public opinion poll (McNair Anderson 1977) showed that in N.S.W. 74% of the 697 people interviewed were against council amalgamations, compared to 23% who believed that local councils should amalgamate. 3% replied 'Don't know'.
64. It is possible that the low response to this question was because a newsletter had already been produced for several years before the arrival of the incumbent council clerk, thus suggesting that the given percentage figures may underestimate the overall position.
65. The use of the simplest level of measurement, a 'present/absent' dichotomy, is obviously open to improvement, as it does not measure such characteristics as the amount of time, money and effort expended. However, such detailed data are available only through more intensive interviewing and researching of local authority files. They were not available from the questionnaire returns. Use of more complex data also involves the problem of how to combine satisfactorily information on a variety of scales and units of measurement (see Smith 1977).
66. Bentley (1962,31) makes this comment about the two local district committees which were established: 'Neither has delegated to it the power to expend the proceeds of a local rate. The range of their activities can be seen from their expenditures, which totalled in 1960, 8,200 pounds out of a city revenue of 1 and a half million pounds'.
67. One possible indication of the public's attitude to their role in political decision making is the support given by two-thirds of the N.S.W. electorate to a referendum proposal to extend the term of the State's Legislative Assembly from 3 to 4 years (Australian 21 September 1981, p.8). Two major reasons may explain this result. First, it could reflect the electorate's belief that a 'three year term provides insufficient time for governments to pursue long range policies' and instead 'tends to encourage political timidity and expediency - a selling out by politicians to the popular whims of the day' (S.M.H. 20 September 1979, p.6). Alternatively, it may indicate support for MacCallum's (1980) contention that, in a society where every 3 years or less there are elections for federal, state and local governments, 'One thing about which almost everyone in Australia agrees is that there are too many elections'. However, both of the above

arguments - 'responsible government' and 'apathy' - indicate a public desire to become less involved in the process of government.

68. So, for example, in the County of Cumberland the representation ratio was 2,500 in 1948 compared to over 4,400 in 1977 (Burdess 1980,281). The number of councils is likely to continue to decrease, given the support of local government amalgamations by both Liberal and, more especially, Labor State governments (Jensen 1976,6; N.S.W. 1978a,10), and also, reputedly, the support of the Department of Local Government (Fifield, Chalmers and Gunning 1980,10). Thus, in January 1981, 38 country authorities were united into 17 new councils (Local Government Bulletin November/December 1980, p.3). Amalgamations have invariably resulted in there being fewer local government representatives. For example, in the 17 new councils mentioned above, there are 193 members compared to 329 in the former 38 councils. The 1919 Local Government Act had originally specified a maximum of 15 aldermen in municipalities and 9 councillors in shires. Although legally waived in the 1940s, in practice these traditional maximum sizes have largely been retained (Burdess 1980,282). Increases in the size of some councils have been advocated (Atkins, in Bains 1978,4.12), but it is unlikely that any increase in the size of councils will offset the general increase in representation ratios.
69. Pratt (1984,124-5) points out that the 1983 local government elections were 'the first elections contested seriously by the Liberal Party'.
70. A similar lack of enthusiasm for community councils has been evident among English councillors. For example, during a general review of English local government in the late 1960s and early 1970s, there was a move to have the existing system of largely rural parish councils extended into the urban areas. In 1970 the Association for Neighbourhood Councils was established to press for enabling legislation (A.N.C. c.1978,1). However, it became apparent that a 'majority of local authorities were opposed to the proposal that neighbourhood councils should have statutory status', local councillors seeing them as 'troublesome protest organisations which are likely to usurp the functions of the elected members' (A.N.C. 1979,n.p.). Thus, Darke and Walker (1977,83) report the 'almost universal rejection of the idea' of statutory neighbourhood councils.
71. However, there are reports of residents paying consultants' fees on a shared basis, in one case by collecting 10p. weekly from each person (Whittaker, in Cowan 1978,29). (See also: Hargreaves 1974,3; R.T.P.I. 1974,8; Burton and Johnson 1976,23.)
72. Similar views are to be found in Burdess 1984b.
73. For an extended discussion of cooperation between local planners

and schools, see Burdess 1983a.

74. See also: Helco 1969,188; Grugeon 1976,1079; and Darke and Walker 1977,51 for comments about English local government.
75. For example, there has been a rapid development of local government welfare services (Marland 1978), and a concerted effort by many councils to mount educational programmes to stimulate general public interest in local government activities. (See, for example Local Government Bulletin: October 1979, pp.2-4; March 1981, pp.2-7; July 1982, pp.15-16.) A variety of community development programmes have been initiated by the N.S.W. State Labor Government including, for example, the Western Sydney Area Assistance Scheme, designed to give financial assistance to local groups to carry out a wide range of improvements to the social environment (McVay 1981). Federal interest in community development programmes declined markedly after the election in 1975 of the Fraser Liberal-National Country Party Government. However, the Fraser Government continued to provide limited funding for a number of programmes. The most significant is the Community Youth Support Scheme, by which local committees, aided by professional project officers, attempt to assist unemployed young people. (See, for example, Koller, Gosden and Wade 1980.)
76. Best documented are the efforts of the Builders' Labourers' Federation during the green bans period (see Section 4.4.5). Other, ongoing initiatives include, for example, those of the Brotherhood of St Laurence and the Institute for Community Resource Development. The Brotherhood tries to combine an extensive programme of welfare services, innovative projects, research and social action (Brotherhood of St Laurence 1978,4). The Institute is an advocacy and research group, largely concerned with providing resources, training and information to enhance the effectiveness of community organisations, especially those representing disadvantaged people. (See, for example, McKenzie 1982.)
77. For example, the Ordinance 4 examinations will not be held after 1984, this action being 'facilitated by the introduction of a replacement course at Mitchell College of Advanced Education' (F. Killion, Secretary of the Local Government Examinations Committees, pers.comm. 31 December 1982). The N.S.W. Local Government Planners Association's Education Sub-committee has already looked ahead to the time when a three-year degree course will be 'the appropriate qualification' for local government planners, the two-year Associate Diploma at Mitchell C.A.E. either being phased out or continued as a 'technical level' qualification (McCully 1980,5). Indeed, the intense competition for all planning appointments in the 1980s is indicated by Conner (1980) who notes that whilst Australian planning schools need to produce around 100 graduates per year during the rest of the century (p.30), the likely number of graduations will be approximately 400 per year (p.35). Membership of the N.S.W.

Local Government Planners Association has grown rapidly, there being a total of 357 members in January 1982 (Plan April/May 1982, p.23), 87 per cent higher than the 1979 figure (see Section 4.5.4). In addition, in 1980 a Federation of Local Government Planners Associations of Australia was formed, the N.S.W. Association joining with others from Victoria, Western Australia, South Australia and Queensland (L.G.P.A. Newsletter December 1981, p.3). Moreover, in 1981 the senior status of planners within local government was formally recognised, town planners and their deputies being included in the Senior Officers' Award (L.G.P.A. Newsletter September 1981, p.4).

APPENDIX A

Copy of the letter posted to all N.S.W. local government councils requesting information regarding the number of qualified planners employed.

IN REPLY PLEASE QUOTE
REF.



TELEPHONE ARMIDALE 72 2911
AREA CODE 067
TELEX NUMBER 66050
POST CODE 2351

THE UNIVERSITY OF NEW ENGLAND
ARMIDALE, N.S.W.

DEPARTMENT OF GEOGRAPHY

Dear Sir,

The Department of Geography is currently conducting an extensive research programme into land use planning in New South Wales. A major difficulty is the lack of accurate information regarding the location of planners in local government services. For the purpose of this research a local government planner has been defined as someone who is currently engaged, either on a full-time or part-time basis, in handling planning matters and who has at least one of the following qualifications:

- * An Ordinance 4 full Certificate of Qualification as a Town and Country Planner; or
- * a tertiary planning degree or diploma and such professional experience needed to be eligible for Corporate Membership of the Royal Australian Planning Institute.

I would be grateful if you could help overcome this problem by completing the reply slip below indicating how many staff with the above qualifications are employed by your local Authority.

Yours sincerely,

D.A.M. Lea,
PROFESSOR OF GEOGRAPHY
HEAD OF DEPARTMENT

U.N.E. Department of Geography
Local Planner's Survey

Name of Authority (Added before Despatch)

Number of practising, qualified planners _____

Name of Town Planner _____

APPENDIX B

Copy of the reminder letter posted to those N.S.W. local government council clerks who did not respond to the initial request for information regarding the number of qualified planners employed (Appendix A)

IN REPLY PLEASE QUOTE
REF



THE UNIVERSITY OF NEW ENGLAND
ARMIDALE, N.S.W.

DEPARTMENT OF GEOGRAPHY

Dear Sir,

You may recall receiving a copy of the enclosed letter some time ago concerning the employment of town planners in local government in New South Wales. Unfortunately, we do not appear to have received a reply. To allow us to complete our records, we would be very grateful if you could take a few moments over filling in the reply slip and posting it in the accompanying envelope.

Yours sincerely,

Neil Burdess

Teaching Fellow

Encl.

APPENDIX C

Letter requesting interviews with N.S.W. local government
planners

IN REPLY PLEASE QUOTE
REF



TELEPHONE ARMIDALE 72 2911
AREA CODE 067
TELEX NUMBER 66050
POST CODE 2351

THE UNIVERSITY OF NEW ENGLAND
ARMIDALE, N.S.W.

DEPARTMENT OF GEOGRAPHY

Dear Sir,

For the attention of the Town Planner

You may remember receiving a request from our Head of Department, Professor David Lea, for information concerning the employment of town planners. From your helpful reply we see that the Council employs two planners.

The aim of the second stage of the research is to determine, through interviews, local planners' attitudes to and experiences of public participation. It is thus hoped to provide some insights into the problems and possibilities that a new, more participation-orientated planning system might create.

In connection with this project, I will be in your area during the morning of Wednesday, 22nd March. It would be extremely helpful if I could visit the Council's offices at 9.30 am on that date, initially to speak to the Town Planner, and subsequently to his Deputy. I hope that it will be convenient if I telephone you during Friday afternoon, 17th March to find out whether such an arrangement would be satisfactory.

Your cooperation in this research would be greatly appreciated.

Yours sincerely,

Neil Burdess
Teaching Fellow

APPENDIX D

Interview schedule for use with N.S.W. local government planners

INTERVIEW SCHEDULE FOR USE WITH LOCAL GOVERNMENT PLANNERS

Place:

Planner:

REF.
NO.

Date:

Time started:

Time finished:

QUESTIONS TO HEAD OF DEPARTMENT ONLY

A. What is the full title of the Department ?

B. (SHOW CARD) What is the size of the Planning Department/Section ?

	Full time	Part time
Professional planners		
Other technical personnel		
Clerical personnel		

C. If applicable: When was the Department first established ?

D. If applicable: When was the first full-time planner appointed ?

PUBLIC PARTICIPATION ATTITUDE

1. One of the problems about public participation is that it can mean different things to different people. Might I begin by asking you to give your definition of the term in relation to local planning ?

2. What is your own personal attitude towards the idea of public participation in local planning ?

3. What do you regard as the strongest arguments in support of such participation ?

4. What do you regard as the strongest arguments against such participation ?

NOTE: Reverse order of Questions 3 and 4 if general tenor of previous answers is hostile to public participation.

5. (SHOW CARD) 'Public participation may be seen as a two-way exchange of information between planners and the public, involving both groups in on-going discussion on formulating planning proposals.'

Bearing in mind this definition, please indicate how you feel about the statement on the card, using one of the 7 points on the scale.

Public participation should be seen as a very important part of the local planning process.								
STRONGLY AGREE	1	2	3	4	5	6	7	STRONGLY DISAGREE

6. (SHOW CARD) Please tell me how you react to the question on the card, using one of the 5 points on the scale.

How important is it for the general public to be as knowledgeable as possible about planning issues and procedures ?						
VERY IMPORTANT	1	2	3	4	5	VERY UNIMPORTANT

7. How much contact have you had in a professional capacity with school children ? (Ask about frequency and type of contact, and if any were initiated by the planner.)
8. How do you view such contacts with school children ?
9. Is there any specific Australian place, planner, organisation or movement that you immediately associate with the idea of public participation in planning ?
10. (SHOW SHEET) Take a few minutes to read through the list of statements about public participation and, using the instructions at the top of the list, give your reaction to each statement.

PROFESSIONALISM

11. What planning qualifications do you hold ? (Ask about qualification, institution and graduation year.)
12. Do you have any other professional qualification in addition to that concerned with planning ? (Ask about qualification, institution and graduation year.)
13. Are you currently studying for further planning qualifications ? (Ask about qualification and institution.)
14. What professional positions did you hold before being appointed to your present position ? (Ask about employer, position, employment dates.)
15. What is your present position in the Department ?
16. When did you take up the position ?
17. Ideally, if things go according to your highest expectations, what do you see yourself doing in 5 years time ?
18. What do you regard as the most desirable branch of planning to be working in ?
 LOCAL STATE FEDERAL PRIVATE
 Why do you say that ?
19. Are you a member of a professional planning organisation ?
If no: What were your main reasons for not joining RAPI and/or LGPA ?
If yes: Which organisation(s) ? What membership grade(s) ?
 What were your reasons for joining ?
RAPI members: How do you feel about the Institute's membership rules being relaxed to allow experienced Ordinance 4 Certificate holders taking up corporate membership ?

PERSONAL SKILLS

20. Please give the names of any clubs or societies of which you are a member. (Prompt: I'm thinking about all types of groups, excluding those that rely entirely on contact by letter. For example, drinking clubs, service organisations, sporting clubs and churches.)
21. How do you feel about a local planner using his or her professional skills in a private, unpaid capacity to assist a local group with which he or she is acquainted ?
22. Have you ever been asked to help an organisation in this way ?
If yes: Ask about the group, the issue and the planner' response.
23. What would your reaction be if you were called on suddenly in the next few weeks to organise an extensive participation programme ?
 (NOTE: Attempt to relate question to a specific issue already cited by the respondent as being of current interest.)
24. If greater levels of statutory participation are introduced, do you think that the Planning and Environment Commission should give more assistance to practising local planners ?
If yes: What form do you think the assistance should take ?
If no: Why do you say that ?
25. (SHOW CARD) Could you tell me whether you have heard of any of the authors listed on the card, and if so whether you remember anything about what they had to say ?

Sherry Arnstein
 Paul Davidoff
 Arthur Skeffington

26. What aspects of public participation were covered in your professional planning course ?
27. What experience of public participation have you had in your professional career ?
28. Do you live in the area administered by your employer council ?
29. What were the main reasons influencing your choice of residential location ?
30. (SHOW CARD) Using the scales on the card, tell me how important each of the listed factors has been in influencing your attitude to public participation.

	Importance in influencing attitude to P.P.				
	Very important				Very unimportant
Views of planning course lecturers	1	2	3	4	5
Own reading or research	1	2	3	4	5
Own planning experience	1	2	3	4	5
Attitudes of planning colleagues	1	2	3	4	5

- 31-4. (SHOW SHEET) Finally, I'd be grateful if you would kindly answer some more personal questions. Would you look through the questions on the sheet and respond by writing in your answers in the spaces provided ?

10. The following list of statements expresses various degrees of opinion about public participation in planning. If, on the whole, you AGREE with the sentiment of the statement please tick the box on the LEFT. If you DISAGREE, place a tick in the box on the RIGHT. If you CANNOT DECIDE about a statement please mark it with a QUESTION MARK.

AGREE	DISAGREE	
		Planners must try to encourage the public to produce their own plans.
		Public participation is just a spanner in the works.
		I can't really decide whether public participation is a good thing or not.
		Better planning would result if planners were free from all non-professional interference.
		Community problem-solving is a scientific pursuit, and as such is the sole prerogative of the technician-planner.
		A greater public knowledge of the planner's point of view will lead to greater understanding and less conflict.
		The planner's job is to assist the community in deciding on their goals by showing the alternatives open to them.
		People will only respond when the buildings begin to go up.
		What is really needed for successful public participation is the ability of the community to make decisions at the neighbourhood level.
		The most valuable aspect of public participation concerns the help which the public can give in carrying out important but time-consuming surveys.
		Public participation is a stupid idea which is disastrous to good plan making.
		Planning concepts are well within the intellectual capacity of the average man-in-the-street.
		Public participation could lead to poorer plans being implemented.
		Planners should spend a much greater proportion of their time going out and helping community groups develop their own ideas.
		Public participation programmes are helpful, but money could always be better spent on employing more planning assistants.
		It is the people who must decide.
		Participation schemes only produce a public reaction when there is a plan for the public to react to.
		Public participation has been forced on planners just because a few politicians think it might get them a few more votes.
		At the moment planners should be concentrating most on ways to involve the public more in data collection.

31. Have you ever been involved in any way as a private individual with political issues (from signing petitions through to standing as a candidate) ? If so, please give details.

32. How old are you ? _____ years

33. What is your present gross annual salary ? \$ _____

34. Please read through the following statements and indicate with a tick whether or not each is a fair description of yourself. If you cannot decide about a particular statement please mark it with a question mark.

	YES	NO
Do you prefer action rather than preparing for action?		
Are you happiest when you get involved in some project that calls for rapid action ?		
Do you usually take the initiative when making new friends ?		
Are you inclined to be quick and sure in your actions ?		
Would you rate yourself as a lively individual ?		
Would you be very unhappy if you were prevented from making numerous social contacts ?		

THANK YOU

APPENDIX E

Construction of the Thurstone attitude scale

- Selection of the Thurstone technique
- Summary of the methodology
- Objectivity of the judges
- Instruction to judges
- List of statements for judging
- Results of the judging process

SELECTION OF THE THURSTONE TECHNIQUE

The Thurstone method of attitude measurement was selected as the most suitable technique because of the following two factors:

1. Items related to public participation in planning have a non-monotonic nature in that an individual will consider that there is an optimal level of participation, and the greater the discrepancy between this ideal level and an actual level, whether in a positive or negative direction, the greater will be the disapproval of that actual level by the individual. The Thurstone scale is based on the use of nonmonotonic items (Shaw and Wright 1967,21).
2. It was impossible to use as judges the type of people to whom the attitude scale was eventually to be administered. This effectively ruled out the Likert method where the 'scale should always be standardized on a sample drawn from the target population' (Shaw and Wright 1967,25). As the note below indicates, there has been considerable discussion regarding the ability of judges in the Thurstone technique to make objective assessments of the original list of items, but the general conclusion appears to be that such objectivity is possible.

SUMMARY OF THE METHODOLOGY

In summary, the construction of the Thurstone scale followed the procedure outlined by Edwards (1957,ch.4). It involved:

1. collecting a pool of 70 statements or items expressing a wide variety of opinions about public participation in planning;
2. collecting a group of 30 judges, including members of staff of the Geography Department of the University of New England who had a professional interest in planning issues, and geography students who had just completed a third year subject, 'Planning Policies and Practice';
3. grading each statement by the judges using an 11-point scale;
4. analysing the judgements by:
 1. calculating the median and interquartile range for each item,
 2. identifying the actual maximum and minimum median scores and dividing this range into 19 equally-spaced intervals,
 3. identifying the specific statements with median scores closest to the required scores (where 2 statements were the same distance from the required median score, the statement with the lowest interquartile range was used);
5. placing selected items in random order in the final attitude scale.

OBJECTIVITY OF THE JUDGES

It is evident that the reliability of the instrument is based upon the ability of the judges to make objective assessments of the original list of items. This is especially important in this research with the final respondents having different backgrounds from the judges. Thurstone and Chave (1929,92) fully realised the general importance of the independence of the scale from the attitude of the judges: 'If the scale is to be regarded as valid, the scale values of the statements should not be affected by the opinions of the people who help construct it'.

This assumption was tested on several occasions in the next twenty years (Hinckley 1932, Beyle 1932, Pintner and Forlano 1937, Ferguson 1935, Eysenck and Crown 1949) and all the results indicated that judgments were indeed done objectively. The most well-known of these studies is that of Hinckley (1932) concerning the social position of Negroes. Hinckley found that the scale scores from two groups of white judges, one pro-Negro and one anti-Negro, and from a group of Negro judges were highly correlated. It is this particular attitude measurement which subsequently has formed the basis of several other research projects.

Hovland and Sherif (1952) cast doubts on the reliability of Hinckley's work, showing that Negro and pro-Negro white judges

tended to place a disproportionate number of statements in the extreme categories... The number of statements assigned to the various categories by 'average' white Ss are much more uniform. (Hovland and Sherif 1952,832)

However, in 1963 Hinckley reported a follow-up study to his original 1932 research in which he again indicated high correlations of scale scores between two groups of white students, each with widely different attitudes towards Negroes. Similarly, Rambo (1968), using items from the 1932 Hinckley Scale of Attitudes towards Negroes, also found high correlations in the results of groups of white judges who were pro- and anti-Negro, though only when the judges were expressly directed to judge in as objective a manner as possible. A further test based on racial differences was done by Prothro (1955) using Arab students in Beirut. He found very little difference in the scale values of two groups, one of which was asked to judge statements relating to Jews, whilst the other group judged the same statements except that all reference to Jews was deleted. Prothro (1955,12) comments that anti-Jewish feeling in Lebanon was very high at the time with border incidents between Israel and neighbouring countries occurring in the months preceding as well as during the experiment.

The issue has, however, by no means been settled. Both Paull (1956), and Schulman and Tittle (1968) comment on the influence of different judging groups on each item's Q score (the interquartile range), which, as Paull (1956,223) points out 'is one of the criteria by which the statement is selected or rejected for use in the final scale'. And Robinson (1965,422) concludes that 'data point to the relevance of level of information and variations in the use of "anchors" as two possible sources of variability'.

Shaw and Wright sum up the debate as follows:

persons representing the two sides of the controversy have been asking different questions. On the one hand, those supporting the Thurstone assumption...have asked whether the judges' own attitudes bias the scale values assigned to the attitude statements in the final scale, whereas those disputing the Thurstone assumption...have asked whether the judges' own attitudes influence in any way their judgments of item favourability. The answer to the latter question is clearly in the affirmative, but the evidence also indicates that this fact does not mean that valid scale values cannot be obtained by the method of equal appearing intervals. On the contrary, we agree with Upshaw's (1965) conclusion that the evidence supports the validity of scale construction by equal appearing intervals. (Shaw and Wright, 1967,561)

INSTRUCTIONS TO JUDGES

I would be grateful for your assistance in the development of some research into public participation in planning. The intention is to develop an attitude scale about public participation using the Thurstone method of equal appearing intervals. The following exercise will take about half an hour during which time you will be asked to 'judge' or grade a number of statements about public participation in planning. Details of the instructions are given below.

The following statements express a range of sentiments about public participation in planning. Alongside each statement is a series of eleven boxes identified by the letters A to K. Consider each statement and record your judgement by placing a tick in one of the eleven boxes. Box K should be used for those statements which express the most favourable sentiments about public participation in planning, box J for slightly less favourable statements, and so forth through to box F which should be used for statements which express sentiments which are neither favourable nor unfavourable to the concept of public participation in planning. Box E should be used for slightly unfavourable statements, through to box A which should be used for those statements which express the most unfavourable sentiments about public participation in planning. Feel free to use any of the eleven points on the scale, but do not attempt to get the same number of ticks in each of the boxes.

Whether you agree or disagree with a statement should not enter into your judgement. You are only to judge the opinion of public participation in planning that is expressed in the statement, and not the extent that you are willing to endorse the opinion expressed.

Before starting the judgement process, carefully read through all the statements.

	Most Unfavourable		Neutral											Most Favourable	
	A	B	C	D	E	F	G	H	I	J	K				
1. Planners should spend a much greater proportion of their time going out and helping community groups develop their own ideas.															
2. It is the people who must decide.															
3. Much of the demand for public participation comes from ignorance of the situation.															
4. Clear community goals are only established through constant public debate.															
5. Planners have better things to do than spend their time on fruitless public participation exercises.															
6. Planners can't afford the time to involve the public.															
7. A planner should ask the public what they want, and then draw up his plan.															
8. If nothing else, at least public participation means that citizens can be recruited to carry out tasks which the planning department does not have the staff resources to do.															
9. It is only by handing over of power to local groups that the unique problems of small areas can be tackled with any degree of success.															
10. An important part of the planner's job should be to reconcile the differences between all the community groups' plans.															

	Most Unfavourable		Neutral										Most Favourable	
	A	B	C	D	E	F	G	H	I	J	K			
11. Public participation is a stupid idea which is disastrous to good plan-making.														
12. Public participation programmes are helpful, but the money could always be better spent on employing more planning assistants.														
13. Decisions on at least aesthetic matters should be in the hands of the people who have to live with the results of those decisions.														
14. Planners should go out of their way to gain the public's support of their plans.														
15. The public are just a nuisance, hindering the development of a good plan.														
16. Decision-making power is fundamental to meaningful public participation.														
17. Public participation always leads to the adoption of poor plans.														
18. A majority of staff time in any public participation programme should be devoted to drawing up and analysing public surveys.														
19. The present system, if anything, involves the public having too great a voice in the determining of plans.														
20. The public are generally full of wild unworkable schemes.														

	Most Unfavourable		Neutral										Most Favourable	
	A	B	C	D	E	F	G	H	I	J	K			
21. The last thing a planner wants is having to waste time trying to involve the public.														
22. The public's lack of understanding of what planning is about makes their involvement a hindrance to the development of good plans.														
23. People should be able to directly share in the decisions that affect them.														
24. There is already a sensible degree of public involvement in the statutory plan-making process.														
25. As far as I can see, the advantages and disadvantages of public participation more or less cancel each other out.														
26. Public participation could lead to poorer plans being implemented.														
27. Community problem-solving is a scientific pursuit, and as such it is the sole prerogative of the technician-planner.														
28. A planner should ask the public what they want and then draw up his plan.														
29. The present method of exhibition and objections is working satisfactorily.														
30. The most that can be hoped for is that the man-in-the-street will say what he thinks about the draught plan.														

	Most Unfavourable		Neutral										Most Favourable	
	A	B	C	D	E	F	G	H	I	J	K			
31. Urban planning is about change, but the public is innately resistant to change.														
32. Participation schemes only produce a public reaction when there is a plan for the public to react to.														
33. The basic task of the public is to set broad parameters and strategies.														
34. What is needed most is a citizens'liaison committee that will help to get across the fact that the planner is working with the community's interests in mind.														
35. Greater public participation will simply give the elite yet another way of manipulating the system.														
36. What is really needed for successful public participation is the ability of the community to make decisions at the neighbourhood level.														
37. The planner's role is simply to assist the community to speak for itself.														
38. There is a great need to encourage community groups to do more than simply react to already-produced plans.														
39. If the planner can convince people that he knows what he is doing, he will also show that there is no need for public participation.														
40. I can't really decide whether public participation is a good thing or not.														

	Most Unfavourable		Neutral					Most Favourable				
	A	B	C	D	E	F	G	H	I	J	K	
41. Showing people what is involved will soon make them realise the planner's good sense.												
42. The vast majority just don't care. It isn't the planner's job to change this attitude.												
43. The public's main role in any participation programme is to say how they feel about the planner's draft plan.												
44. The most valuable aspect of public participation concerns the help which the public can give in carrying out important but time-consuming surveys.												
45. A vital element in the role of the planner is to find ways to elicit public response to his plan.												
46. The planner's involvement with the public should be no more than informing them of what the plans include.												
47. The planner's job is to assist the community in deciding their goals by showing the alternatives open to them.												
48. Better planning would result if planners were free from all non-professional interference.												
49. The public are a mine of information - if they are asked in the right way.												
50. A greater public knowledge of the planner's point of view will lead to greater understanding and less conflict.												
	Most Unfavourable		Neutral					Most Favourable				

	Most Unfavourable		Neutral										Most Favourable	
	A	B	C	D	E	F	G	H	I	J	K			
51. Public participation is just a spanner in the works.														
52. It would be invaluable to have range of planning suggestions from the public.														
53. Why should planners bother trying to involve the public when the public is apathetic ?														
54. Planners are too modest; they should 'sell' both themselves and their plans much more to the public.														
55. Public participation has been forced on the planners just because a few more politicians think that it might get them a few more votes														
56. Public participation does no harm, but the end result is just the same as if the planner had done the work on his own.														
57. The vast majority of the public are happy with what the planners produce.														
58. The most useful participants are those who disseminate the planner's point of view to the rest of the community.														
59. People will only respond when the buildings begin to go up.														
60. It is the planners who have the expertise, not the public.														

	Most Unfavourable		Neutral											Most Favourable	
	A	B	C	D	E	F	G	H	I	J	K				
61. Planning concepts are well within the intellectual capacity of the average man in the street.															
62. The man-in-the-street can't really understand the planning process.															
63. An important function of the professional planner is concerned with helping community groups to produce their own plans.															
64. Planners must try to encourage the public to produce their own plans.															
65. The man-in-the-street can supply a lot of valuable information when asked the right questions.															
66. A well-structured questionnaire is the central pillar of any public participation programme.															
67. The confidence to act on behalf of others only comes through a knowledge of the community's goals.															
68. Sufficient public involvement in planning already exists. To seek to extend it would lead to a less dynamic planning process.															
69. At the moment planners should be concentrating most on ways to involve the public more in data collection.															
70. The job of the planner is to make plans for public comment.															

RESULTS OF THE JUDGING PROCESS

Item number	Median score	Interquartile range	Item number	Median score	Interquartile range
1*	8.6	1.6	36*	8.1	2.4
2*	10.7	0.85	37	9.6	2.2
3	4.35	2.5	38	9.4	1.1
4	9.6	1.4	39	2.8	1.7
5	1.2	0.7	40	5.8	0.7
6	1.9	1.4	41	4.2	1.9
7	9.7	1.7	42	2.9	2.2
8	6.3	3.9	43	5.2	2.5
9	8.2	3.0	44*	6.7	1.8
10	9.0	1.5	45	8.9	2.1
11*	1.0	0.5	46	2.3	1.7
12*	4.0	1.5	47*	9.7	1.5
13	8.0	1.5	48*	2.6	1.7
14	7.5	3.9	49	9.6	2.2
15	1.7	1.7	50*	6.0	2.3
16	8.1	4.1	51*	1.4	0.9
17	2.1	1.35	52	9.0	1.8
18	8.6	3.0	53	2.3	1.7
19	2.9	1.9	54	4.3	1.7
20	2.25	1.3	55+	3.0	2.5
21	1.65	2.5	56	3.9	3.0
22	3.9	3.0	57	4.3	3.9
23	9.3	1.5	58	5.5	3.1
24	5.0	3.9	59*	3.85	2.5
25	5.8	0.8	60	2.25	1.3
26*	4.4	1.5	61*	7.7	1.5
27*	2.0	1.8	62•	3.1	1.4
28	9.3	2.2	63	9.1	2.4
29	5.35	2.5	64*	9.1	1.6
30	4.85	2.5	65	8.7	2.9
31	4.4	1.8	66	7.8	1.9
32*	5.0	1.8	67	8.4	1.9
33	7.85	2.5	68	4.0	2.5
34	7.65	2.5	69*	7.2	3.7
35	3.1	2.2	70	6.8	4.5

* Selected item used in both planner and councillor surveys

+ Selected item used only in planner survey

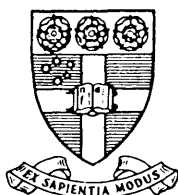
• Selected item used only in councillor survey

Note: only 19 items were used as for one required score, 10.2, there were no calculated medians that were closer to that score than the adjacent lower and higher scores.

APPENDIX F

Copy of the letter accompanying the questionnaire schedule delivered to a sample of N.S.W. local government representatives (Appendix G).

IN REPLY PLEASE QUOTE
REF.



TELEPHONE: ARMIDALE 72 2911
AREA CODE 067
TELEX NUMBER 66050
POST CODE 2351

THE UNIVERSITY OF NEW ENGLAND
ARMIDALE, N.S.W.

I am writing to ask for your help with an important research project which is currently being carried out in the Geography Department under my supervision. It concerns the problem of public involvement in the process of land use planning.

A major part of the programme centres around the local elected member because of the very important role he or she plays in the implementation of any new planning legislation. The future of public participation will be considerably influenced by the views and experience of local elected representatives.

It is now several years since the Planning and Environment Commission asked for responses to their new planning proposals. Since that time there have been some changes in council membership, while long-serving members may have reconsidered their initial views.

By completing the short attached questionnaire you will help us to compile an up-to-date profile of the views of elected representatives on this very important topic. A high response rate is necessary to ensure that the results reflect the full breadth of opinion. In order that we can contact again those members who do not initially find the time to complete the questionnaire, all of the schedules have been numbered. I should make it absolutely clear, however, that all the returns will be treated as strictly confidential. Any published results will be in aggregate form only.

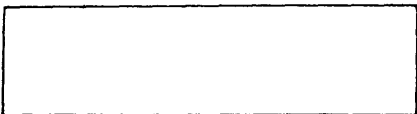
May I ask you once again to help us with this research. Your co-operation would be extremely valuable.

Yours faithfully,

D.A.M. Lea,
Professor of Geography,
Head of Department

APPENDIX G

Copy of the questionnaire delivered to N.S.W. local government representatives.



1. The following list of statements expresses various degrees of opinion about public participation in planning. If, on the whole, you AGREE with the sentiment of the statement please tick the box on the LEFT. If you DISAGREE, place a tick in the box on the RIGHT. If you CANNOT DECIDE about a statement you should mark it with a QUESTION MARK.

AGREE	DISAGREE	
		Planners must try to encourage the public to produce their own plans.
		Public participation is just a spanner in the works.
		I can't really decide whether public participation is a good thing or not.
		Better planning would result if planners were free from all non-professional interference.
		Community problem-solving is a scientific pursuit, and as such is the sole prerogative of the technician-planner.
		A greater public knowledge of the planner's point of view will lead to greater understanding and less conflict.
		The planner's job is to assist the community in deciding on their goals by showing the alternatives open to them.
		People will only respond when the buildings begin to go up.
		What is really needed for successful public participation is the ability of the community to make decisions at the neighbourhood level.
		The most valuable aspect of public participation concerns the help which the public can give in carrying out important but time-consuming surveys.
		Public participation is a stupid idea which is disastrous to good plan-making.
		Planning concepts are well within the intellectual capacity of the average man-in-the-street.
		Public participation could lead to poorer plans being implemented.
		Planners should spend a much greater proportion of their time going out and helping community groups develop their own ideas.
		Public participation programmes are helpful, but the money could always be better spent on employing more planning assistants.
		It is the people who must decide.
		Participation schemes only produce a public reaction when there is a plan for the public to react to.
		The man-in-the-street can't really understand the planning process
		At the moment planners should be concentrating most on ways to involve the public more in data collection.

2. 'Public participation can be seen as a two-way exchange of information between planners and the public, involving both groups in on-going discussion on formulating planning proposals.'

Bearing the above definition in mind, please indicate how you feel about the following statement by CIRCLING the appropriate number on the scale below:

Public participation should be seen as a very important part of the local planning process.

STRONGLY AGREE 1 2 3 4 5 6 7 STRONGLY DISAGREE

If you have circled 1, 2 or 3 on the above scale please go on to QUESTION 3.

If you have circled 4, 5, 6 or 7 on the above scale please go straight on to QUESTION 4.

3. Please list below the main ways by which you feel that meaningful public participation can best be achieved.

4. What are the main reasons which you would give in support of your opinions of public participation ?

5. Using the following scale, please indicate how, overall, you feel about the present level of public involvement in the planning process in your area.

THERE IS TOO MUCH 1 2 3 4 5 THERE IS TOO LITTLE

(Circle one number)

6. How do you view the prospect of an increased statutory level of public participation in any forthcoming planning legislation ?

7. Using the following scale, please indicate just how important you think it is that the public should be as knowledgeable as possible about planning issues and procedures.

VERY IMPORTANT 1 2 3 4 5 VERY UNIMPORTANT

(Circle one number)

If you have circled 3,4 or 5 on the above scale please go straight on to QUESTION 9

If you have circled 1 or 2 on the above scale please go on to QUESTION 8

8. HOW do you think the Council and its servants can help create a public knowledge about planning issues and procedures?

9. If you are, or have been a member of a Council committee or of a local group concerned with planning, and/or have a planning-related qualification, please give details below.

10. 1. For how many years have you been a Council member? _____

2. Do you intend standing for Council at the next election? YES / NO / NOT SURE

3. If you have any formal party or group association, please give details below

11. Finally, one or two more personal details would be appreciated.

1. How old are you? _____

2. Please indicate your occupational status by placing a tick in the appropriate box of TABLE A below, and, where applicable, a tick in one box of TABLE B.

TABLE A

Employee	
Employer	
Home duties	
Retired	
Self-employed	
Student	
Unemployed	

TABLE B

Professional/Executive/Administrative	
Clerical worker/Sales worker	
Farmer	
Tradesman/Labourer/Production worker	
Transport/Sport/Other services	
Others not mentioned elsewhere	

THANK YOU FOR YOUR HELP

APPENDIX H

Copy of the reminder letter posted to those N.S.W. local government representatives who did not respond to the initial request to complete the questionnaire schedule (Appendix G).

IN REPLY PLEASE QUOTE
REF.



TELEPHONE ARMIDALE 72 2911
AREA CODE 067
TELE K NUMBER 66050
POST CODE 2351

THE UNIVERSITY OF NEW ENGLAND
ARMIDALE, N.S.W.

DEPARTMENT OF GEOGRAPHY

You may remember receiving one of our questionnaires a few weeks ago concerning your attitude towards the idea of involving the public in the local planning process.

We are very interested in hearing your views on this topic as a clear picture of the overall prevailing mood of local councils can only be obtained by studying the views of as many individual representatives as possible.

We would thus be very grateful if you could find the time to answer the few questions in the schedule. Your co-operation would be extremely valuable.

Yours faithfully,

D.A.M. Lea,
Professor of Geography,
Head of Department

APPENDIX I

Copy of the letter accompanying the questionnaire posted to N.S.W. local government council clerks (Appendix J).

IN REPLY PLEASE QUOTE
REF. NB:CC



TELEPHONE: ARMIDALE 72 2911
AREA CODE 067
TELE X NUMBER 66050
POST CODE 2351

THE UNIVERSITY OF NEW ENGLAND
ARMIDALE, N.S.W.

DEPARTMENT OF GEOGRAPHY

16th July, 1979.

Dear Sir,

I am writing to ask for your help with a research project which I am currently undertaking for a doctoral thesis. It concerns the issue of public involvement in local government activities.

The research so far has concentrated on land use planning. Indeed, you may recall an earlier enquiry regarding planning staff. Interviews have been conducted with over 150 town planners, and a questionnaire has been sent to a sample of local elected members. This third phase of the project concerns the more general background of public participation in the overall activities of local government. Obviously, town planning is only a part - often a very small part - of the work of local government. Therefore, I wish to place the earlier research findings in a proper and wider perspective.

By completing the attached short questionnaire you will greatly assist me in compiling an up-to-date profile of the activities of local government with regard to public participation. A high response rate is necessary, of course, to ensure that the results reflect the full breadth of activities.

May I ask you once again to help us with this research for your co-operation would be extremely valuable.

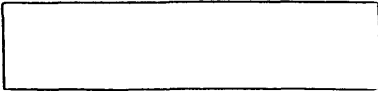
Yours faithfully,

Neil Burdess,
TEACHING FELLOW

Enclosure

APPENDIX J

Copy of the questionnaire posted to all N.S.W. local government council clerks.



<p>1. Does Council issue an annual information brochure to ratepayers? If NO: 1. If such a publication has been stopped by the present Council, please say why: If YES: 2. For how long has such a brochure been issued? (A copy of the latest edition would be appreciated.)</p>	<p>YES/NO</p>
<p>2. Does Council publish a regular newsletter/newspaper? If NO: 1. If such a publication has been stopped by the present Council, please say why: If YES: 2. How often is it issued? 3. When was it first issued?</p>	<p>YES/NO</p>
<p>3. Has Council produced any information sheets/booklets etc. on specialised topics (e.g. local history, architecture, industry)? If NO, please go on to question 4. If YES, please list the titles of the publications (Any available copies would be appreciated):</p>	<p>YES/NO</p>
<p>4. Does Council employ a full time public relations/publicity/promotions officer? If NO: 1. Has such a position been abolished by the present Council? 2. Is it likely that such a position might be established in the remaining term of office of the present Council? If YES: 3. For how long has the position been established? 4. What are the public relations officer's basic duties?</p>	<p>YES/NO YES/NO LIKELY/UNLIKELY</p>
<p>5. Does Council have a committee dealing exclusively with public relations? If NO: 1. If such a committee has been abolished by the present Council, please say why. If YES: 2. What are the committee's basic functions? 3. For how long has the committee been established?</p>	<p>YES/NO</p>
<p>6. Has the present or previous Council undertaken a poll of electors or ratepayers? If NO, please go on to question 7. If YES: 1. What question was asked? 2. How was the poll conducted? 3. What was the final count of votes? 4. What subsequent decision did Council make on the issue?</p>	<p>YES/NO</p>

7. Do any of the Council's officers or servants contribute a regular column of local government affairs to a local newspaper?	YES/NO
If NO:	
1. Did a column appear during the previous Council's administration?	DID/DID NOT
If YES:	
2. Who is the named author and how often does the column appear?	
3. When did a regular newspaper column first start?	
8. Please give details of arrangements made for the local press/radio to cover council affairs (e.g. press releases, regular press meetings)	
9. Did Council agree to a request that school students be allowed to attend the administrative offices on work experience visits during 1978?	AGREED/NOT ASKED/DECLINED
If NOT ASKED or DECLINED, please go on to question 10. If AGREED:	
1. When were work experience visits first conducted?	
2. In 1978, how many school students visited the Council offices on work experience programmes?	
3. In which department(s) did the students spend their time?	
10. Did Council accept an invitation to participate in a school careers night during 1978?	ACCEPTED/NOT INVITED/DECLINED
If NOT INVITED or DECLINED, please go on to question 11. If ACCEPTED:	
1. In which year did Council first participate?	
2. Which officers/servants attended the 1978 programme?	
11. In 1978 did any Council officers/servants speak to groups of school children about local government functions?	YES/NO
If NO, please go on to question 12. If YES:	
1. Which Council personnel were involved?	
2. Approximately how many talks were given?	
3. Is there any trend in the number of talks given each year to groups of school children?	INCREASING/STABLE/DECREASING
12. Do any of the elected members hold regular 'surgeries' to hear citizens problems and opinions?	YES/NO
If NO:	
1. Was the holding of surgeries a regular feature of the previous Council's administration?	WAS/WAS NOT
If YES:	
2. How many elected members hold surgeries?	
3. Approximately how often are they held?	
13. How many public meetings or special Council meetings were called during 1978 by the Council to enable members of the community to express their points of view ?	_____
If <u>meetings were not held</u> :	
1. Were such public meetings ever called by the previous Council ?	WERE/WERE NOT
If <u>meetings were held</u> :	
2. Please give details of the issues about which the meetings were called	

14. Please give details of those types of development which Council is legally obliged by its planning ordinance to advertise.

15. What is Council's policy regarding advertising other development applications in addition to those it is legally bound to publicize?

16. If the present Council's advertising policy is different from that of the previous Council, please give details.

17. Does Council allow members of the public to address Council meetings? YES/NO

If NO:

1. If this policy is different from that of the previous Council, please give details:

If YES:

2. What procedure has to be followed before such an address can be made?

3. If this procedure differs from that followed by the previous council, please give details.

4. On approximately how many occasions in 1978 did a citizen address the full Council meeting?

18. Which, if any, of the Council's committee meetings are usually held in public?

19. If, during the term of office of the present Council, there have been any changes regarding public access to committee meetings, please give details.

20. Has Council authorised any local committees under s.527 of the Act? YES/NO

If NO:

1. Have any local committees been dissolved by the present Council? HAVE/HAVE NOT

If YES:

2. How many local committees are there?
3. Has the number of local committees changed during the term of office of the present Council? INCREASED/NO CHANGE/DECREASED
4. What undertakings do the local committees control?

5. In what ways were the members of the committees appointed?

21. Are there any committees which include citizens established under s.530A? YES/NO

If NO:

1. If the present Council has withdrawn the authority of a s.530A committee, please give details.

If YES:

2. How many 530A committees are there?
3. Has the number of 530A committees changed during the term of office of the present Council? INCREASED/NO CHANGE/DECREASED
4. What are the proportions of officers, servants and citizens on the committees?

21.(cont.)

5. In what ways were the citizen members of the committee appointed?

6. What functions do the committees perform?

22. Are there any urban/local district committees established under Part XXVII/XXIVA of the Local Government Act?

YES/NO

If NO:

1. Has the present Council revoked the delegated authority of any urban committee?
2. Is it likely that action will be taken during the term of office of the present Council to have new committee areas declared?

HAS/HAS NOT
LIKELY/UNLIKELY

If YES:

3. How many such committees are there?
4. How many citizens/aldermen are on each committee?
5. Were there more nominations that elected places at the last election time?
6. Please give details of specific functions which the Council has delegated to these committees.

YES/NO

7. If the present Council has revoked any authority previously delegated to an urban/local district committee, please give details.

8. Shires only:

If a local rate is levied at the request of the urban committee, please give details of the purposes for which the rate was fixed.

23. What is the full title of each of the Council's administrative departments?

24. Please give details of any other attempt by the present Council to involve the general public in the activities of local government (e.g. competitions, involving local groups in survey work, promoting local government education courses, rotating Council meeting venues, establishing informal mixed or citizen committees, sponsoring 'junior councils').

APPENDIX K

Copy of the reminder letter posted to those N.S.W. local government council clerks who did not respond to the initial request to complete the questionnaire schedule. (Appendix J).

IN REPLY PLEASE QUOTE
REF.



TELEPHONE ARMIDALE 72 2911
AREA CODE 067
TELEX NUMBER 66050
POST CODE 2351

THE UNIVERSITY OF NEW ENGLAND
ARMIDALE, N.S.W.

DEPARTMENT OF GEOGRAPHY

Dear Sir,

You may remember receiving one of our questionnaires a few weeks ago concerning the Council's experience of involving the public in local government affairs.

I am very interested in reading your comments on this topic as a clear picture of the overall situation throughout the state can only be obtained by studying the experiences of as many local authorities as possible.

I would thus be very grateful if you could find the time to answer the few questions in the schedule. Your co-operation would be extremely valuable.

Yours faithfully,

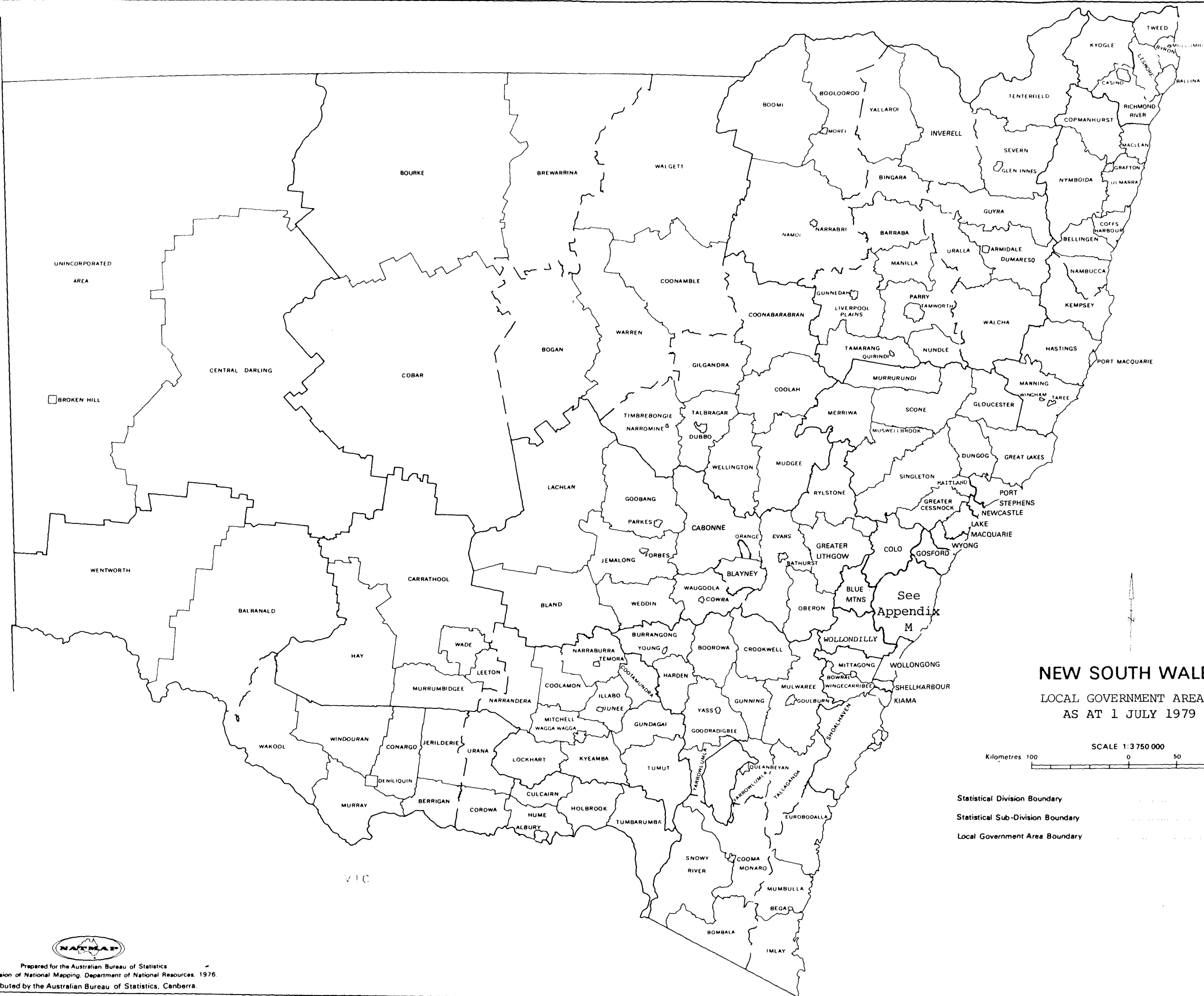
Neil Burdess.

Neil Burdess,
Teaching Fellow

APPENDIX L

Map of N.S.W. local government areas outside the County of Cumberland

Major local government boundary changes effected during the fieldwork period (November 1977 to September 1979) were as follows: (1) Ashford Shire, Inverell Municipality and Macintyre Shire merged on 1 July 1979 to form Inverell Shire; (2) Denman Shire and Muswellbrook Municipality merged on 1 July 1979 to form Muswellbrook Shire.



NEW SOUTH WALES

LOCAL GOVERNMENT AREAS
AS AT 1 JULY 1979

SCALE 1:3 750 000
Kilometres 100 0 50 100 Kilometres

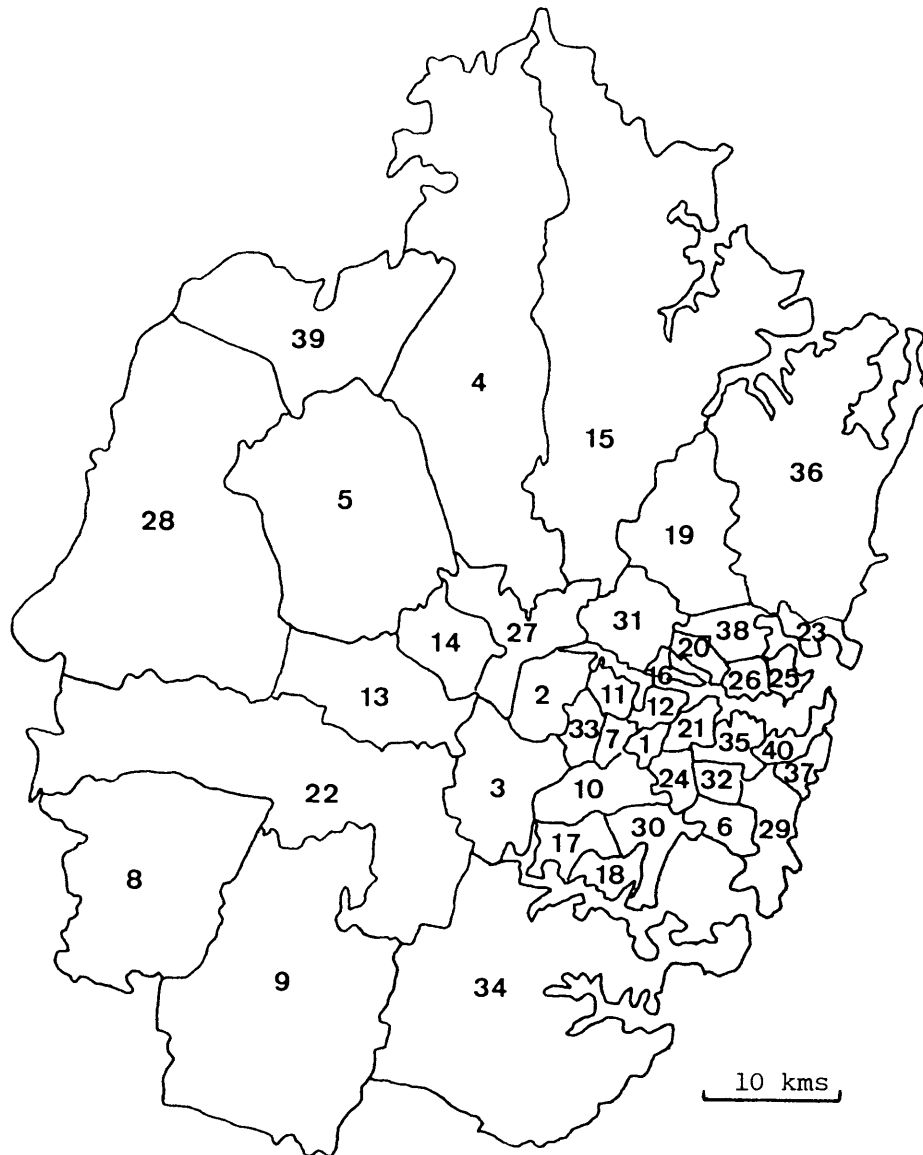
- Statistical Division Boundary
- Statistical Sub-Division Boundary
- Local Government Area Boundary



Prepared for the Australian Bureau of Statistics
by the Division of National Mapping, Department of National Resources, 1976.
Distributed by the Australian Bureau of Statistics, Canberra.

APPENDIX M

Map of local government areas within the County of Cumberland.



LOCAL GOVERNMENT AREAS IN THE COUNTY OF CUMBERLAND

- | | |
|-------------------|------------------|
| 1. Ashfield | 21. Leichhardt |
| 2. Auburn | 22. Liverpool |
| 3. Bankstown | 23. Manly |
| 4. Baulkham Hills | 24. Marrickville |
| 5. Blacktown | 25. Mosman |
| 6. Botany | 26. North Sydney |
| 7. Burwood | 27. Parramatta |
| 8. Camden | 28. Penrith |
| 9. Campbelltown | 29. Randwick |
| 10. Canterbury | 30. Rockdale |
| 11. Concord | 31. Ryde |
| 12. Drummoyne | 32. South Sydney |
| 13. Fairfield | 33. Strathfield |
| 14. Holroyd | 34. Sutherland |
| 15. Hornsby | 35. Sydney |
| 16. Hunters Hill | 36. Warringah |
| 17. Hurstville | 37. Waverley |
| 18. Kogarah | 38. Willoughby |
| 19. Ku-ring-gai | 39. Windsor |
| 20. Lane Cove | 40. Woollahra |