



WHERE DO WE WANT TO BE?
COMMENTS ON THE WORKSHOPS WITH
LOCAL STAKEHOLDERS
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BLUE MOUNTAINS CITY STRATEGY

REPORT ON COMMUNITY STAKEHOLDERS WORKSHOPS

- Katoomba 27 November 9 am and 1:30 pm
- Blaxland 28 November 9 am
- Springwood 28 November 6:30 pm
- Katoomba 29 November 9 am and 6:30 pm

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1. Introduction

1.1 This report, in line with my previous reports and papers for Council, does not purport to be simply a summary and analysis of the proceedings of the six stakeholder focus group workshops held at Katoomba, Blaxland and Springwood over the three days 27,28, 29 November 2001. Illawarra Regional Information Services, (IRIS), who have been engaged by Council for this purpose, will undertake these tasks. Furthermore, at the time of writing I have not got access to the data collected from the workshops by IRIS.

1.2 Rather, this paper expresses my own impressions, as gathered from the workshops, and further develops some of the ideas that were generated there. Notwithstanding any 'spin' that I have put on them, the ideas contained here genuinely have their roots in the discussion that took place at the workshops. In addition they draw on outcomes of the previous community consultation procedures. I took extensive notes in the first two sessions of each workshop as well as leading the discussion in the final session.

1.3 There were six workshops in all, involving well over 120 participants drawn from community stakeholder groups, public utility corporations, and community organisations. Representation, unlike that of the earlier workshops for these groups at Wentworth Falls, did not group people with like interests (e.g. transport, social services). Rather, the composition of participants was, as far as it could be organised, diverse. We were seeking ideas and visions from participants that integrated concerns of environment, society, economy, transport and lifestyle. My impression was that the workshops worked well in this respect, though I felt that land development and larger business interests were under-represented. This was no fault of the organisers of the workshops: rather, people invited to speak for these interests simply declined the invitation. This was, to my mind, unfortunate, for such people have a major influence on the processes of development in the community and needed the opportunity to listen to other sections of the community and to be listened to by those sections.

1.4 The hoped-for outcome of the workshops was consensus on a common goal for the community of 2025 together with high-level ideas or principles that could be used to generate appropriate policies and action plans that would lead towards that goal. In fact the results of all workshops pointed very specifically towards a very particular type of city, and this is further dealt with in Section 4.

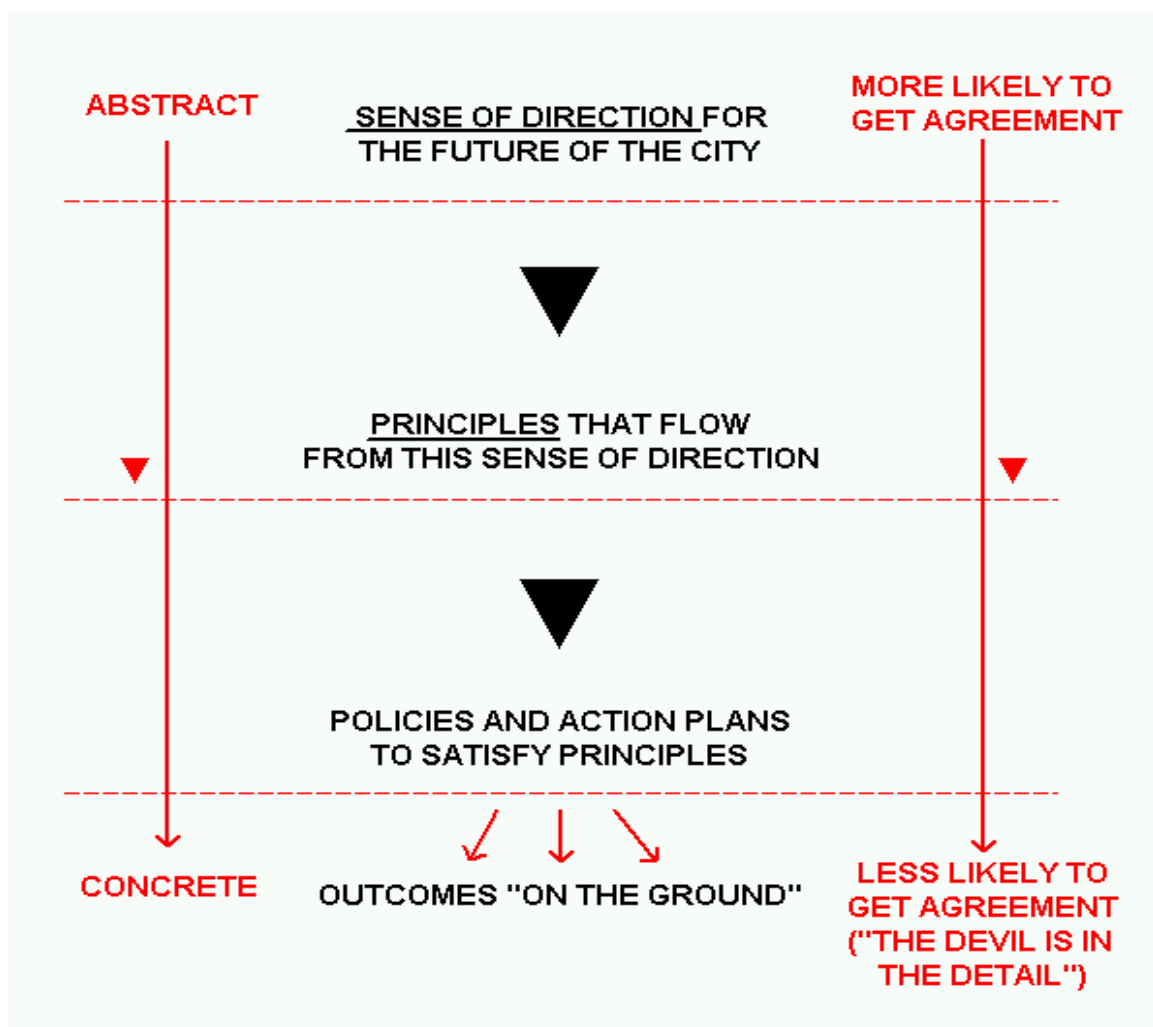


FIG 2.1 The goal-development process as demonstrated at the workshops

2. The workshops

2.1 All six workshops had a similar format, though as experiences from earlier workshops were fed back into later ones, there was also an evolutionary element in the process. Participants were initially welcomed and a generic model of the process, goals, and hoped-for outcomes of the workshop was explained to them. The model is shown as Figure 2.1. As the workshops evolved, another graphic was found to be useful. It is essentially the same process as Fig 2.1, but seen in reverse, starting with the most abstract expression of intent —the goal — and proceeding down to more concrete ideas. This diagram, shown as Figure 2.2, was particularly useful in explaining and demonstrating the value of high-level thinking where consensus was most likely to occur.

2.2 Participants were then asked to share, as individuals, their personal visions for the Blue Mountains in 2025. As, in most cases, there were more than 25 participants, this stage of the workshop took the best part of one hour. These individual vision statements are summarised in Appendix A. While most participants worked as individuals ‘drawn from’ particular interest groups and therefore were happy putting their personal ideas, others had consulted with the groups or organisations that they represented and were presenting ideas as ‘representatives’ of those groups or organisations.

2.3 In the second phase each participant was then asked to consider all the ideas that had come out of the first stage and from this to nominate **one** critical idea that they would take into discussion in the small group workshops. The workshop was then divided into three or four small groups, each of about six people. The groups discussed the six or so individual ideas brought into the workshop looking at areas of agreement and disagreement. From their discussions they were asked to nominate one or perhaps two very high level or abstract ideas that the group as a whole felt best described the Blue Mountains that the people of 2025 would want to have handed on to them. The small groups then reconvened in plenary session to report back on their ideas and there was then a short discussion of similarities and differences in the group ideas.

2.4 The final phase of the workshop, taking an hour, was a plenary discussion and debate on ideas that had arisen, facilitated by myself. The desired outcome was expression of a series of key ideas or principles that represented a consensus of the group. The idea that agreement was more likely on ‘high level’ (or abstract) principles rather than on ‘low level’ (more concrete) proposals for action was impressed on the group. Nevertheless, the debate was allowed to drop into concrete levels from time to time to allow the workshop to experience the sorts of conflict that will arise at that level.

2.5 Notwithstanding the possibility of such conflict of ideas, it was the task of these workshops to reach consensus, if that were possible, on high-level ideas that could guide the process of policy formation and the development of action plans. The six focus group workshops indeed came up with a list of some fifteen ‘principles’ which will be itemised in the IRIS report on the workshops. This was a considerable achievement of the workshops, for it is common enough in similar gatherings for debate to get semantically blocked and not produce even one clear idea as the outcome for an hour’s discussion.

GOAL, OR VISION STATEMENT

A highly abstract statement of the desired future that the process is intended to achieve. Relatively easy to get consensus.



SUB-GOALS OR OBJECTIVES

Statements, still expressed in generic language, which flow from the goal and clarify its meaning. They express desired outcomes in specific categories. More difficult to get consensus



PRINCIPLES

A set of statements which flow from and help to clarify the meaning of objectives. These are still in fairly abstract language. Because they are more concrete than goals and objectives it is harder to get general agreement on them



POLICIES

Concrete statements of what is required to satisfy the principles.



ACTION PLANS

Programmes — specifying what, when, how and how much — that can be included in budgets and carried into effect



OUTCOMES

The result of carrying out of action plans. They can be objectively measured to test whether the direction of goals and objectives is being maintained.

FIG 2.2 *Protocol for working from the overall vision to on-the-ground outcomes*

2.6 A device was used to expedite the debate and development of this list of principles. At the first of the focus group workshops, five suggested ideas drawn from the personal visions and small group discussions earlier at the workshop, as well as from the outcomes of earlier community consultation processes, were 'seeded' by writing them on a whiteboard at the commencement of discussion. The group could either 'adopt', 'amend' or discard any of these listed ideas, as well as suggest completely new ideas, in the process of evolving the group's own list. There was considerable discussion on the semantics of the given list, as well as some degree of unease that the discussion was being 'led' by the workshop facilitators. Nevertheless, the group at this workshop did finally 'adopt' the five seeded ideas, considerably amended, and added three more of their own. In this way we came out of the first workshop with a list of eight 'principles'. Perhaps there was less than full certainty about the 'ownership' of the outcome on the part of this first group because of the seeding process, notwithstanding that these seeded principles did in fact arise out of the earlier discussion at the workshop.

2.7 It did, however, become progressively easier to generate agreement, and to process discussion, in subsequent workshops. The growing list could now be presented to participants as the outcome of previous workshops, and they were *invited* rather than compelled to consider the list. They were again free to accept, amend or reject, but perhaps the list helped them by presenting examples of the appropriate levels of abstraction (as well as saving 're-inventing the wheel' where they could agree with items on the list). Thus the list grew, and at the conclusion of all six workshops it had reached a count of approximately fifteen.

2.8 Even 'principles' as thus evolved by the workshops, might not be sufficiently abstract to avoid unproductive semantic debate. Indeed there was a sense of distrust at several of the workshops where individual participants were unhappy about adopting a principle without continual legalistic, and perhaps unnecessarily specific, refining of wording to narrow the scope of the principle. This was in effect making the idea more concrete, pushing it down the hierarchy of ideas, and to some extent weakening the degree of consensus. Indeed, I believe that the 'principles' in the final list can be grouped into a small number of more abstract categories which I have called 'objectives' or 'sub-goals' for the purpose of this report. These add another level of abstraction between 'goal' and 'principle', and are discussed in more detail in Section 4.

3. Key areas of conflict: a discussion

3.1 Notwithstanding the desire at this stage of the public consultation process to achieve some degree of consensus in the community about the City's direction, there are some key matters that will present problems and which must be brought into public debate before the end of that part of the public consultation process which results in publication of the city strategy. In this section the most important of these are discussed.

3.2 The first, and perhaps the most important, is the debate about *Environment and development*. For quite a few participants in each of the workshops the notion of 'development', even the word itself, together with its derivative, 'developer, was seen as almost akin to 'evil'. For them the ideal towards which to strive is a pristine landscape close to that which existed before European settlement of Australia. With this as the goal, any further building, growth in population, in tourist activity or in industry of any kind is seen as a force for degradation. This idea needs to be seriously considered:

3.2.1 Is the environment as 'fragile' as is commonly maintained, and is human settlement invariably toxic to it? Even prior to 1788 the environment of Australia, and specifically of the Blue Mountains was modified by human activity. Aboriginal hunting and firestick management of parts of the bushland for this purpose produced a very different natural ecosystem from that which might otherwise have existed in the absence of human intervention. There is even discussion in scientific circles as to whether the characteristic eucalyptus bushland and forests of most parts of Australia are artefacts of 40,000 years or more of Aboriginal occupation and burning.

3.2.2 Even if Aboriginal land use practices were only relatively minor influences on the evolution of the Blue Mountains natural environment, there is good reason to suspect that the ecosystem is dynamic and has in any case changed quite rapidly through natural circumstances. Fire is an obvious case in point. Even without Aboriginal burning, lightning is a sufficiently regular phenomenon each spring and summer to initiate cyclical wildfires. There is little doubt that at least the dry eucalypt bushland and forests in the Blue Mountains have been naturally evolving as a consequence towards an increasingly fire-promoting ecosystem. This of course presents a major hazard for settlement as few residents of the area recognise that bushfires — and intense wildfires at that — are an essential part of the bushland that they treasure.

3.2.3 Exclusion of fire around the urban settlements will, as a consequence, favour plants otherwise eliminated or controlled by fire, including indigenous as well as exotic species. This can be clearly seen around the foreshores of Sydney Harbour where the characteristic dry sclerophyll Hawkesbury sandstone woodland is being replaced by rain forest after more than a century of fire exclusion. Through management (and considerable luck due to successions of wet springs and summers) major wildfires have been successfully suppressed over most of the Blue Mountains since 1977. This in itself will have wrought changes

to the nature of the bushland, allowing the return of species which would otherwise have been held back in their development by fire. Fire-promoting species, by comparison, will have been relatively retarded by this lack of wildfire.

3.2.4 However, the species composition of the bushland also responds to other natural phenomena such as weather and climate change. Within the 20,000 years or more of human occupation of the Blue Mountains landscape, climate has constantly fluctuated from being much colder than at present to being much warmer. Wide changes can occur within the course of a few centuries. In 1100 AD, for example climate was considerably warmer than at present, by 1300 it was rapidly cooling, reaching a nadir in the early 18th century (one or two degrees cooler than at present) and warming again since then. Even within broadly warming or cooling phases there have been fluctuations, such as the cooling through the 1940s to the 1960s, followed by the present warming phase that has accelerated since the 1980s.

3.2.5 Whether the current continuing warming trend is artificially caused or not, these changes, both subtle and dramatic, are likely to affect and change the natural environment of the Blue Mountains. Certainly the changes since European settlement have been profound over the continent as a whole. Many species have become extinct and an even larger number are threatened, but it is at least debatable that in comparison with farming and grazing areas the effects of urban settlement in the Blue Mountains on the natural ecosystem have been relatively benign.

3.2.6 Indeed, it is arguable that the most damaging impact of European settlement on the Blue Mountains landscape and ecology has been caused, not by the dramatic surge of urbanisation in the second half of the 20th century, but by careless and laissez-faire industrial development and speculation in the hundred years prior to 1960. The railway, completed through the Blue Mountains by 1870 but duplicated in the first decades of the 20th century, caused extensive felling of trees on ridges and in moist eucalypt forests in valleys for construction materials and, initially, for wood-burning locomotives. The later mining phase of development led to huge clearance of timber, obvious in turn-of-the 20th century photographs of early Katoomba and still evident in photographs of popular tourist areas until well into the 1950s. During the great depression, hut dwellers in the Lower Mountains again cleared bush timber for firewood and rough building. Speculative early 20th century subdivision throughout the Blue Mountains left a legacy of rough, unsealed bush tracks and roads which, while many have now been sealed, are still causing significant environmental degradation. The author can personally testify that there were far fewer tall trees in the bushland interstices between urban Katoomba and Leura in the 1950s than there are in 2001. By comparison with these earlier assaults, the doubling of the Blue Mountains population between 1960 and 2001, while not without adverse environmental effects on the area, has seen much less obvious degradation. Much of the problem

currently faced, nevertheless, is the legacy of the unregulated development of the laissez-faire years.

3.2.7 Even the problems of feral plants and animals can largely be dated back to that era. The stands of radiata pine, considered by some in the community to be a treasured legacy and by others to be a menace, testify to this point. The cool-climate gardens still treasured by many Blue Mountains households and visitors represent a profound environmental change — and one deliberately intended as such — as early 20th century European-Australians found it hard to come to terms with, and to understand the natural bushland they were occupying. They lived in the Blue Mountains *because* they could grow their beloved ‘home country’ gardens there rather than because they loved the native bushland.

3.2.8 The newcomers of the last 40 years, though more numerous than the settlers preceding them, have come with an increasing (though far from profound) love and understanding of the bush. They have built their dwellings and businesses subject to systematic town planning law and environmental regulation. Mistakes have undoubtedly been made: areas have been subdivided and developed which should never have been permitted, and much ugly building and engineering has been a consequence of rapid urban growth. Nonetheless, there are areas where the state of the natural environment has improved in this phase of urbanisation, even if it is far from restored to its pristine condition. The link between population growth with consequent urban development *per se* and environmental degradation is not necessarily directly causal.

3.2.9 No doubt the ‘environment Vs development’ debate will continue throughout and beyond the City Strategy process. What is perhaps recognised and agreed so far is that whatever future development is permitted should be relatively modest in scale and very carefully monitored. Perhaps the next 25 years can demonstrate how good and sensitive urban development is indeed compatible with its location within a world heritage environment of outstanding natural beauty and scientific interest.

3.3 Closely allied to the question of environment and development is that of *Population*. Again a minority, but a significant number, of participants argued strongly for a halt on population growth suggesting that there was a limit on the capacity of the Blue Mountains to accept more people without environmental damage. It was argued that that limit had been reached or even passed.

3.3.1 The first question that needs to be asked is that, if this is indeed the case, *how* can such a limit be imposed? Given a democratic society that includes reasonable freedom of action and choice among its most valued qualities, are there feasible ways of halting population growth? It is true that there is a natural limit on available building land in the Blue Mountains where expansion is constrained by the national park boundary both north and south of the towns and villages. Already the last major subdivision projects are in train at Winmalee.

Within ten years, at current rates of uptake, all available vacant building blocks will be developed. This will in itself slow the rate of population growth if people continue overwhelmingly to prefer living in detached cottages.

3.3.2 There is, however, a catch: as blocks become scarce and demand remains stable or increases then prices of land and of existing housing would rise, putting a squeeze on affordability of housing. The community would then be forced to make a choice between allowing a somewhat monocultural ‘gentrified’ community to develop, or to allow for redevelopment on a sufficient scale to control demand and keep housing prices relatively affordable, permitting continuation of a reasonably diverse community.

3.3.3 The above arguments also assume continuation of current growth trends with no real *increase* in growth pressure on the Blue Mountains. Such increasing pressure is not out of the question. With the accelerating growth of Sydney in recent years, and especially growing pressure for development in the western regions of the Sydney (demonstrated by major recent land releases) metropolitan area, growth in the Blue Mountains could well increase. It would also be politically difficult to resist. Given what many Sydney people consider to be a better quality of setting and lifestyle and the easy access from the Blue Mountains to western Sydney, it is not difficult to envisage local circumstances that would put strong population growth pressure on the Blue Mountains. There is in all of this a paradox to be resolved: *the only realistic way to ensure population does not increase in the Blue Mountains is to make it an unattractive place to live*. This, of course, surely runs counter to the general community’s wishes and every other intention of the City Strategy.

3.3.4 The so-called population debate needs to be put into the context of lifestyle choice. There is little doubt that a population little larger (or even smaller) than that which currently exists, and following a high-consumption lifestyle, could indeed put unmanageable pressure on the Blue Mountains environment. On the other hand, given a population which largely eschews that lifestyle — which lives relatively simply, is conscious of the need to minimise waste, walks, cycles or uses public transport in preference to the car — then it is quite possible that the Blue Mountains could absorb considerably more people without prejudice to its environment. The ‘population debate’ is really the ‘lifestyle debate’. I suspect that the community at large is willing at this stage to consider arguments for a more sustainable society but is not yet prepared to face the real consequences that it would mean for their personal lifestyles.

3.4 Closely related to population is the issue of *Housing*: Given that the land supply for detached housing is expected to run out within ten years or so, is *redevelopment* an option for the people of the Blue Mountains. Is there any degree of community support for other styles of housing such as flats and medium density forms? Previous workshops for residents indicated that these were not necessarily out of the question, but in the stakeholder workshops there was strongly expressed advocacy of low density housing

forms. On the other hand, some parts of the city, particularly Katoomba, have long had a tradition of flat building. Is affordable housing in the Blue Mountains a viable concept? If there is no accommodation for lower paid and part-time workers then the community will not be able to support many of the services that an ageing, and possibly modestly wealthy, population will demand. Is the detached cottage form of housing in any case one that encourages or discourages sustainable lifestyles? There will no doubt be continuing discussion of these questions and the debate cannot and should not be avoided in the participation process.

3.5 In raising the question of lifestyle, *Transport* will be another group of issues raising lively debate. There seems to be little doubt that accommodation of even modest increase of population and urban redevelopment without harm to the environment is going to require the community to re-examine the way it travels within and to and beyond the Blue Mountains. While a rather significant majority of participants at the focus group workshops supported the idea of diverting passengers and freight from the roads, an overwhelming majority of them still personally preferred to use their cars. Is there an obvious dissonance here between what is felt to be right and the extent to which individuals can be persuaded to 'internalise' the message? Or was it a case that the rest of the world should change while I do not?

3.5.1 Much has been said and made of the argument that people will not use public transport services until they are perceived to be as safe, comfortable and convenient as using the private car. In other words, the service should be improved and then people will start to patronise it. To some extent, this argument was supported by the Olympic experience where frequency of rail services was greatly increased and patronage did increase. However, public transport, despite its bad press, is already considerably safer than the private car when all risks are accounted for, and it is never going to be possible for public transport to match the convenience and comfort of the private car. While the total cost per person of public transport is *potentially* much less than that for car transport, the low *marginal* cost (per kilometre) of operating a car on a specific trip cannot be matched by public transport.

3.5.2 It is probably fair to say, therefore, that people will never give up their cars *because* they find public transport cheaper, more comfortable and more convenient. They will only do so out of a public spirited or altruistic motivation that their choice will make their community and environment better. Only as they do so will they, perhaps paradoxically, find that their mobility and many other things in their lives such as housing and leisure activity will become both cheaper and time-affordable.

3.5.3 How can the community be assisted to make that choice? It requires both positive incentives in the form of improvement of the public transport service and disincentives for use of cars. The former include higher frequency of train and bus services, better accessibility of stations, convenient transfer between train and bus modes, system-wide ticketing, and approaches to urban design that ensure that all

dwellings are within the ambit of services. Disincentives to use the car are best provided through the management of demand. In particular, traffic congestion is really the only simple means to get people out of cars, and this means limiting, if not positively reducing the space that is given over to cars. Limiting road space between destinations and limiting parking at destinations forces a realistic choice between modes: if the car journey is *both* quicker *and* more comfortable there is no way that public transport can compete.

3.5.4 This does not deny the fact that car travel is far more expensive for the consumer in the long run. Cars are expensive to buy, maintain and dispose of when they are no longer useful. They demand space, even expensive urban space, and they greatly increase costs of building to accommodate them. They force urban form to become more dispersed thus requiring greater travel and travel time to reach destinations for work, shop and school. Universal use of cars compromises the *independent* mobility of people without a drivers licence (roughly fifty percent of the population), and this leads to diverse and adverse social problems such as: the requirement for subsidised public transport in any case; the need for parents to chauffeur children to and from school, recreational and cultural pursuits; and the need to accommodate elderly people in special institutions rather than within the general community. nevertheless, up to 20% of the economy depends directly or indirectly for its livelihood on industries that cater for the needs of the motorist, so it is not easy, either politically or socially, to persuade motorists to make the change to alternative transport.

3.5.5 It must yet be said that urban design and form that is based on walking as the primary means of transport is far less costly, more efficient at providing access to schools, shops work and recreation, and is more healthy for the population than dependence on mechanical transport. Walking gets less attention than it deserves from transport planners because it is so simple to understand: it does not require arcane knowledge or elaborate technology and expertise. You cannot make much money by promoting it!

3.5.6 The Blue Mountains does possess a huge advantage if it is to be a community that is at the forefront in helping people to make the difficult decision to change to walking, cycling and public transport. In most cities the urban form developed to satisfy the need for car transport and road freight is so dispersed that it is quite unsuited for retro-fitting of public transport which is most efficient operating on linear routes with reasonable densities of potential patrons around stations and nodes. In the Blue Mountains, terrain has already constrained development along ridge lines producing the linear forms most favourable for public transport. Furthermore, in the existing rail service there is a sophisticated and well-used (if well below capacity) trunk facility towards which all the subsidiary ridges run. In most other metropolitan communities it would be difficult to plan development to be within 3 kilometres of a trunk service and 500 metres or so of a feeder line: in the Blue Mountains it is almost inevitable! Furthermore, as the widening of the Great Western Highway proceeds,

communities in the Blue Mountains are beginning to realise that it is not an unmitigated benefit. The Highway is dividing communities that the people are more concerned about uniting.

3.5.7 One very commonly articulated concern was the need for subsidiary road connection between villages so that locals are not tied up in the congestion of the highway, particularly at weekends. To some extent such roads already exist. It is possible to travel from Lapstone to Mount Riverview, Faulconbridge and Winmalee without using the highway. It is also possible to do so from Lawson to Katoomba if one discounts the need to use the highway for a 200 metre anti-tidal manoeuvre between Wentworth Falls and Leura. Such routes are quite tortuous, but they need to be to avoid their discovery and use by 'rat runners'. At present there is no complete link between Katoomba and Blackheath, nor is there a link between Faulconbridge and the Central Mountains except for the Highway.

3.5.8 As mentioned above, a balanced transport system in the Blue Mountains might require demand management, or capacity limitation, on the Great Western Highway. This could be relatively simply achieved by leaving strategic sections of two-lane road in appropriate locations. This would act in the same way as a resistor in an electrical circuit, allowing free-flow of traffic below the desired limit, but restricting traffic to the limit by the deliberate acceptance of congestion on these stretches of road when offering volumes exceed the limit. Moreover, it is feasible to argue for such a system because alternative and appropriate means of travel are available in the rail system.

3.5.9 Carriage of people is only part of the urban transport task. Freight is often overlooked. One of the major concerns about the Great Western Highway is the impact of heavy trucks on adjoining towns and villages. Participants frequently argued for a parkway-style road that would relieve the highway of the burden of through traffic. Few residents realise, however, that most of the highway traffic is 'local': only 10% of the traffic passing west through Glenbrook (for example) is bound for destinations beyond the Blue Mountains. While the proportion of trucks as through traffic is probably higher than this a considerable part of the truck traffic is, nevertheless, still local. There are, however, potential solutions for the diversion of freight, and especially through freight, to and from western New South Wales, away from the Great Western Highway.

3.5.10 Neither the Great Western Highway nor Bells Line of Road provide ideal alignments for freeway construction. Both are environmentally sensitive, confined to narrow ridge routes, and the Great Western Highway impacts heavily on urban communities. It is reasonable, for this reason, to suggest that official routes for heavy articulated vehicles (B-doubles and the like) should use neither route but should access the Central West and Far West from Sydney via connections to the Hume and Pacific Freeways. The Golden Highway provides just such a route from Dubbo and the North West, while upgrading of the trunk road from Bathurst to Goulburn could provide connection to the Hume Freeway.

3.5.11 Alternatively, freight could be sent by rail through the Mountains with a suitable freight interchange in the Central West. There are several available technologies for minimising the transfer costs between modes. This being said, the rail service cannot accept limitless freight: any significant increase in use of the Main Western Railway for passenger traffic may restrict the availability of train paths through the Mountains for freight trains.

3.5.12 In summary, there are options available to the New South Wales, and specifically the Blue Mountains community, to minimise the impact of both car and truck traffic on the Great Western Highway. Although participants at the workshops were divided on the need for completion of the divided Great Western Highway through the Blue Mountains an important message has come out of the community consultation processes. This is that the super-road option should not be viewed as a *fait accompli* and that the issue, even of completion of current widening proposals, should be opened up to informed community debate.

3.6 Finally there is the question of *Employment*. It has long been a wish of the Blue Mountains people that employers will be attracted to the Blue Mountains to provide jobs, especially for younger people, and mitigate the need either to commute or to leave the area. Will the Blue Mountains ever be able to retain a diverse range of employment for its younger people? If so, can the businesses generating that employment really be environmentally sustainable? These are major questions that have to be solved at a concrete level if people can place any faith in the City Strategy.

4. Goals, objectives, principles, policies and action plans. Some generic ideas thrown up by the community consultation process thus far.

4.1 The detailed results from both the resident discussions of early November and stakeholder discussions of late November will be included in the IRIS reports on the workshops. What is attempted here is a more impressionistic synthesis of ideas coming not only from these workshops but also from all the previous community consultation events. This synthesis uses a model which actually evolved in the course of the workshops as we tried to keep the discussion focussed on high level principles where there was more likely to be consensus among participants. We were less concerned at this stage with specific details of *how* the principles could be realised. This was the level of concreteness where participants were more likely to disagree.

4.2 The model is set out graphically in Figure 2.2 above, and demonstrates decreasing levels of abstraction in thinking as ideas flow down from high level goals and principles to lower level policies and action plans. As one discusses goals and principles at high levels of abstraction there is a good chance that participants can agree. If there is still disagreement then discussion can be made more abstract ('higher') until agreement is reached. Quite rightly, participants pointed out that at that level such goals and principles tend to be 'motherhood statements' and such they remain unless they are supported by more concrete lower level policies and action plans that allow the goals to be approached and principles to be realised.

4.3 Notwithstanding this perfectly valid observation, the exercise of developing goals and principles is still valuable, for these encapsulate ideas on **what** the community wants to achieve. Debate in more concrete terms is then focussed on **how** the idea (policy, action plan or whatever) will support the principle rather than treating the idea as a principle in its own right. This can assist creative thinking when debate must inevitably get down to concrete levels (and paves the way for lateral thinking processes such as the use of Edward de Bono's 'coloured hats'). For example, acrimonious debate about the merits of road or rail transport in the future of the city might ensue where participants have come to the debate with fixed *pro* or *con* positions for road or rail modes. If the principle mentions *neither* mode specifically, but instead sets out the general outcomes expected from an *efficient freight and passenger transport system*, then the relative merits of each mode (and any other possibilities, not necessarily seen in themselves 'transport modes' — such as walking or different organisation of land uses — which are often left out of such discussion,) can be explored without any implication that a narrow and limited choice has to be made for one mode to the exclusion of any others. The outcome can indeed be a solution to the problem of satisfying the principle that none of the participants initially brought into the debate.

4.4 It is my impression that all the work on community participation so far undertaken is indeed starting to demonstrate a broad community consensus for a particular type of city envisaged in 2025. *One specific scenario seems to be already developing as the*

community consensus. It is characterised by low to modest population growth (but at a rate considerably less than that experienced in the past 25 years), with protection of the natural environment as the over-riding goal. Environmentally sensitive employment, based on tertiary education, environmentally sensitive tourism, small technologically sophisticated (and often home-based) industry, and artistic endeavour, will increase local opportunity for quality jobs. The strength of this consensus seems to be such that the proposed stage in the City Strategy process, of developing scenarios and seeking community comment on different development paths for the city, might well be redundant.

4.5 There is also a sense that the community is prepared to accept lifestyle changes that reduce consumption and consequent production of waste in the cause of achieving an ecologically sustainable city. There is still likely to be considerable debate on what aspects of current lifestyle choices would be sacrificed to achieve this end, and when it comes to the crunch, people might actually find it difficult to put their good intentions, as expressed in words, into action. For example, while most participants at all six workshops rather strongly supported a preference for public transport and walking/ cycling over further development of city form adapted to the imperatives of the private car, very few indeed walked or used public transport to attend the workshops. Lest I be accused of casuistry in this respect, I was one of that very small minority for the Blaxland and Springwood workshops. It was not really difficult to access either venue by train, or to walk locally: the problem of translating good intentions into action is more complex than the mere availability of the service

4.6 In the outline presented below an overall goal for type of city envisaged in the consensus scenario is suggested. This is generically derived not only from the outcomes of these six workshops but also from those of previous community consultation processes. This overall goal is followed by five objectives or sub-goals which flow from the goal and themselves can give rise to principles upon which policy can be based. At the time of writing I have not got access to the full list of principles evolved at the focus group workshops as the data from the workshops is currently being processed by IRIS. I have no doubt, however, that that list of principles can fit well into this model.

4.7 The **goal**, an overall statement of the direction in which we want to head, (or, in other words, ‘the light on the hill’) is suggested thus:

***Goal or vision:** By 2025 the Blue Mountains will be a community renowned for its environmental management practices, that values its built environment and history and cares for its people.*

4.8 From this goal five **objectives** are also emerging which appear to be getting broad community support if not necessarily unanimous agreement:

***Objective One:** The quality of the natural environment of the Blue Mountains should not only be maintained, but degradation from past poor development practices should be remedied.*

Objective Two: *That further development in urban areas of the Blue Mountains can only be allowed within the ability to support Objective One.*

Objective Three: *That the distinctive qualities of the towns and villages that constitute the urban Blue Mountains be maintained and/ or enhanced.*

Objective Four: *That, within the constraints imposed by Objectives One to Three inclusive, the city provide a wider range of educational and employment opportunities for its people than that which exists in 2001.*

Objective five: *That the Blue Mountains, by 2025, will have a natural reputation as a community of thinkers, the arts, and entertainment which cares for its residents and visitors.*

4.9 It may be noted that these objectives do not include specific references to transport, affordable housing, or indices of natural or social environmental quality. This is not because these things are unimportant — they are very important — but they are *means* to the ends expressed in the goals and objectives and not necessarily ends in themselves. They should rightly be articulated in action plans, policies and possibly in higher-level principles. Indeed these important means impact on all five objectives as well as the overall goals as the analysis in Appendix C demonstrates.

4.10 I believe that these five objectives do indeed encapsulate the ideas evolving from the public participation process and allow appropriate principles, policies and action plans to be generated. Principles relating to the much vexed question of transport, for example, will find a place under *each* objective (for an integral understanding of all ideas which point towards achievement of the goal must be achieved), but particularly under One and Two. Important principles relating to urban design relate most specifically to Objectives Two and Three, but also affect achievement of other objectives. Employment generation clearly fits under Objective Four but it is also constrained by Objectives One and Two. Issues such as housing form and affordability relate to Objectives Two, Three and Five, and conceivably also to One and Four. Bushfire protection and management flows from all objectives but particularly from One through Three. Appendix C lists matters for consideration under each of these objectives, and further articulated into implications for environment, society, economy, transport and lifestyle. It is at the level of these implications that there will continue to be vigorous, possibly even acrimonious, debate (as outlined in Section 3 above) but that debate will be about ways and means of achieving objectives rather than over the objectives themselves.

4.11 In this respect, I believe that the stakeholder focus groups have been of immense help to the City Strategy process. In the clearly emerging consensus on the overall goal for the city and the lists of ‘Principles’ emerging from the workshops (and indeed from the other community consultation processes), I believe the Council has a sound basis for the strategy. Much further community consultation will, of course be required, for, as

stated above, there will be long and strong debate on ways and means. High level agreement, however, gives an essential background for that debate.

Appendix A: Individual vision statements by participants

A.1 This appendix was compiled from the notes I took at the workshops. The lists relate the visions for workshop participants in the same order as they were stated around the table. Some participants made a simple statement relating to just one specific topic. Others mentioned several topics in their articulation of their vision. In some cases these were captured in one statement as a ‘compound’ vision. In other cases the ideas articulated were so complex or distinctly different that they were captured as a separate statement. There are thus somewhat more statements than there were participants. Percentages in the table below refer to the proportion of *statements*, rather than participants, that referred to a particular objective. There may therefore be times when the number of references actually exceeds the number of participants (i.e. two or more of a particular participant’s statements related to a specific objective).

A.2 There are some signs of later speakers being influenced by what went before, but these ‘leading’ effects are not considered to be particularly significant. Participants had actually prepared a written statement, either before the meeting or in the first few minutes of the meeting. They thus had committed themselves in writing before they knew how others were thinking. Preceding statements may, however, have prompted them to change the priority they put on particular aspects of the vision they had written down. Any differences between the spoken and written visions will become apparent in the content analysis of the written visions by IRIS.

A.3 Although not quite verbatim statements (participants often made quite lengthy statements), these lists summarise the participants’ visions and summarise their ideas. They refer only to aspects of the visions that were actually read out publicly in the workshops. The written vision statements were more complex still, and may well give a more complete picture of the ideas on participants.

A.4 Table A1 below summarises the data from the first session of all of the stakeholder workshops. Clearly the notion of sustainable development is one felt strongly by the community, as is the maintenance of the quality of the natural environment. There is no doubt also that the quality of the community as a social entity is very important to participants. While industry, education and employment were only mentioned in about one third of statements and the specific character of towns and villages in about one statement in five, these matters did emerge in subsequent discussion as important. Whereas industry, education and employment were of more or less uniform importance to all workshops, there was considerable variation in the mention of the character of individual villages. This ranges from only one mention in twenty-one statements at the second Katoomba workshop to twelve mentions in forty statements at the Blaxland workshop. This may mean that this particular objective is more important to some parts of the Blue Mountains community than to others.

TABLE A1. SUMMARY OF VISION STATEMENTS AT WORKSHOPS RELATED TO FIVE OBJECTIVES FROM SECTION 4.

Objective implied in statement ▼ Workshop ▶	1	2	3	4	5	6	Total
Number of participants	21	17	20	19	26	25	128
Number of statements	31	21	40	24	44	41	201
One: Environmental quality	16	10	21	11	23	20	101 (50%)
Two: Sustainable development	19	12	24	14	31	24	124 (62%)
Three: Village character	8	1	12	4	5	7	37 (18%)
Four: Industry, education and employment	8	8	9	6	16	16	63 (31%)
Five: Quality of community	20	15	18	14	20	19	106 (53%)

A.5 The following tables set out the individual statements and, in the right hand column, the objectives which can be inferred from the statements.

TABLE A2. KATOOMBA WORKSHOP 1, 9 am to 12 noon, TUESDAY 27 NOVEMBER

Summary of individual vision statements	Objective invoked
Multi-functional use of spaces for children	5
A city that lives and works in harmony with the environment	1,2
Maintain the quality of the natural environment at pre-European levels	1
Security for families in a community recognising diversity	5
A city of the arts manifest in the Blue Mountains	5
A city with good urban design and a special sense of place	2,3
Preserve the natural and historic environment through use of sustainable transport	2,3
A city where the natural and historic character is not preserved in amber	1,2,3
A city in harmony with the natural environment	1,2
A small business incubator with the Blue Mountains as a learning centre	4,5
More efficient use of energy in housing and harmony with the natural environment	1,2
A city with facilities for young people	4,5
A community that understands and mitigates bushfire risk	1,2,5
A city with sustainable living and accessible housing	1,2,5
A city with a relaxed lifestyle in friendly communities	3,5
A community that capitalises on its environmental assets	1,2
A city that has mitigated the impact of heavy traffic	2,3,5
A city with improved road facilities to reduce congestion	2,3,5
A general reduction in CO2 emissions	2
A city which capitalises on the strengths of world heritage listing	1,2,3,5
A city that has changed its lifestyle to recognise impact on the environment	1,2,5
A sustainable city with a lifestyle that matches	1,2,5
An exemplar to the world of living in harmony with the environment	1,2,4
A sophisticated and diverse city with a vital culture	4,5
A city with better facilities for children	4,5
Connectedness of community with place	1,2,3,5
A community with a range of affordable housing options	2,5
A united community which is proud of its environmental leadership	1,2,4,5
A community that <i>wants</i> to be environmentally conscious	1,2,4
Preservation of environment in a friendly and accessible community	1,2,5
A healthy population with affordable housing and accessible services	2,4,5

TABLE A3. KATOOMBA WORKSHOP 2, 1:30 pm to 4:30 pm TUESDAY 27 NOVEMBER

Summary of individual vision statements	Objective invoked
A city where the environment informs our decisions	1,2,4
A city with cultural diversity	5
A community that values protection of its environment and culture	1,2,4
A safe highway	2,5
Safe movement within the city is possible	2,5
A city that capitalises on its strengths of environment and proximity to Sydney	1,2,4
A city of diversity and tolerance	5
A fun city in harmony with the environment	1,2,5
A community which willingly funds recreational activities for able bodied and disabled children	5
A community with a just, moral and cooperative society living in an ecologically sustainable environment	1,2,5
A city with greater educational and recreational opportunities for young people	4,5
A city with quality development in the context of a superb natural environment	1,2
An environmentally attractive community that supports appropriate economic and social activity	1,2,4,5
A community which recognises the environment as its greatest asset and which informs all decision-making	1,2,
A city that strikes the right balance between the needs of a diverse community and the environment	2,4,5
A safe and friendly community that is diverse and makes the most of the environment	1,2,5
A city of environmental quality but also with an active and diverse community	1,2,4,5
A tolerant society with facilities that are accessible to all	5
A vibrant, diverse, community which shares resources and creates local opportunities	4,5,
A city where people want to spend their lifetimes	5
A city that maintains the distinct identity of the component communities	3

TABLE A4. BLAXLAND WORKSHOP 9:00 am to 12 noon WEDNESDAY 28 NOVEMBER

Summary of individual vision statements	Objective invoked
A city which protects the environment	1,2
A community which establishes strong connections between the upper and lower mountains	3,5
A city that maintains the individual spirit of component communities	3,5
A city where community interaction is enjoyed	3,5
A city that practices sustainable development	1,2
A city that involves its citizens in decision-making	5
A community that recognises the link between the environment and its society and prosperity	1,2,4,5
A sustainable economy that provides local employment opportunities	1,2,4
A city with a more accessible community focussed on public transport	1,2,5
A city that preserves and protects its environment	1,2,
A city with population within the sustainable limit	1,2
A city with a secure long term water-supply and sewerage services at acceptable standards	1,2
A community where the environment is the bottom line	1,2,
A city that provides good employment opportunities	4
A city that uses public transport more than private cars	2,5
A city that has limited population growth	1,2,
A community that is prepared for bushfires	1,2,
A city that has remedied environmental degradation caused by development	1
A city that encourages community involvement in local improvements	3,5
A city where commuting time has been reduced	3,5,
A city that provides the full range of educational opportunities	4
A city with a sustainable natural, cultural and social environment	1,2,3,5
A city where tourism is more evenly spread throughout the Mountains	3,4
A city which retains the ambience and heritage of individual communities	3
A city with a university focussed on environmental education	1,2,4
A city which has achieved a cap on its population for bushfire mitigation	1,2,
A city which maintains the natural environment and the unique character of the individual villages	1,2,3
A city where Katoomba is the main regional centre and urban focus	4,5
A city which conserves the natural environment and the atmosphere of individual villages	1,2,3
A city with a good public transport service	2,5
A city which has more community involvement in decision making, and especially in relation to transport	2,5
A city which preserves the natural environment, which maintains social cohesion and provides adequate sporting facilities	1,2,5
A caring and sharing community that is inclusive rather than elitist	5
A city that preserves the individuality of the Blue Mountains villages	3
A city that protects its bushland environment	1,2,
A city with a knowledgeable population that respects the natural and cultural environment	1,2,4,5
A city that is a safe community for youth	5
A city which preserves the bushland and especially the interstices between villages	1,2,3
A creative and artistic community	4,5
A community that has reduced isolation and increased cultural diversity	5

TABLE A5. SPRINGWOOD WORKSHOP 6:30 pm to 9:30 pm WEDNESDAY 28 NOVEMBER

Summary of individual vision statements	Objective invoked
A city where the tone and quality of the area is maintained but development is not frustrated by world heritage status	1,2,4,5
A city which enhances the individual atmosphere of each of its component villages	3
A city dominated by its natural environment	1,2,
A city where the need for street lighting is reduced	1,2,
A city where overhead powerlines are removed, which provides high speed electronic data services, and where residential development is on large allotments	2,4,5
A city of diversity within the natural environment	1,2,5
A tolerant, lively and affordable city that protects its natural environment	1,2,5
A city with higher density housing close to transport terminals	2,5
A city with local employment that reduces the necessity for commuting	4
A city that preserves the natural environment for future generations	1,2,
A city that provides High-tech infrastructure for clean industry in its high quality natural environment	1,2,4
A city with spaces and functions that bring people, especially young people, together	5
A city that welcomes participation and inclusion for people at all levels	5
A city that has a 'web' of participation and inclusion that is not forced	5
A city that encourages creative people and avoids sameness	4,5
A civil society where community is strong and inclusive	5
A city with a preference for non-road transport options	2
A community which retains a village feel in the Blue Mountains	3
A city which protects its environment, that cares for its young people and which has succeeded in moving most freight transport to rail	1,2,4,5
A community which provides a nurturing, safe, and broad-based environment for its people	1,2,5
Lawson as the hub for the Central Mountains	3
A city that is an oasis of unique character, with environmental purity, lively artistic values and care for historical heritage	1,2,5
A city which treasures the natural bushland but which is also excited and adventurous in considering the future	1,2,5
A community which maintains the character and quality of living in a semi-urban environment	2,3

TABLE A6. KATOOMBA WORKSHOP 3, 9:am to 12 noon THURSDAY 29 NOVEMBER

Summary of individual vision statements	Objective invoked
A city which is an example of environmental management best practice	1,2,4
A city which is an example to the world of environmental protection and care	1,2,4
A city with a lively, artistic and vibrant culture	5
A city which regards environmental management as first priority	1,2, 4
A city with a sustainable but lively economy	2,4
A city where sustainability is the driving principle	1,2,
A community in harmony with the environment with diversity in its culture	1,2,5
A city with local clean work opportunities which attracts rather than repels its young people	4
A city with a vibrant education and entertainment culture	4,5
A city of environmental quality with less need for commuting, with tertiary education and which retains its young people	1,2,4,5
A city where demographic balance has been restored	5
A city with a sense of identity where environmental constraints are recognised and accepted	1,2
A community that values environmental sustainability but which is still business and tourist-friendly	1,2,4
A city which has, and uses efficient public transport	2,5
A city that is safe, hazard-aware, and has a strong community culture	1,2,5
A caring and safe community that is sustainable and affordable with good transport and communication	1,2,4,5
A community that is diverse, not parochial, and which works together	3,5
A city that preserves and protects the natural areas between towns	1,2,3
A city that uses its public transport resource	2
A city that looks positively at resource management rather than negatively at waste management	1,2,5
A city where the natural environment has been restored, and which is easy to get around	1,2
A city with a very strong sense of community and which preserves the individual character of the towns and villages	3,5
A city with excellent health care and tertiary education facilities	4,5
A city which balances all aspects of life, it has a sustainable environment, strong community spirit and inspirational governance	1,2,5
A city governed according to ESD principles and which is in harmony with the environment	1,2
A city with an economy based on ecotourism and recreation where housing design and development is in accordance with ESD principles	1,2,4
A city where the local council is proactive on bush care	1
A city where the health services are 'owned' by the community	5
A city that provides better for walking and cycling	2
A city with an economy driven by environmentally sound small business with local initiatives on environmentally sustainable development mindful of the international drivers of the economy	2,4
A city with good public transport and participatory democracy	2,5
A city with a strong emphasis on urban design management not only of individual buildings but the towns and villages and whole city as well	2,3
A city where the people care about protection of biodiversity	1,2,
A city where the consequences of consumption are transparent, recognised and effectively managed	1,2,
A city where all development control is in accordance with ESD principles	1,2,
A city with a 'fresh air' economy, but where the community is not totally reliant on	2,4

tourism	
A city with tertiary institutes and research centres of excellence	4
A city with a sustainable natural environment and social culture	1,2,5
A city which maintains the quality of environment and the atmosphere of individual villages and which gives young people opportunities to maintain their pride	1,2,3,4,5
A city of better urban design and landscaping than in 2001	2,5
A city with a creative artistic culture and which supports arts festivals of international significance	5
A city with a university campus which includes environmental management, humanities and visual arts in its offerings	4,5
A city of cleaner, greener transport, with small buses offering frequent services	1,2
A city which strongly patronises its public transport services	2

TABLE A7. KATOOMBA WORKSHOP 4, 6:30 pm to 9:30 pm THURSDAY 29 NOVEMBER

Summary of individual vision statements	Theme invoked
A city whose people recognise themselves as custodians of a world heritage natural environment	1,2,
A city that has discovered the significance of its component villages	3
A city that is a centre of innovation and excellence which carefully and sustainably balances environment, economy and society	1,2,4,5
A city with a focus on the arts and the environment and an incubator of infant environmentally-based industries	1,2,4,5
A city with appropriate public places for women, children and adolescents	5
A city with less truck traffic on the highway	2
A community which supports and helps families	5
A city with a safe environment and an inclusive community with better shopping facilities to keep the dollar within the Mountains	4,5
A city with strong urban design regulations and which has put all its overhead cables underground	2,
A city with better public transport and where most freight moves on rail	2
A community and city that deals in a commonsense way with bushfire hazard	1,2
A city where the radiata pines have been removed and the walking tracks have been upgraded	1,5
A smart city with a university and a general reputation for excellence	4
A city with good facilities for sport and tourism and with good public transport	2,4,5
A city where the whole of the Blue Mountains is seen by its residents as a unified community	3,5
A community which accepts the high cost of meeting bushfire mitigation provisions	1,2,
A environmentally-conscious city that is a leader of innovation and fun to live in	1,2,4,5
A city which has strong bushfire mitigation measures in place, especially on the urban-bushland fringe	1,2
A city where the villages retain an individual sense of identity	3
A vibrant city with culture and employment based on environmental education	1,2,4,5
A city that adheres to ESD principles in management of new and existing development	1,2
A city that is an example to the rest of the world in ESD	1,2,4
A sustainable city in a world heritage national park	1,2
A city which has a very strong emphasis on management of environmentally sustainable urban design	1,2
A city that provides environmental education for locals and tourists	1,2,4
A city where environmental education is a driver of the economy	1,2,4
A city that provides environmental camps for primary school children from all over the world	1,2,4
A city which maintains its green areas and especially the bushland between villages	1,2,3
A city with excellent community facilities	5
A city that enhances the unique character of each of its villages	3
A city that provides better work and recreation facilities for young people, with environmentally sensitive local industry	2,4,5
A city in a world heritage environment with a vital economy, where each village is recognised as having specific character and potential	1,2,3,4
A city where population growth limits have been set and the green spaces between villages have been preserved	1,2,3
A city which sensibly spreads its social and economic assets over the whole area and is linked by good quality public transport	4,5

A city which acknowledges that cars are here to stay and which provides adequate road space and parking for them	2,5
A city which has at least one more disabled taxi than in 2001	5
A city that is a model for sustainable living with diversity of lifestyles	1,2,5
A city where the arts is the main supporter of community vitality and environmental consciousness	4,5
A city where arts and culture create local sustainable employment	4,5
A city which has quality arts education, including a first-class performance centre	5
A city where children are seen as important to the whole community and not just to their parents	5

Appendix B: Outcomes of reports by small group workshops

B.1 In the middle session of each of the workshops the participants were divided up into three or four small groups to process ideas on the most important things to be achieved in the City for the Year 2025. Prior to engaging in the workshop discussions each participant was asked to write down *one* matter which he or she thought most important to be brought into the discussion. The groups then considered the ‘list’ developed from these statements, noted areas of agreement and disagreement within the groups and finally came up with one or more key ideas which should inform the articulation of the overall goal for the city of 2025 and principles for reaching that goal.

B.2 The details of the group discussions and the ideas for goals and principles articulated in the report back of small groups and also in the final discussion will be contained within the IRIS report and are not set out here in detail. However, this appendix sets out the extent to which the ideas of the small groups, as they reported back, accommodated to the five broad objectives articulated in section 4 above. The information is set out in a series of tables. A solid dot in the relevant column indicates that the ideas behind the objective were specifically addressed in the small group discussion. An open dot means that while that particular objective was not specifically invoked it was implied in the discussion. It is also pointed out that this list of objectives was itself derived from the overall workshop process. While the wording is my own the ideas belong to the participants (and, to some extent, to participants in all the previous workshops).

B.3 While it is not appropriate to put too much stress on the numerical scores for the number of times issues relating to specific objectives were discussed, these can give some indication of the general strength of feeling about issues. Were all five objectives put up to the groups at the beginning of the exercise, there is little doubt that all five would have featured in discussion. What is shown here is the extent to which the ideas surrounding the objectives were invoked *spontaneously* in group discussion and reporting. All five were discussed by at least one of the groups in all of the workshops, with the exception of Workshop 6 (Katoomba 29 Nov 6:30 pm) where none of the groups invoked village character (c.f. Appendix A and the analysis of vision statements). Clearly the need for sustainable development is strongly felt in these stakeholder groups, with 22 out of 23 groups specifically referring to it and one group implying it. Quality of community is almost as strongly felt with 20 groups specifically mentioning it (and one further group implying it in its discussion and responses. Quality of environment was specifically invoked by 14 groups and a further 5 implied its importance. Table B1 below summarises the data.

TABLE B1 SUMMARY OF INVOKATION OF IDEAS RELATING TO EACH OF THE FIVE OBJECTIVES. ALL WORKSHOPS.

Objective ▼	No of times explicitly invoked ▶	1	2	3	4	5	6	Total explicit	Implicit
One: Environmental quality		1	1	4	1	3	4	14	5
Two: Sustainable development		4	3	4	3	4	4	23	1
Three: Village character		2	1	2	2	3	0	10	2
Four: Industry and employment		1	0	3	2	2	2	10	5
Five: Quality of community		4	2	4	3	4	3	20	1

B.4 data for individual workshops are given for Tables B2 to B7 below

TABLE B2. WORKSHOP 1. KATOOMBA Tuesday 27 November 9:am

Objective	Group 1	Group 2	Group 3	Group 4
One: Environmental quality	○	○	○	●
Two: Sustainable development	●	●	●	●
Three: Village character		●	○	●
Four: Industry and employment		○	●	
Five: Quality of community	●	●	●	●

Symbols: Explicitly mentioned ● Implicit in group's discussion ○

TABLE B3. WORKSHOP 2. KATOOMBA Tuesday 27 November 1:30 pm

Objective	Group 1	Group 2	Group 3
One: Environmental quality	○	○	●
Two: Sustainable development	●	●	●
Three: Village character	●		
Four: Industry and employment	○		
Five: Quality of community	○	●	●

Symbols: Explicitly mentioned ● Implicit in group's discussion ○

TABLE B4. WORKSHOP 3. BLAXLAND Wednesday 28 November 9:am

Objective	Group 1	Group 2	Group 3	Group 4
One: Environmental quality	●	●	●	●
Two: Sustainable development	●	●	●	●
Three: Village character	●	●		
Four: Industry and employment	●	●		●
Five: Quality of community	●	●	●	●

Symbols: Explicitly mentioned ● Implicit in group's discussion ○

TABLE B5. WORKSHOP 4. SPRINGWOOD Wednesday 28 November 6:30 pm

Objective	Group 1	Group 2	Group 3	Group 4
One: Environmental quality	●		○	
Two: Sustainable development	●	○	●	●
Three: Village character	●			●
Four: Industry and employment	○	●		●
Five: Quality of community	●	●	●	

Symbols: Explicitly mentioned ● Implicit in group's discussion ○

TABLE B6. WORKSHOP 5. KATOOMBA Thursday 29 November 9:00 am

Objective	Group 1	Group 2	Group 3	Group 4
One: Environmental quality	●	●	●	○
Two: Sustainable development	●	●	●	●
Three: Village character	●	○	●	●
Four: Industry and employment			●	●
Five: Quality of community	●	●	●	●

Symbols: Explicitly mentioned ● Implicit in group's discussion ○

TABLE B7. WORKSHOP 5. KATOOMBA Thursday 29 November 6:30 pm

Objective	Group 1	Group 2	Group 3	Group 4
One: Environmental quality	●	●	●	●
Two: Sustainable development	●	●	●	●
Three: Village character				
Four: Industry and employment	●	○	○	●
Five: Quality of community		●	●	●

Symbols: Explicitly mentioned ● Implicit in group's discussion ○

Appendix C. A suggested analysis of goals and objectives

C.1 The overall *goal* statement is, in essence, a mission statement for the Blue Mountains community, derived from the community's own expressions of their visions and hopes for development of the City. It stands alone, but whether the goal is reached by 2025 (or at any intermediate time) can only be ascertained setting objectives which in turn generate principles policies and action plans. The outcomes of goals and objectives cannot be directly measured because the expression of intent is too abstract and general. Achievement of goals and objectives is, nevertheless real enough and can be 'sensed' or 'felt' *qualitatively* within the community as sense of pride, optimism and well being. Only at the more concrete levels of policies and action plans do we have a basis of *quantitative* measurement.

C.2 There is therefore a danger that lower-level activities in a planning process — articulating policy and determining action plans — are ceded more importance than the generation of goals and objectives, because their outcomes can be scientifically and quantitatively measured. Quantitative measurement should be seen as a means to the end of achieving high level goals and not as the end in itself. It is indeed possible to have all the right numbers but a dysfunctional environment and community.

C.3 Nevertheless, there must be a transparent process for translating high level abstract goals into low-level concrete on-the-ground action, or the goals simply become platitudes. The following is a suggestion for such a protocol for translating the goal into action on the ground. In the several tables the important idea is not so much the suggested detail as the progressively more concrete and therefore actionable process as one proceeds from goal to objective to principle to policy to action plan. No action plans have in fact been suggested, as these would be numerous, localised, and specific. Principles and policies are only suggested as examples: the detailed data from the workshops will be a rich source of ideas to complete these tables that the people of the City have themselves suggested.

C.4 The goal itself is simple enough, but does encapsulate the sort of city that participants in resident and stakeholders workshops were striving towards.

***Goal or vision:** By 2025 the Blue Mountains will be a community renowned for its environmental management practices, that values its built environment and history, and cares for its people.*

C.5 The objectives are also high level abstract statements and their attainment also cannot be directly measured. However they are expressed in specific enough language to allow appropriate principles to be derived from them and these in turn spin off concrete policies which form the basis of action plans. Each of the five objectives is here presented with a brief commentary and a table of suggested principles and policies. These, as stated above, are only intended as examples, and the principles generated by the community stakeholders could be inserted in the appropriate places where they are not already represented. It is also pointed out that the protocol does not only refer to planning by the

local council. Policies and action plans will be required from federal and state governments as well as private enterprise and individuals to complete the matrix of decision making implied by the protocol.

***Objective One:** The quality of the natural environment of the Blue Mountains should not only be maintained, but degradation from past poor development practices should be remedied.*

C.6 At the workshops the question as to whether the environment could be restored to some ideal state (“pre-1788” was a term commonly used) was strongly debated. However, to satisfy this objective it is perhaps not necessary to attain that ideal, as to improve the quality of the environment as it currently stands. There has indeed been considerable environmental improvement in the Blue Mountains over the past century, as discussed in section 3 above. The task of achieving Objective One will not be easy or painless for the Blue Mountains community, but there is sufficient evidence to indicate that the objective is attainable. Table C1 sets out principles, policies and action plans derivable from this objective:

TABLE C1. PRINCIPLES ,POLICIES AND ACTION PLANS CONSEQUENT UPON OBJECTIVE ONE

Relating to	Principles	Consequent Policies	Action plans
Environment	[examples] <ul style="list-style-type: none"> reduction of incidence of siltation in streams and rivers reduction of exotic weed and animal invasion in urban-bushland fringe protection of bushland interstices between towns improvement of water quality of creeks and rivers 	[examples] <ul style="list-style-type: none"> sealing of all urban streets limits on companion animals limits on choice of garden plants urban development limited to areas with access to sewer 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Population	[examples] <ul style="list-style-type: none"> limit population growth to capacity of the environment to sustain it 	[examples] <ul style="list-style-type: none"> no further subdivision after projects currently in train limits on redevelopment capacity of residential allotments redevelopment only within capacity of sewer system to sustain it 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Employment	[examples] <ul style="list-style-type: none"> environmentally compatible industries and occupations encourage 	[examples] <ul style="list-style-type: none"> encouragement of home-based industry encouragement of environmentally sensitive 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used

	<p>employment that focuses on environmental management</p> <ul style="list-style-type: none"> • promote research and development in areas of environmental management. 	<p>tourism ventures</p> <ul style="list-style-type: none"> • Establish a tertiary education campus in the Blue mountains 	<p>by decision makers as a basis for formulating annual budgets</p>
Transport	<p>[examples]</p> <ul style="list-style-type: none"> • decrease reliance on private car transport • increase use of public transport services • walking and cycling as main means of transport within towns and villages 	<p>[examples]</p> <ul style="list-style-type: none"> • designate areas for car-free housing • walking/ cycling access within and between towns a priority for development • increased frequency of rail services • frequent north-south connecting bus and minibus services • capacity restriction on Great Western Highway • limit recreation vehicle access to bushland and wilderness 	<p>Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>
Lifestyle	<p>[example]</p> <ul style="list-style-type: none"> • encouragement of less consumer-oriented lifestyle • seven RE words • composting of garden and food waste • energy-efficient building 	<p>[examples]</p> <ul style="list-style-type: none"> • charge by volume of disposed waste • heavy penalties for illegal disposal of waste • establishment of effective re-use and recycling centres • mandatory provisions for energy-efficient building • regulation of energy use 	<p>Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>

Objective Two: That further development in urban areas of the Blue Mountains can only be allowed within the ability to support Objective One.

C.7 Sustainable development, or more precisely, ecologically sustainable development, was very strongly advocated in all of the workshops. This Objective differs from Objective One in that it focusses upon the quality of the urban and human environment rather than the natural environment. It does, nevertheless incorporate attainment of Objective One integrally with attainment of appropriate development and built form in urban areas: whatever is done in such areas must not be to the prejudice of Objective One. Nevertheless this objective introduces new considerations, including urban design, management of freight and passenger transport options and consideration of implications for lifestyle choices. Table C2 sets out principles, policies and action plans consequent upon this objective.

TABLE C2. PRINCIPLES ,POLICIES AND ACTION PLANS CONSEQUENT UPON OBJECTIVE TWO

Relating to	Principles	Consequent Policies	Action plans
Environment	As for Objective One, with the following as examples <ul style="list-style-type: none"> ecologically sensitive urban design 	[examples] <ul style="list-style-type: none"> as for Objective One with the exception of some towns, nature and leafiness to be main theme of urban design village qualities of smaller towns emphasised redevelopment restricted to urban areas with capacity to accept higher density redevelopment only where sewer capacity can accept further loads bushfire protection groups on a street-by street basis 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Population	As for Objective One	As for Objective One	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Employment	As for Objective One	As for Objective One	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating

			annual budgets
Transport	<p>As for Objective One with additional policies:</p> <ul style="list-style-type: none"> • increase proportion of freight on rail • road freight, especially large articulated vehicles, from Central West diverted to Golden and Hume Highways • demand management of traffic on GWH 	<p>As for Objective One with additional policies:</p> <ul style="list-style-type: none"> • road-rail freight interchange at Bathurst or Lithgow • upgrade highway links from Central West to Hume and Golden Highways • upgrade GWH, but retain strategic 2-lane sections as capacity regulators 	<p>Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>
Lifestyle	<p>As for Objective One, but with additional Principles[example]:</p> <ul style="list-style-type: none"> • an inclusive rather than a gentrified community • community involvement and decision making 	<p>As for Objective One but with additional policies [example]:</p> <ul style="list-style-type: none"> • variety of housing types • prohibition of ‘gated’ developments • no redevelopment more than 3 km from a rail station or more than 500 metres from a bus route with at least 60 minute frequency 8 am to 8 pm • continuation of community consultation and participation processes 	<p>Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>

***Objective Three:** That the distinctive qualities of the towns and villages that constitute the urban Blue Mountains be maintained and/ or enhanced.*

C.8 While less strongly articulated in the initial vision statements and the small group workshops than overall environmental protection and sustainable development practices, the retention of the Blue Mountains City as a collection of physically and socially distinctive villages and towns was important to many participants. Indeed there was considerable debate in some workshops on whether the word ‘city’ adequately described what the community was seeking in the future nature of the area. Even the introduction of the concept of the city as ‘polis’— a creative community generating and disseminating ideas — was not enough to disperse the mental image of the word as a ‘concrete jungle’ of tall buildings and lack of nature. Table C3 sets out suggestions for principles, policies and ideas generated by this objective:

TABLE C3. PRINCIPLES, POLICIES AND ACTION PLANS CONSEQUENT UPON OBJECTIVE THREE

Relating to	Principles	Consequent Policies	Action plans
Environment	[examples] <ul style="list-style-type: none"> • maintenance of bushland interstices between villages • urban design controls on village and town development • environmentally sensitive redevelopment 	[examples] <ul style="list-style-type: none"> • designate areas between towns where development is prohibited • transfer of existing development rights in prohibited areas to other parts of towns and villages • an urban design policy and plan for each town and village 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Population	<ul style="list-style-type: none"> • As for Objective One 	<ul style="list-style-type: none"> • As for Objective One but with policies formulated for the circumstances of specific towns and villages. 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Employment	<ul style="list-style-type: none"> • As for Objective One 	<ul style="list-style-type: none"> • As for Objective One but with specific policies based on the unique character of each town or village. 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Transport	[examples] <ul style="list-style-type: none"> • pedestrian-oriented village centres • improve transport links between villages 	[examples] <ul style="list-style-type: none"> • car-free housing near village and town centres • local ‘shuttle’ rail services at maximum 30 minute 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used

	<p>and towns</p> <ul style="list-style-type: none"> • no dwelling more than 3 km from a railway station • no dwelling more than 500 metres from a bus route 	<p>intervals 7am to 9 pm</p> <ul style="list-style-type: none"> • bus or minibus connections to all trains • local roads 'traffic calmed' in a manner suitable for bus routes • control or restriction of town and village centre parking 	<p>by decision makers as a basis for formulating annual budgets</p>
Lifestyle	<p>[examples]</p> <ul style="list-style-type: none"> • local shopping • health and community facilities in village centres • higher-order health and social facilities within the Blue Mountains • emphasis on walking/cycle access to village/town facilities 	<ul style="list-style-type: none"> • 'shop-top' development in village centres • mixed use land zoning in villages and towns • sports ovals in each village • swimming pool within a village or adjacent village or town • cultural centres in Katoomba and Springwood • limitations on car parking at village centres to encourage commerce based on walking and public transport 	<p>Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>

***Objective Four:** That, within the constraints imposed by Objectives One to Three inclusive, the city provide a wider range of educational and employment opportunities for its people than that which exists in 2001.*

C.9 Education and employment were strongly discussed at all workshops. While there was strong consensus that environmental quality should be the preeminent driver of future plans for the Blue Mountains there was also strong, though not by any means unanimous, feeling that the future prosperity of the community, and indirectly the environment, depended upon solving the perennial problem of employment in the region, and especially for the young people. This meant a wider range of employment than is currently offering including vocational and career- type jobs (“Not everyone wants to be a waitress”). On the other hand, the environment itself was seen to be a strength. Environmental management needs can generate research, teaching and jobs, and most of the workshop groups expressed the idea that the Blue Mountains could be a world leader in demonstrating how urban communities can live with world heritage environments. The idea of a tertiary education campus to this end came up spontaneously in all groups. In general, there was a fair degree of agreement that wider employment opportunities in the Blue Mountains were not only necessary for the social and economic health of the city but were also possible. Table C4 sets out suggested principles and policies consequent upon this objective.

TABLE C4. PRINCIPLES ,POLICIES AND ACTION PLANS CONSEQUENT UPON OBJECTIVE FOUR

Relating to	Principles	Consequent Policies	Action plans
Environment	As for Objective One	As for Objective One	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Population	[examples] <ul style="list-style-type: none"> • Within the constraints imposed by Objective One, to achieve a balanced population structure • establish the image of the Blue Mountains as a ‘cool’ place to live and work • retain more younger people in the community 	[examples] <ul style="list-style-type: none"> • an industry promotion campaign, focussed on environment and/or electronic technology • entertainment facilities that bring young people to the Blue Mountains • TAFE and trade training to be provided within the Blue Mountains • a strong tourist/entertainment precinct in Katoomba, and perhaps in other larger centres 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Employment	[examples] <ul style="list-style-type: none"> • develop a broad and 	[examples] <ul style="list-style-type: none"> • University campus with 	Numerous action plans which specify what has

	<p>stable local employment, using the environmental strengths of the City</p> <ul style="list-style-type: none"> capitalise on the strengths of the environment and existing infrastructure (such as walking tracks) 	<p>strengths in environmental management and humanities</p> <ul style="list-style-type: none"> promotion of industries arising from imperatives of environmental management promotion of industries based on technological innovation revitalisation of tourism, and especially environmental tourism focus on tourism that encourages overnight and longer visitation promote arts and entertainment industries encourage establishment of home-based employment through flexible land use management 	<p>to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>
Transport	<p>[examples]</p> <ul style="list-style-type: none"> reduce proportion of workers who <i>need</i> to commute, especially from the Upper Mountains employment centres as part of village and town centres walking and cycling as serious modes of transport to local employment integrated public transport services between towns and villages and to Sydney and the Central West. 	<p>[examples]</p> <ul style="list-style-type: none"> promote home-based industry mixed land uses in and around village and town centres with planning focus on walking/cycle access land use zoning to maximise the employment and social potential of land close to railway stations demand management strategies for the Great Western Highway frequent public transport services in both directions to make workplaces accessible without cars 	<p>Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>
Lifestyle	<p>[examples]</p> <ul style="list-style-type: none"> affordable housing to ensure lower-paid and service workers are not priced out of the Blue Mountains 	<p>[examples]</p> <ul style="list-style-type: none"> 'bonus' density in certain residential and mixed land use zones for provision of a given proportion of low cost housing. transfer of development rights from more sensitive to less sensitive areas areas for car-free housing close to rail stations 	<p>Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>

Objective five: That the Blue Mountains, by 2025, will have a natural reputation as a community of thinkers, the arts, and entertainment which cares for its residents and visitors.

C.10 Quality of the community in which they lived was just as important in the visions of participants as was quality of the environment. Notwithstanding, or perhaps because of, the wonderful natural environment, most wanted to live in a community that was vital, creative and interesting. Notwithstanding the consequent rise in property values, ‘gentrification’ — which participants saw as fossilising a community of elderly wealthy people — was seen by most as something to be avoided rather than embraced. There is a paradox here in that achievement of the sort of lively, artistic, environmentally friendly and affordable community envisaged by participants would make the Blue Mountains so attractive as a place to live that it would put upward pressure on building and development, threatening achievement of Objectives One and Two. Principles and policies consequent upon this objective are suggested in Table C5

Relating to	Principles	Consequent Policies	Action plans
Environment	[examples] <ul style="list-style-type: none"> • an environmentally aware community • recognition that living in the Blue Mountains requires foregoing of things that urban dwellers regard as normal elsewhere • expression of environmental values in artistic and cultural life • environmentally-friendly housing and building 	[examples] <ul style="list-style-type: none"> • street-by-street bushfire preparedness groups • restrictions on keeping of companion animals • restrictions on cultivation of exotic garden plants • community environmental education campaigns • composting of kitchen and garden waste • charge for waste disposal by volume • energy efficient building regulation • encourage re-use of materials 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Population	As for Objective One	As for Objectives One and Two	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets
Employment	[examples] <ul style="list-style-type: none"> • arts, humanities and science (particularly environmental science) as providers of employment 	[examples] <ul style="list-style-type: none"> • promote the Blue Mountains to professional artists as a place to live and work • encourage home-based employment • provide scholarships for young people to study in 	Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets

		the Blue Mountains	
Transport	<p>[examples]</p> <ul style="list-style-type: none"> • reduce the need for car-dependence • accessibility for all, especially to village and town centres • competing with Penrith and Sydney shops and entertainment by being different rather than trying to duplicate them 	<p>[examples]</p> <ul style="list-style-type: none"> • frequent rail service with connecting buses • zoning for car-free housing • accessible stations and bus stops • transport terminals as centres of social and commercial activity • traffic calming of local roads in ways that keep them suitable for bus routes • less emphasis on cars in village and town centres • demand management of Great Western Highway • club cars on rail services to encourage tourists to use rail 	<p>Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>
Lifestyle	<p>[examples]</p> <ul style="list-style-type: none"> • a caring and inclusive community and society • a child-friendly society • an environmentally-aware community that practices what it preaches • intellectual and artistic endeavour as alternatives to materialism • an intelligent and creative community • centres of vibrancy and activity as well as quiet zones • a visitor-friendly community 	<p>[examples]</p> <ul style="list-style-type: none"> • environmentally-oriented artistic and cultural activities • accessible natural areas and sports facilities close to housing • promotion of artistic and cultural festivals • special focus on youth festivals and activities • centres for cultural activity in major towns • use of Kingsford-Smith and Frank Walford (Catalina) parks for major outdoor events and festivals • special tourist-entertainment mixed-use precincts (e.g. Lurline Street Katoomba) 	<p>Numerous action plans which specify what has to be done, when it will be done and by whom it will be done. To be used by decision makers as a basis for formulating annual budgets</p>

C.11 The above tables are only examples to illustrate the more general principle. It will be noted that the same or similar policy items will appear in the tables for different objectives. This is as it should be, for while each individual objective spins off its own principles, policies and action plans, the objectives should be consistent one with the other. Principles, policies and action plans that satisfy one objective will often, at the same time satisfy another.

C. 12 Nor should it be assumed that a City for 2025 that satisfies the overall goal will be achieved without considerable sacrifice. The principles outlined in the above tables and implementation of the sorts of policies which flow from them will require real choices from the community and those choices will not come without some degree of pain. Behind the question, “what sort of city would the people of 2025 like to inherit from us”, there is a real choice. Continuation of present trends, with pressure for population growth and urban development in the Blue Mountains very likely, especially in view of recent upsurge in the rate of growth and development in Western Sydney. If this were simply to be accommodated by extension of cottage development, by widening of the Great Western Highway to four and then six lanes with increased growth of traffic, by accomplishing the main transport task with private cars at two or three cars per household, then the city and environment handed on to the next generation would be a degraded one from that which we know today. The Mountains *may* be able to accommodate a modest growth in its population. They may be able to retain, or even improve on, the existing quality of the natural environment. They *may* be able to accommodate a diverse community with a vital lifestyle, and they *may* be able to accommodate a community that lives in an extravagant consumerist way. What is certain is that they cannot do all of these things at the same time. Some of these things will have to be sacrificed if we are to pass on to the next generations the sort of city and community that the participants in these workshops envisaged.