

ASSESSMENT OF EFFECTS

Ministry for the Environment. Information Sheet Number Five

An Information Sheet providing a broad summary of the likely effects assessment requirement where a proposal requires a resource consent under the Resource Management Act. One of a series of information sheets on the Resource Management Act free from MfE Offices.

SIAN ISSUE 27, MARCH 1992

The SIA Newsletter is compiled and published by members of the Association for Social Assessment (Inc.) and distributed free to SIA Network members. Its aim is to encourage contact and sharing of information between all those interested in social assessment in New Zealand. The views expressed are those of the authors and do not necessarily represent those of their various employers or the Association.

ASA (Inc.) Membership

Please support ASA by becoming a member! If you are already a member - pass the enclosed membership form on to someone else that you think may be interested. Membership fees for 1992 are \$10 for those on low incomes and \$30 for others (including organisations)

Membership is now over 100

1992 Member Subs are now due

This issue has been compiled and edited by Nick Taylor, with assistance from Mary-Jane Rivers and James Newell. Lay out and typesetting were done by James Newell in Wellington. Erik Norder, and Taylor Baines and Associates, assisted with typing and production. As usual, we note that the copy and information in the newsletter is only as good as the network out there. In recent issues we have kept to the idea of a major theme, in this case on education.

In the next two issues we plan to feature housing and resource management/conservation. As always, we would like to have any news about your activities, comments on practice, information on new reports, and if possible written summaries. **Deadline for the next SIAN is 31 May 1992.**

SIAN welcomes reports, news, reviews, and help with typing of written copy onto computer and creating artwork / illustrations etc.

Contributions on *Macintosh* or *MS-Dos* formatted disks are best, but not essential.

Communications to

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 - Reports and Studies of the Parliamentary Commissioner for the Environment

Association for Social Assessment (Inc.)

ASA CORE GROUP BRAINSTORM

The aim of the brainstorm at our meeting in February was: to decide on a work plan and processes for working parties, and to identify common issues

The brainstorm was organised around the development of work plans for the various working groups of the Association.

SOCIAL MONITORING GROUP:

- collecting info on techniques and process
- monitoring structures for data collection and processing
- investigating access to information (free versus user pays)
- networking among monitoring organisations
- articles for SIAN
- topic for ASA Conference

IWI ISSUES

- information brokerage and network facilitation
- assessing effectiveness of relevant Government services
- collecting info on social assessment techniques for Maori issues
- assessing funding resources for Maori based research
- compiling an inventory of expertise available
- articles for SIAN
- topic for conference

RURAL CHANGE

- identify gaps in social research, structures and monitoring at all levels
- articles for SIAN
- topic for conference

BICULTURALISM IN ASA

- find ways in which ASA can "recognise the Treaty" within the structure and practice of the organisation ie. how to put the Statement of Ethics into practice.
- design appropriate procedures/practices for ASA meetings, conferences, membership recruitment and processes for defining issues of concern to ASA.
- as part of the above, contact other relevant organisations to see how they have incorporated bi-cultural practices into their organisation.

RESOURCE MANAGEMENT ACT MONITORING

- working with MfE to help operationalise the Act in terms of impact assessment
- compile "Practice Notes" on projects and resource use applications from feedback from members around the country for publication in SIAN
- monitor social outcomes of resource use hearings
- topic for conference

SOCIAL ASSESSMENT IN GOVERNMENT

- investigate gaps in structures for social assessment and monitoring of government policies
- investigate role of DSWS, data collection structures and processes within that organisation and links to other Departments and agencies.

There was a common thread for all the working parties to consider:

The quality of social assessment practice including research; data collection, processing and distribution; monitoring; and structures.

There is also a clear focus for the external relations task of the core group:

- to prepare a brochure to promote ASA and social assessment;
- to establish links with other organisations through the working parties;
- to maintain representation on relevant social science organisations such as ASSR and FONZSO.

Di Buchan

ASA 1992 Auckland Workshop & AGM

An Auckland group, convened by Core Group member David Haigh, has started planning for the 1992 ASA Workshop/AGM. The workshop will probably be held in October, preferably in a location where Tom Fookes can light fires safely. As can be seen from the activities of the working groups alone, there will be plenty to discuss.

Auckland people, if you can help David & Co, please contact him NOW at Auckland Regional Council, Ph 794 420

Submission on Health Restructuring

Members of The Association for Social Assessment prepared a submission on the health re-organisation. The submission called on Government to:-

define clearly the intended social outcomes of the re-organised health system;

understand and accept that the factors which determine health are extremely complex (eg. employment status, environment of the workplace, personal wellbeing, poverty). This means that equality of access to health services (which the charges are supposed to achieve) does not necessarily lead to an equitable distribution of good health through the population.

accept that individuals and communities will take a greater share of responsibility for health if they are involved in decision-making at all levels. To date it seems that community involvement is seen only in terms of hard pressed local people propping up health services that the Government doesn't want to run. Community involvement it may be, empowerment it isn't.

ASA Canterbury Group

A reminder that the ASA Canterbury group has planned a number of activities for the year. The focus of these activities will be regular bi-monthly meetings to be held on the last Friday of the month beginning in February. The first three meetings will be at the DSIR Social Science meeting room at Ilam. If you haven't made the first meeting, please feel welcome to join in later on. Other activities will include public workshops on specific topics.

Contacts are George Lucking, Christchurch, Ph 332 9191; Nick Taylor, Rangiora, Ph 3138458, or Carl Davidson, DSIR, Ph 351 6019.

ASA Wellington Forum

The next gathering of the Wellington group will be held on the 23 April and the focus will be biculturalism in ASA. The venue will be the Wellington Regional Council, level 3 conference room, starting at 5pm. For further information, please contact Bob Williams, Ph/Fax (04)566 2790.

Future Meeting Dates and Venues

Core Group Meeting : Thursday, 9 April.
Canterbury Group Meeting : Friday 24 April.
Wellington Forum : Thursday 23 April.
SIAN 28 : deadline for copy 29 May

CONFERENCES AND WORKSHOPS COMING UP

SOCIOLOGY ASSOCIATION OF AOTEAROA, NEW ZEALAND.

The Association for Social Science Researchers and the Sociological Association of Aotearoa are considering whether to hold a joint conference in Wellington this year. A decision has not yet been made on this at press time.

INTERNATIONAL ASSOCIATION FOR IMPACT ASSESSMENT 1992.

Theme : "Industrial and Third World Environmental Assessment: The Urgent Transition to Sustainability"
Venue : Washington, D.C., USA at the World Bank Headquarters, August 19-22, 1992.
Contact : Robert Goodland, IAIA '92 Program Co-chair, Room S-5035, Environmental Assessment, The World Bank, 1750 Pennsylvania Avenue, Washington, DC 20433, USA,
Phone: 202/473-3203, Fax: 202/477-0565

NATIONAL ORAL HISTORY ASSOCIATION OF NEW ZEALAND CONFERENCE AND ORAL HISTORY WORKSHOP

Theme : Recreation Sport and Oral History
Venue : National Library, Wellington
Date : 12 - 14 June, 1992
Contact : Further information and enrolment forms from NOHANZ, PO Box 3819, Wellington or Organiser Bev McCombs, Ph/Fax (04)478 7783

FIFTH CONFERENCE ON LABOUR, EMPLOYMENT AND WORK

Aim : To provide a forum for those engaged in research into labour and employment issues in New Zealand
Venue : Victoria University of Wellington, NZ
Date : November, 1992
Contact : For further information, contact Dr Philip Morrison, Dept. of Geography, Victoria University of Wellington, PO Box 600, Wellington, Ph (04)472-1000 ex 8224 or leave a message with the Geography Department secretary on ext 5337.

BLACKBOARD

IDEOLOGY AND THE DISMANTLING OF THE PUBLIC HEALTH CARE SYSTEM.

Synopsis of a Paper by Dr Bruce Hucker

Public anger is rising at the Government's health care reforms. While details of the changes have been around since the budget, their significance is only now becoming apparent. Health care workers whose jobs are threatened, families faced with escalating medical insurance charges, students excluded from medical benefits because of their parents' income, and community service card carriers who feel demeaned by new forms of selective charity are making common cause.

The reforms are driven by the ideology of economic rationality, and are taking us down a path of that Paul Starr, the Harvard sociologist, has called "the reprivatisation of the public household".

The major themes of the health reforms have been prefigured in changes introduced earlier in systems like education and local government. The main features are:

- reductions in public expenditure as part of a cost-cutting exercise,
- extensions of user pays,
- replacement of universality of coverage with targeted approaches,
- beginnings of the dismantling of the public health system in favour of private enterprise,
- cost containment by separation of functions and competition,
- moves to bureaucratic management and decision-making, at the expense of democratic accountability,
- decisions to develop an explicit policy on health care rationing, but only in relation to public expenditure,
- limited consultation and rapid speed of implementation.

From data presented by D. Muthumala and C.G. McKendry in Health Expenditure Trends in New Zealand 1980-1991 it is possible to trace the growing role of the private sector in our health care system. After controlling for inflation and for population increases by using 1991 dollars and expenditure per capita, the authors paint a picture of the shift that is occurring away from public sector.

Between 1980 and 1991 there was a real increase in total per capita health care expenditure of 11.8%. During the same period public health care expenditure per capita grew

in real terms by only 3.8%. The corresponding figure for private expenditure was 70.1%. In the eleven years, total expenditure per capita in health care increased by \$164 (in 1991 dollars) or on average \$14.91 per annum. Of that the public share was \$47 or \$4.27 per annum. The private share of the increase was \$117 or \$10.64 per annum.

It is not surprising, therefore, that by the end of the period the balance between private and public sector expenditure had changed significantly. In 1980 the public share of inflation-adjusted per capita health care spending was 88%. Private spending constituted 12% of the total. By the end of the 1991 financial year the public/private mix was 81.7% and 18.3% respectively. What is clear though, is that the trend between 1980 and 1991 will continue and probably accelerate.

It was firmly believed in conservative circles that health care problems in America could be solved by relying on competition and incentives, provided that the government's role was reduced to a minimum. This was viewed as a sure way of containing health care costs. But as Paul Starr notes in The Social Transformation of American Medicine the unintended consequence was that an entirely new system of corporate medical enterprise emerged. And costs were not contained. The dimensions of the new medical-industrial complex, he argued, could be characterised in the following way. A shift occurred from non-profit and governmental organisations to for-profit companies in health care.

Individual local institutions declined and control moved from community boards to regional and national health care corporations. Single unit organisations were replaced by conglomerates working in a variety of health care markets. There was a shift from single-level-of-care organisations such as acute-care hospitals to organisations that embrace different phases and levels of care. Finally ownership and control of health care became increasingly concentrated in fewer hands in regional markets and the nation as a whole.

Instead of costs being held, they continued to grow. By 1989, 11.5% of Gross Domestic Product was spent on health care in the U.S. Today that figure is pushing towards 13%. By way of contrast, in 1989, New Zealand's total health spending was 6.9% of G.D.P.

In a small country strong competition can lead to the dissipation of resources, waste, undue fragmentation, a reduction in the availability of necessary services and damage being done to collaborative approaches that are essential for quality service to patients. Health care markets do exist in New Zealand, but they are not ideal markets.

We share as humans a common vulnerability to illness, disease and death. It is essential that we retain the collective ability to care for the needs of strangers. Some of those strangers could be us.

These are extracts from Dr Hucker's paper. For a full version, contact him at
22 Collingwood St
Freeman's Bay
Auckland.

NEW HUMAN RESOURCES CROWN RESEARCH INSTITUTE

As part of the government's reform of its departmental science effort a Human Resources Crown Research Institute (CRI) will be established from the nucleus of DSIR Social Science. The establishment Board for the institute, announced by the Hon. Simon Upton 5 December 1991, is chaired by economist Alan Bollard, Director of the New Zealand Institute of Economic Research. Other board members are: Peggy Koopman-Boyden, senior lecturer in sociology at the University of Canterbury; Paul Stannard a consultant with the human resource consultancy firm PA Consulting Group; former politician the Hon. Hugh Templeton; Harry Waaka, Chief Executive of Te Runanganui O Te Arawa Inc; and John Williams, former chief executive of Pacific Steel and Fletcher Challenge Steel.

As with the other CRI's the Human Resources Institute will have a company structure with shares equally owned by the Minister of Finance and the Minister of Research Science and Technology. Roberta Hill, manager of DSIR Social Science has been appointed convenor of the establishment unit to assist the board in its task of making sure the institute commences operations as a business by 1 July 1992. By this time the chief executive will be appointed and the funding, staffing, focus and structure of the new institute will be known.

FOUNDATION FOR SOCIAL AND ECONOMIC DEVELOPMENT

This is the proposed name of the organisation reported in the last issue of SIAN that grew out of the "Policy for Our Times" conference last year.

About sixty people from social services and policy agencies attended a seminar on December 13th to discuss a proposal to form this organisation. They gave us a mandate to:

Obtain funding to set up an office in Wellington with commitment to outreach to other centres if at all possible. The steering committee are fully committed to this as their main task, and several ideas for funding that emerged at the workshop will be followed up.
Facilitate events and keep momentum moving.

Start disseminating information. For this task the organisation would need to start with at least one staff member, and set membership fees to cover at least membership costs.

Develop the constitution.

Assist other relevant organisations with the formation of integrated, alternative social and economic policy.

Develop regional networks.

We are grappling with the complexity of these tasks, and have established some ideas about how to achieve them. We have identified that communication about our work is of central importance to the networking concept of the Foundation. Existing newsletters are excellent ways of passing on information and we intend to be regular contributions to SIA and Signpost to help keep up the momentum to establish the Foundation.

We have had some discussions with groups currently planning conferences for this year. We are not in a position to be involved with sponsoring or organising such events, but as individuals in social policy areas we are often already involved, and will look for opportunities to further the objectives of the Foundation through our part in such events.

We are interested to discuss and hear about the development of the Foundation at this early stage of growth. If you would like a copy of our proposal and the feedback from the December seminar please make contact with one of us. The current members of the steering group are:

Phil Capper, Convenor, PPTA, P O Box 2119 Wellington. Ph:384 9964, Fax: 382 8763

Tina Reid, Community Development Division, Wellington City Council.

Jenny Brash, NZ Association for Adolescent Health and Development. Social Planner, Wellington City Council.

Adele Carpinter, Social Researcher.

Jocelyn Armstrong, Sunday Forum.

Richard Sawrey, Lower Hutt Family Centre.

Elizabeth Theiler, Dept of Nursing Studies, Victoria University.

Professor, Ivan Snook, Palmerston North, Pat Hanley in Auckland and Ken Irwin in Dunedin are also in contact with the group.

Further links with other centres would be appreciated.

RESOURCE MANAGEMENT ACT SEMINAR - HAMILTON

Saturday 28 May organised by
ECO in association with **Forest and Bird**, Waikato Branch. Details Fiona Edwards Ph 825-8569 Hamilton

Tina Reid

MORST - SOCIAL SCIENCE PRIORITIES

Scientific research and development is seen by most people concerned with New Zealand's future as a key element for this country's development. In times of financial constraint, a major challenge is to determine how much to spend and to select those research areas which will be most effective in addressing New Zealand's future economic, environmental and social needs. In New Zealand, science priority setting is even more important because of the extremely small base of personnel and funding for science compared to other developed countries.

At present, the Government invests in 40 different areas or **output classes** of science, by distributing 256 million dollars through the **Public Good Science Fund (PGSF)**. These 40 output classes range from animal production to energy, **Social Sciences** and the environment.

The priority placed by the Government on each output class area is expressed in terms of the proportion of the Public Good Science Fund allocated to each. In 1992/93, for example, the four social science categories were allocated 1.6 million - approximately 0.6% of the PGSF.

The Government aims to produce, in mid-1992, a statement of long-term science priorities for New Zealand. The statement will identify how much of the PGSF will be allocated to each output class *for the following five years*. As such, it will set directions for the investment of over one billion dollars of public money.

It is possible that the statement will reflect priorities which are significantly different to those which have operated in the past. Given the importance and potential impact of the statement, it is essential that a sound process, based on extensive consultation, be used to derive it.

The process of consultation will canvas a number of economic, social and environmental sectors. It will vary from one sector to the next, but be based on a framework developed by the Ministry of Research, Science and Technology. Consultation will be coordinated in each sector by a *convenor* specifically co-opted from within the sector.

The purpose of the consultation is to develop a package of information in support of Government funding of Public Good Science in the social sciences. The information will be presented in written form to the Science and Technology Expert Persons (STEP) panel prior to a major Priorities Forum to be held in early April 1992.

At this forum representatives of all sectors will be given the opportunity to meet with the panel in order to clarify and discuss with them issues relating to the information derived from the consultation.

The STEP panel will use the information from all the

sector consultations to help is decide on priorities for Government funding of science.

The role of the sector convenor is to facilitate the process of wide consultation within the social science sector, collation of information and preparation of an information package for the sector. This may involve actually performing the tasks involved, or enlisting the help of others to ensure that those tasked are carried out.

The convenor for the social sciences is Geraldine McDonald, c/- PO Box 5336 Wellington, phone (and fax) no. (04)4759776.

LITERATURE REVIEW - ECONOMIC IMPACTS OF COMMUNITY DEVELOPMENT

Dean Donovan, Department of Internal Affairs is currently preparing a review of New Zealand and overseas literature addressing the economic impacts of community development. The aim is to "assess the implications for future research and policy development in New Zealand. This project is being carried out for the Community Development Division. Could anyone with relevant publications or contacts please get in touch with Dean.

CURRENT WORK

THEME : EDUCATION — WHAT
WILL TOMORROW BRING?

MAKING IT WORK, OR MAKING WORK? SOME POSSIBLE LESSONS FROM THE FIRST 30 MONTHS OF TOMORROW'S SCHOOLS

*A series of research reports
by Cathy Wylie, NZCER*

Wylie has conducted a survey which has been carried out annually for the last three years, and it is hoped to repeat it at two yearly intervals from 1993 until 1999. There are 239 schools in the sample, 10.5% of all non-private primary and intermediate schools. The survey aims to provide an informative channel to policy makers and others for the

experiences of those at the school level, those who have the responsibility - if not the power - to make these reforms to the administration of education work.

One clear cut result from the 1990 survey was that the workload at schools arising from the reforms was not diminishing, as many thought it might after the first heady year. Principal and teacher work hours were substantially increased over the previous year, and remained much the same for trustees. Although there was no clear statistical relationship between differences in hours put into the school each week, and degree of satisfaction, or, for trustees, willingness to stand again for election, the workload was a repeated refrain in people's sources of dissatisfaction with their role, and their view of the existing and potential effects of the reforms. Parents surveyed noticed the workload in the shape of the teaching principal absent from their child's classroom, or the preoccupation of teachers. At school level, there was a major concern that the new administrative demands were occurring at the cost of learning.

This concern is repeated in the 1991 results, though the number of average hours a week spent on school work shows signs of slight decreases for both trustees and principals from the 1990 figures, though still well up for principals on 1989 figures.

Concern about school funding has been one of the prime concerns voiced by trustees, principals, teachers and parents in all three of the NZCER annual surveys.

Eighteen percent of the schools had raised their school fees in 1991; and a substantial number of schools had increased their fundraising efforts - which, unless there is a strong, supportive PTA, usually means more work for trustees. A third of the trustees whose schools had increased their effort, however, said that their school had not made more money.

The survey indicates that the school workload stemming from the Tomorrow's Schools change is, and will continue to be, much higher and more demanding than under the previous system. It has a core of demands that are largely involuntary, which boards can only modify to suit themselves, rather than ignore. The content of the workload at schools exemplifies the new bureaucratic and entrepreneurial knowledge and skills which many principals and trustees have exercised, embellished, learnt or confronted over the past 30 months; it also demonstrates the desire for practical results, involvement, and a companionable partnership.

These are some extracts from a paper with the above title. Cathy Wylie can be contacted directly for copies of her reports.

Other Reports to Note

Gwilliam, Bryan, et al. The Potential Demise of the Rural School, Wairarapa Education Resource Centre, 1990.

Ministry of Education. Today's Schools, A Review of the Education Reform Implementation Process, [Lough Report], Government Printer, Wellington, 1990.

Ministry of Education. Tomorrow's Schools, The Reform of Education Administration in New Zealand, Government Printer, Wellington, August 1988.

Packman, John. Bridging the Gap: A Study of Rural Services in New Zealand, Ministry of Works and Development, Wellington, 1985.

Wylie, Cathy. The Impact of Tomorrow's Schools in Primary and Intermediates, 1989 Survey Report, NZCER, Wellington, 1990.

REVIEW OF THE RURAL EDUCATION ACTIVITIES PROGRAMME (REAP)

Eighteen months ago the role, function and existence of REAPs was reviewed for the Minister of Education. REAPs are supplementary or extra educational resources and services provided for early childhood, primary, secondary and adult education. They exist in thirteen rural communities from Southland to the Far North of the North Island. They operate on the basis of community involvement and taking education services to communities which would otherwise have difficulty gaining access. REAPs are managed by committees of locally elected people.

The types of services which REAPs provide include:

- visiting parents, at home, who have pre-schoolers and putting them in touch with established early childhood services;
- running playgroups;
- providing the financial resource to encourage and allow schools to group together to bring in specialist assistance;
- providing the resource and encouragement specialist education in, for example, reading recovery, language development, mathematics, tikanga Maori, music, drama etc;
- piloting new adult learning methods such as teleconferencing;

- providing access to and information about adult learning opportunities such as extra-mural education;
- providing, or encouraging the provision of, specific courses and seminars for local people based on expressed local need. Often taking courses to where local people live rather than expecting people to travel long distances to centres.

The review was undertaken as part of ongoing education reforms initiated by "Tomorrow's Schools." A review team comprising Cathy Dewes, Brian Drumm and David Webber was convened by Mary-Jane Rivers.

The Review recommended the continued operation of the programmes but with significant changes. The reviewers were particularly keen to see REAP management committees having greater autonomy and ability to manage and decide about the use of resources and the provision of services.

Such autonomy needed to go hand in hand with more rigorous assessments of community education need, greater coordination among all four sectors of the REAP services (ie. early childhood, primary and secondary, and adult education) and clearer, more precise means for gauging the impact of the REAP efforts.

The review team was impressed by some of the work undertaken by REAPs and considered that there was a "... need for a small-scale agency which has the ability to co-ordinate services across all educational sectors..."

The recommendations of the review have been acted on. They have a bulk grant which they can allocate themselves. They have greater ability to self manage. Their effectiveness under the raw funding and management system will be reviewed after 5 years. There is also the possibility that funding would move from one rural area to another depending on where additional resources are needed for rural education.

Mary-Jane Rivers

THE FUTURE OF REAP: SOME COMMENTS

Report on the effect on rural communities of bulk funding of, and reduction in funding to REAP.

Background

The Rural Education Activities Programme (REAP) is a community-based, flexible education resource available to thirteen selected rural communities. The purpose of REAP is to provide support and assistance of a supplementary and complementary educational nature across the early childhood, primary, secondary and continuing education sectors of a defined rural community.

Each voluntary REAP Committee has a paid Community Education Organiser (CEO) who facilitates the process by which the community identifies its own particular needs.

In 1990 the REAPs were subject to a review, and the findings released in July 1990. These included recommendations that the REAP programme continues, that it be bulk funded and that it change its status from a programme administered by the Ministry of Education to that of a group of independent incorporated societies.

In December 1991 Government changed the method of funding and also reduced the total amount of funding by \$632,000 in 1991/92 and \$672,000 in 1992/93 and beyond. The funding provision is now just over \$5 million for a full year, comprising a \$250,000 base grant to each REAP and a per capita allocation of \$5.20 (Applying from 1992/93).

Payment of the grant in 1992 is at quarterly intervals to better address the needs of REAPs in the changeover period, from 1993 grants will be on a monthly basis.

Comment

A system of bulk funding is generally seen by REAPs and their Community Education Organisers (CEOs) to have some advantages over the earlier system for distributing funds according to category because it allows for more autonomy and for programme flexibility to better address the needs of local people.

With the implementation of bulk funding, uneven distribution of funds over the 13 REAPS has been removed. Consequently some REAPs suffered a minor funding loss when bulk funding was implemented and others received small increases in their allocation. It seems that this adjustment has been accepted by the REAPs and their CEOs.

There has been no suggestion from rural people spoken to that a system of bulk funding will impact negatively on the quality or quantity of REAP programmes operating in rural communities. Any reduction in REAP programme and staffing levels is more likely to be due to funding constraints caused by the reduction in the REAP POBOC that was implemented at the same time as bulk funding, than to the system of bulk funding itself.

Some rural people feel that the reduction in the amount of funding will impact on REAP activities in their rural communities. For example, following adjustment of REAP budgets to accommodate the reduction, cuts in staff/tutor levels are now underway in some REAP areas. This will lead to fewer community education programmes being available in those areas.

Because the changes are very recent, rural communities are not yet able to evaluate the impact of either the more flexible use of REAP resources permitted by bulk funding, or the effect of budget constraints on staff levels and the range of programmes available to REAP communities.

Any future curtailment of programmes is more attributable to the recent budget cut than to implementation of a system of bulk funding. All the changes are recent so their general impact on rural communities is not yet known.

ASA Working Group on Rural Change

RECENT PUBLICATIONS OR REPORTS

MANATU MAORI PUBLICATIONS

In 1991, Manatu Maori (Ministry of Maori Affairs) commissioned, prepared and published a series of publications on various aspects of Maori social and economic status.

Early in 1991, the Ka Awatea Report of a Task Group commissioned by the Minister of Maori Affairs was presented. This set a new direction for Government's policy directions and objectives in the Maori Affairs area, which saw Manatu Maori and the Iwi Transition Agency replaced by **Te Puni Kokiri** (Ministry of Maori Development) on the 1 January 1992. Te Puni Kokiri's purpose is "to assist in developing an environment of opportunity and choice for tangata whenua, consistent with the Treaty of Waitangi". The new name "indicates a group of travellers making progress and signals the forward direction of the new Ministry".

Its broad functions are:

- * policy advice to Government on matters affecting Maori;
- * brokerage services to Maori people and agencies, to maximise access to resources in social services and economic resource development;
- * new initiatives in economic development, health, education and training;
- * monitoring the performance of other Government agencies in meeting Maori needs; and
- * maintaining existing programmes pending decisions on their future delivery, including transfer to other departments.

The main thrust is to improve Maori education, employment and economic opportunities.

The last issue of SIAN gave a brief synopsis of "Maori and Work". Other 1991 Manatu Maori publications included :

- He Tikanga Whakaaro (Research Ethics in the Maori Community) : A Discussion Paper
- Nga Take i Neke Ai Te Maori (Maori Mobility)
 - Report 1 A Review of the Research; and
 - Report 2 He Iwi Pokai Whenua (A Journeying People)
- Nga Tikanga Tiaki Taonga O Nehera (Customary Maori Land and Sea Tenure)
- E Tipu E Rea (Maori Education)

HE TIKANGA WHAKAARO (RESEARCH ETHICS IN THE MAORI COMMUNITY) A Discussion Paper

This paper has been prepared by Dr. Ngahuia Te Awekotuku. It starts with an examination of Te Waahi Ngaro - customary concepts of knowledge, research and scholarship. The author notes the specialised schools of learning of tribal groups. There was also a period of prolific research and writing, including work of Ngata, Te Rangihiroa and Te Puea Herangi: "These scholars laid the basis for a vastly exciting and dynamic knowledge tradition, which somehow ironically and inexorably was investigated and disrupted by the Pakeha gatherers and traders in Maori information. And until recently, the field had been almost exclusively theirs".

In the contemporary context, issues such as accountability and cultural imperialism have slowly been addressed, particularly for policy orientated research. As a result it is possible to draw out some "Principals of Ethical Conduct for Researchers in the Maori Community". This is a draft for discussion and includes responsibility to the Iwi studied, responsibility to the wider iwi, and responsibility to the Ministry. These draft ideas are developed from the ethical statement of the New Zealand Association for Social Anthropologists.

The paper is vital reading for anyone actively involved in social assessment, and available from Te Puni Kokiri (Ministry of Maori Development).

E TIPU E REA (MAORI EDUCATION - CURRENT STATUS)

E Tipu E Rea is the first of a series of publications that had been planned by Manatu Maori to look at the status of Maori Education. The objective of this report is to provide a comprehensive description of Maori participation in all sections of formal education. The basic measurements (in this case monocultural) by which the current status of Maori Education is assessed in the report are identified and discussed, and resulting statistics and background information for each level of education are provided.

E Tipu E Rea offers a wide range of information that up until now has not been available in one place. The point is made that specifically Maori statistics are not yet sufficiently available to allow an accurate assessment of the current status of Maori education. However, it is noted (without being specific), that the situation is improving.

As a guide to improving information gathering and reporting, E Tipu E Rea has included specific examples of where gaps exist in the present data base. This information is most useful as a point of reference for ongoing development. There are a range of areas within the realm of Potama learning (such as such as Kokiri Centres, Carving Schools etc.) that haven't been covered. The report graphically illustrates that, although we have made some progress in establishing "Maori Education : The Current Status", a lot more work needs to be done before we will understand why the current situation exists and what this means in terms of advancing Maori education.

NGA TIKANGA TIKA TAONGA O NEHERA (CUSTOMARY MAORI LAND AND SEA TENURE)

This publication provides a synopsis of customary Maori land and sea tenure. The research process involved preparing a large computer database called the LANDSEA bibliography of distinctive cases of how this had been interpreted in different iwi, times and situations. The report provides a cross-referenced view of the bibliography. It provides some indications of tribal variation of customary Maori land law. It is expected to be useful to those researching into Maori land claims, historians, and those interested in Maori issues. The database is currently managed by Te Puni Kokiri (the Ministry of Maori Development), and requests for access should be

directed to the Manager Policy. It is expected that the Waitangi Tribunal will assume management of the database and extend its application. The report was prepared by Tania Rei and Bob Young.

NGA TAKE I NEKE AI MAORI (MAORI MOBILITY)

This line of research resulted in the preparation of two reports. The first was "**Report 1 : A Review of Research**" was exactly that, a very structured and abbreviated summary of research carried out on the subject. This is organised by topic summarising the results of research and the areas of research needed under the broad headings :

- * the extent of mobility
- * the people who move
- * the expectations of movers
- * the historical context

Each section and result is fully linked and referenced. Prue Oxley played a principal role in the report.

The second report in the series, **Report 2 : He Iwi Pokai Whenua (A Journeying People)**, authored by Graham Butterworth, provides an historical dimension and overview of Maori Society with a central theme of mobility from the 1760's to 1991. The report distinguishes and discusses three modes of mobility : travelling, transience and migration, in a historical context.

NGA PUTUNGA TATAURANGA MAORI (A DIRECTORY OF MAORI STATISTICS)

This directory references the vast range of official statistics that are collected about the Maori population of New Zealand. It doesn't reproduce the statistics but details the tables and notes where they can be found. It is organised according to key variables. It covers a variety of sources: Census of Population and Dwellings, other Department of Statistics, other departmental collections, NZ Planning Council etc. The Directory was prepared by Cyril Mako.

CONSULTATION WITH TANGATA WHENUA

**A Guide to Assist Local Authorities with Meeting the Requirements of the Resource Management Act
Ministry for the Environment.**

One of a series of guides to the Resource Management Act available from the Ministry for the Environment.

AUCKLAND REGIONAL DEVELOPMENT MONITOR AND REGIONAL ENVIRONMENTAL MONITOR

These are the first annual monitoring reports of the Resource Management Division of the Auckland Regional Council. The reports are in two volumes: one focusing on regional development and the other to the environmental quality of the Auckland region. The monitoring looks at regional trends, initiatives and major events which have affected the region. The reports form the basis of an ongoing commitment to a regional monitoring programme, covering important aspects of regional development, including: population and economic change, labour force & employment, housing & residential land, transportation and environmental protection (land, air, water).

The monitoring reports are also a response to the recently enacted Resource Management legislation which requires regional monitoring. Section 35(2) of the Resource Management Act states:

“Every local authority shall monitor the state of the whole or any part of the environment of its region... that is appropriate to enable the local authority to effectively carry out its functions under this Act...”

The definition of the environment is broad and includes: ecosystems, people and their communities, natural and physical resources, amenity values and social, economic, aesthetic and cultural conditions. In order to develop resource management policy, it is essential to have an understanding of the overall trends in these areas. In this first monitor, some aspects have been dealt with in more detail than other. However, annual monitors in future years will focus on areas where more work is needed to determine appropriate indicators. The annual monitor should also be studied in conjunction with previous monitors on individual topics:

Housing Monitor, 1987
Tourism Baseline Monitor, 1986
Population Bulletin, 1988
Labour Force Baseline Monitor, 1989
The Changing Economic Base of the Auckland Region, 1986

In addition, the ARC is publishing two reports that deal with issues in more detail:

Regional Maori Profile. Te Iwi Maori O Tamaki Makaurau:
The Auckland Maori Population & Baseline Monitor.

Employment Dynamics in the Auckland Region.

The monitors will be useful to both the public and private sectors in seeing how the region is changing what developments are occurring, and the implications this change and development has for policies, programmes and projects. It is also seen as a mechanism for regional coordinator and better decision making about the issues relating to the region.

CRISIS IN THE WORLD'S FISHERIES: PEOPLE, PROBLEMS AND POLICIES.

By James R. McGoodwin (1990).

Stanford University Press.

McGoodwin points to the crisis in the world's fisheries, where “quite simply, there are too many people chasing too few fish”. Despite changes in technology, levels of catch are not keeping up with increases in population and demand. There can be improved management, but not without more attention being paid to fishers and fishing people: “there is no fishery without a human fishing effort”. Part one of the book looks at contemporary fishers and their cultures, emphasising the important role of small-scale fishing operations in the world fishery and the processes of industrialisation. Part Two, on fisheries management has a strong conceptual base and includes a chapter on the “tragicomedy of the commons”, and chapters on systems of management by indigenous peoples. The final part of the book emphasises management practices for the future, again providing a distinct social perspective. Indeed, the social and international perspective is what makes this book valuable, an important contribution to the integration of a social perspective into resource management for the marine environment.

CONSTRUCTIVE CITIZEN PARTICIPATION

This is a newsletter produced by Desmond Connor, consulting sociologist, and published quarterly by Connor Development Services Ltd. 5096, Catalina Terrace, Victoria, BC, V8Y 2A5, Canada. Subscription costs Can\$ 8.00 for students and volunteer leaders and Can\$ 25.00 for organisations. The newsletter contains short articles and news items useful to anyone with an interest in social assessment and environmental issues in Canada.

**REPORTS AND STUDIES - THE
PARLIAMENTARY COMMISSIONER
FOR THE ENVIRONMENT -
TE KAITIAKI TAIAO A TE WHARE
PAREMATA**

The Parliamentary Commissioner for the Environment was established in January 1987 as part of a restructuring of governmental environmental administration and as a response to significant public demands for an independent authority to review and publicly report on environmental management by central and local government.

Authority for the appointment of the Commissioner and the functions, powers and duties are set out in the Environment Act 1986. The Commissioner is appointed by the Governor-General on the recommendation of the House of Representatives. The term of appointment is for five years. Approval was recently given for the renewal of the current Commissioner, Mrs Helen Hughes, for a further five year term. The Commissioner is independent of the executive arm of Government and may only be removed or suspended from office by the Governor-General.

Functions

The Commissioner's functions are to:

- * review the system of agencies and processes established by the Government to manage the allocation, use and preservation of natural and physical resources;
- * investigate the effectiveness of environmental planning and management undertaken by public authorities;
- * investigate any matter in respect of which the environment may be or has been adversely affected;
- * respond to requests from the House of Representatives for reports on environmentally significant legislation and petitions; and
- * undertake inquiries, at the direction of the House of Representatives.

Publications and Reports

Publications and reports of the Parliamentary Commissioner for the Environment having social assessment significance are :

- * Environmental Management and the Principles of the Treaty of Waitangi: Report on Crown Response to the Recommendations of the Treaty of Waitangi 1983-88, November 1988.
- * Audit of the "Future State Highway Number One Route" Environmental Impact Report, March 1990.
- * Evaluation of the Process followed during Stage 2

of the Auckland Sewage Study: Report of the Independent Review Panel, July 1990.

- * Environmental Management and Regional Councils, September 1991.
- * An Investigation into the Effectiveness of Environmental Planning and Management Undertaken by the Kapiti Coast District Council, September 1991.
- * Odour Nuisance Control in New Zealand, October 1991.
- * Christchurch Rail Passenger Station: Report of the Independent Review Panel on Effectiveness of the Environmental Assessment Process, February 1992.

The Office holds a limited number of printed papers including copies of reports published by the Commissioner and copies of documents produced by other organisations which have been obtained during investigations and reviews carried out by the Commissioner.

Contact : The Director, Office of the Parliamentary Commissioner for the Environment, PO Box 10-241, Wellington, Phone : (04)471-1669, Fax : (04)471-0331

**PROCEEDINGS OF THE 1991
TATUM PARK SOCIAL
ASSESSMENT WORKSHOP**

This publication provides fairly comprehensive details of the papers and discussion at the Workshop convened by the Association for Social Assessment in October last year. The workshop included the following sessions:

- * Access to Housing : Particularly for Vulnerable Groups
- * Rural Communities;
- * Community Employment Initiatives and Government Policies
- * Resource Management Act

It also includes the opening address by the Director of Social Welfare, a precis of the Panel Discussion, and of the Final Session chaired by Dr Nick Taylor.

The publication(24pages) is free to all members, and we also have a limited number of surplus copies we are selling to

non-members at \$6 each.