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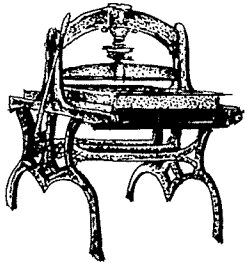
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Editorial

A preliminary discussion paper concerning the establishment of the Parliamentary Commissioner and the Ministry for the Environment has recently been released. Already planners have been involved in meetings in various parts of the country with the Ministry for the Environment Establishment Unit, led by the Secretary for the new Ministry, Dr Roger Blakely. This represents another stage in the consultative or public participation process which began with the Environment Forum in March 1985 and is slowly leading to the creation of the new Ministry which, despite its title, looks as if it is likely to assume responsibility for the central government planning function. Such a view is supported by many of the statements contained in the discussion paper, which derives much of its text from the Parliamentary Bill.

The Mission statement talks about ensuring a "full and balanced account being taken of all values . . . placed by individuals and groups in the community on the quality of the environment . . ." . . . in the management of New Zealand's natural and physical resources."

Goals include:

"To seek a policy and legislative framework for the sound, efficient, environmentally sensitive management of New Zealand's natural and physical resources", "to promote mechanisms to ensure that in all resource development full and balanced account is taken of the social, economic and cultural needs and values of present and future generations", and "to promote effective public participation in the environmental planning and policy formation processes in order to assist decision-making, particularly at the local level."

The discussion paper identifies as one of the key issues "the extent of planning appropriate in a 'market-led' economy" and finally, the definition of "environment", not included in the Paper but we understand to be in the new Bill, will be "all natural and physical resources

and the social, economic and cultural conditions affected by changes to those resources."

The question of how the proposed Ministry for the Environment will approach the issue of the "balancing", of development issues on the one hand with environmental issues on the other, has not been addressed and it is considered that the term "balance" may not be appropriate in this context.

The proposed Ministry for the Environment appears to be shaping up to also assume the role of a Ministry for Planning and while this may well be desirable in the long term, the current proposals do not allow for scope of the planning system as it is presently expressed under section 3 of the Town & Country Planning Act 1977. It is essential that planning continue to recognise and provide for the matters raised in section 3.

Further, while it appears that the proposed Ministry for the Environment will assume the planning function presently undertaken by the Ministry of Works and Development, it is not explicitly stated. This is an area which needs careful consideration.

While the discussion paper is laudible in intent, it exhibits serious weaknesses in its lack of knowledge about, or recognition of, the present planning system. Some of its proponents seem to have joined the chorus of those vested interests who are attacking the system of planning which has evolved over the past thirty years, and is already able to cope with many of the concerns of the new Ministry.

The present planning system, with some modification, can continue to serve this country well in the years ahead. The system is currently under strong attack by the Treasury and other interests and those involved in setting up the new Ministry could be valuable allies in its defence. It is over to the profession to convince the new Ministry that planning deserves its support.

Dave Hinman
President

Letters to the Editor

Dear Madam

I applaud TPQ for encouraging discourse through its Editorial Column; and thus thanks to D P Black for taking my "objectivity" to task in the last issue of the Journal. He wonders if I have "an unreal concept of planning in this Country and a lack of understanding of where planning lies in relation to the totality of political, economic, social and exploitative systems"; and follows with a contention that "whether we like it or not planners have only (a) narrow window of intervention into a very large process".

I hope that Mr Black is not one among those who see no great fault to correct, retrospectively, a rural denudation which leaves hapless farmers still trying to screw a pastoral living out of hilly landscapes ill-suited to sustaining that purpose; nor any great need to get worked up prospectively about an urban New Zealand divided around poles (un)employment and racial discontent! All I claim is that we do have a responsibility to 'raise our game', and take a longer 'custodial' view of these kinds of issue on behalf of our society, because they are a matter on which we can, as urban regional and rural planners, make a useful contribution. If we don't who will?

Heaven forbid that my views are read as antagonistic to the potentially effective district planning process. It's just that in many ways I observe that district planning is a backwater to the main-stream political, economic and social decision-taking process. Thus in urging the planning profession to raise its game I assert that we widen Mr Black's "narrow window", regionally and nationally, with a view to redressing past (mostly rural) mistakes, and addressing future (mostly urban) policies.

Robert Riddell
University of Auckland May 1986

Dear Madam, **Classes of Institute Membership**

It did not surprise me, when attending the Institute conference in Hastings, when it was proposed to investigate creating a Fellow class of membership of the Institute, and that the motion was carried without dissent. It was much of a surprise a year later however at Queenstown to find that after a few speakers against the proposal, it was rejected, also without dissent.

While it is entertaining to consider the implications of why total implicit support should so quickly turn to rejection, I would prefer to concentrate on the proposal itself. As I recall the discussion there were four principle reasons put forward in opposition to having a class of membership of Fellow within the Institute. These were (i) it was sexist, (ii) it was elitist (iii) there are already too many grades (iv) there is no consistency of application of the term in other similar bodies. Let us consider each of them separately. Firstly that it is sexist. One must assume that the reference was to the term 'fellow' being sexist, and not the principle of the grade of membership, as there appears to me to be no suggestion that one or other sex would be discriminated against in the application of it. In

its entry under 'fellow' the Concise Oxford Dictionary lists five meanings. In my reading the first four make no reference, implicit or explicit, to gender. The fifth, which does so, is a colloquialism. It is my belief that there need be no sexist connotations to a level of member called 'fellow' within the NZPI, an opinion which I believe is supported by Casey Miller in 'The Handbook on Non-sexist Writing for Writers, Editors and Speakers'. Even if there were, why throw away a good idea because you do not like the word.

The second argument was that a Fellow grade would be elitist. A strange claim from a body that already finds it necessary to have seven grades of membership. Particularly since it chooses to distinguish between 'students' and 'student technician'. The Institute itself is open to claims that it is an elitist group by its entry requirements, so why should it steer away from creating yet another level of the 'creme de la creme'. If we are going to be elitist as a group and internally, then let us at least do it properly and with panache.

Some say there are already too many grades of members. At last a point I can agree with! Unfortunately it does not have a lot to do with the debate about whether or not there should be a 'fellow' grade. If there are too many grades let us look at **that** problem, and having solved that, then consider if another grade is either necessary or desirable.

Finally, it is claimed that there is no consistency in other similar bodies in the application of the grade. Oh dear, it must be too hard! If there is a need or a desire for such a grade, then it need only be for what the Planning Institute wants it to be. We do not follow other professional bodies in other matters why should we need to in this case. I personally have no interest in whether there is or is not a Fellows grade. I am concerned however that the Institute as a whole makes decisions on a sound and rational basis. I would suggest that in this case it did not.

I am also concerned that a substantive issue was raised in the debate but appears to have been lost among the trivia. That is, the NZPI has more grades than it needs, and should be doing something to tidy up the situation.

I would suggest that the Institute needs only five grades of membership. These grades would be:

- (a) Student, being anyone doing a bona fide course of study in planning or related discipline. This would include University or NZCTP study;
- (b) Associate, being (i) all those holding recognised University qualifications (ii) all those with technician qualifications and having requisite experience as at present for Technician (iii) all those who have appropriate experience in the practice of planning (the present back door to membership);
- (c) Member, as at present;
- (d) Fellow, awarded for eminent service to the Institute, by a Member or an Associate;
- (e) Honorary, as at present.

I can see no need for a Retired grade of membership, providing there is some provision for the reduction of fees for those no longer practicing as planners. The NZ Institute of Surveyors use 25% of the appropriate full subscription for retired practitioners.

If other members of the Institute feel that the above suggestion has any merits, then let the subject be debated on sensible, serious and relevant grounds.

Brian J. Coutts, Dunedin

THE FUTURE OF PLANNING — Complacency or Competence.

Harry Bhana, Planning Consultant, Auckland.

I have watched the rather stilted debate on the Institute's defence of the current planning process with some cynicism. Bill Williams believes that all is well with the process of district scheme planning. Donald Black agrees with him, except for the problems of "planning kitch". Jeff Johnson sees more basic problems in the planning process and so do I.

I first want to take up Jeff's final sentence where, having observed that we are on line for the greatest economic and social shakeup since 1930, or possibly 1890, he says, "It may be comforting in such a time to want to think our patch is really okay, but I do not believe it is wise."

Currently in New Zealand we have the rather strange phenomenon of a Labour Party Government which is simultaneously committed to both conservation and to free market policies. However, currently at least, the latter policies appear to carry most clout. The economic principles which have graced the table of Reagan, Thatcher and the World Bank might appear a little strange as the prime driving source of a New Zealand Labour Party. Nevertheless, free market is in and intervention is out despite the screams of anguish from farmers, exporters, importers, unions, and now state servants. A paper by Treasury official delivered to the District Planning Forum at Wairakei last year indicates that this sentinel of the free market has already fixed its sights on the interventions which are inherent in the current district planning process.

Yet the official N.Z.P.I. reaction appears to rest on a claim that the system is fine and that minor "hiccups" must be accepted as part of the price of achieving the very satisfactory results that our highly esteemed planning process can provide. I don't know how long this rather lame response will work. Perhaps when allied with the paradoxical policies of the Labour Government in respect of planning issues we could hope that it might slow the pace of change. However, statements from Mr. Goff indicate that in terms of both his ministerial responsibilities and in the day to day monitoring of electorate affairs he has a rather different view to the Institute as to the value of current planning process. I believe that the pendulum swing is heading towards a further freeing of the market place and towards less government (of all kinds) rather than more. A future conservative government appears to be inevitably forced further in this direction just to be able to offer a viable and cohesive set of alternative policies. For all those reasons I agree with Jeff that our current approach is hardly wise. Instead of defending the system, why not recognise and identify the deficiencies and suggest ways of improving the system? It might make our representations a little more credible.

Here are a few sacred cows which I would be happy to lead to the hatchet man:

1. Public participation.

One of the most fundamental principles which is embodied in the 1977 Planning Act is the concept of public participation. At the time the district scheme is prepared or reviewed, or when certain sorts of applications are made, the public is entitled to object.

Many planners, and most members of the public, consider that this is a wonderful, democratic process. However, in practice, the criteria by which submission and objections will be judged are limited by legal criteria. The process is treated as a means of gathering information, rather than opinion, and while at times local authorities might be prepared to reach decisions based on the number of votes cast through the objection process, the Planning Tribunals have made it clear that this sort of consideration is irrelevant. So, in most cases, the public participation process is misleading, if not dishonest, in offering the right to participate in decision making when the rules really allow only the opportunity to present information which could influence the decision. In the 1970's, faced with the shibbolethe "planning is for people", many local authorities went way beyond the minimum requirements of the Act in an effort to gain from the public a consensus view of how their district should develop in the future. All sorts of approaches, from radio talk back shows to travelling road shows, have been tried with varying, usually relatively limited success. When it comes to the objection process itself, very few objections are of a public interest nature. Most are motivated purely by self interest.

2. The infallibility of the "scheme".

This theory is based on the proposition that once the public has participated, then the district scheme can properly be viewed as a comprehensive and consensus view expressed by the entire community as to the existing and foreseeable future pattern of development which must be followed for the ensuing five years. Each shade of colouring on the maps and each clause in the scheme statement and code of ordinances is assumed to have been rigorously tested and to have received the community's seal of approval. Thus, any attempt to change the scheme, or to do something which hasn't been anticipated, must then be seen as having enormous public interest consequences. In most instances, this is absolute garbage. In many cases the planning decision would have effectively been made by one person, the planner, the chairman of the planning committee, or an interested councillor. The question of whether it was subject to objection or appeal at the time would have depended almost entirely on whether some particular private interest was immediately and directly affected. In some cases provisions of the scheme, especially the stranger ones, arise directly from the public participation process and are really equivalent to the cost of appeasement. Yet, "the integrity of the scheme" is very often the barrier which new and desirable development simply cannot get past.

3. The complexity of the Scheme.

I have previously presented my views in this journal regarding the complex bulk and location controls which have appeared in many district schemes (including some of which I was the

author). The problem is not merely the controls themselves, but the immutability that they achieve as a provision of the district scheme, and as the Donald Design v. Black case shows, real flexibility in terms of these matters is illusive. Yet these controls are not a necessary part of land use planning and could as easily be dealt with as bylaws.

4. The Uniqueness of the Scheme.

Each district scheme must be different because it represents the views and aspirations of a distinct and separate community. Over the past ten years there seems to have been a sort of competition amongst planners to produce the greatest variety possible in terms, not only of provisions in schemes, but also in terms of their format. In an area like Auckland, it is little wonder that Builders have requested some simplification. I am not advocating a return to the model code as a schedule to the Act. However, I note that the Institution of Engineers has been able to produce standard engineering codes. I see no reason why our Institute also should not be able to devise a standard for a basic planning document such as a district scheme. Such a standard would still be able to recognise the obvious differences between different districts.

Now to explain on some part why I am happy to offer this select group of sacred cows to the altars of Rogernomics, and indeed, why they may well be found acceptable, I offer a few examples which illustrate some of the problems which I see the planning process or its practitioners producing.

1. Forest Products Processing Northland.

Issues regarding the transportation and processing of Forest Products in Northland have been the subject of technical reports over the past ten years. Information regarding the extent of the resource was well documented and one of the most useful and sensible early determinations has been to the effect that processing facilities in Northland were best located as close as possible to the forest because of the implications of using the relatively poor quality Northland roads for hauling unprocessed logs.

About four years ago a company interested in processing forest products requested my assistance in locating suitable land adjacent to the forest because despite those early reports, little or no planning provision had been made. Land was located, general agreement amongst the planners involved was reached that it was the most suitable land. However, it was part of an undeveloped Lands and Survey Settlement Block. After lengthy negotiations it was determined that it could only be released after the painful process of an EIR, the audit of which appeared to founder on a request for detailed design information which would have amounted to disclosure of confidential new technology. After two years of negotiation the matter was not settled and despite the lead time being steadily whittled away, planning provision for forest products processing and transportation had still not been made. As the company analysed the forest processing option in finer detail, a change in the extent of the resource available became evident, and the processing option shifted from pulp to fibreboard. For various market reasons,

speed of action of essential. After three years of negotiation which were unresolved, I could not honestly recommend that the EIR subject be reopened. Instead, the new plant was located on a large area of industrial land on the outskirts of Kaitia. Logging trucks will now inevitably traverse County and Borough roads to feed the plant. Steps are currently being taken to try to avoid this forced decision becoming a future determinant of an inappropriate land use arrangement.

2. Commercial Underzoning

It is general practice over much of New Zealand for local authorities to deliberately underzone commercial land. There is even an apparent planning justification which indicates that overzoning will produce unusable commercial premises which will be converted for industrial use with grave consequences for the amenities of surrounding residential areas. This pattern of commercial underzoning produces a situation in many cases where I am obliged to tell commercial clients that their wish to locate in a particular area, on a site which is otherwise appropriate in town planning terms, is simply not possible. In a very few cases, their identification of the need coincides with the review of the local authority's scheme but even in those cases, the time involved in bucking the system meant that one client out of three lost interest.

It seems somewhat strange that this rationing of commercial land zoning is not applied to either residential or industrial, except where a district is fully built up. The general premise seems to be that we need residential land for housing, and industrial land for employment, but commercial services shouldn't be allowed to get out of hand. What is not recognised is that the commercial sector is the major area of growth in employment, and I am personally aware of a significant number of jobs that have been lost (not transferred) as a result of commercial operators being unable to extend their operations into particular areas. I believe this is going to become a problem of enormous proportion as the changes in import controls begin to take effect.

I suspect that one of the reasons for the relatively slow growth in retail floor space (apart from commercial zoning practice) has been the relatively limited range of goods which are available to retailers in New Zealand. Overseas, in America and Australia, and probably in the U.K. as well, where the goods on sale may have an origin from anywhere else in the world, there is a much greater range of all goods available and this of course requires a much greater area of floor space to display that variety. If the public of New Zealand is to reap the benefits, as well as the costs of more readily available imports, then the planning system is going to have to produce a method of allowing expansion of commercial centres that doesn't result in each case being finally argued before the Court of Appeal.

3. Expansion of Existing Premises

In a typical case, a large Auckland industrial activity, reasonably clean and quiet, had its main access onto a street where the opposite frontage is developed in houses. The street itself is a major link to an industrial area and

carries substantial industrial traffic as well as the industrial traffic servicing the industries on the industrial side of the road. Part of this frontage of this particular factory was occupied by staff houses and zoned residential. The company wished to remove these in order to enable the most sensible, and in fact only viable expansion of a particular part of their processing which was achieving significant market growth. The local authority was fully advised of the proposal and was made aware of the substantial increase in the workforce which would result. The reason for the development being located in the particular part of the site chosen was explained through the use of flow charts showing machinery and processing lines, and by the analysis of alternative means of accommodating the expansion. The Council declined to initiate the scheme change because "two houses would be lost to residential use", and the new truck entry would have a "general detrimental impact on the street". The company then made a specified departure application, a few objections were received, and the application was declined. The company first appealed, and then decided that the problems of town planning, which were entirely new to them, were too great, and the expansion was abandoned. As a planning consultant with a preponderance of individual or company, as distinct from local body, clients, I probably see more of these cases including those where the client abandons the projects as soon as the difficulties become obvious. In many cases a loss of new jobs simply goes unnoticed.

I suppose that as far as the process is concerned, bad planning practice is not really a factor. That could arise no matter what system was applied. The main difficulties which are inherent in the system arise from its inflexibility. Where a district scheme has not anticipated the need for a particular land use change, no matter how desirable it may be, there is an enormous inertia built into the scheme and into the political process as well. Local authorities usually will only change the scheme where an exceptional case can be made. A large part of the reason for the inflexibility goes back to three of the sacred cows which I have tethered above, in particular, public participation which makes any attempt to change or adapt the scheme incredibly cumbersome, together with the principle of the immutability of the scheme which prevents a developer from initiating any action which will lead to a change in the scheme. This principle also makes it almost impossible to achieve a specified departure. Thirdly, the perceived need for detailed and complex controls on site development needlessly increases the range of material to be analysed and the extent of decisions which need to be made before the scheme can be changed. If we rid ourselves of these encumbrances, I consider that the planning process could become a leaner and sharper creature that was better able to respond to the more limited range of commands which it would receive. However, I wonder how many of us could really survive without the spiritual gratification which these sacred cows provide.

NEW ZEALAND PLANNING INSTITUTE CONFERENCE GO WEST '86

Proceedings reported by Sylvia Allan, Institute Councillor and Planning Consultant, Wellington.

"Nestling on the coast and protected from the untamed swells of the Tasman Sea, the City of New Plymouth, pulse of the Energy province, is an exciting city of contrasts, which offers a diversity of attractions all year round".

So ran the publicity handout.

For those of us who went West, the venue for the 1986 Planning Institute Conference will be remembered for its brilliant weather and for its bargain-price accommodation, thanks to the "bust" part of the boom-and-bust cycle, which has resulted in some local hotels going into receivership. It will also be remembered for providing a conference room with a view; New Plymouth Racecourse is a place of considerable daily activity, and, if the Conference became boring, it was possible to see horses in training, jockeys, and even the occasional huntsmen in pink, by simply glancing sideways.

Despite the two year lead-time, the theme and content of the Conference were remarkably topical. While the country in general, and planners in particular, batten the hatches and try to weather the economic storms that surround us, it was a salutary experience to look back to the not-so-distant days of Think Big opportunism and planning collusion, and hear the views of those who had been closely involved.

The first two days of the Conference were organised somewhat like a Planning Hearing. After an initial introduction from a politician and a Planning Judge, proponents of Think Big started on the first day, and alternative views on the second. Field trips gave a reality to the papers, and allowed participants to draw their own conclusions. The final day of the Conference covered techniques and strategies for assessing and coping with major change, and broadened our outlook with further case studies.

Conference proceedings will be available shortly (contact Ted Wells, C/o MW, P.O. Box 146, New Plymouth. There will be a small charge.)

In the meantime, a summary of the papers follows:

Day 1 - Opening and Setting the Scene

The Conference was opened by **Mr David Lean**, Mayor of New Plymouth. He discussed the National Development Act as the "most heinous piece of legislation ever enacted in NZ", and talked of Taranaki's role as a guinea-pig in the Think Big experiment. Despite the traumas for local people, the community saw this development as a challenge rather than a problem at the time, and they have accepted some of the costs. Two remaining concerns which he asked Conference delegates to take back to Wellington were the continuing problem of dealing with effluent disposal at Waitara, and the concerns of the Te Atiawa people indicated in the recent decision of the Waitangi Tribunal.

Opening Address

This was delivered by **Philip Woollaston**, Under-Secretary for Local Government, the

Environment and Conservation. Entitled "Planning, the Environment and Think Big", the address analysed the quality of central government planning, using Taranaki as an example.

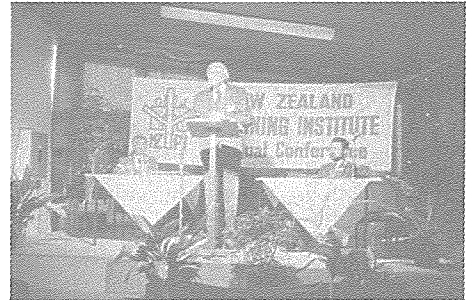
Mr Woollaston described the local landscape as "dotted with physically impressive, technologically admirable, socially disruptive, and economically disastrous white elephants." Measured against three principles of a sound planning system; clarity of goals, accountability, and transparency, the "planning" leading to the think big projects was a fiasco. "Major commercial decisions were made by politicians for political, not economic reasons, and the timetable for decisions was modified according to the electoral cycle." Mr Woollaston talked about the new environmental administration structure, the responsibilities of the new Ministry for the Environment and how corporatisation of state-owned enterprises would assist planning decision-making. This would occur through development of national resource-use and pollution control strategies, advising on the "externalities" (off-site and social costs) of large projects, new environmental assessment procedures, and the forthcoming reviews of all environmental legislation. In conclusion, Mr Woollaston mentioned the New Zealand Planning Institute's concern (which he stated he shared) that the administration of the Town and Country Planning Act should become the responsibility of the Ministry of the Environment. He indicated that the way is still open for this to happen through the review of the Act being a joint responsibility of Works and Development and Environment Ministries. At a later press conference, Mr Woollaston emphasised that his address was intended to draw a contrast between how Government had done its own planning, and how regional and district planning was carried out. No criticism of statutory planning was implied.

Keynote Address

Resource Use and the Planning Process by Planning Judge Peter Skelton

Judge Skelton prefaced his paper on resource use with a few comments on the present statutory planning system. Describing the Town and Country Planning Act and the Water and Soil Conservation Act as *dynamic and conceptually refreshing* he stated that the statutes provide for a system which generates its own discipline. "If used wisely and properly they can accommodate.....the changes which the various sectors of our society seek.....to change the system radically would be to lose it."

Referring to Sections 3 and 4 of the TCPA he contrasted legal interpretation of the word *resource* in each section - Section 3 being concerned with matters of national importance and Section 4 with matters of regional and district planning. "Between them they articulate the public policy objectives which form the foundation for all *land use* planning decisions. They do not



Judge Peter Skelton

provide the objectives for *all* decision-making, concerning resource use. Examples from the Taranaki region were used to illustrate the limitations of planning powers when it came to questions of use of raw materials once won from the land.

The policy decisions involved in committing a particular raw material to a specific end use (whether made at national, regional, district level by a public or private corporation, or by an individual) are not subject to statutory planning controls, but can be affected by these controls once a site is chosen. It is because of this that frustrations arise and calls for changes to the statutes result. Thus there is a great need to identify and recognise policy decisions at a very early stage and for planning to provide for them. Many of the policy decisions which led to the exploitation of Taranaki's resources were made as early as 1969, years before the statutory planning process began. The fact that Parliament saw a need for the National Development Act shows that the planning system had broken down.

That normal planning processes could have coped with major projects is shown by the Marsden Point Refinery and NZ Steel extensions. In these cases, the planning system worked well, but unfortunately the water use aspects lagged behind. However, this need not have happened as the legal mechanisms existed - they were simply not used at the right time. There was a lack of *integrated* forward planning. Regional, district and maritime schemes provide the mechanisms for major planning decisions to be made. Judge Skelton emphasised the importance of the scheme itself (and not consent mechanisms) and of the validity which the scheme achieves through widespread public input in its formative stages. **If regional planning is to receive widespread support, there is a need for reform in the scope and means of public input.** The credibility of a scheme depends on public input, Crown input, adherence to the scheme and regular reviews.

Looking to the future, Judge Skelton identified a number of matters which should concern planners. These were:

1. The need to re-examine the regional and district planning and planning consent processes, with a view to espousing more vigorously the primacy of the former.

2. The growing interest in developing the environmental protection and audit procedures. These, in his opinion, should be integrated into the statutory planning processes, including formulation of regional and district schemes, and should not be used simply to evaluate and monitor specific projects.
3. The review of mining legislation - exploration, prospecting and mining constitute land uses and should be integrated with the land use planning process, leaving the licensing aspect within the prerogative of the Crown.
4. The review of water and soil legislation - this review should and may yet, provide for a statutory planning system for water use (including wild and scenic rivers).
5. Any review of the TCPA should be handled with great care and sensitivity because of the danger of losing many existing strengths.

In conclusion, Judge Skelton emphasised the need for a balance between conserving and/or preserving resources and using, or exploiting them. As trustees of our heritage, we have a responsibility to pass it on in a state which will be acceptable to those who come after us. Although the costs of achieving this, will seem high, the costs of failing to do it will be higher.

Government Background: The Taranaki Energy-Based Projects by Sir Robert Muldoon, former Prime Minister.

Sir Robert gave a short history of the development of the Taranaki projects. The oil shocks of the 1970s resulted in decisions to use a wide range of indigenous energy resources - exploration of these resources had reached a stage where a series of projects could be planned and built.

The decisions were taken by the Government at the time and Government took responsibility for them. One of the reasons for the timing was to broaden the base of NZ's economy and add new exports at a time when the return from agricultural products was stagnant. The rationale for the projects was partly saving, partly expansionary and also to provide security in case of an interruption of our supplies by conflict in the Middle East. The projects would also provide a buffer against further fluctuations in oil prices.

The Developers' Viewpoint was put by **Mr Peter Davenport**, Natural Gas Division Manager for Petrocorp. Mr Davenport outlined the background which led to the exploitation of natural gas resources. Petrocorp's experience has been in the Ammonia/Urea plant at Kapuni, the Methanol plant at Waitara, and the McKee oilfields inland from Waitara. The company also has an on-going programme of exploration and production designed to decrease NZ's dependence on imported oil.

Petrocorp is generally happy with current planning procedures but on the basis of experience and with hindsight, there is always room for improvement. This statement applies to the planning of the project itself by the developers, as well as the statutory process. **Very few planning decisions stand the test of time.**

There are many variations with changing circumstances, processes and so on. Once a planning decision is made, developers have to get on and make the best of it, despite the changes which may happen. An example was given of the Kapuni Gas Plant, established in 1959. This is a very congested plant on porous ground and alongside a beautiful

trout stream. It would not get planning approval today. The plant produces CO₂ and steam as waste products, both of which are valuable in themselves and would not be wasted in modern plants.

The company is now taking a different approach to planning and is talking to people long before a project is publicly mooted. This gives them a clearer idea of the criteria they are likely to need to meet.

The process is as follows:

Economic feasibility of a proposal → site analysis → schematic design → talking to government bodies and relevant groups before company decisions are made → planning approval → detailed design → construction. An aim is now to **improve the environment** if that is possible.

The Field Trips

Everyone at the Conference had the chance to go on two field trips. One took in the New Plymouth carousel sewage treatment plant, the Waitara Valley Methanol Plant, Synfuels plant at Motunui, the North Taranaki Coast, and the North Egmont National Park visitor Centre. The other, the Port of New Plymouth, the Oaonui Maui production Station, The Oaonui LPG extraction plant, a 'high-tech' dairy farm and the Kapuni Ammonia Natural Gas Treatment Plant and Ammonia/Urea production plant. The weather was magnificent, and the Taranaki landscape from the coast to Mt Taranaki itself, stunning. Planners were seen in a variety of poses and circumstances at every step.

- gaping at the tangled miles of pipes and gushes of steam that comprised most of these sophisticated plants.
- holding their noses in the vicinity of what must be one of the largest hills of ammonia/urea prills in the world.
- marvelling at the brown froth on the slow-moving carousel system, which wasn't supposed to be there, and at the apparent lack of smells.
- communicating with bovine residents of Taranaki while crunching crisp Taranaki apples and viewing the Waitara reefs which are the source of kaimoana for the Te Atiawa people and of continuing Maori grievance.
- having difficulty in finding remaining Taranaki gates.
- squinting to see the Maui A platform, 34 km out to sea, while having its function and workings explained by means of a static model and an animated man.
- wondering at the expense of an \$8m model used in the construction of the Synfuels plant - a very small portion of which still occupies the visitor centre at Motunui.
- estimating the distance between used dairy factories (approx. 2 miles) and noting their re-use as houses, barns and mushroom factories.
- noting the excess housing for workers, especially single people and temporary accommodation in the New Plymouth area.
- wondering at the trust and good faith of the Maori people in gifting Mt Taranaki to the nation.
- querying the siting decisions of many of the "Think Big" plants.
- marvelling at the huge heaps of boulders languishing at New Plymouth Port, brought in from considerable distance to be barged out and dropped to stabilise the Maui pipeline.
- enjoying the clear, crisp air, the mature bush and sub-alpine vegetation of Mt Taranaki (or is it Egmont?) and giving gold stars to Lands & Survey for an interesting

and well-organised visitor centre at North Egmont.

- wondering at the insensitivity of the location of the New Plymouth power station chimney in such close proximity to the Sugar Loaf.
- extracting from company reps an explanation of the unexpected, unplanned for and continuous dewatering of the Synfuels site, and the compensation negotiated with nearby farmers.

The general impression was of a province still rooted in agriculture. The physical impact of the Think Big projects, while significant locally, is relatively small in the province. It would be even less had some consideration been given to landscaping. Later in the Conference, Bruce Bornholdt's paper summed the feeling up in poetic starkness.

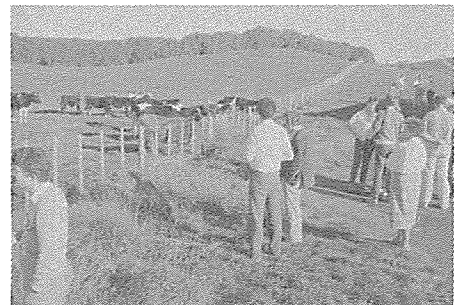
*where are the people
where is the employment
where are the \$'s for the shopkeepers
the roads are empty
the turmoil is over
the Think Big job is done
the Taranaki region like its mountain
slumbers"*



New Plymouth Sewage Treatment Plant



Waitara Valley PetraGas Methanol Plant



Planners and Cows near Motunui

**Day 2: Other Viewpoints
The Environmental Viewpoint**

Papers were given by **Dr Ben Gray** of the North Taranaki Environment Protection Association; **Ms Jan Roborgh**, co-leader of the Values Party, and **Mr Brian Sheppard**, Senior Archeologist from the Historic Places Trust.

From the questions that followed Dr Gray's paper, **Planning and the Environment: Why is Our Environment so Badly Degraded by Planners?** obviously some raw nerves within the profession were touched. Dr Gray spoke from his experience of someone in a public interest group trying to use the planning process from the 'outside' through public participation. He described the common view of planning as a "value-free" process, whereby options are assessed by planners skilled in examination techniques and the "best" option is chosen. In practice this is not the case: only proposers of projects and local authorities can afford to employ planners, and this significantly distorts the options that are considered (for example the "no-change" option is rarely evaluated.) Planners are employed to find ways of achieving what their employers wish to achieve. Local authorities can be "bought off" by offers of employment and the injection of funds locally.

Planning legislation limits what is considered relevant - for example, the economic and social implications of the Think Big projects were beyond the scope of the National Development Act. Even Section 3 of the TCPA was inadequate to protect the 1.6% of highest quality land required for the Synfuels Plant. Enforcement of conditions of consents has not been possible - for example, Synfuels produces noise, black smoke and waste heat beyond that permitted.

In conclusion said Dr Gray "he who pays the piper calls the tune, and no-one makes any money out of protecting the environment." Ms Janet Roborgh spoke next. She called her paper **The Locals Know Best!** Ms Roborgh cited the 1973 Labour Government agreement to "Take or Pay" for natural gas as the genesis of Think Big and described the lengthy Planning Tribunal Hearings under the National Development Act on individual projects as "making no change to decisions already made" and as "a sham".



Janet Roborgh

Real planning went out the door when Think Big hit Taranaki. It was foisted on the province because of the gas field and the biddable bevy of local bodies in the region. Since then, all the objections of local people have been vindicated. The belated \$5m development levy came as a welcome sop to the local bodies who had begun to have doubts over the benefits of the development. The role of the planner must undergo a major change if change is really desired. Can he or she accept the challenge of influencing a philosophical shift? Rather than listen to locals, planners have mostly obeyed their political masters. The result has been a great

cost to the economy of the country, the natural environment, the lifestyles of the Taranaki people, and the chance for NZ to move towards a sustainable energy future. Ms Roborgh suggested to the Conference a number of positive actions planners could take:

- lobby for the urgent repeal of the National Development act
- reinforce the TCPA, especially the respect for local knowledge interest in it.
- emulate the style of the Waitangi Tribunal where local knowledge is given full credence and oral submissions are allowed
- make sure local knowledge is sought at an early stage
- take the International Year of Peace (1986) seriously. Good planning is an essential part of peace politics.
- lobby for the re negotiation of the "Take or Pay" agreement

Next, Mr Brian Sheppard from the Historic Places Trust presented a paper called **Planning for the Past: The Role of Historic Places.** He described the legislation under which the Trust operates and the four types of historic places which can be identified and protected under legislation. These are:

- Classified Buildings**
nearly 4,500 classified on categories from A to D
- Archeological Sites**
of many types and protected regardless of whether they are known to the Trust or not
- Historical Areas**
where an interrelated group of features are recognised as having historic value as a group
- Traditional Sites**
places of historical significance or spiritual or emotional association with Maori people.

He emphasised the role of planners as a regional link in the protection of historical places, and in implementing the aims of the Trust. Some ways in which planners can become particularly involved were suggested, such as recognising and articulating the cultural values of historic heritage, and encouraging dispensations from the 1985 Building codes for historic reasons.

A lively session followed. The role of the Ministry for Environment in the environmental protection field was discussed, and speakers expressed pessimism over the ability of the new Ministry to deal with issues of sustainability, rate of use, and time horizons for natural resources. Dr Gray described the new Ministry as a "compromising department" caught in the middle and unable to give clear direction. The initial expectations and hopes had been withdrawn because of apparent changes of Government policy to the rise of resources in recent times.

Ms Roborgh said it appeared that the new Ministry would not be the place where the wider debate was going to happen, and she wondered where it would. Mr Sheppard felt the new directions and placement in the Department of Conservation were positive for the Historic Places Trust.

There was a general congruity with Sir Robert Muldoon's description (at the previous day's press conference) that the environmental administration changes.... "may turn out to be window dressing", and that there was a "a dimension in the new departments that is for public impact rather than real political work".

The Maori Viewpoint: Te Taha Maori

Mr Aila Taylor, Te Atiawa spokesman and Waitara Borough Councillor; **Mr Milton Hohaia** of the Parihaka Marae and **Dr Robert Mahuta**, Director of Waikato University's centre for Maori Studies and Research (assisted by **Professor Jim Ritchie** from the same Dept.) all presented papers relating Maori culture and values to planning.

Mr Taylor, veteran of Planning and Waitangi Tribunal hearings spoke on **The Importance of the Sea and Inland Waterways to the Maori and why Outfalls are Unacceptable as Effluent Treatment.** He said that Maoris felt they were entrusted with protecting the environment for the next generation, and spoke of the Maori approach as one of *wholeness*; seeing everything together - land, sea, bush and people. One is not to be cashed in at the expense of the other. A balance is sought through the whole process of resource use. This contrasts with the Pakeha approach which concentrates on single subjects and single issues. In resource use planning, Maori and Pakeha should come together and seek better management.

Mr Taylor explained the Maori system of water classification, the inherent spiritual and physical purity of water, and its transformation on contact with humans or other types of pollutants. The importance of seafoods to Maori people, and the orderly and sustainable use of important fishing grounds and reef resources were outlined. The concern of local Maoris over the extraction of water from the Waitara River (5,000 litres/sec, to be increased), and of the pollution of waterways, fishing grounds and reefs by human and industrial waste were expressed.



Milton Hohaia

Mr Milton Hohaia said that the Maori people in Taranaki had been left largely landless, but were now regrouped and on the move. He spoke of the concept of *putahi* or wholeness in the environment, and of the importance of water resources - the food and the water itself - to the Maori people. The Treaty of Waitangi had held the promise of control of important resources to the Maori people, but past and current systems had taken away any power that Maoris had in decision-making. For example, Maori people hid a dissatisfaction in the classification of water done by a body that they have no say on. Maori people are experts in dealing with water, so catchments boards and commissions should be working alongside their Maori counterparts. The same point applies to the fishing industry, where Maoris were forced to watch current practices wasting the resources and not doing anything to conserve them. Mr Hohaia said that **planning procedures were little more than institutionalised racism and Maori people**

would not put up with the system for much longer. They were sick of having to defend themselves through the planning process. He asked planners how it would be to sit down and work with parallel Maori planning organisation, and discussed the merits of Maori representation on the Planning Tribunal or a separate Maori or Planning Tribunal. He concluded by saying that fundamental differences between Maori and Pakeha meant that they could not work in an integrated planning process, but that they should be able to work side by side.

Dr Mahuta spoke on the experience of the Tainui people who have shared a common experience at land confiscation *raupatu* with the Waikato people. The resultant continuing economic cost to the Maori people so disinherited is immense (restitution had been given at the equivalent rate of 2c/acre 1986 values for the 450,000 acres of land taken in the Taranaki. Because of this, there is a continuing legacy of guilt, injury and distrust between the two races. Most of the major projects have been sited on land formerly confiscated by the Pakeha in the Taranaki and Tainui Maori Trust Board areas, but very rarely had local Maori people been consulted over development. Maoris wished to participate in the planning process but were forced to the defensive during Planning Tribunal hearings. Most Maori organisations are in the voluntary category and don't have the finance to make a proper input into formal procedures such as the Planning Tribunal.

Thus from the Maori experience, planners are seen as hired guns to get the developer what he wants. Looking for solutions, Dr Mahuta stressed the need for Maori participation in the planning and resource-use decision making processes. He spoke of the difficulties Maoris experienced in gaining recognitions on councils e.g. A R A, Waikato United Council. Their efforts had been met with institutionalised opposition. When planners consult, the consultation is often between government departments, councils recognised groups and not the general public. There is a "divide and rule" approach and any Maori input is assumed to be controversial. Why? Social planning must not be left out, or fitted in later, after the real decisions have been made. There is a need for a strategic plan by and for Maori people. What are they now? Where are they going?

Dr Mahuta concluded with some comments on Maori systems of responsibility for resources. There is a consensus approach, but also a hierarchy, with one person dealing with each resource. When a planner wishes to consult, the correct person must be found, and this can be done only through approaching the relevant Tribal Trust Board who can identify those who hold the responsibility. When a project covers several tribal areas, the planners must keep throwing the problem back into the Maori system. *During Dr Mahuta's address, specific points and concepts were amplified and explained by short statements from Professor Jim Ritchie. The juxtaposition of voices and translations gave an extra dimension to what Dr Mahuta was saying. (Jim Ritchie's comments are printed elsewhere in this issue.)*

Day3: Case Studies, New Tools, and Wrap up

The final day was a series of short papers followed by conclusions and summing up. **Ms Jill McPherson**, Director of the Marsden Point Social Impact Project Team spoke

first, and presented a paper discussing **Social Impact Assessment of the Marsden Point Refinery Expansion Project**. The paper was concerned with the work of the Team set up to obtain information on social well-being indicators, and to feed back the information to the community, so that it could take appropriate action. The collected information once fed back into the community, increased awareness of networking and solution seeking amongst the community beyond those directly affected. The impact of private and public policy decisions were traced (for example, how the Company's policy of employing "locals" resulted in an influx of people in search of jobs, who competed for jobs and housing, and thus displaced locals in the housing market) and the inter-relationships of impacts (for example, language difficulties in local schools affecting the education of local children) was outlined.

The possibilities and limitations of the development levy as a way of ameliorating social impacts was discussed. It became apparent that there was a need for social monitoring to be commenced early and to be acted on before development begins. The role of planners and of regional and central government planning in this process was stressed.

Paul Barker from the Social Policy Division of the Ministry of Works and Development spoke next on **Closures and Mass Redundancies in NZ**. The scale and range of industry closures and the impact on specific communities and particularly disadvantaged groups was outlined. **There is as much need to plan for these major changes as there is to plan for growth.** The major areas for improvement were outlined - especially the area of legislation (for example, in processes of closure and redundancy payments) and in government assistance for industries and communities, including retirement schemes, and social services assistance for voluntary agencies which often bear the cost of social disruption.

Dr Michael O Driscoll from the Psychology Department of Waikato University presented a paper entitled **The Mobile Workforce: Factors Associated with Successful Adaptation**.

This study sought to compare mobile workers in Taranaki, Whangarei and Huntly, with those regarded as "stable". Relative levels of satisfaction/dissatisfaction with housing jobs, social relationships etc. were studied. This enabled certain conclusions to be drawn - for example, people dissatisfied with their work or housing were more likely to leave town than those who weren't, but were also more likely to spend more time in social and recreational activities.

Dr David Natusch, Technical Director of the Lignite Fuels Trust Board spoke about **South Island Lignite as a Source of Transport Fuels**.

Dr Natusch's address began with the statement that forecasting, especially of oil prices, is always wrong. It is the LFTB's responsibility to investigate the technical, environmental and sociological factors involved in developing fuel resources. The objective in the South Island was to improve knowledge about lignite and its development to a point where an initial plan for development can be produced and the economics assessed.

The south of the South Island has been found to contain 10 lignite deposits, which would produce enough transport fuel for NZ for 3 - 500 years. The approach the LFTB has taken has been to study the resource and its relevant soil and water

characteristics, carry out mining evaluations, and study ecological effects and human impacts.

Emphasis was placed on involving local people in the South Island lignite project and Dr Natusch said communication had been the biggest problem even though this is a very preliminary stage and nothing may happen for many years. The preferred development options had now been chosen - Waituna, Ben Har and Hawkden. The next step is to choose the one to be developed first.

Mary-Jane Rivers, Director of Policy for the Ministry of Women's Affairs, spoke next on **Social Impact Assessment**.

Ms Rivers started by outlining the place of social impact assessment in planning in the TCPA, Environmental Assessment procedures, and social policy development, social impact assessment has always been the poor relation or a *tack-on* - a few paragraphs in a lengthy report. Because of the lack of legislative teeth, social impact assessment has become a consultative and collective operation, but there is a shortage of funding and expertise to carry out the work effectively, although this is changing now.

Social impact assessment has clearly shown the need for creative social policies which are flexible enough to cater for the differing requirements of difference regions. Some theories are found not to work in practice, such as the "trickle down" theory of development whereby those at the bottom receive benefits from major projects. In Huntly, for example, those at the bottom did not benefit: in fact, they were disadvantaged. Social assessment work carried out so far has highlighted many problems and has provided a number of strategies and policies for coping.

Bruce Bornholdt a lawyer, spoke next on **The Impact of Major Developments on the Taranaki Region: A Planning Perspective As Seen Through a Lawyer's Eyes**.

Mr Bornholdt spoke from his experience representing many parties in the North Taranaki area over many years. His paper described the situation at the start of the Think Big projects. Taranaki was an area of very small local authorities with old district schemes and limited staff resources. There was a new United Council with no plan and no staff. The National Development Act, the new "baby" of the Government, was put upon an area which was not in a position to cope. Major policy decisions had already been made and the Government of the day intended to "relentlessly pursue these policies and works of national importance and nothing was going to stand in its way". The scope of what had to be coped with by local authorities was outlined (ranging from noise, roading, waste disposal and water use, to reserves and social matters). Strategies of pooling resources by some councils in order to pursue areas of common interest (such as lobbying central government, encouraging public participation, obtaining information from applicants and sharing costs) were explained.

However, because of lack of resources, the local councils had no chance of matching the legal and planning expertise of Synfuels or Petralgas, which was often augmented by Government experts. There were such problems of communication between applicants and the Council that Council submissions to the Planning Tribunal noted that they had insufficient information to properly carry out their statutory duties under the National Development Act.

One lesson learnt from the exercise was that in many instances the TCPA was of no assistance. Apart from basic requirements such as zoning, most gains made by local authorities and community were negotiated by other legal means.

Great creativity is now needed in considering legislative change to planning procedures and environmental law: *the only thing that is constant in this life is change.*

Dr Philip McDermott, a consultant spoke next on **Mokau Resettlement Issues**. Three problems were identified at the start of his paper on applying research and planning to the development of a new resource. These were:

- (1) The noise that planners and researchers create in studying social problems, because of their formal methodology.
- (2) The late stage that planners get called in; effectively after decisions have been made, and as agents of the promoter.
- (3) Problems of quantification of data.

Dr McDermott spoke of the methodology and the experience in involving people in the siting and design of a new town to service a new coal-for-electricity development. The aim was to produce a strategy which would minimise physical, social and employment problems. Themes of the paper were the strength of true participation; the role of the planner as facilitator, interpreter and commentator (rather than in instrument of development) and the emphasis of the study on the people for whom the planning is being done.

Ted Wells, a MWD planner from New Plymouth was the next speaker. His paper was **Stage II Site Study: Taranaki's Double Experiment**.

This paper described the following experiments for one particular proposal:

1. Tapping the special expertise of local environmental groups, local authorities and local government department offices to assist in regional development policy making.
2. Open decision making

The Steps were:

1. Assembling information on the anticipated changes.
2. Asking all identified groups (46 in this case) to investigate aspects of change that concerned them, and to formulate a set of policies to resolve the concerns.
3. All the information and policies from Step 2 were circulated to all other groups along with the initial reaction of the United Council to all submissions.
4. All groups were asked to reassess their policies in the light of Step 3.
5. Where conflict still existed, discussions were held. The final say was left with the United Council decision makers.

This process was speedy (90 days from start to finish). It yielded a great deal of "free" information held by organisations involved, and in the end, although consensus wasn't reached on every conclusion, the methods were supported by those involved.

Ben Cranwell a consultant spoke next on the Motonui Wind-Down Study. This paper reported the methods and results of a survey of 2,200 workers in 1984 who were involved with the final phases of building the Motonui Synthetic Petrol Plant. The study meant that information on workers, their aspirations and intentions, was available to help determine the impact of the wind-down, and gave basic information so that policy changes could be developed in ways that would minimise the impact on workers and their families. The need to

maintain programmes put in place during the build-up phase was identified, but the buoyant state of the national economy at the time helped to cushion the wind-down impact in the short term. The longer term impacts are still relatively unresearched.

The Wrapup

Before Judge Skelton's concluding comments, there was a panel of four planners, **Toni Izzard, Ken Tremaine, Bill Williams and Malcolm Douglass**. Each briefly gave their own perceptions of the Conference and its messages.

Ken Tremaine started off by saying that the Conference had heard arguments over **raw power**. Who has the rights to make decisions over resource allocation, and how should it be done? Planners have to recognise the rapid turnaround that is taking place in policy at the national level, and must listen to the strong messages coming from the social science side and from Taha Maori. Planners should seek community development **through** the planning process. The biggest challenge at present is to keep operating a responsive and responsible system.

Toni Izzard emphasised the confusion she had perceived throughout the Conference on what planners do. She listed a number of descriptive phrases applied to planners during the Conference.

Generators of our own discipline.....

Jolly decent fellows.....

Hired guns.....

Interventionists.....

Causes of Triple-A planning blight.....

Planners are told they are on the side of developers, yet developers see them as bureaucrats slowing up the system.

Treasury wishes to do away with planners, yet planners are widely perceived as allies of development and change. Someone should tell Treasury!

Bill Williams spoke of the need for better social research and for developing techniques for making *good* decisions. He talked about the present, short-term, and long-term costs and benefits of change to society, economy and the environment. None of these aspects should be dealt with in isolation. The planning system was re-emphasised as a forum for decision making, rather than any new single-purpose technique that may emerge.

Malcolm Douglass said that planners should get positive. It is an exciting time with changes in government, law and technology. Planners were in the position to, and should be able to, move forward with confidence and competence. He mourned the limiting of the new environmental reorganisation, of which planners had had such high hopes.

Judge Skelton then summed up the Conference. He started by saying that he had found the Conference to be one of discipline and balance. He elaborated on this by saying that on Day One we were told that all was well and that the ballot-box would provide the answer if it wasn't. This was an argument of convenience, and was not true. What speakers were saying was "we accept the system so long as it suits us" what would the Government have done if it hadn't got planning permission for Think Big? What will Petrocorp do if it doesn't get approval for its next Waitara Plant? Planning consents run with the land, not the person or the company. Therefore what matters is what is being done to the land.

Day Two had given the other side of the coin and he was sad at some of the things that had been said. The statutory planning system had tried to provide for Maori

perspectives but sometimes there was real difficulty in knowing what was wanted. However, it is not the system that is under attack but some of the products.

Day Three had been very interesting.

Where does social impact assessment belong if not in the planning process?

Some schemes do start to address social problems and planners are resourceful in developing techniques. Foresight, rather than hindsight is needed.

The role of regional planning as a *permissive* plan must take land use opportunities available, was outlined.

People should not opt out of participation in planning as some had suggested, as there is an obligation for it to be done properly. If resources are inadequate, ratepayers or central government must pay more. The whole system is negated if people can't or don't participate.

He reminded the Conference that the principle planning mechanisms are **scheme** mechanisms, **not** consent mechanisms. Until we realise that we will adopt old procedures.

In conclusion, he said that the present system is not perfect, but it is far better than many realise, and must not now be let drift according to the vagaries of economic theory.

NZPI AWARDS AND CONFERENCE DINNER

The dinner was held in the Plymouth Hotel, which had previously been the venue of a very hot NZPI AGM. It began with awards to three very different silver-haired gentlemen who had all had a large and long role in planning and the wise use of resources. The citations are printed elsewhere. A slide show on the Christchurch Refuse Disposal system illuminated the occasion, and the first pupil of the Auckland Planning School (Prof. Bob Riddell) was on hand to give away those secrets of Prof. Kennedy (the first professor), which he had not already given away himself in a very witty speech.

The dinner was, as usual at NZPI Conferences, marred by the need to stand in long queues to obtain each course. At least this method offers opportunities for cross-queue banter and repartee not normally available in a more formal setting. However, the food and wine was excellent and New Plymouth had yet another Conference highlight in store. What was described modestly as 'variety entertainment' turned out to be a bevy of lively young men in white shirts and jeans, clutching a variety of musical instruments and the occasional steering wheel or other prop. Variety and entertainment it was, for they proceeded to sing a range of (largely unprintable) songs set to **mostly** 1960s pop songs (yes, they had sussed out the age of the audience just right!), about subjects from the absent Sir Rob (It's my party and I'll Cry If I Want To), to the joys of being a traffic cop, and from **Miss Oaonui** and her relationship with the local footy team, to **Norm Jones** revelling in the finer points of Homosexual Law Reform. Remarkably planners and planning got off very lightly. "Gunge and Co" will long be remembered by those at the Conference Dinner.

Then it was time for one more presentation. The renowned Beaumont Trophy, awarded for the most outstanding sporting event at the Conference was this year awarded to NZPI secretary, Marie Cameron. The select few who witnessed the historic event which led to the award are sworn to secrecy; suffice to say that the backs of over-sized and over-stuffed hotel

sofas sometimes prove almost insurmountable, even to sprightly secretaries (especially those who have been up to 3.30 a.m. the night before, typing!) The evening concluded as usual with dancing, but this year it seemed to go on longer than usual, or had it just been a long day.....

Conference in-Words

"transparent" — meaning clear, comprehensible (not the usual meaning of being able to see through.)
"pro-active" — not to be confused with reactive, or even retro-active.

Quote of the Conference

Sir Robert Muldoon in reply to a statement by a member of the press that no Think Big project had been as profitable as expected.
 "At least no-one can say we have sold our heritage for someone to make a huge private fortune out of."

agencies of both central and local government have contributed to the project. The scheme has been overseen and managed by a joint committee of the five contributing councils established under the Local Government Act. This has been an excellent example of co-operation and shared use of professional resources both those of the contributing councils, special purpose local authorities, specialist government agencies and planning consultants.

7. A Path Finding Solution

This co-operation has provided a solution in a field of town, country and public health planning which is fraught with difficulties and misdirected emotions. All communities must meet the needs of waste disposal on a regional basis. This example should give more confidence to other communities involved in planning and management for solid waste disposal in the future.

Attached:

List of Organisations, Advisory Group Consultants
 Diagram A - Primary Features of the Scheme

Award of Merit 1986

CHRISTCHURCH CITY, HEATHCOTE COUNTY, PAPAUA COUNTY, RICCARTON BOROUGH.

1. Contribution to Practice of Planning

This award recognises the co-operative sharing of resources in the scheme planning, statutory planning and corporate planning undertaken in the Christchurch Metropolitan area to establish this Refuse Disposal Scheme. It represents a major improvement in metropolitan environmental management through the putting in place of three new transfer stations, a controlled landfill for solid waste disposal and accessory facilities for recovery of recyclable wastes. It also now includes the development of a management plan for hazardous wastes to service the metropolitan area of Christchurch and the wider Canterbury area.

2. Metropolitan Housekeeping

The scheme was initiated through joint discussion between five local authorities in the Canterbury area embracing a total population of 290,000. It supercedes a series of minor "rubbish dumps" which had for years been an unsatisfactory and unco-ordinated means of disposal at locations which were incompatible with adjacent land uses, including airports and residential areas. They were managed in a manner that were visually untidy and included offence such as smell, litter and, at times smoke, to neighbours and passers-by.

3. Major Appeals

The formal planning and project design commenced in 1976 and there followed a series of reports and hearings involving a substantial public planning input. These included:

- Environmental Impact Report 1977
- Public Input and Submissions on Environmental Impact Report 1978
- Audit of Environmental Impact Report 1978

Changes to District Schemes for transfer stations and a single landfill site:

- Council Hearings 1979, 1980, 1981, 1982
- Town Planning Appeals 1982, 1983
- High Court Appeals 1983, 1985

The far reaching nature of the scheme involving the whole metropolitan area, led to considerable interest and, at time, strong objections were lodged by interest groups and others. The scheme has, however, generally remained on the programme and the elements of the scheme have been completed as follows:

- Western Refuse Station opened June 1981
- Eastern Refuse Station opened September 1984
- Waimairi Landfill July 1984
- Northern Refuse Station due to be opened June 1986.

4. On Time and Within Budget

The original budgets for this scheme, prepared in 1977, represented an expenditure of \$7M. The scheme has been developed successfully and, allowing for escalation, generally within the original budget figure. The scheme, while giving a fixed address for the transfer station, is flexible to deal with changing solid waste and refuse disposal requirement. Sites of sufficient size have been secured to allow for future improvements in technology and extension of services.

The landfill site is being developed in a location where the new refuse 'downlands' are surrounded by forests. They add to the outdoor recreation activities of walking, tramping, orienteering and jogging which are popular in this transition zone between the forests and the sand dunes of Pegasus Bay.

5. Responsive to Public Needs

During the ten year period of development there has been a rapid change in community attitudes towards environmental qualities. The five metropolitan councils, together with all of the other agencies, have matched this increasing public concern. The resulting scheme brings permanent benefits to the metropolitan population and improved flow of solid wastes from the whole region through a co-ordinated transfer station and landfill system. This meets the fundamental requirements of being:

- economic in capital investment
- self funding in operation
- meeting public health requirements
- improving the amenity and housekeeping of the metropolitan area
- providing a flexible system for handling solid waste, hazardous waste and recycling of recoverable materials for the future.

6. Co-Operative Use of Resources

During the development of the scheme many planners, engineers, landscape architects and scientists with particular expertise have been involved. Many

CHRISTCHURCH METROPOLITAN REFUSE SCHEME LIST OF PARTICIPANTS

Contributing Councils

Christchurch City Council
 Heathcote County Council
 Paparua County Council
 Riccarton Borough Council
 Waimairi District Council
 Kaiapoi Borough Council (part of time)

Scientific Landfill Advisory Group (SLAG)

Co-ordinating Consultant — Gabites, Porter and Partners, Christchurch City Health Department - Toxic Wastes Officer, Christchurch City Parks and Recreation — Director and Head Forester
 Waimairi District - District Engineer,
 Waimairi District — Water Engineer
 Lincoln College — Microbiology Scientist
 Lincoln College — Soil Scientist,
 Health Department — Medical Officer,
 North Canterbury Board — Soil Conservator,
 North Canterbury Catchment Board — Water Engineer, University of Canterbury — Coastal Geographer, DSIR Geological Survey — Hydrologist, DSIR Chemistry Division — Analyst, Rural Management Consultant — R.D. Keating, Landscape Consultant — Boffa, Jackman, Miskell

Co-Operating Agencies

North Canterbury Catchment Board
 Christchurch Drainage Board
 Canterbury United Council
 Health Department
 Ministry of Works and Development
 University of Canterbury
 Lincoln College

Project Design Group

Joint Engineers — A.J.W. Lamb — WDC,
 B.D Forbes CCC City Engineer — Christchurch City Council, J. Ince, M. Stockwell, City Architect, Christchurch City Council, G. Harper, N. Carrie Town & Country Planning — Gabites Porter Partners (Chch.) M. Douglass, R. W. Batty, Landscape Design — Boffa, Jackman, Miskell & Partners, A. Jackman, D. Miskell, Project Manager — A. C. Vogan — Christchurch Metropolitan Refuse Disposal Committee

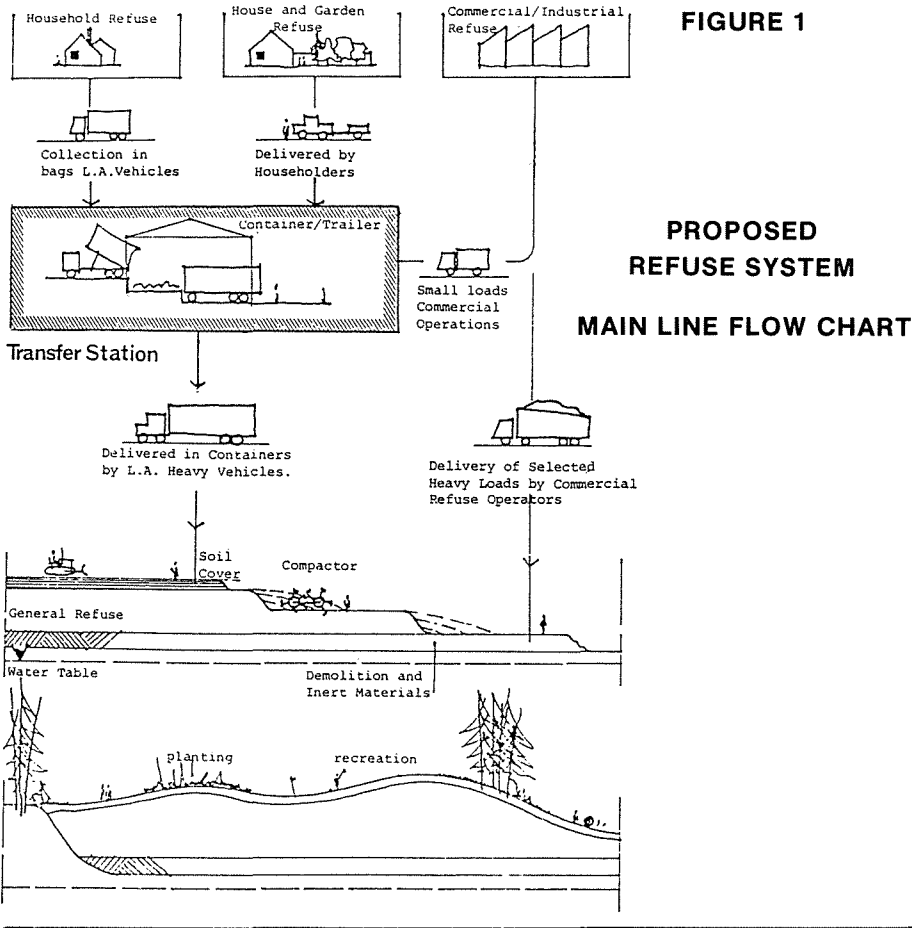


FIGURE 1

**PROPOSED
REFUSE SYSTEM
MAIN LINE FLOW CHART**

Alfred O. Glasse Award

**1986 Recipient
Percy Hylton Charles (Bing) Lucas
CITATION**

This award is made for an outstanding contribution to national park reserve and conservation planning by Percy Hylton Charles (Bing) Lucas. Bing Lucas, as New Zealand's first Director of National Parks, Deputy Director General and Director General of Lands, has for over twenty years initiated and then supported the role of professional planning in national park reserves and conservation administration. In the mid nineteen sixties he identified serious limitations to the master planning and design approach then in vogue. He was a member of the Working Party on National Parks Administration which proposed an expert advisory service for national park planning. This was to broaden site and design planning to management and policy planning and to develop park planning in a regional context. He guided the establishment of the first planning position in the Department of Lands & Survey which has now developed into an important Division. In his report of his Churchill Fellowship study in the USA in 1970 "Conserving New Zealand's Heritage" he reinforced the recognition of the importance of the overall role of planning in parks and reserves and conservation. Bing also fostered the 1970 Planning Symposium which redirect national park planning to a policy and management planning approach. Bing has fostered protected area planning through the identification of the new national parks programme and the protected national area programme. Through his membership of its Tourism Advisory Council and addresses to various conferences he has encouraged environmental planning awareness and tourism industry initiatives in planning. His many addresses include one to the New Zealand Planning Institute Conference in 1981 on tourism and the J.T. Stewart Lecture in Planning 1974. He also served as Chairman of the National Parks Authority and continues as Foundation Chairman of the New Zealand Walkways Commission. He has also contributed to District Planning as a member of the Tawa Borough Council and its Town Planning Committee and served as its nominee on the Wellington Regional Reserves Committee during its development of the regional reserves concept. Bing has also been active in international conservation planning issues serving as a member of the International Union for the Conservation of Nature (IUCN) from 1978-84. In 1980 he was a member of the final panel which reviewed the draft of the World Conservation Strategy. During this time on IUCN he arranged for a New Zealand planning input into their Commission on planning, advised the governments of Nepal, Peru and Indonesia on management planning concepts and promoted the concept of an Antarctic Conservation Plan. This award is made to honour Mr P.H.C. Lucas' outstanding contribution to planning by his continued recognition and support for the role of planning national parks, reserves and conservation over many years. His activity has brought both national and international standing to planning as a key ingredient in conservation administration.

Bill Robertson, President

GOLD MEDAL AWARD

**This Award is made to
ROBERT TERRENCE KENNEDY CBE
Professor Emeritus**

in recognition of his meritorious service to the planning profession by his outstanding contribution to the theory and practice of town planning in New Zealand through his premier role in the foundation of planning education in New Zealand. Robert Terrence Kennedy was appointed the first head of New Zealand's first university Town Planning Department in 1957. His was the responsibility to initiate university education in New Zealand. He was required to establish a curriculum and staffing, develop a new course for students, and anticipate the development of the profession and career opportunities in planning. Professor Kennedy carefully balanced the need for academic learning with the practical limitations involved in starting a new course from the beginning. Staffing was shared with the School of Architecture and also borrowed from other departments. It was a case of making the best of the resources available. He was flexible with his entry requirements welcoming mid-career people as well as younger graduates and professionals. After serving as Head of Department for ten years he retired in 1968 leaving a solidly established department that was then the only source of university education for planning in New Zealand. Robert Terrence Kennedy had previously established a distinguished career in the United Kingdom. His work in the then newly established Ministry of Town & Country

Planning concerned the replanning of blitzed cities, the planning of some twelve new towns including working with Lord Silkin on Stevenage New Town. In 1955 he entered into private practice with Sir William Holford and was involved in major projects such as "The Precinct of St Pauls". He is ranked with his close colleagues such as Sir William Holford, Professor Robert and Professor Gordon Stephenson for his contribution to post war planning in the United Kingdom. Professor Kennedy also had considerable involvement in planning in New Zealand. This has involved the Auckland downtown plan, the Wellington Government Centre, addresses on planning to a host of meetings and frequent appearances before the then Town & Country Planning Appeal Board. Many qualified planners now have cause to thank him for his successful early planning input to the siting of Auckland University. The evidence of Professor Kennedy's outstanding contribution exists today in a generation of students who have achieved high office or performance in New Zealand and Australia. Both the recognition of planning and its role in New Zealand today have materially benefitted from the foundation work of Robert Kennedy in education. This premier award from this Institute marks the recognition and respect of his professional colleagues.

Bill Robertson, President

REGIONAL INFORMATION: A Prerequisite for Development Planning and Policy Evaluation

Dr Bruce G. Burton Associate Director, Unit for Regional Research Department of Geography
University of Auckland.

The Need For Multiregional Information

Worldwide there is an increasing need to expand the range and quality of information that is available to policy-makers in both the public and private sectors. Expanding the range of information includes increasing information available at several different levels of aggregation — international, national and regional. More information is not by itself a panacea for the problems facing policy-makers though; there is a need also to find more effective ways of using information to answer a diversity of "what if" questions about policy choices and development options.

Nijkamp (1984,3) lists several reasons why the need for information is growing:

- Economies and societies are complex and their pace of change has led to a general need for better insight into the mechanisms and structures that determine the many consequences which flow from any policy or development action.
- To avoid the large risks and costs incurred by making wrong decisions, sufficient information is required about the outcomes of a whole spectrum of alternative courses of action.
- Conflict management is becoming a more important part of public policy-making and information is a powerful tool for helping to resolve conflicts.

The situation in New Zealand is no different to that being encountered elsewhere.

Soundly based information is especially necessary in view of the rapid and wide-ranging changes now taking place here. Major rationalisation and restructuring are occurring in the manufacturing sector - shifts reinforced by the Closer Economic Relations with Australia and the Labour government's deregulation of the economy. CER and other open-market policies are also bringing change to the commercial sector, especially financial and business services. The 1980s are proving to be a critical period for agriculture, too, as most farming organisations seek to return to a long-term growth path and as the meat processing industry enters a phase of far-reaching change. Numerous large-scale resource-based developments are underway, all dependent upon the world economy for success.

These various sectoral developments are taking place against a backdrop of broad secular changes in New Zealand society. For example, changes are occurring in household formation, in the composition of the labour force, and in patterns of migration.

As policy packages and development proposals are put forward, it is important to understand their many effects on production, employment, incomes, overseas

earnings and borrowing, energy security, the physical environment and so forth, to ensure that the desired effects of the policy are being realised. Many of these effects will be uneven in their incidence on regions.

For example, restructuring and rationalisation in the manufacturing sector are likely to heighten industrial localisation, while major resource developments are often region-specific. Generally, most national policies — even though they have no explicit spatial objective — have important and usually neglected regional impacts. Moreover, these regional impacts will in part determine what the national outcome is.

What is required is information on the structure and functioning of the components of the multiregional system and the interactions with policy-making. The main components are individuals, households, firms, government, and factor and product markets. Among other things, the information should describe and explain the interdependencies between these components, both within individual regions and between regions. As well, information is required about the conflict between various priorities, objectives, or targets.

These conflicts may be within a region (such as the friction between the goals of maximum production and maximum environmental protection), among regions (such as competition among regions for central government spending) or between the regional and national levels (such as incompatibilities between maximising a region's income and maximising national income. Public and private sector policy-makers require such information if they are to successfully influence or take advantage of economic, spatial, technological and environmental change. It is needed to facilitate the assessment and redesign (as required) of policies and development proposals and to help build the social and economic coalitions necessary for effective policy implementation.

Meeting the Need for Multiregional Information

As the need for multiregional information has grown, so has the ability to meet that need. Major advances in analytical skills and data management capabilities have been achieved internationally over the past decade-and-a-half:

- Progress in multiregional modelling techniques has meant that the analysis of data can be better targeted to the needs of policy-makers. Exploratory studies have shown that the integration of separate models — such as multiregional population model with a multiregional economic model — can greatly enhance the comprehensiveness and consistency of analysis.
- Modern computer hardware and software allow the analysis to be quick

and flexible. In particular, the data storage and processing capacity available today favour a much better organised use of information than was previously possible.

- Improvements have also occurred in data collection, though they have not been as fast as the progress in modelling and data handling. Considerable success has been achieved, however, in operationalising modelling techniques (for example for input-output analysis) in the absence of ideal data.

These and other factors have created the potential for appropriate management information to be widely available for policy-making.

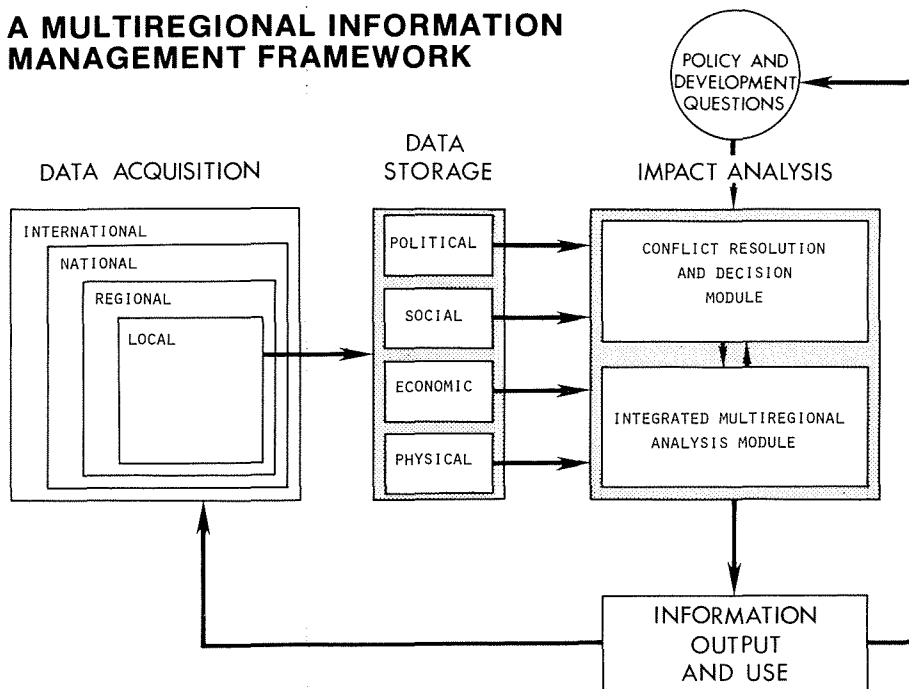
A number of recent New Zealand studies have sought to analyse or model regional processes and structures but none has tapped the richness of integrated analysis which is possible with available multiregional modelling techniques. Most of the New Zealand work is partial in its approach and such partial analysis is not equal to the task of providing information on the many consequences of policy and development actions. It follows that the questions introduced into the policy and development arenas often cannot be adequately answered, certainly not within the time limit usually placed on decisions. The data and analytical tools need to be in place to allow a continuous, comprehensive and consistent process of monitoring and evaluation, instead of relying solely on *ad hoc* responses to individual issues as they arise. It is in this context that a Multiregional Information Management (MRIM) framework is relevant.

An Information Management Framework

A Multiregional Information Management framework appropriate for development planning and policy analysis in New Zealand has been specified by the author elsewhere (Burton, 1985). The MRIM framework builds on the advances in multiregional modelling techniques to meet the increased need for information. The inputs to the framework are data and policy and development questions. The data are restructured via a set of linked models to address the questions asked by users, and the resulting information is output to users. Information, then, is data that have been restructured so as to increase the understanding or level of knowledge. At the core of the MRIM framework (see figure) is the *Impact Analysis* unit, which consists of two parts: an Integrated Multiregional Analysis (IMRA) module and a Conflict Resolution and Decision (CRD) module.

The IMRA module is a set of linked computer models designed to simulate the effects of policy and development scenarios. These models represent the major processes of the multiregional system — international and

A MULTIREGIONAL INFORMATION MANAGEMENT FRAMEWORK



interregional trade, government, production, investment, consumption, demographic behaviour, and price determination. The particular models used in any given application of the MRIM framework will depend upon the problem at hand. It is envisaged that a production/investment model and a population model will be developed for each region, thus enabling single-region analysis. The output from these single-region models will then be brought together to enable interregional analysis and be linked to a number of other models to encompass the multiregional system. These models will include a government and monetary sector model, an international commodity trade model, a national-multiregional wage/price model, and a multi-regional factor demand model. The production/investment model is the core of the IMRA module, and in turn comparative profitability analysis is central to the production/investment model. Comparative profitability analysis seeks answers to questions like: Should a given activity be located in a particular region? and What are the expected levels of regional production for that activity? The activities analysed are those which are the "driving forces" of the regional economies. Comparative profitability analysis recognises that since both the demand curve facing a firm and the firm's cost curve depend upon its location, the location decision is made simultaneously with other production decisions. Thus regional production is modelled as a function of the expected profitability of a region for investment compared to other regions in the multiregional system and competitors in the world system. This entails identifying international and national market opportunities.

The IMRA module is one part of the Impact Analysis unit; the other part is the Conflict Resolution and Decision module which attempts to better integrate information into the policy process. Most policy or development questions directly involve a number of different groups who will be pursuing different objectives, by no means all of which will be compatible. For example,

maximising economic returns is rarely compatible with maximising environmental protection. The various participant groups and their objectives are identified in the CRD module, information on the weights they attach to different outcomes is elicited, and potential compromise solutions are sought using a set of methods and procedures that have been developed to help solve conflicts and obtain decisions. Common to these methods is a series of iterative steps that allows new information to be introduced into the decision process as it becomes available. This enables participants to refine their preferences for different policy actions. Given policy and development questions from the CRD module, the models of the IMRA modules stimulate outcomes and specific policy and development values identifying what are the feasible solutions to the problem at hand. To provide the models with reliable and up-to-date data structured in a coherent and consistent manner, a Data Acquisition unit (which assembles data) and a Data Input Storage unit (which organises and maintains a database for each region) are added on. An Information Output and Usage Unit communicates the results of the Impact Analysis unit to users.

There are two important features of this framework. One is the top-down/bottom-up or hybrid treatment of the linkages between the different spatial levels - international, national, and regional. The other is the use of quantitative models to tap the insights and understanding that the data can provide.

The Hybrid Approach

Central government and its policy advisers traditionally adopt a macro view. Their concern is with national levels of output, investment, government spending, and so forth, which are assumed to be given by processes operating at the national level. For example, from this macro viewpoint, a nation's growth rate is assumed given via national market forces as moderated by national policies. Multiregional development is treated as a zero-sum game. That is, in order to increase economic activity in some regions, then it is necessary to reduce activity in other regions.

The alternative view, which can be termed a

meso view, is that changing regional conditions affect the national economy. The national totals for many variable are best thought of as the sum of the regional totals, and those regional totals will vary according to the distribution of resources throughout the nation. Thus, for example, it is possible to increase the nation's growth rate by separate stimulation of each regions's growth, and regional growth performances can be improved without having to divert resources from what might be more productive uses in other regions. Ways of inducing growth include:

- A better understanding of each region's economy and population, and of its interactions with other regions and with the international economy. This understanding will help identify potentials for and constraints to regional growth and therefore should lead to decision-making that is less often wrong than presently.
- Improvements in the infrastructure — education, community services, transportation, energy supply, water supply and so forth — of a region. Such improvements may enable the development of resources that would otherwise not take place or increase the efficiency of existing resource use.
- The spatial clustering of economic activities. In combination these activities may induce more output than were the activities operating in isolation.

The modelling requirements for the macro view are strictly top-down. That is to say, national totals are simply broken down and allocated among the regions. The modelling requirements for the alternative or meso view are hybrid. In the hybrid approach, those variables that are determined on the basis of the national market or by national actors are modelled at the national level and then disaggregated in a top-down fashion. These variables include interest rates, many prices, some components of personal income, and the exchange rate. Those variables determined on the basis of the regional market or by regional actors are modelled at the regional level and aggregated in a bottom-up fashion to give national levels. Employment, labour supply, some prices, personal expenditure, and some investment, are among these variables.

In addition to top-down and bottom-up linkages, the interdependencies among regions are also recognised, with individual links between regions. Such interregional links - like migration, tourism, some wages, and commodity flows — are essential for determining the flow-on and flow-back effects on regional activities.

The hybrid approach includes interaction with the world system as well. Production and consumption decisions at the regional level cannot be divorced from supply and demand conditions in other countries. For example, recent studies have shown that increased local production of sheepmeat and wool is likely to force down world prices because of oversupply.

Quantitative Models

Considerable advances in statistics, econometrics, operations research, and computer algorithms have enabled models to be routinely used for a variety of purposes. Examples include infrastructure planning, resource appraisal, monitoring the economy and society, and investigating the consequences of policies. In these ways, alternative policy instruments, future policy scenarios, future development paths, conflicting policy choices, and competing development options can be studied. Models

provide a clear and consistent definition and use of concepts, hypotheses, variables, structural relationships, and make possible a systematic assessment and formal description of interdependencies, parameter shifts, structural change, and policy impacts on the multiregional system. Checks on model estimates can be made by means of statistical and other mathematical tools.

Modelling, as opposed to theoretical or intuitive approaches to analysis, is required for several reasons. The indirect effects of a policy or development action may counter the direct obvious effects and it is necessary to quantify the different impacts to reach a judgement on whether the total outcome of an action will be as intended. This quantification needs to be extended across the whole set of policies and the whole set of development proposals to identify where the various policy objectives are in conflict and to see how the resource requirements and market expectations of a particular development are prejudiced by the requirements and expectations of other developments. Given the conflict among policies and the competition among developments, modelling is necessary to investigate what trade-offs can be made to reach workable combinations. To eventually arrive at estimates and decisions which are consistent with one another across regions, across sectors, and across time periods, these estimates and decisions should belong to a set of solutions to a model of the multiregional system. Equally, though, it must be recognised that there are limitations in using quantitative models. Models should be used to guide rather than to coerce policy-makers, and the output must be interpreted with care and complemented by judgement. The model building process — if it is underpinned by the proper consideration of theory and existing empirical work — can go a long way towards forming that judgement. It needs to be emphasised too that the modelling framework being proposed is directed towards policy analysis and development appraisal rather than forecasting.

Applications of the Framework

There are two main ways in which the MRIM framework can be used. One is monitoring the multiregional system. The purpose is to see if existing policies are working as intended and to identify regional/national needs, conflicts and opportunities. The other way is evaluating alternative policy and development measures. These measures are intended to correct shortcomings in existing policies and/or address the needs, conflicts and opportunities identified in the multiregional system. Specific applications of the framework are wide-ranging:

1. The framework allows central government to monitor and evaluate the outcome of national policies at a high and necessary level of resolution.

It matters whether a policy has a different impact in the North Island than in the South Island, in a metropolitan region than a rural region, in a growing region than a declining region, and so forth. Further, there is the question of how central government policies affect the relative competitiveness of regions and so influence their long-term development. The long-term evolution of a region's economy, its employment and income opportunities, and its continued growth or decline are affected in complex ways to policy. This holds for all central government policies. It is most obvious for policies in the area of transport, public

investment, environment, and the like. It holds equally though, for macro policies such as international trade policy and fiscal and monetary policies.

2. The framework allows for the assessment of economic and social changes occurring independent of central government policies.

Examples include shifts in relative resource prices, technological innovations, the changing pattern of world competition, and population dynamics, the effects of which are uneven in their incidence on regions. Many of New Zealand's present problems stem from the past failure of central government and business to draw out the implications of such changes in the external environment and to act upon them.

3. The framework provides region-specific information essential to decision-making on resource-based development and infrastructure provision.

The region is the most appropriate level for determining development potentials and infrastructure needs, because it allows account to be taken of what is "on the ground": the present industrial structure, resource endowments, the transport network, education and health services, characteristics of the population, etc, and how they mesh together. The development potential of a region is identified in the MRIM framework, taking into account the market, available technologies, the geographic distribution of productive resources nationally, competition for those differentials. This cross-regional perspective is also relevant to major business firms whose planning needs to incorporate the probable availability and cost of production inputs in various regions, as well as economic and population trends in the market place. Through its focus on the economic activity and population structure of a region, the framework provides information on the demand for infrastructure that will help to avoid the expensive mistakes of over- and under- investment.

4. The framework provides information on the regional implications of both national policies and secular change in economy and society that is eagerly sought by regional communities, regional planners, and regional agencies.

Such information can be used to lobby central policy-makers and is an essential input into regional planning.

5. The framework provides a standardised and comprehensive methodology for impact analysis and economic evaluation of large-scale projects.

The IMRA module distributes the impacts by region. This is important because the geographic distribution of the benefits from a project often diverge from the geographic distribution of the costs. Moreover, the framework is flexible enough to allow introduction of very specific data and techniques that may be deemed appropriate for studying a particular project.

6. The final major area of application for the MRIM framework is in conflict management.

The framework allows conflicts to be identified, the trade-offs among conflicting objectives analysed, and potential solutions put forward for consideration by the groups involved, as part of an alternative decision procedure.

Implementing the Framework

Implementing the MRIM framework is a substantial task. A fully operational framework will require large inputs of data and

manpower as well as sustained commitment from both researchers and decision-makers. However, the structure of the framework means that it can be implemented in a series of steps, whereby both the amount of regional disaggregation and the range of variables determined within the framework, are progressively extended. What is envisaged is the framework evolving through a number of versions, whereby both the amount of regional disaggregation and range of variables determined endogenously are progressively extended.

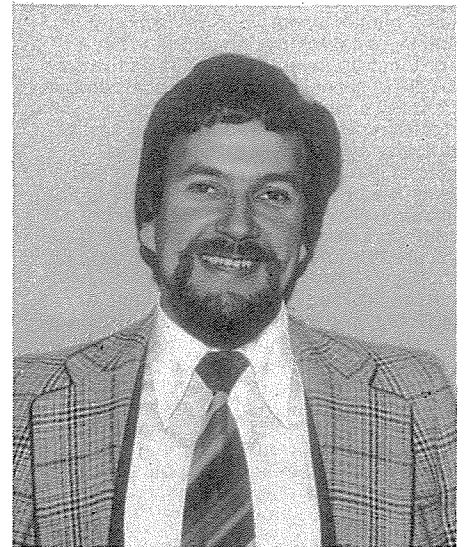
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Council Profiles

Order of Appearance

David Hinman (President); John Childs (Vice Pres); Bill Robertson (Immediate Past Pres); Sylvia Allan, Robert Batty, Mike Foster, (Treasurer) Toni Izzard, Lance Leikis, Graham Miller, Christine Caughey, Craig Roberts (Graduate Rep) Carolyn Blackford (Student Rep).



David Hinman (President)

Dave has been employed as District Planner at Waimairi District Council since 1977. He was previously Town Planning Officer at Paparua County Council for two years, and prior to that, planning assistant and assistant planner at Christchurch City Council for 6½ years. Dave was elected to the Institute

Council in 1981 and is former past Chairman of the Canterbury Branch of the Institute. Dave and his wife have three children. His interest in historic vehicle preservation has led to a deep involvement in the development of Ferrymead Historic Park, Christchurch. He was President of the Tramway Historical Society Inc. and past chairman of Ferrymead Trust Executive Committee. David and his family are enthusiastic skiers. Hobbies also include renovating their older style home. He is also Chairman of their local Scout Group. Dave is on the Institute Council's Executive Committee, Membership Committee Planning Development Committee, Legislation Committee, Convenor of the Awards Committee and is responsible for RAPI Liaison.



John Childs (Vice President)

John was born in Geraldine and educated in Wellington. He has a B.A. (Hons) degree in Geography from Victoria University and a Dip TP from Auckland University. He has been involved in planning since 1970. His planning experience includes 14 years with Auckland City Council (currently Principal Planner Applications) and two years as the first Town Planning Officer for Birkenhead City. John has been a member of the Institute Council since 1981. He has been Honorary Secretary since that time. His other interests include Toastmasters (Past President of an Auckland Club) running, community work and gardening. John is on the Institute Council's Executive Committee Legislation Committee, Awards Committee, and is Convenor of both the Memberships Committee and Discipline Committee. He is also responsible for CLRP Liaison.

Bill Robertson (Immediate Past President)

Bill Robertson is currently Assistant Surveyor General in the Department of Lands & Survey. He was previously Director of Planning in the Department and spent 11 years directing the departmental planning effort in national park, reserve and land use planning. He has served on the Council since 1979 and is currently the South West Pacific representative on the executive of the Commonwealth Association of Planners. Bill has a number of professional interests including being an ex-officio member of the Council of the NZ Surveyors Institute. He



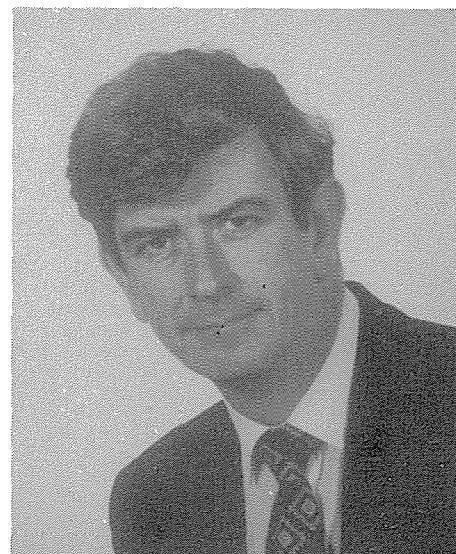
retains connection with the NZ Administrative Staff College through occasional periods as supervisor for the organisation topic. Bill has also an active interest in sports, being a member of the Mana Squash Club and Ngati Toa Tennis Club, a race walker and is currently President of the Kapiti Harrier Club. Bill and his wife have four sons. His wife Judy teaches reading recovery with a primary school in Porirua City. Bill is on the Institute Council's Executive Committee, Education Committee, Awards Committee, Planning Development Committee and is responsible for liaison with the Commonwealth Association of Planners.



Sylvia Allan

Sylvia's qualifications include a BSc. (Hons) from Canterbury and a Dip TP (Auckland). Her planning experience began with 3 years in Auckland City Council's Central Area Team. This was followed by a short stay in the Greater London Council's population studies section, two years with Fife County and two years as a land use planner at Milton Keynes New Town. After returning to NZ, Sylvia worked at T.C.I. for 3 years developing core subject courses

for the N.Z. Certificate in TP. This was followed by a break to have a family, and a year in Germany. Now she works as an "outside tutor" with T.C.I. involved in the Real Estate Course in town planning. Last year she went into partnership with Marilyn Brown to establish a consultancy called Environmental and Planning Associates. They have an office in a recently renovated old warehouse space above the produce markets in Wellington. Sylvia is interested in all aspects of planning and is involved with a local planning action group. She is keen to encourage community involvement in planning. Other interests renovating one of Seddon's original state houses, helping the local family clinic and astronomy. She is married with two children. Sylvia is Convenor of the Institute Council's Education Committee and Legislation Committee. She is also responsible for liaison with the Planner Exchange programme.



Robert Batty

He was born and educated in England. Bob's professional qualifications include a Dip T&CP (Nott'm) 1967, Dip LD (Trent) 1970, Member Royal Town Planning Institute (London) 1967, a member of the New Zealand Planning Institute since 1979 and is also an Affiliate Member of the NZ Institute of Landscape Architects. He was a member of the Council of RTPi from 1975-1977 and a member of RTPi's Education Board in 1977. In 1976 he was Chairman of the Strategic and Structure Planning Practice Committee PTRC and a member, East Midlands Branch Executive RTPi from 1972-1977. In New Zealand, he has been a Regional Planner with the Canterbury Regional Planning Authority and is currently a consultant with Gabites Porter and Partners. Undertaking a wide variety of planning work throughout N.Z. He has presented professional papers on Structure Planning, Public Participation and Regional Planning in NZ to PTRC and RTPi summer school conference. Bob is an occasional lecturer at Christchurch Polytechnic, Lincoln College and Canterbury University. He is a member of the Institute Council's Education Committee, Membership Committee and is Convenor of the Williams Report Committee and is responsible for 1988 Conference Liaison.



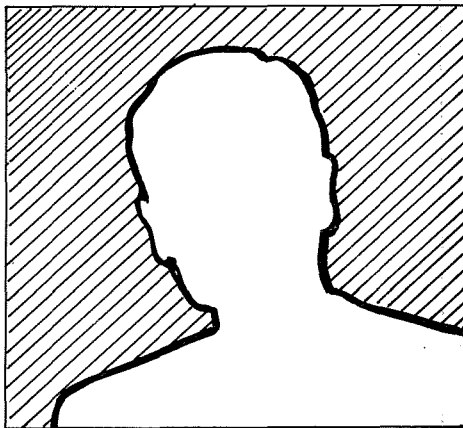
Mike Foster (Hon. Treasurer)
Mike joined the Wanganui City Council as a cadet in 1967 and then completed a B.A. at Massey University and Dip TP in Auckland in 1972. He returned to Wanganui as staff planner in 1974 and was appointed Deputy City Planner in 1977. In 1981 he moved to Palmerston North to take up the position as Deputy City Planner. He returned to Auckland in 1984 and is now an associate of Beca Carter Hollings and Ferner Ltd and Head of their planning department in Auckland. Mike is married and has three children. In addition to being honorary treasurer, he is a member of the Executive Committee, Publications, Promotions and PQ Management Committee and the Salaries and Conditions Committee.



Toni Izzard
Toni is a graduate of Canterbury and Auckland Universities. She has worked as a planner both at local authority and consultancy levels and is still actively involved in planning as County Planner, Tauranga. Toni lived in Northland for 8 years as a proud rural-residential dweller bringing up her family and an assorted variety of livestock. Now she enjoys a similar lifestyle in the Bay of Plenty. Toni loves food, travel and is a board

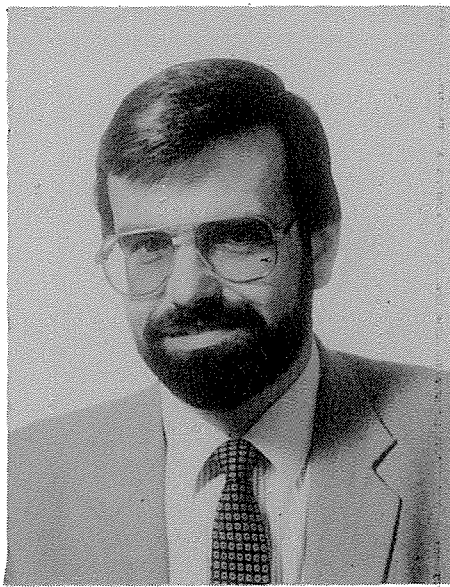
sailor of some repute (mostly for being towed in) and enjoys an occasional game of squash. On the Institute Council since 1984, Toni is involved in the Legislation Committee, the Practice and Internal Affairs Committee, and is Convener of the Salaries and Conditions Committee. She is also responsible for 1987 Conference Liaison.

Toni will be attending the World Planning and Housing Congress 1986 in Adelaide, Australia in September/October 1986 as an NZPI representative.



Lance Leikis

Lance is the mysterious representative on the Institute Council from Hawke's Bay. He is on the Membership Committee, Legislation Committee and is convener of the Practice and Internal Affairs Committee.



Graham Miller

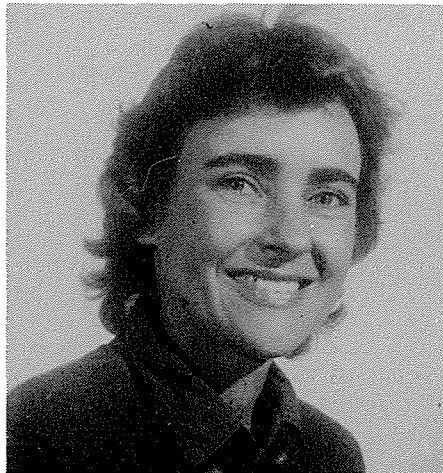
Graham was born and educated in Scotland. He has a BSc (Hons) (Glasgow) 1967, Dip TCP (Edinburgh) 1971, Member of RTPI 1973, Fellow of the Royal Scottish Geographical Society 1974, a members of the NZPI since 1980 and an Associate of the NZ Institute of Management since 1982. He came to NZ in 1978 with his wife and their two sons, and became Regional Planner, Canterbury Regional Planning

Authority/Canterbury United Council. From 1981 until 1985 he was Director of Regional Planning, Canterbury United Council. Graham is a Director of Gabites Porter and Partners (Wellington) and has been involved in regional scheme preparation and administration for Canterbury, Waikato and Horowhenua. He is also involved in district scheme reviews and administration.

Graham has been a member of the Clean Air Council since 1983 and its Clean Air Zones and Domestic Heating Committee since 1984. He has presented papers for the Land Use Advisory Council and Urban Transport Seminars and is a part-time lecturer at Cambridgeshire College of Arts and Technology. Like Bob, he is also an occasional lecturer at Lincoln College and Canterbury University.

The Miller family are now residents of Tawa. Graham's previous hobbies included astronomy and soccer coaching. He lists his present "hobby" as being Secretary/Treasurer of the Institute's Consultants Group.

On the Institute Council, he serves on the Membership Committee and the Salaries and Conditions Committee. He is also responsible for Technician Liaison.



Christine Caughey

Christine graduated from Auckland University in 1976 with B.A. majoring in Political Studies and Social Anthropology, and in 1978 with B.T.P. In 1978 she was employed on the Planning and Community Development Department of the Auckland City Council involved in urban rehabilitation of the inner city suburbs of the city. In 1983 she joined the Auckland Regional Authority Planning Department.

Christine became a member of the Institute in 1982. She has been a committee member of the Auckland Planning Group since 1983 including Chairperson in 1985 and 1986. She has travelled widely and lived for two years in Britain and several months engaged in voluntary work in the Pacific Islands. Her hobbies include trout fishing and sailing. Christine is Convener of the Publications Committee and is a member of the Education, Practice & Internal Affairs Committees.

Craig Roberts

Craig's work experience includes 8 years as an Analytical Chemist testing water quality and toxicity with the Chemistry Division of the DSIR. He has also spent two years as a part-

time community worker and researcher with the Manawatu Resource Centre while he attended Massey University. He graduated in 1985 with a BRP (Hons) degree.

Craig was student representative on the Institute Council during the last two year term. He is Continuing Education Officer for the Wairarapa Community Action Programme and is self-employed as a planning consultant working on projects such as rural business development. Craig is also working towards the establishment of a Community College "without walls".

He and his wife are also busy on their 2 hectares of rural land near Pahiatua with beekeeping and forestry. Tramping, skiing, diving etc. and playing music are other interests that they enjoy.

On the Institute Council, Craig is involved with the Education Committee, and the Practice and Internal Affairs Committee.

TOURISM STUDY IN HAWKE'S BAY

Part 1 — The Methodology

Pieter Muijlwijk, Napier City Council

INTRODUCTION

Central Government is encouraging the promotion of tourism by regional tourism organisations. For such promotion to be effective, a comprehensive information base is required. This article describes how one regional tourism organisation, the Hawke's Bay Tourism Board, is going about gathering this information.

THE NEED FOR TOURISM INFORMATION IN HAWKE'S BAY

Tourism in New Zealand is booming. The number of international visitors to New Zealand has increased rapidly during recent years. Further growth of international tourism is expected, with domestic tourism also growing and estimated to match overseas tourism as an economic activity.

Hawke's Bay's share in this development appears to be quite modest, both in international and domestic tourism. Yet, the Hawke's Bay Region has a lot to offer to tourists. This potential was recognised by a tourism working party, set up under the auspices of the Regional Development Council.

Following this, in May of 1985 the Hawke's Bay Tourism Board was established. The Board comprised of those from the original working party and represented groups and organisations such as the Moteliers, Tour Operators, Retailers, Vintners, Government Departments, and Local Authorities. The overall goal of the Hawke's Bay Tourism Board is to promote and develop the Hawke's Bay Region as a major tourist destination. Because tourism development is in its infancy in Hawke's Bay, a substantial part of the Board's activities during its first year consisted of research projects to gather information necessary for further development of tourism in and promotion of the Region. So far, the Tourism Board has initiated four research projects:

1. A resource inventory.
2. Investigation of reasons why tourists come to Hawke's Bay.
3. Investigation of resource perception by visitors to Hawke's Bay.
4. Investigation of the attitude of Hawke's Bay residents towards development of Hawke's Bay as a tourist destination.

This work is carried out by the Town Planning Development of the Napier City Council. The Council is a financial contributor to the Hawke's Bay Tourism Board.

In the following paragraphs these projects will be described in more detail.

1. Resource Inventory

In 1984 the Hawke's Bay Regional Development Council had started an inventory of the Region's Tourism Resources, ie — attractions and facilities. This inventory needed to be refined and updated.

The inventory is not restricted to commercial operations but includes parks, historic features, scenic drives etc. Every entry into the resource

inventory contains a description of the type and location of the facility and, if applicable, of the media and range of promotion undertaken. An attempt was also made to classify the facilities according to target market segments in terms of purpose of travel, demographic, geographic, behavioural and psychographic characteristics of potential visitors. Although this part of the inventory has proven to be difficult, some of the information could be collated in this way and is likely to be most useful for marketing purposes.

The most important feature of the inventory, however, is the categorisation of facilities into activity groups. A brief review of recent tourism publications had revealed that the main trend in tourism is towards activity and experience: tourists want to do and experience things rather than just see them. This calls for an activity based inventory to enable more specific, and therefore more effective, promotion efforts aimed at groups of potential tourists with particular interests. These considerations have led to the following categories of activities:

- (i) "Nature's Course": deals with the walkways, sanctuaries, forests, lakes, waterfalls, caves etc.
- (ii) "Picnic and Park": contains scenic drives, picnic areas, gardens and parks.
- (iii) "A Bit of Culture": deals with historic features, the arts, museums, landmarks, art deco, etc.
- (iv) "Cottage Crafts": features arts and crafts, Pottery, antiques, wool and cottage industry.
- (v) "Attractions": being manmade — Marine Parade, Fantasyland etc.
- (vi) "Take a Tour": commercial operations, Bay Tours, See Tours, buses, rentals, bike hire, helicopters, Aero Club, industry tours.
- (vii) "The Outdoors": features rural activities, farm holidays, horse trekking, shooting, camping etc.
- (viii) "Water Sports": river trips, jet boats, rafting, trout fishing, diving, surfing, windsurfing, boating (hire), beaches, aquatic centres etc.
- (ix) "Pleasure of the Palate": vineyards, country pubs, Devonshire Teas, entertainment, delicatessens, cafes, eateries, etc.

By April 1985 nearly 1000 resources were listed and this number is likely to increase further. The inventory is used as a source of information at Visitors Information Centres in the Region and for the production of information and promotion material.

2. Investigation of the Reasons Why People Come to Hawke's Bay

The purpose of this part of the regional tourism research was to provide an information base to increase the effectiveness of marketing of Hawke's Bay as a tourist destination.

Between 23 December 1985 and 24 January 1986 more than one thousand



Carolyn Black (Student Representative) Carolyn has a BA in Political Science and Geography, and an MSc in Resource Management from Canterbury/Lincoln Universities.

Carolyn is a member of the Institute's Education Committee and the Publications, Promotions and PQ Management Committee.

domestic and overseas visitors to the Hawke's Bay Region were interviewed. The visitors were approached by interviewers at tourist attractions and facilities, throughout the Region. Although this was a central location survey and therefore not an entirely random selection of respondents, the covering of a wide variety of interview points should have ensured a reasonable cross section of the total population of visitors.

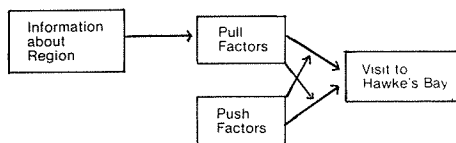
The data gathering technique which was used was face to face interviewing. The sort of information sought called for focused interviews, where in a focused interview the researcher has a list of general subjects on which information is to be gathered, rather than a standard list of questions. A focussed interview is most suitable for explorative research, by leaving it to the respondent to identify and to emphasise the important issues relating to a certain subject of investigation, rather than the interviewer determining the specific issues.

It was decided to develop some way of categorising the answers to simplify the processing of the information from the interviews. This was done by means of building an accounting scheme.

The first step in the process of developing an accounting scheme was to identify the theoretical variable which determine

travel to Hawke's Bay. The relevant variables are pull factors (features of Hawke's Bay), push factors (circumstances and personal characteristics) and information (external events) which triggered people's decision to make a trip and influenced their final choice of destination. Figure 1 shows the expected relations between these theoretical variables.

FIGURE 1: FACTORS IN THE DECISION TO VISIT HAWKE'S BAY



The hypotheses are the arrows drawn between the variables in the figures:

1. People decide to visit Hawke's Bay because of certain pull factors, after receiving information about the region.
 2. People visit Hawke's Bay as a result of certain push factors.
 3. People decide to visit Hawke's Bay because of certain pull and push factors, after receiving information about the region.
- These theoretical variables were included as

the main dimensions in the accounting scheme. The accounting scheme was further developed during a first round of 30 trial interviews. The main dimensions were further specified into categories and sub-categories and every possible answer was recorded in this frame-work of categories. The accounting scheme is shown in figure 2. The purpose of categorisation is to translate individual reasons and motives into more general concepts, which can be used to improve the marketing of the region. The layout of the accounting scheme enables recording of the whole thinking process, including the timing of the different influences and the interrelations between the individual reasons, motives and influences. It also enables data processing by computer. The interviews were conducted by seven trained interviewers. Each territorial Local Authority in Hawke's Bay had been asked to employ one or two students during the Summer Holiday to carry out the research in their particular district(s). In some instances, combined employment of one student by more than one Local Authorities was sufficient. The research was carried out in a uniform manner throughout the region. The Napier City Council Town Planning Department on behalf of the Hawke's Bay Tourism Board was responsible for preparation, supervision and analysis of the research.

| SOURCES OF INFORMATION | | | FULL FACTORS | | | PUSH FACTORS | |
|-------------------------------|-------------------------|---|--|--|---|--|-------------------------------------|
| word of mouth | media | other | social/cultural/business | physical | specific tourist facilities | need a break | indifference |
| friends (1.1.1.1) | television (1.1.2.1) | brochures/ pamphlets travel agency (1.1.3.1) | socialising (friends relatives (1.2.1.1) | climate (1.2.2.1) | activities in man- made environment (1.2.3.1) | from work (1.3.1.1.) | habit (1.3.2.1) |
| relatives (1.1.1.2) | radio (1.1.2.2) | | nostalgia (1.2.1.2) | beach (1.2.2.2) | | | part of package (1.3.2.2) |
| | film (1.1.2.3) | | events (1.2.1.3) | sea (1.2.2.3) | activities in natural environment (1.2.3.2) | from social/cultural environment (1.3.1.2) | |
| | newspaper (1.1.2.4) | earlier visit (1.1.3.2) | conference (1.2.1.4) | hills/bush (1.2.2.4) | | | en route/proximity (1.3.2.3) |
| other travellers (1.1.1.3) | magazine (1.1.2.5) | | business (1.2.1.5) | rivers/lakes (1.2.2.5) | exhibitions (1.2.3.5) | from physical environment (1.3.1.3) | |
| | book (1.1.2.6) | | accommodation (1.2.1.6) | farming/ horticulture (1.2.2.6) | | | accompanying others (1.3.2.4) |
| | | | | cityscape landscape, historic buildings and architecture (1.2.2.7) | | | |
| | | | | geographic position (1.2.2.8) | | | |

FIGURE 2 ACCOUNTING SCHEME FOR DECISION-MAKING PROCESS (category for other reasons : 1.4

| POSITIVE | | | | NEGATIVE | | | | NEUTRAL | | | |
|---------------------------|-------------------------------------|---|-------------------------|---------------------------|-------------------------------------|---|-------------------------|---------------------------|-------------------------------------|---|-------------------------|
| information | physical aspects | | social/cultural aspects | information | physical aspects | | social/cultural aspects | information | physical aspects | | social/cultural aspects |
| | natural | man-made | | | natural | man-made | | | natural | man-made | |
| outside area (2.1.1.1) | climate (2.1.2.1.1) | landscape (incl. hist. bldgs and architecture) (2.1.2.2.1) | people (2.1.3.1) | outside area (2.2.1.1) | climate (2.2.2.1.1) | landscape (incl. hist. bldgs and architecture) (2.2.2.2.1) | people (2.2.3.1) | outside area (2.3.1.1) | climate (2.3.2.1.1) | landscape (incl. hist. bldgs and architecture) (2.3.2.2.1) | people (2.3.3.1) |
| | rivers/lakes (2.1.2.1.2) | transport facilities (2.1.2.2.2) | | | rivers/lakes (2.2.2.1.2) | transport facilities (2.2.2.2.2) | | | rivers/lakes (2.3.2.1.2) | transport facilities (2.3.2.2.2) | |
| within area (2.1.1.2) | hills/bush (2.1.2.1.3) | shopping facilities (2.1.2.2.3) | events (2.1.3.2) | within area (2.2.1.2) | hills/bush (2.2.2.1.3) | shopping facilities (2.2.2.2.3) | events (2.2.3.2) | within area (2.3.1.2) | hills/bush (2.3.2.1.3) | shopping facilities (2.3.2.2.3) | events (2.3.3.2) |
| | | restaurants/bars (2.1.2.2.4) | | | | restaurants/bars (2.2.2.2.4) | | | | restaurants/bars (2.3.2.2.4) | |
| | beach (2.1.2.1.4) | | | | beach (2.2.2.1.4) | | | | beach (2.3.2.1.4) | | |
| | | tourist accommodation (2.1.2.2.5) | | | | tourist accommodation (2.2.2.2.5) | | | | tourist accommodation (2.3.2.2.5) | |
| | sea (2.1.2.1.5) | | | | sea (2.2.2.1.5) | | | | sea (2.3.2.1.5) | | |
| | | specific tourist attractions (2.1.2.2.6) | | | | specific tourist attractions (2.2.2.2.6) | | | | specific tourist attractions (2.3.2.2.6) | |
| | specific flora/fauna (2.1.2.1.6) | | | | specific flora/fauna (2.2.2.1.6) | | | | specific flora/fauna (2.3.2.1.6) | | |
| | pubs (2.1.2.2.7) | | pubs (2.2.2.2.7) | | pubs (2.3.2.2.7) | | | | | | |

FIGURE 3
ACCOUNTING SCHEME FOR PERCEPTION OF RESOURCES

3. Investigation of Resource Perception by Visitors to Hawke's Bay

The same respondents as in the "decision-making interviews" (see 2) were asked what they thought of what Hawke's Bay offered to them. The information from this part of the research programme will be used to bring further resource development in the region in tune with demand.

Again on the basis of trial interviews, a separate accounting scheme had been developed (see figure 3). The main dimensions in this accounting scheme are information supply, physical aspects (natural as well as man-made) and social/cultural aspects.

4. Impact Assessment

Tourism can have considerable economic, social-cultural and physical environmental impacts. The assumption underlying this part of the research is that a timely knowledge of these impacts enables management of them and timely adjustment of tourism development to the benefit of the regional community. This particular research project focused on social impacts, but questions on resident's perception of economic and physical impacts were included. The data gathering technique was a "drop-

off", "pick-up later" questionnaire, to be completed by the respondents themselves. The respondents were selected following a multi-stage design. Randomly selected starting addresses were drawn from the telephone directory. Five survey forms were distributed in the vicinity of each start point by incrementing dwelling numbers by four. Up to three call backs were used to contact respondents. The specific respondent selected was the person in the household of 18 years or over, whose birthday fell next. The Market Research Centre of Massey University, Palmerston North, had developed a questionnaire on the basis of mainly qualitative research for the purpose of social impact assessment of tourism (see: New Zealand Hosts and Guests, by Ron Garland, Massey University, 1984). In consultation with the Market Research Centre it was decided on grounds of cost effectiveness to use the same questionnaire in this study in somewhat modified form. 1,000 questionnaires were distributed throughout the Region. The participation rate was 62%.

Conclusion

This article has only described the methodology used in the tourism research programme in Hawke's Bay. None of the

research projects have been completed so far. When the information has been processed, analysed, interpreted and reported, it will be used in conjunction with secondary, more quantitative sources of information, such as the Domestic Travel Study and International Visitors Survey, to guide further development of tourism resources, to manage impacts and to increase the effectiveness of Marketing through positioning of the region and selecting target segments of the tourism market. The results of the research projects will be published in late 1986.

Pieter Muijlwijk
Senior Planning Officer (Research and Policy Development)
Napier City Council and Research Co-ordinator for the Hawke's Bay Tourism Board.

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NZPI TOUR OF CHINA, 1986

Pat Holm, Editor

Mention that you are going on a trip to China and you are likely to get a variety of reactions ranging from incredulity to envy. It is a unique opportunity to see one of the oldest civilisations in the world transforming itself from a Third World country to a major world power.

It is all happening on its own terms - communism adapting within the traditional social and family values of Chinese society. Over the next ten years it will be fascinating to see the political implications of the recent economic reforms in China. They are certainly bringing increased prosperity, particularly in the rural areas, but they may also increase the pressure for more political freedom. People now talk freely of the excesses of the cultural revolution and of their determination to never let it happen again.

There is so much to experience on a trip to China that glib generalisations are soon contradicted. However, the lingering impressions that do remain are of smiling, friendly people who are surprisingly well-informed about New Zealand and eager to learn more. Although we were shown many worth-while scenic attractions in China, both natural and man-made, it was the vitality of everyday life in China that held an irresistible attraction for us. It was enough to get us out of bed early in the morning to wander along the streets and markets. Later in the tour, it led to us pestering our bewildered local guides to abandon their standard tourist itineraries and let us discover China for ourselves.

Pre-tour briefings from the New Zealand/China Friendship Society were invaluable in terms of giving us practical advice on what to expect. We are particularly grateful to **Jack Ewen**, **Alastair Aitken** and **Graham Parfitt**. However, the detail of the itinerary remained a mystery throughout the tour and was often only revealed the day before. This may have contributed to the disappointment some people felt about the planning content of the tour. Despite the efforts of team leader **Hugh** and our invaluable national guide **Ying Liping**, who understood exactly what we wanted, the planning discussions were usually hastily arranged and tended to stay on a descriptive and a superficial level. Language difficulties were also a problem - the exception was in Shanghai.

Nevertheless, the briefings did give us some insight into what is happening in planning - the sheer scale of the task is mind-boggling. However, there are several areas where New Zealand planners could be helpful. First, Chinese planning is based on approved Master Plan, but as the economy leads more towards individual and group initiatives there will be a need to develop a planning system capable of controlled adaption to changing circumstances, so that the interests of the community can be protected. The New Zealand planning system is a good model for them to consider.

Secondly, there is a need for planners specialising in tourism to assist in dealing with the impact of large scale tourism. There is very real danger that some of the attractions will be loved to death.

Thirdly, serious air and water pollution problems are recognised and technical assistance would be useful. Measures are

being taken now such as re-siting of polluting industries and encouragement for the installation of non-polluting technology, but it is a long term problem.

The standard of hotel accommodation in China was very good but it was disappointing to see how poorly maintained the buildings were. However, the hotels offer great value for money on the world tourist market - only exception was Nanjing, and we can blame the Aussies for that!

TOUR DIARY - Day 1

Slowly and predictably behind time, our group assembled at the overseas terminal building at Auckland International Airport. As we appeared our tour leader **Hugh** efficiently tied distinctive blue and white ribbons on our luggage. Little did we appreciate just how relieved we would be to see them appearing and reappearing on airport luggage circuits in the days to come. **Jack Ewen** from the NZ/China Friendship Society saw us off, with words of encouragement. We passed through the formalities quickly and had an uneventful 9½ hour flight to Singapore. The advantages of group travel became apparent as we were soon through formalities and met by our local Cooks Tour guide Tommy. On our bus trip to the Taipan Ramada Hotel, vistas of gardens and tall low-cost apartment buildings sped by and when we reached the city proper we caught glimpses of people enjoying the evening at small cafes. It was too late for shopping - the shops were covered with bars - but the sight of exotic Chinese street theatre and a religious festival soon cheered us up. As soon as we were settled in our hotel we walked back to enjoy it. We were lucky - April the 3rd is a special day in the Chinese calendar, a festival day to honour ancestors.

Day 2

Up at 5 am and off to the airport where **Hugh** had to deal with the problem of **Henry** losing his airline ticket. The plane trip to Hong Kong gave us a good opportunity to get to know each other. Our processing at Hong Kong airport was slow and thorough. We waited in vain by the luggage circuit to see **Henry's** bag appear with the ubiquitous blue and white striped ribbon. Alas, it had gone on to Taiwan by mistake. It later returned to Singapore and eventually rejoined him in China.

Away at last through Kowloon, and glimpses of people, scruffy tall buildings, neon signs, fast moving traffic and more people. After settling in at the YMCA Waterloo Rd, **Hugh** took some of us on an orientation tour. First lesson was how to use the excellent sub-way system. **Christine**, **Fiona** and myself took a wrong escalator and had an anxious time trying to find our way back without voiding our tickets.

At last we found ourselves on the right platform and caught a fast moving train to downtown Kowloon. As we walked through the crowded streets the variety of goods for sale in the shops was fascinating. The ferry trip across the harbour gave us another perspective of Hong Kong - the beauty, variety and the excitement. Some of the older buildings on the Island such as the old courthouse and the Hong Kong Club are well worth seeing. The cable car trip is a not to be missed experience - seemingly perilous but with spectacular views.

Feeling more confident we split up and some of us decided to catch a bus and visit a floating restaurant at Aberdeen. Catching the right bus was an adventure itself, but sitting at the top in the front meant a whirl of narrow crowded streets, neon lights and



Dinner at the Floating Restaurant -
a Magical Start to the Tour

unbelievable sharp turns at high speeds. We talked to a student who spoke excellent English after studying in Australia for a few years.

The evening at the floating restaurant was a magical start to the tour, heightened by our anticipation of the trip to China. **Robert** ordered a superb dinner within a set budget. Back to the bus, across the harbour to Kowloon where we walked to an all night market, and managed to bargain for a bag with some confidence and authority - we learnt later we still paid too much.

Day 3

We woke to hum of noisy traffic. Our morning was free for doing our own thing - from shopping, visiting a display of terracotta soldiers and, yes, getting lost on the underground again. At noon we all met and exchanged our experiences before we were taken by bus to the airport. Service was good on the CAAC flight to Beijing and the glimpses of China through the clouds below were tantalising. At Beijing airport, after passing a large sign proclaiming "In Beijing, as all around the world - American Express" we formed a queue in alphabetic name order enabling us to go through customs with no hassles.

Our cheerful guide **Henry** introduced himself on the bus and gave us a rundown on Beijing's vital statistics. Although it was dark, there was a noticeable lack of traffic on the wide straight streets and several broken down cars by the roadside. We were taken to the Hua Du hotel which was built in 1982. It was quite good - except for the awful Western breakfasts that confronted us each morning . . .

Day 4

Henry met us in the foyer and outlined the itinerary. Several German tourists were amused at the sight of some of us wearing walk shorts and asked if we were Australian. As soon as we were out of the hotel we were struck by the strangeness of the sights that we later came to accept as part of everyday China. Everywhere there were bicycles - a cacophony of tingling bells advancing in all directions. Stalls and markets selling a whole variety of foodstuffs and goods fascinated us. Old fashioned bendy buses providing cheap, frequent and crowded transport zoomed by obeying their own version of the traffic laws. Lots of new buildings wrapped in bamboo scaffolding were being built on sites that exposed the old bricks of long ago housing complexes. (It soon became obvious that we were going to take far more photographs than we had anticipated.)

The trip to the Forbidden City was most impressive. Poorly disciplined, we kept diving off to explore nooks and crannies. Inevitably a group of us got lost and were guided by **Peter** to the Northern Gate. He didn't do a bad job - good on speed but a little short on commentary.

The Summer Palace gave us more beautiful buildings and gardens to admire. Trees in blossom lined the beautiful man-made Kunming Lake. This was followed by a brief visit to the Beijing zoo to photograph some sleepy pandas. Dinner was at Friendship House, then off we went for an evening at the ballet. It was most enjoyable - a blend of Russian exuberance and Chinese tradition. It was noticeable though that a row of Aussies behind us suffered from severe culture shock and made an obtrusive exit at half time.

Day 5

Off to the Great Wall - past villages and small towns. Tree planting was evident everywhere. The countryside was flat until we turned towards the hills leading up to the great wall. There the hills were bleak and steep, but some

were covered by trees in blossom. Small stone cottages nestled in the valleys and in places we saw men chiselling the stone into huge blocks before the horse drawn carts took them away. Camels grazed quietly in several places. Given the steep and not so steep options to climb along the Great Wall, we all chose the steep one. We went as far as a high tower where a piece of graffiti caught our attention. *Debbie Wong New Zealand*. Shame! On the return trip our driver got called up by a traffic policeman losing one of his four licenses for travelling back the wrong way. Lunch at the restaurant at the Ming Tombs was superb - an excellent example of Peking cuisine. Relaxing outside we were suddenly assailed by a large foreign press corps travelling at speed - quite a formidable sight. The Greek P.M., Mr Papandreou, was visiting the Tombs.

The visit to the Ming Tombs was followed by a visit to the processional highway for the burial of Ming Emperors. Quite an impressive sight, but rushing buses and taxis took something away from it. Surely tourists could explore it on foot?

Back at the hotel and then dinner at a local restaurant. We were free to wander as we chose. I certainly won't forget strolling along the canal in the evening watching fishermen with their nets. Our approach was heralded by the tuneful whistling of **Yankee Doodle** and other American folk tunes. Other members of our group bargained for taxis and had meals in the city proper.

Day 6

Ken and **Fiona** hired some bicycles from the hotel staff and had a wonderful day exploring parts of Beijing and being invited into a house for a cup of tea. The rest of us were collected by **Henry** and taken by our bus to Tien An Men Square. The queue to Mao's Mausoleum seemed daunting at first but it moved quickly and respectfully. It was quite an experience to see the reverence China holds for such a talented and remarkable man.

Unfortunately the Great Hall of the People was in session and we could not go inside. The museum opposite was open but our time was too restricted. However, it was quite something to visit the Monument to the Peoples Heroes. Tien An Men Square already has a place in Chinese history, as the place where opposition to the Cultural Revolution asserted itself on the anniversary of Chou En Lai's death in 1976.

Then it was off to another Ming Dynasty Think Big project - the Temple of Heaven. It was good later to share in the laughter of school children at the echo wall and try out the resonant effects of oratory at the Round Altar for ourselves. Lunch was at Chong Men Weng hotel. On our way we passed Maxim's restaurant - a Minims next door! There was more time to explore the markets and wander the streets - then to the Friendship Store for shopping.

A meeting with several Beijing planners followed - held in the hotel bar. Their outline of planning procedures in China was invaluable. They were **Wang Fengwu**, Deputy Director, Editorial Department, China Academy of Urban Planning and Design, **Lin Qiuhua**, Deputy Chief Engineer, and **Yan Zheng** an architect planner, deputy head of the urban design sector. Two types of plans are prepared in China, first, socio-economic plans prepared by economists, and secondly, physical plans prepared by engineers, architects or geographers. China has 324 cities, 95% of which have finished plans. There are also various bureaux and Academies involved with planning such as the National Planning Commission, the

Environmental Protection Agency, the Academy of Architecture and Ministry of Urban and Rural Construction. Protection of rural land is a national policy. China has a highly centralised planning system and the national policy is to encourage growth in medium and small sized towns. The growth of satellite cities around Beijing was briefly mentioned, as well as problems of transport planning. They also discussed the debate between high rise/low rise housing and reassured us that not all of the traditional court-yard housing is being demolished, some is being refurbished. High rise housing is more common in Beijing than elsewhere and is generally more popular with young people.

In the evening we were taken to a Beijing Restaurant for a Peking Duck meal. Although the roasted duck covered in a sauce and rolled in a thin wafer was rich but tasty, we were disappointed that we didn't have the traditional meal which utilises everything of the duck including offal, finishes with soup made with the bones. What we did have sufficed for **Alison** anyway.

Day 7

Another awakening to a 5 am phone call. The bus ride to the airport was pleasant - lots of trees covered in blossoms and a few people of all ages doing tai chi. Our national guide, **Liping** joined the tour. We were handed our breakfast in cardboard boxes - dry bread, two boiled eggs and oranges. Our flight was delayed because of the weather, but we did get free cups of tea after asking 'how much?' and being told 'no much'.

The flight to Nanjing was bumpy but we were given free notebooks to record our trip. Our local guide Lu Jun or **Mr Lu** as he was called, met us and took us to our hotel, the Ding Shang which was built by the Aussies in 1979 and undergoing extensive renovations.

The City is much greener than Beijing with far fewer high rise buildings. Obviously the Yangtse River is a dominant feature Nanking means southern capital and it has had a turbulent history. The city wall is the longest in the world.

After lunch we went to see the famous Nanjing bridge which was built between 1960 and 1968 to a Chinese design and materials. It was extremely windy on the bridge but still very impressive. About 10,000 vehicles cross it each day and 188 trains.

Farmers are able to grow three crops a year - wheat in the winter and rice twice. Next we visited Xuan Wu Lake Park and we stopped to take a picture of a dragon. Suddenly we found ourselves the objects of curiosity and merriment to a group of people from the countryside who had never seen Europeans before. **Keith** was the centre of attention. The lake foreshore was lovely with more trees covered in blossoms. There were recreational facilities such as paddle boats, canoes and a roller skating rink.

Afternoon tea meant another stop at a Friendship store. We were entertained by an elderly magician who did excellent card tricks. As we travelled back to the hotel **Mr Lu** told us that Nanjing University is very famous. It has 12,000 students of whom 600 are foreign. What a pity we didn't have time to visit it.

In the evening we went to see a traditional Chinese opera about the adventures of a water dragon who came to earth. Unfortunately we were briefed on the wrong story but as a spectacle, it was worth seeing, for a while anyway. All the actors were women. At interval we tried in vain to make quick exit but were nearly trampled in the rush by locals anxious to claim our good seats. Our guide, **Mr Lu**, surprised us by singing a beautiful opera

song on the bus. **Christine** and **Sue** were to have their repose interrupted by a rat in their bathroom.

Day 8

Off on an early morning walk and met most of the tour group wandering around the streets. Some farmers passed by hauling incredible loads in their carts. Children chattered on their way to school and people would come up and say "hello" and giggle when we replied. We could peep into the cottages lining the street - often very dark with two rooms and sparsely furnished. Street vendors were doing a brisk trade selling noodles and buns, and in the markets an incredible variety of goods was on sale including poultry selected and killed on the spot.

After breakfast we went to the Sun Yat Sen Mausoleum. We managed to get in more than our daily ration of steps and found the view from the top, looking down on the rows of steps and processional road lined with trees well worth the effort. A school teacher came and spoke to us and explained that the children racing up the steps were trying to win prizes of pens, pencils and so on for being first. The highlight of this trip was the rows of brightly dressed school children sitting on the steps singing and waving to us as we descended.

Morning tea was at Mei Ling Palace which was built for Chiang Kai Shek's wife. The large carved bamboo dragons by the dining room door were impressive. It was here that we learnt the meaning of the term **happy room**. (We were to find on the tour that outside our hotels, the toilets, at least for women, required a fair amount of physical agility and a certain lack of modesty and fastidiousness.)

This was followed by a quick visit to a processional highway leading to Ming Tombs built by the first Emperor of that dynasty. At Linggu Temple Park we saw an old stone Buddhist Temple dating from 3rd - 4th century A.D. Inside it had lists of names of the Chinese soldiers of both sides who had died in three wars - the establishment of the Republic, the war against the Japanese and the war to establish the People's Republic of China.

I managed to extend my daily ration of steps to dizzy new heights by climbing a pagoda. We had lunch at a restaurant in a park and visited our first active Buddhist Temple, famous because of relics of a skull from an early Buddhist teacher. Need I say more, **Keith?**

Next we saw Southlake New Living Area - a housing estate in Nanjing. **Mr Cheung** briefed us on the whole complex. It accommodates 11,000 households and contains its own schools kindergarten hospitals, cultural centre and shops. Flats are allocated by the district leader or by the business who allocated money to the project. Housing, food, and transport are subsidised in China and a big apartment here costs 10 yuan a month, a middle one 7-8 yuan and a small one 5-6 yuan. Social adjustment is not a problem - most people in each unit are from the same factory. Rubbish disposal and bike parking were given as problems in this complex.

We were shown through two apartments which were comfortably furnished and saw a kindergarten where the children put on a concert for us. Who will forget the sight of little beds side by side, decorated by big cuddly pandas? By the time we got to the primary school the children had gone home but we did have a good question and answer session with the teachers and a peep into the classrooms which are very sparse compared with our standards.

On the bus again, we were told that Nanjing has been chosen as one of the 7 key tourist cities in China - this means that no more heavy

industry will be allowed in Nanjing. (Xian, Guilin, Canton, Hangzhou, Beijing and Shanghai are the others). We visited the old city wall and got an impressive view of the city. The gates closed on us, but we got out after a short wait and *meaningful* negotiations had taken place.

Day 9

Off on a train to Changzhou. (We were to have three trips by train and each one was a delightful and relaxing experience). We travelled in the "soft bottom" category - guess why! - and were served continually topped up cups of strong green cha with many floating leaves. By now we had devised our own categories of tea - *Cha* (weak tea) *cha-cha* (medium tea) and *cha-cha-cha* (strong tea). Several groups played hilarious card games with postcards.

At Changzhou we met our woman guide **Ms Yuan Lee** who has a bubbly personality and enjoyed livening up bus trips with little anecdotes. Changzhou has been honoured as one of the 10 "star cities" in China for rapid development of industry and high economic efficiency. We arrived at the Bai Dung Hotel - a name which was to have a special significance for us later in the day - where staff formed into two lines and clapped us off the bus as we scuttled inside. Only **Robert** had the presence of mind to clap back. **Dave**, who became known as "the man who travels light" had to make two trips much to his embarrassment. In the afternoon we visited the Quintan Housing Estate. We were amused to read on a street sign leading into the estate which said "civilised hygienic village". This housing estate had some apartments for sale. A middle sized flat cost 2400y from the family, a similar contribution from the Government and a contribution from the factory. They could be bought in a lump sum or in a down payment with the balance paid off over 5 years.

Our magical mystery tour had a big surprise in store for us - a visit to a sewerage works for two housing estates. The manager was quite delighted to show a group of tourists around - a pity we were a little offhand when downwind. In the evening we were whisked off to a brand new sports stadium to view the national heavyweight weightlifting finals. We were lucky to see the Chinese national record broken twice in 5 minutes. Most of us returned to our hotel mid-evening although some stayed for more weightlifting. **Trevor** and **Ted** refereed a game of trivial pursuit that was keenly contested. People over 40 had a distinct advantage in guessing the answers. Well done **Lorna!**

Day 10

We started the day by visiting Changzhou's famous comb factory and learnt the secret of good health - boxwood combs. Some of the combs were quite exquisite. When we visited the work-shop we became concerned at the lack of protection for the worker's lungs or ears. (That was to cause us concern in other factories we visited later in the tour)

Next on our itinerary was a visit to a famous Buddhist Temple at Changzhou - another active temple. We moved on quickly to a Free Market where vendors were selling a huge variety of goods. But it was a display of card playing tricks and martial arts by some young boys that most amused us. **Robert** encouraged us to taste some delicious local cuisine he had bought from a local stall. In the afternoon we visited the Dong Feng (East Wind) textile factory which has won several national awards. It was interesting to see hand etched coils being made to print the designs. The song "Country Road" will never be the same again after hearing it repeatedly



A Concert in Our Honour at Nanjing



The Gang of Four in Session

played on the bus - our driver was busy learning English and was given the tape the previous week by American tourists. We visited another housing estate and saw the Grand Canal New Bridge which is several hundred years old. Lots of barges carrying sugar cane moved in tandem propelled by those little engines that moved everything from carts, tractors, barges, wherever we went. Back to the hotel for **Peter's** "birthday party" powered by what **Alan** will agree was an extremely potent white wine bought by **Jim** and **Peter** at the market that morning. Who will forget the humour of the Gang of Four, **Derek's** solo haka and the wistful comment "I wish I could pinch a few bottoms in the main street of Guangzhou!"

Day 11

Breakfast this day was the low point of the tour for many of us and we were very subdued on the bus after being clapped off the premises by hotel staff. Off we went to see the site of a 3,000 year old village, only the second bus load of tourists do so. **Ms Yuan** delighted in telling us the legendary story of an ancient king of the village who had a beautiful daughter who succumbed to the charms of a handsome educated young man from a rival village. Trustingly, she told her lover how the village defences could be breached. Her father was so angry that he killed his daughter (his only child) and cut her body into three - evidence of which can be seen in three mounds the larger one containing her stomach, and smaller ones for her head and legs.

The village had four moats, three sets of walls and a forbidden city now growing an orchard of mulberry trees. Present-day inhabitants of the village were delighted to see us and small groups of children accompanied us on our tour. It was very therapeutic to tramp along the paths that crossed the farm and enjoy the fresh air and peace of the countryside. People from the village, unused to tourists, were amused at our great interest in their present day farm. Activities ranged from pearl farming fishing, raising poultry and livestock, growing a



Skinning Live Eels with consummate skill

variety of vegetables, wheat and orcharding. As in other rural areas, farmers owned their own houses and are allocated land on which to grow crops of their own choosing. Surpluses above the set quotas are taken to the towns to be sold at markets.

Later that morning we caught a train for the very short trip to Wuxi. The countryside was flat, growing mostly crops of wheat and rape. As said before, travel by train in China is very enjoyable and gives a great opportunity to see Chinese village life.

Our local guide, **Mr Wang**, met us at the railway station and took us to the Hubin Hotel. We were told that the area leads the nation in small enterprises. It is famous for its scenery, machinery, chemicals, pharmaceuticals, silk and pottery.

After lunch we were taken to see a clay factory specialising in the production of traditional squat clay figurines ideal for obligatory presents! Several of us got lost and tried to communicate with staff through a phrase book. Instead of asking "Where is the NZ group?" it turns out we had asked "where is NZ?" This caused great excitement as they eagerly flipped through the guide book and pointed to the phrase "call the police". We disappeared quickly.

Reunited with our group at last, we were off to see Xihu Park which includes Xishan Hill where tin was once mined. The Jichang Garden, which we also visited, was formal and very beautiful. It contains a famous spring which a writer Lu Yu from the Tang Dynasty called "second under heaven for making tea". Unfortunately it is now foul and needs cleaning up - talk about food on tap!

Day 12

The day started with **Jim** presenting **Keith** with a lovely bunch of puha for breakfast. We were taken on a scenic boat ride on Lake Taihu (fourth largest in China) to Three Hill Island which was used as a refuge in the past by pirates. The view from the tea house was lovely. Lots of small barges loaded with sand scurried back and forth across the lake. Next we saw the lovely gardens on Turtle Head Peninsula and the lighthouse. Japanese

tourists were evident everywhere, as camera happy as we were.

On return to our hotel, we explored the Li Yuan Park next door. It has lovely rock gardens and lakes and pavilions.

In the afternoon, our trip on the Grand Canal was one of the highlights on the tour. Most of us left our luxurious seats inside and sat on the deck to absorb the scenery - at times, though, we retreated for a breather. The houses are very picturesque. Traffic on the Grand Canal was very interesting especially during a major traffic jam. We passed people washing their clothes and vegetables in the water and one person using cormorants for fishing.

After the Grand Canal tour we visited a silk factory where we saw many women deftly threading cocoons in groups of 8 onto machine for spinning. Each silk worm cocoon contains approximately 1,000 metres of silk. The factory shop did well out of us, including someone who bought enough sets of silk underwear to last for years to come. We then went walkabout in downtown and had a very forgettable meal at the Liangxi Restaurant in a tourist hotel. (This was the outcome of a request to our local guide to take us to a **genuine** local restaurant, rather than our hotel which gave us some of the best hotel meals of the trip.)

Day 13

This day started with a talk with **Mr Yuen**, Director of the City Planning Department and **Mr Fan**, an Engineer. They briefly out-lined the history and functions of the city and were frank about problems of water pollution and tourism. **Mr Yuen** asked for any comments and suggestions and we had an interesting discussion on these two problems.

Our local guide arranged for us on short notice to visit the United Nations Fisheries Research Facilities which opened in 1981 and has overseas students as well as local ones. Unfortunately they were busy preparing for a new intake of students but we did learn about fish farming - a specialist occupation in China, and saw our first tea plantation. A special soft bottom carriage was shunted on

for us at the railway station for our trip to Shanghai. The sight of four very large American ladies bending over for a "soft bottom photo" outside the railway station was an unforgettable sight. As one of them commented "Thank goodness for wide angle lenses". Card games entertained most of the group on the two hour trip with 500 proving very popular.

In Shanghai, its cosmopolitan nature became immediately apparent as we emerged from the station to see luxury consumer goods advertised on bill boards. Our local guide was **Mr Wong**. We were taken straight away to see the famous Jade Buddha Temple and walked into a colourful traditional ceremony involving the welcoming of some Japanese monks in full regalia. A bus trip down Nanjing Lu Road the main street, showed all the bustle and activity of China's busiest shopping street. The biggest department store has over 100,000 shoppers a day and employs 2,000 staff. Most locals prefer less busy streets . . . There was even a bike free zone in the main street.

Next, we were given some free time to wander around the Bund, fronting the Huangpu River, which has buildings reminiscent of Wellington 20 years ago. People were friendly and wanted to try out their English - the "Rainbow Warrior" incident has certainly made New Zealand well known in China.

The bus then took us through the suburbs to the Liantian Hotel. We could see a succession of narrow lanes lined with two storeyed houses and lots of washing everywhere.

Day 14

Shanghai is quiet between 10 pm and 5 am - then it suddenly bursts into activity. A constant stream of old bendy buses line up to take impossible numbers of people off to work. This morning we were taken to visit the Yu Yuan Garden hidden behind high dragon decorated brick walls in the old part of Shanghai. It was built by an official in the Ming Dynasty, for his parents and its scenery is the basis for the "willow pattern" chinaware design. We had morning tea in a tearoom reserved for overseas Chinese and tourists - our own Forbidden Garden. It was worth seeing a famous Chinese calligrapher at work but we couldn't afford his prices.

Off then to the country for a visit to a commune where we were confronted with a staggeringly delicious meal of over 20 courses. At one point, some of us escaped but we were called back to avoid insulting the chef. **Mr Pu Ching** then took us on a tour of the commune including some privately owned houses, the farm activities (our first cows seen on the trip but still no sheep!) and a workshop making little music boxes from Japanese parts and pairs of wooden mandarin ducks. These are given by friends as gifts to newly married couples to symbolise fidelity and happiness. Obviously tradition ignores the fact that the mandarin drake deserts his mate soon after mating! We saw people undergoing acupuncture treatment and at a pharmacy for traditional medicines, **Jim** and **Peter** bought some mysterious potions, for a back ailment and a sore throat respectively.

Next it was back to Shanghai to visit a beautiful baroque house formerly owned by a prosperous French Jew and now the site of an arts and crafts workshop specialising in woollen embroidery, dough fashioning and paper cutouts. A visit to an Exhibition centre followed which no longer offered any novelty to us.

However, in the evening we were treated to a gymnastics display by China's top troupe. Well worth seeing and very enjoyable thanks to **Paddy** and **Ben** for the lovely photos.

Day 15

The day started with a visit to No 9 Dock, Shanghai's main (four crane) container terminal where **Mr Jin-Rong** spoke to us about the operations of the dock. Apart from the technical information which was of interest mainly to **Derek** and **David** we heard about the involvement of the company in providing housing, clinics, kindergarten and workers clubs. It employs a total of 4,000 staff. The afternoon was free time — some went shopping or for a cruise down the Huangpu. Others met with Shanghai planners.

The meeting started with a discussion about the problems caused by Shanghai's history of being divided by foreign powers and their different systems of services. Shanghai was reconstructed after 1949, starting first with standardising utilities and setting up industrial estates on the outskirts of the city. Several satellite towns have been planned based on export oriented industries such as chemicals. People have been encouraged to settle in the new areas with incentives such as larger living accommodation and subsidised transport.

Shanghai now covers an area of 6100 square kilometres and has a population of over 12 million people. Regional planning covers four provinces and Shanghai. A subway is planned for Shanghai in the 1990's.

Mr Gu Xian Rong, Vice director of the City Planning Bureau attended the meeting with us, along with a young woman who was technical interpreter for the bureau. Her language skills enabled this meeting to be one of the most productive of the tour.

In the evening we were in for a treat, **Patricia** and **Trevor** persuaded **Liping** to get us tickets for a performance by the Shandong Regional Orchestra. The atmosphere was informal and relaxed, with people chatting to each other throughout the performance and laughing on the missed notes - to the anguish of one soloist who was later comforted with generous applause.

Day 16

Another CAAC flight - this time to Xiamen. As usual there was little enthusiasm for our cardboard boxed breakfast - and even less, as anxiety built up about the announcement that our plane may be diverted because of fog. Did we have three or was it four attempted landings at Xiamen. **Sue** looked out the window and caught a glimpse of some nearby mountains - information which she bravely kept to herself, while the rest of us hung on in white knuckled fright. As a memento of the trip we were handed pictures of the plane mounted in a hideously ornate brown plastic frame - it has taken pride of place on my kitchen shelf.

At Xiamen we were allocated two local guides - **Rose** and **Mr Chua** and were whisked off to a meeting with Xiamen port officials and a tour of the docks. Our accommodation was at the new Mandarin hotel. After lunch, a meeting was set up with **Mr Wong**, General Engineer from the Planning Bureau, who was a worthy publicist of Xiamen's charms - "good climate, good harbour and nice beaches..." We had a good discussion on the new industrial estates near the hotel and special economic zones. Educational facilities are also very important and carefully planned for. Special measures are being taken to protect the scenic resources of the area, but they may prove inadequate.

We were then taken on an orientation bus tour around town. Bicycle rickshaws were everywhere. The waterfront was fascinating traditional sailing junks and scows were loaded by hand. Parts of the township had

lovely substantial houses and tree-lined streets.

Day 17

Sunday morning and ferry trip to Gulangyu Island was in store. Its Portugese history is immediately apparent in the large substantial buildings and narrow paved streets which had no traffic to disturb the atmosphere - not even bicycles. We climbed up Longtu Hill and saw where traditional Chinese hero Zheng Chenggong directed navy training before he re-took Taiwan from the Dutch in the 17th century. The views from the top were superb.

Rose took us down to a pleasant beach where **Hugh** amazed the locals by having a swim. Afterwards we were able to explore the island - certainly one place I would love to go back to. When we returned to the mainland we were taken to a seafood restaurant for lunch. We were all amused to hear a grandma, who had taken her five grandsons to lunch, berate them all loudly for neglecting her and then told them off for wanting to drink beer. It poured with rain in the afternoon but most of us went down town and wandered along exploring the shops and markets.

In the evening **Rose** and **Christine** shared a "birthday party". **Liping** bought some fireworks which he let off in a bright display on the rooftop terrace. Loud music provided by an English couple killed conversation and most people resorted to dancing. Towards the end of the party the well-known Epsom flasher made a brief appearance. The cake cutting ceremony was fun although the cake was difficult to eat with finesse.

Day 18

Off we went across a causeway to Jimei town which is the birthplace of **Mr Chen Jiakeng** an overseas Chinese who gave substantial contributions towards the establishment of several educational institutions there. We passed Dragon Boat Lake where traditional boat races are held every May. Turtle Head Park is well worth a visit to see the many intricately carved panels showing Chinese history - both recent and traditional.

Next we were back to Xiamen and yet another Buddhist temple - Nanputuo. On being asked "is this an active temple?" We were told "No, its a live one" Like several of the others we had seen, it had its own monkey - monks in residence. The row of poor stone turtles outside looked as though they carried the world on their shoulders. We climbed our ration of steps up to the top of a park situated behind it. From a distance we could see Xiamen University and some KMT islands offshore that often bombard the University with rows of loud speakers. It was free time again after lunch - I had a terrifying pedicab ride along the main street to some money changers (whom I had not asked to see) and back again, at even greater speed.

Later in the afternoon we were off again on another CAAC flight - this time to Guangzhou (Canton). Our apprehension was heightened by stories that **Hans** kept telling us about CAAC flights. This time the free gifts were little beaded purses - no doubt intended to give us a sense of security on our own terms!

Our local guide in Guangzhou was **Alex**. Huge traffic problems soon became apparent near the airport and we had a long trip to our hotel situated by an artificial lake called Lan Hu. The mating calls of zillions of bullfrogs continued unabated through the night. Evidence of subtropical climate was everywhere and we saw crops such as rice, sweet potatoes, sugar cane, oil, rubber and bananas.



Another Briefing...

Day 19

Early morning walks revealed two lovely little villages near the hotel that were a delight to explore. Later we wandered through the Trade Fair Building seeing the amazing variety of Chinese goods for export. **Alan** got lost and to our consternation the local driver did not want to wait for him or the searchers, but drove off to an arts and crafts complex to show us magnificent carvings in wood and jade. It was left to the others to find us somehow. Later we were treated to a superb lunch at a restaurant featuring Canton cuisine. It had 1800 seats and was set out in three tiers. Later we were taken to a jade carving factory. Some of the pieces were superb but the machinery seemed very noisy and dangerous. After this our incredulous guide acceded to our request and set us free for 2½ hours. We all had our own adventures and met at the Beiguan Restaurant for dinner where we alarmed some Japanese tourists by blowing whistles imitating bird calls. We left pokerfaced amid the consternation.

Day 20

This morning we took a three hour train journey to Shenzhen. The scenery was very lush with lots of water buffalos and rice fields. We passed many small villages whose houses were surrounded by banana and lychee trees. First impressions of Shenzhen are its spacious streets and lots of tall new buildings, some of which are very attractively designed. Our local guide **Mr Cheng** proved very competent and after we had settled into our Silver Lake Hotel he took us to a planning meeting where **Mr Yu**, and engineer with the planning bureau showed us a model Shenzhen and talked about its development.

In 1980 Shenzhen was declared a special economic zone and joint ventures with foreign countries are encouraged, airport and port expansion will be substantial over the next few years. At first planners had drawn on the experiences of Hong Kong's New Town development. By the year 2000 it is hoped that the Master Plan will be implemented. Foreign investment is encouraged by cheaper labour, land and lower taxes. China benefits from modern technology and earnings in foreign exchange from the export of goods. Most of the people in Shenzhen are young and have come from different parts of China. They have to sit an examination, but are attracted by the jobs and rates of pay. There have been some problems with the SEZ such as in the types of industries that have been attracted there (often just assembling components) and that they haven't earned as much foreign exchange as had been hoped for. Our guide tried to get us access to the top of China's tallest building, a brand new 55 story hotel but the restaurant manager had gone home.

Day 21

This morning I was struck with a tummy bug and visited a doctor at the hotel who gave me an injection with the largest needle I have ever seen, and bottles of 8 lots of pills to be taken every four hours. From now on, the trip commentary is second hand apart from a few brief hours of lucidity every now and again. Everyone else went on a trip to Shekou, a settlement near the western corner of the special economic zone Shekou town fronts Hohei Bay which is bordered by China on the northern shore and the New Territories on the south. Some large joint ventures have been attracted here including a Sanyo factory, a Swedish joint venture marine and container manufacturing plant. The bus travelled through the city to a small promontory with a lookout. One feature of special interest was the laid up passenger ship Minghua - a youth palace and entertainment centre and hotel. We passed an adventure park with Disneyland castle, a huge roller coaster and a golf course. Next on the itinerary was a large reservoir which has supplied half of Hong Kong's water since 1959.

I rejoined the trip briefly fortified by a false sense of well being and we went to visit a border town Shau Tau Kok - remarkable because it has a street with one side belonging to China and the other to Hong Kong. Four short stone pillars put there in 1895 marked the division. Our guide then took us back downtown where some went and bought food and drink for a farewell party for **Liping** which was held in **Hugh's** room that night. **Peter** left us to go to Hong Kong early, as he had arranged a more direct flight home. It was certainly quieter without his sense of fun and adventure.

The party for **Liping** was enjoyable though in spite of several stories circulating about the horrors of crossing borders, eh **Paddy?**

Day 22

We posed for a group photograph, then off to the railway station. Then it was time for our daily ration of stairs to a large hot room where our passports were stamped emphatically. Then **Alison** was gently told that she had been selected for a thorough search.

Time passed anxiously until she emerged smiling and told us that when our luggage was x-rayed that morning, hers had shown what appeared to be a pair of valuable antique bowls. Revealed at last, they were shown to be ordinary crockery worth about 1 yuan 90 a piece.

More steps and then it was time to say goodbye to our very helpful and likeable national guide **Liping**. (Throughout the trip

he had made an effort to get to know each one of us and could always be relied upon to sort out any hassles). Then it was over a covered bridge to join long queues again but standing in air conditioned comfort.

We travelled by first class carriages to our stop in Kowloon and **Mrs Lee** efficiently escorted us back to the YMCA. Our afternoon and evening were free and everyone enjoyed being set loose to enjoy the shopping, restaurants, etc. Some people greatly enjoyed a barbecue which was held at the same venue as one for the NZ cricket team.

Day 23

Alan Crosby who was very helpful to us in Hong Kong, arrange an outing for our group to see a new housing estate. First, we visited the Hong Kong Housing Authority's Head Office which had displays of public housing, models of new towns and redevelopment schemes. It was suggested that Beijing could have copied the Trident design but there was a lack of variety in Chinese housing estates. In China, apartments tend to have the same aspect based on a very strict code on the angle to get the most sunlight.

Next was a trip to Lok Fu Shopping Centre in North Kowloon which was built and run by the Housing Corporation. This was one of the highlights of the trip.

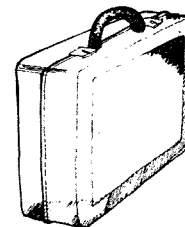
In the evening the Hong Kong Institute of Planners put on a special dinner for us at our hotel. It provided a valuable opportunity for planners from China, Hong Kong and New Zealand to get to know each other in a relaxed atmosphere and many people found it valuable to exchange insights and experiences on planning, that they had gained during the tour. A pity that we didn't have more opportunities for this sort of experience on tour.

For those readers who have survived this narrative, one final mystery remains to be solved - *Why do many Chinese planners think that Wanganui is New Zealand's most important city?*

Any one of the tour participants will be able to provide you with clues to this mysterious question: *Hugh Briggs, (Tour Leader), Jim Beard, Christine Caughey, Robert Chan, Ted Fox, Alison Geddes, Lorna Geddes, Trevor Gee, Derek Hall, Patricia Hall, Keith Harris, David Holm, Pat Holm, Ben Hudson, Paddy Hudson, Ken Lawn, Alan Kirk, Madge Kirk, Duncan McKenzie, Fiona Norton, Diana Plesovs, Peter Saxton, Henry Van Roon, Hans Versteegh, Sue Veart and Jan Wotton.* See you at the reunion in Tauranga at the 1987 NZPI Conference.

CASEBOOK

Dr Kenneth A. Palmer, Law Faculty, Auckland University.



THE TOWN AND COUNTY PLANNING AMENDMENT BILL 1986 — A COMMENT

Introduction

At the end of June 1986, a long expected Town and Country Planning Amendment Bill was introduced into Parliament, with a tentative commencement date of 1 October 1986. The Bill deals primarily with the streamlining of regional planning, with lesser amendments relating to district and maritime planning.

In this comment on the bill, it is appropriate to point out immediately the provisions or relevant matters which are **not being amended** by the Bill. First, the matters of **national importance** in s 3 are not being amended, and it is the writer's viewpoint that the public and planners should be grateful for this omission. The achievement of long-term planning goals in the regions and districts and maritime areas depends considerably upon the stability of the matters of national importance and purposes of planning set out in s 3 and s 4 of the Act, which provide an anchor-stone despite variations in governments and policies, both central and local. In particular, the matters of national importance ought to represent and enjoy the sanctity of an "Environmental Bill of Rights" with enduring values beyond the reach of annual amendment.

Secondly, no attempt has been made to draft a "fast track" procedure into district planning scheme approval, as a replacement for the National Development Act 1979. In the same context, the Bill does not affect the legal relationship between regional and district planning and the Mining Act 1971 authorisations. As readers will know, this issue is the subject of a working paper issued by the Ministry of Energy.

Regional Planning

In essence, the reform of the regional planning procedure, by substitution of Part I, appears to reflect the realisation that regional planning does not require the sophisticated consultation procedures enacted in 1977, perhaps due to the lack of growth both as to population and development, in many regions, and also the luke-warm respect shown towards regional planning at both central and local government levels. In this whole area, the future prognosis throughout New Zealand, is one of little growth, a position likely to continue into the foreseeable future, at least as long as there is free entry available to New Zealand citizens into Australia. The northern drift of population within New Zealand is paralleled by the drift towards Australia, resulting in New Zealand becoming a continuing "dormitory state" of Australia. Hence the reduction in expectations for regional planning.



Hong Kong. Planning Institute Dinner— End of Tour

Committee Structure

Concerning committees, one significant change occurs in s 6, where the regional planning committee will have a mandatory representative of the Maori people in the region, nominated by District Maori Council or other Maori authority or organisation as the united or regional council considers appropriate. This provision recognises the significance of the Treaty of Waitangi in safeguarding the interests of the Maori people, and avoids the unseemly debates that have occurred in the past as to whether or not representation was justified on account of "significant Maori land holdings".

In addition, the provision for sub-committees is expanded and clarified, including under s 12, a cross-reference to the procedures under the Local Government Act 1974 being applicable. This section clarifies past doubts as to the status of the proceedings, and although no equivalent provision applies specifically to committees in respect of district scheme planning, the Court of Appeal decision in *Love v Porirua City Council* (1984) 10 NZTPA 53, has applied the Local Government Act sections to a district planning committee. Accordingly, the quorum, open voting, majority vote, and chairperson's casting vote provisions, are all applicable. Likewise, the provisions of the Public Bodies Meetings Act 1962 would apply to meetings of a standing committee, especially in relation to the exclusion of the public from confidential matters. However, a distinction should be drawn between committee meetings to consider functions relating to preparation of a scheme, and the different status of a committee in hearing an objection, which is a quasi-judicial procedure. Normally, the rules of natural justice requiring full disclosure, would prevent any members of the public being excluded during the submission of evidence.

Objection Process

The existing provisions relating to consultation with local authorities, the Crown, and the public, in respect of comment upon a draft regional planning scheme are re-enacted. Following this opportunity for public participation, under the new s 17, upon publication of the proposed scheme following consideration of the submissions on the draft scheme, a type of fast-track procedure is introduced. *Prima facie*, the Minister and local authorities will have only three months after public notification of the proposed scheme, to lodge a written request with the Planning Tribunal to conduct an inquiry into any part of the Scheme, although the united or regional council may allow further time for a request to be lodged. The public have no objection or referral rights at this stage, as in the past. Instead of providing for the united or regional council to respond to further requests for changes, to have a separate hearing before the Tribunal with the local authorities, with the opportunity for the authority to respond to the Tribunal recommendations, with the subsequent step of the Crown then requiring a second referral to the Tribunal and yet more responses and counter proposals, the new s 18, contemplates one right of referral only to the Tribunal, which is given new discretionary powers to direct a single hearing or several related hearings, and to facilitate a speedy conclusion of the inquiry into aspects of any particular regional scheme. Without doubt, the new procedure is much more appropriate to the reality of regional planning today, in place of the ponderous provisions foreseen as necessary back in 1977.

Ministerial Approval

As in the past, the Minister of Works and

Development retains the power and discretion to direct amendments to the scheme even where in conflict with the Tribunal's report. Under s 20, in the event of a conflict, the Minister's directions shall prevail although the Minister is required to give reasons where not agreeing with the Tribunal's. The Minister's directions must be issued within three months of the receipt of the Tribunal's report, or in the event of no inquiry at all being requested, within three months of receiving the proposed regional scheme. There does not appear to be any provision for extending this time limit, as the power to extend time under s 154, given to the Tribunal, or the proposed new provisions s 167 (2), is limited to the time for serving documents, and could not be invoked to relate to the direction power under s 20. These time limits cumulatively impose a fast-track obligation upon the parties and the Minister involved in the approval process. Upon the assumption that amendments to the scheme may be of some significance, a new s 22 allows for a variation of the proposed scheme to be initiated, and this may be the mechanism which enables proposals to be rethought, and for the fast-track process to be halted. The other option is a new s 23, which allows the united or regional council at any time to withdraw a draft or proposed regional planning scheme by giving public notification to that effect. At this stage, the council would start afresh on a new draft scheme.

Finally, it is of interest that under s 24, upon compliance with all directions to amend the scheme from either the Tribunal, or the Minister, it is not mandatory for the scheme to be brought into force by Order in Council. Under S 24 (3), if the Governor-General in Council does not approve the scheme, the Minister shall advise the united or regional council accordingly. The legal consequence flowing from this advice is not spelt out. Presumably the Minister would be obliged to give relevant reasons for declining to approve the scheme, as the discretion would have to be exercised for the proper objectives of part 1. One would assume that a variation to the scheme should be withdrawn, if some unexpected regional development had occurred following preparation and approval of the proposed scheme, which made its ultimate approval by Order in Council no longer appropriate. Under the former provisions there appeared to be no discretion to refuse to approve the scheme once it had passed through the Minister's hands.

The remaining provisions are consistent with the existing regional sections as to changes and review. However, one may query s 28C, which restates the existing s 22. This requires local authorities and the Planning Tribunal to take into account in an area where there is **no approved regional planning scheme**, the provisions of a draft or proposed scheme, in considering district or maritime matters. Having regard to comments in the past on this provision, it is surprising that the obligation has not been extended to allow account to be taken of any proposed change or review published in respect of an operative regional scheme.

Interim Control Where No Operative District Scheme

Clause 5 of the Bill proposes to substitute s 33 (1) to ensure that the need to obtain change of use consent, applies to both a use or development of any land, area, or building that is not of the same character as the immediate preceding use where it detracts or is likely to detract from the amenities. The new provision encapsulates the existing legal

understanding of s 33, but will be of assistance to the few local authorities, in the South Island, which will rely upon these interim control sections, not having operative planning schemes. Likewise, clause 8 of the Bill, applies the control provisions of Part II in respect of any Council which is exempt from preparation of an operative district scheme. This welcome amendment over-rides the contrary Planning Tribunal decision issued in respect of planning control on the Chatham Islands, the only district which has been granted an exemption from the planning scheme obligation.

District Planning

The amendments in respect of district planning appear to be relatively minor, but could have both planning and legal importance as will be outlined.

Interpretation

Under clause 2 of the Bill, two new definitions are inserted, namely that of a "controlled use", which is to be the formal name given to the third category of uses contemplated in a zone, in accordance with s 36 (4). This clarification of terminology is probably desirable, as in the past, the "controlled use" category has been labelled by various councils as a controlled use, an intermediate use, a discretionary use.

The other definition relates to a variation, which expands the terminology to apply to not only district scheme planning but also to regional and maritime schemes.

Design and Amenity Control

The issue of design and amenity discretion in district planning schemes, has a long and uncertain history. Reference may be made to K.A. Palmer, *Planning and Development Law in New Zealand* (1984) pp242-252. The seminal High Court decision is that of *Fifth City Estates v Christchurch City Corporation* (1976) 1 NZLR 354; 5 NZTPA 385, in which Casey J, ruled that a discretion under the 1953 Act was only available where it was not practicable to specify in the ordinances the design and landscaping obligations with precision, and in any event, any powers could not exceed the matters specifically stated in the second schedule. Although that decision did uphold a discretion as to landscaping obligations, it rejected a general design control ordinance as ultra vires. As is well known, the legislative remedy in 1977 was to enact s 36 (4) providing for the third category of uses having a discretion as to design and landscaping in any particular zone, to be supplemented by a general power under s 36 (5) to include in the ordinances, specified powers and discretions relating to preservation of trees and landscape, and design control, applicable in all areas. As outlined in the text referred to, the legislative intention appeared to be two-fold. First, it recognised the need for specified design and landscaping control for a limited range of "controlled" uses and development in particular zones. On the other hand, it recognised the need for general powers to preserve landscape, and to allow minimal design control throughout all zones, applicable even to predominant uses. As a sequel, various district schemes throughout New Zealand have adopted one or other or both of these statutory mechanisms to achieve the objectives of district planning. However, the recent decision of Davison CJ. in *Ruddlesden and Gibb v Kapiti Borough Council*, High Court Wellington, 21 March 1986, (A532/85), has dramatically thrown open the whole legal issue again. The case concerned the approval of two high rise apartments, which were predominant uses in the beachfront area, but which were alleged

to contravene a standard design control ordinance 13.4.2. This stated that no structure or building should be erected which would "be visually inappropriate to the neighbourhood or would otherwise detract from the amenities . . . or would tend to depreciate public or private values therein." Davison C.J. interpreted s 36 (4) and s 36 (5) to rule that any ordinance made under s 36 (4) (a) (predominant uses) could not be qualified by an ordinance comprising discretionary powers contemplating the making of value judgments. "Where a Council wishes to reserve to itself discretionary powers and value judgments, it should not attach those to predominant uses. Section 36 (5) does not enable that to be done. They should be applied to such other uses as may be defined under s 36 (4) (b) or (c) of the Act." Ordinance 13.4.2. was therefore inapplicable, and the challenge failed. In any event, the Council has resolved the buildings did not detract from amenities or land values.

This decision is likely to remain unchallenged, and means that no discretions can now be applied to a predominant use, contrary to the writer's view (Palmer, p 245). With this background, the Bill, by fateful coincidence, in clause 6 proposes to repeal and substitute both sub-sections (4) and (5) of s 36. First, s 36 (4), is simplified, by restating the three use categories contemplated in the past, but labelling the third category as a "controlled use" in accordance with the attendant definition in s 2. Secondly, the scope of the controlled use, is now defined in s 36 (5). This is the provision which gives rise to some confusion, in the writer's opinion. According to the explanatory note accompanying the Bill, the "scheme may now provide for such specified controls and powers as are necessary or desirable to achieve the policies and objectives of the scheme relating to design and external appearance of buildings, landscaping, preservation of buildings, trees and areas of special amenity value". These matters represent a combination of the existing s 36 (5) provisions, but supplemented to read more in accordance with the wording of cl 5 in the Second schedule. However, as drafted, the scope of the "controls and powers" is "in respect of controlled uses", and does not extend to the scheme as a whole. Hence one could claim that the explanatory note is clearly misleading.

Assuming that the substituted sections as drafted are accurate and represent legislative policy, the question then arises as to the legal fate of the provisions drafted in the past and authorised in accordance with the **much wider empowering provisions** of s 36 (5) in the 1977 Act. For example, the Waitemata City District Planning Scheme, provides in the Te Henga residential zone, that no tree above .5 metre in height shall be removed without consent from the Council. In one interpretation, it could be said that this represents an ordinance applicable to the controlled use in the zone, but as presently drafted the zone provides for a predominant use of dwelling houses, and has no controlled use category. However, the tree ordinance may be saved if considered to be a "prohibition" under s 36 (3).

It is the writer's submission that in future, general discretions (outside controlled uses) relating to design and landscaping, will rest for their legal validity on the provisions of s 36 (3), taken in tandem with the provisions in the Second schedule, in particular the matters appearing in cl 5 as to preservation or conservation, and the matters appearing in cl 7 (b) as to design, and external appearance of building. The provisions of s 36 (3) and the

Second schedule, may well provide sufficient statutory power to validate these controls as objective prohibitions, but the **Ruddlesden** decision rules out any "discretionary power" limiting a predominant use.

It may be noted, that in relying on s 36 (3) it will no longer be necessary to spell out as formerly required under s 36 (5) the general policies and objectives which are intended to be achieved by the power. However, it would be prudent to include policies and objectives, as the judgment in the **Fifth City Estate** case, is still applicable on the matter of general principle that an amenity control should be specified clearly and should as far as possible include guidelines as to its exercise. In any event, decisions of the Planning Tribunal indicate that general discretions in respect of conservation and preservation are not encouraged, as being perhaps unreasonable or unfair to the land owners' expectations. cf **Royal Forest & Bird Society v Clutha County Council** (1985) 10 NZTPA 449 (subject now to the **Ruddlesden** ratio).

The apparent demise of any residual design control over predominant use buildings which may detract from amenities, following **Ruddlesden**, must be seriously questioned, and represents a retrograde step in planning progress. The option of moving all uses into the "controlled use" category is clumsy and inappropriate, and would represent a misuse of that category. The controlled use is intended for uses which have particular design problems, or for special zones intended to preserve local character and amenities (Palmer, P218, 219). Due to the conflict between the information in the explanatory note to the Bill, and the proposed amendments to s 36, one can only query the true legislative intent.

Variation of Consent Conditions

A minor amendment, but one of practical importance, is an amendment in clause 12 to s 71 (2), which will allow the Council to grant a variation or cancellation of a planning consent condition, where imposed originally on a notified application, without having to require a further notified application, if the application "relates to a minor matter and that no person will be prejudiced if the application is granted". In practice, Council may well require the signed consent of neighbours for such requests, but the recognition of "de minimis" variations, without repeating the notice formalities, does accord with the view that a planing consent should allow some immaterial variations therein. (See Palmer, p 401).

Crown Obligations

Under s 116 the "construction or undertaking of any public work" by the Crown, has required either a designation in the scheme or planning consent, unless it has amounted to a use "permitted as of right or a conditional use of that land". Clause 18 of the Bill, will delete the alternate authorisation of a conditional use. This move can only be supported as removing a privilege which gave rise to uncertainty, as illustrated in the Nelson Post Office case, reported under the title **Environmental Defence Society Inc v Attorney-General** (1981) 2 NZLR 68 NZTPA 83. Some doubt may still remain as to the extent of the obligation under s 116, in relation to uses of public land by the Crown, without any necessary construction work occurring. There is one argument that by giving full weight to the definition of "public work" in s 2 of the Public Works Act 1981, it is possible to reason that a work includes not only construction, but also separately any undertaking, establishment, operation or maintenance, or **use of land** for a Crown

purpose. In this event, the mere change of use of a State house to that of a pre-release centre, without physical alterations, could constitute a public work and therefore planning consent or designation for the purpose would be required. Under this large and liberal interpretation, possibly encouraged by s 5 (j) of the Acts Interpretation Act 1924, one could arrive at the conclusion, that the Crown is for all purposes effectively bound by district planning schemes, and no longer enjoys any immunity from planning control.

Underlying Zoning and Roads

The decision in **Ashburton County v Cooney** (1976) 6 NZTPA 123, held that under the 1953 Act, the requirement for an underlying zoning, not being applied to roads, intended roads to be designated only, with no zoning status at all. This interpretation, which the writer has never accepted as necessarily correct, has in practice been accepted as the law (see Palmer, p234), and has inevitably led to some difficulties in respect of road planning. The difficulties are now recognised under cl 20, which will substitute s 121 (1) by continuing the underlying zoning exemption for the designated existing public roads, but provides for an exception where there is a proposal to lease airspace over the highway or a lease has been granted, or a proposal to stop the highway, and the proposal is to be shown in the district scheme. These exemptions are necessary, and one can only query whether or not the exemptions should be wider, for example to provide clarification for pedestrian mall planning under s 336 of the Local Government Act 1974, under which the status of the road is retained, but the public excluded following the special order. Clearly, such proposed malls should be planned within the scope of the district scheme, and it is unsatisfactory that there should be any doubts as to the legality of the scheme provisions. As stated, the writer's viewpoint is that such scheme provisions are entirely lawful and valid.

Hearing Procedures

One new provision is proposed under cl 22 of the Bill, which will have general significance to district, regional, and maritime hearing procedures, including procedures before the Planning Tribunal. A new s 167 (2) is contemplated, allowing these bodies to "waive compliance with any requirement of this Act or any regulations . . . as to the time or method of serving documents, and as to the documents to be served and the persons satisfied that no party to the proceedings will be prejudiced by the waiver".

The provision will supplement s 167 (1), which provides a discretion to rectify omissions or inaccuracies from documents supplied, or steps taken, under a like criteria where satisfied that no party will be prejudiced by the waiver or direction.

However, uncertainty abounds concerning the relationship of s 167 (2) to s 154, a similar discretionary power, conferred upon the Tribunal alone. Reference to s 154, will indicate one significant difference between the two waiver provisions. Under s 154, the power is applied to other Acts, but the important wording appearing in the round brackets is omitted. This wording contemplates that the time for serving documents is to be interpreted as including the "time for lodging an appeal", but this time limit may be waived only with the consent of the respondent or the applicant as applicable. No equivalent restriction applies under the proposed s 167 (2). Accordingly, one may first query whether or not the power to waive time limits relating to

the serving of documents is intended to allow the extension of **all time limits** for putting in objections to proposed schemes, changes, or reviews, or to planning objections. *Prima facie*, this power would appear to be contemplated on the other hand, the right of the applicant or respondent to veto the extension of time is now removed, and the matter becomes one of judgment of the adjudicating body on the question as to whether any other party to the proceedings will be prejudiced by the waiver. The power conferred, will pose in some circumstances, difficult questions as to the exercise of discretion where parties object to the grant of time extensions. Furthermore, there remains a conflict in respect of the Tribunal's powers. It would appear that a time extension could be granted under s 167 (2) as to the late lodging of an appeal notice, without having to obtain the consent of the respondent or applicant, whereas an application made under s 154 would require such consent. Presumably, this conflict of powers may be corrected before the section is enacted. If not, one can only await a response from the Planning Tribunal as to the appropriate power to exercise. In law, where two powers cover the same request, the more liberal ought to be available to the applicant.

Second Schedule Amendment

Under cl 25 of the Bill, cl 3 of the Second schedule is amended by adding a reference to

Maori reservations, as an appropriate use to be provided for in the scheme. This minor change does not address the simmering controversy as to whether the whole scope of Maori ancestral land under s 3 (1) (g) should be clarified, and specifically recognised as applicable to land no longer in Maori ownership. Perhaps, the Government has decided that that issue is better left to adjudication before the High Court, which has not yet considered the interpretation of the provision. (cf Palmer, p 207-8).

A new clause 4A is to be inserted, requiring provision to be made for "tourist facilities and services" as appropriate in the particular district. This addition would appear to have strong political backing, in line with the promotion of New Zealand tourism overseas. An objective to be balanced with the other district planning matters, one would not expect any Council in a high visibility tourist area, to sacrifice the other civic objectives in the pursuit of tourism goals. cf *Millerv Lakes-Queenstown Wakatipu C.P.C.* (1985) 11 NZTPA 257, 268.

Finally, an addition to cl 8 (c) recognises the need to provide specifically for storage, transport and disposal of hazardous substances. In the Auckland regional area this has been recognised for some years as requiring more specific planning.

Third Schedule Amendment

Clause 26 of the Bill will insert the first

recognition in the Third Schedule of the Maori uses of coastal waters, an omission highlighted by the report of the Waitangi Tribunal concerning the utilisation of the Manukau Harbour (1985). The clause refers to "provision for Maori traditional and cultural uses, including fishing grounds". This addition can only be welcomed as a step towards the quiet adoption of the objectives stated in the original Treaty of Waitangi.

In a more modest way, cl 3, is to have added to it a reference to "tourist facilities and activities", recognising again the growing potential and demand for tourist promotion and boating accommodation.

Finally, a new cl 3A, will require provision for the implementation of a fishery management plan, approved under s 8 of the Fisheries Act 1983. This addition complements the inquiry role of the Planning Tribunal in considering objections to a "fishery management plan", assuming that in the future such plans may be prepared in respect of waters within a Maritime Planning Area.

In general conclusion, the Bill represents several sideways steps which could require rethinking of the planning situation and legal position, but on balance many steps forward, and the introduction and enactment of the Bill must be welcomed.

PLANNING: A Perspective on the Maaori World

Professor J.E. Ritchie Waikato University

After thirty years of working on projects related to Maori interests it's hard to condense my present understanding. Perhaps it is best simply to list a number of principles that guide me in my work.

1. Te Mauri o Te Whenua

Whoever now owns the land the mauri of it was never extinguished nor alienated nor can it be. The Maaori interest in the land must be understood in Maaori terms.

They are the tangata whenua, and we others are and always will be guests and should behave in seemly fashion both in recognition of what they as hosts offer and are traditionally required to do, and what we as guests on our part know also what we must do.

2. Te Wairua

Spiritual rights and concerns are never obliterated and must be given full status and recognition — but it is not obligatory (probably not even possible) for them to be understood.

3. Te Whenua — Te Iwi — Ngaa Kaitiaki

We must always recognise that the rights and obligations of the Maaori world of guardianship rest upon individuals or their trusts or trusteeship and so we must always include the "right" individuals or trustees in our planning. Guardianship is therefore exercised by a number of people at a number of levels.

4. Rangatiratanga

Maaori society is heirarchically organised and so is authority in it. It is never enough simply to deal with a

person. You must also deal with whaanau, a hapuu, an iwi, a waka.

5. Kotahitanga

Maaori political process is directed towards the necessity of reaching unity through consensus. This takes time and the guidance of experts. You are not an expert. Do not try to penetrate manipulate or distort or disturb this process. If you do, you will create injury, insult and incoherence. Maaori political process is designed to recognise individuals and include all their concerns even if in the end they do not get their own way. Therefore conflict and conflict resolution are essential to the process.

6. Te Putahi

Everything is connected to everything else and dealing with the part without respect for the whole (as they perceive it) violates the Maaori sense of putahi or wholeness.

7. Puta Noa

When things are done correctly (nga tikanga) there is a sense of freedom from limitation; things open up, people feel the respect for their tikanga, their taonga and their collective personality. This is what Maaori people mean by autonomy — freedom from pressure, a feeling of inclusion and of being included. Maaori people want to include you in their process as much or more than you want to include them in yours — provided that you do not make it difficult for them.

8. Manaakitanga

Care and concern for the people is a

central ethic. Planning must always include consideration of human resources, their development and the impacts of development upon them.

9. Te Ao Tawhito — Te Ao Marama

Prescriptions for the future were written in the beginning, in the past and over all the time and through all the sayings that the people remember and use.

Enlightenment is not new knowledge but the realisation of the old in the eternal

10. Te Hara

One should never forget in dealings with Maaori people, the pain we have caused them. Raupatu, land confiscation, is a specific pain but it is only one. Now I did not cause that pain personally, so personal guilt is not an appropriate basis for my actions but I am deeply implicated, as we all are, in the systems that caused that pain and this I cannot avoid. Therefore if I can do something to alleviate the sins of the past I should do so.

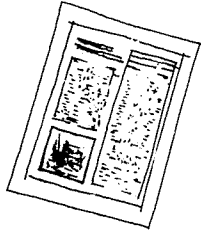
11. Te Oohaki

Deal with the dream of the people with all the generosity that you can muster or manage no matter how much that may cost you.

12. Whakakitenga

Never presume that you understand. Always pursue the process of understanding. If you wish to avoid being foolish, you may need to play the fool and ask question that while they will reveal your ignorance, will lead towards enlightenment. Do not be afraid to ask those questions. If you need translation, request it.

BOOK REVIEWS



Lord Leverhulme's Unknown Venture by Myles Wright, published Hutchinson Benham, London 1982 pp 223 illustrated £19.95(UK)

"Lord Leverhulme's Unknown Venture" is a lively — and sometimes amusing — account of how Town Planning in England was first established as a subject for academic study and teaching at the University of Liverpool from 1908 to 1948.

Lord Leverhulme is probably best known to planners for the creation of a model housing estate, planned — so he claimed — by himself, to house the workers of his factory at Port Sunlight.

It was Charles Reilly, Professor of Liverpool's University School of Architecture who induced Lord Leverhulme to provide the funds for setting up a Department of Civic Design. Reilly clearly had in mind that the new Department would be for the extension of the arts and skills of architects: for him, town planning was architecture writ large.

The character, attainments, quirks and foibles of Leverhulme, of Reilly and of the first three Professors of Civic Design, all architects, - Charles Adshead, Patrick Abercrombie and William Holford are well described in biographic detail as is that of George Pepler, a civil servant, who throughout his life gave encouragement and moral support to the Department.

It is a curious fact of Leverhulme's most generous endowment, one sufficient not only for a Chair, plus a Research Fellowship but also for publication of the quarterly "Town Planning Review", came from the proceeds of libel action won by Leverhulme.

In the seventy eighth year of its existence the scope and curriculae of the Department has, under the first three and the second three professors, Gordon Stephenson, Myles Wright and Gerald Dix changed direction and grown to an extent that would have astonished its founders in 1908.

It would I think have increased the value of this book if it had included in an appendix the subjects of study at different periods in the Department's history.

Myles Wright, now Professor Emeritas, who has written this book was at one time in his career a journalist and that may, in part, account for his descriptions of events and the people involved in them being easy and enjoyable to read.

R. T. Kennedy

Holford - a study in architecture, planning and civic design by Gordon E. Cherry and Leith Penny, published Mansell, London and New York 1986 pp 293 illustrated.

William Graham Holford, born in South Africa in 1908, died, Lord Holford of Kemptown in 1975.

When Holford died his many friends decided that so remarkable and eminent a man should be commemorated by a biography. His own records, correspondence and papers were entrusted to his 'alma mater' — the University of Liverpool, this collection together with the personal recollections of his friends presented a formidable task of research to any biographer. Eventually Professor Gordon Cherry and Leith Penny at the Centre for Urban & Regional Studies of Birmingham University were chosen for the task and they have carried it out admirably. It is not only a well documented study of the man Holford, it is also a penetrating analysis of and commentary on U.K. post-war planning; its successes, difficulties and failures during Holford's lifetime.

In spite of the book's subtitle - A study in architecture, planning and civic design — neither of the authors is an architect; that has not I think proved to have been a disadvantage. nor has it been a disadvantage that they have reviewed Holford's dazzling career more objectively than could Holford's surviving contemporaries; few if any of his friends could so firmly but gently express, as the authors have done, criticisms of what Holford attempted and achieved.

Holford, even to his intimate friends, was an enigma, an enigma not entirely dispelled by the authors.

From 1942 till his death Holford was the most widely and best-known town planner in England. He was consulted for plans and reports for the City of London, for Cambridge, for a New Town — Corby, for Universities and Hospitals. It was a consultancy that led to his engagement in many parts of the world; to the U.S.A., Canada, Brazil, Australia and South Africa. As an adviser and particularly as a committee man serving on innumerable Institutions, his help was found invaluable. Honours were heaped upon him, Knighthood, Life Peerage, President and Gold Medalist of the Royal Town Planning Institute, President and Gold Medalist of the Royal Institute of

British Architects, Royal Academician and several Honorary Doctorates.

Yet in spite of his distinguished career as Professor at Liverpool, later at University College London, as a public servant and as a professional town planner and architect he left no bound volume of his experiences and no text-book behind him: only a mass of papers of lectures and public addresses in which he had instilled his ideals, ideas and wisdom. Consequently but for this biographical study he could soon be forgotten in this generation for the contribution he made to town planning in England and elsewhere at its most formative period.

The book contains many extracts from his addresses and reports. Everything clearly came out of his own head. He could, from my own knowledge, write without a pause, in a clear and exquisite hand, sheet after sheet of a report or memorandum which, when complete, required practically no change, amendment or correction of order, substance or expression.

His reputation did not rest entirely on what he wrote or on his university lectures. At the Public Enquiry on the City of London Plan Holford was the only expert witness for its defence. For twenty hours he faced, never rattled and never at loss, the cross-examination of forty counsel plus solicitors and many private objectors — an astonishing performance. The result was a victory for Holford and the City Corporation; with minor amendments, the Minister approved the plan.

Holford was indeed in many ways a remarkable man, yet his stamina, his enormous capacity for hard work, his powers of concentration were largely concealed by his charm, lively conversation and modesty in both his public and private life.

I count myself fortunate to have known Holford for some thirty years or more of his life, first as his deputy architect for wartime factories and hostels, later when he led the Research Division of the Ministry of Town and Country Planning and much later as his associate in his town planning practice. I find few errors in this book's presentation of Holford and his career. He was an inspiration to all who worked with him. Above all he was a very likeable man.

R. T. Kennedy

PLANNING TECHNICIAN TRAINING COMES OF AGE

The New Zealand Certificate in Town Planning has now been available for 10 years. The first students completed their Certificate in 1978. The course meets a steady demand for planning education and both current students and certificate holders continue to make a valuable contribution to the practice of planning. The certificate course is especially relevant to people working within planning departments, to professionals in other fields (often working for smaller authorities) who have planning as one of their areas of responsibility, and to those working in planning-related jobs.

Aim of the Course

The main aim of the course is to produce a technician with practical planning skills who work alongside and complement university trained professional planners. As well as acquiring a good background in planning theory and practice, students gain competence in five main areas;

1. Gathering and compiling statistical information;
2. Conducting surveys;
3. Presenting material;
4. Statutory planning, implementation and development control; and
5. Dealing and working with members of the public and allied professions.

Course Structure

Besides an introductory paper on town planning theory and planning in New Zealand, the course includes papers in the core planning subjects of statutory planning, planning technology, land classification and utilisation, and two further and more specific papers in planning techniques. Related papers in draughting, statistics, photogrammetry, economics, and the legal system, are also available in the five-stage course.

Individual subjects may be studied separately. A number of people take advantage of this opportunity to widen their skills, particularly following a job change.

The certificate is administered by the Authority for Advanced Vocational Awards and taught in some Technical Institutes. The NZ Technical Correspondence Institute is the only one which offers all subjects of the certificate. Study for the NZ Certificate in Town Planning by correspondence requires the completion of 10 assignments for each subject. The organisation and presentation skills developed during the correspondence courses are of obvious benefit to students in their day to day work. In addition, as all assignments are retained by students, a valuable manual of ready reference material is built up. Because each student studies at her or his own pace, usually from home, the certificate meets the needs of those wishing to expand their planning skills without undertaking full-time study.

Practical Experience Requirements

Students not directly engaged in planning work may study up to Stage 3 level, but in Stages 4 and 5 of the certificate, a planning related job is necessary. Three years' practical work must be completed before a certificate is awarded. All subjects are examined each year, but a substantial part of the final mark comes from course work done during the year. Students may enrol at any time.

Keith Harris

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AUSTRALIAN NOTE BOOK

Compiled by Binyak Ray

Major Decisions on Financing Australian Local Government with Implications for Local Government Planning

Vlad Aleksandric, Director of Policy Development in the office of Local Government, Canberra

A major inquiry into Local Government finance has recently been completed in Australia and has led to the Federal Government making some major decisions with regard to the future of general revenue sharing assistance to Local Government.

The Inquiry, chaired by Professor Peter Self from the London School of Economics came to some interesting conclusions regarding the nature of inter-governmental financial relationships and the functioning of Local Government. It found that there was still a degree of imbalance in the general finances of Local Government because of its great reliance on a property rate base, and, of particular significance to Local Government planners, because of growth of human services being provided by Local Government. Local Government's involvement with human services, and associated social planning and community development activities, has grown significantly since the initial impetus given by the Whitlam Labor Government in the early 1970's.

The Inquiry also found that despite a decade of general revenue sharing considerable inequalities still existed between local councils in respect of revenue raising capacity and basic expenditure needs, which weaken the effectiveness and equity of the Local Government system as a whole. It thus

concluded that 'horizontal equalisation' between councils should be the principle objective of any future program of financial assistance.

The Federal Government has recently decided to accept this basic thrust but to move general purpose assistance away from the concept of sharing a proportion of the Federal tax base. It has also decided that in a climate of increasing emphasis on effectiveness and efficiency of government programs, it should have more control over how general purpose assistance funds are distributed. The Federal Government will ask the States to develop principles for the distribution of these funds, to be approved by the appropriate Federal Minister. In the past no such principles were developed and this led to a significant divergence in the methods of distributions and resultant outcomes between States.

The role of Local Government planners is likely to be enhanced in a number of respects as a result of these changes. Firstly, it is likely that more emphasis will be placed on assessing the inherent disabilities of individual councils, requiring submissions to be made on social needs and infrastructure development requirements. Secondly, a specific focus is likely to develop on the social planning functions of Local Government, and the role a program of general purpose assistance can play in stimulating such planning.

CONTINUING PROFESSIONAL DEVELOPMENT

Compiled by Janet Davey

(Note: Part II of the Social Planning article by Dr Brent Wheeler will be published later.)

Given that nature of planning, most if not all of the tasks involve communication of one sort or another. Often, a particular outcome may actually depend on how well an argument or proposition is communicated to decision-makers, client companies and/or the public. There is always room for improvement in the communication skills we are familiar with and use everyday, but also, while the scope of planning activities is changing, so too is it necessary to consider broadening the range of communication media used in planning.

The following article has been contributed by Martin Green, Tauranga County Council. It also discusses the use of video in planning and how to assess its applications in which video has been effectively used, as well as the practicalities of equipment and pitfalls.

VIDEO IN PLANNING

Abstract

The purpose of this paper is to discuss the technique of video taping information to present to decision making groups or

individuals as part of the planning process. I have illustrated in this paper when the technique is an appropriate one, what the costs are likely to be, and the different types of presentation.

The profession of planning concerns itself with attempting to rationalise (through an often inappropriate legislative framework) situations of conflict that arise between the interests of different groups in society. These interests may be related to conflicting land uses or conflicting social interests.

Presenting a video tape of the situation to decision makers can be a useful technique. Before employing video tape technology or indeed any information gathering and presentation technique, the Planner must assess two things;

- 1) the relevance of the technique to the situation and;
- 2) The costs of employing the technique versus the possible benefits of the available alternatives.

1. Assessing the Relevance:

Video tape is essentially a dynamic

medium. In other words, you watch TV because things happen on it. If nothing was happening there is no point in watching it on television you may as well look at a drawing, a diagram or, better still observe reality. If the video medium doesn't enable us to see what people are doing, or complex interrelationships between maybe, land use and activities, then there is probably no point in trying to display it in this manner to the decision makers.

A useful basis for determining whether or not a situation should be video taped is to assess the dynamics of the situation.

2. Assessing the Costs:

Of direct relevance to the assessment of the suitability of the technique is the cost. Again this calls for an assessment by the Planner. If the situation is unlikely to generate much controversy, or is a routine matter, and one that will not cause much cost to any of the parties involved irrespective of the resultant decision, then it is likely that video tape is an unsuitable technique by which presentation of information should be made.

The term "costs" is a subjective one and is subject to the interpretation by the parties involved. Irrespective of this, if it can be seen that the "costs" are likely to be high in whatever terms they are assessed, then it may be worthwhile to consider applying video tape technology. Fortunately in video tape there is at least some degree of standardisation in both equipment and tapes employed, and while older equipment tends to be bulkier and have less "accessories", if it's under three or four years old it's likely to do the same job just as well as new equipment. It may also be possible to share the investment with organisations or other individuals with similar interests. Major educational institutions often make available, at a nominal fee, equipment and expertise to Local Authorities. Videotape, unlike cine film is reusable, and has no associated processing charges.

The assessment of the applicability of video tape to a planning problem is a complex one. It calls for an assessment of the costs involved in **not** using the medium and therefore not presenting that type of information versus a comprehensive assessment of the dynamics present in the situation to be analysed and the actual cost of using a video medium.

Using the Videotape:

Having determined that there is some gain to be made in using a video tape the next step is to make the tape. The Planner must consider the magnitude of the job at hand. If for example, the issue has been assessed as a comparatively minor one, yet one that may be clarified by being presented through the television medium, then the Planner should look at a low cost presentation. If on the other hand, the issue is a major one with perhaps nationwide implications, then a budget should be derived for the purposes of presenting the information, part of which should be allocated to a video tape production.

It is not possible to put a firm figure on the cost of hardware as this is subject to a variety of influencing factors which include the reducing cost of technology, economies of scale and the various changes to the tax regime which are imposed from time to time. At the moment, a basic video taping unit (including a camera and video tape

record/player suitable for the most basic type of presentation,) can be obtained for under \$2,000.

In addition, a couple of one-hour video tapes would be all that is required. The beauty of video tape is that it is reusable and, at the most basic level for production, requires no editing equipment. Nor are there any development costs and the tape is viewable immediately after it has been filmed. If what is required is not obtained first time round, it may be retaped immediately.

This level of equipment would be suitable for a number of basic applications (some are discussed below). At a higher level of production, an increment of approximately \$5,000 will allow a one off programme to be budgeted for (this figure will obviously fluctuate depending on prevalent economic circumstances). This would need to be the type of programme that would be used several times and at several different levels of decision making and policy formation, to justify its cost.

A third level of production exists and it is at this point that major policy decisions need to be taken as to whether or not to pursue this course of information presentation, because the cost here becomes significant. From a private practitioner's point of view unless the client is prepared or interested in spending a reasonably large sum of money on a project, other techniques of presentation should first be considered. A useful rule-of-thumb for a Local Authority considering a major project with planning implications, is that it is reasonable to spend 2% of that budget on research into the project and the presentation of the information obtained in that research. Average marketing budgets in major companies range from 1.5 to 3.0%

GENERAL APPLICATIONS TO TOWN PLANNING SITUATIONS:

Assuming that you can get hold of a video camera and a recorder and player, (normally included in the one machine), then the following are some areas in which one can easily apply this technique.

Notified Planning Applications

The most obvious application of video tape is in the adversary situation of a Council planning committee hearing. In this situation typically, an application is made to Council for planning consent for some form of land use. The land use may be one that will not be permitted as of right; therefore onus is on the applicant to demonstrate to the satisfaction of the Councillors and any objectors, that what they want to do on the piece of land is desirable under existing circumstances. The objectors will be trying to say that what these people want to do on the land next to theirs is not desirable and should not be permitted. The Council, as the decision making group will be called upon to make a judgement that will have a bearing on the lives and activities of both parties. The Planner is the person who to provide the recommendation which balances up all the facts and places these before the Council. In a situation where some dynamic variable has a bearing on the matter at hand, for example traffic flow patterns, traffic manoeuvring, aesthetic values, the unusual nature of a site, the isolation of a site, or perhaps the effects of a similar use on a similar site, these dynamics can be objectively illustrated to all parties by way of a video tape. An example of this was seen before the Auckland City Council in 1984 when the applicants for a boat storage facility at St Marys Bay in Auckland City proposed to store boats by way of a boat elevator. The technique was not in use in New Zealand at the time and

the applicants obtained a video tape from Los Angeles of a similar project and brought the tape to New Zealand to show to the Council so that they could visually comprehend exactly what it was the applicant intended to do.

Another example of a notified planning application that was assisted by video tape was in the Bay of Plenty in 1985. An application was received to establish an organic fertilizer plant on an isolated site located in amongst permitted uses of horticulture and agriculture. The site was filmed to demonstrate to all parties it's comparative isolation and its distance from any affected persons.

Observations:

The technique can also be applied quite readily to small problem situations such as micro-environments. For example, a camera can be used to observe the activities of people making use of small urban areas and to objectively analyse their movements in relation to such variables as shadowing, location of seating arrangements, plantings etc. The observation of amenities of this type can often lead to better planning of urban environments. Contemporary traffic engineering makes great use of traffic counts in order to assess vehicle usage of streets. An obvious assistance to the traffic planner particularly in considering problem intersections or the interaction of pedestrian and vehicular movements could be the observation of an intersection over a prolonged period, by way of video tape recording followed by a speeded up replay to observe underlying patterns.

Policy Construction:

Major policy decision making can also be guided by watching TV. An example of this can be seen in the instance of the Central Auckland Plan. An exercise was undertaken in 1982 to produce a video tape to demonstrate that the Inner City is utilised by a variety of individuals and groups at differing times of the day and night. The purpose of the exercise was to illustrate to Council that the city was not only used by the people that are obvious during the day, but that there are indeed quite separate groups of people with separate needs and readily distinguishable patterns of activity that need to be provided for, or at least given consideration to, in the planning for central city facilities and services. This particular exercise called for a medium scale production calling for the employment of outside expertise in the video field.

EQUIPMENT:

1. The Camera:

As outlined briefly the major equipment necessary includes a camera and a player/recorder. There are a wide range of these on the market going from very basic items up to equipment that costs tens of thousands of dollars. It is possible to get basic requirements for around \$2,000, but what constitutes basic requirements? First, the camera. A video camera is like any other camera except for its vulnerability to extremely bright lights. When looking at the purchase or use of one of these I would suggest you look towards purchasing one which has an automatic iris for the control of lighting and an automatic focus. This limits your operations to pushing the stop/start button and riding the zoom from time to time.

2. The Player/Recorder

The other major piece of equipment that goes with the camera, and in some cases is included in the camera, is the video tape recording unit and playback unit. This

normally takes the form of a cassette type recording unit which accepts a tape of one of the two major tape formats currently available - either the VHS ("Video Home System") or the Sony BETAMAX System. Either tape works only with its own system. The difference between the two is tape speed and the tape transport loading technique. The system in widest use in New Zealand is the VHS system and it is **recommended that if you are going to purchase equipment, then consider this particular system.** This is simply because while you may wish to make your own video tape programmes on the matters discussed, the wide variety of information available on video tape from various sources around the world, is principally recorded on the VHS system. Recording formats are quite different to the overall tape transport mechanism. These formats include NTSC, SEACAM, and the one in usage in New Zealand, PAL. A VHS tape recorded in Canada for example, is likely to be recorded in SEACAM or NTSC. This system is not immediately compatible with a VHS system in New Zealand that is set up to play PAL. In this case, look for a machine that has the capability of playing in either of these three major systems.

3. The Monitor

In conjunction with the player accepting these systems, it is important that the video monitor or television set is also capable of doing this. Where it is envisaged that a number of programmes from overseas or other sources are to be viewed it would be wise to consider the purchase of a video monitor (TV set) that has these capabilities. If on the other hand it is the intention to record principally your own information either off-air or by way of camera and any tapes forthcoming being nominal in number from outside sources, then limit yourself to the purchase of a conventional television set as this will suffice for your purposes. Video monitors tend to be at least twice the price of a television set of the same size. They also deliver about twice the clarity of picture and sound quality.

Under these circumstances it may be wise to consider going into partnership with either another department or looking to lend/hire the equipment, particularly if you are only using it in a limited manner.

PROBLEMS

* In preparing any video tape programme problems arise - they can take many forms, from problems with the equipment such as forgetting the batteries, forgetting the plugs, to driving 15 miles to film something and forgetting the tape. **Make a list.**

* Other problems are a little more nebulous and harder to define and are more of a trap as a result. They include getting too many people involved in the preparation of the script for a video tape. The old adage about "a camel being a horse that was designed by a committee" particularly applies to video tape productions.

* Keep it simple, keep it clear and if it doesn't lend itself to television in that it is not dynamic, don't film it, because you won't win over your audience. Remember that everyone has seen and watches television, they are "experts", they will compare your product with what they've seen on commercial television. So in order to win your audience keep your technique simple.

* Target your dialogue on any video tape to your audience. If your audience is to be the public, keep it simple but not condescending.

You are preparing a planning documentary or report, not a public relations exercise,
- remain objective,
- avoid jargon, nobody understands it at the best of times when it is written in a report, certainly they don't expect it on T.V.
Most of your technical problems can be avoided by, as I have said, making a list, the others can be obviated by brushing up on technique. Be logical, if you can, and avoid getting into the trap of preparing a programme or target programme that is beyond the capabilities of either your office or your financial resources.

One of the greatest dangers that faces anybody making us of this medium is the loss of objectivity through the medium itself. What this basically means is that you can have levelled at yourself the criticism that in making the particular video tape of the issue, you deliberately omitted certain information in order to stress a point of view. In using video tape it is very easy to make the camera lie.

Conversely, it is very easy by camera technique to convince your audience that what you are saying is the truth. Special effects and camera angles can be used to alter a point of view and to discredit either the applicant or objector very easily. The Planner needs to be aware of these effects and how to avoid them or to make them explicit, in such a manner that the professional nature of the report is not compromised.

Finally while the Planner is often the Jack-of-all-trades in the Local Authority context, it is wise to remember that in producing any large scale production, people will be particularly critical of the finished product - if it doesn't look like commercial television you'll hear about it. In this situation it is probably best to budget for professional assistance. If you meet opposition in this regard, point out to your 'masters' or client that if they wish to make use of this technique for their purposes, then they have to pay for it, and to stress the benefits that are likely to accrue (which, from my experience tend to be far in excess of the required input) from a well-prepared presentation.

SUMMARY:

Video tape is an excellent way of presenting some planning problems to some target audiences. It is of particular use where there is a dynamic involvement that does not lend itself readily to a written report. Planners can make use of this technique fairly easily with a minimum input of finances and skill but in order to do so, they must make certain important decisions as to the suitability of the subject to the medium and carefully evaluate the costs involved in doing so. The technique of video taping information calls for an interest in technology, and a desire to present the best, most objective information to the Council. The techniques of camera operation and editing and script writing have not been covered here because they would require an entire paper to discuss. I hope that this paper has provided some simple guidelines by which to determine the suitability and overall feasibility or the application of closed-circuit television - ergo 'Video' - to the processes of planning.

Unfortunately this article had to be shortened, but please contact Martin Green for further information. (Ed.)

New Zealand Planning Institute Professional Cards

These notes are inserted for the general information and guidance of the public. The consultant firms listed have a Member or Members of the New Zealand Planning Institute either as an associate, or as a principal or principals, and, in the case of branch offices, the member in charge of the office is also listed.

Whangarei

Grove, T.G., Dip TP, MNZIS, MNZPI, P.O. Box 1482. Whangarei.

Murray-North Partners Ltd 105 Cameron St., P.O. Box 1122, Phone 487-739, Whangarei. Resident Planner: Alan R. Watson BSc., Dip TP, MNZPI.

Taylor Associates, 7 Lupton Ave, Whangarei. Phone (Int. 6489) 489-429. Principal: Wendell Taylor, Dip TP, MNZPI, MRAPI.

Auckland

Barker, W.H. Dip TP, M.Sc., MZNI, MNZPI, MCIT, 6 Holt Avenue, Torbay, Auckland 10. Phone 479-6174.

Beca Carter Hollings and Ferner Ltd, 132 Vincent Street, Auckland 1. P.O. Box 6345. Phone 773-410. Associate: J. G. Lowe, BE, Dip TP, MNZPI.

Bentley and Co., UPC House, Glenside Crescent, Auckland. P.O. Box 6319, Auckland 1. Telephone 31-932. Principal: Francis James Bentley, M.A. (Hons.), BTP, MNZPI.

Bhana, H.F., MNZPI, MRAPI, 6 Modena Crescent, Auckland, 5. P.O. Box 25-136, Phone 582-261.

Alan Bradbourne Partners 29 Bush Rd, R. D., Oratia, Auckland 7. Phone 814-9596. Principal: Bradbourne, A. A. Dip TP, Dip Urb. Val., MNZPI.

Burton, Richard, Dip TP, Urb. Val., MNZPI, 7 Park Avenue, Takapuna, Auckland 9. Phone 496-349.

Crawford, Jan B.A. Dip TP, MNZPI, 18 Dunedin Street, St Mary's Bay, Auckland 1. P.O. Box 39426 Auckland West. Phone 788-634

David Russell, Dip Arch, Dip TP, MNZPI, ANZIA, MRAPI, P.O. Box 259, Auckland. Phone 389-948.

Davies, R.J.P., Dip TP, Dip Arch, MNZPI, FNZIA, RIBA, Almorah House, 12-16 Almorah Place, Epsom, Auckland 3. P.O. Box 9660, Auckland. Phone 503-595.

Dickson, Russell, BE (Hons), BSc, Dip TP, MICE, MIPENZ, MNZPI, 17 Peter Terrace, Auckland 9. Phone 468-413.

Elliott, Michael B., Dip TP, MNZPI. P.O. Box 39-227, Auckland West, 1. 75A Queen Street, Northcote, Auckland. Phone Auckland 419-0965, Hibiscus Coast 65-896, Warkworth 8536.

Francombe, D.M.L., Dip TP, FRAPI, MNZPI. 2/51 Rothesay Bay Rd, Rothesay Bay, Auckland 10. Phone 478-7454.

Harrison Grierson Consultants Ltd. Cathedral Court, P.O. Box 37-091, Parnell, Auckland 1. Phone 30-346.

Principal: Maplesden, J., Dip. Surv., Dip. TP, MNZIS, RS Fiji.

KRTA Limited. Quay Tower, Corner Custom Street and Albert Street, Auckland. C.P.O. Box 4498, Auckland. Phone 795-700. Principal: I.B. Reynolds, B.Arch., FNZIA, MRTPI, MNZPI.

Montgomerie, John W. Dip. TRP (Melb), MNZIS, MNZPI, MPMI. 12 Parkside St., St. Heliers, Auckland 5. Telephone 557-135.

Murray North Partners Ltd Murray North House, 106 Vincent Street, Auckland 1. P.O. Box 821, Auckland. Phone 798-940. Principals: J.R.P. Clarke, B.A., Dip TP(Lond), MNZPI, MRTPI.

I.G. McIntyre. Dip TP. FNZIS, MNZPI

Parfitt Graham and Associates 13 Westbourne Rd, Murray's Bay, Auckland 10. Phone 478-8971. Director: G.J. Parfitt, BSc, BTP, Dip LGA, MNZPI.

Parton, A.O., MNZIS, Dip TP, MNZPI. 5 Cape Horn Road, Hillsborough, Auckland. Phone 679-683.

Planning & Research Associates of New Zealand Ltd. (PARANZ) Almorah House, 2-16 Almorah Place, Epsom. P.O. Box 9660, Auckland. Phone 503-595. Principal:

R.J.P. Davies, Dip Arch, FNZIA, RIBA, MNZPI, MRAP, MA Dip TP, Dip T & RP

(Melb) MNZPI, FRAPI, MAIUS, MRSA. 2/22 Washington Ave, Glendowie 5. Phone 589-393.

Speer, Suzanne M. BTP, MNZPI, P.O. Box 6176, Wellesley Street, Auckland 1. Phone 585-482.

Tse Group Consultants Limited, 9-15 Davis Crescent, Newmarket. P.O. Box 6504, Auckland. Phone 504-536.

Principal: K.M. Mahony, MNZIS, MNZPI.

Willis, Walter J. Dip TP, MNZPI, 10 First Avenue, Devonport, Auckland 9. Phone 453-595.

Hamilton

Murray-North Partners Ltd., P.O. Box 9041, Hamilton.

Principal: Lewthwaite, N.B., B.A. (Hons.), M. Phil (TP) London, MNZPI, MRTPI.

Rae, Barry, Dip TP, MNZPI, Cert. Ekistics (ACE Greece), B. Arch (Hons.), ANZIA. P.O. Box 625, Hamilton, Phone 393-541.

Tauranga

Babbage Partners Ltd, P.O. Box 866, Tauranga. Planning Associate — P.B. Smith, Dip TP, MNZPI, MNZIS. Phone 86-633.

Beca, Carter, Hollings and Ferner Ltd

P.O. Box 903, Tauranga. Resident Planner: Christine L.D. Ralph, B.A.(Hons), Dip TP, MNZPI.

Harrison Grierson Consultants, New Zealand Insurance Building, Grey Street, Tauranga.

Principal: Aherne C.R. B.Sc., Dip TP, MNZPI, MRAP, MNZIS.

Murray-North Partners Ltd., P.O. Box 561, Tauranga.

Principal: Witty, A.L., Dip TP, MNZIS, MIS Aust., MNZPI, MRAP.

Rotorua

Martin McCaulay & Morton, P.O. Box 878. Phone 82-828, Rotorua.

Principal: Martin, L.S., Dip Surv., MNZIS, MNZPI.

Murray North Partners Ltd, Murray-North House, 14 Hinemoa St, Rotorua. P.O. Box 553. Phone 82-141

Principal: R. Willard Dip. Arch (Oxford) ARIBA, Dip. T.P. (Oxford) MRTPI.

D. J. Shaw Associates, P.O. Box 1715, Rotorua. Phone (073) 85-528. Principal: Deryck J. Shaw, BSc., Dip Nat. Res. M. Appl. Sc. (Hons), ANZIM, MNZPI.

Napier

Murray-North Partners Ltd., P.O. Box 535, Napier.

Senior Associate: Leikis, L.C. Dip TP, MNZPI, MNZIS.

Hastings

von Dadelszen, Eileen BA, Dip TP, MNZPI. 25 Muritai Crescent, Havelock North. Phone 778-174.

Wanganui

Payne, Sewell & Partners, 6-8 Bates Street, Wanganui, P.O. Box 168, Wanganui. Phone 58-229. Associate Planner, K.D. George, Dip TP, MNZIS, MNZPI.

Wellington

Beca Carter Hollings and Ferner Ltd, 278 Thorndon Quay, Wellington 1. P.O. Box 3942. Phone (04) 737-551.

Resident Planner: R. G. Stroud, Dip TP, MNZIS, MNZPI.

James Beard & Company, 17 Talavera Terrace, P.O. Box 5070, Wellington.

Principal: J. A. Beard, MLA (Harv.), B. ARCH., MRTPI.

Environmental and Planning Associates, 52 Manners St. Wellington. P.O. Box 11-240. Phone (04) 737-873.

Principals: Sylvia Allan, BSc. (Hons), Dip TP, MNZPI. Marilyn Brown, BA, Dip. TP, MNZPI.

Gabites Porter and Partners, ICL House, 126 The Terrace. P.O. Box 5136, Wellington. Phone 727-800.

Principals: A. L. Gabites, AA DIP. (Hons) (Lond.) FNZIA, FRTP, MNZPI.

D. J. Edmondson, Dip TP (Manch), FRTP, MNZPI.

S.C.B. Duncan BA, MNZPI.

G. C. Miller BSc (Hons.) (Glas.), Dip T & CP (Edin), MRTPI, FRSGS, MNZPI, ANZIM.

KRTA Limited, Westpac Building, Lambton Quay, Wellington, P.O. Box 3582. Phone 728-755.

Resident Planner: N.N. MacDonald, Dip Arch., ANZIA, Dip TP, MNZPI.

Murray-North Partners Ltd, Marac House, 105-109 The Terrace, P.O. Box 3949, Wellington. Phone 724-170

Principal: A.A. Aburn, B.A. (Hons) M.A., Dip TP MNZPI.

Synergy Applied Research Ltd., Penthouse, AMP Chambers, Featherston Street, Wellington. P.O. Box 89, Phone 723-657. Managing Director: Janet Chambers, M.A. Urban Planning (UCLA), MNZPI.

Tobin, Helen, BSc., Dip TP (Hons.), MNZPI. 1 Edward Street Wellington 1. P.O. Box 11-442.

Truebridge Callender Beach Ltd., 4 Frankmoore Avenue, P.O. Box 13-142, Johnsonville, Wellington. Planning Associate: D.P. Black, Dip TP, MNZPI, MNZIS.

Tse Group Consultants Ltd., 61 Hooper Street, P.O. Box 6643, Wellington. Principal: Mahony K.M., MNZIS, MNZPI.

Nelson

F.C. Bacon, BA, MSc (Res. Mngmt), MNZPI. Town Planning and Resource Management Consultant. P.O. Box 3304, Richmond. Phone (0544)8552.

Christchurch

Davie, Lovell-Smith & Partners, 198 Hereford Street, Christchurch. P.O. Box 679. Phone 790-793.

Principals: Bryce, D. A., B.Sc., M.Sc., Dip TP, MNZIS, MNZPI. McCracken, K.P., B.A., Dip TP, MNZPI. Thompson, B. W., MTCP (Sydney), B.A., MNZPI.

Davis, Ogilvie and Partners, Krelinger House, 253 Madras St. P.O. Box 579, Christchurch. Phone 61-653.

Associate: Alexander, B.N.G. Dip TP, MNZPI, MNZIS, MPMI.

Gabites Porter and Partners, SIMU Building, 29 Latimer Square, P.O. Box 13-078, Christchurch. Phone 69-871. Directors: R.W. Batty, Dip T&CP (Nott'm), Dip LD (Trent.), MRTPI, MNZPI. D.W. Collins, BA, MSc, (Res. Mgt), MNZPI.

Reserves and Recreation Planners, P.O. Box 679, Christchurch. Phone 790-793. Principals: D. A. Bryce, BSc., Msc., Dip TP, MNZIS, MNZPI.

B. W. Thompson, MTCP (Sydney), BA, MNZPI.

K. P. McCracken, BA., Dip TP, MNZPI.

Royds Garden Ltd, 71 Armagh Street, Christchurch 1. P.O. Box 870.

Associate Planner: Garland, M.J.G., B.A., Dip TP, MNZPI.

Sheppard & Rout, P.O. Box 2426, Christchurch. Principal: David N. Sheppard, M.Arch, MCP (Penn.), ANZIA, MNZPI, RIBA.

Timaru

Davie Lovell-Smith and Partners, 6 The Terrace, Timaru. P.O. Box 784. Phone 81-409.

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Associate: Forrest, D. J., B.A. (Hons.), M.Sc., MNZPI

Dunedin

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