

ISSUE 25, August 1991

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

ASA (Inc.) Membership

Please support ASA by becoming a member! If you are already a member - pass the enclosed membership form on to someone else that you think may be interested. Subscriptions for remainder of the year are cut in half. (\$15 full, \$5 low income)

Membership is currently 84

This issue has been compiled and edited by Nick Taylor, with assistance from James Newell. Lay out and typesetting were done by James Newell in Wellington. Erik Norder assisted with typing and DSIR Social Science at Ilam, assisted by Taylor Baines and Associates, printed and distributed the copy.

As usual, we note that the copy and information in the newsletter is only as good as the network out there. In recent issues we have kept to the idea of a major theme, in this case on rural change.

In the next issue, 26, we plan to feature work and unemployment. But we would like to have any news about your activities, information on new reports, and if possible written summaries.

Deadline for the next SIAN is 1 November 1991.

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

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

**Communications to
Social Impact Assessment Newsletter**
P.O. Box 2581, Wellington, New Zealand
Fax: 064-04-792604,
Phone: Nick Taylor 064-0331-38458 or
James Newell 064-04-791739

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Association for Social Assessment (Inc.)

Association for Social Assessment News

ASA Core Group Meeting - 28th June 1991

Planning for SIAN 26, the 1991 AGM, and associated social assessment workshop (refer later this issue and enclosed pamphlet) were the main business of the meeting. The workshop organising group (Geoff Skene (convener), Mary Jane Rivers (workshop programme), James Newell (administration), James Barnes (Maori perspectives) and Michael Mills) reported to the core group and the general shape and logistics of the workshop were agreed.

It was decided to find someone to write up the workshop in return for free registration and accommodation etc. and some additional cash. The theme is new directions in Social Policy in Government, and the role of social assessment. Parallel sessions (three each in the morning and afternoon on the Saturday) form the main body of the workshop. These cover Health, Housing, Education, Rural Communities, Training & Employment and the Resource Management Act. After the AGM on Sunday morning there will be a panel discussion and then a final session on the theory and practice of social assessment in the afternoon.

The debate over the manner and form of the Human Resources CRI establishment proposed as part of the establishment of Crown Research Institutes resulted in further discussion of the rationale and likelihood of establishment of a Ministry of Social Policy to improve coordination between government social policies and services.

Heather Jonson's resignation from the core group was accepted with regret and her contribution to last year's Hammer Workshop acknowledged. Heather's work in Central Otago has finished and she recently moved to Christchurch.

Membership was reported to be 82. It was decided that ASA (Inc.) should spend up to \$250 on modifying the SIAN newsletter cover page to form a letterhead. The net bank balance of the Association stood at close to \$2,500.

Report from ASA Canterbury Group

The Canterbury Group of the ASA has met twice this year. The Group has allowed a chance for people to share experiences and provide support at a local level. It has also had a working group active in organising the group's main event for the year. This is to be a workshop on social assessment on the 16th of August (see conferences and workshops below).

The workshop is designed to help inform elected and appointed representatives, policy makers, planners and others about social assessment and its use in assessment of

needs, policy and programme development and implementation, and for monitoring and evaluation. The Group aims to raise awareness about social assessment in the region. There will be a series of speakers and panel discussion, aimed at process and techniques, resource management law, and Maori and community perspectives.

The next meeting of the Group will be at the Canterbury Regional Council at 2.30pm on Friday 23 August. There will be a debrief on the workshop, a discussion of the CCC report on benefit cuts, and a general catch up.

ALL WELCOME

Future Meeting Dates and Venues

Canterbury ASA Workshop: Social Assessment - its role in policy development and implementation. Friday, 16 August, 9.30am - 2.30pm. At the Canterbury Regional Council, Christchurch.

Canterbury ASA Group meets, Canterbury Regional Council, Friday 23 August, 2.30pm.

Next Core Group Meeting : late August.

ASA (Inc.) 1991 AGM, Workshop, and Training Day 18 - 20 October 1991.

SIAN 26 : deadline for copy 1 November

CONFERENCES AND WORKSHOPS COMING UP

TATUM PARK SOCIAL ASSESSMENT WORKSHOP & ASSOCIATION FOR SOCIAL ASSESSMENT (INC.) 1991 AGM

Tatum Park, Kapiti Coast, 18-20 October 1991.

The theme of the workshop is New Social Policy Directions in Government and the role of Social Assessment.

The Venue is "Tatum Park" situated just north of Otaki on the Kapiti Coast, about one and a half hours easy drive north of Wellington. This is a convivial live-in venue with

very pleasant surroundings. Accommodation on site is limited, and space will be allocated on a first come first served basis. The workshop will be preceded by a social assessment training day run by Rivers Buchan Associates.

The workshop is organised into a number of parallel sessions on Saturday focusing on different areas of interest or policy. A speaker/convenor will set each session going but the emphasis will be on participants sharing experience and discussing current issues. Topics will include health, housing, education, rural communities, training and employment, Resource Management Act.

On Sunday, a panel discussion will discuss some of the key issues and cumulative impacts coming out of the previous day's sessions. After lunch on Sunday, the final session will come back to the issues for theory and practise of social assessment in New Zealand emerging for the workshop, and concentrate on setting the focus for further development of Social Assessment in New Zealand.

Enquiries on Programme : **Mary Jane Rivers** (Programme Coordinator) (Ph 0-4-851415, Fax 0-4-827 857, **Geoff Skene** (Group Convenor) Ph 0-4-845 708 or **James Barnes** (Maori Perspectives) Ph 0-4-844 300, **James Newell** (Registration), Ph 0-4-791 739, Fax 0-4-792 604

SOCIOLOGY ASSOCIATION OF AOTEAROA, NEW ZEALAND. 1991 CONFERENCE

The 1991 Sociology Conference, with a theme of "change" will be held at the University of Waikato. Nov 29 - December 1.

The conference organiser is
Teresa Baer-Doyle, Sociology Department, University of Waikato.

IAIA 1992 CONFERENCE

"Industrial and Third World Environmental Assessment: The Urgent Transition to Sustainability" is the topic for IAIA '92 in Washington, D.C., USE at the World Bank Headquarters, August 19-22, 1992.

Combining two critical areas of concern for the next decade, the meeting will compare the methods of environmental assessment in industrial and third world countries as it relates to sustainable development, with particular emphasis on the environmental assessment treatment of reversibles and irreversibles. The linkage between industrial and third world countries will also be explored in

regard to preventing, assessing, and correcting environmental degradation. Evolution of assessment methods, and the diffusion of these methods from the industrial to the third world will be included in the program.

Plan now to attend. Contact is:

Robert Goodland, IAIA '92 Program Co-chair, Room S-5035, Environmental Assessment, The World Bank, 1750 Pennsylvania Avenue, Washington, DC 20433, USA, Phone: 202/473-3203, Fax: 202/477-0565

WOMEN AND WORK: DIRECTIONS AND STRATEGIES FOR THE 1990'S

Palmerston North College of Education August 16th and 17th, 1991

This conference will examine topics such as Women and Trade Unions, Women and E.E.O., Women and Outwork, Women and Housework, Occupational Health and Women Workers, Women and Superannuation, Women and Unemployment, Women and Low Pay, Women and the Benefit Cuts, Women and Emotional Labour, Globalisation of Women's Labour Markets.

Contributions so far include: Pru Hyman, Ann Hillson, Janey Sayers, Robyn Munford, Nicola Armstrong, Ruth Habgood, Catherine Colquhoun, Susi Easting and Celia Briar, Ros Noonon, Philida Bunkle, Phyllis Tangitu, Sonya Hunt, Robin McKinlay, Athena Sisters Collective, Anna Yeatman.

Further offers of papers welcomed.

The Conference is being organised by: Nicola Armstrong, Celia Briar, Keren Brooking, Mary Simpson and Margaret Tate, with assistance from Palmerston North College of Education and Massey University's Department of Sociology and Social Policy and Social Work.

Cost is \$30 Waged, \$10 unwaged
Creche facilities available

Further information from:

Keren Brooking, Women and Work Conference, Continuing Education Department, Palmerston North College of Education, Private Bay, PALMERSTON NORTH, Phone: (06) 357-9104, Fax: (06) 356-9032, Extension 8844 (Day), or (06) 358-7816 (Evenings), (06) 357-0273

**SOCIAL ASSESSMENT TRAINING
WORKSHOP
LINCOLN UNIVERSITY,
3 - 6 DECEMBER 1991**

The workshop will cover social assessment, participatory decision-making processes, social analysis and planning, community consultation and how to satisfy legal requirements of resource management agencies in the era of the Resource Management Act.

The workshop will be led by Nick Taylor, Colin Goodrich, and Hobson Bryan, who have led numerous previous training sessions in New Zealand and overseas. Other invited speakers will present material and lead sessions in their speciality.

It will be of benefit to those working in, or with, social planning and resource management agencies at national, regional and local levels including those involved in consulting firms, community development and concerned community members.

Meet others challenged by the same issues as you and share experiences with them in an interactive setting. You will return to your organisation with extended networks, up-to-date material and new skills. Enjoy a break from the pressures of the office to think and learn in a constructive, friendly, informal atmosphere.

Sessions will include ...

- theoretical considerations and conceptual frameworks
- the social assessment process and approach
- techniques for handling data
- accessing and using the social assessment literature
- establishing social variables
- use of secondary data and statistics
- community consultation
- cultural issues
- negotiating and mediating conflict
- an excursion in the Christchurch region to illustrate local cases where social assessment has been or may be used.

Register your interest with

Tracy Williams, Centre for Resource Management,
P.O. Box 56, Lincoln University, Canterbury,
Phone (03) 3252 811, Fax (03) 3252 156

**CANTERBURY ASA WORKSHOP.
SOCIAL ASSESSMENT - ITS ROLE
IN POLICY DEVELOPMENT AND
IMPLEMENTATION.**

Friday, 16 August, 9.30am - 2.30pm. At the Canterbury Regional Council, Christchurch.

This workshop will be of interest to all those in local and regional government, central government agencies, the private sector and community groups, who are interested in the application of social assessment to the development and implementation of policy, programmes and projects. Come and meet others with similar interests and concerns. Consider how to advance the application of social assessment in the region.

For information and registration contact:

Helen Lowe, Canterbury Regional Council,
Phone 03 653 828, Fax 03 653 194

**AURISA 91
Towards 2000 - Information :
A Sunrise Industry**

**(Australasian Urban and Regional
Information Systems Association
Conference)**

Wellington, November 19-22, 1991

This is the first time that this conference has been held in New Zealand. A New Zealand chapter has only been operating for a year or so.

Decisions are only as good as the information they are based on. What place do indicators of social well being have in the urban and regional information systems that are administered by local and regional authorities? Very little if attendance levels of those working of those working in social policy and service management at the 1990 conference is taken as an indicator. It is fair to say that if people in the social policy and service management don't play a role in introducing these new technologies into their organisation then they will not receive much benefit from the considerable sums of public money involved. The introduction of these new technologies is being driven by reducing costs, greater ease of use and enhanced functionality, demand for more effective and consistent indicators of need and measurement of performance in public services, and legislative requirements that might be interpreted as make this practically a statutory responsibility of local and regional government (e.g. : Local Government Amend-

ment Act 1989, and Resource Management Act 1991).

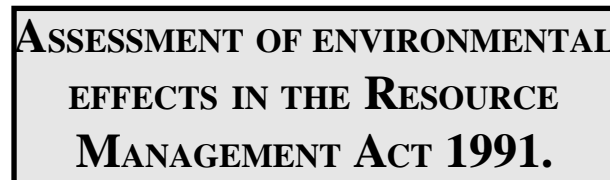
Last year's conference featured some interesting examples of work in the Pacific and "developing world". The programme this year features the following sub-themes :

- the effects on the information industry of changes in public administration and law reform initiatives in such areas as natural resource management, environmental planning, privacy and confidentiality, copyright, and protection of indigenous peoples land rights ;
- environmental information systems ;
- the role of facilities management (utilities) in integrated information systems ;
- the implications of market driven information systems ;
- the effect of technology on the information industry ; and
- the full nature of the industry.

Local and regional government is making considerable investment in these technologies at the moment. Expect the introduction of these technologies to accelerate over the next year or two as a result of this conference, ripeness of the industry and legislative and management changes in public services.

Correspondence to :

AURISA 91, PO Box 2708, Wellington



On July 4 1991 the Resource Management Bill completed its third reading. It is due to commence on October 1 1991. The resource Management Act contains clear requirements for impact assessment. In the Act it is called an "assessment of environmental effects", and will be applied to policy and plan formulation as well as featuring as part of the information requirements for consents.

Definitions

In order to understand what is meant by an assessment of environmental effects, two definitions are relevant. The first is "environmental". In Part 1 of the Act it is defined as including:

- (a) ecosystems and their constituent parts including people and communities; and
- (b) all natural and physical resources; and
- (c) amenity values; and
- (d) the social, economic, aesthetic and cultural condi-

tions which affect the matters stated in paragraphs (a) to (c) or which are affected by those matters".

Assessment of effects will include, given the qualification in (d) above, where relevant an evaluation of social (including aesthetic environment effects).

The other key definition is that of "effects". This is defined in section 3 to include positive and adverse effects, temporary and permanent effects, past, present, future effects, cumulative effects and potential effects of high probability or low probability with high potential effect.

These definitions indicate that the potential scope of assessments is extremely broad. The principle expressed in the Act, however, is that the assessment shall be in such detail as corresponds with the scale and significance of the actual or potential effects that the activity may have on the environment.

Guidance in the Fourth Schedule

The Fourth Schedule provides assistance on the matters which should be included in assessment of environmental effects. Two lists are provided in the Schedule. The first relates to the basic components of an assessment, whereas the second list includes the issues which should be considered.

The Schedule provides guidance only. It is important to remember that the Schedule is to be read subject to the provisions of any policy statement or plan. It is to be interpreted in terms of the plan provisions. Regional or district plans may direct the type of information to be included with consent applications. It also could specify what are the relevant impact issues in any area.

Requirements for Assessment

An assessment of environmental effects will be required at two levels. The first is in the formulation of policies and plans. Local authorities are required, when preparing regional policy statements, regional plans or district plans, to trace the environmental results expected from the implementation of the policies and methods they have chosen (Sections 62, 67 and 75). This means that local authorities will have to be clear about what environmental outcomes they expect of their policies, that is, what will be the environmental effects including the cumulative effects of policies.

An assessment of environmental effects is required also as part of the application for a consent. The information requirements are laid out in section 88 and include in subsection 4(b), "an assessment of any actual or potential effects that the activity may have on the environment, and the ways in which any adverse effects may be mitigated". Subsection 5 states the principle about the scale of assessment corresponding to the scale of likely effects, and refers the reader to the Fourth Schedule.

Adequacy of Assessment

Impact information is a formal part of the consent application. As such it is publicly available when the application is notified and the public can raise issues about the adequacy of the assessment in any submission they may choose to make. The public, together with the consent authority, are the review agents for impacts assessment under the Resource Management Act.

The consent authority must be satisfied when it notifies the application that it has received adequate information. It is empowered under section 92 to request further information from the applicant. Where significant environmental effects are expected it can require information on alternatives and the consultation undertaken by the applicant. The consent authority can in these cases commission a review of any of the information provided in the application. This will allow it, in significant proposals, to establish an independent review team to evaluate the assessment of environmental effects. Consent authorities are encouraged to give advanced warning in regional or district plans of the circumstances where clause 92 may be applied. That is what are likely to be the types of proposals in an area which have the potential for significant environmental effects.

Use of Impact Information

Information about the likely environmental effect (whether the results are expected from policies or impacts associated with an application) will help the consent authority assess how compatible the proposal is with the purpose of the Act. In the case of consents, it will help set terms and conditions on consents for the purpose of mitigating adverse environmental effects.

Transitional Arrangements

If a consent application has begun a hearing then it will proceed under the old Act. Where the application has not got to a hearing, the consent authority is expected to proceed under the new Act. Although the consent authority will not necessarily re-notify the proposal, it can ask for further information, including an assessment of environmental effects where this has not been adequately covered.

When plans are reviewed the new information requirements applying to policies and plans will apply. However, individual plan change applications that have begun after the Act has commenced, will have to comply with the First Schedule. This requires in section 23 that requests for plan changes or for plan preparation describe the environmental results anticipated from the implementation of the change or plan. One of the grounds on which the local authority can refuse the request under section 24 is that the proposal and its environmental impact has not been described with sufficient clarity for it to be readily understood.

Summary

1. Assessment of environmental effects is not dealt with in a separate section of the Act. It is fully integrated in the Act and is included in Part V as part of the policy and plan provisions and in Part IV as part of the consent procedures.
2. Assessment also features in the Fourth Schedule and the Part II of the First Schedule (which relates to plan changes).
3. The requirements for an assessment of environmental effects should be read in the context of Part I definitions.

Further MFE Information

The Ministry intends to produce an information sheet which will spell out these requirements. A generic practice manual is also to be produced later in the year. For further information contact:

Tom Fookes or **Christina Wells**, Ministry for the Environment, P.O. Box 10362, WELLINGTON

Christina Wells

COMMUNITY RESPONSES TO UNEMPLOYMENT REVISITED

Kath Boswell and Denise Brown of the New Zealand Planning Council have begun work on a follow-up to At the Grassroots: Community Responses to Unemployment. The focus this time will be on job creation, enterprise promotion, community development and Maori economic development. Groups and individuals in Wanganui and Eastern Bay of Plenty interviewed in the original study will be revisited, and process on recommendations contained in the July 1990 report will be reviewed. Kath and Denise will also look at new initiative in these regions with the help of Jo Maniapoto and Tamati Kruger who were the local project coordinators for the first study. An additional feature of the follow-up is a study of community responses to various Government initiatives. *At the Grassroots II* (provisionally titled) should be published early in 1992.

For further information, contact:

Kath Boswell, NZ Planning Council, P.O. Box 5066, WELLINGTON, Phone: (04) 724-250

FEDERATION OF NZ SOCIAL SCIENCE ORGANISATIONS (FONZSSO)

ASA has become a member of Fonzsso - an umbrella organisation covering a broad spectrum of social science interest groups in New Zealand.

The objectives of the Federation are:

- a) to encourage the advancement of the social sciences in NZ;
- b) to stimulate discussion among social scientists about the conduct and funding of research in NZ;
- c) to promote the general and collective interests of social scientists, to government, industry and commerce and the public at large;
- d) to maintain and promote links with similar international bodies.

The Federation had its inaugural meeting in June and elected Paul Spoonley as President, Jenny Neale as Vice President, Mike Hills as Secretary, and Tricia Laing as Treasurer.

Other organisations besides ASA which have joined Fonzsso include:

- Association of Social Science Researchers (240 members)
- NZ Association of Economics (500 members)
- NZ Association for Research in Education (500 members)
- NZ Association of Social Anthropologists (100 members)
- NZ Association of Social Workers (500 members)
- NZ Geographical Association (300 members)
- NZ Historic Association (200 members)
- NZ Psychological Society (600 members)
- Political Studies Association (50 members)
- Population Association of NZ (127 members)
- Sociological Association of Aotearoa (140 members)
- Society for Research on Women (130 members)
- Women's Studies Association (300 members)

The Federation is considering a proposal to establish an office in Wellington in association with the Psychological Society - a strong supporter of the Federation.

Another major item on the Federation's agenda at this stage is the relationship it has with the Royal Society, an organisation funded by the Government to provide advice to the Minister on science matters. To date the Society has been dominated by the physical sciences and its recognition and support for the social sciences has been less than satisfactory. The amalgamation of almost all the social

science organisations under an umbrella (Fonzsso) should increase the influence of the social sciences on the Society and on decision making in general. It should also increase the ability of social science to acquire a greater proportion of science funding.

I will represent the ASA at Fonzsso meetings until the Association's AGM when nominations will be called for this position.

Dianne Buchan

CROWN RESEARCH INSTITUTES

The Government has released its report on the composition of the new Crown Research Institutes. These are to consolidate and replace the present state funded research departments, including DSIR Social Science. The proposed future for DSIR Social Science is as the core for establishing an Institute for Social and Economic Development. Details are still being worked out, including a satisfactory funding base for the new Institute.

JOURNAL OF SOCIETY AND NATURAL RESOURCES

This journal brings together social science research on present and emerging environmental and natural resource issues. Issues covered include biological and physical changes such as acid rain, biological and genetic diversity, world agriculture, forestry, fishing, mining, energy, and hazardous and solid waste management. Interdisciplinary research and management are emphasised from a social perspective. Readers include social scientists, impact assessors, and resource managers both public and private. Join the readership now. Encourage your library to subscribe.

Published by Taylor & Francis, R. Hill Son, Private Bag, Auckland.

GREENSTONE - POUNAMU

Greenstone is a new non-profit magazine published by the Greenstone Collective as a bimonthly non-profit magazine. The editors say

".. as we enter an era of unprecedented social and ecological change, with equally unprecedented dangers and opportunities, we find our environmental magazines are determinedly non-political - or the organ of particular environmental groups - hence Greenstone. A magazine dedicated to highlighting the ideas, the people, and the practical wisdom of our emerging social and ecological awareness.Its our aim to see greenstone develop a reputation for highlighting the issues which get overlooked by both the popular press and the mainstream 'green' publications.Though the link between social health and environmental wellbeing has been acknowledged, green' is still seen as another term for environmental."

The first issue was put out in July-August 1991.

Subscription \$22 for 6 issues to "Greenstone-Pouanamu" - PO Box 56126, Auckland 3.

CURRENT WORK

THE NEW RURAL AFFAIRS UNIT (MAF, WELLINGTON)

To improve the scope and depth of policy advice to Government, the work of one of Ministry of Agriculture and Fisheries' policy groups (the Rural Policy Unit) is being extended to include a human resource perspective.

Traditionally MAF has concentrated on work programmes and activities which directly support the economic performance of the agricultural sector. In practice this has seen an emphasis on family farming and the agri-business sector. With restructuring, there has been a lessening of MAF's contact with the wider rural community.

Because the agricultural sector is heavily dependent on its rural/small urban infrastructure it has been acknowledged that contact needs to be maintained. At the same time, rural groups are asking Government to recognise that many decisions made in Wellington can have an adverse effect on rural livelihoods and the living conditions of rural people.

By establishing the Rural Affairs Unit, it will be possible

to monitor changes in the socio-economic structure of New Zealand's rural communities, provide more in-depth analysis of key issues and establish communication channels between central government and the regions and localities (particularly regional government and rural organisations such as Women's Division Federated Farmers and the Maori Women's Welfare League).

In its establishment phase the emphasis will be on making contacts with policy people within the various Government departments in Wellington to remind them to consider implications of policy on rural people. The four Regional Policy Managers will also monitor key rural issues. It is anticipated that as resources are found, additional field staff will be included in the unit.

For further information contact

Alan Walker (Director, Rural Affairs), **Ann Pomeroy** (Manager Rural Affairs) or **Stu Morriss** (Manager Rural Policy) on phone (04)729-367; fax (04)744-163 or write to us at MAF, Box 2526, Wellington.

Ann Pomeroy

RURAL COMMUNITIES PROJECT AT MAF

This project was undertaken to fill a gap in MAF's information on rural communities. Considerable research had been undertaken on rural community change during the 1970's and early eighties, but while work on agricultural topics continued into the eighties, less attention was paid to the wider rural community.

The project is in four parts. The first is an overview of the demographic, social and economic structure of rural and small town New Zealand at a national level. The second part looks at the factors which influence rural activity by analysing the political, economic and physical environments in which rural New Zealanders conduct their lives. The third part examines factors which contribute to the 'well-being' of rural New Zealand. This includes an analysis of the power structure of rural New Zealand: particularly the powerlessness of women, Maori and lower socio-economic groups. It also includes a discussion on rural servicing and communications. The fourth part will be recommendations for policies, programmes and their implication which emerge from the previous sections.

This work has been undertaken in parallel with the recently released report by David Webber and Mary-Jane Rivers 'Public Policy and Rural Communities'. (refer other article this issue - Ed)

Ann Pomeroy

PUBLIC POLICY AND RURAL COMMUNITIES

A Report to the Ministry of Agriculture and Fisheries, by David Webber and Mary-Jane Rivers. David Webber Economic Services, Wellington, May 1991.

This report examines recent developments in the status of New Zealand's rural communities and their relationship to public policy issues. In particular, it reviews the requirement of the Ministry of Agriculture & Fisheries (MAF) for its policies and operations to contribute to the well-being of rural communities.

Information for the report has been gathered from a variety of sources, and there are a number of useful tables from census and other data.

Features of rural communities

Rural communities are broadly defined by smallness of population, distance from urban centres, and a primary (though not necessarily agricultural) economic base. The report notes difficulties in applying these criteria to actual communities, and also with the narrower Department of Statistics' definition - "communities of less than 1,000 people which are not part of any urban area". The study concludes that determinants of well-being in rural communities should be no different from those in urban society. Achieving fairness for rural communities should not imply a requirement on Government to meet higher costs than it would for other, non-rural, members of society. Thus rural inhabitants are likely to be inherently disadvantaged in their access to some social services. Also, incomes and standards of living may well fluctuate more widely than in areas that have a more diversified economic base.

Changes in the character and development of New Zealand's rural communities during the 1980's need to be viewed on two levels. Firstly, there has been continued change associated with the long term processes of urbanisation, economic and social development and changes in the demographic structure. Secondly, there has been a profound impact on rural communities from recent economic factors, especially in the agricultural sector. Shifts in this economic environment may, in the short term, appear to override the longer term determinants of rural change.

Rural communities now comprise a substantial number of lifestyles, interests and community aspirations. It is clearly incorrect to talk of "rural New Zealand" as a single entity comprising a limited range of occupations, incomes or interest. The farm family remains an important component of most rural communities, but there are many other household and community interests which need to be addressed in any approach to "rural policies".

Impacts of policy changes

Changes in Government policies since 1984 have impacted on rural communities in a number of ways. These have included the financial effects of economic restructuring, reforms in the objectives and delivery of social policies, the loss or privatisation of various services and the devolution to local communities or regions of some important administrative and management functions.

Policy changes include the economic reforms and a return to market-determined incomes especially, substantial reductions in price support measures and changes to the support provided to farmers affected by adverse events. Changes in social policies include health and education, and an increased role for local communities, which has raised the input required of local people when many are needing to put extra time and effort into farm and business activities.

The cumulative effect of these reforms has reflected a major shift in the relationship between Government and the rural sector as well as being part of a wider redistribution of incomes and wealth. This shift reflects the intention of policy-makers to place rural activities on a more neutral basis relative to economic opportunities in other occupations, investments and urban locations. Inevitably, the viability and appeal of farming, and rural lifestyles in general, have been reduced. However, it is incorrect to depict this process as one of "rural decline": the experience of rural communities has varied widely between successful and painful adjustment.

Positive and progressive solutions are developing (including community responses to unemployment problems) but they are tending to operate in relative isolation and, in some cases, without adequate support or resources.

Services such as telephone, electricity and roads play a key role in maintaining the viability of rural communities, and any reduction of service (or a significant increase in its cost) is seen as a major blow to the community. Few communities have suffered irreplaceable losses and many have gained from additional or better services and facilities (telecommunications, and roads/bridges). Successful adaptation can be painful, and takes time.

Organisation for rural policy

Responsibility for the provision of information and policy coordination in rural areas is widely distributed. It includes various social service departments (most of which have no specific rural policy), and various branches of local/district government. The weaknesses in this structure are often addressed informally.

Frustration with these issues has prompted rural communities to call for changes in the decision-making process and, in particular, for more explicit representation of rural interests within central Government. This study suggests

that improvements to present structures are clearly desirable, but that the range of rural interests and expectations is extremely wide.

It would therefore be inappropriate to structure rural policy in terms of any particular community objectives, rural lifestyle, or development model. In the same way, social policies should not focus on preserving the existing character of rural communities, or their current level of services, but on proving rural communities with access to the information and decision-making support necessary to respond more effectively to social and economic opportunities.

Effective adjustment to change requires the provision of information on opportunities and alternatives. There is at present few, if any, effective structures either at the local, regional or central government level for providing or coordinating the information and development needs of rural communities.

The design and implementation of public policies can and should be improved with respect to the interests of rural communities. Needed improvements in organisations and structures relate to three principal issues:

- (i) Greater coordination in the implementation of central government policies and services;
- (ii) more effective integration at the local level of economic, social, and land and resource use decisions;
- (iii) the provision and exchange of information regarding economic opportunities applicable to rural communities and alternative means of service delivery.

Proposals have been made for placing responsibility for rural affairs (i.e. the design or coordination of policies affecting rural communities) within a single office or Government department. There is a role for this type of agency, provided it has responsibility only for making inputs to the design and coordinating the implementation of public policies as they affect rural communities. An important task would also be to provide a focus for the provision of information relevant to the development of rural communities.

MAF's Role

[Ed : see item from Ann Pomeroy re : Rural Affairs Unit also in this section]

MAF is currently the only central government institution with any explicit responsibility for rural sector concerns. This requirement is reasonably well-specified with regard

to technical issues but is very broadly framed in relation to social or economic objectives.

The responsibility given to MAF for the well-being of rural communities is currently beyond its institutional capacity. At present, the Ministry's efforts are devoted almost exclusively to one subset of rural interests: i.e. the design and implementation of agricultural policies. Moreover, MAF is generally not perceived by rural communities as a relevant focus for rural interests.

For MAF to take a wider role in future, adequate resources (for both head office and rural networks) must be made available if such a unit is to have any chance of meeting the diverse needs and expectations of rural communities.

In the longer term, appropriate responses can also be encouraged in a more de-centralised approach. Regional councils already have responsibility for much of the physical environment issues affecting rural areas. There is no valid justification for them to exclude economic and social issues, provided the councils could acquire the expertise and information base needed to fulfil this wider role.

(Edited from the report summary)

NZ RURAL TRUST INFORMATION RETRIEVAL PROJECT.

**Report to MAFTech South, Lincoln. By Nick Taylor,
Taylor Baines and Associates, March, 1991.**

The NZ Rural Trust was formed in 1988 to coordinate the resources available to rural communities and farmers coping with change and farm restructuring in the period since 1984. The work of the Trust was focused in particular in the East Coast regions of the North and South Islands, which experienced severe drought from 1987 to 1989.

There were four coordinators for the Trust in Canterbury and Otago, and before their work ended in mid 1990 it was decided to retrieve information from them about their valuable experiences in farm restructuring, and about the characteristics of their clients. Information was obtained through a survey of the client files by the coordinators, and by interviews and discussion sessions with the coordinators.

Altogether the coordinators had 2326 clients of which 391 were applications for New Start Grants. There were eventually 325 exits from farming from among these clients. The other clients received assistance such as family income support and economic appraisals of their farms.

The research looked at factors in the viability of the client farms, recognising that these farms would represent the majority of farms and farm families experiencing distress. Factors examined included location, size, age and time of purchase, debt and its management, land use and development, and personal factors such as family characteristics, age and education.

There was a mix of factors noted in farm viability, but level of debt at the time of the government restructuring and the drought was the predominant factor. Farmers who were young (in their 30s) and had bought their farms in the late 70's early 80's were particularly vulnerable, no matter what their personal background or size of farm.

Impacts and adaptive strategies were examined such as the role of women in change, off-farm work and family stress. Off-farm work was an important strategy for many farm families. For those who left farming, there was considerable stress and personal grief. Problems with housing and employment for these families varied by district. Where possible the families tried to remain in their locality, and in some cases on their old farm as managers or farm workers.

The need for ongoing monitoring and an adequate longitudinal data base were noted. It was suggested that the sort of community structures set up with the NZRT, such as the South Canterbury Rural Assistance Trust, might need to be retained as a basis for community response in future periods of stress or rapid change.

Nick Taylor

PARTICIPATION OF RAGLAN COUNTY FARM HOUSEHOLDS IN THE LABOUR FORCE.

*By Benediktsson, Karl; Manning, Sarah;
Moran, Warren and Anderson, Grant. 1990
Occasional Paper No.27, Department of
Geography, University of Auckland. 82pp.*

"This research seeks to understand the allocation of labour on sheep and beef farms in Raglan County and the participation of women and men living on these farms in other labour markets." (p.1)

The report presents results from a survey of 105 Raglan sheep and beef farms which are considered representative of a broad class of North Island hill country farms in terms of their productive situation and responses resulting from the rural downturn. The average total area in the sample is 338 hectares.

Most farms are predominately in pasture and run both sheep and cattle, with some goats and deer, and average stock units just under 3300.

Gross farm income generally increases with farm size. Equity varies from below 50 percent to 100 percent and increases with age of farmer. A third must use 25 percent or more of gross farm income for loan repayments.

These are mainly family farms, held in fee-simple, and often transferred to present owners through the family, usually the husband's.

The households are situated at various stages in the family life cycle, ranging from young singles or childless couples through families with preschool and school age children, to 'empty nests'. The majority of children move away.

After 1984, the most important survival strategies of farm families have been to reduce inputs, reduce hired labour, and obtain more off-farm income. Expansion and diversification are less common. More than a third has not made significant changes through the period.

Total labour inputs have decreased on North Island sheep and beef farms since 1982-3 and contract work has been deferred.

A strong gender division of labour is evident, with men and women doing farm and domestic work, respectively. More than half of the women participate in farm work on an occasional or seasonal basis, but not every day. Conversely, very few men share substantially in the domestic chores. Farm errands are commonly run by both men and women.

Decisions about day-to-day running of the farm as well as purchases of stock and equipment are most often made by the husband alone, whereas decisions about buying or selling land are shared. Within the domestic sphere, women are the prime decision makers in the running of the household, but household expenditure is decided jointly.

Nearly half of the farms have some sources of income other than the farm. In most cases pluriactivity yields less than 20% of total income, and very few get over 50% of the income from off-farm sources. Women are more frequently pluriactive than men. Men most often hold jobs within the farming sector, such as seasonal shearing or haymaking, whereas women are commonly engaged in professional work, reflecting the difference in their education and socialisation.

Location of the homestead profoundly influences the opportunities for work. For instance, some women have not been able to pursue their career because of how remote the farm is. People are prepared to commute over substantial distances for well-paid jobs in the larger centres.

Women's work, which is often permanent but part-time, contributes on average 18 percent to the household's income. Men's permanent jobs contribute 30 percent on average. A high proportion of women are employees in the off-farm job, whereas men are commonly self-employed. Even so, their jobs are subject to the vagaries of employers - their fellow farmers.

For a subgroup of farms, pluriactivity by men is related to the smallness of the holding and/or low levels of development. Women are apparently not influenced by the farm operation in their decision to take an off-farm job. When asked about their reasons for pluriactivity, men indicated that for them economic reasons are paramount, but the women put considerable value on personal factors. After 1984 more women have specified economic factors.

In the years 1983-1988 the importance of off-farm income increased. Participation in off-farm work has been consistently higher by women, but for both men and women it has fluctuated with the macro-economic situation.

Off-farm income has not, in recent years, lead to more frequent expenditure on farm development and production. It appears to be used primarily to keep up consumption levels of the family in times of financial stress. Women emphasize the needs of the family, such as paying for school fees.

Stage in life course strongly influences the likelihood of off-farm job participation, which is low when children are young, substantially higher when they are at school age and moderately high at the last stages in the life course.

One in every four men started farming without having held another job. Nearly half, however, stated their career in another job, although these were farm-related. Pluriactivity

has played a part in the career of 24 farmers, as entry into or exit out of 'full-time' agriculture, for a period besides farming, or on a permanent basis.

The permanently pluriactive men occupy the smallest farms. The 'exit' group has experienced severe loss of equity in the last few years, which points to the role of pluriactivity as a survival strategy for these farmers.

Most women participated in the wage labour market when young, before moving to a farm as farmers' wives. A quarter of women in the sample returned to wage work after some ten years on the farm, and a fifth continued working after moving to a farm and gave up the job a few years later. A few do not give up their off-farm jobs.

Farm characteristics are not related to women's career path, except for those who do not give up their off-farm job. Their farms have been hit harder by economic changes than farms of women in other career paths, and they have suffered the greatest loss of equity.

(edited from report summary)

RURAL ECONOMY AND SOCIETY, LINCOLN, DEC. 1990

The papers presented at the Rural Economy and Society Section of the Sociological Association of Aotearoa (N.Z.) covered four areas, namely: development, historical topics, contemporary research and disciplinary issues.

Olivia Wilson used grouse shooting 'development' in the North Pennines in England as a focus for a study of the relationship between landownership and economy and society. Wilson argues that grouse shooting interests prevent development in the local community.

James Watson reviewed two major epochs of technological change in New Zealand agriculture and rural society and described technical and social changes. Watson argues that the Second Industrial Revolution was a decisive factor in the important changes in rural economic and society for much of this century, and he raises the question of the impacts of new technology in electronics and biochemistry.

Neville Bennett presented long-term data on agricultural exports and other commodities as he examined long wave cycles, and Ian Carter reviewed early rural education practices in Canterbury, taking note of the linkages between key personnel.

Margaret Begg presented data on the social life of dairy farm women, giving a phenomenological account of their participation in farm life and their social interactions. This study of the life of farm women highlights the contribution farm women make to the farming industry.

Val Walton re-studied a sample of rural women and focuses on a group who were on farms in financial difficulties. Walton finds that these women played a major role in the farm's survival, yet the importance of their work was not recognised by the women or their partners.

Richard Le Heron, Mike Roche, Tom Johnson and Susan Bowler reported on surveys of three types of farms in order to study farm level adjustments to agricultural restructuring, focusing on pluriactivity. They find that the use of off-farm earnings is either highly personalised or used for general household support, and that typically, reducing farm expenditure is the main response to the downturn in farm incomes.

From Australia, Ian Gray examined how issues become important in rural politics. Gray argues that inequitable distribution may arise because of differential capacity among local people to raise issues for consideration.

Alison Loveridge presented results from research on access to farming and the role played by formal qualifications. Loveridge argues that results suggests that education does not play an important role in 'gatekeeping' the path to farming.

Fairweather and Campbell presented results of a one year ethnographic study of a rural community which studied public drinking and social organisation. They argue that public drinking occurs on a regular basis in which men interact in networks in order to achieve status within and between groups.

Ian Carter and Alison Loveridge reviewed contemporary rural sociological research in New Zealand and argue that the subject is scandalously underdeveloped.

Trevor Snowden reviewed rural sociology in New Zealand focusing on institutional settings and argues for an independent, university aligned rural studies centre. Heather Little notes how the rural research activity of the 1970s failed to mature in the 1980's, and then reviews overseas trends before listing specific rural research needs in New Zealand. Share, Gray and Lawrence also provide a detailed agenda for rural research in Australasia, emphasising the need for a strong theoretical base for the initial investigation of rural change.

Conference proceedings will be available as an AERU Discussion Paper. The cost is \$20.00 plus postage and handling. Please write to:

John Fairweather, AERU, P.O. Box 84, Lincoln University, CANTERBURY.

John Fairweather

RECENT PUBLICATIONS OR REPORTS

MEETING SOCIAL AND WELFARE NEEDS.

Prepared by Mike Reid and Martin Maguire, Community Activity Officers, Community Advisory Staff, Community Development Section, Christchurch City Council.

A discussion paper outlining issues and options for the Christchurch City Council as it enters the new social environment of the 1990s.

The report backgrounds changes in the welfare state, community needs in relation to people on benefits in particular, and the problems that existing organisations and voluntary groups are having meeting those needs. It is concluded that the Council has a role in developing longer term strategies and complement and support existing services through activities such as providing information on needs and coordination of activities.

DSIR SOCIAL SCIENCE RESEARCH UPDATE

The Unit has been active in recent months in their work on science and technology, employment and working life, and social assessment and economic development.

The Telework project is coming to fruition with the completion of working papers on telework and home-based workers. The work includes an analysis by Alison Loveridge of people carrying out paid work at home, drawn from unpublished census data. Roberta Hill has been involved with workplace reform and presented a paper to the Scitech 2000 Conference titled "A strategy for social sciences in the 1990s and beyond". Paul Couchman, in Wellington, has written a paper "Towards a more people orientated economy: what role can social science research play?"

He is continuing to write about public attitudes to biotechnology and genetic engineering. Gerard Fitzgerald and Penny Schoeffel have carried out consulting work in the Pacific, including work on a forestry inventory in the Solomon Islands. They prepared a paper on forestry and land ownership in the Pacific, for the Pacific Science Congress in Hawaii in June. Gerard prepared a paper on "Social Assessment and Rapid Rural Appraisal" for the IAIA meetings in June, and on "Forestry and planning for people in Honiara and Canberra" joint with Tony Fearnside for the forthcoming ANZ Institute of Foresters Conference in Christchurch.

There will be more information on some of the telework, employment and technology projects in the next issue of SIAN. In the meantime contact Gerard Fitzgerald for copies of papers at DSIR, Ilam, Christchurch (Ph 03 3516019).

SOCIAL ASSESSMENT IN NEW ZEALAND: A BIBLIOGRAPHY.

by Nick Taylor and Gerard Fitzgerald.

This bibliography has 957 entries plus an introduction and various indexes. It represents work carried out with support from the Ministry for the Environment. It provides comprehensive coverage of the field in New Zealand up until the end of 1990.

Published as DSIR Social Science Series No. 4, 1991. Available for \$16.90 (incl. GST).