

SIAN ISSUE 26, December 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. Membership fees for 1992 are \$10 for those on low incomes and \$30 for others (including organisations)

Membership is currently 95

1992 Member Subs are now due

This issue has been compiled, edited and laid out by James Newell and proofed Nick Taylor. It was printed and distributed from Wellington with the help of Tania Rei and Ann Pomeroy.

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 employment. This issue is also supplemented by the report on the Tatum Park workshop for ASA members. Those proceedings are also available on request for \$10 from non-members.

For the next issue, 27, we would welcome material on housing or education/training related issues - but as always, any material is considered **Deadline for the next SIAN is 15 February 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

Contact : James Newell Ph 04-479 1739, Fax: 04-479 2604 or

Nick Taylor Ph or Fax 03-313 8458

MERRY XMAS AND A HAPPY NEW YEAR

**Remember to pay your 1992
Member Subscription (now due)
Copies of the 1991 Tatum Park Workshop
Proceedings are available free to members
with this SIAN but are \$10 to non-members**

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Association for Social Assessment (Inc.)

Tatum Park Social Assessment Workshop and 1991 ASA AGM

This year we held a two day workshop on Social Assessment alongside our AGM. Rivers Buchan were also asked to convene a one day training workshop on the Friday before the weekend to complement the programme.

On the whole, registrations were late. This resulted in quite a lot of initial trepidation by the organising group convened by Geoff Skene. The other members of the group were Mary Jane Rivers (programme coordinator), James Barnes (Maori Perspectives Coordinator) and myself (as workshop administrator). In the event, registrations were good. Overall attendance was between 40 and 50.

The programme involved two sessions in the morning which were each broken up into two parallel sessions. These sessions encompassed Housing, Rural Communities, Health and Employment. The format of the sessions was generally of two to three presenters, one of which came from a Maori point of view. These sessions usually involved a presentation followed by questions and discussion.

The afternoon sessions were organised by the Ministry for the Environment. They used Papakainga Housing case studies to highlight Treaty of Waitangi issues and procedures under the Resource Management Act. The Sunday sessions included a panel discussion late in the morning following the AGM, and a final tying up session held in the afternoon.

The workshop has been very carefully documented by Josephine Lynch. Copies of the report on the workshop have been sent out to ASA members with this SIAN and are also available for \$10 each for non-members.

The programme was deemed to be a successful one, although it was very wide ranging and the opportunity was not there to follow some issues through as much as some would have liked. The non-formal parts of the programme also went very well. James Barnes brought his guitar along, and a few hours of singing in the lounge on Friday night was a great way for many of us to leave the city and our work and worries behind. On Saturday night, Tom Fookes organised a bonfire outside in the middle of a patch of bush. We convened around the campfire after dinner to continue the sing-alongs to James guitar and the bonfire burned into the wee hours of Sunday morning. A very relaxing and energising evening that took some back a few years!

The number of participants in the AGM and workshops attendance were much higher than our inaugural meeting

last year at which the Association was established. A decision was made to widen the base of involvement of members in the core group, allocating jobs around more evenly, and pairing responsibilities for most tasks in order to cater for the eventuality that people are sometimes not able to do their jobs by reason of work, overseas travel, domestic commitments, etc. The regional representation was widened through the appointment of Auckland representatives. It was also decided that the 1992 AGM workshop would be held in the Auckland region.

The new organising group and responsibilities are as follows.

Secretary	Paul Lister / Doug Craig
Core Group Facilitator	Dianne Buchan/ Mary-Jane Rivers
Treasurer	Dr Ann Pomeroy / Alastair Wilkinson
SIAN Editor	James Newell / Dr Nick Taylor
Spokesperson	James Barnes / Dr Ann Pomeroy
Iwi	Tania Rei/Heather Jonson
External Relations	Mary-Jane Rivers / Robert MacBeth
Sth Isld Representative	Martin Maguire/Doug Craig
Auckland "	David Haigh/Judith Collins

In addition, the following working groups were created and coordinators assigned.

Iwi Issues	Tania Rei
Social Assessment in Govt	Dianne Buchan
Biculturalism in ASA	Bob Williams
Resource Mgmt Act Monitoring	Noreen Barton
Rural Change	Dr Ann Pomeroy
Social Monitoring	James Newell

If you have an interest in any of the above, please contact the respective working group convenors.

Social Assessment Training Courses

Two workshops have been held recently. There was a four day training workshop organised by Taylor Baines Associates and the Centre for Resource Management held at Lincoln University, Canterbury from the 2nd to the 5th of December. A one day Social Assessment Training course was also convened by Rivers Buchan at the request of the Association for Social Assessment on the 18th October prior to the Tatum Park Social Assessment Workshop. Attendance at both of these courses was lower than anti-

pated, but they seem to have been successful and worthwhile for the participants. Please let us know if you have any ideas about training needs for the future.

ASA Core Group Meeting - 4 December 1991

The first core group meeting since the AGM discussed how responsibilities would be shared around and carried out amongst the new organising group and related administrative matters. It followed up on AGM matters. It decided that ASA should make a submission on the current Health Reform report, which job was delegated to Bob Williams. The next meeting of the core group was scheduled for 4th February, 1992. It was decided that it would be worthwhile to put time aside at that meeting to see whether some broad themes and overall direction could be enunciated, so as to provide common ground and synergy between the various working groups. A small get together of ASA members was held at the Ping On Restaurant in the evening.

ASA Canterbury

The last meeting of the Canterbury Regional Group of ASA was held on 25 October. The meeting heard a report on the Annual Meeting at Tatum Park and discussed what happened there. There was discussion about the future of SIAN, the old NZ Planning Council library now at DSIR Social Science, Gerard's farewell and new positions at DSIR.

There was also discussion of organisational issues for the regional group. Reasons for continuing with the group included:

- * sharing of information
- * to promote social assessment and professional development.

It was agreed that there was a need to keep an up to date local mailing list, that just sending notes of meetings to those who come, or even to ASA members, was destined to see us shrink rapidly in numbers of active people. There will therefore be a new emphasis on regional networking next year. Also, meetings will be held at a regular time and place.

During **1992** meetings will be held on the **last Friday of every second month**, beginning in **February**. The first three meetings will be held in the **DSIR Social Science meeting room** in Creyke Road.

The group also intends to hold two workshops/seminars in 1992. The first will probably be in late March and the focus will be on **biculturalism** and SA, the Resource Management Act, consultation, etc.

Contacts : Nick Taylor, Rangiora Ph 313 8458;
Helen Lowe, CRC Ph 653828; Carl Davidson, DSIR Ph 351 6019.

Future Meeting Dates and Venues

Next Core Group Meeting : 4 February, 1992.

Next Canterbury Group Meeting : last Friday of February, 1992.

SIAN 27 : deadline for copy 15 February, 1992

CONFERENCES AND WORKSHOPS COMING UP

8TH WORLD CONGRESS OF RURAL SOCIOLOGY 11-16 AUGUST, 1992

Theme : Rural Sociology and the Changing World Order

Venue : Penn State University, Pennsylvania

There will be an emphasis / theme of the application of social assessment to the environmental assessment process in International donor agencies. This conference is timed to precede the rural sociological society meetings (below).

Plan now to attend.

Contact for Registration and Accommodation is :

World Congress/RSS

Pennsylvania State University, 306 Agricultural Administration Building, University Park 16802 USA. Ph (814) 865-8301, Fax (814) 865-7050

RURAL SOCIOLOGICAL SOCIETY 16-19 AUGUST, 1992

Theme : Rurality and the Global Environment

Venue : Penn State University, Pennsylvania

Contact :

Programme Committee Chairs : Thomas J Hoban or Alton Thompson, North Carolina State University, PO Box 8107, Raleigh, North Carolina 27695 USA, Ph USA (919) 515 2670, Fax (919) 515 2610

Registration and Accommodation : Pennsylvania State University, 306 Agricultural Administration Building, University Park, Pennsylvania 16802 USA Ph USA (814) 515 2670, Fax (814) 865 7050

There will be an emphasis / theme of the application of social assessment to the environmental assessment process in International donor agencies. This conference could easily be combined with the 1992 IAIA conference to be held afterwards only 150 miles away in Washington DC.

IAIA 1992 CONFERENCE 19-22 AUGUST, 1992

Theme : Industrial and Third World Development Assessment: The Urgent Transition to Sustainability
Venue : World Bank Headquarters, Washington, D.C., USA

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.

Program Chairs

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

Gary Williams, IAIA '92, Argonne National Lab., Suite 702, 370 L'Enfant Promenade SW, Washington, DC 20024, USA, Phone:(202) 488-2400, Fax: (202) 488-2413

Registration Arrangements

Maurice E Volland, Executive Director, IAIA, PO Box 70, Belhaven, NC 27810, USA, Phone: (919) 964-2338, Fax: (919) 964-2340

BLACKBOARD

ESTABLISHMENT OF A SOCIAL AND ECONOMIC DEVELOPMENT INSTITUTE

A conference to establish this institute was held on Friday the 13th of December in Wellington. The impetus to hold the conference and set up a Social and Economic Development Institute originated from the international confer-

ence, "Policy for Our Times" held at Massey University earlier in the year. The call for participation in this conference commented :

"Many of those speakers at the conference drew attention to the consequences of major social and economic policy changes introduced by the previous and current governments. The trend toward policies dictated by the new right ideological dogma and away from genuinely consultative decision making processes was highlighted. Evidence was presented which showed that there are viable, and less destructive, alternatives to the approach that recent governments have chosen.

The challenge at the conference was to find a way to harness the energy of those who were frustrated with government policy and promote the development of coherent and workable alternative policies. It was agreed to hold a follow-up meeting, for those who were interested, to pursue this challenge. On the 23rd of September 38 people met to explore options. As a result of that day a steering committee was established to develop a proposal for a national organisation that would provide the focus and resources to bring people from different spheres of interest together to work more effectively toward common goals.

.... a framework for the organisation, tentatively called the Social and Economic Development Institute has been developed and a meeting to discuss the draft will be held shortly. The proposal will be discussed at the conference on 13th of December, where it is hoped to come to some agreement on the basis for establishing this organisation."

At the Friday meeting, a steering committee was established and given the task of working further on a suitable structure prior to calling an inaugural meeting to establish the new organisation. For further details, contact the Steering Committee convenor, Phil Capper, c/- the NZ Post Primary Teachers Association, PO Box 2119, Wellington, Ph (04) 382 9964, Fax (04) 382 8763.

SURVEY OF LOCAL AUTHORITIES ON PLANNING CONSULTATION

The Department of Internal Affairs is surveying local authorities about public consultation which is part of their annual planning process. The 1989 amendments to the Local Government Act require each local authority to present an annual plan to the public, outlining what they intend to do in the coming year. Consultation with the public during preparation of the plan is emphasised.

In conducting the survey, the department wishes to find out how legislation is working, to assess the effectiveness of different consultation processes, and to feed the findings back to local authorities. The report will be available by

June 1992.

For further information, contact Alison Church, Research Unit, Department of Internal Affairs, P O Box 805, Wellington. Phone 495 7200.

CURRENT WORK

PRIDE AND PREJUDICE : A MATTER OF FACTS

Unemployment in Dunedin, 1990 - lifestyle changes, needs and aspirations from the perspectives of people who were unemployed.

“Pride and Prejudice : A Matter of Facts” is the title of a study report on the needs and aspirations of people who are out of work. It is so titled to reflect some of the intense emotions that tend to confound any discussions on unemployment matters. Such reactions were also encountered in the course of the study.

In March 1991, the Dunedin City Council and the Council of Trade Unions in Dunedin jointly released this year long study report on unemployment in Dunedin. This partnership effort between the two sponsoring organisations was quite remarkable. The direct input of people who were unemployed, particularly as project workers (and sponsored by the N.Z.E.S), is substantial.

Despite the fact that unemployment is one of the most dominant and current community concerns, it does not seem to be matched by a corresponding level of local social research. Much of the public debate about unemployment does not move much beyond economic models and ideological positions. Other critiques on unemployment related studies tend to get bogged down by dispute over procedural correctness or methodological precision.

This Study was devised with due recognition of some of the methodological constraints. The lack of agreement on a simple working definition of unemployment presents a “boundary” problem for the study. A decision has to be made whether a subjective or objective definition should prevail, noting that people who classified themselves as unemployed may be quite different from the “official” criteria. There are also many facets to the unemployment question that cannot be addressed at the same time. Choices have to be made if one should address the causes, effects or “solutions” at a macro-economic level, at a national (regional) level, or at a community and individual level.

The study was undertaken with the main purpose of assisting with policy development and service planning at a local level. The focus is on the expectations of people affected by unemployment, and to compare their views with those of the existing service providers.

The choice of methodology was largely determined by considerations of resources available, what is practicable, and what is appropriate for the purpose. A strict proportional, stratified, random sampling or full census approach was not possible at the time.

In the end a “comprehensive” access approach was adopted. Different means were used to access people who were either “officially” registered unemployed, or self-defined as unemployed.

The study focused on how the unemployed people perceive changes to their own situation. 1403 unemployed people and 36 community agencies took part in the study. The study was carried out in early 1990, and primarily took a questionnaire format, with project workers providing assistance and explanation to respondents where needed. The unemployed people were reached through the N.Z Employment Services, public libraries, opportunity shops, training schemes, neighbourhood groups and local parish visitors etc. In the end, contacts through the N.Z Employment Services provided about 80% of the respondents. Participation was voluntary, and about 15% of people approached refused to take part. In the service providers section of the study, the questionnaire was supplemented with interviews with agency coordinators and/or staff.

The pattern revealed in the study does not always conform to “general expectations”. Extreme views are not confined to those who have employment or those who do not. Some of the unemployed people were angry with Government, the Council, the employers, or whoever they consider responsible for their unemployment. A few of the respondents expressed quite strong views against other unemployed people. “Shoot the unemployed” was their suggestion. It should however be noted that fewer than 30 of the 1403 respondents expressed any such extreme views. However, unless placed in proper perspective, such views often stop effective dialogue amongst the different community groups.

The majority views were “restrained”, as reflected in the limited range of needs or requirements voiced. This could be the result of the respondents not knowing possible options, feeling helpless, cynical or other reasons.

A comparison of the assessment made by “service providers”, and the unemployed consumers of services indicated some significant mismatch in the type of services provided, and those required by the potential users. None of the 36 responding agencies reported any need to change the services they offered, while only 4.6% of the unemployed people reported use of community agency services.

ADJUSTMENT AND LIFE STYLE CHANGES

At least one in five of the unemployed are experiencing difficulties to varying degrees. 11.8% of the unemployed in the study actually enjoyed the lifestyle of being out of work. The "Coping O.K." category is ambiguous. It was interpreted as both "marginally coping" or "marginally not coping" by respondents. 65.5% considered themselves "coping O.K.", and have made some adjustments through further education, retraining, or alternative activities. Others in this group however indicated that they are "only O.K." and have problems in other areas. 15% considered themselves not coping, and 5.5% are experiencing serious difficulties.

CRITICAL TIME FOR INTERVENTION

The nine months to a year duration of unemployment appears to be a critical turning point. At such times often adjustments would be made or longer term "negative" life style changes would occur. This timing may be critical for planning considerations or for introduction of intervention strategies.

SIZE OF THE LOCAL PROBLEM AND TREND

Local unemployment has seen a steady increase in the last 10 years, by 1990 the official unemployment rate stood at around 8% to 10%. Over 36% of the people in the study had been unemployed over 1 year. Locally unemployment is affecting all age groups. 26% in the study were between the ages 15 to 19, 30% between 20-24, 29.5% between 25-40, and 14% were aged 40 and over.

The unemployed are mainly local people. There was no specific data on how many Dunedin people may have left Dunedin to seek work elsewhere. But there was no substantial evidence that the unemployed people from outside Dunedin have come to take advantage of lower property prices or other perceived lifestyle advantages. 90% of the people in the study have lived in Dunedin for over 1 year, 75% for over 4 years.

SERVICES USED

The range of services available appeared limited, and the usage primarily confined to those offered by government agencies. 37% used information and services from government agencies, with 4.6% using services from "community organisations", 6.9% from Church organisations, and 2.2% from unions.

In order of the overall strength of support, the following services were preferred: information hot-line, art/culture centre, resource centre, tools workshop, market and co-operatives.

But there are clear differences in priority indicated by women and men. Men tended to support tools workshops, resource and co-operatives as options, while women preferred arts/cultural centre, market and information hot-line.

Similarly, different communities of interest seem to prefer different types of services. The study did not identify any definite solutions. The majority, (over 60%) still value work opportunity as their first priority, no matter how long they have been unemployed, and in general they tend to feel more positive about their situation than some of those who used the Access courses. About one third of the respondents had done part-time work or voluntary work. Their reasons for undertaking voluntary work were varied as were their reactions to their situation.

USE OF THE RESEARCH

The study provided an update on the local situation, and provided a "Common Language" to assist local dialogue. Over 350 copies of the full report have been requested. It provided a focus for local communities to debate their priorities. Locally, there have been a variety of community responses to the study results.

One of the neighbourhoods was astonished to note that they have over 360 unemployed people who remain "invisible" in their midst. Within 8 weeks they initiated a very sensitive neighbourhood support programme with support from Council staff. Over 20 possible project ideas have since emerged from various communities. A number of city-wide initiatives are being investigated. A greater range of organisations are also attending the three community forums instigated by the Council since the release of the report. Policy options are being developed.

A number of community organisations were surprised at the reportedly low level of usage of their services by the unemployed. A few are undertaking internal service reviews. One or two communities regard the reported level of unemployment in their area with disbelief and prompted further inquiries.

As a catalyst, the study is still serving its purpose.

Grace Ng

Senior Community Advisor, Dunedin City Council

Employment, Unemployment and Technology Transfer.

A research project was begun more than a year ago to investigate the impact of "flexibility" on production and employment in New Zealand in the late 1980's. The first part of this project involved theorising the nature of the

changes which have taken place and assessing the impact on various groups and regions.

This part of the research focused on regulation theory and the way in which authors such as Aglietta, Piore and Sabel, and Harvey have sought to explain the development of new forms of flexibility in a range of capitalist economies. Such flexibility is often, if inaccurately, referred to as post-Fordism. (In fact, there are flawed, partial, peripheral etc. forms of post-Fordism). An important element of this approach was the context in which production took place, and the way in which such production was and is regulated by agencies (state and others) and social and economic structures. The initial and as yet untested conclusion was that New Zealand fell into the category of flawed post-Fordism because it lacked such regulatory mechanisms in the current enthusiasm for an unfettered market capitalism.

The second phase has been funded by the Foundation for Research, Science and Technology and is being conducted with the 16 marae which constitute the Taiwhenua o Heretaunga. The purpose is to identify the impact of unemployment on Maori within the Taiwhenua but also to assess their resources, human and capital, and to see how these can be utilised in a post-Fordist economy and society. Christine Teariki, with the help of Mere and Ngahiwi Tomoana and Bill Timu, will conduct the research with the marae, I will look at employment and training schemes as one mechanism for helping Maori and Jamie Newell will produce the appropriate local and national statistics. This research is due to be completed in May 1992.

The third aspect of this research is the issue of technology transfer. This research has received some funding from the Ministry of Research, Science and Technology and it focuses on the requirement in the Public Good Research Fund research to specify and deliver on this requirement, and equally important, who can utilise such transfers. Tipene O'Regan has challenged scientists to seek a partnership with Maori communities to enable transfer to occur with a section of the community which has gained little from science in the past. In a preliminary way, I want to look at who has benefited from technology transfer and how it might be improved in allowing Maori access to the findings and techniques of science.

Paul Spoonley

RESTRUCTURING AND THE INFORMAL ECONOMY : EFFECTS AND OPPORTUNITIES FOR PACIFIC MIGRANTS

Latest Household Labour force statistics indicate that

Pacific Islander unemployment now stands at 29%, higher even than that of Maori. A research contract awarded to Dr Terry Loomis by the Foundation for Research, Science and Technology is exploring the interconnection between the formal and informal sectors, and the various social resources and creative means households and individual entrepreneurs utilise to survive. Fieldwork will involve structured interviews with firms and subcontractors, household ethnographic interviewing and participant observation in informal migrant enterprises. The study is expected to indicate ways in which government employment creation and small business schemes can support migrant initiatives. For further information, contact Dr Loomis (7 Standen St., Wellington, Phone (04) 476 2586)

EVALUATION OF THE ALTERNATIVE EMPLOYMENT PROGRAMME

A comprehensive evaluation of the Alternative Employment Programme (AEP) of the Department of Internal Affairs was published in May this year.

AEP comprised the Small Cooperative Enterprises Scheme (SCOPE), the Work Development Scheme and field officer advisory services. The programme has provided support for economic development activities in isolated, disadvantaged and iwi communities for the past decade. With Government Budget changes, the staff associated with AEP have now transferred to the Department of Labour. Strengths and weaknesses highlighted in the evaluation should provide useful background for the establishment of the Department's new Community Employment Group.

The evaluation aimed to assess the extent to which AEP has 'enhanced the quality of life and self sufficiency of people within communities.' Findings showed how people with few resources, but a lot of creative ideas and determination, can be assisted to create work within their local areas. Diverse activities included crab meat extraction, running a security service, harbour conservation and development of an iwi radio station.

To undertake the evaluation the Department of Internal Affairs established a working party comprising an independent chairperson (Russell Cockburn), independent research adviser (Dianne Buchan), members of the department's Research Unit (who collected and analysed the data), a Head Office staff member and representatives of Manatu Maori, Ministry of Commerce, community agencies and field staff.

Initially the researchers prepared a background paper outlining the social and economic context in which the programme had been operating.

Quantifiable measures considered for the evaluation were the number of jobs created, the length of time groups

remained in operation, and the number of individuals who moved into unsubsidised jobs. Personal development through increased motivation, self esteem and skills, was also considered, as was the extent of the group, community and iwi development. The effectiveness of the advisory services and efficiency of grant/loan administration were measured.

The researchers interviewed clients, staff of Internal Affairs and staff of related programmes under other departments, and consulted records. The SCOPE group sample was selected systematically from departmental files. In the case of the Work Development Scheme a census of current projects was taken.

It was important that the process reflected both the community development and bicultural principles that were central to the AEP. Principles of empowerment and participation required that interviews were conducted face-to-face where possible, with frequent feedback of results to those involved in the programme, and consultation about the conclusions and recommendations. Biculturalism was reflected in the working party composition and in the data collection methods, that included attendance at various hui.

Under SCOPE, grants and loans were available to small cooperative businesses. Advisory field staff assisted these businesses with such aspects as planning, marketing, budgeting and problem solving. While some administrative improvements were recommended by the evaluation, such features as the mobility and commitment of advisory staff, the positive outcomes for clients and the community development focus were commended.

Favourable results were found in terms of the cost efficiency of SCOPE. Using one regional office area as a case study, the all up cost per job created (including grants, overheads and advisory input) was found to be \$5,247. For the same region, 47% of the groups funded in the preceding ten years were still in operation, including two of the five original groups.

The Work Development Scheme provided funding for 29 coordinators, employed by community agencies, to pilot innovative projects and develop work opportunities for disadvantaged people. The coordinators were found to have had a significant impact on their communities, and to have brought about an enhanced personal and group development among their clients. Over the years the scheme had seeded new developments that had gone on to become established programmes such as employment resource centres and Skills of Enterprise training.

The working party concluded that the AEP was addressing significant needs in communities of Aotearoa/New Zealand. The conditions which had led to the establishment of the programme had in fact worsened. Thus there remains a strong need for community-based employment assistance.

Copies of the evaluation report are available from Research Unit, Department of Internal Affairs, PO Box 805, Wellington.

*Diana Suggate
Alison Church*

DIRECTIONS FOR IMPACT ASSESSMENT IN LOCAL GOVERNMENT

With the implementation of the Resource Management Act, local government should be addressing the requirements placed upon it and applicants by the Fourth Schedule. Concurrently many Councils are now investigating the inherent requirement for a strategic planning framework created through Resource Management and Local Government Law reforms, as endorsed by the Parliamentary Commissioner for the Environment in the Kapiti Coast report. My proposition is that assessment methodologies or processes have an important part to play in this framework.

The first which I have labelled "Corporate Assessment Process", involves the use of a process to assess the social, economic and environmental impacts of the Council's major projects and policies. This utilises the accepted New Zealand assessment process with a few adaptations to take account of the city's geography and demographics and areas of responsibility, and allows a far greater focus on social and economic effects than the Resource Management Act (RMA).

The second concerns the RMA requirements for Environmental Impact Assessment (EIA) (inclusive of social assessment) in the granting of resource consents. The Act places the emphasis on the public for the preparation of EIAs in applying for a consent, therefore a set of interim guidelines has been prepared that outlines the requirements of the the schedule interfaced with the required District Plan.

Both procedures seemed to be developing tangentially and needed to be put in context of the strategic planning framework that is being developed.

The new statutory environment's inter-relationship between the Resource Management and Local Government Acts has inherent emphasis on the development of a set of desired outcomes through goals set in the Strategic statement and Corporate Plan. Both assessment procedures have the capability of assisting the public and Council in achieving these outcomes.

In terms of resource management, the development of EIA criteria in association with the district plan, gives the

Council a chance to assure that public land use is not inconsistent with the environmental goals of the city. The corporate assessment process provides a checking mechanism for ensuring that Council project/policies don't contradict any of the City's goals, as well as ensuring that projects/policies do not have any untoward or unforeseen impacts and that such actions can be modified, alternatives investigated, or the negative effects mitigated. The framework incorporates public participation and consultation at two levels. The first level involves the setting of goals and objectives through the corporate and strategic planning process. The second level concentrates on the assessment of strategies (projects/policy) for achieving those goals.

The role of the corporate assessment process is conceptually quite similar to that proposed by the Social Impact Working Group for the Prime Minister's Department within the social impact procedures of central government (SIAN issue 21). However, the corporate assessment process is bound within local governments annual statutory and strategic planning framework.

In conjunction with these assessment procedures, the Council is also establishing social, economic and environmental monitoring programmes, as the final part of the strategic planning framework.

I am therefore interested to know if anyone else working in local and regional government has had any thoughts in these areas.

Adrian Regnault
Corporate Policy Unit, Palmerston North City Council,
Ph 06 35 68199, Fax 06 35 82372

**AN ASSESSMENT OF THE
PROPOSAL FOR A SOCIAL POLICY
MINISTRY**

Thomas A West
***Research Paper for the Degree of Master of
Public Policy***
Victoria University, 1991

West's thesis cites a common criticism of social policy as being that the quality of social advice is undermined by a lack of research and lack of community input into the policy process. He analyses several structures in terms of their ability to overcome these shortcomings.

He begins by outlining the various initiatives to establish some form of Ministry or other body with the mandate to develop and coordinate social policy. These range over time from the 1971 recommendation of the Association of

Social Workers for a Ministry of Social Development, to the 1989 report by Hunn and Lang which recommended the establishment of the Department of Prime Minister and Cabinet. The tasks identified as needing to be addressed were remarkably similar over the 18 year period. The Association of Social Workers sought methods to promote community well-being, to allocate and coordinate the delivery of resources and to provide advice to Ministers. Hunn and lang sought to ensure quality advice, offer viable alternatives for addressing social needs and to insist on adequate coordination across departmental boundaries.

West assesses the present system and concludes that there are shortcomings in the quality of research, a lack of collaborative work and social policy macro-analysis, incomplete and sector-based data bases, and a professional dominance of some social departments which tends to bias the advice from those departments towards departmental issues and priorities. "Overall there has been a failure of the social analysts to counter the strength of economic advice."

He analyses the Ministry of Social Policy proposal in terms of its ability to overcome these shortcomings and looks at three particular models - a coordinating ministry, a policy ministry and a contracting ministry. All would have a broad focus across the range of social issues.

The coordinating Ministry would be responsible for quality control and coordination. West sees this as having limited usefulness without substantive input to the policy process. He thinks it would become very unstable due to tensions between it and departments and the lack of career satisfaction for staff.

A policy Ministry would need an in-depth knowledge of government's core social interventions, would take over the policy advice function from operational departments and would check advice from other agencies providing policy advice with social implications (eg Environment and Treasury). In bringing social analysts together into one organisation, it would benefit the intellectual development of the analysts. However, without departments having the function of providing advice or comment on proposals, there would be a risk of them not having services to met the policies of the Ministry and departments would tend to focus on delivery and cease to analyse the policies they are implementing. ACC was provided as an example of such an instance.

A contracting Ministry would, in addition to providing advice and coordinating policy, manage the contracting out of some social services. While this would provide better coordination between policy and services than other models, this was seen as being outweighed by problems with the coordination of a multitude of providers and the need for major reorganisation at ministerial and departmental level.

The thesis concludes that the best option would be a Policy

Ministry which West sees as being established for a limited term (5-10 years). Once the redesign of policy had been completed advisory staff would return to their parent departments.

West argues that it is external pressure which is forcing the need for change in the social policy development system and this is being driven by increasing economic, ideological and structural pressures on the welfare state. In his conclusion, he emphasises that to be successful, any reform requires a clear political agenda and strong analytical support. He attributes the success of the SOE reforms to the presence of these factors while the Education and Maori Affairs reforms suffered from a lack of analytical support.

West's conclusions lend themselves to comparison with those made by the Social Impact Assessment Working Group (the forerunner of ASA) in a working paper prepared for the Royal Commission on Social Policy in 1988.

The SIA Working Group also recommended that a Social Policy Ministry be established with similar functions to those recommended by West ie advice, coordination, quality control, and professional development. The Group went further and recommended that the Ministry should also become involved in social research, monitoring and analysis and the development of information systems between various sectors from community groups through to local and central government.

Rather than bringing all the government social research expertise together within one Ministry as West suggested, the Group (foreseeing the problems identified by West) recommended the retention of a social research and policy development capacity within the existing social policy departments.

While West concludes that the Ministry should be established for a finite period - (just long enough to get existing social policies coordinated and consistent with an agreed sense of direction), the Working Group considered that the Ministry should be a permanent institution which would, amongst other things, foster on-going social monitoring and social analysis skills.

And so the debate continues, in detail rather than substance, amongst those working in the areas of social policy development and social analysis. There is no doubt that there are many in the Beehive who would, even in the light of the present crisis in social policy direction and delivery, contest the need for a coordinating social policy agency. Given that, it may be more appropriate to start small with coordination on a specific task and use this to demonstrate the value of a coordinating Ministry. This is a matter which the ASA working party on A Social Assessment Function in Central Government will attempt to address during 1992.

Dianne Buchan

RECENT PUBLICATIONS OR REPORTS

AUSTRALIAN SOCIAL ASSESSMENT DIRECTORY August 1991

This is the first directory of an informal network of people interested in Social Impact Assessment in Australia. It will be updated near the end of 1991 if there are enough additional entries. We aim to circulate a short newsletter at least twice a year.

For further details, contact me at CRES, ANU, PO Box 4, ACT 2601 Ph: (06) 249 2159 Fax: (06) 249 0757

Helen Ross

MAORI AND WORK The Position of Maori in the New Zealand Labour Market

**Annette Nichol and Caroline ffiske, Economic
Development Unit, Manatu Maori, October 1991**

This report is both an information and a discussion paper on the position of Maori on New Zealand's labour market. It aims to provide up-to-date statistical information as well as stimulate informed debate about specific policies that address the position of Maori in the labour market.

The first part of the report is a presentation of statistics mainly from the Household Labour force Survey. It examines participation, employment status, employment by industry and occupation, incomes, unemployment as well as other related matters such as length of unemployment, qualifications and job search history of Maori. The second part looks at explanatory variables for these observations, including age structure and population trends, geographical concentration, educational qualifications, inter-generational effects, discrimination and theoretical conceptions of the labour market. Finally, the report considers strategies for change, including labour market deregulation, equal employment opportunities, and employment programmes.

The following are some excerpts from the conclusions.

"This paper has presented an overall picture of Maori occupying a disadvantaged position in the labour market. This relates largely to high Maori unemployment

rates; relatively low employment rates; Maori over-representation in the occupations and industries that have been providing fewer jobs in recent years; and Maori under-representation in the more highly skilled, and the growing industries and occupations.

The paper has attempted a preliminary analysis of what factors may be contributing causes to this disadvantaged position.

Specifically, age and population trends, geographical location, educational attainment, inter-generational and cultural factors, discriminatory practices, and finally the impacts of labour market regulations were identified as possible explanatory variables. More sociological and case study type research will be important in determining the role played by cultural factors. It may be, for example, that Maori attach less prestige to labour market performance in that prestige and mana are derived from other sources.

There are many different forms of Government intervention that will impact on these causative variables, and consequently on the position of Maori in the labour market. However, this document, has only discussed the impacts on Maori of labour market interventions. In the course of these discussions we have highlighted the importance of improving Maori educational attainment as a key factor in enabling Maori to move into higher echelons of the labour market. Te Kohanga Reo, Kura Kaupapa Maori, and bilingual education are important initiatives in terms of increasing Maori involvement in the education system and Maori commitment to educa-

tion. While these initiatives largely grew from a desire of Maori to keep their language and culture alive, these initiatives are also very important in increasing the confidence and self-esteem of the young, and of imbuing young Maori with the culture of learning and education for life.

...

Overall one important conclusion needs to be stated about these types [labour market deregulation, EEO policies, and employment programmes] of Government intervention in the labour market. It would appear that none of these labour market policies can move Maori between the primary and secondary sectors of the economy, that is from the low paid, low skilled jobs to the more high-paid, professional-type occupations in the labour market. It appears that Government-run training initiatives, Equal Employment Opportunities, and labour market regulatory reform can only facilitate the movement of Maori, and improve Maori's position within these sectors of the economy. In other words, these policies result in greater entry, promotion and recognition of Maori within the sectors that many already occupy, they do not help to move more Maori into the most highly paid, highly skilled occupations. This is something that we believe only improved educational outcomes for Maori can achieve."

For further information contact the Economic Development Unit at Manatu Maori or its successor in the Ministry of Maori Development.



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DSIR SOCIAL SCIENCE UNIT'S
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With the formation of the CRI's, the sponsorship of postage and printing by the DSIR Social Science Unit ended. This sponsorship enabled SIAN to continue since the Ministry of Works and Development stopped its sponsorship some years ago.

The Association is addressing this change by cleaning up its mailing list, encouraging those on our mailing list who are not members to join up, and by seeking new sponsorship.

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