CHAPTER FOUR

STRUCTURAL ANALYSIS -
A FRAMEWORK FOR ANALYSIS LEADING
TO SOCIAL CHANGE
LOCATING OURSELVES

This chapter explores the use of structural analysis as a framework and process for social change. It defines structural analysis and introduces the first phase - locating ourselves. The term structural analysis may be also called naming the moment (Barndt, 1989) and referred to by phrases such as tino rangatiratanga. Those presenting tino rangatiratanga workshops have been known to utilise a structural analysis framework to look specifically at the Treaty of Waitangi and/or Maori colonisation, with the idea of achieving a vision by developing strategies for social change.

Barndt (1989) associates structural analysis with a process that she calls 'naming the moment'. Naming the moment is a practice which focuses on identifying forces for change ('conjunctural analysis') in order to develop strategies for change. The process of analysis calls for, "a rigourous examination of the balance of social forces in a given moment that can help us act in ways to advance our long and short term goals" (p7). Barndt (1989:8) goes onto suggest that:

> Structural analysis helps us identify the underlying power relationships, the deeper contradictions that determine the structure of our society in the long term. Political analysis for action helps us to look at a given moment or conjuncture to understand how current social forces move together to affect our strategies in the long term.

KEY PRINCIPLES OF STRUCTURAL ANALYSIS

- Structural analysis requires an understanding of structures, forces for change, key events in history, and the role of individuals/groups in bringing about change.

- Structural analysis requires a balance between long and short term goals.

- Structural analysis links personal troubles to public issues.

- Structural analysis involves an understanding of the impact of historical events on the lives of individuals/groups.

- Structural analysis is based on a vision for a more just society at both a macro and micro level.

- Structural analysis requires a complex and comprehensive analysis of power relations and oppression. This includes understanding how power relations change from situation to situation over time between groups and individuals.

- The above means that structural analysis is based on the assumption that conflict and contradictions are always present in social life. However, conflict and contradictions can be harnessed to identify inequalities and bring about change.

- Structural analysis primarily applies to groups and communities; however individuals can also use it to analyse their situation in terms of structural conditions.

- Structural analysis provides groups and communities opportunities to not only analyse their situation but to also act upon their situation.

- Structural analysis is based on a committment to action and reflection. Action is the heart of this process: the analysis is based on an evaluation of past actions and leads to more strategic action in the future. Action and reflection is inseparable.

- Structural analysis attempts to understand the multiple positions of individuals and groups, in terms of class, ethnicity, gender, age, and geographical location and so on.

Structural analysis relates to both critical theory and postmodernism/ poststructuralism. The four theories and the ten sub-theories outlined in the previous chapter are linked to the practice of structural analysis in that they identify how oppression and power operates, how this can be analysed and how it can be transformed. For example, structural analysis enables communities and groups to overcome false consciousness and identify the sources of crisis and conflict. An analysis of the issue and a process of education leads to the identification of strategies for social change in order to achieve enlightenment.

Other theorists such as Gramsci (1971) and Friere (1972) contribute to our understanding of structural analysis. Gramsci attempted to understand why oppressed peasants and workers in Italy in the 1920s supported Mussolini and were maintained in their social and economic positions. Gramsci used concepts such as hegemony to explore how social and economic relations were maintained and how the ruling elite used a range of strategies to maintain their position. For example, peasants and workers were controlled by both consensus and coercion. Under consensus the ruling class attempted to encourage peasants and workers to internalise the belief that power relations and unequal structures were natural and inevitable. If this strategy failed coercion would then be applied. Gramsci identified ideology as a key strategy for upholding unequal social and economic structures. Gramsci's strategy for change was to start with where people were at in order to encourage them to achieve greater levels of understanding of their situation. Gramsci used the concept 'conjunctural analysis' to show how there were certain historical moments where power relations could be more successfully challenged. It was up to those planning for social change to be ready to take advantage of these moments. A relevant example of this is in Aotearoa/New Zealand is evidenced by the example of current coalition politics where certain groups have taken advantage of the political situation in order to achieve their goals (for example the opportunities provided within the context of the Labour-led coalition government). Gramsci argues that 'conjunctural analysis' must include analysis at a number of levels, namely the political, economic, social position of individuals.

Friere's work has also contributed to the development of structural analysis. Friere worked with Brasilian peasants in order to develop literacy and education among this group. He worked alongside marginalised groups such as peasants

in order to develop their critical thought, creative expressions and collective action (Barndt,1989). Friere linked analysis, action, theory and practice in order to assist people to organise effectively for social change (Barndt, 1989:16). One of the key assumptions of structural analysis and the work of people such as Friere and groups such as the Jesuit Centre for social faith and justice in Toronto, Canada (Barndt, 1989), is the belief that analysis and action must go together. Practices such as structural analysis provide a critical link between analysis and action and as Barndt (1989:18) suggests:

> Neither analysis for its own sake nor action without analysis is useful in working for social change. They need each other.

Analysis and social change are built upon a sound understanding of how ideas and practices are maintained and can be transformed. While there is some debate about postmodernism/poststructuralism and its relationship to critical theory, (Parton,1996; Ife, 1997; Adams et el, 1998) we believe that both contribute to the practice of structural analysis. Our previous discussion of poststructuralism/ postmodernism explored how power relations operate within the daily lived experiences of individuals, groups and communities. Power relations take on many different forms depending on the situation and on factors such as historical antecedents and causes. Individuals also occupy multiple subject positions and these factors must be taken into account when analysing and planning for change. The practice of structural analysis assists us to understand how discourses operate at different levels of the social order, for example, within households, in communities and on a national level. We believe that structural analysis can incorporate some of the ideas of postmodernism/poststructuralism and critical theory and can operationalise some of the theoretical concepts. For example, by bringing together diverse subject positions and identifying commonalities to bring about change

THE FOUR PHASES OF STRUCTURAL ANALYSIS

It is important when exploring the practice of structural analysis that we do not give the impression that it is a recipe or a strict formula for bringing about change. Structural analysis is a framework for guiding the change process. Groups will put their own interpretations on this depending on the issue to be confronted. The phases of structural analysis are closely connected and may happen at the same time. Moreover throughout the process earlier phases may have to be reviewed. For example, when strategies for change do not work effectively groups may need to return to the analysis phase.

Structural analysis includes a different way of looking at the world and as such groups and communities must construct their own framework that meets the needs of their own situation. The implementation of structural analysis will vary according to the particular needs of the group or community. We have used structural analysis in variety of ways. These include the following:

- working alongside groups to analyse current economic and political structures on a national level.
- working with groups to develop new projects and initiatives within the community.
- using structural analysis to challenge groups such as local authorities and their committment to community development.
- working alongside groups to address a particular issue. For example, this could be an organisational issue (such as challenging an organisation to become bicultural) or it may be focused on a community or neighbourhoond level (such as challenging government and local authorities to provide resources to communities). Entire communities may be mobilised to challenge an issue (for example fighting to keep a rural hospital open is a good illustration of this).
- structural analysis should also be utilised by individual community workers as a framework of practice in all situations. We believe that structural analysis enables community workers to make sense of the complex situations with which they are confronted. It provides a structure for their work and daily practice and provides opportunites to link personal troubles to public issues.

The four phases of structural analysis include the following:
- Locating Ourselves
- Naming/Defining the Issue/ Situation
- Analysing the Issue/ Situation
- Developing Strategies for Change

This chapter will conclude with a discussion of the phase of locating ourselves.

LOCATING OURSELVES

Locating Ourselves may also be called Identifying Ourselves and Our Interests (Barndt, 1989). Locating ourselves involves situating ourselves in a particular historical, social, economical, and cultural position. Writers such as Rees (1991) show how biography and story telling can be used to assist individuals to locate themselves in the world.

He defines biography as:

> The term 'biography' could...be used to describe the process of depicting the life of a group of individuals with something in common or the activities of an organisation over time. The unravelling of biography requires the bringing together of past and present events and the making of projections about the future. ...the promise of biography is in the telling of a story with a view to participating in a different way in future events (1991: 21).

Biography enables participants to tell a story in order to identify the connections between their lives, the lives of others, and with wider social structures. Story telling is a powerful technique in that it enables individuals to feel empowered by others involved in this process and by identifying that their struggles may not be of their own making.

The key aspects in the process of locating ourselves are as follows. These processes generally occur within a group setting:

- locating ourselves begins with asking the question of who am I and how do I see the world.

- participants are then asked to explore how their views of the world have been shaped by key factors and events. These include family/whanau, up-bringing, ethnicity, gender, class, education, religion and geographical location to name a few.

- the process of locating ourselves moves on from a personal understanding of the world to linking the personal issues to historical and current events.

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- in conjunction with the above locating ourselves also includes making connections between the experiences of group members.

- the process of locating ourselves is also carried out in conjunction with the particular issue/project/initiative being worked upon. Connections are made between the participants' experiences and those involved directly in the issue.

- the process of locating ourselves is also carried out within the context of the particular country and in our case Aotearoa/New Zealand. An important focus of locating ourselves is to recognise and name our personal issues in order to relate these to social issues and social and economic policies.

- throughout the process of locating ourselves, one must be aware that it is the beginning phase which leads to taking responsibility for being part of an action that may lead to social change.

LOCATING OURSELVES IN PRACTICE

The following provides an example for achieving the process of locating ourselves. This example includes all of the aspects identified above and can be used with both large and small groups of people.

1. Groups should be no more than eight in number and ideally a day should be set aside for this phase of the process. Please note that this process can be challenging for participants in that they are asked to explore very personal and sensitive issues.

2. Groups record their discussions on large pieces of paper and facilitation and the recording of the information are shared tasks decided by the group. They need to decide how to share these tasks as well as how to allocate the shared time allocated to this phase.

3. Group members will decide, given the allocated time, how the exercise will be implemented. For example, they will examine the points identified above and decide on how many of these can be addressed in one day. Please note that ideally all of these points should be addressed and additional time allocated if necessary.

4.	A key aspect of this process emerges from the first two points identified above namely asking the question of who one is in the world and what/who has influenced this. We believe that the process will only work effectively if each person has ample opportunity to tell their story and feel that they have been listened to by other group members.

5.	The next step involves making connections between the experiences of group members. This then moves on to making connections between individual experiences and larger events, policies and structures.

6.	The group should be encouraged to think about how this phase of structural analysis can be linked to subsequent phases. This phase may be returned to throughout the structural analysis process.

7.	This phase must be carried out comprehensively in order to provide a foundation for the subsequent phases of structural analysis. If done well this phase will provide an opportunity for the group to connect strongly with one another. This is crucial if the group is going to deal with conflict which may emerge later on in the structural analysis process. When this phase is done well it will also more likely guarantee that analysis will be carried out effectively and that strategies for social change will be successful.

8.	In our workshops we ask participants to feedback on their experiences of being involved in the process of locating ourselves. While we ask them to reflect on the process we do not require them to provide details of the discussion. We believe that what is said in the group is confidential and given that story telling can be a very challenging experience, the group needs to decide on how they wish the information to be used. The key focus is to ensure that this process provides a firm foundation for moving onto the next phase, namely that of naming/defining the issue/situation.

The next phase of structural analysis is naming and analysing the issue/situation to which we now turn.

REFLECTING ON PRACTICE

1. Identify the contribution structural analysis can make to analysing an issue. Give examples.
2. How is structural analysis connected with the theoretical concepts explored in the previous chapter?
3. Identify the key components of Locating Ourselves. What are the challenges to this process?

CHAPTER FIVE

STRUCTURAL ANALYSIS-NAMING AND ANALYSING THE ISSUE/SITUATION

NAMING THE ISSUE

Naming the issue/situation may be also called naming the issues/struggles (Barndt, 1989). As with all other phases of structural analysis this is a crucial phase and one that must be given careful consideration. This phase is one where groups may become impatient and may want to move onto analysis rather than taking the time to clearly identify what the issue is about. This phase involves a careful exploration of the issue/situation in order to ensure that all participants are clear about what it is they are working on. If this phase is not carried out adequately, analysis will be more difficult; indeed this phase may need to be returned to if not carried out effectively in the first instance. The process may also identify that people have a different understanding of what the issue is and given that they have to clearly identify their committment to the issue at this stage they may decide to leave the group. This is not to be seen as a negative action as it is important to have fully committed people involved in working for change.

The first phase in identifying the issue is to explore on what level the issue is situated. The following diagram is helpful for this.

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IDENTIFYING THE LEVEL - WHERE IS THE ISSUE SITUATED?

COMMUNITY/NEIGHBOURHOOD

GROUP
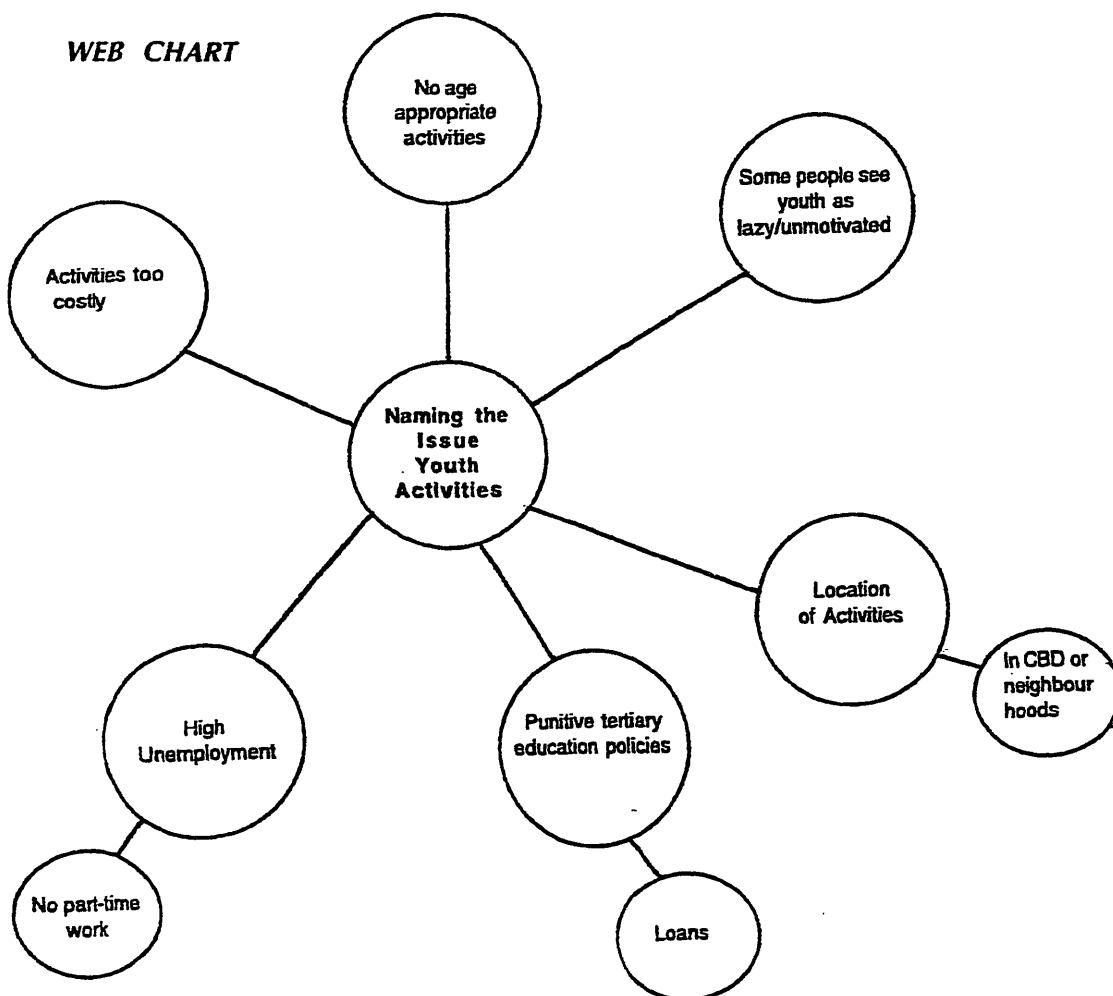
INDIVIDUAL

NATIONAL

INTERNATIONAL
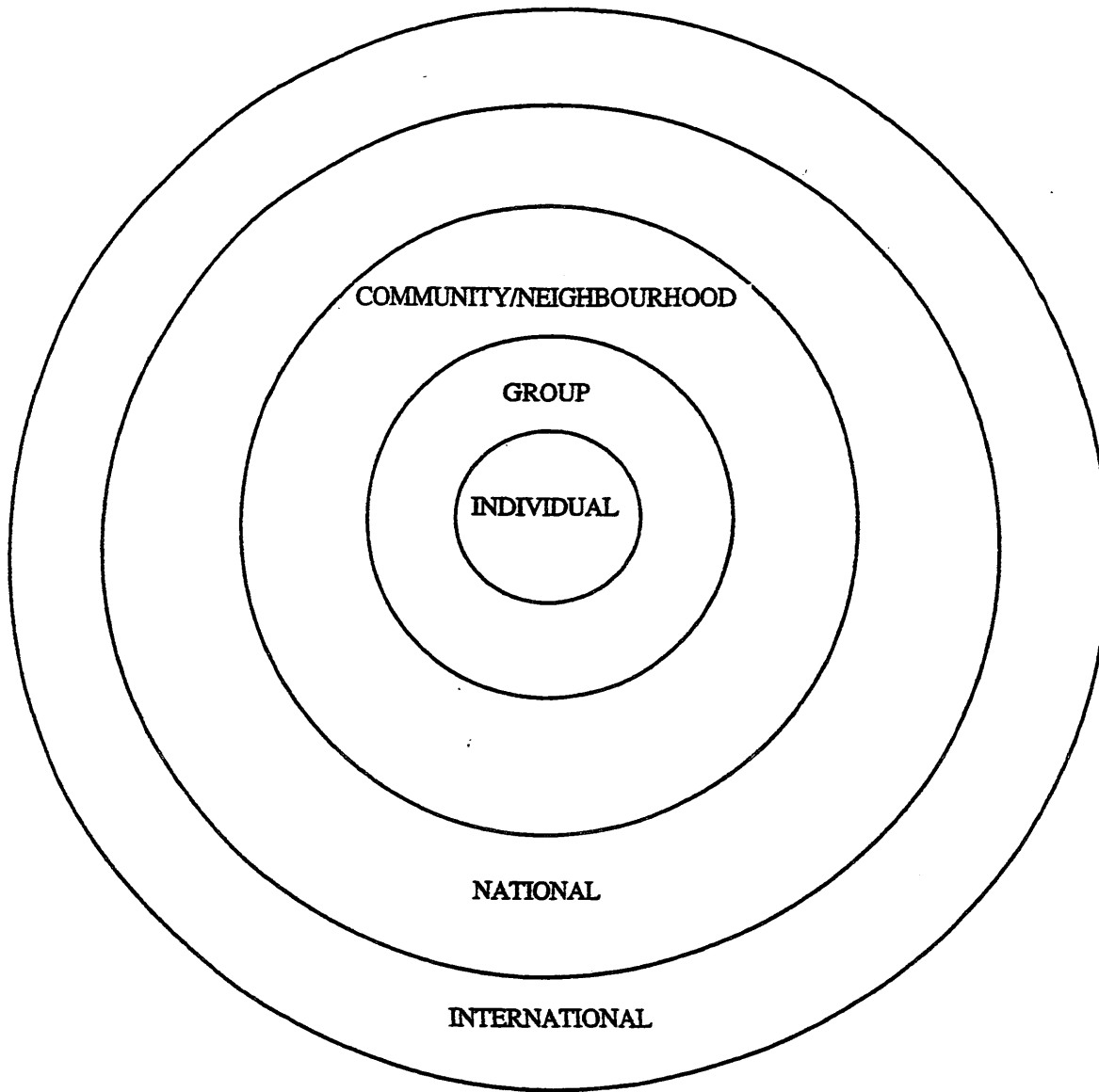
As you can see in this diagram, one can quickly ascertain the level/s at which the issue is situated. For example, we have used this process with community groups to identify whether the issue concerns just their neighbourhood or may concern all of the Palmerston North community, such as activities for youth.

We use the following steps to identify the issue and its key components:

• We ask each group member to outline what they see is the issue and its key components. To do this we use a brainstorming session. It is also useful to use a web chart in this process. When brainstorming we ask group members to be very creative and to identify all aspects of the issue. We use the web chart in the following way:

WEB CHART

No age appropriate activities

Some people see youth as lazy/unmotivated

Activities too costly

Naming the Issue . Youth Activities

Location of Activities

In CBD or neighbour hoods

High Unemployment

Punitive tertiary education policies

No part-time work

Loans

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The spokes of the web describe how each group member sees the issue. This enables the group members to clarify and clearly define the issue. It is important for group participants to make effective use of the web chart. This may mean developing a number of layers where initial points are thoroughly unpacked and analysed. This may require a number of layers emerging from each spoke and the points within these spokes being analysed to their logical conclusion. For example, in the above web chart readers will see a number of layers being analysed and explored. Using the issue: appropriate activites for youth/rangatahi in Palmerston North, we can see that there will be a number of perspectives on this issue. For example, one group member suggested that all activities for youth should be located in local neighbourhoods so that they are kept out of the Central Business District (CBD). However when unpacking this issue and identifying the key players it is clear that this may be in the best interest of businesses but not of the youth/rangatahi.

• Another important step in the process of naming the issue is to identify the opposing interests surrounding the issue; such as who is supporting change and who is likely to oppose change. Taking the above example we can see how the web chart has identified opposing interests. For example, the business community may want youth out of the CBD, where as youth may want to carry out their activities in the CBD such as skate boarding, driving their cars around the square (having boy races-as it is called in Palmerston North) activities associated with pubs, clubs and movie theatres, or just hanging out.

⊛ We also find it useful to ask groups to identify the historical background/journey of the issue. We find that this process can be assisted by the use of either brainstorming or the use of a historical time line. Historical timelines can be conveyed in a number of ways. These include:

* Dateline continum stating key dates, events and actors. This may also include identifying key decisions and policy implementation over time. For example, documenting the process of decisions surrounding successive local authority annual plans.

* A pictorial representation also works well given that there is often a creative person in the group who is able to visually represent data. Some people find visual representation easier to absorb and understand.

* We also use action methods to convey historical events. These maybe used in conjunction with the above tools but we find that getting people to move around the room and to physically convey ideas may unhook them from 'getting stuck in this process.'

* Another key step in this phase which leads to the next phase of analysis is using the above tools to identify the causes that have contributed to the existence of this issue. Barndt (1989) uses a Tree metaphor to identify key elements of an issue. We have used the tree to identify the contributing causes of an issue. For example, using the issue of activities for youth in Palmerston North, the pictorial representation of a tree provides a graphic representation of documenting the key causes. The roots of the tree could represent fundamental and broader causes, such as the plight of youth in Aotearoa/New Zealand (unemployment, youth suicide); the trunk could represent the wider issues of youth in Palmerston North (a dearth of activities for all youth); the branches could represent the groups impacted upon by this particular issue (youth in the CBD, businesses in the CBD). Remember that the focus here is on causes and consequences. For example, group members need to constantly ask themselves 'why' questions, such as why are there few activities for youth in Palmerston North, how did this arise and what are the consequences for youth?

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TREE METAPHOR

Youth in the CBD

Business in the CBD

Dearth
of
activities
for
Youth

Unemployment

Youth Suicide

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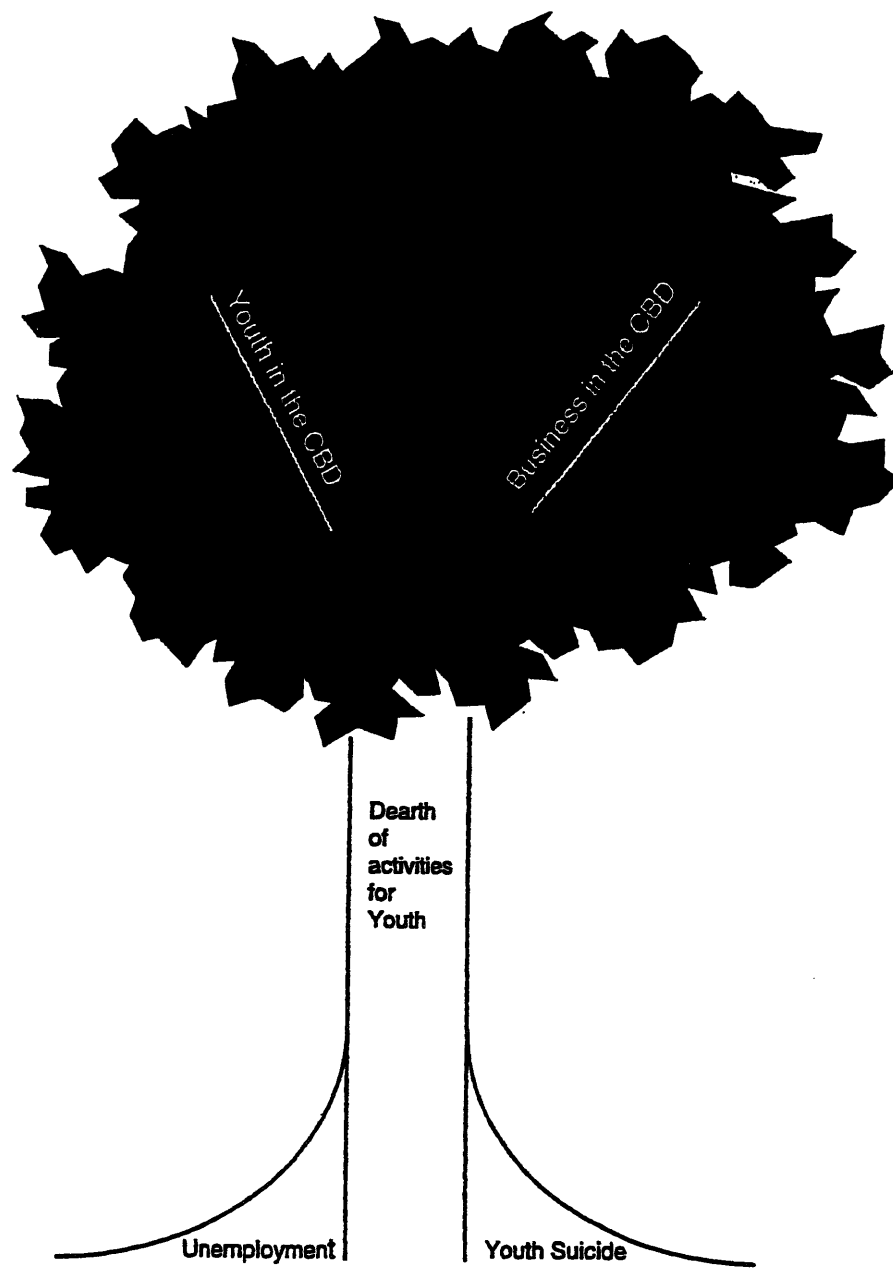
* Another key phase involves asking the group to identify how long the issue has been a concern and whether in fact groups need to turn a situation into an issue that can be addressed. One of the big challenges for community workers is to harness the energy of a wide range of people in order to gain agreement that an issue does exist and requires attention. For example, in the early days of Women's Refuge, women spent much time encouraging others to see that there was an issue of domestic violence at a time in history when this was a hidden issue in our communities. This process also helps the group come together and build cohesiveness and a committment to work on a particular issue. All the steps listed in this discussion contribute to the harnessing of energy and the building of committment.

* The final step in this process is to bring together all of the information generated by the above activities in order to clearly and precisely name the issue. The goal of all of these activities is to clearly name the issue. It should be apprarent that this phase is vitally important for ensuring the success of subsequent phases. If this process is not done well energy in the next phases will be misused and dissipated as participants try to grapple with what it is they are trying to work on and why they have become involved in the change process.

It is important throughout this process of naming the issue that group members remain focussed on the task, that is to define the issue they will be working on in order to bring about change. Creativity should not become the end in itself and subvert the need to clearly identify the issue in order for the group to move onto the next phase. We also cannot over-emphasise the importence of group process in this phase. Group members must be prepared to critically reflect on their commitment to the group and keep focussed on the task and meet the timelines for completing these tasks. The next phase is that of analysing the issue.

ANALYSING THE ISSUE/SITUATION

The next phase of structural analysis is to spend a considerable amount of time analysing the issue in order to build a foundation for identifying strategies for change. As with other phases this phase must be carried out carefully and thoroughly. Groups should not move on until they have analysed all aspects of the issue/situation.

This phase brings together the first two phases in that the analysis draws on the personal journeys and stories of participants and places these alongside the issue and how this can be addressed. In other words the resources and solutions for dealing with the issue derive from participants' experiences and from wider factors such as the strengths provided by communities, neighbourhoods and other groups. We have found that the locating ourselves phase and the activities included within this, provide strength for the participants to address difficult and sensitive issues. The strength gained from naming one's story and reclaiming one's past in terms of its links with structural issues can provide energy for participants to harness in order to analyse issues and bring about change. For example, the decolonisation process for Maori can include telling and believing our own stories, putting right our own history, and finding the solutions within these by drawing from the strengths and achievements of our tipuna.

This phase of analysis then draws upon the information generated in the first two and as mentioned in the introduction to structural analysis, participants will continually return to this information as they carry out the analysis. For example, this phase and the analysis builds upon a clear definition of the issue. Working with groups on structural analysis has been challenging, exciting and at times humbling as on many occasions we have found the process providing triggers for people as they recollect issues, and stories from their own life. We cannot emphasise enough how important it is to go at the pace of the group and to take time to celebrate the AHA experiences but also to reflect on the challenging and at times painful experiences of group members. All of these factors contribute to the analysis and help ensure that the analysis is comprehensive and unpacks the issue from a number of perspectives. This includes a constant interchange and linking of personal troubles to public issues. Given this it is important that at the establishment phase of any group that one talks about the pace of the group. There may at times be triggers for people in the group which will require the group to slow the process in order that all group members remain engaged.

We use the following processes to carry out the analysis of an issue. The reader will note that there is a wide range of processes and tools that can be used in analysing the issue and assessing the forces for change. We present some of these here but also encourage the reader to develop their own as the options for analysis are limitless.

We begin with the community profile given that this provides foundation material upon which other processes and tools can draw upon. It is important to note that community profiles can be used in all aspects of community work, and we would encourage all community workers who are starting out in a community to use this tool in order to understand all aspects of community life. Community profiles have a particular use in structural analysis in that they provide an understanding of the context in which the issue is situated. For example, if one was working on an issue such as sole parents and their access to community resources, one would focus the community profile on this particular population. The profile would enable the group to understand the daily lived realities of sole parents in a particular community and would identify the issues particular to that community or issues that are relevant to sole parents at a level which is wider than just that community. The key elements of the community profile are:

- History: This links to the historical analysis used in naming the issue. It includes identifying the historical antecedents/causes of an issue and has a particular focus on locating the issue within a geographical location. For example, if one was attempting to understand the experiences of disabled people within a particular community, a historical analysis would assist us to understand the position of this group in this community over time. In order to carry out an appropriate historical analysis, groups will need to use official data such as statistics and should also utilise other data sources including listening to the stories of community participants. Media archival sources can also be useful such as newpapers, television/radio and community newsletters.

- Population Profiles: Understanding the nature of the population is a crucial component of analysis. This includes demographic data as well as data that assists groups to understand how many people are affected by a particular issue. For example, a community could identify the need to set up a whanau centre to provide a range of services to Maori people, and to have a presence of Maori people in a particular community. In order to identify the most effective location for this one would need to identify numbers of Maori people, age, geographical location and population stability (for example are Maori moving into or out of the area and is the Maori population likely to remain stable or increase). Additional data could also be useful when

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attempting to understand the nature of the population, such as socio-economic status, health status, educational attainment and other issues such as housing. As with the historical analysis population profiles can include statistical and demographic data but also data received from community memebers via interviews, newsletters, attendance at meetings and so on.

- Physical Surroundings: In undertaking a community profile there is also a necessity to see how well the community is resourced in terms of physical surroundings. One of the most effective ways in which one can gain an understanding of this is to actually drive or walk around the community identifying the physical environment. For example, trees, streams, parks; the conditions of the roads, the lighting, the footpaths and, access to the neigbourhood as well as within the neighbourhood to various parts of the community. Other aspects to consider include the physical make-up of the community:residential/industrial/commercial,traffic volume/roading/ transport/ flooding, density of the neighbourhood, types of housing. Talking with those in the community will often identify the issues in connection with the physical surroundings. An analysis of the physical surroundings of a community can contribute new information and understanding about the issue. An excellent example of this is: students who undertook this exercise in the local community, identified an issue concerning the trees located in a shopping centre. This issue when explored further exposed conflict between those who wanted more trees in the area and those who felt that falling leaves were a total nuisance. This consequently led to a much fuller debate about how to improve the surroundings of the shopping centre and other areas in the community. This included bringing into the debate other groups such as the local authority. What started off as a seemingly small issue became a catalyst for dealing with larger issues such as the links between local authorities and neighbourhoods and the resource provision to neighbourhoods and the responsibility for this.

- Community Networks: Exploring community networks is a key component of undertaking a community profile. This includes identifying local activities and resources especially those that contribute to the building of a strong community spirit. In carrying out an exploration of community networks, one must firstly document what already exists (community centres, recreation facilities, sports facilities, churches, schools, libraries, marae, shopping centres and so on) and then carry out an analysis of how

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effective these networks are. In order to do this one must investigate all aspects of the community and link into the networks that exist within this community. For example, attendance at community meetings, talking with local people and reading local newsletters and other information are key processes for exploring the existence and effectiveness of community networks. Throughout this process it is also important to identify the issues present in the community and to ascertain how people feel about the community. Writers such as Elliot et al (2000) talk about the importance of understanding how the capacity of a community to provide support can be measured. The challenge for community workers may be to work with the community to find ways to enhance this capacity. Other authors refer to the community's capacity to care and the networks within this community as social capital (See Robinson 1999 for a further discussion on this).

- Social and Related Services: Another key aspect of building a community profile concerns the identification of social and related services. These may include:

  - Social services (social and community work agencies);
  - Maori organisations (whanau centres, iwi services);
  - Health services (public health nurses, medical practices, plunket);
  - Education services (early childhood, school, alternative educational services).

The above represent a few of the services that may be present in the community or can be accessed by community members. As with community networks, access to social and related services is a key issue. In order to understand the impact of social and related services on community life, one must explore whether community members utilise these services and whether they are an integral part of the community. Some services may be rejected by community participants. For example, communities may not wish to have a prison or similar facility located in their community. Another key question relates to exploring the needs of the community in terms of the request for additional services. For example, a community may become involved in fighting to retain the local plunket organisation within their community. Another key question to explore is: have the resources in the community matched the population growth. For example, are there enough educational resources such as schools, early childhood centres?

We argue that effective community workers know how to carry out community profiles as a beginning phase in the analysis of an issue. In order to carry out successful community profiles, community workers should be observant, be in the community at different times, be at different places in the community at different times, should know how to talk to the local people, should read noticeboards, should get involved with local activities, should walk around the area, should know how to door knock and discuss issues (where approriate), should read newspapers and newsletters, should listen to the local news, and finally learn how key organisations such as local authorities impact on local neighbourhoods. Be nosey, ask questions, be creative and do not hesitate to get involved.

THE WHO DUNNIT EXERCISE

The goal of this exercise is to identify the key actors involved with the issue. The following questions can be asked:

- Who is involved?
- Who benefits from maintaining the status quo?
- Who looses from maintaining the status quo?
- Who has the power to contribute towards bringing about change?
- Who supports action for change?
- Who is likely to block this action?
- Who is apathetic, uncommitted, has no opinion?

We find it useful to use visual representation to demonstrate the above information. One of the exercises we use is to ask participants to put circles on large pieces of paper which represent the above questions. This is done as a brainstorm exercise. Once completing this participants are asked to make links between the circles. For example, someone may benefit from maintenance of the status quo but is also prepared to be involved in social change so that equity and equality is achieved. Further information may also be required in order to complete this exercise. For example, do people switch their allegiances over time, can people be persuaded to change their position, and how can the energy of those supporting the action be harnessed in the most effective way possible?

This exercise can also be carried out by physically sculpting the circles. For example, group participants locate themselves in particular parts of the room in order to represent the forces for and against a particular issue. This can be an extremely powerful tool in that it physically and visually shows how challenging

the achievement of change may be. It gives a good indication of how much work may need to be done in order to address the issue. For example, if most of the participants are located in the circle which represents those forces against bringing about change, the group will be keenly aware of how much work will be required on this issue. This exercise is an adaptation of force field analysis which also pictorally represents forces for and against an issue (see Barndt, 1989: 38-41). This exercise is very useful for identifying how to build alliances between groups in order to address an issue. It is an excellent process for identifying commonalities between diverse groups and working collectively to bring about change. Our students have also diagrammatically used the symbol of a fence to show who is "apathetic" about the issue, who has strong views and who "sits on the fence". They visually represented this by drawing a fence and also sculpting this with group members representing the various positions. This was an effective strategy for unlocking creative ideas about the issue and identifying key players.

THE SKIPPING STONES EXERCISE

This exercise explores the issue in its wider context and provides valuable information on how the social change process can be organised. This requires an ability to stand back from the issue and identify where the challenges and support are situated. It also involves linking personal and micro issues to macro issues. We use the metaphor of skipping stones to represent the concentric circles/layers that surround an issue. The skipping of a stone on a river creates concentric circles that interweave with one another. This exercise is best illustrated with an example. As with other exercises groups use large pieces of paper and are creative in the implementation of this exercise. Key elements for the diagram include:

Middle circle:	Development of a Kohanga Reo at Massey University.
Next circle:	The wider Massey University community. This level includes the people, the structures and the policies of the community.
Next circle:	Local community involving other Kohanga and Kura which are supportive of this initiative.
Next circle:	National Kohanga Reo Trust.
Next circle:	The Government's policy including education, welfare and health.

The group once having identified the circles spends time linking the circles and identifying which are pertinent to the particular issue. This also includes identifying at which level the group may intervene.

WEB CHART

The web chart was discussed in the section on naming the issue but is also an effective tool which can be used in analysing the issue. The key areas in which it can be used are as follows:

- to identify the causes of a particular issue. For example, why are youth committing suicide in higher levels in a community?

- to identify the consequences of a particular issue, for example the closing of a rural hospital. The consequences to the local community in terms of not being able to access adequate health services would be identified in order bring people on side with the issue.

- to identify the positive outcomes of achieving change. For example, identifying the contribution change can make to a community.

- it offers the opportunity to further unpack the issue in more detail. It ensures that all aspects and levels have been explored. It guarantees that all required data is collected so that those involved in social change receive no surprises. What this means is that the analysis is carried out in such detail that planning for change can be more effectively organised. Careful analysis using tools such as web charts prevent 'knee jerk' and 'adhoc' decisions that can result in embarassing dilemmas for those involved in social change. This relates to the principle of least contest where one should use all possible mechanisms (such as complaint procedures) before loading 'one's cannons'. For example, one of the groups we worked with had problems with people 'jumping the gun' before having all their facts at hand. They called us in to assist them to carry out an analysis where we used a web chart to ensure that they had collected all the required information on the issue before embarking on planning for change.

- the web chart can also be used as another tool for identifying key actors involved in the issue.

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We have found that groups can always find new and innovative ways in which to use a web chart to assist them with the analysis of an issue or situation.

OTHER USEFUL EXERCISES

BALLOON EXERCISE

When groups are 'stuck on' a particular point of discussion we have used the balloon exercise to identify the key aspects of the issue. These aspects are written on balloons which are then read out by group participants and discarded or retained depending on whether they make a contribution to furthering the productive analysis of an issue. Balloons are discarded if they do not contribute to the overall analysis and divert the group's attention away from the issue at hand. Another way in which we have utilised this process is by using two kete and pieces of paper, with one kete having the ideas that will be retained and the other kete having the ideas that will be discarded.

JIGSAW EXERCISE

Another useful exercise to identify the key components of an issue is to construct a series of jigsaw pieces using large pieces of cardboard. The pieces are cut out and sorted into categories according to which aspects of the issue they address. This is a useful exercise to use in conjunction with the skipping the stone exercise in that the jigsaw pieces can represent the layers and concentric circles. In 1999 we used this book as a teaching guide in our work with students. Many used the jigsaw to organise their ideas around an issue. For example, they demonstrated the complexity of an issue by allocating an aspect of an issue to a jigsaw piece. All the pieces needed to fit together and gave a visual representation of each aspect of the issue. Once an issue was successfully addressed it could be added to the jigsaw.

CONSTRUCTING WAIATA/POEMS

If you are 'stuck on' an issue, then writing a waiata or poem that depicts the issue is often a good means of getting a group unstuck. Not only does it allow you to step back from the intensity of the issue for a time, but it also allows you to creatively look at the issue from a different light.

STORY TELLING/SCENARIO WRITING

This is another variation of the above. This closely relates to and can lead into planning for change. Group participants are asked to write scenarios about the issue and how it could be resolved. We often combine this exercise with socio-drama and role plays where participants are asked to act out the story or particular aspects of the story. By doing this they can also act out possible endings for the story and present a range of versions of how different groups may see the issue and possibilities for change. Questions such as what if this happened or what would be the result of this action, are used to guide the story and scenarios. Key actors can also be identified in this process. Their roles in hindering or enhancing the change process can be explored as part of a story.

DRAMATISING THE CONTRADICTIONS

This relates to the above and involves the use of drama to depict contradictions and identify opposing interests (Barndt, 1989:43). As with the other exercises listed this functions to provide alternative perspectives on the issue and to move the group from a fixed position to one where they can think more freely and creatively. A group of students in our 2000 class used drama to highlight the issues for youth who had offended. After spending time in a residential facility they were attempting to re-integrate into the community. The drama highlighted the issues for these youth and the community.

The next phase of structural analysis is developing strategies for change and planning action to which we now turn.

REFLECTING ON PRACTICE

1. Identify why it is essential to name and define an issue before moving onto the analysis of an issue.
2. Take a scenario/case example with which you are currently involved or where you think some action would be organised. Use some of the tools above to analyse the key components of the issue. Include a community profile in this exercise.

CHAPTER SIX

STRUCTURAL ANALYSIS-STRATEGIES FOR CHANGE

In this chapter we discuss the final phase of structural analysis and explore how to develop strategies for change. This includes a discussion on action reflection which is a key aspect of the evaluation of analysis phase of structural analysis. This provides a way of ensuring that the effectiveness of strategies for change are monitored and evaluated.

DEVELOPING STRATEGIES FOR CHANGE

The following key questions should be taken into account when developing strategies for change. We have included under most questions practice examples in order to identify the tools to be used in developing strategies for change.

- The first stage is to review all the data collected in the analysis phase in order to identify how this can be used in the change process. It is important to remember to progress slowly through this stage and give careful consideration to all factors identified in the analysis. We have found that groups may move quickly into strategies for change without basing these on a careful examination of the data already collected.

- The second stage is to develop long term goals and short term objectives. As the process moves on a number of points will be added to the goals and objectives. These include: timelines, key tasks, identification of those responsible for achieving these tasks. It should be noted that the identification of goals and objectives forms the foundation for this phase. We find it useful to put these on a large piece of paper for the group to continually refer to.

- Building on strengths and addressing weaknesses. A process for identifying the groups strengths and weaknesses contributes to the formulation of goals

and objectives. We find a simple brainstorm exercise useful in identifying strengths and weaknesses. It could also be useful to ask participants to provide scenarios where they successfully utilised their strengths or where they overcame weaknesses. It is also important to identify the strengths of the group as a whole rather than just the individuals within it. For example, using the media to document the successes of a group in order to educate people about the issue and to bring others on board. One of the strengths of the group and of the individuals within the group is to work with media to highlight the key aspects of the issue. This strength should be harnessed in order to minimise a potential weakness, that of the issue being hidden and not being identified by the community. Not only does this process build confidence within the group, but it also involves others in developing strategies for change.

- Identifying barriers to change. Closely related to the above is the process of identifying those factors that will inhibit the change process. Exercises to use include processes involving force field analysis. This includes identifying those who may support the change process and those who are likely to challenge it. It also includes identifying the factors that will interfere with or minimise the effectiveness of the change process. For example, lack of resources, time and energy. We also use a modification of the table metaphor (Barndt, 1989) to identify barriers to the change process. Here we use a dramatic representation and place a number of tables around the room. At one table we ask people to sit and represent the people that may act as barriers to the change process. At another we ask them to represent the resources (lack of) that will inhibit the change process. At another we ask people to represent factors such as discrimination, attitudes, ignorance, that is all those things that may prevent us from being enthusiastic about what it is we can achieve. At another table we ask people to represent the factors that impact on individuals in the change process. For example, these include time, energy, apathy, cynicism, and other factors that prevent group participants from being passionate and energetic about the change process. Another table could represent historical factors that may operate as barriers to change. For example, the community may feel that they have had no previous success in challenging the issue and question how they can overcome this in order to create possibilities for change. Group participants may think of other tables. Once all the tables have been identified, the faciliatator carries out a brainstorming exercise to see how the barriers may be overcome. In this process we use role plays and socio-

drama to practice how the barriers can be challenged in order to be overcome.

- Free Space. We base this example on the work of Barndt (1989). We use large pieces of paper to ask the group to identify where there are possibilities for change. A brainstorm exercise identifies all the possibilities and options that can be harnessed in order to identify key strategies for change. We encourage people to be creative in searching for options that may not have been previously viewed as offering possibilities for change. What happens in the change process is that people may become paralysed and overwhelmed by the complexity of tasks that need to be achieved. In the process of identifying what we call free space, we ask the group to identify small tasks that can be achieved immediately given that structures already exist to support these strategies. For example, making a submission to a local authority and using the official annual planning process may provide an opportunity/space to begin to have the issue placed on a public agenda. The achievement of these small tasks often gives the group the energy and impetus to then move onto the bigger issues. Prior to doing this the group may have been overwhelmed by the issue and not see any way through it. By taking this opportunity it is important to not rule out options that may have previously been seen as impossible, without exploring them fully. Working as a group and working creatively may in fact create free space and the energy to confront larger issues. In identifying free space one can systematically eliminate barriers and constraints by matching these with possibilities and options.

- Building alliances. One of the exercises we use to identify who may support us in challenging an issue and bringing about change, is the rivers and mountains exercise. The mountains provide a symbolic reference to those individuals and factors that may prevent change taking place or contribute to the maintenance of the status quo. However the rivers provide a symbolic reference to the process of finding pathways through the barriers. The river and its tributaries and streams symbolically refer to the groups who can be aligned with in order to bring about change. These groups may currently be part of another tributary or stream but can be brought back into the main river in order to challenge the issue at hand. Once the issue has been challenged and change has been brought about these groups may return to their own tributaries and streams and continue with their issues and change process. Moreover we may then join them in their struggles given that their struggles are likely to have similarities to our own. This exercise is carried

out by physically sculpting the mountains, rivers, tributaries and streams. People are physically moved around in order to show how alliances are formed.

- Maintaining energy levels. We utilise a number of exercises in order to maintain the energy level of the group and their willingness to remain involved in the change process. We also use a river metaphor for tracking the change process. Sometimes the river moves quickly and tasks are achieved efficiently and effectively. Sometimes the river moves slowly, energy levels wane, and the achievement of tasks may be difficult and create frustration for the participants. In line with this strategy we also encourage those groups who may be 'stuck' to return to the analysis phase in order to generate new ideas and options for developing strategies for change. This is also a time when we may involve the group in a different activity. For example, waiata, telling stories, doing something physical or just taking a break from the process and reconvening at a later date. We must give credit to our students who have been creative in using a mountain and river exercise to track progress on an issue. The changes to the river's flow was used to track cycles in a group's work on an issue. For example, drought, heavy rainfall and flooding, ebbs and flows through the terrain, dams and debris and tributaries feeding the main river to name a few. The symbol of building a mountain and identifying the geological changes such as volcanic activity and erosion and so on, can be used to depict the energy levels in a group and group developmental phases as they progress through an issue. For example, a group graphically demonstrated group progress and group phases in the following way:

Conflict	volcanic activity/eruption
Low energy	erosion
and members	
leaving the group	
Connections with	mountain range
other groups	
High productive energy	colour of mountain (bright colours)
	and lush vegetation

- Identifying the consequences of strategies. It is important when identifying strategies for change that the possible consequences, both positive and negative, are carefully considered. While we may successfully achieve change this may have negative consequences in some areas. For example, a

group of women may be successful in bringing the issue of domestic violence into the public arena. However, this may in turn create issues of safety for these women in that they may be the target of negative comment/action by groups who feel threatened by their challenges.

- Connecting with other change processes. Another important strategy is to identify how an issue may have been successfully resolved in the past or in other situations. It also includes identifying whether other change processes can be harnessed to assist our own and to explore how other possibilities can be captured. For example, when we are beginning a structural analysis process with groups we ask them to identify who else has been involved in the issue in the past, whether the issue was successfully confronted and whether change had been brought about. We also ask them to brainstorm where the issue may be being confronted in other locations and situations. We also ask them to identify where the issue fits in larger change processes such as national and international issues. An excellent example of this is the current changes to the funding of tertiary institutions. While individual tertiary environments may choose to launch local change strategies and initiatives, it is important to link these to national initiatives and to harness existing structures such as tertiary staff and student unions. A key strategy in this change process may also include preparing oneself for taking advantage of a shift in policy created by a national election and a new government. This example also links to our previous strategy for identifying the spaces wherein change can take place. A historical example of this is the acknowledgement of Whare Wananga in the Education Act which has now enabled the Whare Wananga around the country to challenge the protocols for funding tertiary institutions. Those implementing local initiatives harnessed the changes happening on a national level in Maori education to push for change in the tertiary environment.

- Using props to find creative strategies. One of the exercises we use on a regular basis is to ask groups to brainstorm all the possible strategies for change and to write each one on a piece of paper. Each one is then placed in a kete. The facilitator takes each one out and discusses each strategy with the group in terms of possibilities and options. As each strategy is accepted as a possibility they are matched with a particular aspect of the change process and placed on the timeline of goals and objectives. For example, we have used this activity with a group who were challenging government housing policies and their impact on a local level. The group were unclear about whether to challenge the policy itself on a national level or to

challenge its implementation on a local level. By using this example we were able to show that both were important and could be linked to particular aspects and strategies involved in the change process. Another important example involves a group looking at the development of iwi social services. This exercise may be beneficial in clarifying for the group about whether they focus their energies on simply establishing local initiatives or whether a part of their development is also about challenging policies and directions at a national level. This process is extremely valuable if the group is 'stuck'. The facilitators role is critical here in ensuring that all members participate and that all possibilities are carefully considered before being accepted or discarded. It is also important that the strategies are linked to a key aspect of the change process in order to ensure that all options are fully explored.

- Identifying what is important. It is important to note that throughout the process of developing strategies for change that all group members take responsibility for keeping the group on track. This includes being clear about what goals and objectives are important and the effective tasks that can be used to achieve these. Groups must be prepared to discard those goals and objectives that will not contribute to the achievement of change. This involves courage and a committment to being reflective about the group process. An effective change process requires participants to be clear about the risks they are prepared to take, to be creative and imaginative and to be self reflective. Participants may not always be clear about the consequences of being involved in change and how this feels, particularly if the consequences are extreme. However on the other hand being too cautious and not being prepared to examine all options may prevent risk taking and stifle creativity. This may result in a group choosing goals that while achievable may not contribute to positive and lasting change.

- The next section will examine action reflection and will extend some of the previous discussion.

ACTION REFLECTION

A key aspect of planning for change is to continually reflect upon one's actions and the outcome of these. We encourage groups to reflect on the strategies for change so that these can be 'tested out' before implementation.

One of the strategies we use in the process of action reflection throughout all the phases of structural analysis, is to ask the group to identify at which points they will stop the group process and discussion in order to reflect upon the tasks achieved and on group process. We often use physical props in order to make this happen effectively for group members. For example, we ensure that part of the role of the facilitator is to provide opportunities for time out for the group to reflect on group tasks and processes. Strategies for action reflection include:

- mapping out achievements on large pieces of paper and also identifying the areas where achievements have not been made.
- appointing someone in the group to act as the caretaker for reminding the group about long and short term goals.
- keeping diaries and log books which clearly identify strategies and processes for achieving goals.
- utilising the group process to undertake an exercise which allows the group to reflect where they are at that given moment in time. What have they achieved and how far do they still have to go? For example, doing something as simple as a round which will extract comments from each group member.

Action reflection is critical as people/groups may become so entwined in their issue that they do not create the opportunity to step back to see the processes in action and the influence/implications of outside factors on the group and the issue.

It is important to note that the tools of analysis used in the other stages of structural analysis can also be used in action reflection. For example:

- identifying key players for and against the issue.
- historical timelines-these can be used to monitor at what stage the issue is at.
- web charts-these can be used to identify the consequences of actions.
- role plays and pictorial representations- these can be used to track and reflect on strategies.
- vision exercises- these are used to ensure that the vision of the group (this is likely to be broader than any single issue and will identify long term aspirations) is always kept in mind when working on strategies. We use a vision gallery (bringing together a range of visions and representing these pictorially, through scenarios, prose, music and poetry) to identify the visions group members wish to achieve. Vision building takes time and on-going reflection assists in making the visions of groups realistic. It is also

'moemoea'. It is useful to write down the vision so that other groups can see where you wish to be in the future. One of the groups in our 2000 class wrote down their vision of what a school without bullying would look like. This guided their strategies for change.

PLANNING, MONITORING AND EVALUATION

Planning, monitoring and evaluation are critical components of the process of structural analysis. No matter what the issue, this should be situated within a framework that includes ongoing planning, monitoring and evaluation. We have found the following points to be useful when carrying out these tasks.

PLANNING

We use planning to describe the planning associated with a particular issue/project and also to describe the planning with which groups must engage in order to be reflective and responsive in terms of community development practice. Planning involves identifying long and short term goals and mechanisms for achieving these. These should be documented and agreed upon by all group participants. The tools used in developing strategies for change and discussed above are also relevant for the planning process. The point we wish to emphasise here is that effective planning is essential if strategies for change are to be successful. We encourage groups to document planning processes and to keep records that adequately reflect group processes and strategies for analysis and change. This enables processes to be monitored and modified as necessary. We are continually surprised by the absence of adequate planning in some community groups/agencies. We strongly encourage community groups to set aside time for planning as this will enhance their effectiveness and ability to remain responsive.

MONITORING

This is closely related to action reflection but in this instance we use monitoring to refer to the ongoing mechanisms that community groups use to monitor all their community development practice. The vision identified by a group will be used as a guide to develop mechanisms for monitoring practice. These should be decided on at the beginning of each new project and at the establishment phase of a new community group. This is one of the areas that community groups often fail to address. In order for monitoring to be effective specific

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mechanisms should be adopted and the group should have a commitment to ensure that these are fully utilised. For example, one of these is the use of a log book to record weekly activities. This can then be used as a part of the reflection process when groups are monitoring their progress. Monitoring includes a description and process record of activities combined with an analysis and reflection on these. We encourage groups to share this task to ensure that adequate information is recorded in order that effective reflection can take place.

EVALUATION

This is a more formal process and as with monitoring should be clearly defined at the beginning of a project or the establishment of a new community group. The group should decide how they would like evaluation to take place and how regularly this should occur. Evaluation should be appropriate for the setting and all group members should be in agreement with the procedures adopted. Shaw and Lishman (1999) and Patton (1990) provide excellent discussions on the range of evaluation protocols and procedures that can be used by organisations and social and community work practitioners. Shaw and Lishman (1999) argue for an approach that views evaluation as an integral part of practice.

It is important to note that evaluation carried out in community development projects should be guided by the community development principles outlined in Chapter Two. Evalaution should be inclusive and empowering. We have used a range of evaluation approaches. These include evaluations where questionnaires, statistics, and interviews are used to extract a range of data about the community project or group. We have also used methods where the evaluation is carried out via free-ranging focus group discussions and which encourage the group to direct the evaluation processes and identify their own questions for review. Many Maori hui will use this latter form of evaluation as it fits well with tikanga in terms of the running of hui. Evaluation procedures will be the most effective when the group is cohesive and in agreement with the vision for change.

It is to a discussion of group processes and the resolution of group conflict to which we now turn.

REFLECTING ON PRACTICE

1. Think of an issue with which you are currently involved and identify how strategies for change can be formulated. What are the key questions to consider in this process?

2. Why are action reflection, planning, monitoring and evaluation key components of change processes, community groups and projects?

3. Key factors of evaluation – reflect on these:

   • How are service users involved in the evaluation

   • What is the purpose of the evaluation? Who has commissioned the evaluation?

   • How will the evaluation findings be utilised?