

# The Concept of Socipe in Societal Planning: An Historical Approach

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*This paper presents a new theoretical framework that has been explored through historical methods. The Socipe framework combines Podgórecki's Sociotechnical paradigm with the communication aspects of the diffusion process. The Socipe framework follows the decision making process of a Government for a Socipe decision. A Socipe decision is conceptualised here for the first time and is a macro level decision which affects every group in the society and in which other environmental and social factors are independently facilitating the same sought after change in behaviour. Historical methodology and methods have been used to illustrate the Socipe framework in the context of the deregulation of shop trading hours in New Zealand.<sup>1</sup>*

The introduction of Sunday trading in a country like New Zealand (NZ) is hard to think amazing in retrospect, but at the time was something quite out of character for the country. As one argument against Sunday trading went 'The Bill will mean a fundamental and major transformation of the NZ weekend. To that extent it will have a significant impact on the overall quality of the NZ way of life'.<sup>2</sup> In 1989 there was almost no support for the shop trading hour deregulation Bill when introduced, and yet it was enacted in 1990. Now it is an oddity, especially in big cities, for shops to close on a Sunday. So how did a country like NZ, who valued weekend sport and family time as well as the 40 hour working week, come to a 24 hour 7 day retail trading situation? This question is addressed here through the historical analysis of the development of shop trading hour laws in NZ.

The final decision to introduce Sunday trading in NZ (as epitomised in the Shop Trading Hours Act Repeal Act 1990) represents the culmination of the Government's societal plan regarding shop trading hour deregulation. The evolution of shop trading hour legislation is of particular importance to groups in societies who would wish to influence a Government's societal plan.

This article first explains a new concept – Socipe. Socipe is a term that stems from the social change literature. It refers to the set of Government actions that shape one aspect of society. It is the implementation of a societal plan, their social recipe at a macro-level. The concept is expanded through the conceptualisation of the Socipe Decision-Making Process (SDP) which is undertaken in deciding each action in the societal plan. The purpose of this article is to explore the functioning of the SDP through a real life illustration. Another area applied in the SDP is diffusion. Diffusion highlights when and which marketing techniques to use to influence the Government's decision regarding which intervention to implement.

The final analysis explains and illustrates the SDP using the context of the decision to introduce Sunday trading. This paper uses an historical approach to analyse the changes in shop trading hour laws in NZ and pays particular attention to the introduction of Sunday trading. The historical approach is necessary to be able to take into consideration all of the contributing factors which make the complete Socipe, both Government instigated and independent factors facilitating the outcome sought by the Government. There are many implications of the application of the SDP to shop trading hours legislation. First, the application highlights the importance of undertaking each stage completely before moving on to the next. Secondly, the influences on the SDP from stakeholders is uncovered. Thirdly, points at which the most influence can be gained are addressed.

The following sections first introduce and justify the term Socipe and the Socipe Decision Making Process (SDP). An overview of the complete historical narrative for shop trading hour laws is presented to illustrate the SDP. Implications of this illustration are then discussed.

## Socipe Defined

Original conceptions of Government instigation of social change through social planning have changed to be viewed as a form of control. This conception of a Government 'controlling' its society is unrealistic in a democracy. A new concept regarding Government programmes which intervene in their society to bring about order, safety and health for their people is Socipe. The term is derived from the social change literature and is a combination of the word 'social' and 'recipe'. Socipe encompasses (a) one or a set of macro level decisions which affect every group in the society *and* (b) other environmental and social factors independently facilitating the same sought after change in behaviour. The concept of Socipe acknowledges that it is impossible to completely control and shape an aspect of society. Instead, it is a social recipe.<sup>3</sup>

This means that while one particular end societal outcome is sought, there are many variables which may be addressed to achieve it and the exact outcome cannot be predetermined. However, some aspects need to be present such as certain environmental factors that independently facilitate the outcome. These factors would be different for each context. Possible factors are: legislation, education, funding, social marketing, economic factors, and a general behavioural and attitudinal acceptance of the change from the public. With Socipe, more than one factor may be addressed to increase the chances of success for the desired outcome. So a Socipe is the set of factors which lead to a certain societal outcome.

As the focus of this paper, further conceptualisation of legislation as a Socipe factor is needed. Not all legislation would be considered part of a Socipe. Legislation as part of a Socipe is different from general legislation as:

1. It is a law which aims to change the whole of society, not one group.<sup>4</sup>  
*and*
2. Surrounding social and environmental forces facilitate the law, increasing its probability of social change success, highlighting the match of the law with the values of the society.<sup>5</sup>

An example of a Socipe intervention would be subsidizing tertiary education to increase the skill level of the workforce, at the time of a recession, with high rates of unemployment. The subsidy itself would be the action undertaken by the Government to facilitate the Socipe of increasing the skill level of the workforce. Social and environmental forces that will facilitate the Socipe would be the lack of jobs, in the hope that the recession would be over once studies had finished. While this would not initially affect all of society (as not every group can gain university entrance), in the long term, increasing skill levels of the workforce will have carry on effects on the economy and all groups in the society.

A law that would not be considered Socipe would be introducing 20 free hours of child care to encourage parents to seek employment. It is not an example of a Socipe because though the intervention may ultimately affect all groups in society, there are no other social and environmental factors facilitating the behaviour. For instance, family benefit allowances may be higher than the wage which could be earned during the 20 hours

children were cared for, or parents may be forced to enrol their children in childcare for more than 20 hours a week to be able to take advantage of the 20 free hours. Without independent factors facilitating the behaviour this would not be considered a Socipe.

## The Socipe Decision Making Process

The SDP takes the methodological framework outlined by Podgórecki for sociotechnics, and integrates it with the innovation diffusion decision process. Podgórecki's Sociotechnical paradigm offers the decision stages while the diffusion process offers insight to the communication influences on the process.<sup>6</sup>

The Sociotechnical paradigm is the methodology presented by Podgórecki for instigating and analysing social change. The paradigm is in answer to similar models that also seek to apply social scientific findings to social change processes. Podgórecki argues that his model is best as it can be used at any point of social change, in any context, and at any level of intervention, while also being more realistic through assuming iteration between steps.<sup>7</sup>

To be able to uncover how society can influence Socipe decisions, marketing communication's role in Socipe decisions must be recognised. This understanding can be gained from looking at how marketing communications are diffused through the Government during Socipe decisions. Innovation communication can occur through change agents, opinion leaders and general marketing activities, and diffusion can occur through intended or unintended activities. Innovations can be defined as any 'idea, practice or object that is perceived as new'<sup>8</sup> if the individual has not yet formed an opinion about it. Sociotechnics and Diffusion theory are blended in the SDP presented in this paper.<sup>9</sup>

The SDP shows the progression of a Government's decision making process for legislation that would be considered one factor in a Socipe. Marketing communications and the mass media can be used with different emphases at most stages of the process. The use of marketing communications during the process serves to influence the views of the problem and action and thus try to influence the chance of adoption of the action. Marketing communications spread awareness and general information about the actions and can also represent evaluative information. They can be used by different stakeholders to influence the final interventions used in the Socipe. What follows is the explanation of the Socipe decision making process as shown in Figure 1.<sup>10</sup>

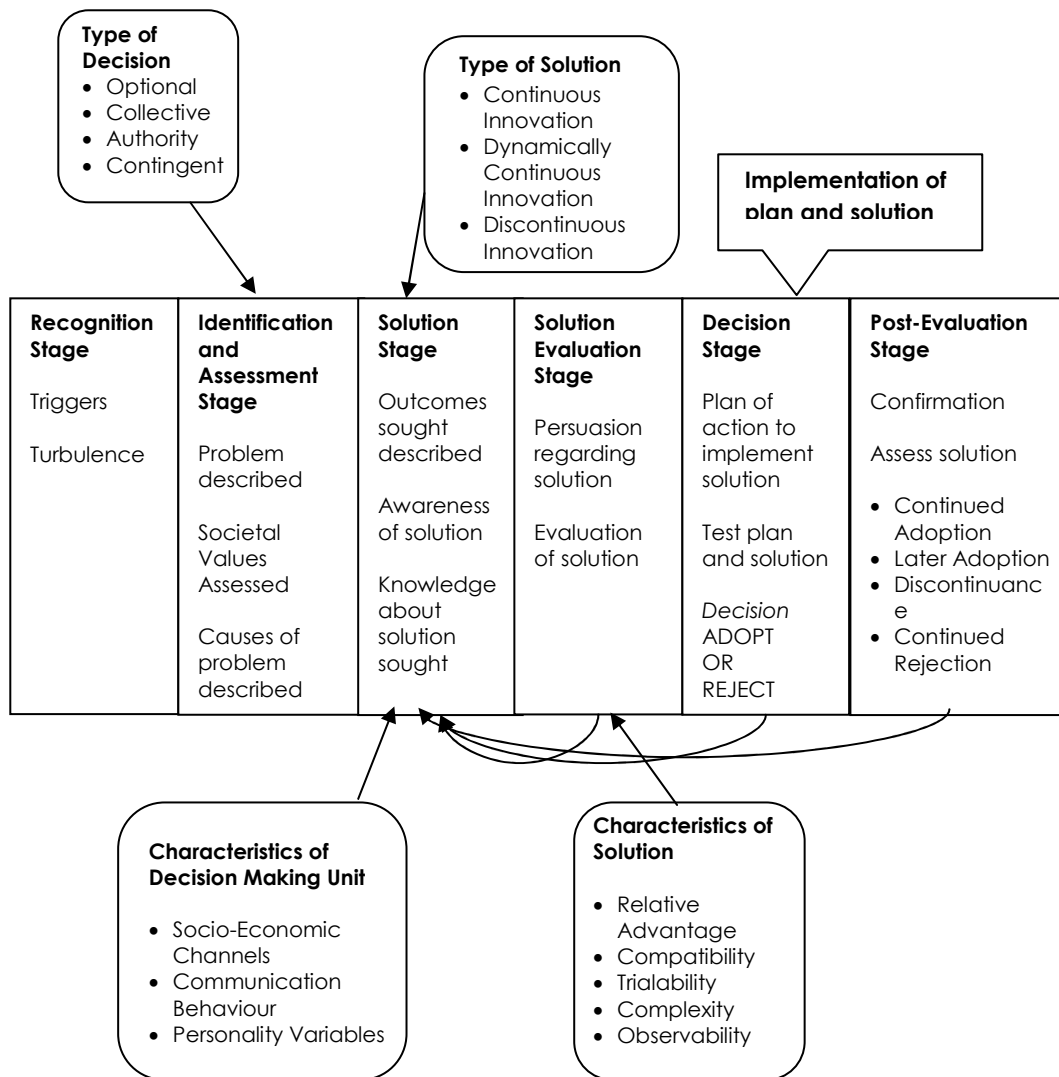
## The Recognition Stage

The Recognition stage is where a trigger occurs which imbalances or creates turbulence within the society and brings a problem/need or possibility to the fore. Mass media campaigns may be used here to create turbulence and awareness of the problem possibly through advertising or media releases. However the specific trigger may only be able to be identified retrospectively after the problem itself is identified. Other forms of intervention may be possible depending on the problem and specifically at this point the decision for a Socipe approach is made. This stage is about perception of the problem with current circumstances and awareness of it.<sup>11</sup>

## The Identification and Assessment Stage

At this stage the problem is described and its extent estimated. This is done through the collection and sorting of facts regarding the situation and its causes. Marketing communications can be used here to convince the Government that the problem is worth solving. The stage is partly carried out through identifying the values of the society. If the issue is seen as a problem, then this may reflect the values of that society.<sup>12</sup>

**Figure 1: The Socipe Decision Making Process**



A moderating factor of the Identification and Assessment stage is the type of decision that is being made. There are four types of different intervention decisions that may be made according to Rogers. These are optional, collective, authority or contingent decisions. An optional decision is one in which each group or individual can choose to adopt the solution themselves. A collective decision however is one in which the choice to adopt a solution is one that is decided by the whole social group involved. An authority decision happens when only one group in society decides whether to adopt or reject a solution. While all other groups have little bearing on the decision, they must all follow the solution once it has been adopted by the decision making group. Lastly, a contingent decision is a two step process whereby a solution has to be adopted before each individual can then decide whether they will individually adopt that solution.<sup>13</sup>

## The Solution Stage

The solution stage searches for ways to solve the problem and eventually form the Socipe. From this stage in the Socipe decision making process the behavioural approach of the innovation diffusion process is combined with Podgórecki's original process. During the solution stage sought after outcomes must be articulated first before solutions can be identified and it is here where knowledge is sought of how each solution may work. Specifically information is sought to help to decrease uncertainty over the solution and its effects. Marketing communications can be used by stakeholders at this stage of the process to bring about awareness and knowledge of solutions.<sup>14</sup>

The first moderating factors for the solution stage are the characteristics of the decision making units. Socio-economic channels, communication behaviours and personality variables may affect the speed and efficiency of information flow as well as other aspects of decision making. These may not be variables that can be changed by those undertaking the process; awareness of them, however, may give more viability to planning processes and measurement.<sup>15</sup>

Another moderating factor for this stage is the type of solution that is being offered. It could be a continuous, a dynamically continuous or a discontinuous innovation. A continuous innovation is a solution which is an extension of an existing solution. Therefore it will be less complex and more compatible with society's beliefs and practices. A continuous solution will decrease the need for trial of the solution because a variant of it is already being followed. However, the relative advantage will still need to be presented, especially its advantage above the current status of the original practices. It will also be necessary to ensure these advantages are observable.<sup>16</sup>

A dynamically continuous innovation is one that may be more disruptive than the continuous innovation, but it is still based on existing solutions used. These solutions require a little more understanding and linking to the current beliefs and practices of the society. This will also require more emphasis on the relative advantages, trialability and observability aspects of the solution as well.<sup>17</sup>

A discontinuous innovation is a solution that is different from any that are in place at the time and involves changes in behaviour to follow it. This will entail heavy emphasis on all the characteristics of the solution in order to explain its relative advantages above other solutions, to convince the society that it is compatible with them, to explain its complexity, and to create some sort of trial and observable advantages of the solution.<sup>18</sup>

## The Solution Evaluation Stage

Evaluations of each solution and its consequences take place at the solution evaluation stage. It is here that an attitude towards the solution is formed and evaluative information sought to do this. Evaluative information can be dispersed by stakeholders through marketing communications.<sup>19</sup>

The moderator that affects this stage is the perceived characteristics of the solution itself which are relative advantage, compatibility, trialability, complexity and observability. The relative advantage of the innovation is apparent when it is compared with current solutions. Compatibility is the amount to which an innovation is seen to be attuned with the social system's past experiences, values and needs. This is because if the innovation is compatible with prior knowledge in the social system stakeholders will be less uncertain about the innovation itself. However for the innovation to match the needs of the social

system, stakeholders may need to know its benefits – that is, what needs it fulfils, for them to be able to judge its compatibility. A cost-benefit analysis of the solution is undertaken at this stage as well. These characteristics may be influenced by stakeholders to increase the likelihood of acceptance/rejection of the solution. At this stage the process may also loop back to the solution stage if the solution does not meet the evaluative criteria set by the decision making group. Awareness of new solutions would occur there.<sup>20</sup>

The third attribute of innovations that will affect the rate of diffusion is complexity. This is seen as how difficult the solution is to understand as well as how difficult it is to use; the more complex the innovation the slower the rate of diffusion. Trialability is how easy it is to be able to trial a solution for a shorter period of time and is the fourth aspect of an innovation that will affect its rate of adoption. If a solution can be trialled then this reduces the amount of uncertainty surrounding it and thus increases the likelihood of adoption. Last, the ability to observe is how much the benefits of the solution can be seen by others. This attribute will increase the rate of diffusion the more that the benefits can be shown to others.

At the Solution Evaluation stage interpersonal communications are considered the most effective form of communication, generally when seeking evaluative information about the solution from a person's peers, especially opinion leaders. However, opinion leaders must gain their information from somewhere in the first place. One place is marketing communications and the mass media, as opinion leaders are seen to be more media savvy than other consumers. While interpersonal communications are more effective, it is more difficult for stakeholders to use in Socipe situations because of the size and dispersion of typical societies, therefore another option is (mass) marketing communication. Marketing communications and the mass media can successfully be used to present evaluative information regarding the solution.<sup>21</sup>

## **The Decision Stage**

The decision stage is the first time that behavioural actions take place as opposed to cognitive. An implementation plan for each solution is tested and its consequences are considered and adjusted for. This is similar to the evaluation of the solution which takes place in the design stage, however the evaluations that are made here are not theorised but actually tested. This is the stage where the solution is accepted or rejected. Thus it is here where there is another feedback loop – if the solution is rejected then the process reverts back to the Solution stage and search for more solutions.<sup>22</sup>

Once the solution is adopted, information about how to attain the solution, how to use it, and its potential consequences, are sought. This is also the stage where the solution is implemented. The stage may also be repeated until the plan to implement the solution is successful.<sup>23</sup>

## **The Post Evaluation Stage**

Finally, the post evaluation stage is where the use of the solution is assessed and its effects are truly understood. It is here where the solution may be changed or rejected. If the solution is rejected then the process starts at the solution stage again with an alternative solution.<sup>24</sup>

## Historical Narrative

The research objective was to explore the SDP by using an historical method to illustrate the process. The historical method used to produce the narrative is outlined by Smith & Lux. The introduction of Sunday trading in NZ was selected as the Socipe decision. First of all, shop trading hour regulation is an example of Socipe as it affected the whole of NZ society. Secondly it is a Socipe because the cumulative effect of shop trading hour deregulation over time worked towards the final outcome of an almost completely deregulated shop trading hour environment. Thirdly, independent political, social and retailing factors facilitated the Socipe. Through the illustration of the introduction of Sunday trading in NZ, the study explores the relationship between the conceptual framework created and the event itself. That is, the decision for Sunday trading (the final step in shop trading hour deregulation) to be introduced. The historical narrative allows for the whole process of Socipe to be uncovered, and the final decision to be explored. Due to brevity, the full historical narrative could not be presented here, however, it is summarised in the following section and presented in Table 1.<sup>25</sup>

## The Beginnings of Shop Trading Hour Regulation

Up until the mid 1880s, there were no specific shop trading hour laws in NZ so Sunday trading was technically legal, though it was looked down upon by church members. Each town's Sunday trading was policed through normative pressures. In the mainly Scottish Presbyterian city of Dunedin, trade was not undertaken, but gold mining and worker towns had Sunday trading. In 1884 the Police Offences Act prohibited trade in public places on a Sunday, though these were the only restrictions to trading times. Trade was generally conducted between 8am-6pm weekdays, and 8am-10pm Saturdays. The Shops and Shop Assistants Act (1894) decreased shop trading hours in 1894, through mandatory closing from 1pm on one day of the week. It was not until 1904 that shop trading hours were regulated specifically with trading hours needing to be set between 8am-6pm four days a week and 8am-9pm one day.<sup>26</sup>

Exemptions to the shop trading hour laws were also a constant part of the legislation. Under the very first prohibition of Sunday trading, stock handling, milk, and hairdressers were allowed to work after 9am, and public transport platform bookstalls, emergency medical supplies, and post office services such as telegrams, throughout the day. This list was significantly extended in the 1894 Shops & Shop Assistants Act with fishmongers, fruiterers, confectioners, coffee-houses, and eating-houses. If the owner lived on the premises they were also exempt from shop trading hour law.

Ten years later, in the Shops and Offices Act (1904), the list of exempt businesses increased to also include refreshment-rooms and bakers. In 1920, smaller stores were added to the exempt list; if they did not employ any shop assistants, and could prove they would suffer hardship if closed. The tourism industry was also considered for the first time in 1920, with holiday resorts being allowed to apply for exemption to Saturday half day trading. The list was extended again in 1955 to also include tobacconists, convenience stores, automobile related shops, and florists.

The context surrounding the early shop trading hour laws is one of large leaps in technology, which increased NZ's quality of life. Travel time across NZ had decreased to three days, due to better transport infrastructure. Refrigerated transport grew the country's exporting power for meat and dairy, along with the already growing trade in wool and grains. NZ had the highest living standards in the world. In 1921 Britain started going into

recession and as the major importer of NZ's goods, this led to the decline of the NZ economy as well.<sup>27</sup>

So it was during a recession that Michael Joseph Savage, an avid socialist, was made Prime Minister with the Labour party in 1935, implementing a Keynesian program. The party created a welfare state through the introduction of many social policies including: free schooling, increasing the minimum wage to support a wife and three children, compulsory Trade Union membership, almost free health care, and a pension scheme, for both the native people of NZ – the Maori – as well as non-Maori.<sup>28</sup>

On the soldiers return from World War Two there was an increase in births, conservatism, and materialism as the country moved towards more urban than farm oriented lifestyles. This was coupled with an economic boom (GDP 4.47%), full employment (99.87%), high profits and productivity, low levels of inflation (5.46%) and rising real wages.<sup>29</sup>

## **The Shop Trading Hours Act 1977**

The 1970s brought with it a change in the public's attitude to weekend trading. This was due to increased mobility, increases in the number of married couples who were both working, and the rising number of friends sharing a residence. Economic stagnation enveloped the country and there was a decreasing demand for NZ's exports. These problems were exacerbated when Sir Robert Muldoon became Prime Minister with the National party from 1975-84. He introduced wage, price and exchange rate freezes, controlled rents, and forced interest rates down.<sup>30</sup>

Problems with the shop trading hour law at the time (Shops and Offices Act 1955) were that many businesses and consumers were breaking the law, and it was very hard to police. Inspectors were even being physically obstructed from inspecting stores. The fines were so small, that some businesses were treating them as a licensing fee. Evidence was given that one hardware store had 45% of its turnover through illegal trading on a Saturday morning. Some retailers were even advertising their illegal trading hours. Six to seven hundred businesses were prosecuted in 1976 without much change in illegal trading rates.<sup>31</sup>

There were many groups who supported the Shop Trading Hour Bill (1977) though there were concerns over the potential disruption to family life because of the mostly female workforce. Shops opening at 7am (as was permitted in the Bill), would both destroy and inconvenience family life and childcare arrangements for working mothers. Other concerns were for workers who may be forced to work unsociable hours, and the death of the traditional 40 hour working week. Rising costs to retailers was also a fear for many as it was felt turnover would not increase, raising prices for consumers, resulting in a reduction in the number of retailers. If turnover did increase, this could be due to credit and could plunge the nation into debt.<sup>32</sup>

The final Shop Trading Hour Act (1977) increased permitted hours of trading to between 7am and 9pm, Monday to Friday, while it now prohibited trade on both Saturday and Sunday. With businesses' lobbying, in 1980 the strict laws pertaining to Saturday trading were removed, allowing trading on Saturday from 7am-9pm. Public support for Saturday shopping was mixed, Unions, as well as some retailers did not support the Bill.



Date	Event
<b>Police Offences Act 1884</b>	No restrictions on shopping hours Monday-Saturday: Shops to close Sundays
<b>1880s</b>	Increase in technology. Better transport infrastructure decreased travel time across NZ to three days. Refrigerated transport increased exports and gave NZ the highest living standards in the world.
<b>Shops &amp; Shop Assistants Act 1894</b>	No restrictions on Shop Trading Hours Monday-Saturday but shops to close from 1pm one day of the week and on Sunday.
<b>Shops &amp; Offices Act 1904</b>	Permitted trading hours: 8am-6pm four days of the week, 8am-9pm one day of the week, Close from 1pm one day of the week and Sunday.
<b>1920s</b>	Britain started to go into recession. Decline in NZ economy. Commodity prices fell. Government embarked on cost cutting including the minimum wage.
<b>1930s</b>	Michael Joseph Savage elected Prime minister. He was an avid socialist and implemented a Keynesian program. The Labour party created a welfare state through their introduction of many social policies.
<b>1940s</b>	Increase in births after WWII. Increase in conservatism, materialism and urban lifestyles. Economic boom.
<b>1970s</b>	Increased mobility and increases in number of married couples who were both working. Attitude towards weekend trading

	starts to become more positive as convenience drives consumption practices. Economy starts to go into a recession. Prime minister Robert Muldoon introduces tight regulatory controls and wage, price and exchange rate freezes.
<b>Shop Trading Hours Act 1977</b>	Permitted trading hours: 7am-9pm Monday-Friday, Shops to close Saturday and Sunday.
<b>1977-80</b>	Intense business lobbying for Saturday trading.
<b>Shop Trading Hours Act Amendment 1980</b>	Permitted trading hours: 7am-9pm Monday-Saturday. Shops to close Sunday
<b>1980s</b>	Rising inflation. Voluntary unionism introduced. More women joined the workforce. Shopping became a form of entertainment and a pastime. Shopping areas are developed to facilitate this new use of retail. Retail technology developed with bar code scanning and electronic funds transfer at point of sale (EFTPOS). Advertising started to have more of an impact on sales of national brands. Chain stores grew.
<b>1984</b>	Fourth Labour Government comes into power and embarks on market liberalisation.
<b>1987</b>	Stock market crash. Multiple public holidays fall on Saturdays, causing shops to close for up to four days in a row. Shop Trading Hours Act Advisory Committee formed.

<b>1988</b> June	Shop Trading Hours Advisory Committee report completed.
<b>1988</b> December	Manukau Mall granted exemption to trade on Sundays before Christmas.
<b>1989</b> November /December	Retailers Association starts talks with Minister of Labour regarding shop trading hours. Distribution Workers Federation starts talks with Minister of Labour regarding shop trading hours. Rush of applications for Sunday trading exemptions before Christmas.
<b>1989</b> December 1 <sup>st</sup>	Keep Sunday Free Coalition brings case against Foodtown supermarket in Palmerston North. Awaiting verdict.
<b>1989</b> December 3 <sup>rd</sup>	Executive Order issued granting trial of deregulation.
<b>1989</b> December 5 <sup>th</sup>	Shop Trading Hours Act Repeal Bill (1990) introduced into Parliament for its first reading.
<b>1990</b> March	Labour Select Committee formed. Labour Select Committee report completed. Second Reading.
<b>1990</b> June	Third Reading. Enactment of Shop Trading Hours Act Repeal Act 1990.
<b>Shop Trading Hours Act Repeal Act 1990</b>	No regulation of Shop Trading Hours apart from: <ul style="list-style-type: none"> <li>Shops to close Good Friday, Easter Sunday, Christmas Day, and for the morning of ANZAC day</li> </ul>

**Table 1: Summary of Relevant Events through Shop Trading Hour Legislative History**

## An Illustration of the Socipe Decision Process

The second part of the historical narrative will now be used to illustrate the SDP and is summarised in Table 2. Facilitating factors in the Socipe (as per Table 1) include the general development of retail at the time. Retailing technology was improving and allowing for better distribution and stock management. While chain stores were growing, shopping malls were starting to grow to be prominent. Shopping malls were becoming enclosed areas to protect from weather with plenty of parking and entertainment. This encouraged consumers to view shopping as a pastime. The growing number of households where every member was employed also meant that the convenience of shopping was often emphasised which created a more positive view of weekend trading.<sup>33</sup>

The exiting National Government had undertaken a program of market regulation during the 1970s and early 1980s and inflation was steadily rising. When the Labour party came into power in 1984 they instigated a different program of market liberalisation in response to this. This program along with the stock market crash in 1987 were the final factors in the Socipe that facilitated shop trading hour deregulation in the late 1980s.<sup>34</sup>

Indifference toward Sunday trading prevailed before the Shop Trading Hours Act Repeal Bill (1990) was introduced. Many shops traded on a Sunday, most with exemptions, others illegally, however there was no public outrage at this practice. The trigger that encouraged problem recognition occurred in 1988, when multiple holidays fell on Fridays and Saturdays causing shop closures for up to four days in a row. This, along with growing numbers of exemption applications, led to the Shop Trading Hours Advisory Committee creation. An increased number of exemption applications occurred due to Manukau Mall being granted an exemption to trade on Sundays before Christmas in 1988. They were so successful that this opened the floodgates for retailers wishing to trade on Sundays before Christmas in 1989.<sup>35</sup>

The advisory committee illustrates the Identification and Assessment stage of the process. They identified the problems with regulation of shop trading hours, and assessed their scope. The advisory committee also implicitly looked at the values of New Zealanders, ascertaining whether New Zealanders felt the problem needed to be solved. This can be seen through their assessment of present day conditions in NZ, and the appropriateness of the Act according to those conditions. They also sought submissions and results of polls regarding the issue to gain further understanding of the fit with values the current Act possessed.<sup>36</sup>

The Solution Suggestion stage contained solutions suggested by the Advisory Committee report. There was more than one solution suggested because the committee could not come to an agreement over the issue. This was perhaps unsurprising as the members of the advisory committee each represented different stakeholder groups with varied opinions on the matter. Part of the solution that then became the Executive Order came from a conversation between the Minister of Labour at the time and Barry Purdy, the secretary of the Retail and Wholesale Merchants Association. Barry Purdy asked the Labour Minister for a solution so that deregulation of shop trading hours would take place before Christmas and continue over the summer until at least Waitangi day. Paul Kimble from the Distribution Workers Federation also contributed significantly to the solution that became the Bill through a personal conversation with the Minister of Labour. He asked that the Minister take care of the rights of workers: that they would not be forced to work, that they would have first rights to work extended hours and that they would be kept safe if they were working late at night. All of these provisions were included in clause three of the Shop Trading Hours Act Repeal Bill (1990).<sup>37</sup>

The Department of Labour then moved on to evaluating the solution suggestions. Using their own discussions and the advisory committee report for evaluative information,

they drafted the Shop Trading Hours Act Repeal Bill (1990). Under the normal course of events in Parliament, the Minister of Labour should then have introduced the Bill to Parliament, allowing public evaluation of the solution. However the Government skipped this crucial step and instead moved straight to implementation testing in the decision stage by putting the Executive Order into operation. The Executive Order added nearly all consumer goods to the exempt list of goods, essentially initiating deregulated trading hours for all goods. This means that the Government skipped public evaluation (and even opposition evaluation) and jumped to the trial of the solution. There was public outcry during the submission process and in the house over this.<sup>38</sup>

**Table 2: Socipe Decision Making Process for the Shop Trading Hours Act Repeal Bill, 1990**

STAGE	Recognition	Identification and Assessment	Solution Stage	Solution Evaluation	Decision to Trial Solution	Decision to Evaluate and Reform Implementation Plan Solution Evaluation	Adoption	Post Evaluation
EVENTS	Multiple holidays causing long periods of shop closure	Advisory Committee Inquiry	Advisory Committee Inquiry Retailer's Association Distribution Workers Federation	Bill drafted by Department of Labour	Executive Order (1989) undertaken	Select Committee First, second and third readings	Bill enacted	Further deregulation sought

After the Executive Order (1989), the Bill was introduced into Parliament and this skipping of public evaluation was considered undemocratic by politicians and the public. The Government had intended the Parliamentary debates and Select Committee to focus on reforming the implementation of Sunday trading. The debates and submissions however, dragged the process back through the solution evaluation stage as well. The debates instead focused on whether or not Sunday trading should occur at all. Thus the solution evaluation and reform of the implementation plan took place at the same time. The Select Committee, first, second and third readings of the Bill both evaluated the solution (should there be Sunday trading at all) and implementation testing (how has Sunday trading functioned), and revised the implementation plan (what should the boundaries of the law be).<sup>39</sup>

Post evaluation of the Shop Trading Hours Act Repeal Act (1990) is still occurring. Multiple Bills introduced into Parliament illustrate this.

## Implications

The context of Sunday trading illustrates each of the stages in the SDP. The Shop Trading Hours Act Repeal Act (1990) decision highlights the importance of the order and fulfilment of each of the stages in the SDP. To apply this implication, in the solution evaluation stage, debate surrounds whether or not a particular solution is appropriate – Sunday trading in this case. The focus on the solution evaluation will be about its advantages and consequences in the long run. In the Decision stage, the implementation of that solution is focused on and the shorter term practical issues of implementation such as who will be bound by the law and under what circumstances. These stages need to be separate because the solution presented in the solution stage may be rejected, so there is no point discussing a solution's implementation, if it will shortly be rejected. Therefore, in the Sunday trading context, the

mixing of these two stages is confusing because the discussion jumps back and forth between whether there should be Sunday trading at all and the reasons for and against it – to employment and pay issues now that it has been trialled. This means many debates contradict themselves, first stating there should not be Sunday trading and then proposing areas that need to be addressed for Sunday trading to succeed.

Further, according to the diffusion process, the solution evaluation stage is where the public needs a say. However only individuals from Unions and the Retail association were consulted and this is what also added to the negative feelings towards the Government and legislation. As a Socipe decision is one which affects society, it is only reasonable that they should have a say in the law. By the Labour Department evaluating the law without public or stakeholder input, this skipped past an important aspect of the Solution Evaluation stage. The uproar over the Government being undemocratic in introducing the Executive Order before the Bill was evaluated also supports this assumption.

## Conclusions

This paper has presented a new concept regarding Governmental societal planning – Socipe. Socipe is a Government's social recipe to shape society and is implemented through legislation and other independent factors supporting the outcome. The paper developed the Socipe concept through the SDP. The conceptual framework has been explored here using an historical method. The illustration of the SDP through the historical analysis has lent support to it. By applying the historical analysis of Sunday trading legislation, the importance of going through all stages of the SDP have become apparent. By the Government skipping over the solution evaluation stage, they were forced to re-do the stage and were perceived negatively. The proposed framework also identifies areas where stakeholder groups are able to influence the decision process through marketing communications. It does this by identifying the stages and techniques that have the most effect on the decision. While marketing communications have not been fully explored here, they are an area for future research.

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## Endnotes

- \* This article (full version) has been peer reviewed by three anonymous referees. The author thanks the referees for their valuable contribution to the development of the paper.
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