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DEVOLUTION EMPLOYMENT OF IWI STAFF

PRESERVATION

THE PATH AHEAD FOR MAORI DEVELOPMENT



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IMPLEMENTING PUAO-TE-ATA-TU

SERIES FIVE



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PRESERVATION**DEVOLUTION****THE PATH AHEAD
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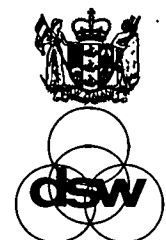
**“WHAKAHOKIA MAI TE MANA O TE IWI KI TE IWI, O TE HAPU KI TE HAPU,
O TE WHANAU KI TE WHANAU, O TE TANGATA KI TONA RAU KOTAHI.”**

W. TIBBLE, SUBMISSION 58, HUI TAUMATA 1984

**“RETURN THE AUTHORITY OF THE TRIBES TO THE TRIBES, OF THE SUB TRIBES
TO THE SUB TRIBES, OF THE FAMILIES TO THE FAMILIES, OF THE INDIVIDUALS
TO THE INDIVIDUALS, REPRESENTING AS THEY DO, THE GENERATIONS OF
THE PAST AND PRESENT.”**

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DEVOLUTION : THE PATH AHEAD FOR MAORI DEVELOPMENT

**“WHAKAHOKIA MAI TE MANA O TE IWI KI TE IWI, O TE HAPU KI TE HAPU,
O TE WHANAU KI TE WHANAU, O TE TANGATA KI TONA RAU KOTAHI”.**
(W Tibble, Submission 58, Hui Taumata 1984).

INTRODUCTION

IN INTRODUCING this paper, the Unit would like to refer to the report produced in 1987 by the Administrative Review Committee on the performance and efficiency of the Department of Social Welfare.

While we are firmly of the view that responsiveness to the needs of Maori consumers is of critical importance, we consider that the bicultural approach should be seen as the first step in the development of sensitivity to all of the Department's consumers. We believe that movement towards the longer-term objective of developing such sensitivity could be enhanced by expanding the principles of Puaoteata-tu to the wider group of the Department's consumers.

We believe that the consumer oriented approach, led as it is in a major way by the bicultural initiative, is a philosophy which should permeate the Department and become a part of its management perspective. It should therefore not be seen as a separate departmental activity; if it is, there is the risk that change will be superficial.¹



DEFINITIONS

OXFORD DICTIONARY “the delegation of portions or details of duties to subordinate offices or committees” where ‘delegation’ means “the control agency retains the authority but vests it in a lower level organisation/individual”.

Often confused with ‘decentralisation’ — “shifting administration of parent organisation's power to a lower level and usually geographically removed multiplicity of offices”.

¹ Page 11, paras 3.3.6-3.3.7

The SSC Task Group on Devolution defines devolution as follows:

the movement of mutually agreed power (i.e. authority plus responsibility) for programme design/delivery/evaluation from a government agency to a group UNDER WHICH the group and the agency share control over the determination of appropriate outcomes and the management of inputs and outputs and IN RETURN FOR WHICH the group contracts to be appropriately accountable, to both the clients served and to the authority granting agency, for the relevance of services to clients, for compliance with agreed processes and for the overall value-for-money of results.

Although not the ideal one, this definition is favoured by our Unit. It describes a balance between two sets of accountabilities and thus suggests a 'joint venture' approach to power sharing. However we would add that the agency does not abdicate its responsibilities and the accountability must be of the agency to the client.

There is a danger of devolution being in fact an extended organisation-centred hold on power, down to community level, unless those to whom this power is devolved are wholly or predominantly representative of clients. In such a case, devolution could be agreed to be client-centred.

PARTNERSHIP



CONTRACTS AND/OR AGREEMENTS will be mutually negotiated. Both parties in the negotiation procedures will have equal power, responsibility and effect. The atmosphere will be one of trust, commitment and co-operation between the parties with both being involved in the planning and setting of contract conditions.

ISSUES



THE CENTRAL ISSUE for departments involved in devolving power is how to strike a balance between the needs of central government and the needs of clients, via a dual accountability relationship — inward to Parliament, outward to clients.

In order for such a partnership to be successful, it must be based on the mutual confidence that each party has in the competence and integrity of the other.

The acid test for devolution is whether, and to what extent clients get a better deal from power-sharing arrangements. That is, in comparison to the traditional methods of service provision.

The question should also be asked internally, 'why cannot our existing service meet the needs of clients by changing the control systems within which we operate?'

Options of service delivery should remain available. That is, clients must retain access rights to the traditional methods of delivery as well as eligibility under any devolved system.

STEPS



GOVERNMENT DEPARTMENTS need to function on an agency rather than individual officer, commitment basis. Therefore the first step is to build agency credibility with the other prospective partner.

The capability and legitimacy of the prospective partner needs to be established.

Joint definitions of the mechanisms for power-sharing need to be developed. The **key elements** are: authority, management freedom, accountability.

Agreement needs to be reached on defining what is wanted to be devolved, including agreement on territorial coverage.

The partnership is then implemented.

Lastly, the agreed monitoring system is actioned, with reviews and fine-tuning.

For such power-sharing to be effective, both partners need the maximum autonomy possible.

OUR PRESENT PARTNERSHIP EXPERIENCE

THE MAORI DIRECTORATE prefers to use the term 'partnership' to describe the development of a working relationship with Iwi.

Two recent recognitions brought about the will to form such a partnership:

- (a) *that the Department is a client-driven business and as such must not assume that we know either what clients want or how they want services delivered; and*
- (b) *that Government increasingly needs to honour the principles enshrined in the Treaty of Waitangi. To a certain extent, this has been agreed to in the government's statement on Maori development "Te Urupare Rangapu".*

Devolution will not be a cheap option at the outset. This is due to duplication of services, and economies of scale. What devolution or partnerships do contribute to however, is improved service delivery and increased choices of delivery mechanisms.



Specifically for Maori people, such partnerships:

- *enable more control over their own destiny;*
- *facilitate the establishment of an economic base;*
- *provide greater participation in decision-making;*
- *break the dependency cycle; and*
- *overall, by sharing power, incorporate the spirit of that first partnership, the Treaty of Waitangi.*

Partnership with Iwi Authorities is a response to the principles espoused in the Treaty, and more recently in the Maori Economic Development Conference — the Hui Taumata, He Tirohanga Rangapu and Te Urupare Rangapu.

NOTES



EMPLOYMENT OF IWI STAFF

INTRODUCTION

SINCE THE PUBLICATION of Puaoteata-tu, much has been said about the recruitment of Maori social workers — little (in our view) has been positively achieved in this area. We acknowledge however that much of what has been said and or discussed has been ill-informed and mis-directed.

To this end we offer the following model for the employment of iwi workers. Employment as either social workers or administrative officers.

While we will use Ngati Porou as an example, and the Porirua area as our point of reference, the model can, in our view, be used throughout Aotearoa.

We suggest therefore that:

Recruitment

Social workers, and anyone of Ngati Porou descent, be recruited on the basis of Ngati Porou uri (descendants) who presently feature on social work caseloads and the various types of benefits applications.

Rationale

- (a) Refer Puaoteata-tu "Recruitment & Training", page 38, paragraph 145.
- (b) Ngati Porou has always considered itself to be the most appropriate agent to develop Ngati Porou whanau and hapu.



Comment

If the number of Ngati Porou uri on the caseload were to drop, there should follow a corresponding drop in the employment of Ngati Porou workers.

Responsibility

Ngati Porou people be responsible for the recruitment of its own people to work with its own.

Rationale

- (a) We are aware of the people who have demonstrated a commitment to the aims and philosophy of our tribe.
- (b) We will also take cognisance of the fact that differences exist in our tribe and recruitment will take place with that in mind.

Comment

We are aware of the opportunists within our own ranks.

Training

We, as Ngati Porou, will devise our own Training Programme to fit our needs as we see them.

Rationale

- (a) Puaote-ata-tu (page 39, paragraph 153) and Recommendation 10(e)(iii).

Comment

The training could involve returning to Ngati Porou for a specific time and purpose. Such placements must be for negotiated results which are beneficial to the iwi concerned and the Department.



Supervision

The supervision of the workers be carried out jointly by ourselves and the Department of Social Welfare.

Rationale

- (a) We see supervision as being part of the education and support mechanisms for the worker.
- (b) Supervision can also be viewed as part of the process of accountability to us as a tribal group.

Comment

Our desire for joint supervision is based on the need to take responsibility, along with the Department, to ensure a high standard of service delivery to Ngati Porou people.

Ideal Appointee

The following 'person specification' be considered as that to be applied for all people in Social Welfare and the Public Service.

Rationale

- (a) See "Te Urupare Rangapu" and in particular the reference made to the performance measurement of Chief Executives and how they apply the principles of the intended partnership.



A Departmental Ideal Person Specification

It is essential that the applicant:

- 1 *Have a proper understanding of the partnership intended under the Treaty of Waitangi.*
- 2 *Be bi-lingual.*
- 3 *Have very sound oral and written communication skills in Maori and English.*
- 4 *Have a good sense of humour.*
- 5 *Be able to relate to and work with teams of people from various cultural backgrounds.*
- 6 *Be able to work co-operatively.*
- 7 *Have a proven commitment to the Department's result areas and policy of non-sexism and affirmative action for women, minority groups and disabled persons.*
- 8 *Have an understanding of and commitment to community development principles and the acceptance of change.*
- 9 *Have a broad knowledge of departmental policies and objectives, and a sound understanding of social service issues.*
- 10 *Have good analytical skills, sound judgment and demonstrated administrative ability.*
- 11 *Have, or is willing to learn, any technical developments that improve task efficiency.*
- 12 *Be adaptable and innovative.*
- 13 *Have an ability to facilitate the appropriate processes of monitoring and evaluating.*
- 14 *Develop and train staff.*
- 15 *Be willing to work evenings and weekends, as required, at hui, community and other meetings.*
- 16 *Have a commitment to practically change the structures, procedures and practice methods which are not in keeping with all the recommendations of Puaoteata-tu.*



