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PRESERVATION



*Hutia te rito o te karakeke, kei hea te komako e ko?
Ki mai ki ahaui, he aha te mea mai o te Ao
Maku e ki au, he tangata, he tangata, he tangata.*

*The Heart of the flax has been torn out,
where are the song birds which sang?
Should you ask me what is the most important
thing in this world?*

*I would reply "It is people, it is people,
it is people."*

MAORI

INPUT INTO THE SOCIAL WELFARE POLICY BUSINESS

(Issues paper)

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6 March 1992

TO: George Hickton, General Manager, NZ Income Support Service
Ann Clark, General Manager, Community Funding Agency
Robin Wilson, General Manager, Children and Young Persons Service
Mike Fitzgerald, General Manager, Information Technology Services Bureau
Richard Wood, Corporate Manager, Resource Management
Raoul Ketko, Corporate Secretary

Tena Koe!

DEPARTMENTAL RESTRUCTURING: ISSUES OF KAUPAPA MAORI

For your information and interest, I have enclosed the following papers, which are relevant to current departmental restructuring and issues of Kaupapa Maori:

1. Issues Paper: Maori Input in the Social Welfare Policy
Business 19 February 1992
2. Submissions from the Head Office Maori Staff Group
to the Chief Executive 3 August 1991

As demonstrated in the papers, there are deep and widespread concerns about if, or how, the department is going to address commitments to Maori as partners under the Treaty of Waitangi and to the principles of bi-culturalism, as outlined in Puaoteata-tu (1986 Report of the Ministerial Advisory Committee on a Maori Perspective for the Department of Social Welfare).

The more recent 'Issues Paper', was prepared particularly for David Preston, General Manager, Social Welfare Policy Agency; it is understood that he is still considering the issues.

Despite tight deadlines, the paper was prepared after intensive consultation with Maori and non-Maori staff, local iwi, and Maori people in other government agencies, such as Te Puni Kokiri, Education, Labour, and Justice.

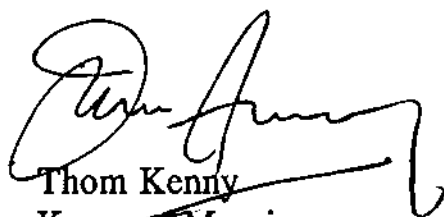
In regard to the Submissions from Maori staff, it should be noted that the concerns and issues highlighted, and the solutions proposed, are consistent with the Issues Paper.

Maori staff continue to meet and to work on following up issues relating both to the submissions and to general restructuring matters of concern to Maori.

If you have any comments or questions which you would like to discuss, I would welcome an opportunity to meet with you, or to arrange wider discussions.

I can be contacted at Policy Section, Ph 4727 666 ext 8727. However, should you wish to contact me within the week 9 - 13 March, I will be at a policy analysis conference at Waikato University and can be contacted at phone number (07) 8562- 889 or FAX number (07) 8384 058 for messages.

Kia Ora

A handwritten signature in black ink, appearing to read 'Thom Kenny', written over a horizontal line.

Thom Kenny
Kaupapa Maori
Policy Section

<p>Issues Paper: Maori Input into the Social Welfare Policy Business</p>
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1. Introduction

"A principal consumer of the Department of Social Welfare is Maori; not on the basis of population but on the basis that the operation of history has made Maori people dependent on the welfare system. The Committee views this as a negative achievement."

[Puao-te Ata-tu, Ministerial Advisory Committee on a Maori Perspective for the Department of Social Welfare]

The Department of Social Welfare has a particular responsibility to take account of the needs of Maori as a substantial client group. This responsibility and recognition of Maori as tangata whenua has been acknowledged and accepted by the department in Puao-te-Ata-tu.

"The Social Welfare Policy Unit will be staffed to ensure that the values, cultures and beliefs of the Maori people as well as the effects of particular policy initiatives are incorporated in all policy development."

[The Blueprint Update, Head Office No. 1]

The Policy Business has been given particular responsibility for ensuring that the department's responsibilities to Maori are met.

This paper discusses issues for the Department to address in meeting its obligations to Maori as staff, as clients and as tangata whenua. The paper focuses on the Social Welfare Policy Business and proposes directions for that Business to take.

2. General Requirements for Maori Input into the Department's Activities

The Department requires Maori expertise in a number of areas including:

- i. Establishing and monitoring procedures that will assist senior management and Government to meet the Department's obligations in relation to the Treaty of Waitangi and the principle of partnership.
- ii. Analyzing and forecasting the impact of existing and new policies upon Maori.
- iii. Establishing and providing statistical and analysis services which identify trends in social and economic status of Maori and non-Maori.
- iv. Establishing, providing and monitoring human resource policy and methods that will assist senior management to recruit, utilise and develop Maori staff in order to maximise their potential as an effective resource.
- v. Developing business plans, performance agreements and mechanisms to provide effective monitoring and evaluation of policies and performance in relation to kaupapa Maori.
- vi. Representing the Departmental position on matters of kaupapa Maori, at forums such as official's committees, and before select committees.
- vii. Establishing processes, guidelines and standards for incorporating Maori input into policy.

3. Background

"To understand the history of our country and the current pattern of social relationships between people we need to know about the Treaty and the attitude of the two principal parties at the time of signing and subsequently."



[The Royal Commission on Social Policy, July 1987. The Treaty of Waitangi and Social Policy - Discussion Booklet No 1]

In 1985, as a result of accusations that the Department of Social Welfare and the service it delivered was institutionally racist and monocultural, the Government initiated an investigation.

In terms of the Treaty, Government had become aware that its department was delivering services that failed to recognise the rights and position of a principal Treaty party.

The outcome of Government's investigation was both revealing and positive. The outcome was Puaote-Ata-tu, the report of the Ministerial Advisory Committee on a Maori Perspective for the Department of Social Welfare.

The department had failed to acknowledge the Treaty of Waitangi, Maori rights and values, and its obligations as an agent of the Government, a principal Treaty party.

Puaote-Ata-tu was generally accepted by both Treaty parties, the people involved, the discussions and submissions; and (of equal importance) the processes for development were representative of both Treaty parties. Puaote-Ata-tu was bi-cultural and it proposed bi-cultural solutions to a mono-cultural problem.

The department developed some positive initiatives as a result of Puaote-Ata-tu. Many of these initiatives were in the operational areas. Initiatives in the policy area were the Social Welfare

Commission and District Executive Committees, set up to provide a vehicle for Maori input to policy development. Subsequently, these were abolished. A strategy is now required to fill the gap that the Commission and DEC's were intended to fill (regardless of any comment about whether they actually were effective).

4. Objectives for Social Welfare Policy Development

A Maori name has been sought and Roopu Here Kaupapa suggested to the Social Welfare Policy Business. However taking the name and using it as window dressing will not suffice. The name has meaning; if it is taken up by the business action must follow.

For the Social Welfare Policy Business, the major concerns are:

- i. To have a Social Welfare Policy Business which will be able to critically evaluate the effect of policy options for Maori and to incorporate the needs, desires and ideas of Maori into policy development.
- ii. To meet the department's obligations under Section 56 (2) of the State Sector Act - to recognise the aims and aspirations of the Maori people, the employment requirements of the Maori people and the need for greater involvement of the Maori people in the Public Service.

5. Performance Criteria

The criteria against which the General Manager will have to perform to meet these objectives are: .



- i. CREDIBILITY
- ii. EFFICIENCY
- iii. COST EFFECTIVENESS
- iv. ACCOUNTABILITY
- v. CONSISTENCY

- i. credibility

A policy development structure which includes research, statistics, evaluation and cost modelling may have credibility to Pakeha eyes. Maori look at the same structure and say "Where are we?"

To achieve credibility requires that both Maori and Pakeha be satisfied with solutions. The solutions should work well in the departmental culture and be robust under public scrutiny.

Policy development structures, operations and processes should display cultural sensitivity and integrity to enhance the image and credibility of the department.

- ii. efficiency

It is not efficient to consider only Pakeha options and to be unaware of how Maori will be affected by policy changes until after policies are put in place. Too often Maori have had to argue that new policies are not working and work to get changes made, when the policy should have been better developed in the first place.

Efficiency in the policy development process requires that systems

will be in place to produce comprehensive and timely analysis of policy options.

Getting the best out of staff requires knowledge of the framework in which they operate. For those managing Maori staff this requires knowledge of the nature of bi-culturalism.

iii. cost effectiveness

For the Social Welfare Policy Business there is a clear requirement for Maori input into policy. Clearly it is more cost effective to integrate Maori views in the policy development process than to develop a Pakeha perspective, repeat the process for Maori and then try to reconcile the results.

Changes to policy because of problems created by mono-culturalism are costly and time-wasting. Getting the policies right in the first place is the most cost effective approach.

iv. accountability

"The question we would like you to look into on your behalf is - How will you hold managers accountable for delivering a culturally appropriate service and for managing Maori staff?"
[Submission from Maori Head Office staff group to the Director-General, August 1991]

The Policy Business General Manager will be accountable for developing culturally appropriate policy. To discharge this responsibility through the management of the Business will require performance criteria to be set and performance measured. Processes for defining and measuring cultural appropriateness cannot succeed without involvement from the cultures concerned.

Just as an economist working in the department holds accountability to the department as a staff member and to the economics profession for his or her professional standards, Maori departmental staff live in a bi-cultural environment and hold dual

accountability to the department and to iwi. The common factor is good staff who are professional and are able to judge how best to meet their dual accountabilities.

v. consistency

"The author recently consulted a series of highly respected Maori people to seek advice..... End result - one even more perplexed Pakeha."

[A Maori Input into Policy Development: A View from the Outside]

The process of obtaining views is just as important as the end result.

Questions asked must be clear and the same for all who are asked them. Interpretation of answers should also be knowledgeable and consistent.

Where there is an ongoing need for a particular type of advice, the mechanisms in place should, where possible, produce advice with consistent quality and direction. Where there are inconsistencies or differences in viewpoints from a supposedly homogeneous group, the basis for these differences should be explored and any common ground identified.

6. Constraints

Time and resources are the primary constraints in policy development. The time and cost involved in full consultation exercises may only be justifiable for major issues. This is already the case in European society where a Royal Commission is set up infrequently despite many issues provoking calls for a Commission to be set up. There is a similar degree of acceptance in Maori society as with Pakehas that not every exercise has equal priority or equal claim to resources.

Alternatives are available where full consultation is not an option. However, the priorities for allocation of resources for Maori should be a matter for Maori to decide. The focus should be on good management within the constraints to produce good results.

7. Possible Solutions

- i. A Kaupapa Maori Division responsible for establishing processes, guidelines and standards for incorporating Maori input into policy.

The Kaupapa Maori Division would have a Manager reporting directly to the General Manager. The Manager would be part of the Social Welfare Policy Business management team involved in all strategic policy decision-making. A unit lower in the structure is not seen as a viable option.

- ii. Rules or instructions to follow when obtaining Maori input to policy

A set of rules or instructions could be devised and Social Welfare Policy staff required to follow these rules to obtain Maori input on policy. However it is unclear who in the proposed structure would have the requisite skills and would appropriately be given the responsibility to devise such rules.

If it was decided that the Policy Business should operate under a set of rules/instructions there would be a requirement for Maori to work on devising these rules. The Business would require its own kaupapa Maori expertise to devise the rules and monitor performance or alternatively would have to contract in the kaupapa Maori expertise to provide ongoing evaluation and assessment.

- iii. An instruction that Maori input must be obtained on policy where Maori are affected, without constraints on how that input is obtained.

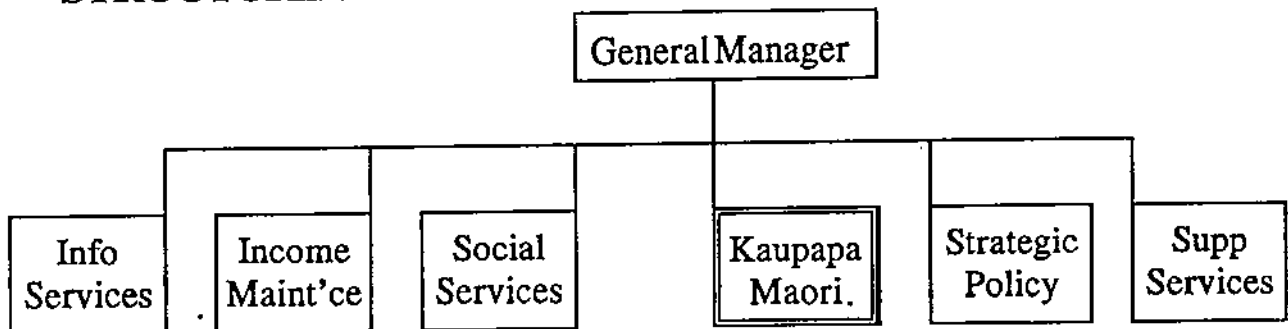
Delegating the responsibility for obtaining Maori input to lower tiers of management without identifying solutions is a possible answer. While this would relieve the top management level of the responsibility, the need would still have to be addressed within the Business and the top level of management would still be accountable for solutions. It is likely that this would result in a great deal of duplication of effort and the price of Maori expertise within the department could be bid up substantially from current levels, with the lower level managers competing for these scarce resources.

8. Evaluation of Possible Solutions

"We believe that a separate Maori Unit at Head Office is necessary. There are processes however which can only be controlled from within Maoridom, responding to Maori needs on a Maori timetable. They are not processes which can be undertaken because the dominant culture believes it might be good for us. On the contrary, the only appropriate Maori way in which they can be approached is from the security of tribal identity. The existence of a Maori unit at Head Office will provide managers, staff and consumers with a focal point."

[Submission from Maori Head Office staff group to the Director-General, August 1991]

STRUCTURE FOR SOCIAL WELFARE POLICY BUSINESS



CREDIBILITY

A policy affecting Maori that has been developed solely by Pakeha will have the same credibility problems as a policy affecting women that has been prepared solely by men. It is not sufficient

for Maori issues to be considered - Maori must have a voice in discussions and in development of solutions.

In order for a Maori voice to be credible to Pakeha and effective for Maori, knowledge of the issues involved is desirable. The department deals with a range of complex and diverse policies. An ongoing relationship, which will ensure that the appropriate departmental knowledge base is retained and strengthened is necessary to ensure that Maori input is not coming from a situation of relative disadvantage when compared to other policy advice.

Improved credibility in academic and bureaucratic communities for the department's Maori advisory expertise would require development and training opportunities for the department's Maori advisory staff. This suggests a separate structure to recruit and retain Maori expertise and provide opportunities for development.

Credibility in the Maori community also requires a real sharing of power. A Maori unit placed low in the structure of the Social Welfare Policy Business would be assumed to have little influence and power.

EFFICIENCY

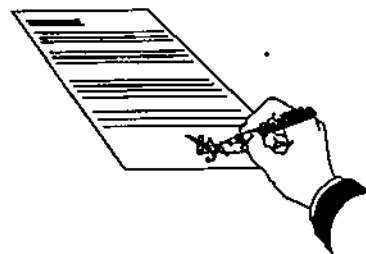
The most telling block to efficiency in the department's previous structure has been lack of communication and duplication of effort. Although the department had a Cultural Development Unit in the past, the unit worked solely to the Director-General and policy advisers were not permitted ongoing access to the unit. This meant that either other expertise had to be brought in for policy development exercises or else (more frequently) the department failed to consult the Maori community.

To improve this situation requires clear lines and procedures for obtaining Maori input to policy development. While procedural solutions may produce some uniformity of practice, efforts would still be duplicated in the process of each business developing networks with the Maori community. One avenue for consultation

would increase efficiency. It would also provide a vehicle for close and constant liaison allowing quick and confidential feedback where this is required.

ACCOUNTABILITY

The General Manager of the Social Welfare Policy Business will be accountable for the development of culturally sensitive policy advice.



Lines of accountability should ensure that this responsibility is equally shared by all policy advisers and ideally should ensure that all policy advisers have equal access to the resources required to fulfil their responsibilities. Dispersing the responsibility to find solutions will not meet these criteria.

CONSISTENCY

"...when our tribal communities want to co-operate they have never seemed to find it difficult to do so. When the need for unity derives from within Maoridom and is not some need prescribed by the dominant culture we seem, historically and in the present, to find little difficulty in dealing with each other. It may be that "Maori tribal factionalism" is more a Pakeha myth nourished to meet the interests of the dominant culture."

[Submission from Maori Head Office staff group to the Director-General, August 1991]

The department has, in the past, experienced some difficulty in sorting out what "the Maori view" is. Again this can be equated to difficulties in obtaining "the women's view". The ideal is not to assume that Maori are one homogeneous group and that one view is available if only we could grasp it. Rather the department should seek to understand that for Maori as for Pakeha there are

a range of views on many subjects and that some shared concerns can emerge even where there is a diversity of views. The department should also seek Maori explanations for the differences in Maoridom rather than making Pakeha interpretations.

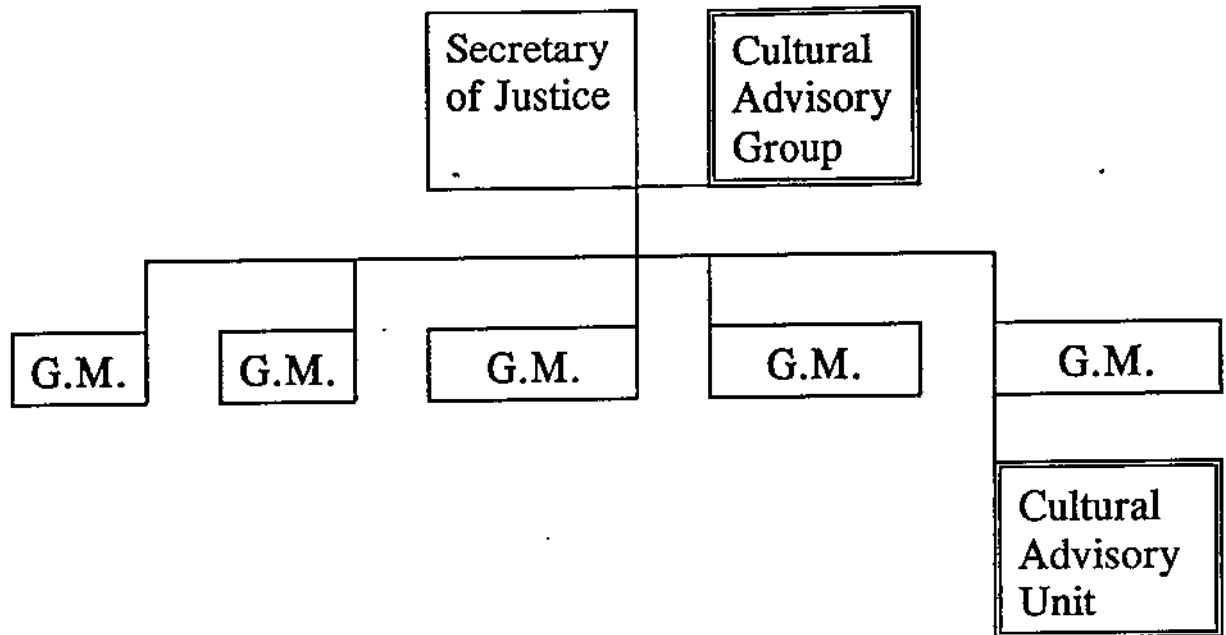
It should also be recognised that there are some issues on which Maori speak with one voice and it is essential for the department to be aware of the concurrence of Maori opinion on these occasions.

Delegating responsibility or setting rules for consultation will not provide the department with the expertise to interpret and evaluate the views obtained from the Maori community. Providing for and developing Maori expertise within the Social Welfare Policy Business would meet this need.

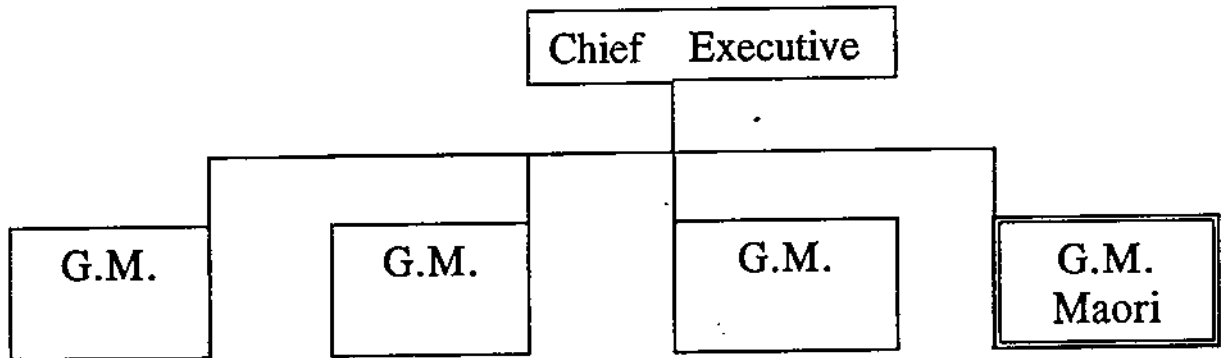
9. Practice in Other Government Departments

In a number of large Government Departments there is a clearly defined Maori advisory unit high in the management structure as shown in the following organisational charts:

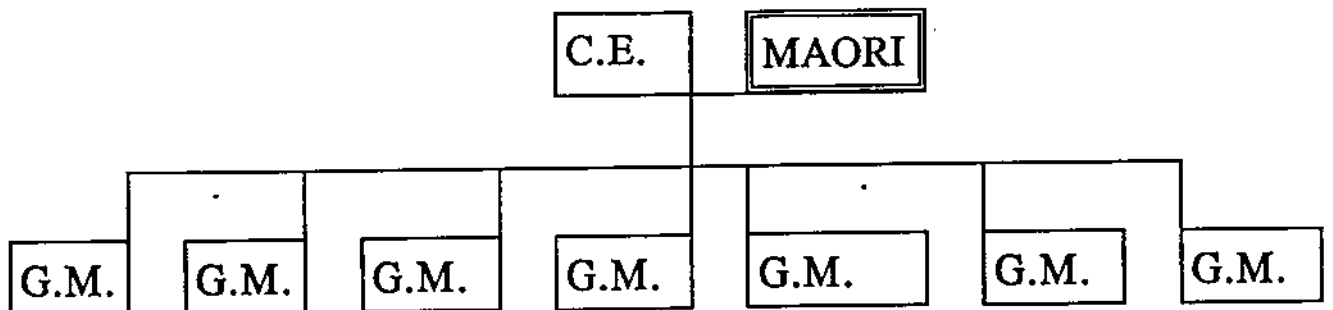
JUSTICE DEPARTMENT



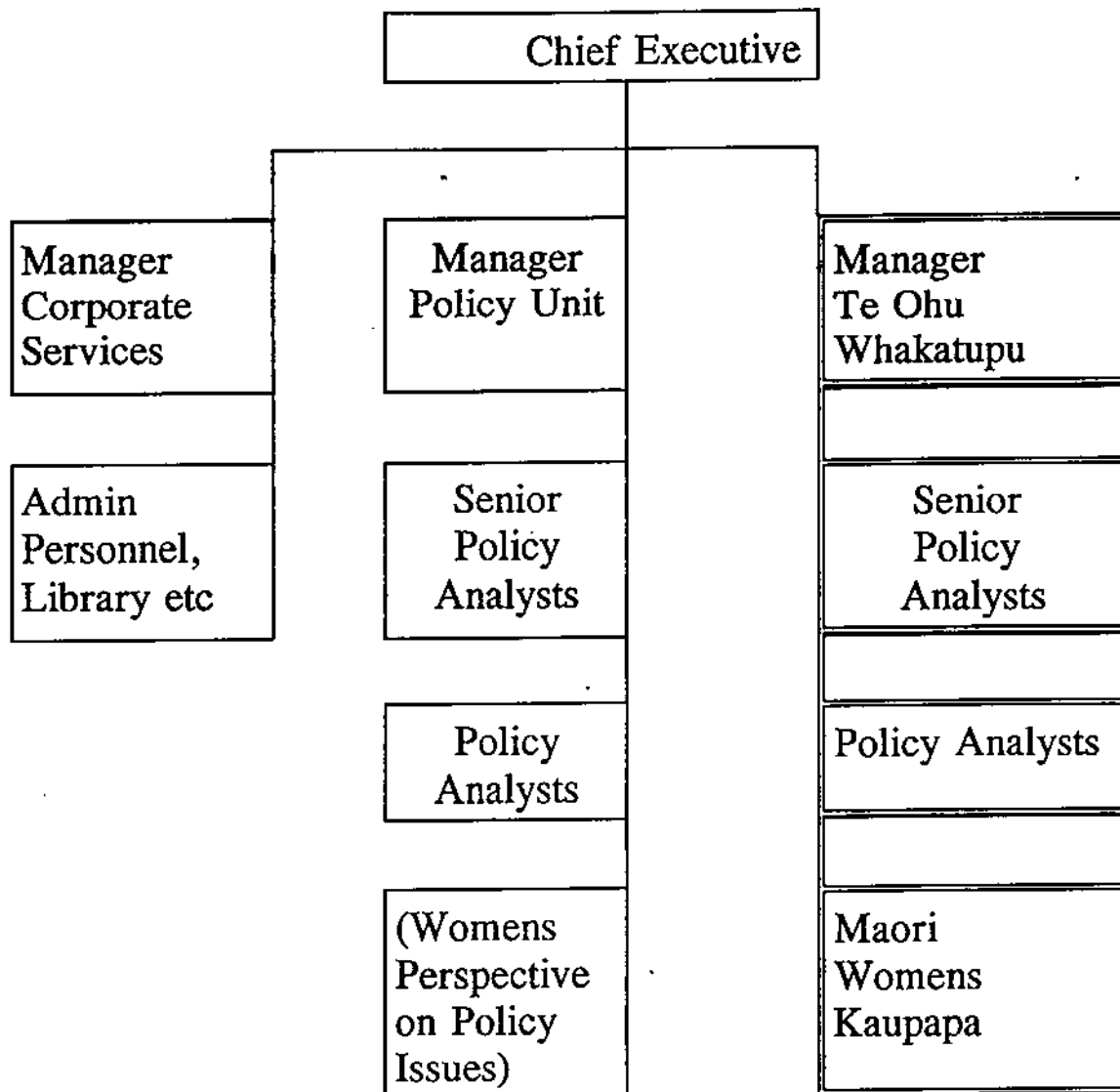
EDUCATION



LABOUR



MINISTRY OF WOMENS AFFAIRS



As shown above the Ministry of Women's Affairs has a complete parallel structure for Maori, while other departments have Maori managers alongside the Chief Executive or at one level below the Chief Executive.

The Department of Education structure is of particular interest since it was developed under the auspices of current Government policy. Professor Claudia Scott, Head of Victoria University's Public Policy Department, worked with the Government and the Education Department to develop the structure, which closely

reflects the Government's current economic and social policies.

The Treaty of Waitangi is a commitment to partnership of Maori and the Crown. The Government has affirmed the principle of partnership and requires its departments to operate in accordance with the Treaty.

The Education Department organisation focuses on:

- i. vertical integration
Establishing internal plans for change (the Ten Point Plan) for business management practice
- ii. transactional integration
Ongoing business, working with the Ministry of Maori Development, Maori Congress and other Maori groups and organisations.
- iii. agency theory model
Contracting out - a tagged funding regime.
- iv. public choice
Dissemination of information, consultation and obtaining public input, focusing on need based inequality and general need.

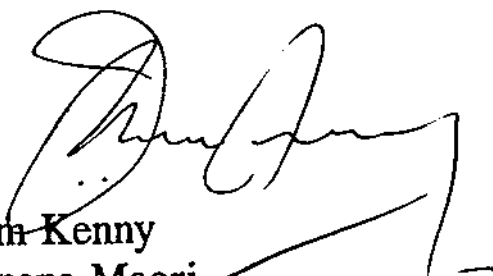
10. Conclusions

This paper has discussed the needs for Maori input into the work of the Social Welfare Policy Business and explored a number of possible solutions to meet these needs. In each case explored, the discussions lead back to the need for a structural solution; the procedural solutions fail as stand alone solutions.

11. Recommendations

It is recommended that you:

- i. note the contents of this paper;
- ii. note that decisions will be required urgently, before a large measure of resources are allocated to the other divisions of the Social Welfare Policy Business;
- iii. agree to appoint a Manager (Kaupapa Maori) to further develop the processes and resources required for the Social Welfare Policy Business to fulfil its obligation to critically evaluate the effect of policy options for Maori and to incorporate the needs, desires and ideas of Maori into policy development;
- iv. specify in the contracts of all your managers their obligations to obtain Maori perspectives on policy and to use the resources provided in the Business structure in doing so; and
- v. distribute copies of this paper to the Chief Executive, General Managers and other Managers in the Department of Social Welfare.


Thom Kenny
Kaupapa Maori
Policy

Date Due

6/2/97

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