Copyright is owned by the Author of the thesis. Permission is given for a copy to be downloaded by an individual for the purpose of research and private study only. The thesis may not be reproduced elsewhere without the permission of the Author.
THE RESTRUCTURING OF THE DEPARTMENT OF SOCIAL WELFARE
AND
IMPLICATIONS FOR SOCIAL WORK PRACTICE

1986 - 1988

A dissertation presented in partial fulfillment for the requirements of a Doctorate in Philosophy at Massey University

Angeline Barretta-Herman 1990
ABSTRACT

This exploratory study analysed changes in the practice of social work in the Department of Social Welfare which occurred as a consequence of the Department's restructuring in 1986. This restructuring introduced major changes in management, service delivery, and the provision of culturally appropriate social services.

It was proposed that changes in the practice of social work were related to wider economic, political and social debates regarding the viability and effectiveness of New Zealand's social services. These debates were interpreted as indicating a significant shift from policies derived from a welfare state model of provision to a welfare society model of social service delivery. A multi-leveled analytical framework was used to examine issues of policy, organization and professional practice.

Three qualitative techniques were used to generate the data reported in the dissertation: documents published during the period 1969 - 1988; a structured interview schedule completed with both managers and social workers; and, finally, participant observation in two District Offices of the Department.

Findings from this exploratory study provided general support for the shift in policy from a state funded, centrally directed model of service provision, to a pluralistic model that altered the role of the state and was intended to increase the involvement of community-based voluntary services. Within this shift, it was shown that during the 1986 - 1988 period, the Department's role became increasingly concerned with funding, monitoring and evaluating services. Biculturalism and the needs of Maori were shown to be critical factors in these shifts.

The practice of social work within the Department of Social Welfare also became more limited and more specialised and its professional identity was altered by the changed organizational emphasis and the requirements of the Department. Several avenues for further research were delineated. Prospects for the future practice of social work sketched in the context of ongoing change within the Department were identified.
DEDICATION

This dissertation is a synthesis of twenty years experience as a social work practitioner. For ten of those years, I have been a social work educator while completing a Masters in Business Administration and embarking on the doctorate. My teaching of administration, management, professional and organizational issues in social work has a practitioner’s perspective.

My commitment to understanding the interrelationship between social work and its organizational setting began with my first awareness of the dissonance between the social work values, skills and knowledge I gained as a masters student and the harsh realities of practice in an agency. I became acutely aware of that dissonance for social workers in New Zealand’s Department of Social Work through my teaching responsibilities with extramural students who leave their work place for periodic classroom instruction at the university. They were struggling to make sense of social work in what they saw was a threatening environment in the middle 1980's and which, after 1986, became a rapidly changing, and sometimes openly hostile, environment filled with contradictions, inconsistencies, and uncertainties about the role and practice of social work within statutory agencies. Changes in the Department of Social Welfare had direct implications for the practice of social work in other statutory agencies and in the voluntary sector as well, since the Department was a key actor in the organizational infrastructure of social services funding and provision in New Zealand.

It was the extramural students who drew my attention to the developments occurring in the Department and the implications for social work practice. As work on this project progressed, I presented the material to them. It was their enthusiasm, their feedback and their confirmation of the analytical framework that sustained me throughout the years devoted to the completion of the dissertation. It is to those students, as social work practitioners, that this dissertation is dedicated.
ACKNOWLEDGEMENTS

The completion of a dissertation requires the cooperation and support of many in the academic, professional and personal lives of the researcher. This dissertation is no exception. Throughout my academic career the critical feedback and consistent encouragement to excel from Professor Graeme Fraser was crucial to my continuing effort and to the completion of this dissertation. To Dr. Chris Wilkes, who was most closely involved in the early stages of the development of the thesis, the field work and the numerous drafts and redrafts, I am indebted for his timely, prompt, consistent support. In addition to her critical comments on the numerous drafts during the final stages of the dissertation, Dr. Nancy Kinross expressed her understanding of the research process on the personal life of the researcher and helped me achieve the necessary perspective for survival. As well, there are many others in the University who have been supportive including Dr. Ian Watson and the Massey University Research Fund, Dr. Cheleen Mahar, David Burns, my first Head of Department and mentor Mervyn Hancock, and my colleagues in the Department of Social Policy and Social Work, Mary Nash, Mary Ann Baskerville, and Mark Tisdall. A special thanks to Ephra Garrett whose constant support and encouragement was greatly valued.

I am grateful to the management of the Department of Social Welfare, particularly Rob Laking and John Scott, who gave their wholehearted support for the project and pledged full cooperation of Departmental staff. The Regional Executive Officers and the District Assistant Directors and social workers involved in the project gave generously in their provision of information and their insights. In particular, I would like to thank Lynn Blake-Palmer, John Dawson, Brian Hay and Louise Lavery whose contribution and support for this project reflected their professional commitment to improving social work practice and social service delivery.

Over the five years of the research, my children, Christopher and Amanda, and my friends, including Barbara, Pam, Jane and Terry have contributed their support, encouragement and editing skills unselfishly. In particular, I wish to express my deepest appreciation of my dear colleague, friend and spouse, Randy, who never faltered in his support for my academic pursuits despite the constraints to his own career and personal needs.
CONFIDENTIALITY PROTECTION FOR RESPONDENTS

The author expects that those who read this dissertation will respect the confidentiality of the respondents to insure that they are not harmed in any way by their willingness to participate in the pursuit of knowledge and understanding.
# TABLE OF CONTENTS

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Abstract</td>
<td>ii</td>
</tr>
<tr>
<td>Dedication</td>
<td>iii</td>
</tr>
<tr>
<td>Acknowledgements</td>
<td>iv</td>
</tr>
<tr>
<td>Confidentiality Protection for Respondents</td>
<td>v</td>
</tr>
<tr>
<td>Table of Contents</td>
<td>vi</td>
</tr>
<tr>
<td>List of Figures and Tables</td>
<td>x</td>
</tr>
<tr>
<td>Glossary of Terms and Spelling Conventions</td>
<td>xi</td>
</tr>
</tbody>
</table>
| Chapter One Introduction                                               | 1 - 16
| The Context of the Restructuring                                       |      |
| The Theoretical Framework                                              |      |
| Terminology                                                            |      |
| The Department of Social Welfare                                       |      |
| Social Work in New Zealand                                            |      |
| The Form of the Thesis                                                 |      |
| Chapter Two The Analytical Framework                                   | 17 - 60
| The Welfare State toward Welfare Society                               |      |
| The Welfare State Crisis                                               |      |
| Models of Social Service Delivery                                      |      |
| The Welfare State Model                                                |      |
| The Welfare Society Model                                              |      |
| Organizational Design                                                  |      |
| Structure                                                              |      |
| Centralization and Decentralization                                   |      |
| Management Style                                                       |      |
| Participation                                                          |      |
| Social Work                                                            |      |
| Professionalization of Social Work                                    |      |
| The Social Work Task                                                  |      |
| Summary                                                                |      |
Chapter Three Methodology

Qualitative and Quantitative Techniques
The Document Review
The Interview Schedule
Confidentiality
The Entry Process
The Minister of Social Welfare
Negotiating for the Interviews with the REOs
Colliation of Interview Data
Feedback and Verification Sessions
Data Collection with the Social Work Teams
The Field Work Methodology
The Napier District Office: Community Development Team
The Porirua District Office: Generic Social Work Team
Limitations of the Methodology

Summary

Chapter Four The New Zealand Debates

Period I: 1969-1974 The Amalgamation
The Statutory - Voluntary Balance
Service Delivery
Social Work

Period II: 1975-1979 The Beginnings of Disquiet
The Growing Bureaucratization and Professionalization of Social Work
The Statutory - Voluntary Balance
Social Work

Period III: 1979-1982 The Turning Point
The Statutory - Voluntary Balance
Social Work
Biculturalism
Period IV: 1983-1986 The Convergence of Events Leading to the Restructuring

The Statutory - Voluntary Balance
Service Delivery
Social Work
Biculturalism


The Statutory - Voluntary Balance
Service Delivery
Social Work
Biculturalism
Summary

Chapter Five: The Interview with the Regional Executive Officers 149 - 170

Characteristics of the Respondents
Service Delivery
Regionalization
Decentralization
Devolution
Partnership with the Community
Management Style
Social Work
Biculturalism
Summary

Chapter Six: The Napier District Office: The Community Development Team 171 - 192

History of the Community Development Team
The Community Development Team
Statutory - Voluntary Balance
Service Delivery
Regionalization and Decentralization
Devolution and Partnership with the Community
Management Style
Social Work
Biculturalism
Summary
Chapter Seven: Porirua District Office: The Generic Team

The Porirua District Office
The Social Service Division
History of the Team Structure
The Generic Team
Service Delivery
Regionalization
Decentralization
Devolution
Participation
Management Style
Social Work
Biculturalism
Summary

Chapter Eight: Patterns and Prospects

The Methodology
Patterns
Statutory - Voluntary Balance
Service Delivery
Regionalization and Decentralization
Devolution
Partnership with the Community
Management Style
Social Work
Biculturalism
Implications for Further Research
Prospects

Appendices I - XVI

References and Bibliography
LIST OF FIGURES

Figure One: The Organization Chart of the Department of Social Welfare: Head Office, Prior to 1986 Page 14

Figure Two: Key Considerations in Designing Organizations 37

Figure Three: Napier District Office Structure 172

Figure Four: Porirua District Office Structure 196

LIST OF TABLES

Table I: Characteristics of Social Service Organizations in Bureaucratic and Participatory Systems Page 30

Table II: The Five Periods for Analysis 1969-1988 88

Table III: Significant Events and Documents
  Period I: 1969-1974 The Amalgamation 89

Table IV: Significant Events and Documents
  Period II: 1975-1979 The Beginnings of Disquiet 95

Table V: Significant Events and Documents
  Period III: 1979-1982 The Turning Point 103

Table VI: Significant Events and Documents
  Period IV: 1983-1986 The Convergence of Events Leading to the Restructuring 112

Table VII: Significant Events and Documents
Glossary of Terms and Abbreviations

AD: Assistant Director - District Office Managerial position, in this thesis referred to as Assistant Director of Social Services.

Administrative Style of Management: Used by Administrative Review Committee to describe a style of management characterized by "administration of instruction top-down communication, emphasis on inputs" (See Chapter Five).

Alternative Care: Designation given to the development of community care programmes for pre-adolescents as an alternative to institutionalization.

Biculturalism: Puao-Te-Ata-Tu interprets biculturalism within the Department of Social Welfare as "the sharing of responsibility and authority for decisions with appropriate Maori people" (Ministerial Advisory Committee, 1986:19:50).


COGS: Community Organisation Grant Scheme. A joint funding scheme of the Departments of Labour and Social Welfare for community programmes.

Community Services Funding: The funding allocation for community groups and programmes distributed by the Department. In 1987 over 60 million dollars was distributed (Administrative Review Committee, 1987).

DSW: Department of Social Welfare.

EMG: Executive Management Group. Established in the restructuring of 1986 to include the Director-General, the two Deputy Directors-General and the four Assistant Director Generals. In 1988, the Regional Directors were redesignated Assistant Directors-Generals: Region and included in the membership.

hui: Meeting, usually on a Marae and conducted according to Maori protocol.

Institutional Principal: - The senior administrative position in the Department's residential institutions.

iwi: Tribe.
**iwi**: Tribe.

**Kaumatua**: Respected Maori elder.

**Kaupapa**: Purpose, objective.

**Komiti**: Committee.

**Korero**: Talk, conversations, interviews.

**Kuia**: Maori women elders.

**Maatua Whangai**: A programme established in 1983 by joint effort of Department of Social Welfare Services and Maori Affairs to stem tide of young Maori into care.

**NZASW**: New Zealand Association of Social Workers.

**NZCAB**: New Zealand Citizens Advice Bureau.

**NZCSS**: New Zealand Council of Social Services.

**NZFVWO**: New Zealand Federation of Voluntary Welfare Organisations.

**NZPC**: New Zealand Planning Council.

**Pakeha**: White New Zealanders of European ancestry.

**powhiri**: Formal ceremonial welcome conducted in accordance with Maori protocol.

**PSA**: Public Service Association.

**REOs**: Regional Executive Officers. The middle management positions in the newly established regional structure. In this thesis, REOs refer to those positions designated for Social Services and Alternative Care.

**RMT**: The Regional Management Team. It was comprised of the District Directors, the Institutional Principals, the Regional Director and selected REOs.
SSDs: Social Service Departments. The centralized local authority structure in Britain changed with the provision of social services following the recommendations of the 1968 Seebohm Report.

SAC: Social Advisory Council.

Social Welfare Commission: The major advisory body to the Department established in 1986 comprised of four officers of the Department, two people nominated by Minister of Maori Affairs and two persons nominated by the Minister of Women's Affairs. Replaced the Social Security Commission created in Social Welfare Act 1971.

SSSW: Supervising Senior Social Worker.

SSW: Senior Social Worker, the first line field social work supervisor usually with staff of 3-5 direct line practitioners.

SW: Social worker, used here to designate the direct line or front-line practitioner whose responsibilities are direct practice with clients.


Tangata whenua: Literally 'people of the land', refers to the indigenous population of New Zealand.

VOTP: Voluntary Organisation Grant Scheme - a Labour Department training programme that provided paid positions for voluntary organizations.

Whanau: Extended family group.

SPELLING CONVENTIONS

Americanized spellings are used for selected words such as organization and professionalization throughout the text with the following exceptions: when the term appears in a title or direct quote that uses the British spelling and when the term appears in a quote from the respondents who used the preferred British spelling.