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.
KAUPAPA MAORI AND RESPONSIVENESS

MANAGEMENT RESPONSIVENESS TO MAORI HEALTH ISSUES IN THE REFORMED HEALTH SERVICE OF THE 1990's

A thesis presented in partial fulfilment of the requirements for the degree of

Master of Social Policy

Department of Social Policy and Social Work
Massey University
Aotearoa

Betty Mackay

1995

HE TAONGA TE REO

1995

A CELEBRATION OF MAORI LANGUAGE
ABSTRACT

This thesis is about the responsiveness of the health system and health services to Maori needs. It examines the relationship of the Treaty of Waitangi to health and the commitment of organisations to biculturalism in health care provision. It focuses on the poor health status of Maori people and explores the issues of racialism, racism and exclusion as factors in the health and wellbeing of Maori people by drawing on literature, day to day observations and recordings as well as the responses of ten health service managers to the idea of biculturalism and the low status of Maori health.

It takes the position that Maori people have been and continue to be disadvantaged by monocultural attitudes, beliefs and practices in the health system and that managers have the power to change that. The time it was written in was a time of major restructuring in health and encompassed the change from Area Health Boards through the funder provider split to Regional Health Authorities as purchasers and Crown Health Enterprises as providers of services. Change was everywhere, yet the major inequality between Maori and non Maori health status in Aotearoa remained stable. The thesis begins and ends with the Treaty of Waitangi, thus the past becomes the present and the future, for as the Royal Commission on Social Policy notes:

The Treaty is always speaking. It has relevance to all economic and social policies. Not only must the past be reviewed in the light of its principles, but the Treaty's promise must also be seen as fundamental to those principles, which underlie social well being in years to come. (Royal Commission on Social Policy. Vol. 2.3.-151.)
DEDICATION

This thesis is for the people of the Bay of Plenty
from
Mai Nga kuri a wharei ki Otamarakau

Ka kohi te toi, ka wahi te maramatanga.
If knowledge is gathered, enlightenment will follow.
ACKNOWLEDGEMENTS

Firstly I wish to acknowledge the support I have received from Maori friends and colleagues; especially those in Social Work, Manatu Maori, Te Mana Hauora and Te Puna Hauora. Others too, who were not formally included in the health service. Allowing Pakehas into your lives so that they may learn, is not easy, nor is it without risk. Thank you for staying alongside and for helping me learn where to go and where not to go.


My supervisors too have been brave and consistent with their friendship, their time and their ideas as I struggled to maintain my pace and direction on the bicultural pathway and when some of what I wished to write did not fit easily within the constraints of an existing university discipline.

Tena Korua Celia Briar and Sarah Calvert.
Te kupenga hao parapara ka kitea  
Te Matau aho hohonu  
He mana he ihi  
E kore e ara te hinga nui  
Te kore e whakamatau

The net that skims the surface  
gathers what is already seen  
The hook line that fishes deep  
Grasps the hidden strength and knowledge  
But a great catch will not arise  
Without a challenge of will and perserverance

This proverb symbolises for Te Tatau Pounamu joint venture Board the challenges that Iwi and the Crown face in attempt to improve the poor health status of Maori.
PREFACE

I am a Pakeha New Zealander. What this means, as Spoonley (1988:4.) has acknowledged, is that, my cultural values and behaviour have been primarily formed from the experience of being a member of the dominant group of New Zealand. The culture I have is my English protestant heritage plus additions from many other sources as I have lived my life here in this country. Michael King (1985) describes some of this process in his book, Being Pakeha:

  to be a citizen of Aotearoa in the 1980's and 1990's (my addition), even a Pakeha one, is to be inevitably affected by the enlarging Maori presence and the renaissance of Maori rituals and values . . . something my European ancestors have never experienced. For some, that effect may be limited to fear or rejection of those elements in New Zealand life. For most of us, they will penetrate our consciousness to some extent.

For myself, through the 1980's and earlier, Maori colleagues, friends and guides have provided opportunities for continuing to learn about their culture and mine and for speeding up a change in my beliefs, values and perceptions of the world. This has occurred to the extent, that for some, "the person they're looking for isn't there any more." (Ten Bears in the movie Dances with Wolves. 1991.)

I thank them for their patience in helping with the trials and enjoyments of those changes, for the enrichment and for the confidence to engage with others ethnicities about the way society should be structured and for the conviction that New Zealand can become a functioning bicultural society. (Spoonley.1988:67.) With their support I continue to learn and share my perception of a fairer society which supports the right of Maori to be different and where diversity is part of the richness of our development and in the hope that others of my background will become Pakeha.

Broadly, my area of work, interest and action is health. Specifically it is the improvement of Maori health. I work with a Maori health team. I support the kaupapa and my vision is a shared one with Maori people, that we should have as one long term
aim, the elimination of the current disparities between Maori and non Maori health. (Murchie, 1984:85)

As a person and a social worker, I have always felt that living and working and doing are not separate things and that one should try to change things not only, out there in society but in oneself, in the place where one works, and in ones everyday life. Accordingly, I have sought to have a close and competent relationship with myself and with Tangata Whenua.
TABLE OF CONTENTS

Abstract ............................................................................................... ii
Dedication ............................................................................................... iii
Acknowledgements ................................................................................ iv
Preface ..................................................................................................... vi
Table of Contents .................................................................................... viii

INTRODUCTION ....................................................................................... 1

THE STRUCTURE OF THE THESIS ......................................................... 4

PART ONE: THE CONTEXT OF THE RESEARCH

Chapter 1: Definition of Concepts: Biculturalism, Partnership,
Participation, Responsiveness, Tino Rangatiratanga and Indigenous
Peoples ..................................................................................................... 7
Before the Treaty of Waitangi ......................................................... 14
The Treaty of Waitangi ........................................................................ 16
The Treaty of Waitangi and Health .................................................... 20
The Labour Government's Treaty Politics ........................................ 24
The National Government's Treaty Politics ...................................... 31

Chapter 2: Maori Health Status ........................................................ 33
Research and Maori Health ................................................................. 40
Reform of the Health System .............................................................. 45
A Managed Health Service ................................................................. 50
PART TWO: A REVIEW OF LITERATURE
Chapter 3: A Review of Literature..........................................................57
- Tahi. Management.........................................................................58
- Rua. Maori..............................................................................64
- Toru. "New Times" ....................................................................69

PART THREE: THE METHODOLOGY
Chapter 4: Choosing the Research Topic............................................78
- The Selection of Subjects and Process........................................84
- The Research Process..................................................................86
- Ethical Considerations in this Research.....................................89
- The Ethics Committee.................................................................92
- Ethical Issues: The Massey University Guidelines.....................92
- The Pilot Study........................................................................94
- Approaching the Managers.........................................................95

PART FOUR: COLLECTING THE DATA
Chapter 5: The Interviews.................................................................99
- Archival Research and Participant Observation.........................100
- Data Analysis........................................................................100

PART FIVE: MANAGERS PERCEPTIONS OF RESPONSIVENESS
Chapter 6: Responsiveness Issues in the Health Service..................103
- Maori Health Status..................................................................103
- Biculturalism ...........................................................................105
- Bicultural Action.......................................................................108
- Goals and Training ..................................................................110
- Language ................................................................................112
- Vision ....................................................................................114
PART SIX: THE ARCHIVAL RESEARCH AND PARTICIPANT OBSERVATION

Chapter 7: The Fortnightly Flyer

Summary

Maori Input into Management and Planning Process

Summary: Breakpoint Redesign

Consultancy: Why Agencies Should Consult

The Occasions

Summary

A Cultural Safety Policy: Mauri Oranga

Some Links with the Interviews

The Themes that Emerged

PART SEVEN: DISCUSSION OF FINDINGS

Chapter 8: Institutional Racism

Power and Influence

The Dilemma of Translating Intention to Action

Change But No Change: The Kaleidoscope Model

The New Language of Sameness

Courageous Managers Where Are You?
PART EIGHT: KO TE TAHA MAORI O NGA TAHA O TENEI WHENUA

THE MAORI PERSPECTIVE IS AN IMPORTANT DIMENSION IN THIS LAND

Chapter 9: The Maori Perspective is an Important Dimension in this Land

Biculturalism and Maori Health Development: The Past, the Present and the Future

Strategies for Change: Confronting Treaty Issues

TAUIWI-PAKEHA RECOMMENDATION

Towards Genuine Participation

REFERENCES