

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.

**He Huarahi Motuhake**  
**The Politics of Tribal Agency in Provider Services**

Huia Tomlins-Jahnke  
2005



**He Huarahi Motuhake**  
**The Politics of Tribal Agency in Provider Services**

Huia Tomlins-Jahnke  
Ngāti Kahungunu, Ngāti Toa Rangatira, Ngai Tahu

Submitted in fulfilment of the requirement of the degree  
of Doctor of Philosophy

Te Pūtahi a Toi  
School of Māori Studies  
Massey University, Palmerston North  
New Zealand  
2005

### He Karakia

Karangahia Tāne ki te paepae tapu  
i a Rehua  
I te hiku mutu o rangi  
Ka turuturu i konei  
Te Tawhito-rangi,  
Te Tawhito-uenuku  
Te Tawhito-atua  
Ka rawe Tāne  
I te hiringa matua  
I te hiringa taketake  
Ki te ao mārama,  
Ka waiho hei ara mō te tini  
E whakarauika nei, e tā e!

### He Poroporoāki

E po! E po!  
E tangi tonu ana te po ki Parahaki,

E heke! E heke!  
E heke tonu ana a Roimata a Hūpe.

Ka kore e mutu ko te mamae  
Ka kore e mutu ana te ngaungau ki taku ate  
Aue, Aue, Taukiri e!

Kei tōku pāpā, kei taku kaiarahia, kei te hoea morehu o te pakanga tuarua o te ao,  
Ahakoa kua rere atu ki rerenga wairua, ahakoa kua hoki koe ki te tini ki te mano, kei te tika tonu  
koe kei roto i te ngākau, kei roto i te hinengaro. Kua ngaro kē te tangi o te manu huia, kua ngaro  
hoki tou reo whakatangitangi ataahua.

Na reira e te matua, arohaina ana koe e te whānau. Kua whawhaitia i te whawhai pai,  
Kua omahia i te oma pai,  
Ka ea, Ka ea.

This thesis is dedicated to my loving parents  
Guy Perenara Tomlins and Olivia Munro Tomlins

## He Mihi

Kei aku nui, kei aku rahi,  
Kei te pae maunga Tararua,  
Kei ngā karanga hapū o  
Raukawa te Au ki te Tonga  
E te Rūnanga o Raukawa,  
Ka rere ngā mihi aroha ki a koutou,  
Nā koutou ahau i awhi, i tohutohutia ki tēnei mahi  
Kei te mihi, kei te tangi atu mo tēna taonga, ko te mohiotanga.  
Tēna rawa atu koutou katoa.

Ko Kahurānaki me Aorangi ngā maunga  
Ko Ngaruroro me Te Awe ngā awa  
Ko Ngarengare me Ngai Te Ipu ngā hapū  
Ko Houngarea me Te Whakaki ngā marae  
Ko Takitimu te waka  
Ko Ngāti Kahungunu te iwi

Tihei Mauri ora, ki te whei ao, ki te ao mārama!

This thesis could not have been completed without the assistance and support of many people. I would like to begin by acknowledging all the organisations, their management and staff, who took part in this study- Te Rūnanga o Raukawa, Ngāti Kahungunu Iwi Incorporated, Te Taiwhenua o Heretaunga, tēnā koutou. To the trustees of Mana Tamariki, Te Rangiheta Hauora and Te Whānau Mua Trust, tēnā koutou kātoa.

I would also like to thank Debbie Marshal Lobb, Rawiri Tinirau, Indiana Hoterini and Oriana Paewai for sharing their thoughts and experience working in iwi/Māori contexts in the early stages of the research. Shirley Barnett, Annmarie Gillies, Hine Waitere-Ang, Frances White, Haare Arapere, Kathryn Atvars, Margie Maaka and Julia Taiapa provided invaluable moral support, advice and assistance throughout the period. I would also like to acknowledge Karen Churton at the Massey University library who assisted with sourcing information and Bruce White who helped solve the technical glitches and “insurmountable molehills”. A special thanks to all my colleagues at Te Pūtahi a Toi, particularly Margaret Forster for relieving my courses while I was on study leave, David Butts who provided advice and direction during the latter stages, and Jean Vanags who assisted with formatting.

I reserve very special thanks for my supervisor Professor Mason Durie, who has been a mentor over the years providing wisdom, guidance and support, coupled with a great sense of humour, during the course of this thesis. Ngā mihi nui ki a koe e te rangatira. A special thank you also to my second supervisor Professor Linda Smith who continued to provide wonderful support and encouragement from a distance.

Finally, I wish to acknowledge the support of my family. To my sister Mana Gayle who kept the home fires burning in my absence, thank you. To my husband Robert, whose scholarly advice and tolerance made it possible for me to complete this project, thank you. To our daughter Shelley, a source of inspiration, thank you. And to my parents Guy and Olivia Tomlins to whom this thesis is dedicated, who instilled in us the importance of a good education, hard work and endeavour, much love.

Huia Tomlins-Jahnke  
March 2005

## Abstract

This thesis explores the nature of tribal service provision, in particular the characteristics that distinguish tribal provider services. An indigenous research paradigm, Māori philosophical traditions and tribal histories provide the context for researching and theorising about the three tribal organisations upon which this study is based. The thesis argues that tribal authorities emerged not only as a response to state policies of devolution but also as ongoing expressions of self-determination. How tribal organisational bureaucracies were established historically provides the context for examining the interface between tribal organisations and the state. In particular, specific historical events leading up to the 1840 annexation of New Zealand by Britain that demonstrate British assumptions of authority, humanitarian ideals and interventions by state functionaries in the affairs of New Zealand.

A discussion on the nature of the state as the basis for Eurocentric bias in modern constitutionalism offers a platform for understanding the art of government. Four interconnecting themes give a systematic basis for exploring the distinctive characteristics of tribal provider services that emerged as significant in this study; ‘ngā mahi a ngā tangata’ examines advocacy, responsiveness and relevancy. ‘Ngā mahi mā te iwi’ considers how links to the Māori communities are constituted relative to whānau, hapū and marae. ‘Ngā mahi a ngā tipuna’ explores how culture counts and the place of Māori culture and traditions in the workplace. ‘Ngā mahi tuara’ examines cultural frameworks located within Māori philosophical and customary practices and traditions.

Finally, an analysis is given of the contracting environment and the counterstrategies employed by the participants in this study in countering the limitations imposed by the terms of state contracts.

## Contents

### Dedication - He Karakia, He Poroporoki

#### Abstract

#### Acknowledgements - He Mihi

Introduction .....	i
<b>CHAPTER ONE .....</b>	<b>1</b>
An indigenous methodology .....	1
Towards An Indigenous Paradigm .....	1
Defining the terms .....	2
An indigenous world-view .....	6
Māori Approaches to Research.....	10
Constructing Māori knowledge and Culture .....	11
Appropriate Methodologies for Māori Research .....	13
Customary attitudes to knowledge .....	14
A Māori relevant process of enquiry .....	15
The principle of whakapapa .....	20
Access .....	20
Issues of bias and insider/outsider perspectives .....	23
The principle of Te Reo Māori .....	24
The principle of Tikanga Māori .....	25
Principle of mana Māori .....	25
Research methods negotiated .....	26
Engagement with participants .....	26
Ownership and control of information .....	27
Principle of whakatuia .....	28
Qualitative analysis tool .....	28
<b>CHAPTER 2 PHILOSOPHICAL FOUNDATIONS .....</b>	<b>31</b>
The principle of hui .....	33
The principle of utu .....	34
The principles of tapu and noa .....	35
Principle of noa .....	37
The principle of tuku iho .....	38
The principle of whakarite Māranga .....	40
The principle of wānanga .....	41
Search for the female Element .....	42
The principle of whakapapa .....	44
Relationship between humankind and the deities .....	46
<b>CHAPTER 3 HISTORICAL AND CULTURAL CONTEXTS .....</b>	<b>49</b>
<b>Group Identity and Customary Social Organisation .....</b>	<b>50</b>
Whānau, hapū, iwi .....	51
Characteristics of Social Order .....	53
Māhinga tahi .....	53
Manaaki tangata .....	54
Mana motuhake .....	54
The genealogical method .....	56
Ngāti Kahungunu .....	57
Ngāti Raukawa ki te Tonga .....	60
Tribal links between Ngāti Kahungunu and Ngāti Raukawa .....	63
<b>The development of Iwi Governance structures as legal entities .....</b>	<b>64</b>

Rūnanga schemes .....	64
District Councils .....	67
Tribal Committees .....	68
The establishment of Māori committees .....	70
Māori Women's Welfare League .....	72
Some legal governance options .....	74
Effects of the urban migration .....	74
The decade of Māori development .....	78
 CHAPTER 4 THE DEVELOPMENT OF IWİ AUTHORITIES .....	85
Development of Rūnanga .....	85
Māori Response to devolution .....	88
Establishment of tribal authorities .....	91
The changing role of Iwi Authorities .....	102
Population profile .....	104
Organisational structures .....	104
Tikanga-a-iwi and Tikanga-kawanatanga .....	106
Pou Rahui: Territorial Authority .....	106
Mana Tangata: Vested Authority .....	107
Kaupapa Ture: Constitution .....	108
Tikanga here: Bureaucracy .....	111
Roopu Rangatiratanga: Iwi Governance .....	112
Perceptions of Governance .....	115
Roopu whakahaere: management .....	118
 CHAPTER 5 IDEOLOGICAL DISCOURSES OF THE STATE .....	123
Imperialism in a global context .....	126
Colonial relations – Māori and the Crown .....	126
Humanitarian ideals and the amalgamation of Māori .....	136
Role of State Functionaries .....	137
The Nature of the State .....	138
Some exclusionary and assimilatory features of modern constitutionalism .....	141
The Notion of Citizenship .....	145
Indigeneity and the concept of citizenship .....	148
 CHAPTER 6 THE TRIBAL STATE INTERFACE .....	153
Analytics of government .....	154
Internal colonisation and the welfare state .....	157
Keyesianism and neoliberal traditions .....	160
Māori Perceptions of State Policies .....	162
Narrowly fixed and restrictive policies .....	163
Regimes of practice .....	164
The politics of illusion .....	165
Exclusionary tactics .....	166
Impact of technologies of government .....	168
Mixed Paradigms .....	171
Consequences of appropriated frameworks .....	172
The politics of compromise .....	174
Exposing Strategies of Difference .....	177
Politics of justification .....	178
A question of political will .....	180
Exposing barriers to effective relationships .....	184
Art of Resistance .....	187
Knowing the Enemy .....	188
Knowledge of the Inside .....	189
Tuning into politics .....	191

<b>CHAPTER 7 CHARACTERISTICS OF TRIBAL ORGANISATIONS .....</b>	193
The parameters of inquiry .....	194
<b>Ngā mahi a ngā tangata .....</b>	198
Role of Māori service provider .....	198
Advocacy .....	200
Responsiveness .....	206
Relevant provision .....	208
<b>Working as a tribal member .....</b>	210
The freedom to be Māori .....	210
Lasting the distance .....	214
<b>Ngā Mahi mā te Iwi .....</b>	218
Whakapapa links with community .....	218
Marae as a focus of communal interaction .....	220
Marae based kaumātua hui .....	227
Marae equivalents .....	228
<b>CHAPTER 8 CULTURE COUNTS .....</b>	231
By Māori, for Māori .....	232
Understanding Māori values .....	237
Values orientations .....	238
Man/nature orientation .....	239
Temporal focus .....	240
Modality of activity .....	241
Modality of relationship to others .....	242
<b>Tikanga in the workplace .....</b>	243
Definining kaupapa and tikanga .....	243
<b>Methodologies of conduct .....</b>	244
Conduct of the organisation .....	244
Maintaining consistency .....	247
Reflecting a ‘tikanga face’ .....	256
The place of tikanga in administration and bureaucracy .....	257
Injecting a ‘Māori’ flavour .....	257
Maintaining cultural integrity .....	251
Conduct of individuals – in the field .....	251
Ecology of the Workspace .....	253
Architecture of space .....	254
A spiritual milieu .....	255
<b>Ngā mahi tuara – Alternative Māori Frameworks .....</b>	256
Mana tangata .....	257
Taonga Tuku Iho .....	258
Akoranga .....	259
Wānanga framework .....	259
Pēpehā and whakatauki .....	261
Taonga Māori .....	263
Ngā ritenga .....	263
Hono Tātai .....	264
Whare tapu whā .....	264
Ngā Kaupapa .....	265
<b>CHAPTER 9 THE CONTRACTING ENVIRONMENT .....</b>	269
Effects of neo-liberalism on the contracting environment .....	270
Partnership perspectives – The Treaty and the ‘third way’ .....	276
Contractual Requirements .....	279
Terms of the Contract .....	279
Negotiating the Terms .....	280
Output mentalities .....	282

Fragmented services .....	285
Effects of Contracting with the State .....	285
Countering Contractual Constraints .....	289
Exteriority .....	290
Congruity .....	290
Retraction .....	291
Credible iwi/state relations .....	292
<b>Iwi Social Services: A Case Study .....</b>	<b>292</b>
Structure .....	298
Resourcing problem .....	299
Authority/autonomy .....	301
Iwi/State Relationships .....	302
 CHAPTER 10 CONCLUSION .....	305
Characteristics of Iwi providers .....	316
 Appendices .....	327
Interview schedule .....	327
Glossary of Māori terms .....	331
Maps .....	331
Ngāti Kahungunu tribal boundaries .....	331
Ngāti Raukawa ki te Tonga tribal boundaries .....	331
 Bibliography .....	333