

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.

Kia Taupunga te Ngākau Māori

Anchoring Māori Health Workforce

Potential

Annemarie Gillies

Ngāti Kahungunu, Ngāti Awa, Te Whānau-a-Apanui, Te Arawa

2006

Kia Taupunga te Ngākau Māori

Anchoring Māori Health Workforce Potential

A Thesis Presented for the Degree of
Doctor of Philosophy

Māori Studies

Massey University, Palmerston North
New Zealand

Annemarie Gillies

Ngāti Kahungunu, Ngāti Awa, Te Whānau-a-Apanui, Te Arawa

December 2006

HE POROPOROĀKĪ

E rere nei ko ngā roimata i āku mata, e tētere nei i āku kamo, e tātaka ana i taku kauwae.
Pā mai ana ko te matangi ki taku kiri, auwhi ana ko te ngākau e rite nei ki te āhao e whakakoi
nei i tāku manawa.
Auē, te mamae e papatu nei!

Nei ra taku reo karanga e rere, ki āku poutoko manawa, ki āku Manu Aute o te pō, o te
Awatea e rērere tonu mai i te poho o Ranginui, whirinaki ana i ūna parirau.
Tū mai ra Pukeko, tu mai ra Hokopu ki runga o Putauaki, karawhiua o mata ki Mataatua,
tētere rawa i te awa o Rangitaiki, pātata atu ki roto o Poroporo, karawhiua atu ki Wairaka. Rere
atu ra ki te tau o to ate e tū mai ana i te maunga o Whanganui— ā— Tara, karawhiua ana ngā
mata ki Taupunga whare, ki te marae ātea a Tumatauenga, karawhiu atu ki
Te Motu— o— Kura, kia tiketike te titiro, tārewa noa te mamae i ngā mokopuna kua waiho noa.
Nei ra te haehae i tāku Manawa.
Auē tāku tangi i a koutou e āku manu tioriori, e ngā reikura o tāku manawa.
Anō ko te mārama kua ngaro, kua ara anō.

Mai i te hiku o te ika, rērere tonu taku rākau ki rō o Waikato awa, ki te manu tīoriori,
te rau Pōhutukawa o Tainui waka, nei tana rite ki te kererū i te rangi.

Rere tonu atu ki Te Arawa

Heke iho ki te puku o te whenua, Taupo — nui — a — Tia, tētere rawa i ngā tapuwae a
Tongariro, Ngauruhoe, Ruapehu, ki te awa o Whanganui tae atu ra ki te pane o te motu,
whakawhititi atu taku rākau i te moana o Raukawa, ko Te Waipounamu e tau ra!

Koutou nā, rere ra i te pō, ki a Hine — nui — te — pō, okioki ra i te Awhireinga. Taukiri e!

HE MIHI

'E koeko te tūī, e ketekete te kākā, e kūkū te kereru'

'Ehara taku toa i te toa takitahi engari he toa takitini'

Nei aku mihi e rere ana ki a koutou katoa i whāngai i ahau ki te kai a te miro. I whakarauikatia ki taku hiahia, koutou i whakaaro nui ki te tohatoha i tā koutou mātauranga hei whāngai i taku hinengaro, e kore aku mihi e pau ki tēna, ki te kore ko koutou, kua kore ko ahau.

Ki tēnā, ki tēnā

Tēnā tātou katoa.

There are many people to thank for their contribution and support for this research, otherwise it would not have been completed. First of all I would like to acknowledge the people and organisations who participated in the study, gave of their time, and shared their knowledge – ngā whānau whānui of Tipu Ora Trust, Vision 2020, Te Rau Puawai, and Māori health protection.

Special thanks to Esther Tinirau, and Margaret Forster for being there right to the end, Hine Waitere-Ang my writing buddy –kie kaha e hoa, Jean & Erik Vanags who supported in many ways, Huia Jahnke for continued encouragement and confidence, Sharon Taite for providing motivation, Shirley Barnett for just being so positive about everything, John Waldon and Fiona kia ora korua Rawiri Tinirau and Noreen Mako for their confidence and support, Farah Palmer, Tania Jahnke, Marianne Tremaine, Malcolm Mulholland, and the rest of my Te Au Rangahau colleagues I look forward to celebrating your successes too, my colleagues and friends at Te Pūtahi-ā-Toi, and Pūmanawa Hauora where this all started many thanks for your support and friendship. Many thanks to my colleagues in the department of Management and to the PhD support group Robyn Walker, Colin Higgins, Jo Cheyne, Warren Smith, John Downey for the wonderful discussions and our ventures to interesting writing spots. Special thanks to Tony Vitalis and the department administration team Josie Grace, Brigit Eames, Catherine Toulis, & Janet Toogood. To the team in the Office of the Deputy Vice Chancellor Māori Casey Te Rangi, Marley Jenkins, Kiri Pohe-Thackeray, Karyn Kee and Frances White thank you for the Manaaki, and last to Buck and Deidre arohanui.

I would like to make special mention of my brothers and my sister and their children, and all my cousins for keeping up with whānau responsibilities while I have been distracted. Also my love to Nan, a tower of strength and love, I miss you. Finally, my children Hepa and Naha, their partners, and my mokopuna, those I have now, Alexcia and Reremoana Keeri, and those to come, you all make this worthwhile, thank you.

Thanks also need to go to the Health Research Council of New Zealand for their initial support and ongoing encouragement.

Finally, my supervisor: there is a saying that goes – don't walk in front of me I may not follow, don't walk behind me I may not lead, walk beside me and we will go forward together. Thank you Mason for your guidance, encouragement, and for letting me walk beside you for a time, nei anō āku mihi.

This thesis is dedicated to my parents Alex and Anne (Keeri), forever in my heart.

Nō reira, tēnā koutou katoa.

ABSTRACT

In New Zealand Māori are under-represented in the workforce across multiple sectors. This thesis explores this incongruity with regard to Māori health. A Māori perspective and philosophical foundation formed the basis of the methodological approach, utilising a case study research design to inform the study. This provided the opportunity to explore Māori health workforce development initiatives and their potential to contribute to improvements and gains in Māori health.

It was important that this work take into account social and economic factors and their impact on health, as well as the varying political climates of market oriented reform and a fiscal policy focus, because it has not only challenged Māori health development but also provided opportunities for increased Māori involvement and participation in health and New Zealand society. Therefore the thesis, while focused on health takes cognisance of and, coincides with the capacity and capability building efforts that have been a feature of overall Māori development, progress and advancement.

In the context of this thesis Māori health workers are seen as leaders within their whānau, hapū, iwi, and Māori communities. Consequently a potential workforce that is strong and powerful can lead to anticipated gains in Māori health alongside other Māori movements for advancement. The potential cannot be under-estimated.

This thesis argues that there are critical success factors, specific determinants, influencing Māori health workforce potential, and that these success factors have wider application. Therefore, as this thesis suggests Māori workforce development, especially in relationship to the health workforce, is dependent on effective Māori leadership, the application of Māori values to workplace practices, levels of resourcing that are compatible with training and development, critical mass, and targeted policies and programmes.

TABLE OF CONTENTS

<i>HE POROPOROĀKĪ</i>	<i>i</i>
<i>HE MIHI</i>	<i>ii</i>
<i>ABSTRACT</i>	<i>iii</i>
<i>TABLE OF CONTENTS</i>	<i>iv</i>
<i>LIST OF TABLES</i>	<i>viii</i>
<i>LIST OF FIGURES</i>	<i>ix</i>
<i>THESIS DESIGN</i>	<i>x</i>
 Chapter 1	1
<i>Introduction</i>	1
Colonisation.....	2
Background to Māori health workforce development	4
Māori doctors	8
Māori nurses	11
Māori health commissioners and sanitary inspectors	13
Māori contributions to health	16
Concluding remarks.....	33
 Chapter 2	35
<i>Theoretical and Methodological Perspectives</i>	35
Introduction	35
Knowledge claims	35
Māori knowledge claims	44
Strategies of inquiry – quantitative, qualitative, mixed methods.....	53
Research approach.....	57
Case recruitment and selection	59
Research methods.....	59
Tono – recruitment and selection processes	61
Whakawhānaungatanga	62
Tirohanga – observations and participation	62
Hui – meetings, events, consultation	62
Kōrero-a-tahi – communication and interviews.....	63
Whāngai Pānui - document review	63
Whāngai Pānui - literature review	64
Whakarongo – listening and recording	65
Ngā Taputapu Awhi - technologies and innovations.....	65
Whakaaro-mai-tanga - qualitative data analysis	66
Ethical issues	68
Māori maintenance issues.....	69
The case studies.....	69
Conclusion.....	70
 Chapter 3	71
<i>Contemporary Māori Development</i>	71
Introduction	71
Background to contemporary Māori development	71
Urban Māori migration.....	73
Devolution	73

Specific ‘by Māori for Māori’ programmes.....	76
Māori providers.....	83
Māori demographics	84
Māori economic development.....	85
Māori cultural development.....	87
Māori educational development.....	88
Māori health development	93
Māori societal development.....	99
Organisational capacities	102
Emerging philosophies.....	104
Māori development frameworks	106
The risks associated with development.....	108
Conclusion	111
Chapter 4.....	113
<i>Workforce Development</i>	113
Introduction.....	113
The contours of workforce development	113
Demand and supply	115
Price elasticity of demand.....	117
Income elasticity of demand	119
Cross elasticity of demand	119
Labour market trends	119
Workforce incentives	121
Political philosophies.....	123
Workforce constraints.....	124
Career development	126
Professionalism and unionism	128
Shaping a health workforce	129
Training and education agencies.....	135
The international scene	137
Conclusion	145
Chapter 5.....	147
<i>Māori Workforce Responsiveness.....</i>	147
Introduction.....	147
Concentration of the Māori workforce.....	147
The effects of economic restructuring and rationalisation	148
Community development.....	151
Political interest	153
Māori provider development.....	153
Māori health service providers.....	155
Māori health workforce development in research.....	160
Māori community health workforce	161
Māori demographic profile	161
Influencing factors in legislation and policy.....	163
Māori mental health workforce development programmes	167
Māori health professional organisations	168
Current Māori workforce development initiatives	170
Workforce development experiences in Australia and USA.....	170
Māori workforce development, a contribution.....	171
Chapter 6.....	173
<i>Professional Māori Workforce Development and Environmental Health</i>	173
Introduction.....	173
Case I - Professional Māori workforce development: Vision 20/20	173
Case description	173
Cultural affirmation and supports	176

Participant revelations	178
To reach our goal.....	181
Why set them up to fail?	183
That's an unusual choice for a Māori.....	185
It costs a lot of money to run a programme like this.....	186
Talking about space	187
Problems encountered?.....	187
Level of Māori involvement in the programme.....	190
Measuring programme success	193
What has helped to advance the programme	194
Continuous improvement	195
Portability	195
Contribution to Māori health development	195
Case II - Contemporary health protection environment: Health Protection	197
Painting a picture of sameness.....	197
Regulatory role of health protection	199
Working relationships	201
Māori capacity in health protection	203
Māori health protection.....	205
Supported, tolerated, joined	211
Māori development	211
Facilitating policy change	212
Incentives	214
Making a difference.....	214
Contribution to Māori health development	216
Chapter 7	219
<i>Tipu Ora: Māori Workforce Development and Community Development.....</i>	219
Introduction	219
The right message with the right messenger.....	220
Governance along tribal lines	222
Management	234
Ngā Kaitiaki – the caregivers	237
Recruitment and selection	239
Kaitiaki employment process	239
Kaitiaki education, training and development	242
Training facilitators	245
Tipu Ora’s role in kaitiaki training	246
Specific role of kaitiaki.....	251
Tipu Ora’s relationship with other iwi/Māori organisations.....	252
Kaitiaki perceptions of workforce development.....	253
Tipu Ora in summary.....	256
Chapter 8	257
<i>Te Rau Puawai: Māori Workforce Development and Community Mental Health.....</i>	257
Introduction	257
The emergence of a health workforce development support package	257
Te Rau Puawai – One hundred blossoms	259
A place for Te Rau Puawai.....	259
Te Kawanatanga o Te Rau Puawai	262
Te hanganga o Te Rau Puawai	264
Te tuitunga o Te Rau Puawai	266
Hei pae āwhina	267
Ngā karahipi	270
Māori aspects of Te Rau Puawai	271
Destinations of graduates.....	272
Breakdown of qualifications.....	273

Pass rates.....	276
Workforce contribution.....	276
Chapter 9.....	279
<i>Māori Approaches to Workforce Development.....</i>	279
Introduction.....	279
Emerging themes	280
Māori concepts of health	280
Māori leadership potential	282
Funding.....	286
Policy priority.....	287
Critical mass	289
Whānau concept.....	290
Iwi participation	293
Contribution to health.....	294
Critical success factors.....	296
Targeted strategies.....	296
Critical mass	296
Committed funding	296
Autonomy.....	297
Setting a course for Māori workforce potential	297
Chapter 10.....	301
<i>Conclusions.....</i>	301
A Charter for anchoring Māori health workforce development & potential.....	303
Glossary.....	307
Abbreviations.....	309
Appendix 1	310
Appendix 2	312
Appendix 3	313
Bibliography	314

LIST OF TABLES

Table 1.1: Women's Health League objectives 1937 and 1958	27
Table 2.2: Alternative knowledge claim positions	39
Table 2.3: Elements of methodology	53
Table 2.4: Alternative strategies of inquiry.....	54
Table 2.5: Choosing a qualitative approach.....	55
Table 2.6: Quantitative, qualitative, and mixed methods procedures.....	57
Table 2.7: Generic research methods	60
Table 2.8: Summary of thesis research methods.....	67
Table 3.1 Mana Enterprise funding 1985/86–1987/88.....	82
Table 3.2: Percentage increases in Māori students remaining in school	90
Table 3.3: Ten priorities for Māori health development	96
Table 3.4: Themes for Māori health development: The Rangatira framework	99
Table 3.5: Te Ngāhuru – a Māori outcomes schema.....	110
Table 4.2: Features of elasticity of supply	118
Table 5.1: Māori labour market outcomes	149
Table 5.2: Overall estimated Māori health workforce professionals.....	159
Table 5.3: Treaty of Waitangi & Ottawa Charter relationship	164
Table 5.4: Māori mental health workforce development funding 2004-2007	167
Table 6.1: Class make up	176
Table 6.2: Costs of first cohort.....	177
Table 6.3 Vision 20/20 programme supports for Māori students.....	178
Table 6.4: Examples of conventional health protection priorities:.....	200
Table 7.1 Tipu Ora Kaupapa.....	226
Table 7.4: Te Whare Tapa Whāmonitoring framework	232
Table 8.2: 1999–2005 Qualifications gained through Te Rau Puawai bursaries.....	274
Table 9.1: Case summary	297
Table 9.2: A charter for Māori health workforce development.....	298
Table 9.3: Māori workforce responses.....	299

LIST OF FIGURES

Figure 2.1: a methodological framework for research, epitomised by <i>te kōhao o te ngira</i> (Tinirau, 2004, p. 5).....	51
Figure 3.1: A tri-axial framework.....	107
Figure 4.2: Supply curve and shifts	116
Figure 4.3: Supply curve and changes.....	117
Figure 4.4: Equilibrium	117
Figure 4.5: A model for workforce development.....	146
Figure 7.1: Iwi relations in Te Arawa rohe	224
Figure 7.2: Iwi, hapū and whānau representation in Tipu Ora.....	225
Figure 7.3 Lines of accountability for service provision contract.....	235
Figure 8.1: Te Rau Puawai organisational framework	265
Figure 8.1: Te Rau Puawai organisational framework	265
Figure 8.2: Numbers of total graduates 1999-2005	275
Figure 8.3: Numbers of undergraduates 1999-2003.....	275
Figure 8.4: Numbers of postgraduates 1999-2003	276

THESIS DESIGN

The thesis is organised around ten chapters. Divided into various sections the chapters begin and end with an introduction and appropriate closing remarks, conclusions, reviews or summaries. There is no chapter dedicated solely to a review of the literature instead, each is imbued with its own strand of literature, at the same time though there is a fusion with other chapters.

Chapter 1 introduces and sets an historical backdrop and provides appropriate context and rationale for an exploration and understanding of Māori involvement and participation in health development and advancement. The chapter raises the impact of colonisation on Māori health and discusses strategies used to advance a Māori health workforce at the turn of the twentieth century. The key players, events, legislation and policies that had some influence on Māori health workforce development are discussed. The chapter supports the notion that there are distinct Māori approaches to Māori health workforce development and identifies a number of strategies that are not incompatible with broader goals for Māori development and advancement.

Chapter 2 outlines and presents a range of theoretical perspectives and methodological approaches that were explored to inform the assumptions, considerations and methods, and the processes utilised during this research programme.

Chapter 3 is concerned with contemporary Māori development and provides an overview of the position of Māori people in New Zealand with a particular focus on the period 1984-2004. It features Māori participation and involvement in a variety of initiatives across sectors, and in services provision. The chapter also presents data and information in relation to social and economic indicators which have served to impact on Māori adaptation, development, and progress. It also highlights distinct Māori developmental and advancement frameworks, concepts, tools and structures that have guided and led Māori initiative.

Chapter 4 reviews health workforce development generally, giving consideration to the contours that have shaped workforce development such as economic and labour market theories – demand and supply models used to determine inventories of ‘stock’ (people), stock

inflows and outflows, elasticity and inelasticity of stocks, and determining the value of stock piles. How organisations might use, train, up-skill and or educate their stocks, the influence of state policies on stock piles, and trends in stock management are discussed. Workforce development priorities and strategies, and leadership roles in health workforce developments are established.

Chapter 5 presents and examines Māori workforce responses to the impacts of urban migration, economic and social reform, and market conditions. It tracks the emergence and development of Māori workforce development and participation health services provision. The chapter identifies Māori capacity and assesses capabilities in health services provision, presents pertinent legislation in relation to increased Māori involvement in health, and the assurance of future Māori participation in health sector initiatives that include a Māori perspective.

Chapter 6 through to 8 provide details of the four case studies that contribute the data source for this research: Part I of chapter 6 presents Vision 2020 an accelerated Māori health professional workforce development initiative that intends to produce 500 Māori medical practitioners and 500 allied health professional by 2020. Part II presents environmental and health protection services, an exploration of an occupational vocation and potential destination choice for Māori. Chapter 7 contains the views and perceptions of Tipu Ora (a Māori health provider) organisation on workforce development in a Māori community and tribal context focused. Chapter 8 describes and presents Te Rau Puawai, a mental health workforce development initiative designed to facilitate access and enhance the academic qualifications of Māori community health workers.

Chapter 9 brings the perceptions and views of the participants from the four case studies together in an analysis that draws from previous chapters. The chapter reveals new knowledge and tools that will have practical application in Māori health workforce development initiatives and relevance to Māori health development and advancement generally.

Chapter 10 draws the thesis to a close. The chapter points to the contribution the study makes in the ongoing development of new knowledge, relevant methodologies and research tools and methods, and stresses six key contributions to advancing wider understandings of Māori health and Māori health workforce potential.