



**He Waka Kotuia**  
*Joining Together on a Shared Journey*

***He Waka Kotuia -***

***Joining Together on a Shared Journey***

is the report of the Community-Government Relationship Steering Group. It was published August 2002 by the Community Policy Team, Ministry of Social Policy/Te Manatū Whakahiato Ora on behalf of the Steering Group.

Copies of this report can be obtained from:

Ministry of Social Development  
Bowen State Building  
PO Box 12-136 Wellington  
New Zealand

information@msd.govt.nz  
or (04) 916-3300  
or it can be viewed on  
[www.msd.govt.nz/voluntary.html](http://www.msd.govt.nz/voluntary.html)

*Disclaimer*

This report represents the views of the Community-Government Relationship Steering Group, and does not necessarily represent the views of the Ministry of Social Development.

ISBN 0-478-25127-0

# Contents

---

Steering Group Members . . . . .	2
Foreword – Unfolding the Potential . . . . .	3
Executive Summary . . . . .	5
Chapter 1. Background . . . . .	10
Chapter 2. Report from the (Steering Group) Māori . . . . .	16
Chapter 3. Strengthening the Community Sector . . . . .	24
Strengthening Tagata Pasifika Community Sector . . . . .	34
Chapter 4. Participatory Processes . . . . .	47
Chapter 5. Resourcing and Accountability . . . . .	61
(Includes funding arrangements)	
Chapter 6. Reviewing and Monitoring Progress . . . . .	70

# Steering Group Members

---

**Chair – Dorothy Wilson** is a former Deputy Mayor of Waitakere City Council, is currently a consultant in sustainable development and change management. Dorothy also chaired the Community and Voluntary Sector Working Party.

**Don Clarke** is the International Development Specialist (Civil Society Human Rights Social Impact and Development Research), for the NZ Agency for International Development (NZAID), Ministry of Foreign Affairs and Trade. Don has also worked on the Council for International Development and is a former Deputy Director of the Commonwealth Foundation.

**Mike Hollings** (Ngāti Raukawa) was the General Manager Māori Development, Te Puni Kōkiri. Mike moved to a new position in January 2002 and was replaced by Te Rina Leonard.

**Enid Leighton** (Ngāti Awa, Te Whānau-a-Apanui) is the General Manager, Ngāti Awa Social and Health Services. Enid has a background in working in disability support services and was a member of the Community and Voluntary Sector Working Party.

**Te Rina Leonard** (Ngai Te Rangī, Ngāti Rangiwewehi) is the Policy Manager, Education, Training and Employment, Te Puni Kōkiri. Te Rina has experience working in the justice, health and education sectors.

**Barbara MacLennan** is Manager of the Community Policy and Resources Division, Rotorua District Council. Barbara was seconded on to the Steering Group to provide local body experience and perspective.

**Tuari Potiki** (Kai Tahu, Kāti Mamoe, Waitaha) is the Social Development Manager, Ngāi Tahu Development Corporation. Tuari has worked extensively in the health, justice and disability sectors.

**Tina Reid** is the Executive Director of the NZ Federation of Voluntary Welfare Organisations and has a strong background in paid and unpaid positions in the community and voluntary sector. Tina has also worked in both local and central government.

**Campbell Roberts** is the Divisional Commander, Salvation Army Canterbury/North-West Division and has wide experience in social, housing and poverty issues.

**Samuelu Sefuiva** is the General Manager of the Peoples' Centre Inc, Auckland. Sam has extensive involvement in Pacific peoples' development, health, social policy issues and organisational development. He has also worked in the private sector and in central and local government.

**John Stansfield** is the founder and programme leader of UNITEC Institute of Technology's Graduate Diploma in Not-for-Profit Management, and is a specialist in social auditing. John was a member of the Community and Voluntary Sector Working Party.

**Patricia Webster** worked until recently for the Council for International Development. She is currently a member of the Co-ordinating Committee of the Association of NGOs of Aotearoa (ANGOA), a trustee of the Social and Civic Policy Institute and a member of the Overseas Programmes Committee of Save the Children Fund.

# Foreword – Unfolding the Potential

---

The turn of the century and the incoming government in 1999 provided the opportunity for significant changes in the way we do things in Aotearoa/New Zealand.

This report is an important ingredient in that change process.

It has become increasingly clear that our traditional ways of doing business, of governing, and of measuring 'progress' all need to change if communities are to meet the significant challenges that face us. The interdependence of business, government, community, voluntary, iwi and Māori organisations is now more overtly recognised. Each needs a healthy relationship with the others. If one is weak, our whole society suffers.

Throughout the 1980s and 1990s the community sector felt it was bearing the brunt of the economic market reforms, picking up an ever-increasing load with little recognition and support from government. In June 2000 the Hon. Steve Maharey, the first Minister Responsible for the Community and Voluntary Sector, acknowledged the importance of community, voluntary and iwi and Māori organisations in contributing to the health of our country. He responded to their distress and anger by initiating a relationship-building process to improve central government's relationship with the sector.

These last two years have provided an opportunity to begin to effect a fundamental change in that relationship and in the culture of central government. From a style of government that was seen as isolated, inward-looking and patronising to community organisations and iwi, there are distinct signs of progress.

A major rethink of the way we do things is also evident in other sectors. Business networks focused on sustainable development have emerged. The reform of the Local Government Act will reframe activity around social, economic and environmental goals, and there is huge potential for developing healthy intersectoral relationships in community plans. Significant iwi development is taking place right across the country, as well as many programmes run by urban Māori authorities.

There is a distinct feeling of momentum building in each of these parts of New Zealand society. Yet there is little exposure to each other's worlds, little connection, and little understanding of the role each can play to support the other.

Business is often unaware of the exciting work done by community organisations, such as the thousands of tonnes of refuse diverted from landfills by a tiny Waiheke resources trust – creating sustainable jobs in the process. Community organisations are largely unaware of the innovative and leading-edge work being done by business. At the Redesigning Resources Conference in July 2002 companies such as Snowy Peak and MacPac inspired and challenged participants with their 'Triple Bottom Line'<sup>1</sup> work. Yet, local and central government and business often do not understand the diverse, complex and rich world of the community sector and iwi, and the huge and valuable contribution they make. Government still does not always see its role in supporting and funding the

---

<sup>1</sup> Triple Bottom Line accounting is the process of identifying, assessing and reporting business activities in terms of their impact on society, the environment and economic sustainability.

community sector to enable a strong civil society. There is little constructive or focused dialogue with all of the sectors present – although there has been a good start recently in New Zealand with an intersectoral dialogue, held as a lead-up to the 2002 World Summit on Sustainable Development to be held in Johannesburg in September this year.<sup>2</sup> The linkages between the sectors are still largely missing at this strategic level.

A national sustainable development strategy is one way to develop a more holistic view of a shared path, a common language, better relationships and joint ownership of a set of goals.

A report (*Showing the Way*, published July 2002) by the Parliamentary Commissioner for the Environment following a recent trip to Curitiba in Brazil pinpointed some key elements in that city's progress. The report describes how Curitiba has developed in a way that has integrated environmental, social and economic outcomes and looks at the reasons for its success. It reports that:

*They [the leaders in local government, business and the community sector in Curitiba] value relationships highly. They create long term visions of what might be, delivering results to all by iterations. They grow leaders and are very focused on people and enhancing the quality of their lives and maintaining consistent governance...*

The strengthening of community, voluntary, iwi and Māori organisations in this country to enable them to participate fully in this shared journey will be a key to achieving a more integrated approach to our development in the next few years. Community organisations are looking for a fundamental change in culture at central and local government level. They expect that their views will be valued, resources exchanged in a respectful manner, and leadership recognised and supported. They want to be strong enough to generate policies and new ideas, rather than always reacting to those of government. Only then, with all the sectors involved in the dialogue, and with the strength that comes from diversity, can we achieve richer and more robust solutions to the challenges that are evident around us.

The need for change has not yet touched everyone, however, and for some progress is far too slow. For community, voluntary, iwi and Māori organisations this is work in progress. He Waka Kotuia offers a few steps in a long path. The real challenge will be to maintain the momentum.

In conclusion, I would like to recognise the undoubted talents, skills and experience of the members of the Steering Group and the support given by the able and committed team from the Ministry of Social Development in the development of this report. It has been a real team effort. We have been regularly joined by a wider group of community people and officials offering complementary expertise. We have benefited hugely from this, as well as from the views conveyed through the regional and sectoral meetings and hui.

Thank you, all of you, for your constructive contributions.



*Dorothy Wilson, Chair*

*Community-Government Relationship Steering Group*

---

<sup>2</sup> This summit will assess progress on the social, economic and environmental targets agreed to by nations in Rio de Janeiro in 1992, and set out in the document *Agenda 21*.

# Executive Summary

In September 2001 the Community-Government Relationship Steering Group began the task of implementing the recommendations made in the Community and Voluntary Sector Working Party report, *Potential for Partnership: Whakatōpū Whakaaro*. The Steering Group developed a work programme involving people from community, voluntary, iwi and Māori organisations, and officials from a number of government departments.

The following chart summarises the processes followed by the Community-Government Relationship Steering Group in developing its work programme.

<b>Aug 2000</b>	Community and Voluntary Sector Working Party established, chaired by Dorothy Wilson
<b>Sept–Nov 2000</b>	Working Party outreach programme of meetings, sampling the views of a cross-section of community, voluntary, iwi and Māori organisations
<b>April 2001</b>	Working Party reports to Minister Responsible for the Community and Voluntary Sector, Hon. Steve Maharey. Working Party report <i>Potential for Partnership: Whakatōpū Whakaaro</i> published in May 2001
<b>July 2001</b>	Government agrees to Working Party recommendations and to progress work into a second phase
<b>Sept 2001</b>	Community-Government Relationship Steering Group established to oversee the Phase Two work, chaired by Dorothy Wilson
<b>Dec 2001</b>	Launch of Statement of Government Intentions for an Improved Community-Government Relationship
<b>Feb–April 2002</b>	Focus groups convened to develop practical suggestions on key topics raised by the Working Party. Topics included: <ul style="list-style-type: none"> <li>• communications and networking</li> <li>• training and capacity building</li> <li>• advocacy and policy</li> <li>• Treaty of Waitangi</li> </ul> <p>Issues concerning research and ICT were addressed through:</p> <ul style="list-style-type: none"> <li>• Community research workshop March 2002</li> <li>• Flaxroots Technology Conference April 2002</li> </ul>
<b>March–April 2002</b>	Nationwide programme of regional meetings and a number of hui held to obtain feedback on suggestions made by the focus groups. Sector meetings also held to gauge response to the suggestions
<b>June 2002</b>	Community Sector Strategic Directions Forum convened in Hamilton to discuss the feedback and develop the basis of a community sector plan of action
<b>July 2002</b>	Steering Group reports to Minister Maharey

Through this ten-month process the Steering Group developed a number of actions to help strengthen the community sector and to improve the relationship between government and the sector. These recommendations, and the background to them, are presented in this report. While they are the end result of an intensive period of work, the Group sees them as small steps along the path towards an improved relationship – not the final answer.

The Steering Group also notes that although its recommendations are largely about what the government might do to improve its relationship with the community sector, the community sector itself is very clear that it has work to do to strengthen its own capacity and collaboration. The Steering Group therefore recommends a series of projects that will provide a basis for ongoing development of the community sector, enabling it to take charge of its own future.

The report is divided into chapters, which reflect the division of work into four key areas: issues relating to iwi and Māori, strengthening the community sector, improving participatory processes, and resourcing and accountability arrangements. This division was simply a way of trying to make a very large topic more manageable, but should not prevent each section of the report being read as part of a whole. The main chapters are preceded by a background discussion, and we end with a chapter on reviewing and monitoring progress.

The aims of the four workstreams are explained below. The workstreams gave rise to key strategic recommendations, which are summarised here and then explained in more detail in each chapter.

### **Steering Group (Māori)**

The Steering Group recommends establishing an Action Group (Māori) to advise government on resolving political and constitutional issues within the Treaty-Crown relationship and to provide advice on developing the state sector's capability to engage effectively with iwi and Māori community organisations.

Work to improve local and regional networking and collaboration across iwi and Māori community organisations is also proposed, perhaps by including the new Te Puni Kōkiri Māori development workers in the provision of support and resources.

### **Strengthening the Community Sector**

Projects proposed to strengthen the community sector include:

- strengthening community networking through:
  - promoting and resourcing community forums
  - setting up databases for community sector organisations
  - improving access to information and communications technology
- researching and scanning the sector
- promotion of Treaty-based practice
- promotion of good practice within the community sector
- improving relationships with local government
- strategies for strengthening Tagata Pasifika communities.

To kickstart these projects the Steering Group recommends setting up an interim Community Forum Taskforce that would oversee them through to a 2003 Community Sector Strategic Directions Forum.

## Participatory Processes

The Participatory Processes workstream aimed to improve the capacity of government officials to engage community organisations in policy development and service planning. The steps proposed by the Steering Group focus on changing the culture and practices of government at all levels, from chief executives and senior managers to policy writers and front-line staff. A toolkit has been developed to encourage good practice and outline ways of measuring progress in building effective, active relationships with community, voluntary, iwi and Māori organisations.

## Resourcing and Accountability

The Resourcing and Accountability workstream addressed ways of improving the processes that government agencies use in funding community, voluntary, iwi and Māori organisations. The workstream has produced an online toolkit to promote good funding practice.

## Mechanisms for reviewing and monitoring progress

To ensure that the projects proposed are progressed and evaluated on an ongoing basis, four mechanisms are proposed:

- two specialist panels of community members and government officials – to monitor standards for the two online resources, one proposed by the Participatory Processes workstream and the other by the Resourcing and Accountability workstream
- a Community Forum Taskforce – to oversee and ensure implementation of the projects identified through the Strengthening the Community Sector workstream
- an Action Group (Māori) – to take responsibility for following up on the actions recommended in relation to Crown-iwi relations and for developing iwi and Māori organisation capacity and networking at the local level
- a small high-level group – to review overall progress in improving the community-government relationship.

## Key Strategic Recommendations

### Recommendation 1: Strategic proposals for iwi and Māori

#### The Steering Group recommends that an Action Group (Māori) be set up to:

- provide advice to government by 30 June 2003 on resolving political and constitutional issues relating to the iwi–Crown Treaty relationship
- work with Te Puni Kōkiri to:
  - develop state sector capability to engage effectively with iwi and Māori organisations
  - investigate the inclusion of Te Puni Kōkiri Māori development workers in providing iwi and Māori service providers with support and resources for local networking
- convene and report to a hui at the proposed Community Sector Strategic Directions Forum 2003 (see Recommendation 2).

## **Recommendation 2: Strategic proposals for strengthening the community sector**

### **The Steering Group recommends that:**

- as an interim measure, responsibility for overseeing the implementation of the projects proposed for strengthening the community sector be assigned to a five- person Community Forum Taskforce
- nominations for membership of the proposed Taskforce should be drawn from those who attended the June 2002 Community Sector Strategic Directions Forum, and the members selected should comprise a broadly representative group that includes links with the outgoing Community–Government Relationship Steering Group, umbrella/national/strategic-level groups and the philanthropic sector
- the Community Forum Taskforce should:
  - lead and implement a series of projects for completion over the next year
  - plan and convene a 2003 Community Sector Strategic Directions Forum.

## **Recommendation 3: Strategic proposals for improving participatory processes**

### **The Steering Group recommends that Ministers:**

- direct all government agencies to establish and report annually on the development and implementation of arrangements for managing relationships with community, voluntary, iwi and Māori organisations
- approve the establishment of the website [www.participate.govt.nz](http://www.participate.govt.nz), to be hosted, at least in the first instance, by the Ministry of Social Development.

## **Recommendation 4: Strategic proposals for improving resourcing and accountability arrangements**

### **The Steering Group recommends that Ministers:**

- direct all government agencies to report annually on the development and implementation of good funding practice in their dealings with community, voluntary, iwi and Māori organisations
- approve the establishment of the website [www.goodfundingpractice.govt.nz](http://www.goodfundingpractice.govt.nz), to be hosted, at least in the first instance, by the Ministry of Social Development.

## **Recommendation 5: Strategic proposals for reviewing and monitoring progress in improving the community-government relationship**

### **The Steering Group recommends that Ministers:**

- agree to establish two standards panels comprising community representatives and government officials to monitor and review the development of the proposed online resources (see Recommendations 3 and 4)
- agree to a systematic approach to monitoring government relationships with the community sector through inclusion of relationship plans in all government agency statements of intent and chief executive performance agreements, outlining steps to ensure active relationships and good practice funding in their interactions with community, voluntary, iwi and Māori organisations
- nominate a lead agency, such as the Ministry of Social Development, to work both with other officials and with representatives from community, voluntary, iwi and Māori organisations to recommend indicators of good practice and to monitor progress in implementing the proposed relationship plans
- agree to establish a high-level group comprising the Chair of the Review of the Centre Change Implementation Advisory Group, the Chief Executive of the Ministry of Social Development, and three community sector people with a recognised commitment to strengthening the community sector, to meet six-monthly to review progress in improving the community–government relationship and report on this to:
  - the Minister Responsible for the Community and Voluntary Sector
  - the proposed 2003 Community Sector Strategic Directions Forum.

# 1. Background

---

## Establishment of the Community and Voluntary Sector Working Party (Phase One)

This report continues the work of the Community and Voluntary Sector Working Party. The Working Party, comprising a mix of community representatives and government officials, was established after the 1999 election in response to strong messages that the relationship between government and community organisations was not healthy and needed concerted action.

Over a period of eight months the Working Party engaged with the community sector, reviewed available reports and research and came to conclusions in five key areas.

- **Improving relations between iwi and Māori and the Crown:** lack of resolution of Treaty-based issues was seen to be a barrier to improving relationships between government and the community sector.
- **The need for participatory democracy:** developing a more inclusive approach to decision-making is critical to the process of democratising democracy. This requires access to information, timeframes that enable people to consider options, people who can facilitate and negotiate and who have cultural and local knowledge, and leadership within government and within the community.
- **Reviewing resourcing and accountability arrangements:** inadequate or static funding in the face of greater demand for services was a key concern. Many community representatives objected to the power imbalance implicit in the contracting model, seeking instead collaborative approaches based on co-determination of needs, solutions and providing a quality service.
- **Strengthening the community sector:** many organisations face a constant battle to break even. Contracting for narrowly defined services and the costs of increasingly complex accountability requirements have increased the difficulties of finding resources for organisational and skill development for community resources.
- **Improving the culture of central government:** many community people felt the government did not understand or respect the role and the activities of their agencies. There is a need for government to change the way it does business and to communicate more effectively with communities.

The Working Party's report, *Potential for Partnership: Whakatōpū Whakaaro*, was well received by people working in the voluntary and community sector. Officials also generally felt the report's observations were a fair reflection of the issues facing the sector. The government substantially endorsed the recommendations of the report.

A recommendation to establish a Treaty of Waitangi Commission to address the particular concerns of iwi in relation to the Crown was, however, referred to the Prime Minister in consultation with the Minister for Māori Affairs. Concerns have since been raised – during discussions with Māori – about

the establishment of such a commission. As a consequence, the first Key Strategic Recommendation in this report makes an alternative recommendation to form an action group to investigate other mechanisms for improving engagement between the Crown and iwi.

## **Establishment of the Community-Government Relationship Steering Group (Phase Two)**

In September 2001 a government-appointed Steering Group, again comprising a mix of community representatives and government officials, along with a secondee from local government, was established to oversee a work programme to develop strategies and practical solutions to the concerns identified in *Potential for Partnership: Whakatōpū Whakaaro*.

In December 2001 the Prime Minister and Steve Maharey, as Minister Responsible for the Community and Voluntary Sector, signed a Statement of Government Intentions for an Improved Community-Government Relationship. In the Statement, the government stated its commitment to creating a genuine partnership with community, voluntary, iwi and Māori organisations and defined its role as a facilitator of a strong civil society.

### **Steering Group processes**

The Steering Group worked together throughout the process, with Māori members also forming a caucus as it became apparent a single mechanism was needed to bring together all the issues and work relating to Māori from across each of the Steering Group's workstreams.

The Steering Group developed three separate streams of work: Strengthening the Community Sector, Participatory Processes, and Resourcing and Accountability Arrangements. All three workstreams comprised a mix of Steering Group members, government officials and specialists from the community sector. Each workstream included a Māori member of the Steering Group.

The Strengthening the Community Sector workstream was primarily led by members from the community sector because of its focus on the sector itself. This workstream operated on the premise that good relationships with government depend on the community sector itself having strength. This led to a programme of discussions with the community sector aimed at identifying strategies and projects to make the sector stronger.

The Resourcing and Accountability workstream included a greater proportion of government officials because the community members of that workstream wanted to involve as many relevant government departments as possible.

## **Context: What has changed since the Working Party report?**

The Community and Voluntary Sector Working Party identified that the relationship between government and the community sector lacked trust and was not working well. Giving a national voice to the sector through the Working Party process was in itself seen by many as a step in the right direction, and a critical stage in the process of rebuilding the relationship.

The Working Party report and the Statement of Government Intentions lent weight to changes that many government agencies were already putting in place, and in some cases acted as a trigger for further action. Following are some of the projects undertaken by government and other agencies to address the relationship with the community sector.

- The Department of Child, Youth and Family (CYF) has made some progress towards addressing the funding issues raised in the Potential for Partnership report, in particular:
  - the allocation of over \$4 million in additional funding to enhance the viability of community-based social service providers
  - the re-negotiation of contracts to reduce the level of outputs expected
  - the introduction of grant funding for certain types of services
  - the reduction of compliance costs in obtaining funding from CYF
  - all funding for amounts under \$50,000 will be provided as grants to those community organisations that meet the grant criteria.
- The Ministry of Health and health sector non-government organisations (NGOs) have set up a process for addressing relationship issues at the national and strategic levels. The Ministry now has an NGO desk and an ongoing process for meeting and discussing issues with the sector.
- Housing NZ convened a Social Housing Strategy Workshop, established a Partnership Division to develop and engage in partnerships with NGOs and iwi to expand the supply of affordable housing, and has a number of initiatives under way aimed at addressing social exclusion and fostering strong, sustainable communities.
- The Ministry of Youth Affairs and the Ministry of Social Development are jointly working through the Children’s Agenda to improve participatory and democratic processes when consulting with children and young people.
- The review of the Local Government Act (currently at the select committee stage) places a clearer emphasis on engaging with local communities in planning and service delivery.
- The 2001 Review of the Centre project, jointly led by the State Services Commission, Department of the Prime Minister and Cabinet and Treasury, reviewed the public management system. The Review looked at how well the public service responds to needs and expectations of Ministers and citizens (individuals, communities, business or Māori).

As a follow-up to the Review of the Centre, an advisory group is assisting the State Services Commissioner to implement a work programme. The programme is directed at improving the performance of the state sector in relation to integrating service delivery (including looking at ways of improving co-ordination and addressing ‘intractable problems’), addressing fragmentation and improving alignment, and enhancing the people and culture of the state sector, with a particular emphasis on improving leadership.

## Strategic issues still facing the community sector

Despite the reforms outlined above, the community sector remains overloaded with work and key infrastructure features are not well resourced. At a local and regional level the sector continues to struggle to resource and support local networking. These resourcing concerns, often relating to the 'contracting model', have resulted in many organisations operating in an environment of fear for their ongoing viability.

There is no widely accepted definition of the community sector and capturing the dynamic diversity of the sector is a difficult task. The former Community and Voluntary Sector Working Party was aware that there are many differences between distinct groups within the sector – large and small organisations, people living in urban and rural communities – as well as communities of common interest, such as people with disabilities, youth and older people. It was also conscious that people in community organisations interact with government in a wide variety of ways. In its report the Working Party focused on gaining a better understanding of the nature of the community sector and its issues as a way of improving relationships between the sector and government.

Access to government funding and the associated accountability processes continue to be described by some organisations as both time-consuming and unnecessarily complex. Many in the community sector remain concerned about the way these processes detract from organisations' key purpose – service delivery.

At the national and umbrella level there has been no real improvement in resourcing to develop a strategic view of the broader issues facing the community sector, to share information, or to undertake research on which to develop robust evidence-based policy advice. It is therefore difficult for community agencies to respond to the renewed interest by government in seeking community participation in policy development and service planning.

In addition, the community sector lacks adequate access to information and communications technology, creating the risk that community organisations will fail to take full advantage of government and private sector moves towards provision and co-ordination of e-services.

There is insufficient resourcing to address critical issues of workforce development across the community sector.

There remains a need to recognise the value of the contribution made by the community sector to civil society and overall social wellbeing.

The targeting of funds at direct service delivery has resulted in little or no funding available for research and the collation of basic data and information about the sector. There is an urgent need for more information about the community sector – its characteristics, its needs, its viability, its contribution – through a community and voluntary sector research programme.

The ongoing relationship-building process needs political leadership and ownership. This requires a Minister to continue to be a champion for the process within Cabinet, and to work with his/her colleagues to build an understanding of the contribution of the community sector to New Zealand's social and economic wellbeing.

For Tagata Pasifika<sup>3</sup> the community sector capacity, community participation and structural capacity remains under-developed and requires considerable resourcing, leadership and infrastructural development.

The overarching strategic issue for iwi and Māori is the nature of relationships, both with the Crown overall and with specific government agencies. The strong message coming through the Phase Two discussions with Māori groups is that the relationship between iwi and Crown must be more robustly established first and foremost as a direct means of strengthening iwi and Māori community organisations.

## **Maintaining the momentum of the current process**

The breakdown in the relationship between government and the community and voluntary sector grew to a crisis point over the past two decades. Addressing the central issues of the relationship must not take another two decades, but it will inevitably take time.

Recognition of the problem, the process of identifying key issues, the Statement of Government Intentions and the work carried out both in government agencies and across the community sector over the past year amounts to a potentially valuable investment in the future of the government-community sector relationship. It is essential to ensure that the momentum is not lost if the investment is to be realised.

Over the past nine months each of the Steering Group's three workstreams and the Māori caucus have developed practical ideas and solutions. These will take time and further resources to implement, but the outcomes – better service delivery, more self-reliant communities, enhanced citizenship, tino rangatiratanga – will justify that investment.

From this point an increased number of community organisations and government agencies are expected to become actively engaged in the relationship rebuilding process. This will require ongoing leadership and support.

## **Strategic co-ordination of community, voluntary, iwi and Māori organisations**

Throughout the process of the Steering Group there has been ongoing discussion about the representation and co-ordination of the sector at a national level. Underlying this debate is the problem of defining the community sector, or how the sector defines itself. While the forums and engagement processes showed groups of organisations that shared some common concerns, there was no universally agreed view of one sector which encompassed such diverse groups as iwi providers, sports, arts, social services, emergency services and environmental groups.

Although there are significant issues in common, there are also significant differences. Iwi, as the Treaty partner, do not see themselves as part of a sector, yet share some common concerns.

---

<sup>3</sup> In this report Tagata Pasifika is the term used to describe peoples living in New Zealand who have migrated from the Pacific Islands or who identify with the Pacific Islands because of ancestry or heritage.

At present, no agreed process exists within these clusters for mandating any one single group that might better co-ordinate the development of a relationship with government. Further, the Steering Group believes that it is unlikely that there will ever be one simple entry point, because there is no one simple all-embracing sector group. The Steering Group agrees, however, that it is vitally important to develop better co-ordination, networking, and communication mechanisms and processes between community, voluntary, iwi and Māori organisations and government at both local and national levels. This will need a commitment by both government and community organisations to develop constructive and sustainable solutions. The Steering Group maintains that a pluralistic approach is very important, because of the diversity of community and Māori organisations, and of government.

Co-ordination and communication mechanisms therefore need to be supported at several levels:

- at the level of a range of umbrella organisations, so that they are able to work together to represent their voices to government on particular issues
- at local and regional levels, where government and sector relationships are important but take a different shape than at a national level
- opportunities to meet across different sectors to identify and collaborate on common issues for strategic development.

Each level is important, and communication between the various levels is needed to provide effective links. A diverse and pluralistic society demands multiple responses and solutions.

To continue ongoing relationship building, the community partner needs to take ownership of its own development. With this in mind, a Community Sector Strategic Directions Forum was organised by the Strengthening the Community Sector workstream in June 2002. This report proposes that a second forum be held at the end of 2003.

An interim body, the Community Forum Taskforce, is proposed to manage the projects outlined for strengthening the community sector over the next 12 months. A forum at the end of next year has the task of developing an ongoing body, mandated by the people at that forum, for ongoing co-ordination and collaboration of the sector.

## 2. Report from the (Steering Group) Māori

---

### The Phase Two process in relation to Māori

Three Māori members were appointed to the Phase Two Steering Group:

Enid Leighton (community representative)

Tuari Potiki (community representative)

Te Rina Leonard (Te Puni Kōkiri), replacing Mike Hollings.

Throughout the Phase Two process the Steering Group (Māori) participated in each of the Steering Group workstreams.

### Strengthening the Community Sector (Te Rina Leonard)

The Strengthening the Community Sector workstream focused on engaging iwi and Māori<sup>4</sup> community organisations in discussions about ways to strengthen the sector, building on the earlier consultation of the Working Party. A significant part of this work involved a series of Hui Whakapakari, reaching from Auckland to Invercargill. Regional meetings, sector meetings and focus groups also took place and involved Māori input and dialogue.

### Participatory Processes (Tuari Potiki)

The Participatory Processes workstream focused on identifying the attributes of good participatory processes and practices for government's effective engagement with the community sector, including a focus on working with iwi and Māori organisations and communities.

### Resourcing and Accountability (Enid Leighton)

The Resourcing and Accountability workstream developed an online toolkit for improved resourcing and accountability arrangements between government and community organisations. A specific component of this resource will address working with iwi and Māori organisations.

Four Māori representatives from iwi and Māori organisations were also co-opted to two of the workstreams:

- Kataraina Pipi (Strengthening the Community Sector workstream)
- Josie Karanga (Strengthening the Community Sector workstream)
- Patricia Seymour (Participatory Processes workstream)
- Chris Webber (Participatory Processes workstream).

---

<sup>4</sup> Throughout this report the terms iwi and Māori are both used to refer to the indigenous people of Aotearoa/New Zealand. However, the two terms are used in specific and distinct ways to articulate two different realities.

Iwi is taken to mean whakapapa-based groupings of whānau and hapū with rights and responsibilities guaranteed through the Treaty of Waitangi. In this chapter iwi refers to agencies/organisations accountable to, or mandated by, the tribe.

Māori is a term that describes the full gamut of different iwi groupings as one body of people. In this report Māori is taken to mean all indigenous persons and groupings who are active both inside and outside the range of iwi constructs, being neither accountable to, nor mandated by, those groups.

As it became apparent that there needed to be a single forum to bring together all the issues and work relating to Māori from across the workstreams, these workstream members, together with the Steering Group (Māori), also formed a Māori caucus.

A Māori forum – held as a parallel process to the Community Sector Strategic Directions Forum in Hamilton – provided the Steering Group (Māori) with an additional opportunity to review and confirm the key strategic issues emerging from the earlier consultations with Māori that were conducted as part of the Strengthening the Community Sector work. After the forum, the Steering Group (Māori) reconvened to analyse the information collected and to make recommendations for the way forward, as presented in this chapter.

The Steering Group (Māori) found goodwill on the part of both the Crown<sup>5</sup> and iwi in finding ways to work more effectively together. However, the development of understanding and relationships – between both iwi and Māori and iwi and the Crown – is dynamic and continually evolving. Government agencies' approach to Māori issues also lacks overall consistency, and there is a lack of clear delineation between iwi and Māori by the government. As a consequence, the Steering Group (Māori) had a particularly challenging workload framing recommendations to improve Crown-iwi relationships, while at the same time giving input into the workstream programmes.

The Steering Group is aware of the huge task that was put before the Steering Group (Māori) to deliver recommendations that will meaningfully and positively affect all iwi and Māori community organisations. The Steering Group has put in place a structure for the way forward whereby members of the Steering Group (Māori) will be able to work exclusively on issues that directly impact on Māori. This will increase opportunities for effecting positive change in all iwi and Māori community organisations.

## Strategic issues for iwi and Māori

During Phases One and Two, three priority strategic issues for iwi and Māori emerged from consultations and dialogue:

- the Treaty relationship between iwi and the crown at an aggregated level, and strengthening the capability of specific crown agencies to engage with iwi and Māori
- local and regional collaboration and networking for iwi and Māori community organisations
- clarifying the position of iwi and Māori community organisations in relation to the rest of the sector.

---

<sup>5</sup> In this report the Crown, the government and the state sector refer to the public sector at an aggregated level including government at a political level and government agencies. Crown agencies and Government agencies refer to Government ministries, departments and other Crown-owned agencies within the public sector.

## Iwi–Crown Treaty relationships

The overarching strategic issue for iwi and Māori is the nature of relationships, both with the Crown overall and with specific government agencies. This issue was asserted by a consensus of Hui Whakapakari participants, who stated that the relationship between iwi and the Crown must be established first and foremost as a direct means of strengthening iwi and Māori community organisations. The Māori Forum and the Steering Group (Māori) reinforced this view.

*The Treaty is the basis of all iwi engagement with the Crown.*

*This engagement is direct between iwi and the Crown.*

Quote from the Hui Māori Hamilton, June 2002

The original consultation completed by the Working Party called attention to the fact that iwi and Māori community organisations consider the Treaty to be the basis for all their engagement with the Crown. Feedback from consultation with Māori during both Phases One and Two also indicates that the Crown has many faces – widely ranging in willingness, capability and the required leadership to engage with iwi in a Treaty relationship. This echoes voices of Māori in *Puao-Te-Atatū* (1986)<sup>6</sup> and the *Report of the Royal Commission on Social Policy* (1988)<sup>7</sup>. Of particular importance is the need to further develop the Crown’s recognition of diverse Māori realities rather than a one size fits all definition. It is also critical to understand the distinctions between the terms Māori, iwi, hapū, mana whenua and tangata whenua when engaging with iwi and Māori. Not appreciating these distinctions can compromise relationships between Māori and iwi, as well as the Crown-iwi relationship.

In response to the call by Māori for Treaty-based relationships between the Crown and iwi, the Working Party proposed that the Government consider the establishment of a high-level, highly mandated body – such as a Treaty of Waitangi Commission – with Crown and iwi representation. This body would advise on future directions, including iwi self-determination, constitutional change and ways to achieve agreed outcomes. The proposal was referred to the Government for consideration. To date there has been no response from the Government on its view of the proposal and no progress made on the issues raised.

Hui Whakapakari participants were in agreement that iwi-Crown relations require significant development, but they did not consider the establishment of a national Treaty mechanism or national umbrella group a priority, particularly if this national body were to act as a national voice for iwi and Māori, filtering communications and precluding direct iwi-Crown engagement. Hui participants placed priority on establishing, developing and maintaining iwi-Crown Treaty relationships, but they emphasised that iwi want this to occur directly between themselves and the Crown.

The Māori Forum and the Steering Group (Māori) engaged in further discussion on the establishment of a highly mandated body such as a Treaty Commission. Both groups agreed that the title Treaty Commission implied a role in representing a collective view of iwi and Māori. They confirmed the Hui Whakapakari view that such an umbrella representative group was not appropriate for iwi and Māori community organisations.

<sup>6</sup> Ministerial Advisory Committee on a Māori Perspective for the Department of Social Welfare, *Puao-Te Atatū* (1986)

<sup>7</sup> *Report of the Royal Commission on Social Policy* (1988). Vol IV, pp 569-572

The Steering Group (Māori) agreed, however, that further development is required to build the Crown's capability to engage with iwi and Māori. Such development would need, firstly, to investigate the political and constitutional issues relating to the iwi-Crown Treaty relationship that remain unresolved; and, secondly, to investigate improving the state sector's performance through:

- providing leadership and co-ordination across government agencies to improve engagement with iwi and Māori
- developing tools and mechanisms to facilitate this engagement (for example, guidelines, models and benchmarks for embedding good practice into government agencies' policies and practices)
- developing more effective monitoring and reporting on the performance of the many faces of the Crown in relation to their engagement with iwi and Māori.

A number of practical actions for improving government agencies' ability to work with Māori were put forward during the Hui Whakapakari. Some of these actions are included in the recommendations (page 21).

## Local and regional collaboration and networking for iwi and Māori community organisations

A key imperative of the Strengthening the Community Sector workstream, as agreed with government, has been to seek direction from the sector on how to ensure the viability of umbrella and strategic collective groups within the sector. As discussed under the iwi-Crown Treaty relationship, this particular focus is not supported by iwi and Māori community organisations, who wish to develop direct relationships with the Crown and government agencies.

*Whānau, hapū, iwi  
Iwi and Māori working together.  
Kia tu rangatira ai te ao Māori.  
Building strength and  
independence.*

Quote from the Hui Māori Hamilton, June 200

The Working Party also considered that the community and voluntary sector should be supported in identifying means of building relationships across the sector and working together to identify common problems and common strategies for addressing its needs.

In the Hui Whakapakari there was recognition that further development of relationships and increased networking at a local level for Māori and iwi community and voluntary groups would greatly strengthen these groups. Hui Whakapakari participants identified several areas for development that would increase their strength and independence, including:

- skills in communication, negotiation, research, marketing, planning and facilitation
- knowledge of whakapapa, whanaungatanga networks, collective resources across areas of shared interest, a 'who's who' in the iwi and Māori services network
- relationships with one another (whānau, hapū, iwi) as Māori and iwi working together
- relationships with Te Puni Kōkiri, and with senior managers across government agencies.

Identified barriers to increased regional collaboration include:

- competitive funding arrangements
- being stuck in survival mode
- lack of opportunity and resources
- unresolved relationship issues.

It is significant that a number of the Hui Whakapakari made the commitment to reconvene and progress regional co-operation and collaboration across those represented at the hui.

Both the Māori Forum and the Steering Group (Māori) affirmed the importance of strong Treaty relationships between Māori community organisations and the local iwi/mana and whenua/tangata whenua of the area(s) within which the organisations operate. They further endorsed the importance of strengthening local and regional networking for iwi and Māori community groups, with Māori determining their own needs and processes.

The Steering Group (Māori) considers that networking could be assisted by the Māori development workers who will be based in Te Puni Kōkiri regional offices throughout New Zealand. This initiative has been introduced to enhance flaxroots development, through the development workers working intensively on activities owned and initiated by Māori, and contributing to more effective relationships between government agencies and Māori communities. The Steering Group (Māori) supports proposals for dual accountability arrangements with Te Puni Kōkiri and local iwi for the Māori development workers. These workers will then be well placed to provide support, facilitation and resources for:

- regional hui
- promotional events
- skill development
- information and resource sharing
- effective relationships with government agencies.

These are all areas identified by Hui Whakapakari for strengthening local networking, and they are included in the recommendations (page 22).

### **Iwi and Māori in relation to the community and voluntary sector**

Discussion during the Māori Forum and Steering Group (Māori) clarified that Māori and iwi community and voluntary groups are not necessarily a subset of the sector. This assertion is based on the primary long-standing Treaty relationship which provides iwi and Māori with ongoing access to the Crown.

Another critical difference is the iwi and Māori development imperative that drives many of these groups.

*Recognition of the Treaty relationship*

*Different imperatives and pathways*

*Recognition of the Māori world-view*

*Whānau, hapū, iwi.*

Quote from the Hui Māori Hamilton, June 2002

This imperative presents a challenge when considering ways of strengthening the sector and the relationship the sector has with the Crown: iwi and Māori community organisations are likely to choose different pathways. Also, existing mainstream structures, which tend to differentiate relationships between groups, do not reflect the Māori world view, which tends toward more inclusive arrangements.

The structure for a way forward for the sector, as established by the Steering Group, will enable linkages between the mainstream sector and iwi and Māori community organisations without compromising iwi–Crown Treaty relationships and Māori-defined imperatives, priorities and processes.

## Steering Group (Māori) Recommendations

### Iwi–Crown Treaty relationships

#### The Steering Group recommends that:

- an Action Group (Māori) be established to:
  - provide advice to government by 30 June 2003 on resolving the political and constitutional issues relating to the iwi-Crown Treaty relationship (this may involve making recommendations on constitutional changes)
  - work with Te Puni Kōkiri to develop state sector capability to engage effectively with iwi and Māori community organisations through:
    - a) providing leadership and co-ordination across government agencies for improving engagement with iwi and Māori
    - b) developing tools and mechanisms to facilitate this engagement (for example, guidelines, models and benchmarks for embedding good practice into government agencies' policies and practices)
    - c) developing more effective monitoring and reporting on the performance of the many faces of the Crown in relation to their engagement with iwi and Māori
  - liaise and co-ordinate activities with the proposed Community Forum Taskforce
  - convene and report to a hui at the proposed 2003 Community Sector Strategic Directions Forum
- the Steering Group (Māori) have input into preparing the terms of reference for the Action Group (Māori)
- the terms of reference for the Action Group (Māori) incorporate the issues and strategies put forward during Phase Two consultations and dialogue with iwi and Māori community organisations (see Annex 1 to this chapter)
- the Action Group (Māori) will be guided by a set of principles agreed in discussion with the Steering Group (Māori).

## Local and regional collaboration and networking for iwi and Māori community organisations

### The Steering Group recommends that:

- Te Puni Kōkiri works with the Action Group (Māori) to investigate the inclusion of Te Puni Kōkiri Māori development workers in providing iwi and Māori service providers with support and resources for local networking (as set out in Annex 2 to this chapter).

## Iwi and Māori in relation to the community and voluntary sector

### The Steering Group recommends that the community and voluntary sector:

- notes that iwi and Māori are not a subset of the community and voluntary sector
- notes that the Māori world view calls for different Māori-defined structures for iwi and Māori
- endorses the recommendation by the Treaty of Waitangi Relationships Group at the Hamilton Forum:

*We [the community and voluntary sector] acknowledge that the priorities of Crown-iwi relationships and Crown-Māori relationships are paramount and that iwi and Māori are likely to choose different pathways [from the 'mainstream' sector]*

- notes that in recognition of this, the Steering Group has put in place a structure for the way forward for the sector whereby Māori members of the Action Group (Māori) will be able to work exclusively on issues that directly impact on Māori; this will increase opportunities for effecting positive change in all iwi and Māori community organisations
- acknowledges the obligation of all community and voluntary organisations, including Māori organisations, to forge strong relationships with the local iwi/ tangata whenua of the areas within which the organisations operate
- notes the concerns voiced by Māori about the proposal to establish a Treaty Commission
- notes the alternative recommendation to form an Action Group (Māori) to investigate other mechanisms to improve engagement between the Crown and iwi.

## Annex 1

### Issues and strategies identified during Phase Two consultations and dialogue with iwi and Māori organisations

There is a need to:

- ensure government policies and practices do not compromise the obligation of community and voluntary organisations, including Māori community organisations, to forge strong relationships with the local iwi/mana whenua/tangata whenua of the area(s) within which the organisations operate
- strengthen and support the development of memoranda of understanding / Treaty partnership agreements between government agencies and iwi
- improve government Treaty auditing (through, for example, the introduction of an iwi and Māori presence on audit reviews, sets of guidelines negotiated with local iwi for agencies to use for self-review, independent Treaty audits for all government departments)
- work with the State Services Commission to incorporate accountability measures for developing effective Treaty relationships in chief executives' and regional managers' performance reviews and in national and regional departmental business plans
- ensure public service recruitment policies and practices place a high value on candidates' ability to engage with iwi and Māori (through, for example, requiring candidates to provide a statement of proven cultural competence criteria and support from local Māori)
- develop public servants' understanding of the language and terminology used in Crown-iwi engagement (Māori, iwi, hapū, whānau, mana whenua, tangata whenua, partnership) to ensure appropriate engagement.

## Annex 2

### Areas needing support and resources for networking, identified during consultations and dialogue with iwi and Māori organisations, include:

- inter-organisational collaboration and co-ordination
- facilitated collective visioning exercises
- expos show-casing iwi and Māori service providers' collective successes
- skill development (communication, negotiation, research, marketing, planning and facilitation)
- information and resource sharing
- building relationships with government agencies
- building the capacity of Māori service providers to comply with increased administration
- coaching, mentoring and supervision services.

# 3. Strengthening the Community Sector

## Introduction

The Working Party identified the fragility of community, voluntary, iwi and Māori organisations as one of the major difficulties faced by the community sector. The day-to-day struggle to survive faced by many organisations was seen as a key factor in the sector's difficulty in relating to government. This is not to give the impression that the community sector is uncritical of itself, or that it has nothing to learn or can't improve, but simply reflects the reality of its state of health.

### Community and Voluntary Sector Working Party: problems identified

The Working Party report *Potential for Partnership: Whakatōpū Whakaaro* identified a number of key challenges facing the community sector. In summary these were:

- the struggle for Māori and Pacific peoples groups to maintain their own identity and direction
- governance capability, and the confusion often experienced between governance and management
- how organisations carry out functions such as management, planning and funds management
- lack of core funding for administration and capability development
- networking and collaboration at local, regional and national levels
- the need for increased research to provide better information on the sector and who makes up the sector
- opportunities for community organisations to develop policy
- resources for advocacy to enable the sector to get its issues on the government's agenda
- recognising the shortage of volunteers in some areas of work
- understanding the role and nature of volunteers and removing identified barriers to volunteering
- the need to strengthen Māori and Pacific peoples' ownership of their organisations and to improve their capacity.

### Umbrella, national and strategic groups

The role of umbrella, national and other strategic groups was given considerable weight by the Community and Voluntary Sector Working Party, which saw them as one of the keys to the community sector strengthening itself from within, rather than 'being strengthened' by government.

The Working Party noted that time spent on basic operational business left little time for organisations within the community sector to collaborate and co-ordinate around issues of common interest and concern. It recommended three strategies to help the sector work together in a collaborative way. These were:

1. The community sector should be supported to:
  - initiate the means for building relationships across the sector and for working together to identify common problems and develop shared strategies for addressing common needs, such as working

with volunteers, managing and supporting paid staff, training, planning and governance, policy development, information technology, research, and advocacy

- develop a strategic approach to building a shared funding base for this collaborative activity through government and private sources
  - develop ways of informing government on a regular basis on the health and viability of the community sector.
2. The government should develop a strategy for investing in the community sector, including specific commitment to resourcing umbrella, national and strategic groups (as appropriate) across the sector.
  3. The Phase Two Steering Group should:
    - work with national, umbrella and other strategic groups to facilitate the strengthening of an independent and viable community sector
    - work with community organisations to facilitate community involvement in problem solving and planning at the local level.

### **Strengthening the Community Sector project team**

The Community-Government Relationship Phase Two Steering Group convened a project team to organise discussions with communities about ways to strengthen the community sector. Steering Group members on the Strengthening the Community Sector project team were community representatives Tina Reid, Samuelu Sefuiva and Pat Webster, and government official Te Rina Leonard (Te Puni Kōkiri). Additional community members co-opted to the team were Kataraina Pipi, Josie Karanga, David Knowles, Rosie Brown and Peta Siulepa.

### **Discussion with the community and iwi and Māori**

The Strengthening the Community Sector workstream agreed that its overall purpose was to engage with the community sector in developing its collaborative approaches and strategies for strengthening the sector. Additional members from Māori and Pacific communities and from the sport sector were co-opted to broaden the workstream's base and level of expertise.

The workstream members drew up a programme of meetings to enable discussions to be held with as many people as possible from community, iwi and Māori organisations between February and June 2002. The process began in February with four focus groups to discuss four specific topics relating to the strength and capacity of the sector. The focus groups were made up of experienced individuals from a wide range of community organisations.

The next stage consisted of regional meetings and hui. The Steering Group contracted ANGOA (Association of Non-Government Organisations of Aotearoa) to organise 17 regional meetings on behalf of the Steering Group. The desire to have iwi and Māori perspectives resulted in a Māori trainer and facilitator being separately contracted to organise eight hui.

Each regional meeting and hui was asked to develop a vision for the community sector. This collective vision provided a basis for discussion at the meetings about the proposals developed by the focus groups. The meetings were also asked to add further proposals of their own and to suggest how these proposals might be developed and who might initiate or action them.

Table 1 below provides a sample of the range of organisations attending the regional meetings.

**Table 1: An example of a Strengthening the Community Sector workshop**

Location: Massey Leisure Centre, Waitakere City

Date: Tuesday 23 March 2002

The participating organisations at this regional meeting (one of 17 nationally) typifies the diverse range of community and voluntary organisations whose views were canvassed during the Steering Group process.

Age Concern	Waitakere Abuse & Trauma Counselling
YMCA – Massey	Women’s Health Action
West Auck District Council of Social Services	Massey Leisure Centre
West Auck Shared Vision for Mental Health	University of Auckland
Glen Eden Community Society	Te Atatu Marae Coalition
New Lynn Ward Community Board	Massey Citizens Advice Bureau
Freyberg School	Parents As First Teachers
Auckland Scouting	Waipareira Pasifika
Auckland District Council of Social Services	Waitakere Multicultural Society
Emergency Housing	Epilepsy, Parent Aid, DIWNS
Saftinet – Domestic Violence Centre	Waitakere City Council – councillors, community board members and officers
National Assoc for Out of School Care & Rec	Eco Tech City
Kauri Trust	Te Atatu Marae Coalition
Ranui Action Project (RAP)	Waipareira Kaumatua
Rutherford College	Workers Education Association
Scout Association	Waitemata District Health Board
Waipareira Trust (Sports)	
Workbridge	

The Steering Group was also keen to have a sectoral view of the issues. Ten ‘sub-sectors’ were identified within the community sector and efforts were made to include them in the process. Difficulties arose, however, through the lack of a cohesive group within some sectors and lack of Steering Group time and resources. Five meetings were held, with groups representing women, international development, youth, education and social services. The views from those meetings have been incorporated into this report.

Strengthening the Pacific peoples community sector was separately considered by Tagata Pasifika participants as part of this process, and national consultations and strategy development initiatives with Tagata Pasifika communities also fed into the Strengthening the Community Sector workstream’s process.

Three other areas of work related to the Steering Group's work, but not part of it, were taking place at the same time:

- a Volunteers and Volunteering Project, co-ordinated by the Ministry of Social Development throughout 2001/02
- a Community and Voluntary Sector Research Workshop in March 2002, facilitated by the Department of Internal Affairs, the Ministry of Social Development and ANGOA
- a Flaxroots Technology Conference held in April 2002.

Reports on the last two events were circulated before the Steering Group's final Strategic Directions Forum. The volunteering project will present a policy paper to Cabinet for consideration.

## Strategies for strengthening the community sector

The discussions and feedback from the community have been collated into five areas of focus, or themes. These themes encapsulate the many issues and challenges that people from the sector described and recorded during the five-month process. They were also themes that ran through the Working Party report.

The five key themes for a strong community sector are:

1. to build a common sense of identity and purpose
2. to establish a recognised place in society
3. to build and maintain sustainable organisations
4. to encourage and support Treaty-based practices at all levels
5. to ensure the community sector is community driven.

The Pacific peoples caucus also considered Tagata Pasifika development through the same themes, and developed a set of related strategies and recommendations, which are grouped under the theme Tagata Pasifika.

The themes are described in brief here in order to provide an outline of and background to the strategies developed by the community sector, for the community sector. Hopefully these can provide useful visions and frameworks for further development through ongoing processes, both within the community sector and in its relationships with government. By using these strategies the sector will be better able to take responsibility for its own development.

### 1. Building a common sense of identity and purpose

The community sector experiences itself as fragmented, and identifies a need for increased cohesion and collaboration. For the sector to become stronger and increase its own capacity, it needs to build and foster a stronger sense of identity, including shared concepts of the size and scope of the sector, its values and culture, and its common visions.

The key elements identified by the Steering Group through the process of consultation with the community are described below.

### *Leadership*

Leadership is an important issue for the community sector, and promotion and support of leadership positions within the sector are essential. When the community sector talks about leadership, it includes collective forms of leadership as well as individuals in leadership roles.

### *Promotion of the community sector*

Promotion and campaigns are needed to celebrate and recognise the role of the community sector and its achievements. There are a variety of extremely successful local initiatives for celebrating success, such as award ceremonies, newsletter articles and events, all of which provide examples to others. A national campaign involving advertising and positive messages about the sector is a possible project in the future for a coalition of national organisations.

### *Diversity*

The concept of a community and voluntary sector which includes the broad array of groups that provide services and activities to the community – such as sports, social services, emergency services and environmental campaigns – is not a familiar one in New Zealand. The different perspectives of Māori, Pacific peoples and other ethnic groups are important if the sector is to acknowledge diversity. A better understanding of these issues would provide stronger cohesion and greater strength to the sector.

### *Describing the community sector*

Developing a fuller picture of the community sector to improve understanding of its make-up and its many relationships would be a useful way to develop a stronger sense of identity.

## **2. Establishing a recognised place in society**

The value and role of the community sector emerged as a strong theme in the discussions with community people. The place of the sector as an economic and social development resource is not widely recognised by either government or the general public. There needs to be a clearer understanding of this role, and for the sector to have a higher public profile. This was summarised by a participant at the Palmerston North meeting: ‘There needs to be the same acceptance and respect for the voluntary sector as for the business and government sectors’.

### *Roles*

Articulation of the roles of different sectors – particularly government, local government and the community sector – was seen as a basic prerequisite for building stronger recognition of the place of each, and improving co-operation and collaboration.

### *Joint projects*

Joint projects between the community and other sectors were seen as important in addressing major developments for the sector. Active partnerships with both business and government can provide useful expertise and resources, as well as promoting wider participation in social development. Leadership development, research, training and professional development, and government

information strategies were identified as key areas for ongoing joint work across different government departments and a range of community agencies.

### *Volunteers*

Volunteers and volunteering deserve greater recognition. In particular, there is a need to value unpaid work and its role in social and economic development and building social cohesion. Many barriers to volunteering have been identified through discussion with the sector, and the Steering Group considers that the recommendations from the Volunteers and Volunteering Project, led by the Ministry of Social Development, should be given a high priority by government and actioned as quickly as possible. The need to recognise unpaid work as part of the case management processes for beneficiaries is noted as an important contributor to social development.

### *Umbrella organisations*

‘Umbrella organisation’ is a term commonly used to describe national co-ordinating, membership bodies across particular sectors. These organisations can play an important role in raising the profile of the community sector externally through the media, with government and the public, and also within the sector to member organisations and other parts of the sector. As a consequence, they play a vital role in developing the identity of the sector and maintaining a good working relationship between the community sector and government. (For further discussion, see Strategy 5: Ensuring the community sector is community driven, page 33.)

### *Local government*

Local government has an important role in supporting community organisations. The proposed revisions to the Local Government Act include a clear statement of purpose for local government on social, cultural, economic and environmental wellbeing, and provide opportunities for community people to be involved in the development of community plans. Better links between the local government policy role and the community development functions of the Department of Internal Affairs could be developed, and the work of the Community and Government Relationship Steering Group should be linked to local as well as central government. (For further discussion, see Strategy 5: Ensuring the community sector is community driven, page 32.)

### *Secondments and internships*

Exchange of skills and experience between government and the community sector is a valuable practice that could be developed further. This currently takes the form of placements through secondments and internships. Secondments should not be at a cost to voluntary organisations, and a set of guidelines to promote secondments and good practice should be developed. The internship scheme, run by the Department of Internal Affairs, is strongly supported and extension of this scheme is encouraged. The Steering Group suggests a lead agency, such as the State Services Commission, should be assigned the role of fostering these initiatives within government.

## **3. Building and maintaining sustainable organisations**

Skilled, safe, competent and empowered workers and a strong, active, vibrant society which recognises the interdependence of the community sector, iwi and Māori organisations, and business and the public sector are the overall goals for building sustainable organisations.

Every organisation in the community sector must be able to:

- have the space to realise and evaluate its needs and develop its vision
- identify the gaps between where it is and where it wants to be, and to source funding to carry out this work to strengthen and build its own capacity.

People engaged in the community sector are very clear that they do not want a 'one size fits all' programme to build the capacity of the sector.

### *Training for the community sector*

Professional development and training are key to building capacity and sustainability. This covers a wide range of elements, including formal qualifications, skills building, good practice models, information sharing, orientation and mentoring. While there are a number of programmes and resources already in existence, there is also a need to assist community groups to gain access to appropriate support. Improved collaboration to address long-term issues of workforce development must be developed as an important strategy. This needs to be based on links to existing bodies such as Industry Training Organisations, the Tertiary Education Advisory Committee and Adult Community Education, and should also use existing resources, with improved information-sharing, co-ordinated planning, and comprehensive community-based needs assessment processes.

### *Community-led research*

Community-led research on the community sector and its needs was emphasised in the Working Party report and endorsed throughout the Phase Two process. The current research forum co-ordinated by the Department of Internal Affairs is an important mechanism for bringing together key people and interests, and the Steering Group recommends that this be endorsed and strengthened.

### *Funding to thrive*

There is a need for more secure long-term funding for community, voluntary, iwi and Māori organisations to cover core costs and capacity building. This issue has been addressed in detail in Chapter 5: Resourcing and Accountability. In addition, the Steering Group considers that the concept of a pool of funding for capacity building should be explored as a possible joint venture between central and local government. The community sector also needs to develop more consistent strategies to access financial support from other sources, and to be aware of the difficulties around reliance on government funding for some activities.

### *Greater collaboration*

Collaboration and planning are a priority for the community sector on all levels – local, regional and national – as well as within particular sectors. Information-sharing, access to good practice experience, training, and advocacy and policy work are strengthened by good collaboration. There is little support for a 'one size fits all' approach. Existing collaborative mechanisms should be strengthened and extended. Local and central government are essential to this process, and have the potential to play a supportive developmental role as well as to assist with resources.

### *Information technology*

Information and communications technology (ICT) is an essential tool for all organisations. Many community groups are held back in their use of ICT by lack of access and skills.

The Flaxroots Technology Conference and co-review of the CommunityNet website, both supported by the Department of Internal Affairs, are important responses. Both paper and electronic information is needed, and there is a need to identify sources of investment in ICT throughout the community sector.

### *Resource centres*

Resource centres could act as ‘clearing houses’ for information and useful practice. Rather than a request for ‘bricks and mortar’, the primary need is to assist organisations and communities to access information and share useful examples of good organisational practice. There is also a need to balance reliance on technology with networking and face-to-face contact, as many people prefer this approach.

### *Expos*

Community expos – events at which different services and information for the community sector come together (often including presentations and workshops) – are useful practical responses to the need for sharing information and increasing networking. A number of different models of expos are already well proven, and many are supported by local authorities. Continuation and development of these are encouraged and should be linked to local networks and funding sources.

## **4. Encouraging and supporting Treaty-based practices at all levels**

Two themes emerge in connection with the Treaty of Waitangi:

- the Treaty’s central place in the relationship between iwi, Māori and the Crown and for iwi and Māori development, and the importance of finding ways this can usefully be supported
- the need throughout the community sector to develop and improve practices based on recognition of the central role of the Treaty of Waitangi. There is clear support for a vision of a ‘Treaty driven society as unique in the world’ (Sir Paul Reeves), and recognition that significant commitment and resources are required to address this.

The Crown must build its own capacity to develop active and meaningful Treaty relationships with both iwi and Māori. The Steering Group notes that its Key Strategic Recommendation on this topic (see Executive Summary, page 7) was strongly supported by those who attended the Community Sector Strategic Directions Forum. The Steering Group further recognises that iwi and Māori organisations are likely to choose different pathways from tauīwi organisations.

### *Treaty-based practice*

Promoting Treaty-based practice across the community sector was also identified as a priority for action. Organisations require assistance to better develop their constitutions, management and governance structures to reflect the Treaty of Waitangi. The process of becoming a Treaty-responsive organisation is often described as a journey – one that begins with forming effective relationships with Māori. Identifying strong leadership in this area and creating and supporting mentoring networks of people and organisations with this experience were identified as important for extending Treaty-based practice across the sector.

### *Treaty training*

In addition to maintaining and developing networks and good practice models, there is a need for more training in working within a Treaty framework. Training is needed at two levels: recognition of the Treaty and its place in society, and advice on implementation at a practical level (referred to in this

report as Treaty-based practice). Resources and modules for training should be developed and made more generally available. In this regard, material developed by the Department of Internal Affairs for the Community Organisation Grants Scheme and Lotteries Committees could be made more generally available.

## **5. Ensuring the community sector is community-driven**

The vision of a robust and independent sector is characterised by its community ownership and features strong community-driven principles and practices. Many community sector people express concern that the sector's independence and autonomy are being eroded by collaboration with government. There is a widespread view that the sector must articulate its needs and desires in its own language and ways.

### *Definitions and language*

Definitions and language create difficulties in a complex and interrelated sector. Organisations identify with particular components of the community sector, and often with several from different perspectives. These components are self-defined, and will be differently described in different situations. The Steering Group developed the following list of community sector components for discussion during the process of meeting in sectors:

- international development
- health
- environment
- arts and heritage
- youth
- women
- ethnic and migrant
- economic development/employment
- information based
- social services
- disability
- sport and recreation
- education
- aged
- faith communities
- rights-based
- rural
- community development.

### *Co-ordination*

Co-ordination and collaboration, both within and across sectors, are important to develop the community sector's own voice and sense of independence and autonomy.

### *Local government*

Collaboration with local government is a key to promoting good local community networks. It is desirable that local government actively supports local collaboration, and there is a timely opportunity to develop this role through community plans.

### *Community sector charter*

There is a need to develop a statement about the community sector, its values, principles and role in society. This community sector charter would articulate the role of the sector and help define relationships within the sector. It could also provide the basis for a community sector response to the Statement of Government Intentions. The Steering Group proposes that this discussion should take place through both local and national forums.

## *Community research*

Research undertaken by the community sector, for the sector, is an important part of developing its robust independence. A programme of research and good information about the sector should be developed as an ongoing process within the sector itself.

## *Umbrella organisations*

The role and purpose of umbrella groups is not well understood, and as a result they are not always well supported. Such groups play an essential role in bringing organisations together in different ways across the community sector. Much of the co-operation that occurs at a national level is done on a sectoral basis through a mix of national or umbrella organisations. In every area, especially advocacy, suitably funded and strong umbrella organisations would be better able to engage with government. Umbrella organisations across the community sector need to be able to take on this leadership role and to support good practice in each field of the sector.

Umbrella groups provide valuable advocacy, policy, research and information dissemination functions. The Steering Group proposes that government agencies develop relationship plans with umbrella and other groups relevant to their interests as part of monitoring the community-government relationship (see Chapter 6: Reviewing and Monitoring Progress).

## **Strengthening Tagata Pasifika**

For the Tagata Pasifika community sector to become stronger and increase its own capacity, it needs to build and foster a stronger and independent sense of identity, acknowledge shared concepts of the size and scope of the sector, and actively promote Pasifika values, culture and shared visions.

Capacity building and participation, primarily led by the Ministry of Pacific Island Affairs, are key priorities for development.

The development of eight key Community Reference Group initiatives through local and national protocols with public sector agencies has provided a template for local relationships between the Pacific peoples community and institutional decision-makers. The vehicle for this initiative is the implementation of the government-sponsored Community Programmes of Action that primarily focus on participation, workforce development, capacity development and specific identity-building projects.

Significant operational leadership has been carried out through government officials. Strengthening community capacity is, however, dependent on a strong local leadership programme for both individuals and organisations.

Individuals involved in the Strengthening the Community Sector workstream's discussions with the community sector formed a Pacific peoples' caucus that wrote the next section of this chapter, Strengthening Tagata Pasifika Community Sector. They were: Johanna Kuila, Community Consultant on Economic and Social Policy, Wellington; Luafataali'I Litea Asolelei Ah Hoi, Councillor, Porirua City Council (both members of the Resourcing and Accountability workstream); Louis Smith, community worker, Porirua (member of the Participatory Processes workstream); Pauline Winter, Pacific Business Trust (member of the Treaty Relations Focus Group, organised as part of the Steering Group's processes); Peta Siulepa, Community Development Consultant, Waitakere City and Rosie Brown, Aiga Fanau Community Services Inc (both members of the Strengthening the Sector workstream).

# Strengthening Tagata Pasifika Community Sector

## Celebrating Diversity – Tagata Pasifika

The community sector is made up of many distinctive groups and one of these is Tagata Pasifika. In this report the term Tagata Pasifika is used to describe the people from the various nations who make up the range of Pacific peoples' communities in NZ.

There is a strong resistance to what people in those communities describe as being 'over consulted'. In acknowledging this, the Strengthening the Community Sector workstream members sought the views of Tagata Pasifika through meetings organised by government departments and agencies that were being held at the same time as the workstream's discussions with the community sector.

The issues for Tagata Pasifika organisations working within the community sector are set against a snapshot of Pacific peoples that highlights some harsh statistics in health, education, housing, income capacity and crime. The sector identified relationships with government, including funding arrangements and resources for capacity building as key issues. The concept of social services that are run 'by Pacific people for Pacific people' outlines their desire for ownership and governance of services and future developments for Tagata Pasifika.

The role of the Ministry of Pacific Island Affairs is crucial to the development of co-ordinated policy leadership and maintaining a strong relationship with the burgeoning Tagata Pasifika community sector, through its Community Reference Group initiatives. Tagata Pasifika see plenty of opportunity to build on existing structures and processes through collaboration and partnering arrangements. The Steering Group's Tagata Pasifika caucus also acknowledges the historical role of the Minister of Pacific Island Affairs' Advisory Council as an appropriate leadership interface between government and the diverse communities of the Pacific. The Council's direction has to date been a communication point for individual issues – the Tagata Pasifika caucus believes that the Advisory Council has an active role in monitoring capacity development initiatives, whole of government effectiveness and future strengthening community sector programmes.

## Processes for developing strategies for Tagata Pasifika

The Strengthening the Community Sector workstream made a clear commitment to seeking the views of people from the range of Tagata Pasifika-led organisations working within the community and voluntary sector. The workstream members were however acutely aware that Tagata Pasifika communities have expressed frustration at being over-consulted by government agencies and departments. Consultation places additional demands on already limited resources, energy and time. For this reason the workstream decided to draw on information generated from a wide range of consultations recently undertaken with Tagata Pasifika by government organisations.

The Steering Group is grateful for the opportunity to draw on these processes and their participants who recognised the common themes and issues required to improve Tagata Pasifika's position in New Zealand.

Meetings that contributed to this process included:

- Business and Community Enterprise Forums (Pacific Business Trust/Community Employment Group)
- Community Health Development (Primary Health Organisation consultations)
- Community Reference Group Plans of Action community debriefs (Ministry of Pacific Island Affairs)
- Child, Youth and Family Service's Future Directions Conference
- Housing New Zealand Corporation's National Social Housing Strategy Development
- Ministry of Social Development's Volunteers and Volunteering policy project consultations.

A number of cross-government national level consultations and strategy development initiatives targeting Tagata Pasifika were held at the same time as the Steering Group's discussions with the community. These were:

- Ministry of Education provider development
- Ministry of Justice (Crime Prevention Unit's) Safer City Community Councils
- Land Transport Safety Authority's Pacific Reference Group and provider development programme
- joint project to minimise barriers to business for Tagata Pasifika between the Wellington Regional Economic Development Agency, Industry New Zealand and Ministries of Foreign Affairs and Pacific Island Affairs
- Alcohol and Liquor Advisory Council Pacific Strategy
- Department of Internal Affairs, Tagata Pasifika Reference and Cultural Monitoring Group.

### **Problems for Tagata Pasifika**

The Community and Voluntary Sector Working Party identified concerns that impact in particular on the provision of social services to Tagata Pasifika organisations. These are:

- government funding processes are a poor fit for holistic approaches taken by Pacific providers in addressing the needs of New Zealand-based Tagata Pasifika communities
- relationships with government funders are unstable and inconsistent
- short-term funding cycles impede long-term planning and sustainability
- Pacific provider organisations have weak infra-structural support
- accessing funding for new ideas and infrastructure development is difficult.

## A snapshot of the Tagata Pasifika community sector

### *Tagata Pasifika currently:*

- comprise 6% of New Zealand's total population, a figure which is expected to double by 2050. The Pacific population is expected to grow by 8.3% by 2021 and 12.1% by 2051
- retain strong orientation to family living arrangements. There is however an increasing number of single parent families
- experience Pacific language loss between generations
- have lower incomes and experience higher unemployment rates than the rest of the NZ (although unemployment rates have dropped from 28.9% in 1992 to 11.2%). 7% earn over \$40,000 per annum compared with 18% of the wider population
- are pre-dominantly employed in manufacturing industries
- experience poorer health status than most other ethnic groups including:
  - the highest rate of meningococcal disease, measles and rheumatic fever
  - high rates of rheumatic heart disease, obesity, diabetes, tuberculosis, liver cancer in adults and sudden infant death syndrome
  - low rates of immunisation
  - an average life expectancy of 71.5 years compared to the average across NZ's total population of 75.5yrs
  - mortality rates are high at 8.9 per 1000 compared with the NZ average of 4 per 1000
- are disproportionately represented in overall convictions including in violence-related crime and conviction rates
- have some form of educational qualification (50%), however low participation rates continue in education
- live predominantly in inadequate, overcrowded living conditions that impact on other socio-economic indicators
- are experiencing significant growth of Pacific health organisations, private training establishments, early childhood centres and Pacific-owned social service providers.

### *Ministry of Pacific Island Affairs*

The development of eight regional Community Reference Groups (CRGs) by the Ministry of Pacific Island Affairs (MPIA) has led to the establishment of local and national protocols for public sector agencies to facilitate relationships with Tagata Pasifika. The CRGs have worked with MPIA to develop local Programmes of Action that primarily focus on participation, workforce development, capacity development and specific identity-building projects.

The effectiveness of the CRGs has yet to be fully evaluated as they have only been in place for a short time. Given the potential for Pacific communities becoming overloaded with consultation processes, evaluation procedures should be initiated as soon as possible from both government and Tagata Pasifika perspectives. This approach to evaluation requires both responsive and easily managed assessment tools to be developed which do not burden both Tagata Pasifika community sector and government agencies with onerous evaluation procedures.

It is noted that for the past two years a senior officials' group has monitored the impact of government agencies' responses to the need for capacity building initiatives for Tagata Pasifika. This group's findings should form part of the evaluation process.

A key co-ordinating resource at government level is the Minister of Pacific Island Affairs' Advisory Council. Its primary role is to provide an interface between the Minister, government officials and the community on issues affecting Tagata Pasifika. The Tagata Pasifika caucus believes that the Advisory Council is the appropriate body to monitor and comment on the development of Tagata Pasifika organisations and their relationships with government. Accordingly, its terms of reference will need to be reviewed in order to encompass this wider brief.

### **Strategic issues for the Tagata Pasifika community sector**

The Steering Group recognises that Tagata Pasifika organisations have been resourced for capacity building by government and non government funders. These include JR McKenzie Trust, ASB Community Trust, Stephen Tindall Foundation, NZ Lottery Grants Board; the Departments of Child, Youth and Family Services, Internal Affairs, Labour (Community Employment Group); the Ministries of Health and Education; and Industry New Zealand.

The Steering Group's Tagata Pasifika caucus is concerned however, that there is a lack of co-ordination and communication between the funders, meaning there is no comprehensive and co-ordinated strategy of funding support for Tagata Pasifika organisations.

### **Tailoring services to the needs of Tagata Pasifika**

Services tailored to Tagata Pasifika, must be delivered 'by Pacific people, for Pacific people'.

The term 'by Pacific people, for Pacific people' implies a Pacific provider is one that is:

- owned and governed by Pacific people
- providing a service primarily for Pacific people.

### **Building the capacity of Pacific services**

A number of agencies have Pacific provider development and workforce development funding aimed at developing the capacity and capabilities of Pacific providers to deliver services. The Ministries of Health and Education and the Department of Child, Youth and Family are examples of government agencies that have either provider/workforce strategies or have ring-fenced funding to strengthen the capabilities and capacity of Pacific providers' programmes or service delivery.

The State Sector Pacific Provider Development (PPD) Framework outlines a set of principles and guidelines for how PPD money should be allocated. One challenge government agencies face is that of deciding which organisations should have priority for training and resourcing for capacity development. The Steering Group's Tagata Pasifika caucus supports the current Ministry of Pacific Island Affairs process of developing ways to construct a Pacific workforce development framework which will guide other government agencies on priorities for the framework.

## Capacity building for Pacific communities

Pacific capacity building can be defined as Tagata Pasifika organisations having the ability to undertake tasks that will generate well-being for the individual, family, Pacific community and society generally. The key principles of the capacity building process are:

- people should participate fully in the identification of needs and the allocation of appropriate resources
- communities should design their own programmes of action and address any needs in accordance with their own cultural, social and economic values
- existing community networks should be used to develop better support and community control of services
- existing programmes and initiatives should be built on, especially those that are working well from a Pacific perspective
- reliance on welfare and government funding should be reduced.

To achieve this, the critical process components are:

- development of a community engagement and planning process
- capacity assessment for Pacific organisations and communities
- development of a prioritisation process
- development and implementation of a programme of action.

## Ownership and governance: By Pacific for Pacific – promoting Pacific vision

A strong message at regional and national levels has been a desire by Tagata Pasifika to own and develop community-specific initiatives. Pacific institutions need to be Pacific-owned and progressively strengthened to meet contemporary demands. Pacific-owned institutional developments are essential to build an economic and asset base for Tagata Pasifika.

Some key areas of collaboration with government agencies that focus on Tagata Pasifika well-being include:

- education
- employment
- health
- income
- integrating support services
- justice
- training
- cross-sectoral community fora that are wider than the MPIA Community Reference Group fora
- Pacific institutions such as churches
- initiatives linked to Pacific nations, including international networks.

## Organisational capacity

Tagata Pasifika communities are characterised by high levels of volunteering. Policies which engage or increase demands on Pacific communities must first assess the impact on individuals and ensure a safe organisational environment.

Costs inherent in volunteering must be recognised in working with Tagata Pasifika organisations. These points could be included in good practice guidelines for working with Tagata Pasifika.

## Communication

The government's communication strategies for working with Tagata Pasifika need to be innovative and include more key information translated into Pacific languages and resources tailored for Pacific community organisations.

Government support is needed for local and regional Tagata Pasifika fono to:

- explain how government policy relates to the community sector and volunteers
- disseminate information on training and organisation development opportunities
- promote good practice initiatives
- use Pacific media to deliver key messages about the community and voluntary sector generally and to consult on good practice in communicating with Pacific communities
- ensure Tagata Pasifika respond to effective and consistent consultation practices that enhance their communities at a practical level, in particular relationships with government and the business sector
- support cultural obligations by Maori, Tagata Pasifika and other ethnic communities.

## Service

Pacific peoples provide volunteer and community services for different reasons to those of their mainstream counterparts. It is part of Pacific culture and identity to serve. It is part of cultural expectation, self-preservation, Pasifika values and Pacific communities acknowledging themselves.

## Ongoing government responsiveness

The Steering Group's Tagata Pasifika caucus strongly recommends the continuation of direct government relationships with Tagata Pasifika via community partnerships and agreements expressed through memoranda of understanding or service charters.

The use of existing community fora and structures will help build confidence and a strong leadership development process. Examples of organisations which successfully support this approach include the Minister of Pacific Island Affairs' Advisory Council, Waitakere City Council Pacific Islands Advisory Council, Canterbury Pacific Islands Executive Committee, Niue Advisory Council, Cook Islands Sports Association, PACIFICA, NZ Fiji Community Association, Pacific Primary Care Organisation and Wanganui Community Reference Group.

## Tagata Pasifika people and organisations who participated in the Strengthening the Community Sector process

Albert Refiti	Auckland University of Technology (AUT), Architect/Lecturer
Carmen Peteru	Ministry of Health (Pacific Health), Wellington
Cyrus Nielsen	Volunteers and Volunteering project (Pacific sub group) Department of Internal Affairs, Wellington
Dean Westerlund	Ministry Pacific Island Affairs, Auckland
Earl Simpson	Community Employment Group, Christchurch
Elaine Lolesio	Monte Cecilia House Trust, Auckland
Fata Koroseta To’o	Policy Analyst, Waitakere City Council
Helen Fa’amoe	Housing NZ Corporation, Auckland
Jane Poa	Hawkes Bay Pacific Island Health Services & Pacific Business Trust
Johanna Kuila	Resourcing and Accountability workstream
Kalolo Fihaki	Ministry Pacific Island Affairs, Auckland
Kiwi Tamasese	Family Centre, Lower Hutt
Koko Tanielu	Christchurch Community Reference Group
Louis Smith	Participatory Processes workstream
Luafataali’I Litea Asolelei Ah Hoi	Councillor, Porirua City Council / Resourcing and Accountability workstream
Maria Godinet	Community Employment Group, Christchurch
Memea E.B Ma’aelopa	Christchurch Community Reference Group
Michelle Oberg	Ministry of Pacific Island Affairs, Christchurch
Neville Wilson	Habitat for Humanity
Nuku Rapana	Pukapuka Community Trust, Auckland
Papalii Mema Aspinall	O Tua’a Sina-Sina O Samoa NZ Welfare, Auckland
Pauline Luafutu-Simpson	Christchurch Community Reference Group
Pauline Winter	Chair, Pacific Business Trust and Treaty of Waitangi relationships focus group
Peta Siulepa	Strengthening the Community Sector Workstream
Pitolua Aiono	School of Architecture and Design Victoria University, Wellington
Polisi Faumuina	Faumuina Architects Ltd, Auckland
Rev. Moi Kaufonoga	Tongan Methodist Church, Auckland
Rev. Seu Leleimalefaga	Congregational Christian Church of Samoa, Wanganui
Robert Seinafo	Housing NZ Corporation, Christchurch
Ron Hagan	Te Akamata Anga Ou Porirua
Rosie Brown	Strengthening the Community Sector workstream
Tony Qalivutu	Christchurch Community Reference Group
Tufuga Lagatule	Christchurch Community Reference Group
Vainiaku Filimoehala	Enderly Park Community Centre, Hamilton

## Recommendations for strengthening the community sector

For the community sector to become and remain confident that real progress will be made on the issues identified in the previous section, it is important to maintain the momentum established through the work of the Steering Group and to begin immediate work on projects that are achievable.

There is considerable expertise and interest within the community sector that could be used in pursuing each of these projects. The projects proposed would be designed to provide an opportunity for people and organisations to offer their involvement. A convenor to facilitate each project identified from an agency within the community sector, and a project team of around five people, would maximise available expertise and interests. While some of these projects will take place at a local community level, there is the potential for good ideas in one area to be picked up and applied elsewhere.

The Steering Group workstream members propose that the following six projects be facilitated and/or carried forward over the next 12 months by a Community Forum Taskforce (see Chapter 6: Reviewing and Monitoring Progress). Each of the projects is considered to be integral to a total package of work to strengthen the sector.

The Steering Group is aware that funds have been set aside in the 2002/03 government budget to support the Community-Government Relationship project. The Steering Group is confident that supplementary funds for the projects described in this report can also be found from both government and non-government sources. For instance, the Waikato Community Trust supported the 2002 Community Sector Strategic Directions Forum, and further support from similar sources is possible.

### 1. Strengthening community networking

Community, voluntary, iwi and Māori organisations are multi-dimensional, diverse and ever-changing, with a vast array of structures, activities, networks and links. Access to relevant, up-to-date information and training, and opportunities for coming together to share practice and experience, are key elements for strengthening community organisations.

A variety of approaches is needed to build on the wide range of existing networks and co-ordinating bodies, and to further strengthen the links between them. This needs to happen locally, within local authority areas, regionally, nationally and within elements of the community sector.

#### *Promoting and resourcing community forums*

Leadership within the community sector is enhanced by bringing together experienced people and organisations at a local level to share information and strategies for using existing resources, and to identify further areas for development.

In addition to leadership development and an ongoing information-sharing function, such local forums can identify practical priorities for sector development.

**The Steering Group recommends that local forums should be promoted and resourced by the Community Forum Taskforce over the next 12 months to address and provide feedback on:**

- use of information communication technology and access to resources such as training, database development, hardware and software
- professional development and training programmes available to community organisations, and opportunities for collaboration with other agencies, including identifying barriers to attendance
- the concept of a community sector charter to define relationships within the sector – such a national conversation would build ideas for the next Strategic Directions Forum, and may lead eventually to the sector’s response to the Government’s Statement of Intent.

Information gathered from these local forums would not only be of value in each community, but would also provide information for the next national Strategic Directions Forum in 2003.

### *Setting up databases for community organisations*

Information about community organisations exists in several places, and needs to be accessible and useful for building community networks. For example, local and regional databases have been developed in Citizens Advice Bureaux, and by many local authorities in the form of community directories.

**The Steering Group recommends that the Community Forum Taskforce :**

- identify and investigate linking existing community databases
- develop a strategy to make these databases available throughout the sector
- investigate the possibility of making the databases accessible via the revised CommunityNet<sup>8</sup>
- monitor, evaluate and update these resources.

### *Improving access to information technology*

The community sector recognises the vital importance of information and communications technology (ICT). Many community and iwi organisations are actively involved in strategies to promote and share ICT information, resources and skills. Some major challenges continue, including access to equipment and software, training, and ongoing maintenance and development.

<sup>8</sup> CommunityNet is a Department of Internal Affairs-supported website aimed at encouraging and supporting communities and community organisations

### **The Steering Group recognises government’s recently released Connecting Communities Strategy and recommends that:**

- the Community Forum Taskforce work with the Community Employment Group (Department of Labour), as the government agency with responsibility for supporting the community in the area of ICT, to:
  - develop a clear strategic plan for the sector with respect to ICT within the framework of the e-community concepts
  - collect, write up and disseminate ICT case studies and good practice examples throughout the sector
  - initiate a paper to be discussed across all of government regarding the potential for technology and training support to the community sector as a core requirement for all departments and ministries.

## **2. Research and scanning**

Throughout the life of the Working Party (2001–02) and the Phase Two Steering Group (2001–02) there has been strong agreement on the immediate need for further research into the sector as a priority, and for co-ordination and review by the sector of existing and ongoing research work.

The Steering Group notes that the research projects described below draw on the questions developed by the Community and Voluntary Sector Working Party (see *Communities and Government, Potential for Partnership: Whakatōpū Whakaaro*, page 155).

### **The Steering Group recommends that the Community Forum Taskforce:**

- confirm and resource the community research forum organised jointly by the Department of Internal Affairs, Association of Non-Governmental Organisations of Aotearoa and Ministry of Social Development to continue its focus on sector-led research
- undertake a scan to provide a clearer picture of the current scope of the community sector, and develop a mechanism to update this picture
- encourage co-determined research using the combined strengths of different institutions, and develop case studies of effective partnerships between government, tertiary institutions and/or the community sector
- support the development of the community sector’s own research capacity (for example, by secondments and internships to government and private sector research organisations)
- establish a database of current community sector researchers with examples of good community-led research practice
- review community research funding sources and funding processes to ensure equitable support for community sector research.

### 3. Promotion of Treaty-based practice across the sector

Identifying strong leadership in this area, and creating and supporting mentoring networks of people and organisations with this experience, were identified as important in extending Treaty-based practice across the sector. There is also a need for more training in recognition of the Treaty and its place in society, and in the implementation of the Treaty in a practical way.

#### **The Steering Group recommends that the Community Forum Taskforce:**

- have responsibility for a project to identify leadership in Treaty-based practice, and develop networks, case studies and mentors for other organisations planning to introduce or advance their Treaty-based practice.

### 4. Promotion of good practice across the community sector

#### **The Steering Group recommends that the Community Forum Taskforce:**

- take responsibility for a project to gather templates, guidelines, case studies and models of good practice for distribution across the sector, including using web-based distribution on CommunityNet and other possible sites
- assess the gaps and develop the material required (this project could complement the major revamp and upgrading of CommunityNet being undertaken by the Department of Internal Affairs)
- lobby for an increase in the number of places provided for community organisations on government-sponsored training courses
- encourage a greater number and diversity of secondments for the community sector into government, and vice versa
- investigate ways of supporting and enabling leadership within community, voluntary, iwi and Māori organisations at local, regional and national levels.

### 5. Relationship with local government

Local government has a significant role in supporting community organisations. Current local government reform provides opportunities for developing a more consistent community development approach.

#### **The Steering Group recommends that the Community Forum Taskforce encourages Local Government New Zealand and the Department of Internal Affairs to:**

- include representatives of community, voluntary, iwi and Māori organisations on the working groups of the new Local Government Act implementation programme
- ensure that the process and principles used to develop the proposed community plans are consistent.

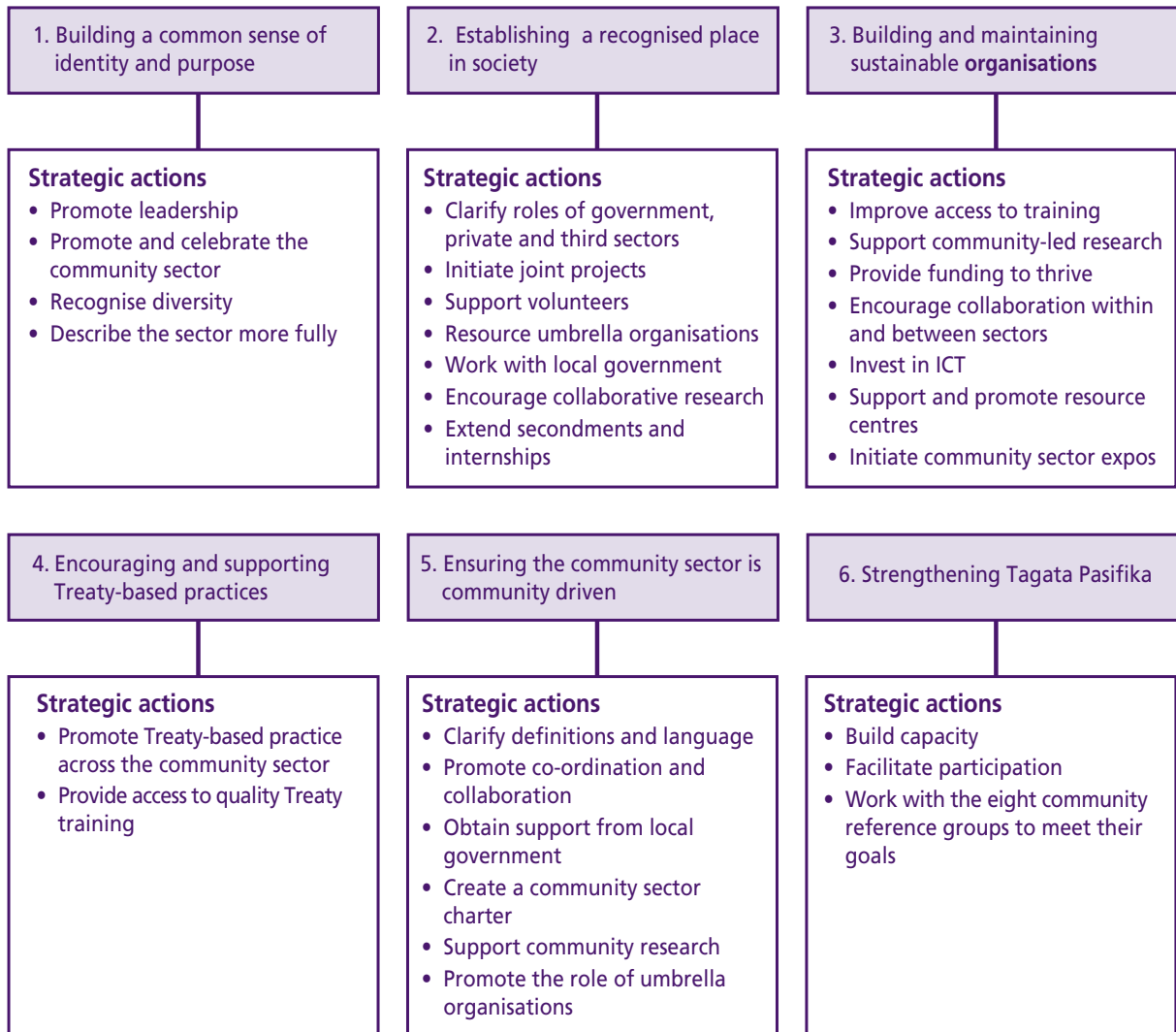
## 6. Strengthening the Tagata Pasifika community sector

Volunteer and community services play a key role in Pacific peoples' communities. Such service is part of cultural expectation, self-preservation, values and a form of self-acknowledgement. Distinct projects and priorities are needed in order to strengthen the Tagata Pasifika community sector.

### **The Steering Group recommends that the Community Forum Taskforce initiate projects that seek to:**

- improve government capability through:
  - reviewing the terms of reference of the Minister of Pacific Island Affairs' Advisory Council to enable it to monitor community sector progress
  - evaluating the effectiveness of existing Community Reference Groups and sector-specific developments (health, education, sport, etc.)
  - promoting leadership development opportunities through existing initiatives (for example, the Department of Internal Affairs' Community Internship Fund)
- improve (local and national) information on, and participation in, the Pacific peoples community sector through:
  - a research project to scan the community sector and provide information on the unique role of the Tagata Pasifika community sector
  - extending existing community-based databases to identify Tagata Pasifika providers/organisations and community initiatives
  - extending capacity support through development mechanisms (for example, regional sports trusts, Pacific Business Trust, sector-specific developments)
- initiate local and national collaboration through:
  - regional and national development fono/expos
  - ICT projects such as CommunityNet
  - enhanced leadership and workforce initiatives (such as DIA Internship Fund and state sector exchanges)
  - continued community research and evaluation of the capacity of the Tagata Pasifika community sector.

**Figure 1: Summary of strategies for strengthening the community sector**



**ACTION**

**Project 1:** Strengthen community networking:

- initiate community forums at local and regional levels
- develop, maintain and improve access to local and regional databases
- develop a clear ICT plan for the community sector, provide access to case studies and investigate a cross-government strategy.

**Project 2:** Initiate a programme of co-determined research on the community sector in NZ

**Project 3:** Promote Treaty-based practice across the community sector

**Project 4:** Promote a good practice strategy across the community

**Project 5:** Build a strong relationship with local government

**Project 6:** Strengthen Tagata Pasifika

## 4. Participatory Processes

### Introduction

The Participatory Processes workstream members developed a vision of:

To achieve this, a strategy has been developed to improve the ability of public servants to engage effectively with community, voluntary, iwi and

Māori organisations. The strategy focuses on changing the culture of government agencies.

The Steering Group notes that there is also a need to build the capacity of community, voluntary, iwi and Māori organisations to engage more effectively with government. The foundations on which to develop these strategies are covered in other sections of this report.

The Steering Group recognises that many government officials are also members of community, voluntary, iwi and Māori organisations and that this experience can be drawn on to enhance their understanding of participatory processes. The strategy builds on existing successful initiatives and skills to increase understanding, good practice and standards.

### Participatory Processes project team

The Participatory Processes workstream started with a small project team drawn from the Steering Group. At an early stage there was a decision to bring in a number of people from the community sector with wide experience in managing and facilitating participatory processes.

The Steering Group members on the project team were community representatives Dorothy Wilson and Tuari Potiki. Additional community members seconded to the team were Pat Seymour, Louis Smith, Helen Haslam, Chris Webber and Margy-Jean Malcolm. A local government secondee, Barbara MacLennan, was also co-opted to the team.

Central government representatives from the Ministry of Social Development, Te Puni Kōkiri, Housing New Zealand Corporation and the Community Employment Group of the Department of Labour participated actively as core group members.

The project team also drew on the views of 45 officials from across the government sector, who were invited to join the Participatory Processes workstream at the end of meetings during the latter stages of the process, and to comment on the resources as they were being developed.

*Strong, vigorous, diverse communities which are actively engaged in constructive and dynamic relationships with government.*

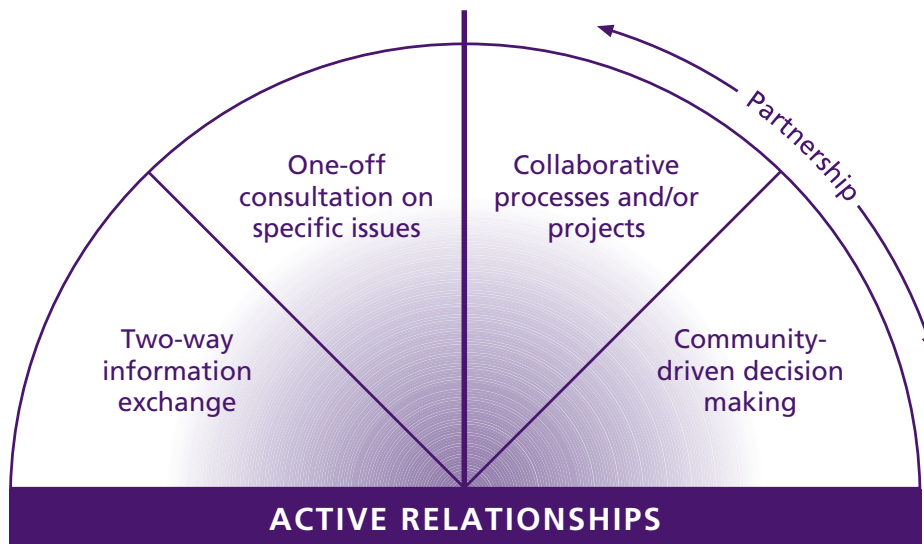
## Participatory processes: discussion

### What are participatory processes?

Participatory processes can be represented in the form of a spectrum. As Figure 2 shows, interaction between central government and community organisations and iwi can include:

- two-way information exchange
- one-off consultation on specific issues (this provides a limited opportunity for participation by community groups because the questions or issues may have been framed before the dialogue begins)
- collaborative processes and/or projects
- support by government for community-driven decision making.

**Figure 2: Different types of interaction between government, community, voluntary, iwi and Māori organisations**



Community, voluntary, iwi and Māori organisations are increasingly seeking collaboration with government rather than a subsidiary role. Effective partnerships involve greater equality between each partner than is generally the practice in government consultation processes.

### Key principles of effective participatory processes

In central government there is a growing understanding that:

- good, thorough, participatory processes are much more likely to be the basis of sound decision making
- if communities have a good understanding of the issues, the results of the decisions are likely to have a higher degree of ownership and uptake
- good processes take time, resources and a high level of skill to carry out
- money invested in involving people early on will save money many times over when decisions are implemented.

The key elements of a thorough process are:

- respecting the contribution of those who take time to enter a process, particularly those who are giving their voluntary time
- having enough time – communities and community organisations need time to digest, think, communicate with each other and come to conclusions, and mostly this is done in their voluntary time
- being open, honest and a good listener
- being genuine about hearing and taking other opinions on board
- having enough resources to carry out effective processes for communication, facilitation, evaluation and feedback
- being clear and transparent about the restraints.

### **Problems for participatory democracy**

One of the major findings of the Community and Voluntary Sector Working Party was that there is a need to improve opportunities for participatory democracy. The community organisations consulted felt very strongly that:

- the sector's views are often ignored:
  - their expertise and knowledge have been ignored by government agencies
  - the potential contribution of the community sector has been undervalued in the work of government, and this is preventing achievement of quality outcomes
  - government agencies have become less accessible to people in the community
- the iwi and Māori partnership is not fulfilled:
  - the Māori translation of the Treaty of Waitangi is not being used as the basis for a partnership relationship between iwi and the Crown
  - government responses to Māori self-development – including health, education, social services, justice and developing an economic base – have been palliative and ineffectual; models developed by governments have been imposed on Māori
- processes are ineffective:
  - community organisations are often given too much information and asked to take part in too many consultation exercises in which the views of the community have not come through to the decision-making stage
  - time for consultation has often been too short
  - highly paid 'experts' with no knowledge of the content are often engaged to undertake consultation, while ignoring the community experts who are expected to take part with no pay
  - there has not been enough devolution of decision making by government agencies to local community-based decision-making structures.
- while a number of government ministries and departments have made efforts to involve iwi, Pacific peoples and community organisations in policy advice and service planning through

reference groups, project steering groups and focus groups, the results have not been as good as they might have been. This is because these groups are often set up at 'urgent' phases of policy development, and community participants have sometimes found themselves limited to a token role, and not well used.

Government officials involved in the consultation process for this workstream acknowledged these concerns as valid.

## **Statement of Government Intentions and participatory processes**

The *Statement of Government Intentions for an Improved Community-Government Relationship*, issued in December 2001, notes in regard to participatory processes:

*Government values the contribution of community, voluntary and iwi and Māori organisations to good policy making and delivery of effective services. Government agencies and the community sector will work together to develop and improve consultation processes through sharing good practice, guidelines, workshops and training.*

The Statement focused on the word 'consultation'. Throughout its work, however, the project team addressed the full spectrum of participatory processes.

## **The context for participatory democracy**

Currently, a number of government agencies are engaged in processes to facilitate the participation of community sector groups in decision making. These include:

- individuals and groups within government who already have good working relationships with key people in the community
- partnerships between government agencies and the community
- individual government agency guidelines on consultation available via departmental websites
- the State Service Commission-maintained website, [www.govt.nz](http://www.govt.nz), where public servants can log their consultations to help avoid overlap
- the Public Sector Industry Training Organisation's standards on consultation, some of which are relevant to participatory processes
- strategies to make the select committee process more accessible
- specific projects such as:
  - the Ministry of Consumer Affairs' work on consumer representatives on boards and committees
  - the Youth Affairs / Ministry of Social Development's work on youth participation in democratic processes
  - the work being planned by Local Government New Zealand and the Department of Internal Affairs to support local government to implement proposed new legislative requirements for community involvement.

## Strategies for strengthening participatory processes

The Steering Group has identified seven ways in which participatory processes might be strengthened:

- reinforce the importance of political leadership
- secure the support of senior managers in government ministries and departments
- develop focused training and education for public servants in participatory processes
- develop a consultation database
- provide and continually update information for public servants on participatory processes, and publicise the availability of this information
- improve engagement with iwi and Māori
- work in collaboration with local government.

Each of these is discussed below.

### Reinforcing the importance of political leadership

The role of politicians in a democracy strongly influences the way any government interacts with its diverse communities. Representative democracy places a greater emphasis on the elected members being there to make decisions on behalf of the people. Increasingly, however, in New Zealand and internationally – and particularly in countries that focus on sustainable development – there is a call for a more participatory style of government, referred to as participatory democracy. This stems from the assertion that if iwi and Māori and other New Zealand communities understand the challenges that face them and are involved in the process of designing solutions, working alongside business and government, the outcomes are more likely to be successful. Thus participatory democracy builds on, complements and strengthens representative democracy.

In New Zealand the Treaty relationship between the Crown and iwi and Māori has been based on the belief in partnership between the parties, a partnership that requires the active involvement of iwi and Māori in the process of government. During the last two years the desire by iwi and Māori and other New Zealand communities for more active engagement in government has been clearly expressed in a number of forums, including the snapshot of opinion outlined in the report from the Community Voluntary Sector Working Party, *Potential for Partnership: Whakatōpū Whakaaro*. There are distinct implications in this for our style of government, at the central, local and regional levels.

There are several ways politicians can provide leadership in helping to translate the key elements of participatory processes into action, as follows.

#### *Select committees*

Select committees provide an important opportunity for the wider community to participate in the process of government decision making. Select committees can contribute to open and effective participatory practices by making sure that committees are accessible, welcoming and provide an environment where iwi and Māori, community organisations and individuals can be heard in a way that is consistent with their culture and practice.

### *Interface between politicians and the public service*

Sometimes minimal consultation with wider communities of interest occurs because of political direction to get work done quickly. In these cases the bureaucratic arm is often blamed by the community for poor process, or criticised by politicians for offering contrary advice.

The message from community organisations is that:

- a political mandate does not mean that there is no or little need for consultation on major issues
- independent or contrary advice should be valued
- consulting with umbrella organisations is helpful at an early stage (this is, however, no replacement for thorough processes at a local community level, nor a substitute for developing effective relationships with iwi and Māori)
- umbrella organisations need to be resourced to be able to respond effectively.

Politicians should endorse and reinforce the efforts of those government department chief executives who actively encourage effective participatory processes within their agencies.

### *Cabinet Office Manual*

At present the *Cabinet Office Manual* includes the following statement:

“3.14: It may be appropriate to consult outside interest groups when developing policy. This should be discussed with the Minister’s Office beforehand. In some circumstances, this consultation may be more appropriate after the policy has been considered by Cabinet.”

Good participatory processes that enable community, voluntary, iwi and Māori organisations to contribute to policy development should be the norm. The Steering Group considers, therefore, that Clause 3.14 in the Manual should be amended to emphasise the expectation that effective consultation with the community sector and with iwi and Māori will be incorporated into advice provided to Ministers.

### **Leadership and role modelling by chief executives and senior managers**

The requirement that chief executives should be responsible for the quality of participatory processes in their organisations will need to be supported by a strategy that actively supports changes to the culture of government.

The Steering Group has identified four steps to securing chief executive and senior management support for strengthening participatory processes in government agencies:

- including participatory processes in departmental statements of intent and annual reports
- chief executive and senior management accountability
- chief executive and senior management leadership in promoting best practice
- identifying a lead agency to co-ordinate future actions
- monitoring and review.

Mechanisms to ensure effective monitoring and review are addressed in more detail in Chapter 6. The first four strategies are discussed below.

### *Departmental statements of intent and annual reporting*

To ensure that government agencies take steps to improve their participatory processes, Ministers should require each agency to include a community and voluntary sector relationship plan in their departmental statement of intent and report annually on progress against this plan. The relationship plans might include:

- an indication of the range of community, voluntary, iwi and Māori organisations with which the government agency interacts
- the formal mechanisms in place for engaging with these groups (reference groups, advisory bodies, etc)
- examples of engagement in progressing particular areas of policy
- evidence of feedback on the effectiveness of the interaction.

### *Chief executive and senior management performance measures*

The Steering Group considers that the performance agreements of all chief executives and senior managers should reflect the expectations outlined in the Statement of Government Intentions for an Improved Community-Government Relationship.

### *Promoting best practice*

Two approaches are suggested for encouraging chief executives and senior managers to model effective, active relationship building with community, voluntary, iwi and Māori organisations.

### **Work with appropriate networks**

There are few opportunities for working collectively with chief executives and senior managers across the public sector. Options include the human resource managers' network, senior management teams and the Chief Executives' Forum. The Steering Group proposes that the agency leading further work to strengthen participatory processes be responsible for presenting information to these networks, and for facilitating discussion about improving participatory processes.

These discussions would:

- provide a forum for sharing ideas and strategising about how to improve and strengthen interaction with the community sector
- provide information on what is practical and possible, which could be used to update the website.

### **Identify interested government agencies**

Two government agencies interested in becoming demonstration agencies should be identified. These ministries would, over the course of one year, be supported to train staff, develop and implement participatory processes, and monitor results. At the end of the demonstration period the results could be developed through workshops with senior government officials.

### *Lead agency*

Some of the recommendations in this chapter suggest there is a need for a lead agency to co-ordinate future actions. In the first instance this group may be the Ministry of Social Development. The approach used by the lead agency needs to be based on the principles of consultation and collaboration with other government agencies (covering the diversity of portfolios, not just social services), and with community, voluntary, iwi and Māori organisations.

### **The Steering Group recommends that Ministers:**

- continue to demonstrate a commitment to a participatory democratic style
- recognise and support the efforts of chief executives who actively engage with community, voluntary, iwi and Māori organisations, and who ensure that their agencies adopt processes that facilitate trust and effective outcomes
- agree to amend clause 3.14 in the *Cabinet Office Manual* to emphasise that it should be usual practice to consult and have active relationships with community organisations and iwi and Māori, thus enabling their contribution to high-quality decision making
- agree that all government agency statements of intent should include a commitment to implement good practice participatory processes in interactions with community, voluntary, iwi and Māori organisations
- direct the State Services Commission to develop performance measures for participatory processes that reflect the Statement of Government Intentions for inclusion in the performance agreements of chief executives
- direct a lead agency, such as the Ministry of Social Development, to:
  - work with senior managers in each government agency to facilitate practical and effective participatory processes
  - identify and work with two government agencies willing to become demonstration agencies for a systematic and high-quality approach to participatory processes
  - develop focused training and education for public servants in participatory processes.

### **Training and education in participatory processes**

The Steering Group considers there should be a three-pronged approach to influencing state sector training and education based on State Services Commission-led strategies, including:

- the People and Culture workstream of the Review of the Centre, as an entry point for influencing tertiary education and training
- reviewing and amending the Public Sector Industry Training Organisation unit standards on participatory processes
- influencing training practices within individual state sector organisations.

#### *Tertiary education and training*

Tertiary institutions are a major provider of education and training for people who go on to become public servants, and for those who are already in the state sector. The Steering Group believes that tertiary education and training need to reflect the changed relationship between the community and voluntary sector and government agencies, as signaled in the Statement of Government Intentions. This can be addressed at three levels: undergraduate, postgraduate, and through the education provided by tertiary institutions for senior public servants.

As part of the implementation of the Review of the Centre, the State Services Commission is working to establish a Centre of Excellence tertiary education training programme. The Steering Group

believes this would provide a useful entry point at which the concepts and practices of participatory processes can be introduced to tertiary education and the training curriculum.

### ***Unit standards***

The Steering Group has reviewed the range of unit standards competencies available on the NZQA framework for public service staff, and notes that while some are relevant to participatory processes, the emphasis needs to be shifted and other competencies added. The competencies need to cover the range of knowledge and skills which will be described more fully in the section on *Building a Participatory Organisation*, on the proposed participatory processes website.

### ***Influencing training in individual organisations***

Government agencies will need to ensure that all in-service training reflects the skills and knowledge required in the changed culture. The Steering Group has provided information on the website about the competencies required by most state sector organisations. There is also a register of trainers, facilitators and mentors, where practitioners will self-register, and government agencies will be given guidelines on how to select appropriate support.

The Steering Group considers that to bring the information on the website alive there should be a series of workshops across government agencies over the next six months, involving key groups such as policy analysts, communications staff and human resources staff. Community representatives from the Participatory Processes workstream could be involved in these presentations.

#### **The Steering Group recommends that Ministers:**

- endorse inclusion of the proposals relating to education and training in the work by the State Services Commission on tertiary education
- agree that the Public Sector Industry Training Organisation, in consultation with the Ministry of Social Development, should review and amend their competencies on participatory processes
- agree that a lead agency (such as the Ministry of Social Development) should facilitate a series of workshops on participatory processes for key staff groups within the public service
- encourage government agencies to include participatory processes in induction and in-service training.

### **Consultation database**

As noted above, the first phase of community-government relationship building work identified a continuing frustration by the community sector with regard to one-off consultation by government agencies.

The NZGO website is the official gateway to New Zealand Government. It provides an overview of New Zealand and its government, access to government services information and employment opportunities, as well as government agency contact details. NZGO has provided a facility for government agencies to list their planned consultations. This facility has, however, been poorly used.

The Steering Group supports the principle that information provided by communities through

consultation processes needs to be respected and built on by other agencies. This is an essential component of a 'joined up' approach to government.

The NZGO website has recently been re-designed as [www.govt.nz](http://www.govt.nz). The State Services Commission e-government team, which manages this website, is creating a 'portal' through which users can access government agencies.

It would be possible to create a database of past, current and planned consultations, which can be searched by geographic location and consultation and made available through the e-government portal. The Steering Group considers that such a database would help address the costly and – to the community – frustrating problem of over-consultation, the feeling of 'I've said all this before'. A host agency for this database is required.

The Steering Group is aware that decisions need to be made on the information to be logged, and the level of 'consultations' that should be put on the database. These decisions will affect the cost of developing and maintaining the application.

#### **The Steering Group recommends that Ministers:**

- direct a lead agency (such as the Ministry of Social Development) to:
  - consult with officials and the Community-Government Relationship Review Group to scope the most appropriate parameters for a database on consultation, and to identify the costs involved
  - ensure that all government agencies provide and regularly update information for public servants on government-led and engagement exercises.

#### **Participatory processes: resources**

If the 'culture' of government is to continue to become more responsive, public servants need to be provided with information about participatory processes, the range of responses, and how and when they can be used.

To address this need the Steering Group has prepared:

- the text for a website: [www.participate.govt.nz](http://www.participate.govt.nz)
- a mock-up of the first pages of a hard copy of the website information and some sample cartoon illustrations
- a draft flier to promote the website.

#### **Website**

The website is designed primarily for public servants. This resource will, however, also be available to community, voluntary, iwi and Māori organisations so that they understand what they can and should expect from government officials. The proposed website will provide information on:

- participatory processes, including:
  - how to build and use active relationships
  - the benefits and costs of participatory processes

- how one-off consultation can be made more effective
- the potential for partnerships between government and the community, and advice about how these might be established
- community decision making, and how this can be supported by government
- community representation on government committees
- public participation and iwi and Māori
- how to build government agencies that actively support participatory processes, including information on:
  - establishing the goals and objectives to create an organisational culture that actively supports participatory processes
  - a human resource strategy that includes information on recruitment and selection; job descriptions and contracts; training and competencies; resources and manuals; performance appraisals; location of government agency policy staff in community settings; and secondments of policy staff to community, voluntary, iwi and Māori organisations
  - communications both within government and with agencies outside government
  - reviewing and, if necessary, amending resources and manuals such as policy guidelines
  - monitoring the effectiveness of participatory processes
- a literature list and case studies that provide examples of the different participatory processes
- a register of trainers, facilitators and mentors, and information for government agencies on how to select an appropriate person or organisation.

The site is expected to go live at the end of 2002. The site's host, at least initially, will be the Ministry of Social Development. The site will require ongoing development to keep it up to date, and its location will be reviewed as part of the overall evaluation plan for the Steering Group proposals.

### *Hard-copy guidelines*

The Steering Group also recommends that the key information provided through the website should be made available in a low-cost paper format for libraries and other key information agencies and, on request, to other groups. There are two main reasons for this:

- community, voluntary, iwi and Māori organisations will have a keen interest in the material and many have indicated that, at this stage, access to electronic information can be difficult
- making a printed version available to information agencies is one way of promulgating and publicising the website.

### *Publicity*

The Steering Group considers it critical that the information available on the website and in paper format is properly marketed. This will be done once the website and hard copy resources are completed.

### **The Steering Group recommends that Ministers:**

- approve the establishment of the online resource [www.participate.govt.nz](http://www.participate.govt.nz) to be hosted, at least in the first instance, by the Ministry of Social Development
- approve publication of a hard-copy version of the website material
- agree to the design and production of a flier and other materials to help make public servants and community groups aware of the [www.participate.govt.nz](http://www.participate.govt.nz) website.

### **Improving engagement with iwi and Māori**

One element of the partnership represented by the Treaty of Waitangi ensures participation of iwi and Māori in the processes of government. The promise of the Treaty was that iwi and Māori would share in the development of this country, a promise that requires their full participation. All engagement that occurs between the Crown (represented by government agencies) and iwi and Māori is conducted on the basis of the Treaty. Improving the way in which government agencies interact with iwi and Māori is therefore critically important. It is not over-stating the case to say that this is fundamental to the success of the Treaty partnership.

To this end, the Steering Group (Māori) has identified three particular actions which would assist the partnership:

- the provision of leadership and co-ordination across government agencies for improving engagement with iwi and Māori
- the development of tools and mechanisms to facilitate this engagement (for example, guidelines, models and benchmarks for embedding good practice into government agencies' policies and practices)
- the development of more effective monitoring and reporting mechanisms on the performance of the diverse range of agencies that represent the Crown.

The Steering Group (Māori) also considers that work to strengthen the Māori networks – at the 'flaxroots' level – would facilitate the participation of iwi and Māori organisations in government processes.

Proposals to improve government officials' capacity to engage with iwi and Māori organisations are outlined in Chapter 2 in the context of addressing strategic issues for Māori.

### **Working with local government**

The Steering Group is aware of work currently being carried out to address the consultation requirements contained in the new local government legislation. Much of the material developed for the proposed participatory processes online resource will also have relevance to local authorities' engagement with their communities. In time, it may be useful to extend the scope of the online resource to include material specifically relevant to the provisions in the revised Local Government Act.

### **In the interests of a joined-up approach to central and local government, the Steering Group recommends that Ministers:**

- refer the draft website material and this report to the Minister of Local Government and draw to her/his attention the relevance of this material to local government officials.

### **Monitoring and reviewing progress within each government agency**

As with all strategies involving change, it is important to have ways to measure progress, and to establish systems for government agencies to report on progress.

The Steering Group recommends a systematic approach to monitoring government agencies' engagement with community, voluntary, Māori and iwi organisations in policy development and service planning. This would require:

- a lead agency to work with other officials and representatives from community, voluntary, iwi and Māori organisations to recommend indicators of good participatory practice
- all government agencies to include in the proposed community sector relationship plans objectives for active relationships and good practice participatory processes, and to report annually on progress against these elements.

### *Indicators of progress*

Some possible indicators are:

- Leadership
  - chief executives and senior managers champion the Statement of Government Intentions and promote active relationships with community, voluntary and iwi and Māori stakeholders
  - reporting documents include a community sector relationship plan
- Organisational culture and practice
  - guidelines on policy development and operational planning reflect good participatory practice
  - human resource management processes reflect awareness of Statement of Government Intentions, and knowledge of key stakeholders in community, voluntary, iwi and Māori organisations
- Evaluation and monitoring
  - all engagement processes incorporate a feedback process to key stakeholders.

Additional indicators relevant to each agency's own circumstances might also be included; for instance, references to training courses in participatory processes, and inclusion of community, voluntary, iwi and Māori representatives on working parties and advisory groups.

### *Monitoring processes*

The Steering Group proposes that there be overall monitoring through the following processes.

#### **Evaluation of the overall community-government relationship**

The strategies recommended by the Participatory Processes workstream will need to be monitored and evaluated. To do this, the Steering Group proposes that the Minister appoint a Review Group (see Chapter 6).

### **On-line resources**

The proposed participatory processes website will need to be continually developed and maintained. Case studies will need to be kept up to date and new best practice material included. The Steering Group proposes that a Participatory Processes Standards Panel be established to oversee the ongoing development of the website and review feedback received from users. This would involve three community members and three government officials with suitable knowledge of the website content and technical aspects.

The proposed 2003 Community Sector Strategic Directions Forum would receive reports from the Standards Panel and other sources and provide comments to the proposed Review Group (see Chapter 6).

#### **The Steering Group recommends that Ministers:**

- agree to establish a standards board comprising community representatives and government officials, with appropriate skills and knowledge, to monitor and review the development of the proposed online and hard-copy participatory processes resources.

# 5. Resourcing and Accountability

## Introduction

The funding relationship between government and community organisations is complex and part of a wider framework of engagements and interactions between government and community, voluntary, iwi and Māori organisations.

Community-government funding relationships should be based on the principles articulated in the *Statement of Government Intentions for an Improved Community-Government Relationship*.

At a practical level, recognition of the Treaty of Waitangi means the unique relationship between government and iwi must be understood in all government agency funding arrangements. This also includes equitable funding being achieved for iwi and Māori organisations.

There is a fundamental imbalance in power and resources between government and community organisations. A healthy relationship recognises this imbalance and seeks opportunities to mitigate its effects.

Government must also recognise the diversity of the community sector and that there is a strong likelihood that organisational behaviour will be specific to the organisation and/or sector.

The principle of 'horses for courses' needs to be applied to government's interactions with the community sector.

## Resourcing and Accountability workstream

The Steering Group convened a workstream team made up of Steering Group community members John Stansfield, Enid Leighton and Campbell Roberts, and government official Don Clarke. Additional community members co-opted to the team were Litea Ah Hoi, Johanna Kuila, Roger Wood, Garth Nowland-Foreman and Judith Timpany.

Officials from The Treasury, Office of the Auditor General, Department of Child, Youth and Family Services, Department of Internal Affairs, Ministry of Youth Affairs, Ministry of Justice's Crime Prevention Unit and Ministry of Health were also consulted by the project team.

## Community and Voluntary Sector Working Party: progress report

In July 2001 Cabinet referred the recommendations of the Community and Voluntary Sector Working Party to the new Community-Government Relationship Phase Two Steering Group. This report proposes development of an online good funding practice toolkit, which addresses most of the Working Party's recommendations. A number of specific actions were also agreed by Ministers, and progress on those is reported here.

**Working Party recommendation:** The Community Organisations Grants Scheme (COGS) should be immediately increased from \$10 million to \$15 million, with subsequent increases over the next three years to \$20 million.

**Progress:** As a first step, in Budget 2002 the Government announced an increase in the COGS allocation of \$6 million over three years, raising the figure from \$10 million to \$16 million over three years.

While the Steering Group notes the increase in COGS funding, it is concerned about the wider deterioration in community funding from non-government sources. There is concern that donation levels from community trusts are currently falling (in some cases significantly). Lotteries Commission revenues continue to slide. Controls over who receives grants from gaming machine societies are still unsatisfactory.

**Working Party Recommendation:** The proposed Review of Taxation and Charities should proceed.

**Progress:** A review of tax and charities was undertaken. This was followed by the establishment of a working party of community organisation representatives to report on taxation and accountability issues. This working party has now reported and, among other things, Cabinet has agreed that a stand-alone charities commission will be established.

**Working Party Recommendation:** The Phase Two Steering Group should consider appropriate levels of funding for social services umbrella groups and iwi and Māori provider collectives.

**Progress:** The Department of Child, Youth and Family Services convened a hui (27–29 June 2002) to consult with 230 invited iwi and Māori providers to gauge the level of support for the establishment of an iwi and/or Māori Provider Association.

**Working Party Recommendation:** The Department of Internal Affairs was directed to undertake further work on developing good practice with community-based organisations, such as community trusts and philanthropic organisations.

**Progress:** The Department's Community Development Group has completed a report, *Co-ordinated Resourcing of Communities and Voluntary Organisations* for the Minister Responsible for the Community and Voluntary Sector.

## Problems identified by the Working Party

Government funding relationships with the community sector were the focus of much of the frustration expressed by iwi and community organisations and noted in *Potential for Partnership: Whakatōpū Whakaaro*, the report of the Community and Voluntary Sector Working Party.

Organisations recognised that funding is a scarce resource, and in a good funding system the government would not necessarily fund all community activities. There was concern, however, that the ability of many community groups that have not been funded to provide contracted services might be under threat.

Community representatives involved in the consultation were particularly concerned about:

- low levels of investment by government in the infrastructure – organisational development, training and information technology – of iwi, Pacific peoples and other community organisations
- lack of stability in the funding environment – the need for multi-year funding to enable organisations to engage in long-term planning and sustainability
- the need for meaningful, stable and reasonable reporting systems
- contracting for services, which threatens and ignores the wider role of voluntary organisations in a civil society

- the gap between government funding and the actual cost of providing increased services
- the negative impact of funding arrangements on iwi and Māori organisations, which define their services as holistic
- funding and compliance models that fail to incorporate best practice principles appropriate to working with Pacific peoples
- a ‘take it or leave it’ approach to negotiation
- contractual conditions that do not promote partnership
- contractual management that encourages excessive intrusion by the government funder in the affairs of the funded organisation
- the impact of late funding when organisations have no finance ‘cushion’.

## Resourcing and Accountability: discussion

### Responses to Treasury’s guidelines for contracting with NGOs

The Resourcing and Accountability workstream surveyed government agencies on changes to their contracting practices arising in response to the Treasury’s *Guidelines for Contracting with Non-Government Organisations for Services Sought by the Crown* (2001).

While some agencies had clearly taken the Guidelines very seriously and made changes to their contracting practice, responses to the survey were limited and the core group was disappointed that, at this early stage, only a few agencies seem to have developed substantive changes to practice in line with the Guidelines.

At the direction of Cabinet The Treasury has initiated follow-up work to the Guidelines, which includes investigating how government agencies’ contracting relationships are working for non-government organisations, and analysing the impact of the Guidelines. Treasury’s findings will be reported to Cabinet later in 2002.

### Workstream approach

The workstream members concluded that the majority of issues raised by the Working Party needed to be resolved across government. Many of the solutions proposed involve induction, training and access to appropriate information for officials.

With this in mind, the Steering Group considers that improvements in government funding and accountability practice should be based on the following criteria:

- attention should be focused on good practice
- good practice should be based on shared experiences between government and the community sector
- whole of government resources are required
- some key resources should be available online
- a monitoring regime to assess progress is necessary
- levers to ensure government agency compliance are essential
- resources need to be made available to enable the community sector to engage in the process.

## Good practice funding online resource

The Steering Group has developed resources for 'good practice funding' under six main areas:

- providing the rationale for good practice and clarifying the Government's strategic intentions
- providing advice on decisions about contracting, making grants or subsidies and the critical importance of relationship management to the funding process
- ensuring public servants have access to the technical information on funding processes
- providing a collection of case studies that illustrate successful joined-up funding relationship work between community, voluntary and iwi and Māori organisations
- examples and templates of processes that reduce compliance and transaction costs for both funding agencies and recipients of funding.

As a major contribution to the process of improving government agency funding practice when working with community, voluntary, iwi and Māori organisations, an online resource for public servants has been developed. The proposed resource, using the domain name, [www.goodpracticefunding.govt.nz](http://www.goodpracticefunding.govt.nz), follows the good practice structure noted above.

The Steering Group intends that the online resource will meet the following criteria:

- the site should not carry a specific government agency brand
- information carried on the site will be publicly available
- the site will be aimed primarily at public servants
- community organisations will have access
- the site will be overseen by an advisory standards panel comprising community and government specialists.

## Simplifying documentation

Over the last few years there have been frequent suggestions that common or standardised documentation for funding application forms would make life easier for community organisations.

While the Steering Group supports the drive by government agencies to reduce compliance and transaction costs, there are more significant underlying issues contributing to the frustration.

In particular, there are concerns about a lack of shared recognition between government agencies, the undesirable practice of government agencies 'trawling' for information in the form-filling process, and community organisations repeatedly receiving requests for the same information from different government agencies.

To overcome this, the Steering Group recommends that the following action should accompany the registration process for legally constituted charitable organisations to be developed by the recently agreed charities commission:

**Step 1:** on approval, the registering organisation is provided with a unique identifier and website access PIN

**Step 2:** the organisation completes an online form covering the information most commonly sought by funders, including evidence of financial standing and contact details (bio data)

**Step 3:** all government funders amend their application forms to include the most up-to-date version of the online form as a standard cover sheet.

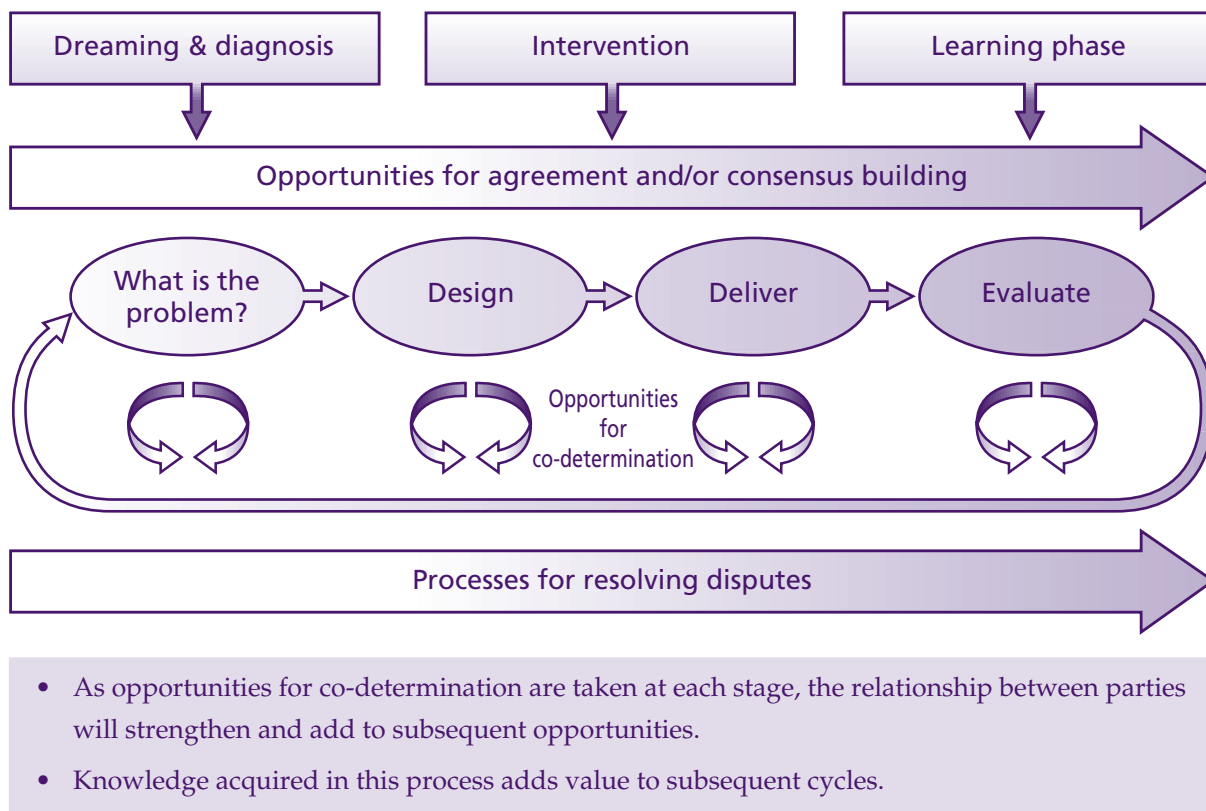
This mechanism is likely to provide a strong incentive for organisations seeking public funding to maintain their organisational bio data in an up-to-date form. It will also contribute to the development of systems for information sharing on the way to an improved approach to shared recognition of community, voluntary, iwi and Māori organisations across government agencies.

This requirement could be made explicit in the online good funding practice toolkit and noted in the section on shared recognition.

### Co-determination

The principle of co-determination sits at the heart of healthy relationships between government and community organisations. Figure 4 illustrates the basis of a good practice co-determination model and the developmental stages in a relationship that typically accompany a well-managed process.

**Figure 3**



In summary, the benefits of co-determination are:

- good relationships will be based on shared experience
- sustainable relationships will be underpinned by mutual ownership/buy-in of key stakeholders
- elements in the relationship that are unknown or uncertain will be recognised, and this contributes to achieving agreement on mutually beneficial outcomes
- more resources and experience are likely to be shared.

## Monitoring a whole of government approach

For the online toolkit to succeed, incentives are required to ensure all government agencies and public servants make use of the resources.

The Steering Group considers that all government agencies should develop a community and voluntary sector relationship plan. This plan should include a process specific to that agency for ensuring that good practice in funding and accountability is adhered to when interacting with the community sector.

To date, it has been unclear where responsibility lies for developing a wider co-ordination strategy for government funding of, or relationships with, community organisations. This has led to the fractured nature of current arrangements and the lack of any formal high-level accountability for either strategy or performance. Both the Community and Voluntary Sector Working Party and the Steering Group have emphasised the need for this accountability to be embedded in the core of government policy and management systems.

At an overarching level the Steering Group recommends that progress in improving government agency relationships with the community sector should be reviewed and monitored on a six-monthly basis – at least for the next two years (see Chapter 6).

The Steering Group also considers that the online resources themselves (both the ‘good practice funding’ resource and the ‘participation’ resource) should be overseen by joint community government standards panels which comprise people with the skills, experience and knowledge to contribute to the development and quality of the resource.

The process for obtaining community-mandated representatives on the standards panels on an ongoing basis should be achieved through the processes recommended for achieving an ongoing community sector forum. In the meantime, the Steering Group proposes an initial standards panel for the ‘good practice funding’ online resource comprising community members of the current workstream core group working with officials from the proposed host agency – the Ministry of Social Development.

## Recommendations for improving resourcing and accountability arrangements

The recommendations made in this section of the report are in three parts:

- those that underpin the principles of good funding practice
- those that put checks and balances into the funding and accountability systems
- those that suggest what resources might be needed in order that sustainable funding relationships can be secured.

## Principles of good funding practice

### The Steering Group recommends that:

- all government agencies with significant dealings with community organisations establish and report annually on the development and implementation of an overall strategic policy framework for their particular relationships with the community sector, consistent with the Statement of Government Intentions
- all funding relationships between the Crown and community sector should include provision for access to fair, consistent, accessible and timely dispute resolution procedures
- the proportion of 'co-determined' funding be significantly increased as a marker of good practice in areas where specific output purchase is inappropriate, thereby reducing the proportion of 'pre-determined' purchase of service contracting or other funding arrangements
- government agencies should ensure that when a funding relationship agreement is developed:
  - officials recognise the diversity of the community sector and its unique cultures and organisations, each of which requires flexibility, innovation and a 'horses for courses' approach
  - funding support (whether by contract or grant) contributes to the full costs of operating services or programmes, including reasonable overhead or core costs
  - funders should recognise their responsibility to contribute to community organisation infrastructure to enable sector capacity building and community-derived policy analysis and advice
  - where appropriate, umbrella or joint contracts or other cross-agency approaches are encouraged and facilitated
  - equitable funding for iwi and Māori organisations is achieved
  - they contribute to support for community visioning/community-based needs identification and service planning
  - within two years, all funding arrangements should be based on a minimum of three to five years as the norm (this will exclude specific time-limited projects which would not fit that timeframe)
  - part-funding should be progressively replaced over three years by negotiated joint funding and/or full funding of more limited outcomes
  - funding payments are made as per agreed schedules and generally with a minimum three months' notice of any significant changes, reductions or withdrawal of funds
  - reporting information required from community organisations in reporting regimes must be collated, analysed and fed back within a six-month period.

## Performance, learning and development

### The Steering Group recommends that:

- funding should be provided across government, possibly through the Minister Responsible for the Community and Voluntary Sector, to promote and enable holistic participatory impact assessment, peer review and self-evaluation (for example, through Social Audit New Zealand)
- contract and funding agreement reporting requirements should be proportional to the quantum of funding provided and the associated risks
- the unique relationship between government and iwi should be recognised in the funding arrangements of government agencies, and equitable funding should be achieved for iwi and Māori organisations (in 2002 the Department of Child, Youth and Family introduced equity funding in some contracts retrospectively to achieve equitable funding for iwi and Māori organisations). All government agencies should similarly review their funding arrangements and, where necessary, take appropriate action to achieve the same outcomes for iwi and Māori organisations.

## Checks and balances

### The Steering Group recommends that:

- funding and accountability practice should be part of formal monitoring of each government agency's relationship with the cluster of community and voluntary organisations with which that agency interacts
- the community sector should monitor progress in implementing such plans and report progress through the process outlined in the Review and Monitoring section of this report
- in order that the community sector's views on the implementation of such plans is gathered as part of the monitoring process, resources should be made available to enable the sector to participate in the review process, and provide independent feedback on government agency performance
- the scope of current dispute issues where community, voluntary, iwi and Māori organisations consider they have been treated unfairly by a government agency should be investigated to determine:
  - whether or not current Office of the Ombudsmen systems are appropriate under existing practice and legislation
  - why such processes appear not to be well used
  - how dissemination of information relating to these processes might be better achieved within the community sector
- advice should be developed on good practice for dispute resolution by government agencies which recognises the need for processes to:
  - be accessible (including at a regional level), timely, consistent and fair

*Continued...*

- mitigate against the imbalance in power between the Crown and community
- to ensure effective implementation and follow-through on issues raised in this section of the report, a government agency should co-ordinate an overview and advice function role within government, including:
  - support, advice, encouragement and mentoring on funding and accountability practice within public sector
  - implementation of the Statement of Government Intentions
  - identifying and advising on perceived gaps between policy and practice
  - continuing to evaluate and research options for alternative funding mechanisms and relationship processes, and disseminate findings across the public sector
- achievement, within three years, of shared recognition for principal standards, approval and accreditation, feedback and reporting processes should be required of organisations funded by government agencies
- accountability arrangements for community organisations should reflect the following guiding principles:
  - co-determination
  - both parties’ understanding of each other is enhanced
  - reporting requirements are not burdensome.

## Resources and monitoring standards

### **The Steering Group recommends that Ministers:**

- approve the establishment of [www.goodpracticefunding.govt.nz](http://www.goodpracticefunding.govt.nz) as an online resource to promote funding and accountability practices consistent with the commitments and principles in the Statement of Government Intentions and to be hosted, at least in the first instance, by the Ministry of Social Development
- approve establishment of a ‘good practice funding’ standards panel comprising community and government specialists with the appropriate skills, knowledge and experience to monitor and develop the online toolkit
- agree that, in anticipation of an agreed community process for determining representatives on the proposed standards panel, an interim panel should be established comprising community and government members of the current workstream core group
- agree that a Code of Good Funding Practice should be developed in consultation with the community sector consistent with the principles contained in the ‘good funding practice’ toolkit and including specific commitments by government and the community sector
- agree that an online bio data form should be developed for inclusion on the website of the proposed charities commission, to be used as a standard cover sheet for all government agency funding application forms.

## 6. Reviewing and Monitoring Progress

Over the past two years both government and the community sector have invested considerable time, energy and resources into developing a shared understanding of factors behind the breakdown in the community-government relationship through the previous two decades, and in working together to put the relationship on a more robust footing.

Through its report, *Potential for Partnership: Whakatōpū Whakaaro*, the Community and Voluntary Sector Working Party laid the basis for the Phase Two Steering Group to develop practical actions to strengthen the community sector and build a new and improved relationship with government.

As noted earlier in this report, taking steps to continue this relationship-building work will take time and further resources. The projects, resources and further actions outlined will need to be picked up both by government agencies and by community, voluntary, iwi and Māori organisations. The work will eventually broaden out to engage a wider circle of community sector people and officials.

To ensure there is an opportunity to revisit the state of the community-government relationship through the next phase, the Steering Group proposes a process of ongoing monitoring and review at different levels (summarised in Figure 4 at the end of this chapter). Each of the proposed elements of this process has been carefully thought through on the basis of the following criteria:

- the process for ongoing review needs to function over an intermediate term (two to four years)
- the primary focus for any additional resources should be on initiatives to strengthen the community sector itself, and any review mechanisms should therefore be low-cost and easy to implement
- a formal, mandated process for identifying community representatives on any review or monitoring programme will take time to develop (the proposed 2003 Community Sector Strategic Directions Forum will be an ideal opportunity to establish an agreed process for ongoing engagement by the community sector in monitoring and reviewing the community-government relationship)
- until it is possible to develop a mandated process, interim arrangements are needed. The Steering Group proposes that this be achieved by working initially with the pool of people identified through both the Community and Voluntary Sector Working Party and the Phase Two Steering Group.

### Co-ordinating work to strengthen the community sector

In developing its recommendations for strengthening the community sector, the Steering Group has proposed an interim Community Forum Taskforce (see Chapter 3). The role of the Taskforce would be to oversee and ensure implementation of the projects identified as critical to strengthening the community sector, and to prepare and convene a further Community Sector Strategic Directions Forum in 2003.

### **The Steering Group recommends that:**

- as an interim measure, responsibility for overseeing the implementation of the projects proposed for strengthening the community sector be assigned to a five-person Community Forum Taskforce
- the Taskforce should include one member from a legally constituted community organisation willing to manage the operational support required by the group through to the 2003 Community Sector Strategic Directions Forum
- nominations for the Taskforce should be drawn from those who attended the June 2002 Community Sector Strategic Directions Forum, and be selected by the tauwiwi members of the outgoing Phase Two Steering Group (acknowledging that Steering Group members nominated would not take part in the selection process)
- the five Taskforce members should be drawn from the outgoing Community-Government Relationship Phase Two Steering Group, umbrella/national/strategic level groups, and the Association of Non-Governmental Organisations of Aotearoa (ANGOA)
- the five Taskforce members should:
  - come from more than one region
  - have proven experience in governance within a community organisation
  - reflect as broad a range of interests across the sector as possible (for example, the social services, sport and recreation, environment, education, arts and philanthropic sectors)
  - participate on a voluntary (unpaid) basis
- the Taskforce should work closely with the Action Group (Māori) to maximise co-ordination and collaboration on agreed projects and on the overall direction of the work to strengthen the community sector and iwi and Māori organisations
- the Taskforce should have the capacity to:
  - lead and ensure the implementation of a series of projects for completion over the next year
  - plan and convene a Community Sector Strategic Directions Forum in 2003
  - employ a project director, accountable to the Taskforce and able to contract and employ staff as appropriate
- the role of the project director would be to:
  - manage an overall work plan and budget
  - prepare terms of reference and contracts for specific pieces of work
  - secure financial resources for each of the proposed projects
  - establish project teams for each project, comprising a range of people from across the community sector and from different locations with experience in project management and community sector management practice
  - enter into contracts of and for services
  - develop and execute a communication strategy
  - lead a process for promoting and developing local and regional networking opportunities or forums, and seek resources for these
  - plan and support the proposed 2003 Community Sector Strategic Directions Forum.

## Co-ordinating ongoing work with iwi and Māori organisations

The Steering Group (Māori) section of this report outlines proposals for ongoing work to address the relationship between the Crown and iwi and to support the development of iwi and Māori organisations at the local level. The Steering Group proposes that an Action Group (Māori) should be established to lead this work (see Chapter 2).

## Participatory Processes: Reviewing and monitoring progress

In forming its proposals to improve community organisation participation in policy development and service planning, the Steering Group has focused on developing resources to improve the capacity of public servants to engage with community, voluntary, iwi and Māori organisations.

### To ensure the quality and ongoing relevance of the Active Relationships online and hard-copy resources, the Steering Group recommends that Ministers:

- agree to establish a joint community-government standards panel, which would function through quarterly meetings and online 'shared work space' to ensure that the website:
  - reflects good practice
  - develops an interactive capability
  - makes a difference to government practice
- agree the panel should also oversee the publication of hard-copy guidelines on participatory processes and the implementation of Steering Group recommendations on training and induction of public servants in participatory processes
- agree the standards panel should comprise community specialists and government officials with the appropriate skills, knowledge and experience to ensure the online resource is a focal point of good practice (as a transition arrangement until the next Community Sector Strategic Directions Forum, community members will be drawn from the former Steering Group and from the Participatory Processes project team)
- agree the standards panel should:
  - provide written progress reports to the Review Group on a quarterly basis and meet with the Group six-monthly
  - report to the proposed Community Sector Strategic Directions Forum in 2003.

## Resourcing and Accountability: Reviewing and monitoring progress

In developing its proposals to improve government agency funding arrangements with community organisations, the Steering Group has proposed developing an online resource for public servants, along with proposals for monitoring progress in improving funding and accountability processes.

### **To ensure the quality and ongoing relevance of the Good Practice Funding online resource, the Steering Group recommends that Ministers:**

- agree to establish a joint community-government standards panel, which would function through quarterly meetings and online 'shared work space' to ensure that the website:
  - reflects good practice
  - develops an interactive capability
  - makes a difference to government practice
- agree that the standards panel should comprise community specialists and government officials with the appropriate skills, knowledge and experience to ensure the online resource is a focal point of good practice (as a transition arrangement until the next Community Sector Strategic Directions Forum, community members will be drawn from the former Steering Group and the Resourcing and Accountability project team)
- agree that the standards panel should:
  - provide written progress reports to the Review Group (see below) on a quarterly basis and meet with the Group six-monthly
  - report to the proposed Community Sector Strategic Directions Forum 2003.

## **Monitoring and reviewing the overarching community-government relationship**

The next phase of relationship building work will be expressed through a broadening of the work to involve a wider range of officials and community sector people, with the potential to prompt positive activities beyond the actions recommended in this report. Indeed, this process is critical to successfully implementing the *Statement of Government Intentions for an Improved Community-Government Relationship*.

To facilitate ongoing monitoring of the progress made by government agencies in working to improve their relationships with the community, voluntary, iwi and Māori organisations relevant to their sphere of interest, the Steering Group considers that government should initiate a systematic approach, based on the model used for EEO and similar initiatives. This would require:

- all government agencies to:
  - develop a community sector relationship plan, with objectives for developing active relationships with community, voluntary, iwi and Māori organisations as a basis for information exchange, good practice funding and engaging community groups in policy development and service planning
  - include in departmental statements of intent and chief executive performance agreements, appropriate indicators relating to their community sector relationship objectives
  - report annually on progress in meeting these objectives
- a lead agency, such as the Ministry of Social Development, to work with other officials and representatives from community, voluntary, iwi and Māori organisations to monitor overall progress and trends.

## Reviewing and Monitoring Progress: Relationship Plans

### **Building on the Statement of Government Intentions for an Improved Community-Government Relationship, the Steering Group recommends that Ministers:**

- agree to establish a systematic approach to monitoring government relationships with the community sector through inclusion of relationship plans in all government agency statements of intent and chief executives' performance agreements outlining steps to ensure active relationships and good practice funding in their interactions with community, voluntary, iwi and Māori organisations
- nominate a lead agency, such as the Ministry of Social Development, to work with other officials and with representatives from community, voluntary, iwi and Māori organisations to recommend indicators of good practice and to monitor progress in implementing the proposed relationship plans.

In addition, it is important that progress in improving the relationship is monitored and reviewed over time, to ensure that best practice is shared and issues requiring a shared input are addressed. To assist in advising Ministers on progress towards fulfilling the potential of the Statement of Government Intentions, the Steering Group proposes that a high-level group be established to ensure credible community and government oversight.

This group would meet six-monthly and report to the Minister Responsible for the Community and Voluntary Sector and to the proposed Community Sector Strategic Directions Forum in 2003.

The Steering Group considers there are strong links between the work to improve the community-government relationship and the Review of the Centre's focus on improving the overall functioning of the public sector. As a practical means of ensuring a link into the work to implement the recommendations of the Review of the Centre report, the Steering Group therefore recommends that the Chair of the Review of the Centre Change Implementation Advisory Committee should be a member of the proposed Community-Government Relationship Review Group. This link would be further strengthened by including in the Review Group the Chief Executive of the Ministry of Social Development, both in his role as a Review of the Centre workstream leader, and as chief executive of the government agency well placed to pick up support for the actions recommended by the Steering Group in this report.

The Steering Group further recommends that the remaining members of the Review Group should include three community sector representatives with a recognised commitment to strengthening the community sector. This will provide a transition membership and some continuity of experience of the work done by both the Community and Voluntary Sector Working Party and the outgoing Community-Government Relationship Steering Group.

## Reviewing and Monitoring Progress: Review Group

### The Steering Group recommends that Ministers:

- agree to establish a high-level group comprising the Chair of the Review of the Centre Change Implementation Advisory Group, the Chief Executive of the Ministry of Social Development and three community sector people with a recognised commitment to strengthening the community sector. The Review Group would meet six monthly to review progress in improving the Community-Government relationship and to report on this to:
  - the Minister Responsible for the Community and Voluntary Sector
  - the proposed 2003 Community Sector Strategic Directions Forum.

**Figure 4: Proposed monitoring and review process**

