



PACIFIC ANALYSIS FRAMEWORK

2006

WITH PACIFIC CONSULTATION GUIDELINES

ANALYSING PUBLIC POLICY
THROUGH PACIFIC LENSES



ANALYSING PUBLIC POLICY

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THROUGH PACIFIC LENSES

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FOREWORD

Hon. Phil Goff
Minister of Pacific Island Affairs

Pacific peoples in New Zealand are increasingly making their mark in many areas of cultural, social and economic life. By doing so, they are continually reinforcing New Zealand's identity as a Pacific nation. With the vibrancy of their cultures, youthfulness of their population and strong community spirit, they are contributing positively to New Zealand's future development.

New Zealand's national identity is strengthened by Pacific peoples taking pride in their culture through arts, sports, music, language and appreciation and understanding of New Zealand history with Pacific countries. In addition, through government programmes, policies and strategies that promote Pacific peoples social and economic participation need to be effective in improving the well-being of Pacific families and communities.

This Pacific people's contribution towards New Zealand's economy can be further realised, through increased participation in key spheres of New Zealand life, where Pacific peoples currently lag behind the rest of the population. There are areas such as economic and business development where they have still to realise their full potential.

Government has a commitment to developing sound public policies that meet the needs of all New Zealanders, including Pacific peoples living in New Zealand. The diversity and unique characteristics of Pacific peoples, coupled with the disparities they experience, pose a real challenge in how Government formulates and implements policy in order to improve their position. Public policy advisers need to be aware of this challenge and to actively seek ways to incorporate Pacific peoples' perspectives to enhance the quality of their policy advice. To this end the Ministry of Pacific Island Affairs has developed the Pacific Analysis Framework as a tool to add value to the public policy development process. The Framework is intended for use by all policy advisers to assist structure policy issues and I would urge departmental policy staff to actively apply it in their work.



Hon. Phil Goff
Minister of Pacific Island Affairs



INTRODUCTION

Pacific peoples in New Zealand have yet to achieve full and equitable participation in all aspects of New Zealand life. Inequalities exist between the participation level of Pacific peoples – as compared with the general population – in social, economic, cultural and political spheres. The consequence of this is that, while such inequalities exist, New Zealand incurs avoidable fiscal costs of social disadvantage and also foregoes economic benefits because of the lower participation rates of Pacific peoples. The Ministry is therefore committed to reducing barriers and constraints on participation, promoting both the development and uptake of opportunities for improved participation and through promoting increased involvement in higher –level decision making. To achieve this, the Ministry is working closely with mainstream agencies to address negative statistics within their sectors while developing policies with a better fit.

Reducing outcome gaps, through enhanced policy, saves money and improves the quality of life for all. The Pacific Analysis Framework (PAF) is a tool for policy managers, advisers and analysts within government agencies and is an approach for incorporating the perspectives of Pacific peoples in the generic policy development process. The Framework encourages policy advisers and their agencies to think critically about Pacific peoples issues. It sets out ways to effectively include information about Pacific peoples and to take account of their values and their diversity, as well as ensuring effective consultation with them in the policy development process. It is hoped that in applying the Pacific Analysis Framework, the outcome will lead to better quality policy advice about Pacific peoples.

The Framework aims to enhance the quality and cost –effectiveness of public policy by including the necessary checks and balances that ensure, where a Pacific perspective is necessary, that it is included, effectively adding value to public policy making. The Ministry has developed this tool as a guide for advisers, to assist them in meeting their accountabilities within their agencies and sectors. Part of this guide includes Pacific Consultation Guidelines to assist agencies with their engagement with Pacific peoples to facilitate their ongoing involvement in the design and delivery of policies, programmes and services

This document is designed to be applied to all key steps in the policy analysis and implementation process within government. It emphasises the importance for Pacific perspectives to be considered equally, both at the start of the analysis process, where issues are being identified and objectives set, and at the end, where programmes and services are being evaluated. The Framework also complements other similar tools developed by the Ministry as part of its policy work. I encourage all policy staff to read and implement the Framework.

The Ministry of Pacific Island Affairs is a small policy agency that focuses on providing its Minister and other government agencies with policy advice on issues that affect Pacific peoples in New Zealand.

Please contact the Ministry if you require further information or assistance with applying the Framework or any other matter associated with this publication.

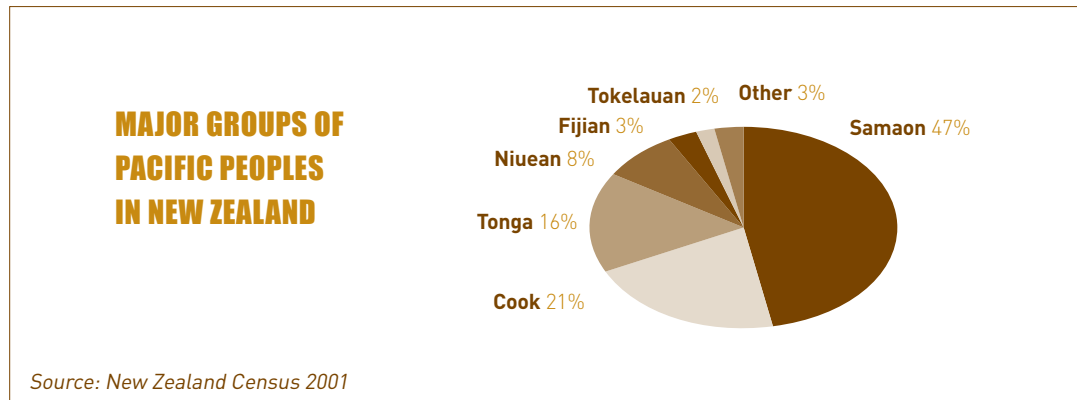


Fuimaono Les McCarthy
Chief Executive

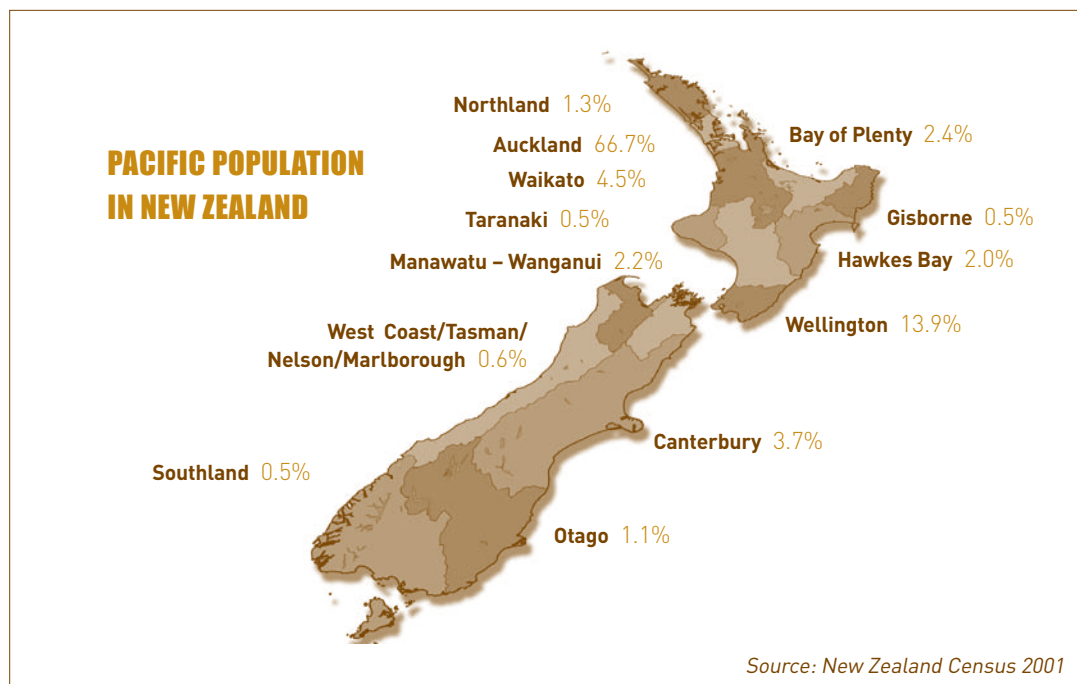
PACIFIC PEOPLES IN NEW ZEALAND

1. The Pacific population is very diverse made up of people from many Pacific ethnicities, comprising primarily Samoan, Cook Islands, Tongan, Niuean, Fijian and Tokelauan groups, with smaller numbers from Tuvalu, Kiribati, Papua New Guinea, Vanuatu, the Solomon Islands and the small island States of Micronesia.

The Pacific population consists of at least 13 distinct languages and cultural groups, and comprises both people born in the Pacific Islands and also people born in New Zealand.



2. By 2001 there were almost 232,000 people of Pacific ethnicity living in New Zealand (up from 213,000 in 1996), making up 6.5% of the population (5.7% in 1996). Currently, 58% are New Zealand born. The Pacific population is very youthful and should continue to grow rapidly for some time to come. The median age is 21 years compared with 35 years for the total population.
3. Pacific peoples are located throughout New Zealand, particularly within the urban areas of Auckland, Wellington and Christchurch. Migration to provincial areas has also occurred in line with work opportunities.



RATIONALE FOR THE FRAMEWORK

4. While the focus on improving outcomes for Pacific peoples has become integrated within government, as evidenced by the range of departmental strategies, programmes and initiatives targeting them, there continues to be a need for tools to assist departments incorporate Pacific perspectives in the public policy process. The ongoing need for such tools relate to:
 - limitations in the public policy development process; and
 - unrealised benefits due to persistent outcome disparities confronting Pacific peoples in key areas;
5. The nature of public policy-making can present obstacles towards the recognition of Pacific peoples' perspectives as these tend to be associated with:
 - inadequate problem identification and definition from a Pacific viewpoint;
 - over-emphasis of rational policy analysis approaches favouring general measures of improvement at the expense of marginal improvement;
 - mainstream agencies controlling who can be involved on a particular policy issue;
 - a lack of early involvement by small agencies in identifying and defining policy problems; and
 - an over-reliance on Ministry of Pacific Island Affairs to provide the Pacific perspectives within departmental policy work.
6. Persistent outcome disparities for Pacific peoples will only result in costs to Government through transfer payments and support services. More importantly, the unrealised benefits both to Pacific peoples and the wider New Zealand society owing to the disparities, underlines the importance in incorporating Pacific perspectives to inform public policy development and thereby turn costs into benefits.
7. Research undertaken by the Ministry suggest that if the education and training levels of the current generation of Pacific children can be accelerated to that of current levels attained by non Pacific, then Pacific wage incomes could be close to 96% of non Pacific rates by 2021. This resulting economic convergence by 2021 would bring significant benefits to the New Zealand economy in the order of \$4 to \$5 billion in 2001 price terms. (NZIER, 2005 "Pacific peoples economic outcomes: Implications for the New Zealand economy").



8. In essence the research highlights the need to effectively address the disparities faced by Pacific peoples in a variety of relevant socio-economic indicators and these are listed below.

INCOME LEVEL

Pacific peoples' income levels are amongst the lowest for all New Zealanders:

- 61% of Pacific people (aged 15 years and over) earn less than \$20,000 per annum compared with 53% of the general population (Source: *Statistics New Zealand Census 2001*);
- Average hourly earnings for Pacific peoples are \$15.20 compared with Maori (\$16.58) and European/Pakeha (\$20.14) (Source: *New Zealand Income Survey, June 2005 Quarter, Statistics New Zealand*);
- Relatively high numbers are receiving some form of benefit; and
- Pacific peoples are also less likely to receive income from self-employment or investments.

EMPLOYMENT

Pacific peoples are under-represented in labour market participation and over-represented in unemployment statistics:

- Pacific unemployment rate is 6.2% compared with Maori (7.6%) and European/Pakeha (2.5%) (Source: *Household Labour Force Survey, December 2005 Quarter, Statistics New Zealand*);
- Manufacturing is the most common industry group for Pacific workers, employing 33% of men and 17% of women. They are under-represented in the more highly skilled occupations, particularly in professional and managerial occupations (Source: *Pacific Progress Report 2002*); and
- Pacific peoples are less likely to be self-employed.

HEALTH

Pacific peoples' general health indicators show that they are:

- 43% of Pacific peoples are identified as obese compared to 20.1% of the national population. (Source: *Tupu Ola Moui, Pacific Health Chart Book 2004*);
- Independent Life Experience at birth for Pacific males is 61.8 years whilst for Pacific females is 63.1 years compared with the 64.5 and 67.6 years nationally males and females respectively (Source: *Tupu Ola Moui, Pacific Health Chart Book 2004*);
- More than twice the number of Pacific Peoples are likely to have Meningococcal disease notifications compared with the total population (21.8 per 100,000 children compared to 8.6). (Source: *Tupu Ola Moui, Pacific Health Chart Book 2004*);
- Pacific peoples that suffer from hearing loss are about more than double that of the total population. (Source: *Tupu Ola Moui, Pacific Health Chart Book 2004*).
- More Pacific people attend sexual health clinics with sexual infections at a higher rate (23.7 per 100 youth) compared with the total New Zealand population (14.8 per 100 youth). (Source: *Tupu Ola Moui, Pacific Health Chart Book 2004*);
- 96% of the Pacific people are registered with a Primary Health Organisation compared to 62% of the national population. (Source: *Tupu Ola Moui, Pacific Health Chart Book 2004*);
- Pacific people that die from diabetes are nearly five times more than Europeans (Source: *Tupu Ola Maii, Pacific Health Chart Book 2004*);
- More Pacific people are likely to smoke (31.9%) for those over 15 years of age compared with New Zealand's general population (25.8%) (Source: *Tupu Ola Moui, Pacific Health Chart Book 2004*).
- In 2002, only 0.6% of the General Practitioner workforce were Pacific (New Zealand Medical Association 2004a, while Pacific active nurses only made up 2.8% of the total nursing workforce (Source: *Koloto and Associate Limited 2003*).



EDUCATION

While improvements have been made in some areas, education outcomes for Pacific peoples remain poor when compared with the rest of the population:

- According to Census 2001 data (grouped total responses for population aged 15 years and over) 3.19% of Pacific had a Bachelor or Higher degree, compared to Pakeha (10.76%) and Maori (4.04%);
- In 2004, Pacific people made up 5.2% of formal tertiary students, compared to Pakeha (49.9%) and Maori (19%) (Source: Ministry of Education, *Education Statistics of New Zealand for 2004*);
- In 2003, 4.4% of Pacific school leavers left with University Bursary as their highest qualification compared with 4.5% for Maori and 22.7% for Pakeha. (Source: *The Ministry of Social Development Social Report 2005*);
- Pacific students with University Entrance qualifications have increased from 4.3% to 5.0%;
- Pacific Students with no formal qualification has decreased from 24.8% to 21.4%; and
- 2% of teachers were of Pacific descent (Source: *2004 Teacher Census, Ministry of Education*).

HOUSING

Poor housing outcomes for Pacific peoples point to pressures arising from low disposable income resulting in overcrowding, with a flow-on impact on poor health and education achievement.

- 59% lived in rental housing compared with 29% for others;
- A high percentage of Pacific peoples, 21%, live in overcrowded housing compared with 3-4% for the general population; and
- Low level of housing ownership, 38% compared with 68% for the general population (Sources: *Statistics New Zealand Census 2001*).

JUSTICE

Pacific peoples continue to be over-represented in most areas of the criminal justice system as reflected in the following data.

- Pacific peoples are over-represented in the New Zealand criminal justice system and make up 10.6% of the prison population. (Source: *Department of Corrections Pacific Strategy 2005*);
- In Counties Manukau in 2003, Pacific peoples represented 30.5% of violent offences. In the same year Pacific youth represented 28% of recorded apprehensions for youth offending. (Source: *Counties Manukau Pacific Peoples Strategic Plan 2005-2006*); and
- In 2005, 48% of the Pacific offending population were serving sentences for violent offending. This compares with 38% for Maori and 25% for Pakeha (Source: *Department of Corrections: Integrated Offender Management System Database*).

CIVIC PARTICIPATION

- Pacific peoples are more highly represented in the public service (7.1%) than in the wider labour force where they make up 4.5% of the employed labour force (Source: *Equal Employment Opportunities Progress in the Public Service with special focus on Pacific Peoples – June 2004*);
- In business and economic development, Pacific peoples continue to be under-represented in the knowledge economy, information and food technology and engineering sectors;
- Although the number of Pacific public servants has increased over the last four years, the number who hold senior management positions has dropped from 1.9% to 1.4%;
- Most Pacific staff in the Public Service are employed in frontline and clerical occupations and tend to be under-represented in the professional, science and technical, and management occupations. In 2003, the five most common occupations for Pacific people in the Public Service were: case worker (18%), general clerk (15%), technical representative (7%), social worker (7%) and prison officer (7%);



- 60% of Pacific peoples in the Public Service are employed in Child, Youth and Family, Ministry of Social Development, Department of Corrections, and the Inland Revenue Department; and
- Pacific peoples continue to be represented in small numbers on government boards, local councils and as Members of Parliament.

SOCIAL CONNECTEDNESS

For Pacific peoples, a vital part of social connectedness is participation in a wide variety of social activities within their own communities and the wider community. Data on indicators related to social connectedness indicate the following:

- 86.1% of Pacific households participate in family activities compared with 90.9% of Maori and 87.6% for Pakeha. *(Source: Ministry of Social Development Social Report 2005);*
- About 92% of all the major Pacific ethnic groups compared with 72% of the general population are registered as church members *(Source: New Zealand Statistics Census 2001);*
- In 2000, access to the Internet in the home was 16.4% for Pacific families compared to 28.3% for Maori and 44.3% for Pakeha families. *(Source: Ministry of Social Development Social Report 2005); and*
- Pacific households have the lowest access to telephones (88%) followed by Maori (92%), compared with the rest of the New Zealand population (96%) *(Source: New Zealand Families Today – July 2004, Family resources, page 65, Ministry of Social Development).*

OBJECTIVES

9. The Pacific Analysis Framework (PAF) aims to:
 - identify key requirements for including Pacific perspectives in the policy process;
 - emphasise early and ongoing consideration of policy issues from a Pacific viewpoint;
 - incorporate Pacific values and diversity throughout the policy process;
 - enhance the quality and effectiveness of the public policy development process;
 - reduce the cost to government by addressing poor policy outcomes;
 - highlight the responsibilities of policy agencies in relation to Pacific policy outcomes;
 - improve close interaction between policy agencies and Pacific peoples; and
 - offer guidance on effective consultation with Pacific peoples.
10. The Pacific Analysis Framework provides policy agencies with a guide on how the perspectives of Pacific peoples who form part of their client group can be identified and incorporated into their policy development process. Through the consultation guidelines, the Pacific Analysis Framework also clarifies the role of, and opportunities for, Pacific peoples to have input into departmental policy making.

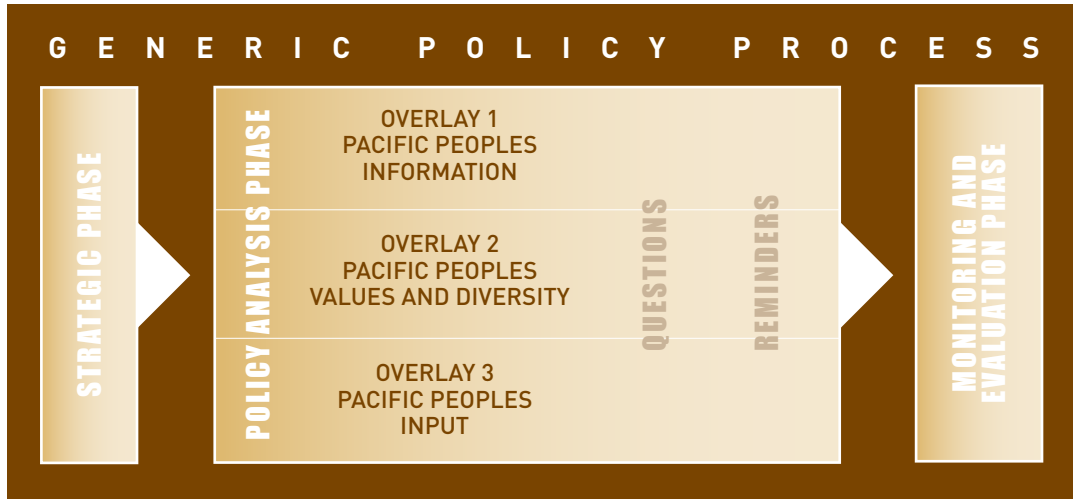
HOW THE FRAMEWORK WORKS

11. The Pacific Analysis Framework is generally aimed at experienced policy advisers and analysts. It assumes a general understanding of the generic policy development process and the context in which it is located.
12. The Pacific Analysis Framework applies three overlays to the existing policy development process. These overlays do not alter the existing policy process but add value by allowing for better integration of Pacific peoples' perspectives throughout the process. The overlay approach is illustrated in the following diagram. It must be noted that while it is useful to show a flow of steps, the policy process is an iterative one. As such, the questions asked in each overlay need to be asked not only at the key points indicated in each overlay, but also throughout the process where and when it assists in better structuring the policy problem.



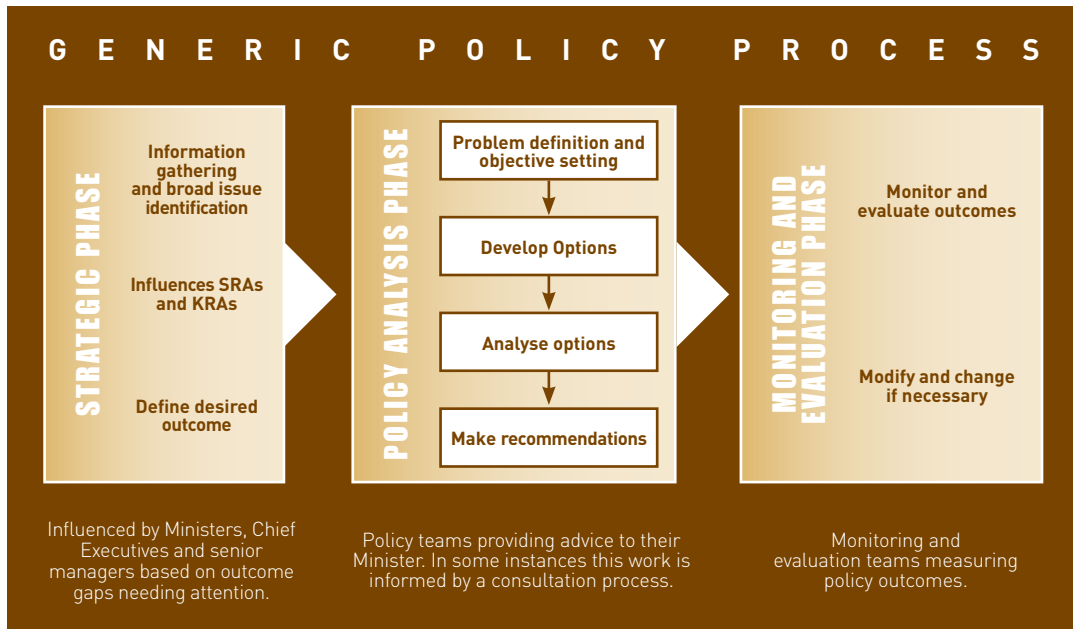
- 13 . The three key overlays over the generic policy development process are:
- Overlay 1 Pacific peoples' information;
 - Overlay 2 Pacific peoples' values and diversity; and
 - Overlay 3 Pacific peoples' input.
14. In applying these overlays the Pacific Analysis Framework asks a number of questions to inform the process and also a set of reminders on how the overlay can be applied to a particular policy problem throughout the policy process.

DIAGRAM 1 – APPLYING THE OVERLAYS TO THE GENERIC POLICY PROCESS



THE GENERIC POLICY DEVELOPMENT PROCESS

DIAGRAM 2 – THE GENERIC POLICY PROCESS



15. The policy process undertaken by central government agencies resembles a generic process. It contains a number of phases with which policy analysts and managers will be familiar, as illustrated in the diagram. The diagram forms the basic template for the Pacific Analysis Framework. **The overlays are focused more on the policy analysis phase within which most policy analysts operate.** The Ministry does not underestimate the importance of other phases, as it has similar approaches directed at these steps as part of its own policy work.



APPLYING THE PACIFIC ANALYSIS FRAMEWORK OVERLAYS

P O L I C Y A N A L Y S I S P H A S E

OVERLAY 1: PACIFIC PEOPLES INFORMATION

KEY ELEMENTS

ACKNOWLEDGE IMPORTANCE OF PACIFIC PERSPECTIVE

Information about Pacific peoples is critical if their perspectives are to inform public policy development. This needs to be ascertained early as part of the initial phase of issue search and scanning.

DETERMINE TYPE AND LEVEL OF INFORMATION

Understanding a policy issue from a Pacific perspective will require breaking down information about Pacific peoples into smaller subgroups which show the characteristics relevant to each issue. The subgroups need to show the varying forms and levels of detail necessary to understand the implications of the policy problem on Pacific peoples. The details should include ethnicity, gender, location, age, family and community structures, religion and whether they are New Zealand or island born. These details are in addition to social and economic indicators such as employment status, earning capacity, life expectancy etc.
General information about Pacific peoples can be obtained from Statistics New Zealand data and in particular the Pacific Island Profiles, which has information about Pacific ethnic groups. The Ministry of Pacific Island Affairs can also provide data about Pacific peoples' situation.

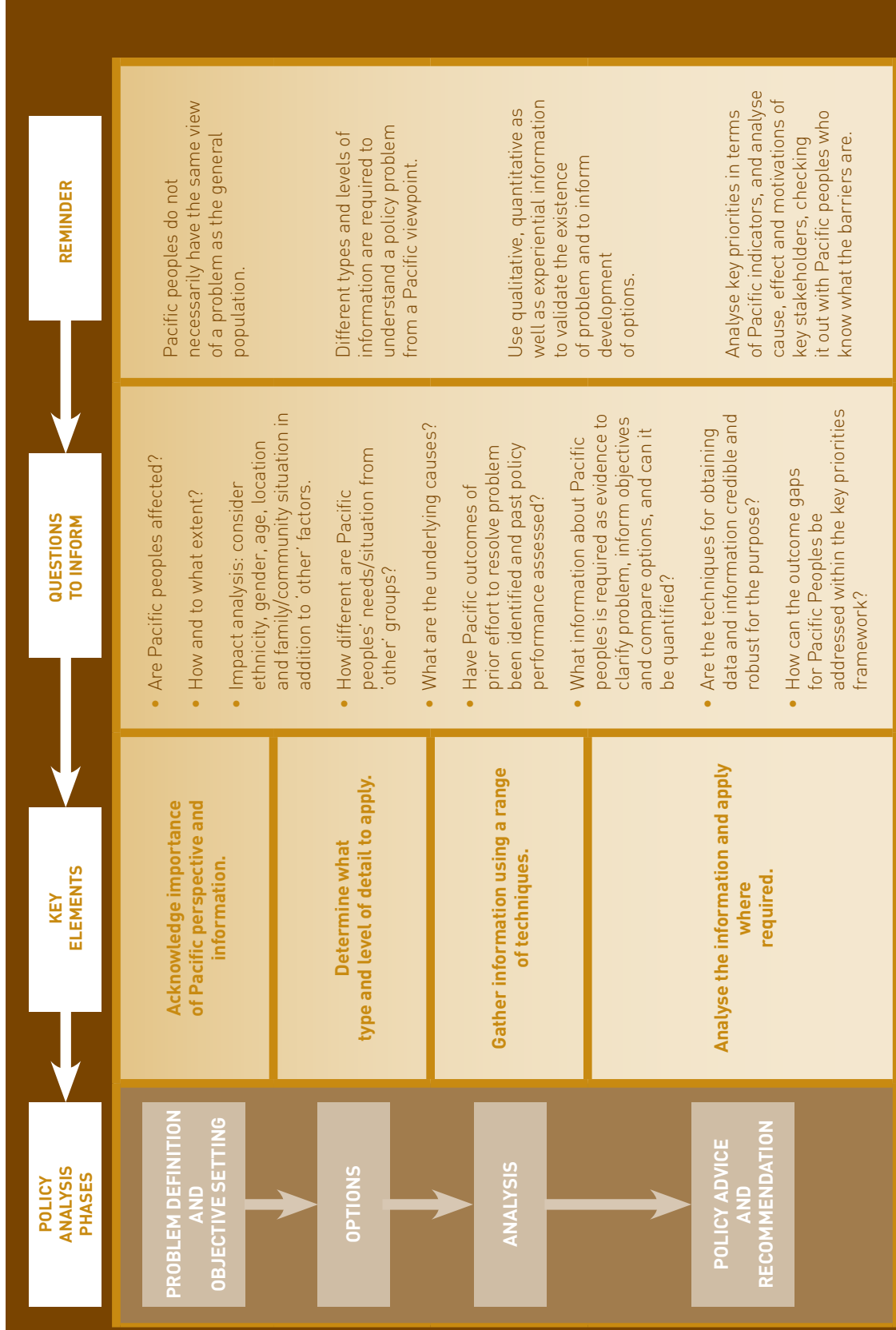
USE A RANGE OF TECHNIQUES

Having determined your information requirement, obtain it with the most suitable technique. An issue that is highly or even moderately technical in nature will require robust scientific/statistical evidence for its substantiation.
Consultation with Pacific peoples is a mechanism for carrying out a reality check on the information obtained about their problematic situation, as well as on any gaps in the information obtained through conventional sources. The oral tradition of Pacific peoples often means a lack of written material about their situation.
In developing policy it is critical to have a balance between scientific and anecdotal evidence. The key is to have information about all dimensions of the problematic situation. To this end, information about previous strategies used to solve a particular problem for Pacific peoples will also be important.

ANALYSE AND APPLY AS REQUIRED

Information gathered from a Pacific perspective should apply across all the policy phases. It should help define the extent of the problem, determine whether it is critical to place it on the policy agenda and whether Pacific peoples have a unique perspective about the problematic situation.
During the later stages of the policy process Pacific values should provide the information that is critical to formulating the objectives of the policy and identifying appropriate options for Pacific peoples.

OVERLAY 1 – QUESTIONS TO INFORM AND REMIND



P O L I C Y A N A L Y S I S P H A S E S



OVERLAY 2 – PACIFIC PEOPLES VALUES AND DIVERSITY

P O L I C Y A N A L Y S I S F R A M E W O R K

KEY ELEMENTS

Values play a key part in understanding Pacific peoples. Policy making is perceived as value-laden, where values influence both process and outcomes of policy. Where there are conflicts with mainstream or other values, effort needs to be applied to acknowledge and resolve any difference, in a genuine and open manner.

If Pacific peoples' perspectives are to inform public policy development, their values need to be considered during:

- Issue search and problem definition;
- Objective setting;
- Options identification and analysis; and
- Recommendations.

Broad values of Pacific peoples that have been identified are set out below as a guide. Pacific peoples are diverse, coming from many island groups in the Pacific. At a more specific level their values will differ, as there are more generations of New Zealand born whose values may also change over time. The values outlined below are indicators. They highlight where a different perspective in structuring a problem may influence the outputs of the policy process and the intended outcomes.

TEST VALUES AGAINST EACH STEP

TEST DIVERSITY AGAINST EACH STEP

Pacific peoples are also diverse and express a range of attitudes and motivations within their separate communities that may set them apart from other groups in the wider population. This diversity also needs to be considered in relation to their different levels of acculturation as part of the New Zealand society.

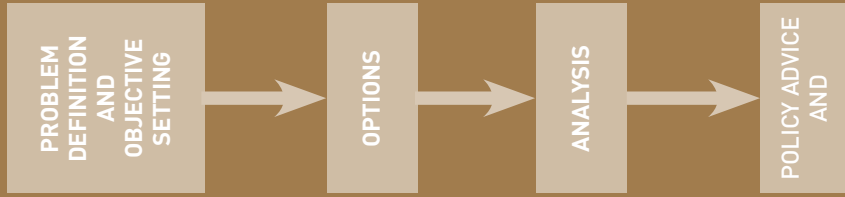
While there are advantages at a broad policy level in grouping Pacific peoples into one identifiable group, the specific characteristics and needs of each of the ethnic groups have to be acknowledged. This is particularly important in assessing policy impact, designing policy options, and delivery of specific programmes and services, which are influenced by the particular processes, structure and motivation of each ethnic group.

APPLYING THE PACIFIC ANALYSIS FRAMEWORK OVERLAYS

OVERLAY 2 – QUESTIONS TO INFORM AND REMIND



P O L I C Y A N A L Y S I S P H A S E S



Test values of Pacific Peoples against each step.

Test Pacific diversity against each step.

- Has the issue been defined and its significance assessed in terms of Pacific peoples' view of the problem?
- Are the objectives properly informed by information about Pacific peoples' needs/situation OR simply by departmental priorities?
- Do the options address the issues for Pacific peoples in line with their value system. If not, how is it resolved?
- Are the options focused at 'maximising' or 'satisfying' achievement of objectives for Pacific peoples?
- Would a specific option aimed at Pacific peoples contribute to overall objective being met?
- How will the options impact on Pacific ethnic groups. Compare this with alternative initiatives and consider where there is a cost to government.
- Are data collection and monitoring systems in place to measure the impact of policy on Pacific peoples?
- Are Pacific peoples included in any evaluative or piloting samples?

VALUES OF PACIFIC PEOPLES

- Communitarianism
 - motivated by collectively shared responsibility.
- Regard mutual help as bringing future security more effectively than individualism.
- Focus on groups.
- Consensual approach to input of views which may take time, so don't expect quick feedback.
- Emphasis on spirituality
 - religious practices and institutions are key considerations.
- Value reciprocity as basis of developing and sustaining relationship.
- Respect for authority and acknowledge status.
- High regard for community expertise and social structures.

DIVERSITY OF PACIFIC PEOPLES

- Relate to both traditional and mainstream culture and practices.
- Continuously deal with inter – generational and acculturation issues facing New Zealand
 - born and island
 - born Pacific peoples.
- Each nation has diverse groups with different sets of beliefs and social structures.
- Diverse languages – older people may prefer own language; offer choice.
- Empowered to solve own problems and develop opportunities based on own ethnic, social and economic advantage.



OVERLAY 3 – PACIFIC PEOPLES INPUT

P O L I C Y A N A L Y S I S F R A M E W O R K

KEY ELEMENTS

USE APPROPRIATE CONSULTATION TECHNIQUES TO CHECK ASSUMPTIONS AND DECISIONS THROUGHOUT PROCESS

- The key is getting early and ongoing input by Pacific peoples.
- The input may be consultation, or other kinds of input to ensure the information about Pacific peoples is substantiated.
- Ensure Pacific values and cultural practices are taken into consideration and appropriately reflected in the consultation process.
- Guidance on how to consult and/or gain input from Pacific peoples is fully set out in the Pacific Consultation Guidelines section of this book.

AMEND DECISIONS AND ASSUMPTIONS TO REFLECT ADVICE PROVIDED BY PACIFIC PEOPLES THROUGHOUT THE PROCESS

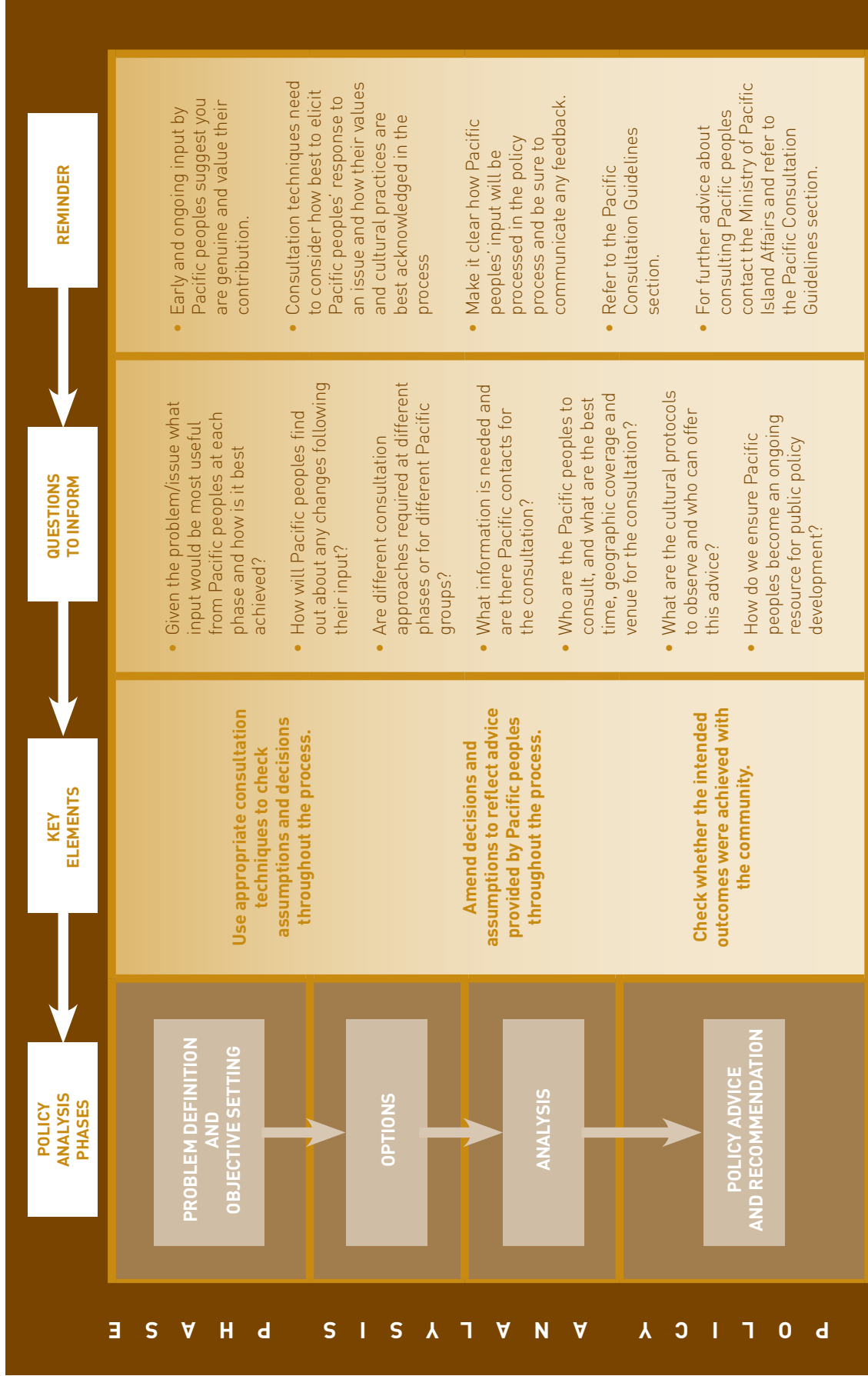
- Consultation will be an ongoing requirement throughout the policy development process.
- Pacific peoples are clear on how their input is incorporated into the policy process and they are provided feedback about subsequent processes.

CHECK WHETHER THE INTENDED OUTCOMES WERE ACHIEVED WITH THE COMMUNITY

- Use and build on relationships established with Pacific peoples for the purpose of ongoing monitoring and evaluation of policy implementation.
- Getting it right the first time will save a lot of time, effort and cost the next time round.

APPLYING THE PACIFIC ANALYSIS FRAMEWORK OVERLAYS

OVERLAY 3 – QUESTIONS TO INFORM AND REMIND



P O L I C Y A N A L Y S I S P H A S E S





PACIFIC ANALYSIS FRAMEWORK



OVERLAY 1
PACIFIC PEOPLES INFORMATION

OVERLAY 2
PACIFIC PEOPLES VALUES AND DIVERSITY

OVERLAY 3
PACIFIC PEOPLES INPUT

- Acknowledge Importance of Pacific Perspectives.
- Determine Type and Level of information.
- Analyse and apply as required.
- Use range of techniques.
- Test values against each step.
- Test diversity against each step.
- Use Appropriate Consultation Techniques to Check Assumptions and Decisions Throughout the Process.
- Amend Decisions and Assumptions to reflect advice provided by pacific peoples throughout the process.
- Check whether the intended outcomes were achieved with the community.

- Are Pacific peoples affected? How and to what extent?
- Impact analysis: consider ethnicity, gender, age and location in addition to other factors?
- What are the underlying causes?
- Have Pacific outcomes of prior effort to resolve problem been identified and past policy performance assessed?
- What information about Pacific peoples is required as evidence to clarify problem, inform objective and compare options, and can it be quantified?
- Are the techniques for obtaining data and information credible and robust for the purpose?
- How can the outcome gaps which can be addressed by policy fit without the government key priorities?
- Has the issue been defined and its significance assessed in terms of Pacific peoples' view?
- Do the options address the issues for Pacific peoples in line with their value system?
- Are the options focused at 'maximising' satisfying achievement of objectives?
- Would a specific option aimed at Pacific peoples contribute to overall objective being met?
- Are data collection and monitoring systems in place to measure the impact of policy?
- Are Pacific peoples included in any evaluative or piloting samples?
- Given the problem, what input would be most useful from the Pacific peoples at each phase and how is it best achieved?
- Are different consultation approaches required at different phases?
- What information is needed and are there Pacific contacts for the consultation?
- Who are the Pacific peoples to consult, and what are the best times and venues for the consultation?
- What cultural protocols need to be observed and who can offer this advice?
- How will Pacific peoples find out about any changes following their input?

- Pacific peoples do not necessarily have the same view of the problem as the general population.
 - Different information is required to understand a policy problem from a Pacific viewpoint.
 - Use qualitative, quantitative as well as experimental information.
 - Analyse key priorities in terms of Pacific indicators, cause, effect and motivations of key stakeholders, checking it out with Pacific peoples who know what the barriers are.
- VALUES OF PACIFIC PEOPLES**
- Communitarianism.
 - Mutual help more effective than individualism.
 - Focus on groups.
 - Consensual approach.
 - Emphasis on spirituality / religious practices.
 - Value reciprocity.
 - Respect for authority and valuing of status.
 - High regard for community expertise and social structures.
- DIVERSITY OF PACIFIC PEOPLES**
- Relate to both traditional and mainstream culture.
 - Deal with inter-generational and acculturation issues.
 - Each nation has diverse groups.
 - Diverse languages.
 - Empowered to solve own problems and develop opportunities based on own ethnic social and economic advantage.
 - Early and ongoing input by Pacific peoples suggest you value their contribution.
 - Consultation techniques need to consider how best to elicit Pacific peoples' response to an issue and how their values and cultural practices are best acknowledged in the process.
 - Make clear how Pacific peoples' input will be processed in the policy process and be sure to Communicate any feedback.
 - For further advice about consulting Pacific Peoples contact the Ministry of Pacific Island Affairs and refer to the Pacific Consultation Guidelines section.

REMINDER

PACIFIC CONSULTATION GUIDELINES – BRIEF SUMMARY

16. Effective consultation with Pacific peoples is an important element throughout all the phases of the Pacific Analysis Framework. The Ministry has developed the Pacific Consultation Guidelines to assist agencies in these consultations. It is difficult to develop effective and comprehensive policies without direct involvement with the people whose responses, behaviour and attitudes will ultimately make the policies work. Consultation is not just a statutory requirement. It is one of the prerequisites for good and smoothly implemented policy making.
17. The legal requirements for effective consultation are set out in the judgment by the Court of Appeal in the 1992 case of Wellington International Airport versus Air New Zealand. A genuine effort and sufficient time must be allowed for consultations to meet the legal requirements for consultation. (Wellington International Airport v Air New Zealand, Court of Appeal, Wellington; 3, 4, 5, 7 August; 24 September 1992; Cooke P, Richardson, Hardie Boys, Gault & McKay JJ)
18. Effective consultation also involves the statement of a proposal not yet finally decided upon, listening to what others have to say, considering their responses and then deciding what will be done. (West Coast United Council v Prebble)
19. In April 2000, the Ministry was directed to lead the state sector in engaging and assisting Pacific communities to achieve their self-identified aspirations. In response the Ministry developed the Pacific Capacity Building Strategy which adopted a collaborative approach involving over 20 government agencies, senior officials and the Pacific community. The Pacific community mandated representatives from their various ethnic groups for government officials to be used in their consultation processes. These are called Community Reference Groups.
20. Good consultation amongst Pacific peoples involves the creation and the maintenance of relationships. It involves a significant investment at the outset because consultation amongst Pacific peoples is time consuming. However the return on your investment is high indeed, it lasts for a very long time and it is repaid many times over. Take the time to observe protocols and practices which uphold spirituality through prayers, recognition of church and community leaders, and through thank you gestures or koha.
21. The Community Reference Groups are a mechanism which can be used as part of the consultation process to facilitate engagements with specific ethnic groups or as a representative group on their own. The Ministry has created Community Reference Groups in Auckland, Hamilton, Hawke’s Bay, Porirua, Hutt Valley and Christchurch which are available for agencies to use as part of their consultation process.



KEY CONSIDERATIONS

<p>What are the requirements?</p>	<ul style="list-style-type: none"> • Be sure you fulfil all the legal requirements. • Be genuine – consultation is an ethical process. • Be sensitive to Pacific values and cultural practices, so observe protocols. • If you expect time off work for participants, consider meeting their expenses.
<p>Who to consult?</p>	<ul style="list-style-type: none"> • Remember Pacific peoples are diverse, so ensure fair representation of ethnic groups and location e.g. North and South Island communities.
<p>How to consult</p>	<p>Prepare a Consultation Plan</p> <p>Allow adequate time for consultation.</p> <ul style="list-style-type: none"> • Use a range of techniques – focus groups, key informants, one-to-one interviews, community meetings, community leaders, a project steering committee or a Pacific advisory group, listening to opinion leaders, surveys, and media such as the radio. • Try to remove the barriers for Pacific peoples to participate – Use of wrong languages, complex and written documents full of jargon, the wrong presenter, poorly located venue that may be too far away from a familiar place, misunderstanding about the role of government, and lack of support by community leaders.
<p>Where</p>	<p>Be mindful of the diversity of Pacific people. Choose a neutral venue that is accessible to participants.</p>
<p>When</p>	<ul style="list-style-type: none"> • Early on in the process so you capture relevant data and the Pacific peoples' more intangible issues associated with the problem; • When you genuinely do not know the best answer; and • When you think you know the right answer but have not tested it amongst people with different ideologies and values to you and those at the grass roots who may be affected by your policy.
<p>Time</p>	<ul style="list-style-type: none"> • Be mindful of weekend commitments and time off work.
<p>What would you consult about?</p>	<ul style="list-style-type: none"> • Everything where cultural values and socio-economic disadvantage are likely to impact on the outcome; • Those policy issues which are framed in the prevailing or majority ideology but may not fit with the values/incentives relevant for the recipients; • Any policy issues where Pacific peoples currently have poor outcomes compared with other groups in the population; • Any policy which focuses on poor urban localities; and • Any policy where the mechanisms of service delivery are a critical issue.



IMPLEMENTING THE PACIFIC ANALYSIS FRAMEWORK

22. The Ministry is making the Pacific Analysis Framework available to other agencies through seminars and workshops. The Ministry will remain available to consult with other agencies about content and implementation.
23. The implementation of the Pacific Analysis Framework is the responsibility of each agency. The basis for the framework is to improve policy development by incorporating a Pacific peoples' perspective. The Ministry has identified a number of requirements other agencies may consider when implementing the Pacific Analysis Framework. These requirements should be customised to each agency in terms of its existing internal processes and functions.
24. Develop and commit to a comprehensive implementation plan:
 - Develop an agency – wide implementation plan for the Pacific Analysis Framework with clear tasks and reporting milestones.
 - Provide adequate resources to implement the Pacific Analysis Framework.
 - Provide copies of the Pacific Analysis Framework to all analysts and managers.
 - Provide policy managers and analysts with training in the principles and practice of applying the Pacific Analysis Framework.
 - Offer staff from the Ministry of Pacific Island Affairs the opportunity to provide training on applying the Pacific Analysis Framework.
 - Examine ways to integrate the Pacific Analysis Framework into current processes for policy or service delivery development.
 - Take a strategic and proactive approach to ensuring agency culture and operation are informed by Pacific values and perspectives as well as the contribution of Pacific staff in your agency.
 - Provide information about the Pacific Analysis Framework as part of the induction process for all new staff involved in research and data collection, policy development, service design and delivery, and monitoring and evaluation.
 - Develop a national consultation database for Pacific peoples.
25. Allocate responsibility and include Pacific Analysis Framework at key levels of accountability process:
 - Include implementation of the Pacific Analysis Framework as a high-level accountability measure for senior managers and policy staff.
 - Include the application of the Pacific Analysis Framework as a quality indicator for policy advice in the organisation's purchase agreement.
 - Incorporate Pacific peoples perspective indicators in strategic planning processes.
 - Include an understanding of the Pacific Analysis Framework in the core competencies and appointment criteria for policy staff and managers, staff involved in service design and delivery, and data collection, monitoring and evaluation.
 - Allocate responsibility for co-ordinating the implementation of the Pacific Analysis Framework and Pacific Consultation Guidelines to senior policy managers/staff.
 - Include an understanding of the Pacific Analysis Framework as a criterion for quality assurance in internal peer review and quality control processes.



26. Trial and review

- Consider trialling the Pacific Analysis Framework as a policy or service project in order to review and refine it to suit your agency's requirement.
- Be willing to share the success in applying the Pacific Analysis Framework with other staff in your agency.
- Set targets and work towards the integration of the Pacific Analysis Framework and its principles into agency processes.
- Develop a regular process to assess how well your agency is implementing and applying the Pacific Analysis Framework as part of your policy and service design processes.
- Design processes to enable policies and services to be modified if they do not deliver outcomes for Pacific peoples.

CASE STUDY – PACIFIC ANALYSIS FRAMEWORK APPROACH TO PACIFIC OFFENDING

27. Current government strategies to address offending for Pacific peoples. Applying the Pacific Analysis Framework overlays during the policy development phase could lead to a more effective policy response, and thereby create an outcome that is more effective in reducing offending by Pacific peoples.

CURRENT APPROACH TO DEALING WITH PACIFIC OFFENDING

28. From a public policy perspective, addressing offending and its impact is the primary responsibility of justice sector agencies. New Zealand Police, Department of Corrections, Ministry of Justice and Child, Youth and Family. These agencies, which include, through their various outputs, contribute to responses and activities that are concerned with reducing the likelihood of entry to the criminal justice system. As well, agencies such as the Department of Corrections are tasked with administering the criminal justice system and assisting in efforts to reintegrate offenders back into society and keep them away from re-entering the system.

29. in broad terms, efforts to address the level of offending by Pacific peoples should entail a three-pronged approach:

- reducing entry to the system;
- enhancing participation in the administration of the system and access to services; and
- assisting exit from the system and discouraging re-entry.

However, any public policy response would need to assess how and where the emphasis has to be placed. This would require analysis of the problem and an understanding of all its dimensions, including the incorporation of the perspective of Pacific peoples by applying the Pacific Analysis Framework.

APPLYING THE PACIFIC ANALYSIS FRAMEWORK OVERLAYS TO THE CASE STUDY

30. The overlays are presented by using questions as lines of enquiry to enable a better understanding and therefore structuring of the policy problem. There will be other issues that will arise as you go through the process. The key is to apply iteration.



OVERLAY 1: PACIFIC PEOPLES INFORMATION

THE QUESTIONS	ISSUES RAISED BY ASKING THESE QUESTIONS
<p>Are Pacific peoples affected. How and to what extent?</p>	<p>Pacific peoples are over-represented in the New Zealand criminal justice system and make up 10.6% of the prison population. In Counties Manukau in 2003 Pacific peoples represented 30.5% of violent offences. In the same year Pacific youth represented 28% of recorded apprehensions for youth offending.</p>
<p>Impact analysis; consider ethnicity, gender, age, location family/ community situation in addition to 'other' factors. How different are Pacific peoples' needs/situation from other groups.</p>	<p>Pacific males between 17 –29 face the highest rate of prosecution. Nearly two-thirds of convictions for Pacific peoples for violent offending are recorded in Auckland where, 66% of Pacific peoples live, a majority of whom are Samoan or Tongan. The 2001 Survey of Crime Victims showed that Pacific men along with Maori were more likely than other ethnic groups to be repeat victims of assault. In 2005, 48% of the Pacific offending population were serving sentences for violent offending. This compares with 38% for Maori and 25% for Pakeha.</p>
<p>What are the underlying causes? Have Pacific outcomes of prior efforts to resolve problem been identified and past policy performance assessed?</p>	<p>Key factors reflected in the high offending rate include:</p> <ul style="list-style-type: none"> • social pressures caused by low income, poor housing and unemployment • a breakdown of traditional support structures • Cultural and language barriers • Attitudes to violence and physical discipline <p>While there are now mainstream strategies and initiatives that seek to address Pacific peoples offending there remains a dearth of evaluative information on what programmes are the most effective. This is particularly so in the area of violent offending.</p>
<p>What information on Pacific peoples is required to clarify problem, inform objectives, compare options and can it be quantified?</p>	<p>Refer to above information about the extent of problem. Other relevant information would include examining the influence of family and community structures and practices in shaping attitudes to offending and contributing to pressures that lead to offending.</p>
<p>Are the techniques for obtaining data and information credible and robust for the purpose? How can the outcome gaps for Pacific peoples be addressed within Government's priority setting?</p>	<p>Data on Pacific peoples offending is incomplete and is still largely at the aggregate level with not enough ethnic sub –grouping. This prevents the development of ethnic specific responses where possible. Other data is from the Census information and from Law Enforcement System databases (LES).</p> <p>There are a number of government strategies that seek to address the issue of violence in Pacific families and communities:</p> <ul style="list-style-type: none"> • Te Rito: New Zealand Family Violence Prevention Strategy; • Child Youth and Family: Everyday Communities; • SKIP (Strategies for Kids Information for Parents) <p>Other Justice sector agencies such as Police, Justice, Courts and Corrections also have strategies that address the wider issue of offending in Pacific communities. Because of the common underlying focus on violence the major challenge to address is effective co-ordination in the implementation of these strategies.</p>



OVERLAY 2: PACIFIC PEOPLES VALUES AND DIVERSITY

THE QUESTIONS	ISSUES RAISED BY THESE QUESTIONS
<p>Has the issue been defined and its significance assessed in terms of Pacific peoples' view of the problem?</p>	<p>From a Pacific perspective, offending is influenced by a complex mix of factors, including dynamics within Pacific families and the influence of external issues and pressures such as social and economic disadvantage and social and financial obligations.</p> <p>Socialisation and perceptions of roles and responsibilities within Pacific families are also underlying factors that could result in violence.</p> <p>Lack of effective communication within families and a perception that Pacific peoples have a high tolerance to violence as a form of discipline also have to be noted in how they contribute to violence.</p>
<p>Are the objectives properly informed by information about Pacific peoples' needs/ situation OR simply by departmental priorities?</p>	<p>Addressing Pacific offending would involve addressing the external issues and pressures which relate to social and economic disadvantages, and deal with social and cultural dynamics within Pacific structures.</p> <p>It is NOT simply a matter of identifying the offender's deficiencies and applying remedial measures at least cost.</p>
<p>Do the options address the issues for Pacific peoples in line with their value system. If not, how is it resolved?</p> <p>Are the options focused at 'maximising' or 'satisfying' achievement of objectives for Pacific peoples?</p>	<p>An option focusing on the offender as an individual is inconsistent with Pacific peoples' communitarian value. This value favours a holistic approach that acknowledges offending as disturbing the balance in the offender's family dynamics and bringing shame to the family. Consider solutions that are designed and delivered by Pacific peoples on existing structures within Pacific communities and churches. Also consider the situation of New Zealand born whose values and structures are still evolving.</p> <p>Given the complex factors involved, incremental progress may be achieved through dealing with the underlying causes of offending. This may well be expensive and time consuming but has the potential to make a real impact on improving outcomes for Pacific peoples in the long term.</p>
<p>Would a specific option aimed at Pacific peoples contribute to the overall objective being met?</p> <p>How will the options impact on Pacific ethnic groups? Compare this with alternative initiatives and whether there is a cost to government.</p>	<p>If a specific option aimed at Pacific offending contributes to reducing the overall rate, perhaps it merits consideration. This is acknowledged in a number of initiatives and strategies listed in Overlay 1.</p> <p>Options focusing on Pacific structures and practices may not work with those groups who have loose connections with their Pacific cultures and roots. For these groups mainstream responses may be cost-effective in dealing with their level of offending. The key is in appraising the options against the diversity of Pacific peoples and their situation.</p>
<p>Are data collection and monitoring systems in place to measure the impact of policy on Pacific peoples?</p> <p>Are Pacific peoples included in any evaluative or piloting samples?</p>	<p>Set up systems for monitoring and data collection to determine the impact of policy on Pacific peoples as part of designing a programme for delivery by Pacific peoples. Emphasise its importance in ensuring the achievement of the programme goals and improving outcomes.</p> <p>If the policy is aimed at improving outcomes for Pacific peoples, then include them in the sample with representatives from different Pacific groups.</p>



OVERLAY 3: PACIFIC PEOPLES INPUT

THE QUESTIONS	ISSUES RAISED BY THESE QUESTIONS
<p>Given the problem/issue what input would be most useful from Pacific peoples at each phase and how is it best achieved?</p>	<p>Pacific peoples' view of offending and its significance can be entirely different from that of others. Clarifying this at the early phase of policy development is critical in understanding all dimensions of offending.</p> <p>Discussing these issues with Pacific peoples in the justice sector and Pacific community through focus groups will validate initial impressions.</p>
<p>How will Pacific peoples find out about any changes following their input?</p>	<p>Make clear your expectations in seeking consultation with Pacific peoples including a process for feedback and review.</p>
<p>Are different consultation approaches required at different phases or for different Pacific groups?</p>	<p>The nature and significance of the issue will determine the approach to consultation. Lack of information (other than official records) about Pacific offending entails the need to seek consultation on the issues with Pacific communities and organisations providing programmes and services to address offending by Pacific peoples. Since there are ethnic-based services, a number of the consultations have to be ethnic based.</p>
<p>What information is needed and are there Pacific contacts for the consultation?</p>	<p>Refer to Overlay 1 for information about Pacific peoples. Key Pacific contacts for consultation must have a 'standing' in the community and be involved with groups and organisations dealing with offending issues.</p>
<p>Who are the Pacific peoples to consult, and what are the best times, geographic coverage and venues for the consultation?</p>	<p>The Ministry of Pacific Island Affairs should be able to assist with the identification of key consultation contacts with Pacific peoples. Pacific staff in justice sector agencies should also be able to assist.</p> <p>Consider consulting Pacific groups during the day if you are able to meet costs such as travel and meals. Choose a neutral venue to account for the diversity in Pacific ethnicity and church membership, ensure accessibility of venue, and ensure coverage of North and South Island communities in addition to centres with high Pacific populations.</p>
<p>What cultural protocols need to be observed and who can offer this advice?</p> <p>How do we ensure Pacific peoples become an ongoing resource for public policy development?</p>	<p>Pacific peoples with standing in the community and knowledge about cultural traditions and practices should be able to offer advice on protocols. The protocols involved during consultation have to reflect their diversity and would tend to include the following:</p> <ul style="list-style-type: none"> • formal welcome and acknowledgement of key people; • observance of spiritual practices such as opening and closing prayers and grace for meals; • use of island languages and translation by non-English speakers; and • acknowledgement of, and allowing time and contribution from, elders. <p>Provide ongoing feedback to Pacific peoples who are consulted and develop a database for further consultations.</p>



SO HOW DOES THE PACIFIC ANALYSIS FRAMEWORK ADD VALUE TO A POLICY RESPONSE ON PACIFIC OFFENDING?

31. The Pacific Analysis Framework can add value to how you approach policy development in relation to Pacific peoples offending.

Some key elements of current approaches are contrary to Pacific peoples' conceptions of the problem and how to address the problem. Current approaches tend to:

- focus on individuals and their deficiencies as opposed to accounting for contextual factors;
- be driven by departmental priorities and processes and not by the community in terms of a collaborative approach;
- place more emphasis on least cost option rather than long-term approaches;
- lack incentives for development of holistic services and programmes;
- dismiss the importance of cultural and ethnic-specific responses where applicable;
- be geared towards managing throughput in the criminal justice system rather than outcome; and
- lack the participation of Pacific peoples in the administration of the system.

It is likely that the policy response that is analysed through the Pacific Analysis Framework would have resulted in:

- adopting a positive approach that does not label Pacific offenders and families as 'at risk';
- acknowledgement of the link between offending and broader socio-economic factors;
- reassessment of existing mainstream responses that do not utilise Pacific cultural values and processes;
- provision of services by those who have awareness of Pacific cultures and speak Pacific languages;
- ownership and management of services by community groups, many of whom would be volunteers;
- options that uphold and support effective Pacific structures and encourage positive reassessment of those that inhibit effective approaches;
- options that focus on raising awareness levels and developing skills;
- options that are supported by people with 'standing' and respect in the community;
- options that value the knowledge of Pacific peoples and seek to have this knowledge reflected in the administration of the criminal justice system;
- responsive models reflecting the diversity and realities of the Pacific population;
- input and involvement by Pacific peoples at each phase of the development of the response; and
- fostering a generally more positive perception of the justice system by Pacific peoples and its potential to increasingly account for their situation.

32. The above resultant analysis shows an approach to the policy problem via a consumer perspective. It therefore has a greater potential to achieve the objective of reducing Pacific peoples offending.



CONCLUSION

33. The Pacific Analysis Framework has been developed by the Ministry of Pacific Island Affairs to add value to the quality of public policy making. It is designed to assist policy analysts and managers to structure policy problems from a Pacific peoples' perspective. This recognises some of the limitations in the policy process and the importance of properly disaggregating a policy issue into its component parts and understanding it in a manner that is relevant to its intended beneficiary.
34. To be effective as a tool the Pacific Analysis Framework has to form part of departmental policy-making processes. Implementing the Pacific Analysis Framework will be vital to policy agencies securing its full benefit. The Ministry is available to assist in the training of policy staff for the application of the Pacific Analysis Framework and it will be monitoring its use for further improvements.

PACIFIC CONSULTATION GUIDELINES

It is hard to develop effective and comprehensive policies without direct involvement with the people whose responses, behaviour and attitudes will ultimately make the policies work. Consultation is not just a statutory requirement. It is one of the prerequisites for good and smoothly implemented policy-making.

Good consultation amongst Pacific peoples involves the creation and the maintenance of relationships. It involves a significant investment at the outset because consultation amongst Pacific peoples is time consuming. But the return on your investment is high indeed and lasts for a very long time – repaid many times over. So take time to observe protocols which uphold spirituality through prayers, recognition of church and community leaders and through thank you gestures or koha.

BE SURE YOU FULFILL ALL THE LEGAL REQUIREMENTS

- Setting out a proposal early in the process which has not yet been decided upon;
- Approaching the process with a genuinely open mind;
- Giving all the information which participants need, presented in a way which is right for them;
- Allowing enough time, on their terms;
- Reaching a final decision in light of what they have said, without raising false expectations;
- Explaining the final outcome to people so they can see how their participation contributed; and
- Being clear about what is and is not negotiable and what is being presented just for information purposes.

Indeed, if you do not follow this process, especially ensuring that the group is sufficiently informed, you will not meet the legal requirements.

BE GENUINE – CONSULTATION IS AN ETHICAL PROCESS

Communities frequently tell of consultation processes which are unethical and which diminish mutual trust between Government and its citizens. Consultation is much more than participation. Consultation involves presenting information in a way which all participants understand, recording their responses, and altering policy as a result of these responses. Consultation involves serious ongoing obligations to the people consulted. It is a process done in utmost good faith and not to be undertaken for the sake of it. If you do not need, and are unlikely to use, the response, ask yourselves if you should be doing it at all.



BE SENSITIVE TO PACIFIC VALUES

PACIFIC PEOPLES ...	<p>...tend to be motivated by individual benefit within a wider value of communitarianism;</p> <p>...are likely to see mutual help as bringing future security more effectively than individual policies;</p> <p>...like to take time to properly understand and come to a consensus view;</p> <p>...emphasise spiritual dimensions and see the church and pastor as very important;</p> <p>...highly value reciprocity and give and expect thank you gestures; and</p> <p>...may pay greater respect to the authority and value status specific in their nation.</p> <p>...a view of "rational" individually-focused behaviours will have limited application;</p>	SO MAYBE ...	<p>...a policy option which fails to see the individual as part of family, community or society may not work;</p> <p>...you may not get quick advice or decisions, especially if you do not listen attentively;</p> <p>...the spiritual and holistic dimensions of a policy issue will be very important;</p> <p>...you should always observe protocols and give a form of koha following consultation; and</p> <p>...you should uphold the value of status and authority on their terms as well as your own.</p>
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WHEN WOULD YOU CONSULT?

- Early on in the process so you capture relevant data and Pacific peoples' more intangible issues associated with the problem;
- When you genuinely do not know the best answer; and
- When you think you know the right answer but have not tested it amongst people with different ideologies and values from yours and those who will respond to your policy.

WHAT WOULD YOU CONSULT ABOUT?

- Everything where cultural values and socio-economic disadvantage are likely to impact on the outcome;
- Those policy issues which are framed in the prevailing or majority ideology but may not fit with the values/ incentives relevant for the recipients of the policy;
- Any policy issues where Pacific peoples currently have poor outcomes compared with other groups in the population;
- Any policy which focuses on poor urban localities; and
- Any policy where the mechanisms of service delivery are a critical issue.



REMEMBER PACIFIC PEOPLES ARE DIVERSE

PACIFIC PEOPLES ...	<p>... relate to both traditional and mainstream organisations;</p> <p>... are dealing with inter-generational and cultural transformation;</p> <p>... nations are different and within each nation there is diversity;</p> <p>... many languages are relevant; and</p> <p>... want to be empowered to solve the multiple problems associated with their social and economic disadvantage.</p>	REMEMBER...	<p>... they straddle both western and Pacific cultures and adopt the mores and norms of each at different times depending on their issue – do not assume that all groups have an inflexible or entirely common set of beliefs.</p> <p>... they are grappling in their own homes with the transition between traditional practices of Pacific born people and the New Zealand-born young people thoroughly socialised to New Zealand norms – try and be sensitive to their need to accommodate and to evolve in an environment of change.</p> <p>... the status, authority, tradition, obligations and power structures are different in each group – do not assume that any one Samoan view of the world is like that of a Cook Island person or Niuean; check it out.</p> <p>... english is often the most comfortable language for a group, but older Pacific peoples can often only participate effectively when their own language is used – do not assume; check out and give choices.</p> <p>... cultural differences are important for running a successful consultation process, and policy solutions which directly address the economic and social disadvantage of Pacific peoples are the important ones; suggest an option which enables them to determine the solution.</p>
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TRY TO REMOVE THE BARRIERS FOR PACIFIC PEOPLES TO PARTICIPATE

HERE ARE SOME MAJOR BARRIERS:	<p>The wrong languages;</p> <p>Complex, written documents full of jargon;</p> <p>The wrong presenter;</p> <p>Too far away from a familiar place;</p> <p>Misunderstanding about the role of Government;</p> <p>The lack of support by community leaders;</p>	SO TRY THIS:	<p>Offer English and the languages of different nations.</p> <p>Offer straightforward, clear, written explanations always accompanied by face-to-face discussion in plain English.</p> <p>Always find someone to help present the topic, who is well respected in that particular Pacific community.</p> <p>Go where Pacific peoples are, where they naturally meet, perhaps connected to a church if that is familiar.</p> <p>Try and make the issues real and personal to groups who may not understand how policy making happens.</p> <p>Has the group been consulted too much? Get the views and support of community leaders for the issue before you set up your fono or meeting.</p>
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USE A VARIETY OF METHODS

- Involve the Pacific peoples informants who have an alliance/relationship with your department at the planning sessions;
- Do not just use one consultation method – choose at least two as each has different benefits. A public meeting or fono is rarely useful on its own;
- Always ensure the information is clear – check it out beforehand with some individual Pacific peoples; and
- Allow ample time.

YOU COULD CONSIDER USING:		THE VALUE OF THIS METHOD:
	FOCUS GROUPS;	A well run focus group is very effective for debate and development of ideas. There are some excellent market research firms which specialise in Pacific peoples' consultation through focus groups. Attend the group as well, do not just leave it to the contracted research firm.
	KEY INFORMANTS – ONE-TO-ONE INTERVIEWS;	It is valuable to check out more complex issues with individuals. But do not expect them to represent views of the wider community. Develop your own personal relationships as a department with a few key Pacific people for initial advice.
	FONO;	Fono are time consuming, but very comfortable for older Pacific peoples and crucial where a policy is going to require support and implementation at a community level. Go to a fono with a Pacific person to assist and be very clear in what you say.
	COMMUNITY LEADERS;	Such leaders are a valuable resource who give you the perceptions of the "hidden" communities. Because non-particulars within these communities are often the people most needy of good public policy, make sure the community leaders you choose live and work within these communities. (These community leaders are different from your key informants who may take a more strategic or bureaucratic view.)
	A PROJECT STEERING COMMITTEE OR AN ADVISORY GROUP;	Such steering or advisory committees can be very helpful in the planning stages of a consultation to decide mechanisms, key individuals and determine presentation of information.
	MEDIA SUCH AS THE RADIO;	The Pacific radio stations in Auckland, for example, are a very good medium for advertising meetings and running discussions.
	SURVEYS.	Surveys give high-volume and low-quality information and do not usually get a high response as they are not the preferred medium for Pacific peoples.



PREPARE A CONSULTATION PLAN – HERE IS A CHECKLIST

1. You have looked at the data on Pacific peoples in relation to the policy issue. You know the level of disadvantage and you understand the cultural issues in relation to the problem you are trying to solve.
2. Describe the purpose of the consultation. What do you need to know in order to progress? What is it that you can only learn through hearing the views of Pacific peoples?
3. Work out the time-frame, taking into account the steps below.
4. List the people you need to talk to. Do you need to involve different ages, gender, national groups? Do you need the feelings and reactions of those hidden communities at the grass roots? If so, be sure you capture them.
5. Choose your mechanisms, perhaps start with some key informant interviews, follow this with two or three focus groups with different mixes of people, check out with some community leaders and, with their help run a fono right at the heart of one of the localities with a high Pacific population.
6. Decide on exactly what information is needed to ensure the group with whom you are consulting has what they need to advise you. Get one of your Pacific informants to check out the information you have prepared.
7. Describe how the information received will be recorded and analysed, and make your plans in advance on how you will provide feedback to the people involved on the outcome of their participation.
8. Evaluate the process of consultation and share what you learnt with your colleagues. Continue to build up your own network of Pacific contacts. Remember that these will be ongoing reciprocal relationships, it is not just a one-off event.

HELPFUL CONTACTS

Each key public agency will establish its own network of Pacific informants.

The Ministry of Pacific Island Affairs would like to know when you are running a Pacific peoples consultation process. The Ministry cannot run the consultation process for you but it can advise on helpful resources and would be happy to do so.

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ANALYSING PUBLIC POLICY

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THROUGH PACIFIC LENSES

**IA MANUIA, KIA MANUIA, 'OFA ATU
NI SA MOCE, KIA MONUINA, KE MANUIA
KE FAKAMANUIA ATU, BEST WISHES**



