



The participation and engagement of Māori in decision-making processes and other government initiatives
A literature review prepared for the Electoral Commission (EXECUTIVE SUMMARY)

4 December 2006



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Introduction

The Electoral Commission's vision is that "New Zealand's electoral framework and systems are widely used, understood, trusted, and valued". The Commission provides education and information for all voters and targets those groups where electoral engagement is lower. Levels of political engagement appear to be lower for Māori, people under 25 years of age and Pacific peoples, with Māori voter turnout consistently lower than non-Māori both in Māori and general electorates. However, there is no recent, theory-based, published research that explains these low levels of Māori electoral engagement.

The aim of a current research programme, of which this review is one part, is to help the Commission and others involved in policy development and the planning of outreach and education programmes to increase Māori electoral participation. It is also hoped that the review will be useful for a broad range of local government and government agencies that want to encourage Māori to participate in decision-making processes or to reach Māori to encourage attitude or behaviour change through social marketing and health promotion initiatives.

It is clear from this review that there has been a significant amount of interest in how Māori engage in public decision-making. This interest has spanned not only electoral processes, but also other forms of decision-making at local government and government level.

Local authorities and district health boards (DHBs) have increasingly, over recent years, had to frame their relationships with Māori within legislative frameworks, such as the Resource Management Act 1991, the Local Government Act 2002 and the New Zealand Public Health & Disability Act 2000. It appears that these legislative frameworks have led to the majority of local authorities and district health boards reconsidering relationships with iwi and/or hapū in their area. These relationships are often formalised in memoranda or charters of understanding or through representation on committees and other bodies. Local authorities have also had to consider how to support Māori groups to engage and participate in processes such as resource management applications. In many cases, they have had to recognise issues of capacity and capability that impact on Māori involvement in decision-making.

Many government agencies have also considered issues of Māori participation and engagement in decision-making and in government programmes generally. In many cases, this is framed within the context of the Treaty of Waitangi. There are also international imperatives, such as Agenda 21 of the United Nations Rio Earth summit. Agenda 21 states that governments, in partnership with indigenous people and their communities, should aim to fulfil a number of objectives. These include the "establishment, where appropriate, of arrangements to strengthen the active participation of indigenous people and their communities in the national formulation of policies, laws and programmes relating to resource management and other development processes that may affect them, and their initiation of proposals for such policies and programmes".



The main information objectives of this literature review are to use literature, information and research primarily produced by or for New Zealand government departments and agencies to help identify:

- ◆ what underpins Māori engagement with and participation in public decision-making, particularly the electoral system
- ◆ what external factors can impact on the engagement and participation of Māori in public decision-making, changing Māori attitudes and behaviour, and encouraging compliance by Māori with public sector programmes
- ◆ how other government departments and agencies have engaged with Māori and what strategies they have employed (such as social marketing). Additionally, what lessons can be learnt from their experiences and applied to the work of the Electoral Commission and others working in the electoral field. For programmes or initiatives to be included they must have either a 'whole community approach' i.e. they have been adapted to the needs of a local community, or a national approach.

A broad range of government departments and agencies, local authorities, district health boards and other organisations were contacted for this review. The limitations of using this knowledge base must be acknowledged here.

- ◆ We were dependent on the responsiveness of the agencies contacted for the extent of the material received, as much of it is unpublished. Many were generous with their time and provided extensive detail on their engagement with Māori. However, we could only base the review on the information provided. It is likely that there is a significant body of knowledge not available in written form that could add further insights.
- ◆ While a significant amount of literature was provided by agencies on approaches to addressing low engagement and participation, there is very little produced by these groups that addresses the questions of *why* levels of participation are lower than desired. This appears to have remained the domain of academic literature. The bulk of the literature reviewed here focuses on how to improve participation and engagement.
- ◆ Little discussion was identified of Māori participation at a national electoral level.
- ◆ Much of the material is descriptive of initiatives, or discusses the opinions of stakeholders regarding the characteristics of successful intervention and strategies. While this opinion is valuable, it is not necessarily backed up by empirical evidence.

- ◆ Only a few evaluations were identified of programmes specifically intended for Māori. Those evaluations that do exist adopt a variety of approaches, being either formative, process or impact/outcome oriented. Some take a kaupapa Māori approach, others do not. Further, not all evaluations contain detailed information on the initiative being researched.
- ◆ As the main emphasis of this review was on the synthesis of information from government and local government sources, Māori groups and organisations were not contacted directly for information. The review's focus and methodology mean that it does not necessarily reflect the full range of opinions on this topic, and it certainly does not aim to encompass all that Māori think and feel about democracy, representation, participation, and consultation. Nevertheless, many of the sources referred to in the review are Māori and much of the research has been undertaken by Māori, often using a kaupapa Māori approach.
- ◆ It is not clear to what extent some of the findings in this review are applicable to all New Zealanders. For example, a kanohi ki te kanohi (face to face) approach to delivery of programmes and services is identified as a useful approach when delivering to Māori. The scope of this review did not allow for consideration of whether this would also be a preferred approach for other New Zealanders.

The limitations identified above mean that, while the key points of this review provide useful indicators for local government and government agencies seeking to engage with Māori, it is only further research and documentation of processes and programmes that will help to identify whether they are applicable more widely. This literature review aims to contribute to that process by bringing together much of what has been written on engagement with Māori. It is hoped that readers will reflect on and assess and evaluate the information in this review based on their own experiences.

Methodology

The literature and information search looked primarily at the years 2000-2005, although publications from 1995-2000 or earlier seminal publications have been included where they have ongoing relevance and particularly where they fill a gap that exists in the later period. The aim of this approach was to ensure a focus on recent findings, initiatives or evaluations.

In addition to searching databases for literature, we undertook extensive searching of the websites of many government, local government and district health board websites, and contacted them directly to request relevant information.



Programme establishment, engagement and evaluation

Diversity among Māori

A key underpinning of consultation, engagement, social marketing, and health promotion is the importance of understanding the target group you wish to engage with. Many commentators point to the diversity of the worlds in which Māori live. Some Māori are linked closely to established Māori institutions and networks, such as marae, iwi and hapū. Others may be involved in new organisations that are strongly Māori, but not in a traditional sense. And, as Durie notes, "... for many Māori, cultural identity is a sophistication; it is more than enough simply to get through each day" (1998, p. 215). Among other factors, age, gender, socio-economic status, and urban and rural living may need to be considered when developing programmes or initiatives aimed at Māori.

While not all Māori are affiliated to a tribe, Durie, et al. (2002) note that most Māori, whether or not affiliated to a tribe, have some sense of belonging to a whānau. They stress the importance of whānau as a developmental unit that has implications for policies and programmes.

This diversity suggests that local government and government agencies should avoid assuming they know what Māori want and taking a "one size fits all" approach to working with Māori. Local government have been particularly active in the process of identifying the status of iwi and other Māori groups in rohe, for the purposes of meeting legislative requirements. Many have had to not only identify the mana whenua of their areas, but also build relationships with a diverse range of other Māori to facilitate engagement with local authority processes.

Barriers to effective engagement with Māori

A number of external factors are discussed in the literature reviewed that can impact on the participation of Māori in public decision-making and other policy initiatives, on influencing and changing Māori attitudes and behaviour, and encouraging compliance by Māori with public sector programmes.

Consultation can be costly in both time and resources and tangata whenua may not have sufficient resources or the internal decision-making processes to respond quickly to all consultation requests. Basic costs such as the cost of petrol or bus fares, wages, stationery, computers, Internet access, reference libraries, administrative services and expert advice can prevent Māori engagement on important issues, particularly for small or medium sized groups. Other capability issues can include a lack of staff with relevant technical expertise, a need to develop a strategic direction to help the prioritisation process, and a reliance on volunteers. Lack of information may also be an important issue for Māori.

In research into Māori and council engagement under the Resource Management Act, Te Puni Kōkiri (2006) found that both councils and Māori groups acknowledged that the ability of iwi to participate in consultations and resource management processes is affected by a lack of capacity and that Māori also face capability issues. The authors found that all Māori groups acknowledged that they had to be selective about which issues they chose to engage in due to a lack of resources.

Te Puni Kōkiri (2006) identifies a consistent desire by Māori groups for a move to more proactive participation in resource management that would require them to be involved at the planning and policy-making stage of the resource management process. However, Te Puni Kōkiri notes that there are major capacity and capability barriers to such a move for many councils. These barriers can include an uncertainty around whom to engage with, insufficient resourcing at both council level and within Māori groups, the length of the planning process (that makes it difficult for some Māori groups to remain engaged), and a lack of readily available information, guidance, assistance, and templates for Māori to formulate evidence-based and legally sound submissions.

One approach to addressing these capability and capacity issues is to provide resources to tangata whenua to enable them to participate more effectively in consultation. This can include funding assistance, assisting in capacity building and appointing officers to facilitate good information exchange and consultation. The challenge is to increase capacity while not compromising the independence of those groups.

Among Māori groups and individuals, there may be cynicism towards central government. There is therefore a need to build trust and develop effective relationships. The recognition and inclusion of concepts, such as tikanga, kaupapa and kano ki te kano may help to mitigate some of the effects of a top-down approach often employed by state agencies.

Barriers to participation in national and local government and district health board elections

In general, levels of electoral participation are on a downward trend. Māori, young people and Pacific people have particularly low levels of engagement. Factors that may contribute to the low level of engagement by Māori include the following.

- ◆ Those Māori who prefer to operate within a Māori framework, and those who are alienated from both Māori and Pākehā systems, are less likely to participate in the political process.
- ◆ Whakamaa or fear of losing face may play a part as an inhibitor for some Māori at the time of voting and visiting the polling booth. Procedural difficulties may also impact on Māori voters, for example through disallowed votes. Other possible barriers include the complexity of plural voting systems (i.e. national, local government and DHB) and the number of different election-related messages being promoted by different government agencies, as well as a lack of familiarity with the STV (single transferable vote) system used in DHB and some local government elections.



- ◆ There may be a distrust of central and local government because of previous wrongs inflicted upon Māori. One way to express this distrust is not to vote or enrol to vote.
- ◆ Māori, in one survey, were identified as being the least likely (of all ethnic groups) to report an understanding of council decision-making processes and of the MMP system.
- ◆ The extent of representation by Māori in decision-making processes can impact on the effectiveness of that representation. For example, Māori board of trustee members may find it difficult to compete against the interests of the majority on school boards.

Developing organisational capacity to work with Māori

In addition to barriers faced by Māori, there are also potential issues relating to the capacity of government departments and local authorities to work with Māori.

Local government and government agencies may have to assess the strengths and shortcomings of their organisational capacity and the capability of their staff to engage with Māori. A lack of knowledge of te reo Māori, basic tikanga and the Treaty of Waitangi may be a barrier to establishing strong relationships and engaging in effective consultation. A number of government and local government agencies have produced guidelines and resources intended to increase their staff's capacity to respond to issues for Māori.

Leadership is important within Māori communities and it is likely to be crucial in organisations looking to build relationships with Māori. This can make additional demands on senior staff time. Strong personal relationships are often initiated and built through ongoing informal engagement at all levels and are dependant on trust, transparency and goodwill. However, it is also important that they are supported by strong structural arrangements and formal relationship documents.

Service delivery is where policy meets the public. By being responsive to Māori and considering their issues and perspectives, organisations are more likely to develop information and services that are effective for Māori clients. However, ensuring that service delivery meets the needs of Māori may require more information on Māori clients.

Frameworks have been developed by a number of government agencies with the aim of improving service delivery to Māori. They may operate at the level of policy development or address direct service delivery. The frameworks provided for this review recognise the importance of tikanga Māori for many Māori. The success of these frameworks is likely to depend on commitment from the organisation to include the achievement of equitable outcomes for Māori in the development and design of all policies and services, and a commitment to training in order to upskill staff in the use of such frameworks.

Evaluating programmes and policies aimed at improving Māori participation and engagement

Many government departments identify Māori as a priority group for their services or programmes. However, there was only limited information from local government or government agencies that looked specifically at evaluation issues for programmes and policies aimed at improving Māori participation or engagement.

The evaluations identified for this review took a variety of approaches. These included focus group research, process evaluations, formative evaluations, impact evaluations, outcome evaluations, and audits. Some of the initiatives have been evaluated using a kaupapa Māori approach.

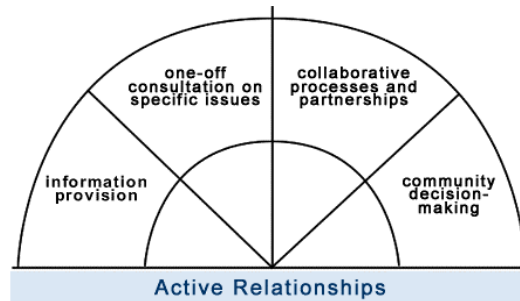
There are often differing views expressed on the relative values of the different types of research in measuring the effectiveness of resources and initiatives, and outcome evaluations are often perceived to be of most value in assessing actual behaviour change. However, there are challenges associated with outcome evaluation. For example, the Ministry of Health notes the opinion of some researchers that, while outcome evaluation can identify particular improvements in health status or service use, it may still be a matter of judgement as to whether the improvements can be attributed to the work of the initiative itself. There are also potential difficulties in undertaking experimental designs in social service delivery programmes in close knit communities, where people know and are related to each other.

While the Treasury advocates for robust evaluation of effectiveness against clear key outcome measures, they recognise that outcome evaluation is not always feasible. They acknowledge a range of less rigorous approaches can be considered in such cases. For instance, they suggest that evaluating achievement of intermediate outcomes, effectiveness of implementation processes, and community participation and satisfaction may be worthwhile.

A set of Māori specific outcomes and indicators, Te Ngāhuru, have been developed that could be used to evaluate programmes intended to benefit Māori.

Levels and types of participation

The Good Practice Participate website (Office of the Voluntary & Community Sector, administered by the Ministry of Social Development) describes different levels of community participation in decision-making (see the diagram below) that determines to what extent community, voluntary, iwi and Māori organisations can influence government decisions. In any particular relationship, it may be appropriate to use one or a combination of processes and use different processes at different stages of the relationship.



Levels of community participation in decision-making

Much information provision focuses on informing Māori about a policy or service, encouraging Māori to participate in decision-making processes, or offering tools to facilitate that participation. However, the provision of written information may not always be appropriate. Through consultation, collaborative processes and partnerships, and community development initiatives, government agencies are increasingly recognising and incorporating a broader view of Māori concerns, such as socio-economic issues, tino rangatiratanga and leadership.

However, there is no guarantee that the level or type of engagement undertaken will align with Māori expectations and needs. Further research with Māori would therefore be useful to identify strategies used by iwi and other Māori groups to engage effectively with local government and government agencies. These strategies could inform the planning of future initiatives by government, local government agencies and Māori groups.

One-off consultation

The Good Practice Participate website describes formal consultation as "... a form of community participation in which a government agency seeks the views of individuals and community groups before making a decision on specific issues".

There are many reasons why a government department or agency may need or decide to consult. The scale of consultation will vary depending on the issues to be covered and the diversity of the groups to be consulted. Seeking written submissions or feedback is not likely to be an effective method for seeking Māori community input, with face to face interaction and dialogue likely to be more effective. The location of consultation venues may also impact on the effectiveness of the consultation process, with marae likely to be favoured as a meeting venue.

An example of "smart resourcing" is to invest in the development of amiable *ongoing* relationships with Māori organisations, rather than engaging only on specific issues as they arise. The establishment of genuine relationships is likely to reduce conflicts in the long run and make consultation more efficient.

Moreover, formal charters of understanding or other relationship documents can offer stability to relationships when key people leave.

A challenge for those wishing to initiate local and regional consultation is who to consult with, particularly when the issue is particularly relevant to mana whenua. It is therefore useful to build understanding and a knowledge base about modern Māori societies as well as an understanding of local Māori structures. Local authorities appear to have taken significant steps in identifying key relationships and many produce contact lists of local iwi and marae. These may be a source of useful contacts for government agencies wishing to consult within a specific region.

Collaborative processes and partnerships

In partnerships, responsibility, authority and decision-making are shared more evenly than in other forms of participation. There is often a formal agreement between the parties, who work together for a common goal, and share the risks and benefits. Power is an important issue in partnerships. While the word partnership can suggest equal powers, the situation is likely to be more complex. The power and resources of each partner are unlikely to be equal. Being in partnership generally means giving up some decision-making power and adopting wider goals.

However, definitions of partnership by people in the community are likely to vary considerably and this has the potential to cause conflicts between the parties to a partnership if a shared understanding of the concept is not held. The term partnership can also be problematic for some Māori because it is understood within the context of the Treaty of Waitangi.

Kaupapa Māori and tikanga are important factors in collaborative partnerships with Māori. Further, kanohi ki te kanohi, trust and respect are described as core elements of tikanga.

Gaining a mandate may be a challenging task for those attempting to form partnerships or collaborative relationships. Iwi representation is likely to contribute to maximising community involvement and relationships with communities.

Community decision-making

Several government agencies talk about the best solutions for communities coming from the communities themselves, and that Māori should be involved in developing solutions for Māori. Community development aims to bring about change from within communities, with participation and community ownership as key elements. Community development is likely to work best when communities have an idea or common vision, people with the leadership skills and willingness to lead the development, and community involvement and ownership of the initiatives.



Māori involvement in decision-making processes: Case studies

Local government

Over the last 20 years, local government reforms and the Resource Management Act 1991 have transferred aspects of central government's obligations to local government. Local government and resource management legislation appears to have contributed to an increase in Māori/local government dialogue. However, there is little guidance in the Local Government Act, for example, on how consultation will take place and how Māori will participate in decision-making.

Local authorities have put a variety of structures, policies and processes in place to support participation and representation by Māori. This can range from information provision to more formal processes and structures, and includes the following.

- ◆ Protocols, charters, memoranda of agreement and other written agreements with local iwi. However, these are only likely to be effective alongside a political willingness for participation and recognition of Māori values and concerns.
- ◆ Māori standing committees are formal council committees usually given powers to advise or make recommendations to Council on matters of concern to Māori. Māori advisory committees are not formal committees of council and usually provide advice to council on matters of concern to Māori. The effectiveness of these advisory bodies is unknown as they do not have the power to effect change and there is no compunction on councils to accept their advice.
- ◆ Other council strategies to promote greater representation of Māori can include co-opting Māori onto specific committees, or having tangata whenua representatives sitting on hearing panels for resource consent applications and District Plan change hearings.
- ◆ The development of internal units or iwi liaison positions to facilitate relationships with Māori and to support the organisation's policy-making in issues relating to Māori. The success of these units is likely to relate to such factors as the skill set of the personnel, the expectations of the position by the council and Māori, their independence from council politics, their status and ability to effect change within the organisation, and the size of their budgets.

While a variety of structural arrangements have been set up by local authorities, successful relationships appear to be reliant on a key factor - a kanohi ki te kanohi approach underpinned by formal relationship strategies.

Much of the material supplied by local authorities for this review refers to relationship building between councils and local iwi and hapū. This reflects the unique relationship tangata whenua have with the land in their particular area. There is less discussion about whether individual Māori feel that they can participate or have their voice heard in council decision-making processes. However, a number of councils do refer to the issue of encouraging Māori to participate who were not linked with local iwi and hapū. This may include consultation with organisations and individuals whose clients are primarily Māori, and networking and the establishment of contacts among urban Māori. Relationships with taura here can also be built through contacts with pan-Māori organisations, such as the Māori Women's Welfare League.

Local authority relationships with Māori appear to have been primarily based on consultation. While this may reflect some progress since the development of legislative frameworks such as the Resource Management Act, new structures and processes may have to develop as Māori demand a more pro-active role.

District Health Boards (DHBs)

District Health Boards are responsible for organising health care in their districts. The New Zealand Public Health and Disability Act 2000 dictates that their governing boards can comprise up to 11 members and the majority of these are elected. Up to four members can be appointed by central government and, in doing so, the Minister of Health must endeavour to ensure that Māori representation on the board is proportional to the number of Māori in the DHB's resident population. There must be a minimum of two Māori board members.

In the 2001 District Health Board (DHBs) election, only three Māori were elected to the 21 boards throughout New Zealand. To ensure Māori representation on DHBs, the Minister of Health appointed a large number of Māori board members. Lambert & Pouwhare (2005) suggest that, however appropriate these appointments, those members who had not been elected to their positions lacked a community mandate. For example, it may not have been clear to the public whether these appointees felt they represented Māori or the Minister.

District Health Boards are developing protocols for communication and collaboration with Māori and are developing new governance relationships. This can include formal governance relationships with Māori through memoranda of understanding or agreement.

Obstacles to relationship building and engagement include the fact that some DHBs cross iwi boundaries, meaning relationships are required with more than one iwi. There is also a potential difficulty in finding Māori and non-Māori with the range of skills necessary to develop relationships.

School boards of trustees

All of New Zealand's state and state-integrated schools have a board of trustees that is locally elected and responsible for the governance and the control of management of the school. A boards of trustees sets the strategic direction of a school in consultation with parents, staff and students and has the responsibility to



ensure the school provides a safe environment and quality education for its students. Boards also oversee the management of personnel, property, finance and administration. Trustees are elected every three years by the parent community, staff members and, in the case of schools with students in year 9 and above, the students.

Many schools appear to find it hard to achieve Māori representation on boards of trustees, although Māori parents and whānau do want more say in what is happening in schools.

The culture and procedures of governance and board practices may not always be inclusive of, and recognisable to, Māori members from the community. Māori ways of doing things may not be understood within the board context.

Ongoing support for Māori board members could help to give confidence to board members in the context of their schools and takiwa. This confidence building may not revolve around governance duties of board members but may help to build supportive cooperative relationships with board members and staff from other schools and confidence to interact with the wider community. It could also provide a context in which boards can exchange ideas to raise educational quality in their takiwa.

Influencing Māori attitudes and behaviour through social marketing and health promotion campaigns

Health promotion and social marketing concepts

Collie (2002) notes that social marketing has much in common with health promotion models. "It is based around the transtheoretical model of change; it attempts to educate and motivate communities; it places value on evidence based strategies; and it demands a multi-strategy approach to social change" (p. 25).

Several commentators note the need for social marketing and health promotion campaigns to adopt a broad range of approaches for addressing attitude and behaviour change. While many see social marketing as primarily based on the use of media advertising and publicity to promote socially desirable causes, this is only one component of a coordinated group of activities.

The Treaty of Waitangi and the Ottawa Charter should inform the development of health promotion initiatives in New Zealand. Māori health models, such as *Te Pae Mahutonga* have also provided health promoters with a framework that recognises the impact of broader socio-economic factors on health, such as the concerns and insecurities of everyday life.

Social marketing also requires a good understanding of the target population if it is to deliver appropriately focused strategies. It utilises needs analysis, communications and product development and testing. Moreover, understanding the aspirations of a Māori community and building effective relationships is a

process that needs to be undertaken in partnership with that community. Positive changes in attitudes and behaviour are more likely to be supported and maintained if people feel a sense of ownership or responsibility for the issues.

In one study, social marketing faced the challenge of whether it enhances Māori health. Challenges included the question of how the use of social marketing aligns with existing culturally influenced approaches to Māori health promotion and Māori health development. The study also noted a lack of research exploring the use of social marketing in Māori health.

Another report suggests that the consumer-oriented approach inherent in social marketing should address the cultural values, needs and aspirations of Māori. It identifies the need for social marketing in a New Zealand context to consider the three principles derived from the Treaty of Waitangi - partnership, participation and protection.

Developing resources and messages

When developing resources, the best results are likely to be achieved if Māori are involved at every stage of the development process. Being associated with a resource through consultation brings a feeling of ownership. Moreover, once produced, resources specifically for Māori may not reach their intended audience if distributed through traditional organisational channels. Established Māori organisations may, in some cases, be well-placed to supply Māori-specific resources directly to Māori groups.

For messages that cannot be delivered in person, it is considered important by participants in focus group research, and by other authors reviewed here, that the message is developed to meet the needs of the intended recipient, utilising the images, language and protocol of Māori. Although one approach to design is unlikely to suit all, common factors perceived to be effective with Māori include:

- ◆ the use of humour (although not irony or sarcasm)
- ◆ strong visual elements. Even Māori who do not struggle with literacy may prefer a more visual and less academic style
- ◆ the use of waiata/music
- ◆ some use of te reo. The inclusion of both tikanga and te reo Māori in bilingual resources appears to be a successful combination. A decision not to use te reo Māori in the development of resources may mean that some audiences are not reached, such as kōhanga reo
- ◆ use of familiar situations



- ◆ clear and direct messages
- ◆ real life testimonials
- ◆ the use of easy to remember slogans.

However, there may also be a need for caution in the use of Māori imagery and concepts, particularly where this may perpetuate stereotypes, such as an association of Māori with welfare. Also, developing resources in te reo Māori requires an appropriate level of language and cultural understanding. The misspelling of names and misuse of Māori imagery can be offensive and can undermine the intentions or sincerity of the message and the organisation promoting the message.

Channels of delivery

Kanohi ki te kanohi (face to face) delivery

Much of the literature used in this review suggested the value of a kanohi ki te kanohi approach to engage with Māori and this also emerged as an important approach in focus group research. As the marae is where many Māori meet to discuss important issues, and Māori may be more comfortable in these surroundings, it is seen as an appropriate venue for these kanohi ki te kanohi approaches.

Other places that may provide good opportunities to share social marketing and health promotion messages with Māori were identified as church or religious gatherings, clubs or hobby groups or sports and after match events, public libraries, and established community venues and networks (e.g. rūnanga), as well as 'piggy-backing' on other hui and public meetings.

However, while direct delivery through community sources is the most powerful means for changing behaviour, this will not necessarily reach those who are not already members of groups or networks. Television appears to be the most powerful source for communicating overarching messages and gaining initial attention. Other key media channels are radio, newspapers and community noticeboards. Letters sent home from schools with children may also be an effective method of informing parents and caregivers. The final approach should be determined based on the audience the message is intended for.

Although it is not always possible, the "best fit messenger" when promoting messages may often be Māori. Māori role models, in particular, may increase the appeal of advertisements. Younger respondents particularly supported the use of sports players as role models. More casual heroes (such as musicians, actors or young everyday people) are also likely to be more attractive to younger Māori.

Empathetic advertisements may have a place alongside "threat appeal" advertisements for health issues, such as smoking, particularly for Māori.

When using music as part of a campaign, it is important that the musical genre used is appropriate to the group the campaign wants to reach. Health promotion within a kapa haka team can reach a very wide audience and there is also potential for high profile performers in the top kapa haka groups to be role models.

Technologies, such as mobile text messaging and the Internet have the potential to bridge barriers such as distance that prevent people from accessing information easily, although those who might benefit the most are often least likely to have access to information and communication technologies. Younger Māori are more likely to have access to the web. Some types of messages may be better suited to being delivered via the Internet than others. For example, a preference for a personal experience that is interactive and responsive was found in research into Māori information needs regarding retirement planning.

Recognising diversity among Māori

The diversity of the Māori community can have a significant impact on the design of social marketing and health promotion campaigns. Campaigns designed for general audiences may not reflect Māori information needs, values or philosophies. However, programmes intended for Māori may also need to be flexible enough to cater for the needs and expectations of a variety of local Māori communities.

Rangatahi

As youth are faced with important choices that establish lifestyle patterns and impact on their future (e.g. whether to attend further education), it may be important in some campaigns to consider Māori youth and their particular needs and characteristics separately when designing promotional campaigns.

Parents, whānau and friends are an important source of advice for rangatahi and television is an important source of awareness of campaigns intended to reach them, along with radio and billboards. Younger Māori may be particularly sensitive towards stereotypes, especially in the media and may prefer to be seen as “one New Zealand”.

Working within tikanga Māori and maintaining street credibility may be important factors in reaching hard to reach rangatahi. The approach taken by Te Mana (modelling what success looks like in its very many forms, to show that it is more common than people think, evoking self-belief, empowerment, and pride in learning) appears to have been very effective, with high brand awareness achieved. However, this may need to be balanced with clear simple, relatable messages about how goals can be achieved.

Māori women are another group who may need to be marketed to in distinct ways. Māori women are likely to share information kanohi ki te kanohi at hui, sports gatherings, church, training institutions, and work. One study showed that the more active women were in the community, the easier they found it to get information. Māori women were more likely to ask people whom they trusted for information, including people working in government agencies who were known personally to them. Most women agreed that they preferred to get information from other Māori.



Other key sources of information for Māori women were organisations such as the Māori Women's Welfare League, school newsletters and pānui, the Internet for those with access, local libraries, and television. Magazines, such as Mana and Tu Mai, were also read, although often borrowed from libraries, friends and whānau. Most women read their local newspapers, particularly the free ones delivered to the home. Therefore, Māori magazines and local newspapers may be a useful vehicle for examples and case studies aimed at Māori women.

Barriers for Māori women in obtaining or receiving information may include previous negative experiences with government departments that can impact on the level of trust with which their communications are received. For those Māori living in poverty, extra information over and above their basic needs is unlikely to be appreciated or taken on board until required. Therefore, information needs to be available whenever people are able to use it. Other barriers may include the use of jargon, a lack of reading skills, and a lack of services and public transport in rural areas limiting access to information.

Further reading

The full review, of which this is a part, contains case studies that illustrate many of the themes discussed here. The review is available on the Electoral Commission website <http://www.elections.org.nz>. There is also an annotated bibliography on the website that provides detailed information on the resources used in the development of the review and, in many cases, online links to those resources.

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