

**A REVIEW OF LOTTERY
RESPONSIVENESS TO PACIFIC
COMMUNITY GROUPS:
Pacific Cultural Audit of the New
Zealand Lottery Grants Board**

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Summary of Findings and Recommendations

The Literature Review

The literature review outlined certain key aspects of the historical background to the settlement of Pacific people in New Zealand and the demographic characteristics of the Pacific population here. The context of networks of colonial, political and economic relationships between New Zealand and the Pacific nations which extend back to the middle of the nineteenth century were noted.



The Lottery Grants Board Strategic Direction and Priorities document in its Mission Statements and Guiding Principles offers the basis of a framework for equitable and responsive cultural relationships with the Pacific community.



Legislation as it Relates to Pacific People and the Lottery Grants Board

The Gaming and Lotteries Act 1977 is derived from earlier legislation, and embodies former assumptions about the nature of New Zealand society and its culture such as, that the New Zealand society was homogenous and moral. The present legislation is now required to address the needs of a pluralistic society, a society that privileges the Treaty of Waitangi and a society that should honour its obligations to the people of the Pacific.



Under the following Acts:

- Human Rights Act 1993;
- New Zealand Bill of Rights Act 1990;

the Lottery Grants Board must ensure that it is not discriminating against, precluding or inhibiting the Pacific people in any of the facets of its structure, policies, funding allocations and distributions as well as its administration.

These findings strongly suggest that the Pacific People should receive lottery funding on an equitable basis with other New Zealanders.



Developing Policy Responses

Strategic Responsiveness Plan

The development of this plan is based upon the results of the:

1. Review of Lottery Grants Board funding for 1997 and 1998;
2. the focus groups; and
3. the internal cultural audit.
4. the key findings from those audit processes are outlined below.



Review of Lottery Grants Board Funding for the years 1996 to 1998

Pacific people in New Zealand are considerably under-represented among those receiving funding from the Lottery Grants Board. In comparison with the general population they:

- make fewer applications;
- apply for smaller amounts of money;
- apply to a smaller range of distribution committees;
- receive a much smaller proportion of the funds they apply for;
- receive 2.7 times less than their proportion in the New Zealand population; and
- receive proportionately less in every distribution committee.



It was clear that these key factors would need to be addressed in order for Pacific people to benefit from lottery funding on an equal basis with the general population. The key recommendations developed from this review of funding are:

- the implementation of a strategy to ensure that funding to Pacific people is at least consistent with their representation in the population, but
- with the goal of funding them at a higher level in order to provide for the particularly high level of deprivation they experience and allow for past under-funding.



A key feature in this strategy is:

- the establishment of a specific Provider Development Fund designed to:
- increase the capacity of Pacific groups to access lottery funds; and
- fund the direct provision of services by Pacific groups to their people.



Focus Groups

Analysis of the focus group discussions showed clearly that the under-representation of Pacific people among applicants was due, largely, to:

- an unduly complicated application process;
- length of the application form;
- difficult English language used in the application form;
- lack of information about the application process and funding available in Pacific languages.



These problems were compounded by the:

- lack of personal contact between Lottery Grants Board Pacific staff members and Pacific applicants;
- low representation of Pacific people on the staff, Board and Committees of the Lottery Grants Board;
- incompatibility of Pacific cultural frameworks and the dominant Palagi cultural framework informing the work and functioning of the Lottery Grants Board;
- incompatibility of some Lottery Grants Board funding criteria and the funding needs of Pacific communities;
- the lottery committees' low levels of understanding of the needs and values of Pacific people in New Zealand;
- the disproportionately low level of lottery funding going to Pacific groups.



The aspects of lottery funding processes that participants considered were working well were:

- the Pacific funding clinics set up by Pacific workers;
- regional successes such as Christchurch and Wellington, where Pacific groups had been more successful in gaining funds than Pacific groups elsewhere;
- well trained and motivated Pacific lottery staff members who had a high level of personal contact with Pacific groups,
- Pakeha staff who went out of their way to help Pacific groups.



The following were identified as essential elements in any plan for overcoming the difficulties noted above:

- modifying the application process and providing research and administrative support for Pacific applicants;
- increasing the level of Pacific representation at all levels of the Lottery Network. This was considered to be crucial to improving communication between Pacific groups and the Board, committees and staff;
- active involvement of Pacific grass roots groups in defining their funding needs and priorities;
- funding developmental education and capacity building for Pacific groups;



- funding the development of administrative skills and physical facilities;
- the committees develop a holistic approach to support services based upon the whole self;
- developing an ongoing process of accountability;
- funding services based upon Pacific cultural frameworks,
- funding equitably.



Internal Cultural Audit

Specifically, the interviews indicated that:

- the Lottery Grants Board has no overall policy regarding its responsiveness to Pacific people;
- the individual lottery funding committees, with the exception of the Lottery Community Facilities Committee, have no specific policies relating to Pacific people;
- much policy making is carried out on an ad hoc basis;
- policy is made by funding committees and their composition is crucial to outcomes;
- Pacific input into policy formulation and analysis is very limited.



In terms of what they felt was not working well for Pacific applicants, Community Development Group staff considered that:

- Pacific applicants were doing badly out of the Lottery Grants Board;
- the Lottery Grants Board was culturally and philosophically unhelpful to Pacific people;
- the application process was daunting for them;
- Pacific people needed information provided in appropriate languages and formats; and
- that the process of making political appointments to funding committees had excluded Pacific participation and representation at that crucial policy making level.
- Pacific people were under-represented on regional and national decision-making bodies.



In terms of what they felt was working in favour of Pacific applicants, Community Development Group staff considered positive developments to have been:

- allowing funding up to \$5,000 without legal status;
- the establishment of the Pacific Island Consultation and Advisory Group;
- employment of effective Pacific workers in key regions.



The Maori cultural audit was valued for:

- highlighting the differences between Maori cultural frameworks and the Pakeha frameworks informing the work of the lottery committees;**
- forcing the Lottery Grants Board and committees to take a hard look at their policies and processes, as they affected Maori;**
- establishing that different criteria were required when it came to dealing with funding issues for Maori, a precedent that could be extended to Pacific people.**



Strategic Plan

The most crucial factor identified by the focus group fono was representation. It was considered that the presence of Pacific people on the staff, committees, and the Lottery Grants Board, on the one hand, and effective forums for the expression of grass roots needs, on the other, were fundamental to enabling full and equitable access to Lottery Grants Board funding by Pacific groups.

Policy Development

If the responsibility for policy development is to remain with the funding committees, it is essential that their Pacific representation be increased to a level sufficient to ensure the development of funding policies appropriate to the needs of Pacific people.



Pacific Representation

It was considered that a key to improving the level and effectiveness of communication between the Lottery Grants Board and Pacific applicants was increased Pacific representation in the Lottery Grants Board, at all levels.

Communication and Information

The process of communication and information transfer should recognise the oral basis of Pacific cultures and provide forums for this to take place between grass roots Pacific organisations, formal Pacific organisations such as the Pacific Island Consultation and Advisory Group, the funding committees; the Lottery Grants Board and the staff.



Application Process

The changes are aimed at ensuring that applicants are as well informed as possible about the funding process. In addition

- the forms and explanatory material, should be made available in Pacific languages.
- the provision of appropriate written material will not, by itself, be sufficient to significantly increase Pacific participation in applying for Lottery Grants Board funding.
- providing direct assistance with developing and submitting applications was called for in the focus group fono and will be essential to increasing both participation and application approval rates for Pacific applicants.

Administrative Support

- To maximise Pacific groups ability to participate in the application process, they should be funded to:
 - pay for administrative support in the form of staffing,
 - staff development, and
 - equipment.

This need can be addressed through the proposed Provider Development Fund.



Equitable Funding

The disproportionately low amount of funding (see Chapter 3 for details) in every distribution committee being directed to Pacific groups is a very serious problem revealed in this audit.

Monitoring Measurement Tool

The purpose of the measurement tool which is described in detail in Chapter 6 is to monitor and measure the extent to which the goals of the Strategic Plan are implemented and achieved.



Implementation and Monitoring of the Strategic Plan

It is recommended that:

1. a two year plan be developed to implement the recommendations set out to achieve the goals of the Strategic Plan;
2. priority be given to establishing the Provider Development Fund, particularly those elements of it aimed at increasing the capacity of Pacific groups and people to access lottery funds and provide direct services to their people;
3. the plan and the targets for the achievement of these goals be set by the Lottery Grants Board in full participation with the Pacific Island Consultation and Advisory Group;
4. targets be set for achievement within six monthly cycles;



5. the achievement of targets be subject to quantitative measurement six monthly, by an independent Pacific led socio-cultural audit organisation and an annual funding audit;
6. qualitative measurement of the effectiveness of Lottery Grants Board responsiveness to Pacific people, through focus groups, be undertaken annually, by an independent Pacific led socio-cultural audit organisation;
7. the focus group fono take place with Pacific culturally based groups, the Pacific Island Consultation and Advisory Group and staff along the same lines as occurred in this review and with the same question line;
8. an annual report be produced detailing progress towards achieving the goals and recommendations developed in the Pacific Cultural Audit of the Lottery Grants Board, and made easily accessible to the public.



Measurement

It is recommended that focus groups be convened annually, comprised of people from Pacific organisations involved or potentially involved in applying for funding, Community Development Group staff, and Lottery staff.



Representation of Pacific people	<i>Monitoring method(s)</i>
I. Advising the Minister of Internal Affairs to adopt a transparent method of appointing members of National funding committees by:	6 monthly report form
<ul style="list-style-type: none"> • calling for public nominations and appointing members from among those nominated, which is the method already used to appoint regional sub-committee members; and 	6 monthly report form
<ul style="list-style-type: none"> • requesting the Minister of Internal Affairs to ensure that the Pacific membership and representation on each committee has the confidence of the Pacific community. 	6 monthly report form and annual Focus group



<p>II. Increase Pacific representation on the Lottery Grants Board by:</p>	
<ul style="list-style-type: none"> • advising the Minister of Internal Affairs of the need for this; and 	<p>6 monthly report form</p>
<ul style="list-style-type: none"> • ensuring that the Government and Opposition have available a list of qualified Pacific people who have been nominated by Pacific groups for service on the Board 	<p>6 monthly report form and annual Focus group</p>
<p>III. Increase Pacific representation on regional lottery funding sub-committees by:</p>	
<ul style="list-style-type: none"> • ensuring at least one place for a Pacific person on each regional sub-committee; 	<p>6 monthly report form</p>
<ul style="list-style-type: none"> • requiring regional sub-committees to convene advisory groups of Pacific people to advise them about the funding needs of Pacific people in their regions; and 	<p>6 monthly report form and annual Focus group</p>
<ul style="list-style-type: none"> • provide assistance in the evaluation of applications either from Pacific people, or from others, for providing services to Pacific people. 	<p>6 monthly report form and annual Focus group</p>
<p>IV. Increase Pacific representation on national and regional Lottery Grants Board staffing:</p>	
<ul style="list-style-type: none"> • to a level that gives the Pacific community confidence that their interests are adequately catered for at all levels of the Lottery Grants Board. 	<p>6 monthly report form and annual Focus group</p>



Application process	<i>Monitoring method(s)</i>
I. Providing, and making widely available, application materials in the Samoan, Niuean, Cook Island, Tongan, Tokelauan, and Fijian languages.	6 monthly report form and annual Focus group
• Providing direct assistance with developing and submitting applications.	6 monthly report form and annual Focus group
• Simplifying the application process through a process of:	
• consultation with the Pacific Island Consultation and Advisory Group (PICAG).	6 monthly report form and annual Focus group
• Simplifying the language used in application forms	
• in consultation with the Pacific Island Consultation and Advisory Group.	6 monthly report form and annual Focus group



<p>II. Holding annual funding clinics with Pacific groups throughout New Zealand, but concentrating</p>	<p>6 monthly report form and annual Focus group</p>
<ul style="list-style-type: none"> • particularly on the Auckland and Waikato Regions while 	<p>6 monthly report form and annual Focus group</p>
<ul style="list-style-type: none"> • further developing them in Wellington, Christchurch and the rest of New Zealand. 	<p>6 monthly report form and annual Focus group</p>
<ul style="list-style-type: none"> • providing, and disseminating widely, information materials in the 	
<ul style="list-style-type: none"> • Samoan, Niuean, Cook Island, Tongan, Tokelauan, and Fijian languages, and through Pacific media outlets. 	<p>6 monthly report form and annual Focus group</p>



<p>III. Increasing Lottery Grants Board responsiveness to the funding needs of Pacific people by:</p>	
<ul style="list-style-type: none"> • establishing consultation forums to encourage the voices of Pacific people to inform Lottery Grants Board funding criteria, policy and priorities at regional and national levels; 	<p>6 monthly report form and annual Focus group</p>
<ul style="list-style-type: none"> • providing Pacific cultural awareness training for all Lottery Grants Board staff and committee members; and 	<p>6 monthly report form and annual Focus group</p>
<ul style="list-style-type: none"> • including in staff job descriptions the requirement to allocate time for dealing with Pacific funding issues, including holding funding clinics and consultation with Pacific groups and applicants. 	<p>6 monthly report form</p>



Funding policy	<i>Monitoring method(s)</i>
I. Funding support services aimed at building and maintaining administrative capacity in Pacific groups.	Annual Funding Audit, 6 monthly report form and annual Focus group
II Establishing a Provider Development Fund, similar to the Marae Heritage Fund, with substantial Pacific representation on the committee administering this fund, to build the capacity of Pacific communities and groups to:	Annual Funding Audit, 6 monthly report form
•provide direct, culturally appropriate, and holistic social services to Pacific people in the areas detailed elsewhere in this report:	Annual Funding Audit, 6 monthly report form and annual Focus group



<p>II. Setting funding targets or target bands for Pacific groups in each distribution committee. These targets will be determined by:</p>	
<ul style="list-style-type: none"> • the total amount of money available to each committee and the size of the Pacific population the committee services; 	<p>Annual Funding Audit, 6 monthly report form and annual Focus group</p>
<ul style="list-style-type: none"> • the total amount of money available to each committee; 	<p>Annual Funding Audit, 6 monthly report form</p>
<ul style="list-style-type: none"> • the size of the Pacific population the committee services; 	<p>Annual Funding Audit, 6 monthly report form</p>
<ul style="list-style-type: none"> • historical disadvantage; 	<p>Annual Funding Audit, 6 monthly report form and annual Focus group</p>



<ul style="list-style-type: none"> • past underfunding; and 	Annual Funding Audit, 6 monthly report form
<ul style="list-style-type: none"> • the need to enable the further development of Pacific provider services. 	Annual Funding Audit, 6 monthly report form and annual Focus group
IV Establishing national and regional funding policy guidelines, objectives and goals to be implemented by National and Regional Funding Committees. These guidelines will specify:	
<ul style="list-style-type: none"> • the formula to be used by each committee to determine the level of funding to be allocated for Pacific people in New Zealand that ensures they will not continue to be underfunded; 	6 monthly report form
<ul style="list-style-type: none"> • the requirements regarding holding funding clinics for Pacific people; 	6 monthly report form and annual Focus group

<ul style="list-style-type: none"> • full details of funding policies which are specific to Pacific people; and 	6 monthly report form
<ul style="list-style-type: none"> • funding Pacific churches on the same basis as Marae through the establishment of a special fund. 	Annual Funding Audit, 6 monthly report form and annual Focus group
<p>V. Mandating all funding committees to consider the level of need of applicants (as Lottery Welfare and Lottery Aged are able), to enable them to set goals that:</p>	6 monthly report form
<ul style="list-style-type: none"> • ensure disadvantaged cultural groups receive at least a reasonable proportion of funding that relates to both their population percentage and level of need, without in any way compromising the relative merit of individual applications. 	Annual Funding Audit, and Focus group



<p>VI. Funding support services aimed at building and maintaining administrative capacity in Pacific groups.</p>	<p>Annual Funding Audit, 6 monthly report form and annual Focus group</p>
<p>VII. Establishing outputs for national and regional funding committees to ensure the achievement of these recommended initiatives, through a process of consultation:</p>	
<ul style="list-style-type: none"> • between the Lottery Grants Board and the National Committees; and 	<p>6 monthly report form</p>
<ul style="list-style-type: none"> • between the National Committees and their Regional Committees. 	<p>6 monthly report form</p>



VIII. Conduct an annual funding audit, as part of the monitoring process, using the proposed new funding database, and covering the following aspects of funding:

- funds requested;
- applications declined;
- applications approved;
- funds granted;
- regional emphases and differences;
- distribution committee emphases and differences;
- the funding rate proportional to population rate; and
- comparison between Pacific applicants and the rest of the population.

Annual Funding Audit



Legal changes	<i>Monitoring method(s)</i>
I. Amend the Gaming and Lotteries Act to enable any of these recommendations which are not presently permitted by law, or for which the law is unclear, to be implemented.	6 monthly report form



Funding database structure	<i>Monitoring method(s)</i>
I. Modifying the funding application forms to:	
<ul style="list-style-type: none"> • allow the ethnic or cultural affiliation(s) of applicants to be recorded in addition to the ethnicity of the funding's intended beneficiaries; 	6 monthly report form
<ul style="list-style-type: none"> • give a clear indication of the cultural groups which will primarily benefit from the funding of particular projects, by asking an open question inviting applicants to name the cultural group or groups that will primarily benefit from the proposed project; and 	6 monthly report form
<ul style="list-style-type: none"> • move the section which asks about ethnic affiliation to the end of the application and make it clear that it does not form part of the application. 	6 monthly report form

