



Te Puni Kōkiri  
REALISING MĀORI POTENTIAL

MĀORI WARDENS

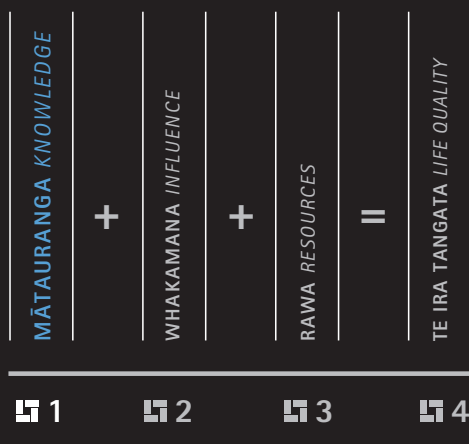
Evaluation of the investment by Te Puni Kōkiri in the  
*Māori Wardens Project 2007 - 2010*







# Aroha ki te tangata

This report was prepared for Te Puni Kōkiri by FEM (2006) Ltd.

## REALISING MĀORI POTENTIAL



The framework above identifies three key enablers that are fundamental to Māori achieving Te Ira Tangata (improved life quality) and realising their potential. All our written information has been organised within these three key enablers or Te Ira Tangata.

 1	<i>Mātauranga – Building of knowledge and skills. This area acknowledges the importance of knowledge to building confidence and identity, growing skills and talents and generating innovation and creativity. Knowledge and skills are considered as a key enabler of Māori potential as they underpin choice and the power to act to improve life quality.</i>
 2	<i>Whakamana – Strengthening of leadership and decision-making.</i>
 3	<i>Rawa – Development and use of resources.</i>
 4	<i>Te Ira Tangata – The quality of life to realise potential.</i>

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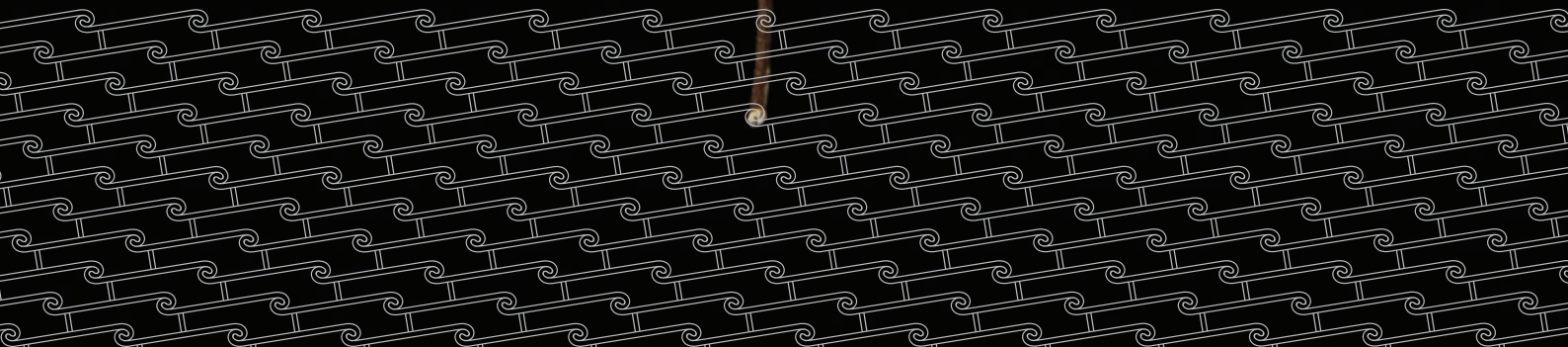
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# 1. EXECUTIVE SUMMARY

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1. This report sets out the findings from an evaluation of the Te Puni Kōkiri investment in the Māori Wardens Project from 2007 to 2010.
2. The evaluation was carried out between June and December 2011 by FEM (2006) Ltd.
3. The Māori Wardens Project was established in July 2007 and since then \$17.5 million of funding has been approved by Government. The Project is jointly administered by Te Puni Kōkiri and the New Zealand Police.
4. The Māori Wardens Project Team within Te Puni Kōkiri (the 'Project Team') administers the Te Puni Kōkiri investment, supported by a network of seven regionally-based Regional Coordinators. Te Puni Kōkiri has invested just over \$13 million in the Project to date.

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## Key Evaluation Questions

5. The evaluation addressed the following two Key Evaluation Questions (KEQs):
  - KEQ 1: To what extent, and in what ways was the Te Puni Kōkiri investment in the Māori Wardens Project successful in enhancing the capacity and capability of Māori Wardens from 2007 to 2010? What, if any, other impacts did the investment have?
  - KEQ 2: Was the Te Puni Kōkiri investment delivered efficiently and effectively from 2007 to 2010 so as to contribute to successful Project impacts?

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## Methodology

6. The evaluation followed a Kaupapa Māori approach. A mix of methods was used including regional visits, interviews with key stakeholders, including Māori Wardens, Regional Coordinators and key national stakeholder representatives<sup>1</sup>, Project documentation review, and analysis of key data.
7. The evaluative criteria, as outlined in Figure 1, were developed in consultation with key stakeholders. The performance of Te Puni Kōkiri Māori Wardens investment was evaluated against the evaluative criteria using the evaluative rubric in Table 1.

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1 A detailed breakdown of stakeholders interviewed is outlined on Pages 22–23

## Findings: outcome evaluation

8. The outcome focus of this evaluation addressed KEQ1: To what extent, and in what ways was the Te Puni Kōkiri investment in the Māori Wardens Project successful in enhancing the capacity and capability of Māori Wardens from 2007 to 2010? What, if any, other impacts did the investment have?
9. A colour-coding system has been used to visually represent the evaluative rubrics as shown in Table 1.

*Table 1: Evaluative rubric for the Māori Wardens Project investment evaluation 2012*

Dimensions of merit	Descriptor
Fully achieved	Major improvements or achievements of practical significance; no major issues or gaps.
Mostly achieved	Good progress or achievements for the time and money invested; if there are issues or gaps these are actively being addressed.
Partially achieved	Some progress; but less than expected for the time and money invested; issues or gaps may be receiving some attention but require increased or additional action.
Minimally achieved	Little progress; significantly held back by major issues or gaps that are not: recognised, acknowledged or actively being addressed.
Not achieved	No evidence of any progress.
Insufficient evidence	Insufficient evidence to reach a sound evaluative conclusion.

10. Table 2 provides a summary of the top-level findings for each evaluative criterion used to assess this question.



Table 2: Summary evaluation findings on investment outcomes (the ends)

Evaluative criteria	Finding
Aroha ki te tangata	Mostly achieved
Expectations	Fully achieved
Relationships	Partially achieved
Tailored to context	Mostly achieved
Organisation	Mostly achieved
Knowledge and skills	Mostly achieved
Growing the numbers	Partially achieved
Value of Māori Wardens	Mostly achieved
Value for Money	Mostly achieved
Sustainability	Partially achieved

### Aroha ki te tangata

11. Overall, the investment is true to, and builds on, the whakapapa and kaupapa of the Māori Wardens (Aroha ki te tangata), and strengthens Māori Wardens nationally working towards a common purpose. However, there are some political and social tensions in relation to: the funder culture (such as the increased bureaucracy and accountability that accompany Government funding), and between the culture of the New Zealand Police and the kaupapa of the Māori Wardens.

### Expectations

12. All stakeholders agreed that the expectations from the investment – by Sponsors and the Project Team – were realistic for the time frame and size of the investment. The actual work required may have been underestimated initially and consequently some implementation activities occurred prior to the development of clear guidelines or formal structures.

### Relationships

13. The investment has contributed to significant progress in developing effective working relationships between Project partners. Regional Coordinators (RCs) have played a critical role in facilitating the Wardens' relationships with Te Puni Kōkiri, the Police and communities. The contribution of Police Iwi Liaison Officers (ILOs), vans and training has been very important in progressing Warden relationships with Police.



14. There is still some work to be done to build effective relationships at a national level (in particular between Te Puni Kōkiri, the New Zealand Māori Council and the New Zealand Māori Wardens Association) to ensure that Māori Wardens get the best support and coordination from any new governing entity.

### Tailored to context

15. Generally, the investment by Te Puni Kōkiri enabled tailored and targeted responses to the diversity of local contexts in which Māori Wardens operate (geographic, cultural, historical, social, individual).

### Organisation

16. The investment has supported organisational development at local, regional and national levels. For example, at a national level, Māori Warden contributions to major events such as the annual Waitangi Day and Koroneihana celebrations (the annual celebration of the coronation of the Māori monarch), and more recently during the Christchurch earthquake and the Rugby World Cup 2011, have demonstrated a high level of capacity and capability to provide an organised and coordinated response.
17. Areas for further development include additional training and support on administration, accountability to funders, and enhancing systems and processes at all levels to maximise value for money.

### Knowledge and skills

18. The investment in training through the Project has enabled significant capability building. For example, through the Ngā Akoranga Pirihimana foundation training provided at national level by the Police, as well as in other key areas such as security, traffic management and first aid. Training also responded to specific needs identified at regional level such as literacy, numeracy and induction on the kaupapa of Wardenship.
19. There is a need for a core foundation business administration training programme to support administrative capability and accountability.

### Growing the numbers

20. The investment has contributed to growing the number of Māori Wardens with skills and attributes that enhances the movement's capacity to contribute to communities. Te Puni Kōkiri estimated that the number of Wardens grew from 490 in 2007 to 823 in 2010.
21. There is a need to attract greater numbers into the Māori Wardens movement to ensure its sustainability.

### Value of Māori Wardens

22. The investment has contributed to the Māori Wardens having a higher national and local profile. This is especially evident in relation to their work and contribution to the community at national and local events, and is also attributed at a local level to the use of uniforms, vans and working relationships with ILOs.



23. There remains plenty of room to continue strengthening the Māori Wardens' public profile.

### Value for money

24. In terms of the intended outcomes as defined for the evaluation, the investment would represent 'excellent' value for money if all of the outcomes listed had been fully achieved, as this would indicate that the expectations of the investment had been fulfilled, and the rationale for appropriating the funding, justified. Generally, these outcomes have been evaluated as 'mostly achieved', meaning good progress for the time and money invested, with any issues or gaps being actively addressed. On this basis the investment to date represents reasonable value for money in terms of the outcomes achieved.

### Sustainability

25. Some impacts are expected to have long-lasting legacies – for example, skills and knowledge gained through the training. Other impacts are dependent on ongoing funding – for example, improved capability through access to vans.
26. Sustainability of the impacts from the Māori Wardens investment requires more than just funding. Most importantly, it requires ongoing commitment to improving capacity and capability at all levels (from Wardens leadership to improving the various skills of individual Wardens).
27. Sustainability is greatly enhanced by the recent approval of an ongoing baseline funding stream. Additionally, some sub-associations/branches are beginning to apply for external funding with support from RCs.

## Findings: process evaluation

28. The process focus of this evaluation addressed KEQ 2: Was the Te Puni Kōkiri investment delivered efficiently and effectively during 2007–2010 so as to contribute to successful Project impacts?
29. Table 3 provides a summary of the top-level findings for each evaluative criterion used to assess this question.

Table 3: Summary evaluation findings on investment processes (the means)

Evaluative criteria	Finding
Effective implementation	Mostly achieved
National support	Partially achieved
Working towards a new governance arrangement	Partially achieved
Regional Coordination	Mostly achieved
Training	Mostly achieved
Communications, marketing and promotion	Partially achieved
Funding Programme	Mostly achieved
Vans	Mostly achieved
Uniforms	Mostly achieved
Safety equipment	Mostly achieved
Allocative efficiency (right mix)	Mostly achieved
Technical efficiency (Good systems for efficient use of resources)	Partially achieved

## Effective implementation

30. The planned Project activities were generally delivered as intended. This is testament to the effective teamwork and collaboration of the Project Team, RCs, ILOs and Māori Wardens.
31. Te Puni Kōkiri has recognised the need to review systems for warranting Wardens, and to redevelop these to improve timeliness and effectiveness.



### National support

32. At a national level, the overall investment was generally managed by an effective national supporting structure (comprising, Te Puni Kōkiri, the Māori Wardens Project Board, the Project Team, and the New Zealand Police). RCs played a crucial role in demonstrating national support from Te Puni Kōkiri, and as a result, Māori Wardens generally became more supportive of the involvement of Te Puni Kōkiri.
33. An area for further development at a national level is strengthening relationships between the New Zealand Māori Wardens Association, the New Zealand Māori Council and Te Puni Kōkiri to ensure effective national coordination and consistent communications with Wardens.
34. There is a pressing need to establish robust monitoring and evaluation systems to contribute to more effective and efficient management of the investment. Supporting systems and performance standards for RCs would also help to ensure more consistent and efficient operations.

### Working towards a new governance arrangement

35. Consultation on the governance model has yet to commence, and for reasons outside the influence of the Māori Wardens investment, consensus on the governance model is yet to be reached. Nevertheless, as intended, the investment did enable stakeholders to come together and discuss these matters. RCs have played a key role in helping prepare Wardens for the upcoming consultation.

### Regional Coordination

36. The regional coordination model has been very successful. The RC positions have been instrumental in the provision of localised operational support for Wardens on the ground and coordinating the allocation of resources to grow capacity and capability. Despite the RC role not having been clearly defined at the outset, it has been able to evolve – and this has allowed for tailored support for Wardens according to regional characteristics and need.
37. Some variation in regional approaches and effectiveness is noted. In the future, the regional coordination model should be reviewed with regards to performance standards and the nature of support and supervision provided to RCs.

### Training

38. Training was largely provided in a strategic and targeted approach by the Training Advisory Group (TAG). TAG, through consultation with Māori Wardens, identified and prioritised training needs, ensured the delivery of training of appropriate quality and value for Māori Wardens, and provided an appropriate balance between national consistency and local flexibility.
39. At this juncture it would be timely to review and update the training needs analysis. For example, the need for foundation training on administration and accountability competencies has already been recognised.

## Communications, marketing and promotion

40. The investment's contribution to marketing and communications occurred mostly through the provision of uniforms and vehicles which enabled Māori Wardens throughout the country to be more visible. There were also positive promotions of the work of Māori Wardens through the Te Puni Kōkiri newsletter and website, while some Māori Wardens were proactive in raising their profile through local initiatives.
41. An important consideration in future efforts to raise the profile of Māori Wardens is the need to consolidate the infrastructure necessary to support the Wardens' work at all levels before any significant marketing to grow the movement takes place.

## Funding programme

42. Stakeholders were generally satisfied with the funding programme, in particular its flexibility, enabling Wardens to access funds based on evolving local priorities and needs. Of note, no stakeholder dissatisfaction was evident in relation to the allocation of funding. This is a positive indication in the context of a contestable funding pool for a voluntary, regionalised sector with few resources.
43. Better collection and more systematic analysis of data under the funding programme would enhance Te Puni Kōkiri capacity to make informed programme planning and management decisions.

## Vans

44. Vans were provided by both the Police and Te Puni Kōkiri enabling support for core Warden activities. Feedback from all stakeholders indicates that the vans were largely used in ways that enhanced the capacity and capability of Māori Wardens to work effectively. In some areas, it took time to work through the best mechanisms for ensuring access in regions and consistent accountability for vehicle use. Maintaining this resource is critical to the ability of Wardens to sustain their work.

## Uniforms

45. Uniforms were strongly appreciated by Māori Wardens as making a positive contribution to the visible, consistent image and presence of Wardens. For many Wardens, uniforms are an important aspect of preserving the history of wardenship and provide a sense of belonging and cultural pride.
46. Wardens expressed particular concerns about the uniform provider's ability to provide tailored-to-fit uniforms, and the high cost of the No.1 dress kit in the context of ongoing replacement needs. Te Puni Kōkiri is working to address these issues.

## Safety equipment

47. Safety equipment (high visibility jackets, warm clothing, torches, radios) has contributed to the actual and perceived safety of Māori Wardens while on duty. Training is provided on the use of equipment. There are issues such as providing waterproof clothing, and access to and availability of Police radios that have arisen, that are being addressed at a local level.





### Allocative efficiency

48. Allocative efficiency considers the extent to which the investment was allocated to an appropriate overall mix of resources. The findings above indicate that all components of the investment contributed effectively to building Māori Wardens' capacity and capability – so there were no areas of significant wastage within the overall investment mix.

### Technical efficiency

49. Technical efficiency considers the extent to which the available funding and resources were used efficiently. While there was no evidence of major wastage, sub-associations and branches were still developing their capability, systems and processes to manage resources effectively.
50. At a national level, better data for management, monitoring and evaluation is needed.



## Conclusions

51. The Māori Wardens investment was delivered efficiently and effectively by Te Puni Kōkiri during 2007 to 2010, and has been successful in enhancing the capacity and capability of Māori Wardens.
52. The Māori Wardens investment has now been allocated baseline funding of \$1.8 million per annum. In this context, the following opportunities for ongoing improvement should be considered:
  - Developing robust data collection systems to enable enhanced monitoring and evaluation of the effectiveness and value for money of the Māori Wardens investment
  - Enhancing systems and processes for monitoring expenditure under the funding programme
  - Reviewing the sustainability of regional coordination at current resourcing levels including consideration of the size and structure of regions
  - Reviewing the level and quality of supporting systems and performance standards for RCs to ensure consistent and efficient operations
  - Reviewing and updating the national training needs analysis – for example, to investigate the need for additional training and support for branches and sub-associations around administration and accountability to the funders
  - Exploring opportunities for alignment with, and accreditation under the NZQA Framework so Wardens are able to gain nationally recognised certification
  - Developing a national marketing and communications strategy to coordinate and strengthen communications, marketing and promotion nationally and locally, and to attract greater numbers into the Māori Wardens movement.
53. It is also acknowledged that considerable work is already under way to continue strengthening the capability and capacity of Māori Wardens. In particular, continued progress is required in the following areas:
  - Strengthening relationships between the New Zealand Māori Wardens Association, the New Zealand Māori Council and Te Puni Kōkiri to ensure effective national coordination and consistent communications with Wardens
  - Reviewing warranting systems and redeveloping these to improve timeliness and effectiveness
  - Making appropriate use of the foundational relationships established by the Advisory Group and RCs, to enhance the effectiveness of consultation on the future governance structure.



## 2. BACKGROUND




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### Māori Wardens

54. Māori Wardens are community-based volunteers with a long and widely respected history of working in and for Māori communities. Aroha ki te tangata is the kaupapa that drives Māori Wardens to act as kaitiaki (guardians) in their communities<sup>2</sup>.
55. The role of Wardens has broadened over time to include interceding or liaising on issues of health and safety, education, youth assistance and whānau support within our wider communities – for example, curbing unruly behaviour and diffusing tension, providing security in public places, street patrols and pub walk-throughs, hospital visits, court attendance and support.
56. Almost all currently warranted Māori Wardens are located in the North Island, from Whanganui to Northland. There are also groups of Māori Wardens operating in the top of the South Island and in Christchurch, and emerging in Southland. Predominantly, Wardens now live and work in urban environments, with a few working in smaller rural communities.
57. In recognition of the role of Māori Wardens within Māori communities specifically, Te Puni Kōkiri is committed to supporting Māori Wardens to realise their potential, and has established 14 Regional Centres around the country with Regional Coordinators. Regional Coordinators are responsible for assisting and supporting the activities of Māori Wardens.

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### The Māori Wardens Project

58. The Māori Wardens Project was established in July 2007. The Project is jointly administered by Te Puni Kōkiri and the New Zealand Police. The Māori Wardens Team administers the Te Puni Kōkiri investment.
59. The purpose of the Project is to:
  - Build the capacity and capability of Māori Wardens
  - Provide a viable and cohesive national governance body to coordinate and manage the activities of the Māori Wardens
  - Recruit Regional Coordinators located in the regions where Māori Wardens operate
  - Develop and implement formal centralised training programmes to enable Māori Wardens to operate at an enhanced level within their communities

<sup>2</sup> The Māori Wardens' kaupapa (philosophy) of Aroha ki te tangata (compassion and care for people) reflects the Māori values of aroha (compassion), manaakitanga (caring and sharing) and whanaungatanga (relationships).

- Purchase equipment and other resources to support Māori Wardens to carry out their daily responsibilities and enable them to support community-based projects, particularly focusing on youth at risk and reducing drug and alcohol dependency
- Promote and develop communication strategies for Māori Wardens and the communities within which they work
- Improve the policy environment in which Māori Wardens operate by making recommendations towards a new governance structure.

60. The investment stemmed from community visits by the Police Commissioner where he was repeatedly advised of the significant untapped potential of Māori Wardens that could be realised if more resources were available. Government allocated the \$2.5 million in funding to Te Puni Kōkiri for expenditure in the 2007/08 financial year. In addition, the New Zealand Police agreed to contribute three staff in strategic and training roles plus significant capital to purchase vehicles. This was followed by the allocation of a further \$14.5 million in Budget 2008 to build the capability and capacity of Māori Wardens over the next four years, with the New Zealand Police committing an additional \$2 million over three years.
61. Table 4 summarises the appropriation for the Māori Wardens investment by Te Puni Kōkiri over the four-year period covered by the evaluation.

Table 4: Te Puni Kōkiri Māori Wardens Project appropriation, 2007–2011

Financial Year	2007/08	2008/09	2009/10	2010/11	Total 2007–2011
Total* Te Puni Kōkiri appropriation	\$2,500,000	\$4,246,000	\$3,334,000	\$3,078,000	\$13,158,000

Source: Te Puni Kōkiri

\*Figures rounded to nearest thousand dollars.

62. The Project involved a phased implementation, with six regions being targeted for improved resources in the 2007/08 financial year. These resources include:
- Uniforms, vehicles and radios
  - Provision of training
  - Appointment of an RC for each regional centre<sup>3</sup>
  - A funding pool through which Wardens could register interest in receiving funding for local initiatives

3 Initially, Te Puni Kōkiri had 14 Regional Centres and 11 RCs were appointed. In 2011 there are 9 Centres and 7 RCs.



- Development of a tool box of national initiatives able to be picked up by different Warden groups
  - Refreshed marketing and branding of Māori Wardens
  - National support and guidance for Regional Coordinators
  - Policy development to support Māori Wardens' governance in the longer term.
63. Currently, Te Puni Kōkiri regards the following areas as regional centres (based around major cities) for the purposes of the Project:
- Whangarei regional centre
  - Auckland regional centre
  - Hamilton regional centre
  - Rotorua regional centre
  - Gisborne regional centre
  - Hastings regional centre
  - Whanganui regional centre
  - Wellington regional centre
  - Christchurch regional centre.

### Inquiry into the Māori Community Development Act

64. During the 2009/10 financial year, the Māori Affairs Committee undertook an inquiry into the operation of the Māori Community Development Act 1962, which provides guidelines for the role of Māori Wardens and governance arrangements.
65. The Government responded to the Committee's report on 1 March 2011. The response included an intention to consult further with Māori on specific options to improve governance arrangements for Māori Wardens. The Māori Wardens investment was originally intended to occur in parallel with this process and to contribute to it by building organisational capabilities and enabling the Wardens movement to come together to discuss governance arrangements. However, this consultation has not yet taken place.



# 3. EVALUATION OBJECTIVES AND METHODOLOGY

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## The Evaluation

- 66. As part of its administration of the Māori Wardens Project investment, Te Puni Kōkiri contracted an evaluation of the investment for the period 2007 to 2010.
- 67. The evaluation objectives were to provide evidence of:
  - Impacts of the investment as a whole, including intended and unintended effects, particularly for Māori Wardens
  - Value for money, that is, how effectively and efficiently the investment was directed to the investment purpose.
- 68. Primarily, this evaluation delivers evaluative conclusions to inform future Government investment in the capability and capacity of Māori Wardens. The evaluation may also inform future strategy and governance work in relation to Māori Wardens.
- 69. Te Puni Kōkiri established in the evaluation specifications that the value of Māori Wardens in and of themselves, to Māori communities and to New Zealand overall, was outside the scope of this evaluation.



## Key Evaluation Questions

- 70. The following two Key Evaluation Questions (KEQs) provided the overarching focus for the evaluation.
  - KEQ 1: To what extent, and in what ways was the Project investment successful in enhancing the capacity and capability of Māori Wardens from 2007 to 2010? What, if any, other impacts did the investment have?
  - KEQ 2: Was the investment delivered efficiently and effectively from 2007 to 2010 so as to contribute to successful Project impacts?

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## Kaupapa Māori approach

- 71. A key component of a Kaupapa Māori philosophy is the assertion of the strength and resilience of Māori voices, experiences and conditions (L. Smith, 2005). A strengths-based approach that honours and respects the strengths and resilience of communities and situations is more likely to lead to the transformation of these contexts (Mertens, 2009).



72. Kaupapa Māori is an approach that Linda Tuhiwai Smith describes as “privileging indigenous values, attitudes and practices” (1999, p. 125). Graham Smith (cited in Smith, 1999, p. 185) summarises Kaupapa Māori initiatives as the following:
- is related to being Māori
  - is connected to Māori philosophy and principles
  - takes for granted the validity and legitimacy of Māori, and the importance of Māori language and culture
  - is concerned with the struggle for autonomy over Māori’s cultural wellbeing.
73. Furthermore Kaupapa Māori is the “conceptualisation of Māori knowledge”, which has its origins in a spiritual base that underpins the thoughts, beliefs, values and interactions of Māori (Nepe, 1991).
74. Māori Wardens have a long and proud history of protecting and supporting their communities, a role they are able to fulfil because as members of those communities they are uniquely placed to understand whānau and the issues they face<sup>4</sup>. Any approach to working with Māori Wardens who work in Māori communities must resonate and be consistent with a Māori ideology and with Māori communities. Hence Kaupapa Māori was a fitting approach for articulating the community contexts and rich history of the Māori Wardens, in this evaluation.

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### Evaluation-specific methodology

75. An evaluation-specific methodology was used to provide an agreed, transparent framework evaluating the Māori Wardens investment. This means the evaluation used:
- Evaluative criteria – defining the points of focus for the evaluation
  - An evaluative rubric – defining the basis upon which the evaluative criteria would be evaluated as ‘fully achieved’, ‘not achieved’, or some level in between.
76. The evaluative criteria and the detailed descriptors for each criterion (Appendix) were developed in consultation with key evaluation stakeholders – the Māori Wardens Project Board, the Project Team, and the RCs. This consultation process ensured that the judgements and conclusions drawn about the Te Puni Kōkiri investment were: transparent, evidence based, and grounded in the Māori values and principles underlying the Māori Wardens Project.

<sup>4</sup> Te Puni Kōkiri. 2010. Māori Wardens Project Funding Programme: An information guide about the Māori Wardens Funding Programme. Te Puni Kōkiri, Wellington.

Figure 1: Evaluative criteria for the Māori Wardens investment evaluation 2012

The Means	Effective implementation
	National support
	Working towards new governance
	Regional coordination
	Training
	Communications, marketing, branding
	Funding programme
	Vans
	Uniforms
	Safety equipment
	Allocative efficiency (right mix)
	Technical efficiency (good systems)
	The Ends
Realistic expectations	
Strengthened relationships	
Investments tailored to context	
Organisational capability	
Knowledge and skills	
Growing the numbers	
Value for money	
Sustainability	

77. The performance of the Māori Wardens investment was evaluated against these evaluative criteria, using the evaluative rubric shown in Table 5.



Table 5: Evaluative rubric for the Māori Wardens Project investment evaluation 2012

Dimensions of merit	Descriptor
Fully achieved	Major improvements or achievements of practical significance; no major issues or gaps.
Mostly achieved	Good progress or achievements for the time and money invested; if there are issues or gaps these are actively being addressed.
Partially achieved	Some progress, but less than would be expected for the time and money invested; issues or gaps may be receiving some attention but require increased or additional action.
Minimally achieved	Little progress; significantly held back by major issues or gaps that are not: recognised, acknowledged or actively being addressed.
Not achieved	No evidence of any progress.
Insufficient evidence	Insufficient evidence to reach a sound evaluative conclusion.

## Data collection methods

78. The evaluation was conducted between June and December 2011, with stakeholder engagement undertaken throughout this period. A mix of methods was used in the evaluation. The principal methods included:
- Visits to seven regions (as detailed below)
  - Interviews with key national stakeholders including representatives of Te Puni Kōkiri (the Māori Wardens Project Board and the Project Team), the Police, the New Zealand Māori Council, and the New Zealand Māori Wardens Association
  - Consultation with Te Puni Kōkiri Regional Coordinators
  - A strategic and targeted scan of relevant documentation and literature
  - Analysis of available quantitative data covering impacts and costs.
79. The evaluation team visited seven regions. These included a number of the first regions<sup>5</sup> to receive the investment through the Māori Wardens Project as it was therefore agreed that they would be best placed to provide feedback on the four year period covered by the evaluation. For operational purposes the regions are grouped by the Project Team as follows:
- Te Taitokerau
  - Tāmaki Makaurau

5 The first regions to receive funding were Te Taitokerau, Tāmaki Makaurau, Waikato, Waiariki, Takitimu and Te Tairāwhiti.

- Whakatane/Rotorua/Hamilton/Hauraki
  - Taranaki/Whanganui
  - Te Tairāwhiti/Takitimu
  - Te Whanganui ā Tara/Aotea
  - Te Waipounamu.
80. Each of these regions involved a one to two day visit, to interview:
- Te Puni Kōkiri Regional Coordinators (7 people)
  - New Zealand Police Iwi Liaison Officers (3 people)
  - New Zealand Māori Wardens Association (1 person)
  - Hui with Māori Wardens (8 hui, attended by approximately 130 Māori Wardens overall, across multiple sub-associations and District Māori Council areas).
81. At each regional hui held, Wardens were asked to provide feedback related to the evaluative criteria in Figure 1: Evaluative Criteria for Te Puni Kōkiri Māori Wardens Project evaluation. Regional Coordinators were also invited to provide detail on each of these criteria. Police ILOs were mainly invited to comment on the relationships they have with Wardens and Regional Coordinators and their overall perception of the contributions that the investment has made. Operational data was also analysed where available.
82. The stakeholder analysis carried out by the evaluation team in consultation with the RCs and the Project Team reflects the cross-section of stakeholders who participated in the evaluation. Overall, this broad coverage provided a good cross-section of feedback for reaching robust evaluative conclusions. Thematic analysis was used to explore key themes, and a rating as shown in Table 5 from “fully achieved” through to “not achieved” was applied to each evaluative criterion, based on synthesised stakeholder feedback and documentation. In hindsight, community perspectives on change across the four years of the investment would lend further credibility, for example feedback from those organisations and individuals who could attest to the Māori Wardens contribution to national events such as the Koroneihana (Māori Coronation) and Waitangi Day.
83. However, beyond the groups listed above, representatives of the wider/general community were agreed to be out of scope for the evaluation.
84. This evaluation was undertaken in the context of a pending national election, and an inquiry into the Māori Community Development Act 1962 – which involves consulting Māori Wardens on a new governance structure for the Māori Wardens. Therefore, deliberate measures were taken during data collection to ensure that stakeholders focused their feedback on the effectiveness of Te Puni Kōkiri investment, as distinct from these other processes.
85. In addition to the Kaupapa Māori foundation of this evaluation, the evaluation team adhered to the Code of Ethics and Guidelines for the Ethical Conduct of Evaluations of the Australasian Evaluation Society (available at [www.aes.asn.au](http://www.aes.asn.au)).





## 4. FINDINGS



### Outcome evaluation

86. The outcome evaluation addresses KEQ1: To what extent, and in what ways was Te Puni Kōkiri Project investment successful in enhancing the capacity and capability of Māori Wardens from 2007 to 2010? What, if any, other impacts did the investment have?
87. Table 5 provides a summary of the top-level findings for each evaluative criterion used to assess KEQ1. Overall, the Project showed success in enhancing the capacity and capability of Māori Wardens for the time and money invested. There are opportunities to improve the effectiveness of the investment in future.

Table 6: Summary evaluation findings on investment outcomes (the ends)

Evaluative criteria	Finding
Aroha ki te tangata	Mostly achieved
Expectations	Fully achieved
Relationships	Partially achieved
Tailored to context	Mostly achieved
Organisation	Mostly achieved
Knowledge and skills	Mostly achieved
Growing the numbers	Partially achieved
Value of Māori Wardens	Mostly achieved
Value for Money	Mostly achieved
Sustainability	Partially achieved

88. The next section addresses each of the outcomes evaluative criteria in detail.

## Aroha ki te tangata

Definition	Finding
The investment is true to, and builds on, the whakapapa and kaupapa of Māori Wardens (Aroha ki te tangata) – strengthens Wardens working toward a common purpose.	Mostly achieved

89. The Māori Wardens kaupapa (philosophy) of Aroha ki te tangata (compassion and care for people) reflects the Māori values of aroha (compassion), manaakitanga (caring and sharing) and whanaungatanga (relationships).
90. There have been numerous stories shared with the evaluation team that highlight the value of Warden work, the support required for Wardens and the positive contribution that Wardens are making to individuals, whānau and their communities in the spirit of 'Aroha ki te tangata'

*Wardens should be entitled to the support they need to serve their communities. Their contribution no matter how little has still touched the lives and possibly saved a child and a family. We get feedback saying that families have valued their interaction with wardens. (Regional Coordinator)*

91. Overall, the investment is true to, and builds on, the whakapapa (genealogy) and kaupapa of Māori Wardens (Aroha ki te tangata), and strengthens Wardens working towards a common purpose.
92. However, there are some inherent political and social tensions that are not always a comfortable fit with the Māori Wardens kaupapa for local stakeholders. In particular:
- General accountability expectations that accompany Government funding (leading to the perception of increased bureaucracy and scrutiny)
  - Tensions between the Police role of law enforcement and the Wardens' kaupapa of ensuring community safety and wellbeing within the framework of Aroha ki te tangata.

## Expectations

Definition	Finding
There were realistic expectations for the size/scope/pace of impact for the money spent.	Fully achieved



93. The Project Charter (2007) set out the agreement between the Project sponsors – Te Puni Kōkiri, the New Zealand Police, and the Project Manager, including the objectives of the Project.
94. All stakeholders spoken to on this criterion, including Te Puni Kōkiri management, agreed that the expectations from the investment by sponsors and the Project Team were realistic for the time frame and size of the investment.
95. The management of the Māori Wardens investment by Te Puni Kōkiri was intended to be an interim arrangement, and the Project Team and RCs have made good use of the relatively short duration to achieve significant improvements in the capacity and capability of the Māori Wardens movement.
96. The actual work required to achieve this level of progress may have been underestimated initially, and consequently some implementation activities occurred prior to the development of clear guidelines or formal structures.

### Relationships

Definition	Finding
The investment helped strengthen effective working relationships with communities of interest (for example, whānau, marae, iwi, the New Zealand Māori Council, Police, the Lions Foundation, and the wider public).	Partially achieved

97. Relationships are of primary importance in the advancement of any kaupapa Māori endeavour. These relationships are based on whakapapa (genealogy), kaupapa (philosophy), partnership (between Te Puni Kōkiri, Māori Wardens, the New Zealand Police and communities) and roles (Māori Wardens and the Police).
98. Evidence from Wardens, RCs, Police ILOs and trainers, the Project Team, and most other stakeholders indicates that the investment has contributed to significant progress in developing effective working relationships.
99. Feedback from Wardens and ILOs indicates that RCs have played a critical role in building key relationships, especially between Māori Wardens and Te Puni Kōkiri, the Police and communities.
100. One RC commented that whakapapa was key to building relationships.
 

*I realised way back it needed to be a relationship building exercise right from the beginning, and that was based on identifying yourself and doing the whakapapa stuff so that you could do your job. They could relate to you and your whakapapa (RC).*
101. Another RC noted that sufficient time was required to build relationships.
 

*I go around the sub-associations once a fortnight. When I go somewhere I never make a time when I am leaving; I make sure I have covered all of their issues. As time has gone on, the issues have diminished (RC).*

102. RCs advised that they spent a lot of their time being conduits of information, and ensuring the information flowed right across their regions. For RCs this meant attending monthly meetings, liaising with key people in sub-associations in person, by phone, and email to exchange and share information, which also occurred through the use of various media – for example, newsletters and hui with Māori Wardens as well as other community stakeholders.
103. Māori Wardens advise that generally the communication flow between Wardens and RCs is good, and that RCs have been instrumental in assisting them in many areas such as funding, uniforms and consultation with community stakeholders.
104. At a national level the Te Puni Kōkiri Project Team assisted as the broker and facilitator of inter-agency relationships. RCs advised that being a neutral party was key to the Project Team's role, particularly for progressing decisions that were socially or politically situated.
105. There is still some work to be done to build effective relationships at a national level (in particular, between Te Puni Kōkiri, the New Zealand Māori Council and the New Zealand Māori Wardens Association) to ensure that Māori Wardens get the best support and coordination through any new governing entity.
106. One possible solution might be that Te Puni Kōkiri facilitates a process or guided mediation amongst the leadership of the Council and the Association to address current issues and to seek a shared vision for the future.

*The concept of Aroha ki te tangata [needs to be] transferred to the national association (Māori Warden, when asked about areas for improvement).*

107. The contribution of the Police (ILOs, vans and training) has been very important in progressing Warden relationships with Police. Māori Wardens and ILOs advise that in general the ILO-Warden-Police relationships have been positive despite some tension between the culture of the New Zealand Police and the Māori Wardens' kaupapa.

*Relationships improved between Police and Māori Wardens. The Police 'giving' a van to the Māori Wardens to use contributed to this. ILO's representative on the Board increased and maintained a connection with Māori Wardens...Māori Wardens based at the [Police] station improved communication and the relationship. (Māori Wardens)*

108. Māori Wardens and ILOs advise that the constant change of people and restructuring within the Police force results in the loss of historic and local knowledge, and the breakdown of key relationships.
109. The Project Team noted that at times there have been ongoing tensions between Project stakeholders, especially between the New Zealand Māori Warden's Association and the New Zealand Māori Council, and between the New Zealand Police and the Wardens.



## Tailored to context

Definition	Finding
The investment enabled tailored and targeted responses to the diversity of contexts in which Māori Wardens operate (geographic, cultural, historical, social, individual).	Mostly achieved

110. Context matters, as each region is diverse in its geography, culture, history, society, individuals, and more. For example:
- Taitokerau is characterised by a strong marae and iwi driven approach where Wardens are strongly directed and supported by local communities to serve community needs.
  - The urban Auckland region is characterised by a large population base with a diversity of tribal (and ethnic) backgrounds and social needs, especially where families are dislocated from their traditional support networks. Because of the urban context, there is a stronger emphasis of Warden work on patrol and security.
  - The Waikato/Te Arawa region is characterised by a strong desire by Māori Wardens to operate in a regionalised approach where sub-associations are the primary governing unit of the Māori Wardens and make autonomous decisions while collaborating with one another.
111. The operational model recognised the importance of branches and sub-associations retaining autonomy while becoming more regionalised, and was intended to respond to the diverse needs of Māori Wardens through a flexible approach.
112. This was reflected in the regional coordination approach, where RCs worked with Māori Wardens to increase their effectiveness in ways that enact rangatiratanga (independence) for Māori Wardens to best benefit the community. Generally RCs have lived in their areas for a long time, or have familial connections to the area, so they have good knowledge of the regions, and good networks (or the ability to create good networks) for working with Māori Wardens and other stakeholders.
113. Generally, all stakeholders were satisfied that the model enabled tailored and targeted responses to the diversity of contexts in which Māori Wardens operate. Stakeholders were predominantly satisfied with the approach to regionalisation. However Wardens in some sub-associations, and some RCs, did not agree with Te Puni Kōkiri decisions about best use of resources – for example, the degree of autonomy for sub-associations and regions to determine their own structural arrangements.
114. Tailoring to context is a feature of the investment that should be retained in future planning. A unique feature of the Māori Wardens movement is that each locality has its unique character and history, and as such there is no 'one-size-fits-all' approach.

## Organisation

Definition	Finding
The investment strengthened the ability of the Māori Wardens movement to articulate and progress the aspirations of Māori Wardens for a solid, strong organisation (locally, regionally, and nationally).	Mostly achieved

115. The investment (and its evaluation) was intended to occur within the context of a wider consultation process on a new governance structure which has not yet occurred. Furthermore, the investment was not intended to directly achieve the ends of the governance review, but rather to support it through capacity building at local, regional and national levels.
116. Examples of good progress in this area are evident at all levels. At a local level, the training programme, funding programme and other investment components have enabled sub-associations to develop organisational capability.
117. The benefits of a localised approach was evident at most regional Wardens' hui particularly the Hamilton, Whangarei, Hastings and Whanganui regional hui – examples given were improved coordination of activities, sharing of information, and growing of the numbers of Wardens and capacity due to investment in a localised approach at a District Māori Wardens Association level. As a result, the Wardens consulted during this evaluation reported greater satisfaction with both their connectedness to the Māori Wardens movement and their autonomy at a branch and sub-association level.
118. At a national level, Māori Warden contributions to major events such as the Christchurch earthquake, Rugby World Cup 2011, Waitangi Day, the Koroneihana (Māori Coronation) and the Rena disaster, demonstrated a high level of capacity and capability to provide an organised and coordinated response.
119. Areas for further development include additional training and support on administration, accountability to the funders, and enhancing systems and processes at all levels to maximise value for money.

## Knowledge and skills

Definition	Finding
The investment contributed to the Māori Wardens movement gaining knowledge and skills to enhance the responsiveness of services to communities and to be able to work in a self-governing, independent, accountable way.	Mostly achieved



120. The investment sought to develop knowledge and skills within this diverse volunteer workforce of people. In this context the investment in training (further evaluated below) has enabled significant capability building through the Ngā Akoranga Pirihiimana foundation training provided at a national level by the Police, as well as other key areas such as security, traffic management and first aid, and has enabled a response to specific needs identified at a regional level such as literacy and numeracy.
121. As part of the Ngā Akoranga Pirihiimana course, evaluation forms were distributed to participants to seek their feedback on the degree of satisfaction the Wardens had with the training. It is understood that this feedback may not have been analysed and therefore the extent of satisfaction from this data source is unknown. However, verbal feedback from Wardens at regional hui held for the purposes of this evaluation identified a high degree of satisfaction with the training, and in particular with the Trainers and their ability to engage with Wardens and make the information relevant and understandable.
122. The investment enabled knowledge and skills to be obtained not just through the Ngā Akoranga Pirihiimana foundation training programme, but through on-the-job training and local wānanga in the kaupapa of Wardenship (Aroha ki te tangata), including te reo Māori and tikanga Māori – for example, tikanga tupāpaku (rituals around dealing with the deceased) and the Coroners Act. Wardens often commented that the legacies handed down by their parents and grandparents, who had been involved in the movement, were valued sources of knowledge and skills.
123. At a local level, the opportunities to learn this knowledge occur more on-the-job, as Wardens learn from senior Wardens, or relatives who have been Wardens for some time.
124. Increasingly across regions, Wardens are requesting training on social issues such as family violence and addictions. RCs have responded by organising training sessions, information and support for discussion on these issues. There is value in ensuring that Wardens are informed of the local Iwi and Māori service providers who specialise in providing support for these issues at a local level so that connections can be made and specialised support provided.
125. The investment has contributed to the Māori Wardens movement gaining specific knowledge and skills to be able to work in a self-governing, independent, accountable way – for example, support has been provided at a branch and sub-association level to access funding through the Māori Wardens investment funding programme and other funding streams.
126. There is a need for administration training to support the administrative capability and accountability of Wardens according to a Ngā Akoranga Pirihiimana programme trainer. However, the feeling from some Māori Wardens was that there is a reluctance to take on the commitment of administrative duties required for a self-governing entity because, as community volunteers, most Māori Wardens aspire to work with their people in their communities and are not interested in the administration and management aspects. It will be an ongoing challenge to upskill people in areas that they do not aspire to work in, particularly if that work is of a voluntary nature.

127. The Project Team noted that participation in the Ngā Akoranga Pirihimana training was a condition of having access to a Wardens uniform. They agreed that there is a mismatch between the administration skills that could be taught and the ability/interest of many Wardens to pick up those skills.
128. Further opportunities for improvement include:
- Extending the focus of the Te Puni Kōkiri Māori Wardens Project Board to include all core training that is delivered to Māori Wardens with the proviso that this Board functions effectively.
  - Forming further regional and local administrative support systems such as that provided by the Takitimu Trust in Hawkes Bay.
  - Exploring opportunities for alignment with, and accreditation under, the NZQA Framework so Wardens can gain nationally recognised certification.

### Growing the numbers

Definition	Finding
The investment contributed to growing the number of Māori Wardens with specific skills and attributes to enhance the movement's capacity to contribute to communities.	Partially achieved

129. The investment has contributed to growing the number of Māori Wardens with skills and attributes to enhance the movement's capacity to contribute to communities.
130. Te Puni Kōkiri data shows that the number of Wardens grew from 490 in 2007 to 823 in 2010, and at least some of this growth is attributable to the investment. By late 2011, the number of active Wardens stood at more than 950. However, available data lacked specificity in regard to definitions and numbers of active and inactive Wardens, and regional trends.
131. Growing the number of Māori Wardens was understood to be an expectation of the investment at a policy level but was not universally perceived by RCs to be a primary part of their role. Most RCs focused on growing the capability (knowledge and skills) of the Wardens rather than capacity (numbers of people) given that Te Puni Kōkiri was only administering the project for a limited time. There was also some doubt about the readiness at a branch level in terms of infrastructure to manage any increase in numbers.
132. Whanganui is an exemplar of growing the numbers as the RC took deliberate steps to successfully grow the number of Wardens and sub-associations, while developing the Māori Wardens' network. Some other regions also reported growth in numbers.
133. There is a recognised need for concerted efforts to attract greater numbers into the Māori Wardens movement.





## Public Perception of Value of Māori Wardens

Definition	Finding
The investment has enabled an acknowledgement of the value and contribution of Māori Wardens (by local, regional and national communities). The work of Māori Wardens is known, valued and fits into communities.	Mostly achieved

134. As a result of the investment, the Māori Wardens and the Police representatives interviewed felt that there is more widespread acknowledgment of the value and contribution of Māori Wardens in 2011 than in 2007. As mentioned earlier, feedback from community stakeholders would lend further credibility and should be recorded for future reference. It was perceived that the work of the Māori Wardens now has a higher profile and is more valued by communities. This is especially evident at a national level as a result of the Māori Wardens' contribution to high-profile events as described below.

*For a time, Waitangi Day events were mostly manned by the Police force. Today it is mostly Wardens and this is similar to many of the large national Māori events, where Wardenship is recognised as the most appropriate (Police trainer).*

135. The investment has contributed to the perceived value of Māori Wardens' work and contribution in their local communities, as well as giving them a stronger presence due to the uniforms, vans and working relationships with ILOs.

*Without a doubt the Wardens are integral. When we talk about reducing crime, they have been instrumental in saving a lot of Police time. [Police are] now freed up because of our Wardens. (ILO)*

136. RCs and Māori Wardens maintained that local stakeholders widely perceived that Māori Wardens were impacting on enhanced community safety and reduced crime rates. A community stakeholder confirms this view.

*The Māori Wardens were bloody marvellous. Security companies can get a bit over the top and the Māori Wardens were visible, constantly moving through the crowds and not at all heavy handed. Younger people respect them and for the first time, troublemakers kept their distance. We definitely want them on board again next year (Darryl Hart, Stage Manager and Past President of Golden Shears commenting on the 2009 Golden Shears event - excerpt from "Aroha ki te tangata" May 2009 publication).*

137. Many stakeholders commented on the reduced need for a Police presence at national and local events due to the increased contribution of the Māori Wardens at those events. Two Police stakeholders provided anecdotal evidence (such as local data on reduced crime rates, which they attributed in part to the presence of the Māori Wardens) to support this claim. Positive feedback from an ILO reinforces this:

*Through regular patrols by the Māori Wardens there were no reports of theft and there were no arrests during the (2009) Golden Shears event. I believe this is a true testimony to the wonderful work that was completed by the Māori Wardens. Their dedication and professionalism should be applauded... Event organisers, local businesses and members of the public have all offered nothing but superb comments about the Māori Wardens (Constable Stuart Martindale, Wairarapa Iwi Liaison Officer – excerpt from "Aroha ki te tangata" May 2009 publication).*

138. There remains plenty of room to continue strengthening the profile of the Māori Wardens, together with systems that monitor and demonstrate the value of Māori Wardens as perceived by communities.

### Value for money of Te Puni Kōkiri investment

Definition	Finding
The investment demonstrates value for money through more positive social outcomes in communities (with direct benefits for taxpayers and indirect flow-on benefits for society).	Mostly achieved

139. Ultimately, value for money from the Māori Wardens investment should be realised through positive social outcomes in communities, which deliver direct benefits for taxpayers and indirect flow-on benefits for society.
140. For example, local stakeholders perceive that the increased presence and capability of Māori Wardens has started to have an impact on reducing crime rates in some areas. If this could be credibly quantified and attributed to the investment, taxpayer savings in the Police and Justice system could be demonstrated.
141. Better data would be needed to demonstrate this.
142. It is possible to contextualise the Māori Wardens investment within the wider Justice system expenditure and thus provide some indication of the required effectiveness of the investment to break even.
143. In the 2011/12 fiscal year the Government spent \$3.6 billion on Law and Order<sup>6</sup>. As such, the Māori Wardens investment represents about 1/1000 of Law and Order costs on an annual basis. Therefore the Māori Wardens investment would break even in Law and Order expenditure terms alone if it contributed to a 1/1000 reduction in crime related costs.
144. The value of the Māori Wardens investment is not limited to reduced crime. For example, wider benefits include enhanced community capacity to deal with crises, including the Christchurch earthquake, and the Rena disaster, and improved community safety and security, through the Māori Wardens' presence at national events such as Te Matatini o te Rā (the national Māori performing arts festival) and Waitangi Day celebrations.

<sup>6</sup> The Treasury. 2001 Budget: Key Facts for Taxpayers. [http://www.treasury.govt.nz/budget/2011/taxpayers/01.htm#\\_crownexp](http://www.treasury.govt.nz/budget/2011/taxpayers/01.htm#_crownexp)



145. There are a number of potential examples of the positive contributions of Wardens to annual events since 2007, such as public safety at the Rhythm and Vines festival, Te Matatini o te Rā and the Golden Shears event.
146. In terms of the outcomes of the investment as defined for the evaluation, the investment of \$13 million over four years would represent 'excellent' value for money if all of the outcomes above had been fully achieved, as this would indicate that the expectations of the investment had been fulfilled and the rationale for appropriating the funding, justified.
147. The majority of outcomes have been evaluated as 'mostly achieved'. This suggests good progress for the time and money invested and most issues or gaps are being actively addressed. On this basis the investment to date represents reasonable value for money in terms of the outcomes achieved.

### Sustainability

Definition	Finding
The impacts that were started by the investment (as defined in the evaluative criteria) are able to carry on (for example, the movement may have increased capability to secure funding from other sources).	Partially achieved

148. Sustainability in this context refers to the impacts that were started by the investment, and the extent to which these may be able to continue after the initial four-year investment. At the time the evaluation framework was developed, the evaluation team was unaware that there would be ongoing funding for the Māori Wardens investment. Accordingly this part of the evaluation was intended to focus on what would be sustained at the point the funding stopped.
149. Sustainability of the impacts from the Māori Wardens investment requires more than just funding. Most importantly, it requires ongoing commitment to improving capacity and capability at all levels (from leadership to the various skills of individual wardens).
150. Some impacts may be sustained for some period of time if funding ceased – for example, skills and knowledge gained through the training, and enhanced relationships forged with the assistance of RCs and ILOs.
151. Other impacts are totally dependent on ongoing funding – for example, improved capability through access to vans, and ongoing access to uniforms and safety equipment as new Wardens come on board.
152. Sustainability is greatly enhanced by the recent approval of an ongoing baseline funding stream. Some sub-associations/branches are beginning to apply for external funding with support from RCs. An example was provided of a district leader who commands market rates for work undertaken by Māori Wardens, thus providing resources to invest in capital enhancements. These examples suggest that some leaders within the Māori Wardens have

increased awareness and capability to support Wardens becoming self-sustaining at a district level.

153. In order for the impacts to be more than partially sustainable, all inputs would require sustainable funding.

## Process evaluation

154. The process evaluation addresses KEQ 2: Was the investment delivered efficiently and effectively by Te Puni Kōkiri during 2007 to 2010 so as to contribute to successful Māori Wardens Project impacts?
155. Table 7 provides a summary of the top-level findings for each evaluative criterion to assess KEQ2. Findings indicate effective and efficient delivery overall, with some areas for improvement.

Table 7: Summary evaluation findings on investment processes (the means)

Evaluative criteria	Finding
Effective implementation	Mostly achieved
National support	Partially achieved
Working towards a new governance arrangement	Partially achieved
Regional Coordination	Mostly achieved
Training	Mostly achieved
Communications, marketing and promotion	Partially achieved
Funding Programme	Mostly achieved
Vans	Mostly achieved
Uniforms	Mostly achieved
Safety equipment	Mostly achieved
Allocative efficiency (right mix)	Mostly achieved
Technical efficiency: Good systems for efficient use of resources	Partially achieved

156. The following section addresses each of the outcomes evaluative criteria in detail.



## Effective implementation

Definition	Finding
The planned Project activities were delivered as intended (within realistic expectations and time frames).	Mostly achieved

157. The Project Charter includes provision of:
- Additional resources for Māori Wardens in the form of uniforms, vehicles and radios
  - Māori Warden and Regional Coordinator Training
  - Appointment of Regional Coordinators
  - A contestable funding pool able to be accessed by Wardens to fund local initiatives
  - Development of a tool box of national initiatives able to be picked up by different Warden groups
  - Refreshed promotion and marketing of Māori Wardens
  - National support and guidance for Regional Coordinators of Warden activities
  - Policy development to establish with key stakeholders (the New Zealand Māori Council and the New Zealand Māori Wardens Association) a viable national body to govern and manage Māori Wardens in the longer term.
158. The planned Project activities were generally delivered as intended. This is testament to the effective teamwork and collaboration of the Te Puni Kōkiri Project Team, the RCs, the New Zealand Police ILOs and the Māori Wardens.
159. A key exception is the process of warranting Wardens. According to the Project Team, under the current Māori Community Development Act provisions, there is a three-year warranting cycle administered by Te Puni Kōkiri that ensures administratively a quick turnaround (usually six weeks maximum). However delays often happen at a local and District Māori Council level where warrants are 'sat on' for long periods.
160. Overall, the process of warranting is not working well in most areas, and in some areas is dependent on the quality of local relationships with the New Zealand Māori Council. These lengthy delays have been a source of frustration for Māori Wardens in some localities. Some stakeholders perceive delays are due to lack of available human resources at the District Māori Council level; others perceive the delays to be a political protest in regard to the Māori Community Development Act.

*It is a long time to wait for warrants – up to 18 months. The current process is controlled by the Community Development Act [NZ District Māori Council]. Te Puni Kōkiri says "Send [the application for a warrant] to us to get signed by the Minister", but NZDMC (The New Zealand District Māori Council) says "No, send it to us." [it goes] into the system, [and we are] waiting for years. It's hōhā and a risk; we can't use unwarranted wardens for jobs as they are acting without authority, which puts us at risk. It keeps Māori Wardens off the streets; it's extremely unfair. The process works counter to the kaupapa. (Māori Warden).*

161. The Project Team recognised the need to review warranting systems and redevelop these to improve timeliness and effectiveness in a way that better supports Māori Wardens. This may include a proactive alert system that advises the governance entity of expiring warrants.
162. Funding programme guidelines that prioritise the distribution of funds took some time to develop as there were some initial teething problems to determine decision making and accountability processes. The funding distribution process has improved iteratively.
163. A key area of focus for the future is the development of a strategic plan that focuses on effective implementation according to a clear overall vision, strategies, goals and workplan. It may be useful to consider an 'exit strategy' from Te Puni Kōkiri to the new governance entity in the plan.
164. With respect to the funding programme, a strategy for devolving the responsibility for assessing and processing funding applications to local areas, as is the case with the Community Organisation Grants scheme (COGs), may also be worthy of consideration.

### National support

Definition	Finding
At a national level, the overall investment was managed by Te Puni Kōkiri within an effective supporting policy, governance and management structure (including the Māori Wardens Project Board and the Project Team).	Partially achieved

165. Findings indicate that at a national level, the overall investment was generally managed within an effective national supporting structure by Te Puni Kōkiri, the Māori Wardens Project Board and the Project Team.
166. Sub-association and branch representatives were generally satisfied with the national-level supports and saw the benefits of a neutral national support group in facilitating progress in their capacity development.
167. The RCs played a crucial role in demonstrating national support from Te Puni Kōkiri, and as a result, RCs and Māori Wardens held the view that generally Māori Wardens became more supportive of the involvement of Te Puni Kōkiri (although this support was not universal and for many was not seen as a desirable long-term arrangement).
168. The Project Team explained that an Advisory Group was established at the onset of the Project to identify a governance model (which they presented to the Minister of Māori Affairs in 2009). The Minister rejected that model and reviewed the Advisory group. Following this, a Māori Wardens Project Board was put in place which included some of the members of the former Advisory Group and others.



169. Having a Māori Wardens Project Governance Board and a dedicated Project Team to coordinate the implementation of the investment was considered by the stakeholders interviewed as important and necessary, both now and into the future. The key strengths highlighted included their relationship building skills, knowledge of the kaupapa and history of the Wardens.
170. Coordination between Te Puni Kōkiri and the Police was primarily arranged between the two respective Project managers and was generally considered effective.
171. A Project Team member indicated there were challenges in developing systems for accountability purposes and overseeing RC work while managing the reality of tensions within this large, diverse, culturally driven, voluntary sector largely comprised of people over the age of 65.
172. In this complex context, the actual work required may have been underestimated initially. As a result, some implementation activities occurred prior to the development of clear guidelines or formal structures.
173. Looking to the future, there is a pressing need to establish robust monitoring and evaluation systems. As a first step this will involve identifying core information needs, and developing data collection systems to support these.
174. Another area for further development at a national level is strengthening relationships between the New Zealand Māori Wardens Association, the New Zealand Māori Council and Te Puni Kōkiri to ensure effective national coordination and consistent communications with the Māori Wardens.

### Working towards a new governance arrangement

Definition	Finding
The investment enabled stakeholders to come together to reach a clear understanding and decision on the best governance model to support the ongoing sustainability, capacity and capability of Māori Wardens.	Partially achieved

175. The investment was intended to occur in the context of a government consultation process around a new governance structure. It was expected to contribute to this process by enabling stakeholders to come together, which would aid discussions about governance models.
176. The investment did enable stakeholders to come together and discuss these matters, and the Project Team has facilitated discussions about a new governance structure and warranting processes. RCs have played a key role in helping to prepare Wardens for the upcoming government consultation and the investment has laid a foundation that should serve to enhance the productivity of future discussions on the governance arrangement.

177. Thus, the investment has laid a foundation that should serve to enhance the productivity of future discussions on the governance arrangement. It is highly desirable that Te Puni Kōkiri make appropriate use of the foundational relationships established by the Māori Wardens Project Board and RCs, to enhance the effectiveness of consultation on the future governance structure.
178. However the official consultation on the governance model has not yet commenced and this has meant delays for the Project Team in their work to progress this area.
179. Despite the fact that government consultation has not yet commenced, some stakeholders felt that the Advisory Group could have done more to explore potential governance models in the meantime.

### Regional Coordination

Definition	Finding
The Regional Coordinator positions contributed effective localised operational support for Wardens on the ground, coordinating the allocation of resources to grow capacity and capability.	Mostly achieved

180. The regional coordination model has been highly successful. RC positions have been instrumental in the provision of localised operational support for Māori Wardens on the ground, coordinating the allocation of resources to grow capacity and capability. Despite the role not having been clearly defined at the outset, it has been able to evolve and tailor support according to regional characteristics and need.
181. All regional stakeholder consultation with Wardens, ILOs and other community representatives indicated that RCs were working effectively within their regions at a number of different levels – including brokering relationships, facilitating access to training and resources, and supporting and encouraging regional and branch development.

*[RC] has done well – tiaki i ā mātou, easy to deal with; approachable; accessible; [RC has a] good understanding of our area; is seen, heard, available; [has] expertise in te Ao Māori, te Ao Pākeha, and knows how to balance both (Māori Warden).*

*[RC] helped get the policy in place for the vehicles. It is a Te Puni Kōkiri van. [RC] is straight shooting – gives us answers. What's gone well is that we have a constitution that we would never have got without the RC's help to get the funding and understand how the funding works (Māori Warden).*





182. The regions are large areas for one person to cover and require extensive and constant travel to maintain the required level of face-to-face contact. This raised questions about the capacity of RCs to work effectively with branches and sub-associations, and to maintain this level of coordination over the longer term. According to the Project Team, there are some groups who throughout the project indicated that they did not need an RC.

*[We are] feeling that the RC has too much work; [RC] is a 'whirlwind' and we do not feel valued by the lack of face-to-face hui (Māori Warden).*

183. At the same time it was apparent that RCs were undertaking their roles in different ways, with different levels of effectiveness. This variation reflects the relatively non-interventionist way in which the roles were specified and supported by Te Puni Kōkiri.

184. The regional coordination model should be reviewed with regard to both the role and focus of the RC positions over the next three years, based on developments to date. This may vary from region to region. It may be, for example, that the capability and capacity building work that RCs have done around building administrative capability and supporting sub-associations to move toward independence needs to continue or be done differently. There may be some regions where an exit strategy for the RC role is necessary.

185. The nature of support, resourcing and supervision provided to RCs also needs to be reviewed. Examples include exploring the potential value of the implementation of the operations manual, updating job descriptions, reviewing performance standards, together with providing enhanced training, professional development and peer review.

## Training

Definition	Finding
Training was provided in a strategic and targeted approach that identified and prioritised training needs, identified relevant training of appropriate quality and value for Māori Wardens, and provided an appropriate balance between national consistency and local flexibility.	Mostly achieved

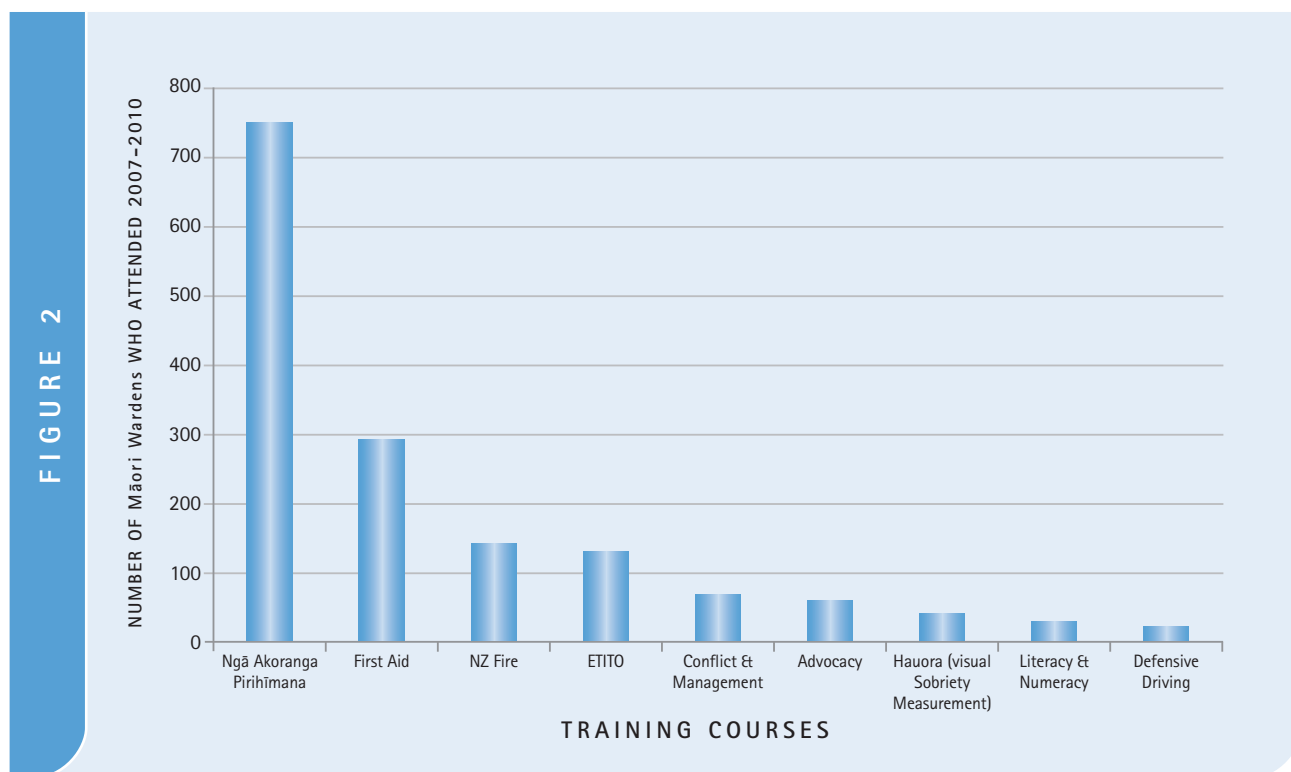
186. Over the four years of the Māori Wardens Project investment, training has been provided to over 1,500 attendees<sup>7</sup>.

187. The Ngā Akoranga Pirihimana foundation training provides selected units from the New Zealand Police training programme that are considered relevant to the situations that Māori Wardens are increasingly managing. Undertaking the course was a prerequisite for Wardens getting uniforms.

188. As shown in Figure 2, Ngā Akoranga Pirihimana foundation training accounted for approximately half of the total training attended by Wardens from 2007 to 2010.

<sup>7</sup> This number is a count of individual attendees at all training sessions in this timeframe. Therefore individual Wardens may be counted twice in this total and the total number of individual Wardens who attended training may be slightly lower.

Figure 2: Attendance at Māori Wardens Project training courses, 2007–2010



Source: Te Puni Kōkiri

189. A planned and considered approach was taken to identify training needs and provide appropriate national and local tailored training. There was mixed feedback from Wardens about the training; some considered it was great while others felt that some training was not tailored to their needs. Overall, it appears that the training has increased the confidence and competence of Māori Wardens in carrying out their roles (as covered in outcome evaluation findings).
190. Some Māori Wardens would have liked more training that was specific to their communities, such as first aid responses to asthma, heart attacks and suicide risks. Some Māori Wardens felt some of the training was inappropriate or not relevant to them, such as security training and or STMS (traffic management) training – they felt training was too focused on Police needs and not on those of the community.

*I totally disagree with Police training and security training. Wardens are not security guards. Wardens abide by "Aroha ki te tangata" – patience and compassion (RC).*

191. At this juncture it would be timely to review and update the training needs analysis undertaken in 2007. For example, the need for foundation training on administration and accountability competencies has already been recognised. Also, the relatively low numbers of Wardens taking up literacy and numeracy training raises questions about possible unmet needs in this area.



192. An area for further development is the collection and analysis of training data to determine the extent to which training has been effective, based on identified training needs. This would include reviewing the Ngā Akoranga Pirihiāmana training programme approach, data systems, analysis and reporting methods.
193. It is noted that evaluation forms have been collated but not analysed as Te Puni Kōkiri felt the information gathered was not helpful. Appropriate evaluation sheets should be distributed after each training to systematically identify strengths and opportunities for improvement in all training.
194. In the early stages of the Project a Training Advisory Group, known as the TAG was set up to advise on the content of training and involved Wardens' input. Perhaps this needs to be reconvened.

### Communications, marketing and promotion

Definition	Finding
Communications, marketing, and promotion were aligned with and supported the aims of the investment, contributing to awareness and understanding of the Māori Wardens' whakapapa and kaupapa.	Partially achieved

195. The investment contributed to marketing and communications to raise awareness and understanding of the Māori Wardens – for example, through:
- Te Puni Kōkiri Aroha ki te tangata newsletter and website
  - The funding programme granting funds for computers and local communications initiatives and brochures
  - Uniforms, which gave Wardens a more consistent profile
  - Vehicles, which provided increased mobility, enabling Wardens to have a greater visible presence at local and national events.
196. These streams of activity all contributed to increasing awareness in the community, according to the Māori Wardens interviewed. By supporting these activities, the Project indirectly supported those Wardens groups who made efforts to increase their profiles.
197. However, these activities were carried out in the absence of an overarching communications and marketing strategy that was agreed across the movement about the role of Te Puni Kōkiri and other key stakeholders. There remains plenty of room to coordinate and strengthen communications, marketing and promotion nationally and locally.

## Funding programme

Definition	Finding
The funding programme was managed effectively, within a strategic and targeted approach that identified and prioritised needs, identified relevant solutions of appropriate quality and value for Māori Wardens, and provided an appropriate balance between national consistency and local flexibility.	Mostly achieved

198. The funding programme consists of a contestable pool of funding, initially \$300,000 in 2008, then \$1,000,000 per year over the following three years. Funding guidelines and policies have been developed to support operations, capacity and capability and participation in national events. The funding programme is managed by Te Puni Kōkiri, with processes in place to ensure that funds are managed effectively within a strategic and targeted approach, balancing national consistency and local flexibility.
199. Māori Wardens and the Project Team were satisfied with the funding programme, in particular its flexibility, enabling Wardens to access funds based on evolving local priorities and needs. A key success factor is having in place clear and easily accessible funding application and assessment processes, and administrative support for RCs in their roles of supporting the Wardens in all aspects of accountability for funding.
200. Available data was not able to support direct evaluation of the effectiveness of the pool funding – for example, the extent to which funds were allocated to maximal effect. Te Puni Kōkiri had on file approximately 70 accountability and monitoring reports (one from the recipient group and one from the RC for every funded application), addressing whether the goal of the allocated funding had been achieved. However, these reports were filed principally for accountability (not evaluation) purposes, were not reported against a consistent framework and had not been aggregated for monitoring or evaluation. A focus on better information to evaluate progress and outcomes of the project would enhance Te Puni Kōkiri capacity to make informed programme planning and management decisions.
201. However, no stakeholder dissatisfaction was evident in this regard. There was little feedback from Māori Wardens indicating any perception that the allocation of funding was unfair or inappropriate.
202. Some comments from Māori Wardens in the regions and from the RCs suggest there is still room for improvement. Some suggestions were that the funding be distributed in a more timely fashion; bulk funding would be a more suitable process; ensuring that the funding system doesn't disadvantage smaller branches; and Wardens are not out-of-pocket for expenses. However, stakeholders agree that there have been improvements to the initial funding model. This is a positive indication in the context of a contestable funding pool for a voluntary, regionalised sector with few resources.



203. From the perspective of the Project Team and RCs, a key feature of the funding that needs to be retained in future is its flexibility as well as remaining specific to the Māori Wardens' kaupapa (as opposed to mainstream funding arrangements).

## Vans

Definition	Finding
The vans were used in ways that supported core Warden activities and enhanced the capacity and capability of Māori Wardens to work effectively.	Mostly achieved

204. Vans were provided to Māori Wardens by both the New Zealand Police (20 in 2010/11) and Te Puni Kōkiri (12 in 2010/11). The vans enabled support for core Warden activities. Te Puni Kōkiri leases the vans (the Project investment, including the vans, was initially time-limited), whereas the New Zealand Police purchased the vans incrementally. From the 2007/08 to the 2010/11 financial year, the total number of vans provided to Wardens, through the two agencies, increased from around 6 to 32.

Table 8: Vans provided to Māori Wardens by Te Puni Kōkiri, 2007-2011

Financial year	2007/08	2008/09	2009/10	2010/11
Te Puni Kōkiri vans	0	10	15	12

Source: Te Puni Kōkiri

205. Feedback from all stakeholders indicates that in most cases, the vans were used in ways that enhanced the capacity and capability of Māori Wardens to work effectively. In some areas, it took time to work through the best mechanisms for ensuring access within regions and consistent accountability for vehicle use.

206. Despite the fact that the vans were standard sized vans, it was widely commented that the Police vans were not best suited for some Wardens' use as they were too high to comfortably enter (particularly for elderly Wardens) and the seats were considered by some to be too narrow.

207. The New Zealand Police have clear policies on van use and in some areas access to Police vans was experienced as restrictive for Wardens, with inconsistent application of regulations regarding appropriate use. For example there are some areas where the ILOs might choose to restrict usage.

208. Maintaining access to vans is critical for Wardens to sustain their work.

## Uniforms

Definition	Finding
The uniforms contributed to a consistent, positive visible image and presence, and a sense of belonging and cultural pride for Māori Wardens.	Mostly achieved

209. Uniforms were strongly appreciated by Wardens as making a positive contribution to the visible, consistent image and presence of Wardens. For many Wardens, uniforms are an important aspect of preserving the history of wardenship and provide a sense of belonging and cultural pride.

*When I didn't have a uniform I felt apart; when I had one I felt included (Māori Warden).*

210. Māori Wardens and RCs commented that the criteria to receive uniforms through completing the Ngā Akoranga Pirihimana foundation training seemed unfair. Many Māori Wardens aspire to provide services to their communities, for example to assist at their marae, and therefore do not see a need to undergo this particular training. Those who have criminal convictions are also unable to undergo the training, and are thus denied access to a uniform. Māori Wardens commonly felt that uniforms should be issued to Māori Wardens as a right once they become warranted.

211. A Request for Proposals (RFP) process was put in place seeking providers to supply uniforms and included a criterion that there was an ability to supply large sizes. Despite this, Wardens expressed particular concerns about the service provider's ability to provide tailored to fit uniforms and there were many examples given in regional hui where Wardens talked about uniform issues such as sizing, timeliness of accessing uniforms and appropriateness of what was provided.

*When my uniform arrived, it was a skirt (Male Māori Warden).*

*The shirt was far too small and the trousers too long. (Māori Warden)*

212. Uniforms are expensive, therefore replacement of lost/damaged uniforms is decided on a case-by-case basis – taking account of the circumstances – and based on discussion with RCs. Te Puni Kōkiri is working to address these issues.

## Safety equipment

Definition	Finding
The safety equipment (high visibility jackets, warm clothing, torches, radios) contributed to the actual and perceived safety of Māori Wardens while on duty.	Mostly achieved

213. The safety equipment (high visibility jackets, warm clothing, torches, and radios) provided has contributed to the actual and perceived safety of Māori Wardens while on duty.

Training is provided on the use of equipment. There were issues around the availability of Police radios that arose and are being addressed at a local level.

214. Wardens commented that they work in all weather, yet waterproof clothing is not provided and is therefore covered at their own cost.

## Allocative efficiency

Definition	Finding
The available funding was allocated to an appropriate overall mix of resources – nationally, regionally and locally – that is, no alternative allocation of resources would have led to better outcomes.	Mostly achieved

215. Allocative efficiency considers the extent to which the investment was allocated to an appropriate overall mix of resources – nationally, regionally and locally. It considers whether an alternative allocation of resources could lead to better outcomes.

216. Findings above indicate that all components of the investment contributed effectively to building Māori Wardens' capacity and capability – so there were no areas of significant wastage within the overall investment mix.

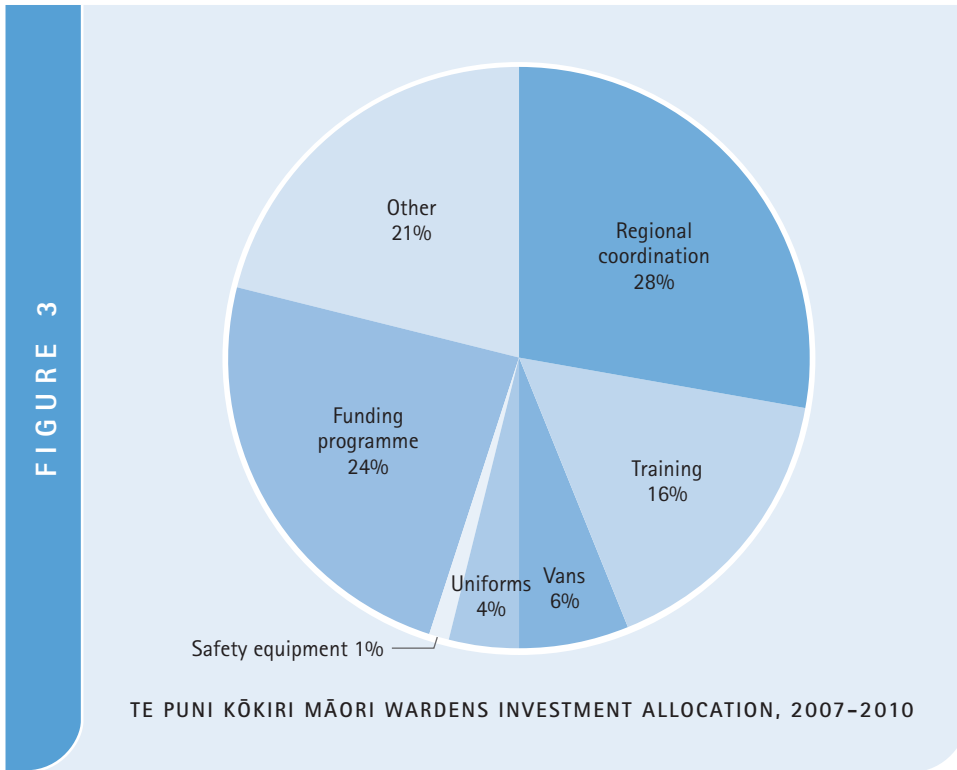
217. Figure 3 provides a breakdown of total Māori Wardens expenditure by Te Puni Kōkiri over the four year period (funding data from the New Zealand Police was not available).

218. Over half of the total investment was allocated between regional coordination (28 percent, \$3.6 million over four years) and the funding programme (24 percent, \$3.2 million). Training accounted for a further 16 percent at \$2 million. Available evidence suggests that all of these areas have performed well. As discussed under Regional Coordination, additional investment in this component might improve value for money of the overall investment.

219. The value of the relatively lower-resourced components (in the context of overall expenditure) such as vans, uniforms and safety equipment has also been demonstrated.

220. Investments in the "other" category included the Project management and staff, Governance Board costs, Head Office set-up costs and depreciation.

Figure 3: Te Puni Kōkiri investment allocation, 2007 – 2010



Source: Te Puni Kōkiri

### Technical efficiency

Definition	Finding
The available funding and resources were used efficiently – including systems, processes and capability development to enable sub-associations/branches to manage the money effectively and minimise waste.	Partially achieved

- 221. Technical efficiency considers the extent to which the available funding and resources were used efficiently to maximise value for the money spent – nationally, regionally and locally.
- 222. While there was no evidence of major wastage, sub-associations and branches were still developing their capability, systems and processes to manage resources effectively.
- 223. Three key opportunities to improve technical efficiency have been identified at a national level. First, better data for monitoring and evaluation is needed to contribute to more effective and efficient management of the investment including funding and planning decisions.
- 224. Examples of areas where data collection can be improved include information on the number of Wardens and information on the funding programme.



225. At a minimum there should be a database with basic information about each Warden, including name, contact details, when they joined, their locality, their iwi, whether they are warranted or not and when this occurred, whether they have a security clearance, and their skills, such as whether they have a first aid certificate, and have completed a defensive driving course.
226. To ensure this information is captured, Wardens could be required to fill out a form as a prerequisite to collecting their uniform. There would need to be a one-off exercise to populate the database initially. Wardens would also need to update their details periodically.
227. Ideally, such a database would also record details on Wardens' activities. A simple timesheet system would enable summary data to be compiled on the contributions Māori Wardens make to their communities. Examples include:
- Total hours of activity per month or per year (nationally, regionally and by district)
  - Breakdowns of the types of activities (for example, attending national events, local events, routine street patrols, training)
  - Measures of 'active' versus 'inactive' Wardens (for example, the percentage of Wardens that participated in any Wardens' activities in the past 12 months, the percentage that did at least one patrol in the past six months).
228. To be effective, this activity recording would require high levels of compliance and a strategy for introducing the system over time. There would need to be a unique identification number for each Warden and some form of time sheet or similar system in place. To maximise compliance the processes should be built into everyday routines, and a nominated local person within each district would have responsibility for ensuring data is collected and entered in the system.
229. This may seem a lot to ask of volunteers and achieving good compliance may not be easy. However, if feasible such a system would provide management information to assist in:
- Understanding, quantifying and demonstrating the value of Māori Wardens to communities
  - Attracting future funding
  - Making planning decisions for ongoing improvements to the capacity and capability of Māori Wardens – locally, regionally and nationally.
230. Currently Te Puni Kōkiri holds approximately 70 reports from districts and RCs regarding the use of funds from the funding pool to develop capacity and capability. The information contained within these reports is in narrative form and does not follow a consistent structure. Therefore it is difficult to extract useful management information from them.
231. A database on the funding programme would capture key items of information from the narrative reports in a structured, coded format that would enable analysis of funding allocation (geographically and over time) together with summary data on the types and levels of outputs and outcomes achieved. This would enable better monitoring, evaluation and assist future decision making about the funding programme.

232. Aside from improvements to data systems, two other opportunities to improve technical efficiency were identified:

- Supporting systems and performance standards for RCs would help to ensure more consistent and efficient operations to maximise the value of this significant investment.
- The high cost of the No.1 dress kit has been recognised as an issue and Te Puni Kōkiri is working to address this.



## 5. CONCLUSION

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233. Māori Wardens have a long and widely respected history of working in and for Māori communities. The investment in the Māori Wardens Project was the first time a major injection of Government funding was made to support Māori Wardens. This funding was appropriated with the specific objectives of building the capacity and capability of Māori Wardens, and to support progress toward a national governance body.
234. This evaluation was undertaken in the context of a pending consultation exercise toward a new governance structure and a pending national election. In this context the evaluation sought to privilege the voice of Māori Wardens while being clear about the boundaries between the Te Puni Kōkiri investment and the wider context in which it sits. The inclusion of approximately 130 Māori Wardens across eight regional hui provides a high level of confidence in the representativeness of the feedback received.
235. The evaluation also sought to assess the extent to which the partners, Te Puni Kōkiri and the New Zealand Police, were satisfied with the outcomes to date, and to capture the perspectives of other key organisations such as the New Zealand Māori Council and the New Zealand Māori Wardens Association.
236. Systematic evaluation of stakeholder feedback against the agreed evaluative criteria indicates that generally, the Te Puni Kōkiri Māori Wardens investment was delivered efficiently and effectively during 2007 to 2010, and has been successful overall in enhancing the capacity and capability of Māori Wardens.
237. The Māori Wardens investment has now been allocated baseline funding of \$1.8 million per annum. In this context, the following opportunities for ongoing improvement should be considered by Te Puni Kōkiri:
- Developing robust data collection systems to enable enhanced monitoring and evaluation of the effectiveness and value for money of the Māori Wardens investment
  - Enhancing systems and processes for monitoring expenditure under the funding programme
  - Reviewing the sustainability of regional coordination at current resourcing levels including consideration of the size and structure of regions
  - Reviewing the level and quality of supporting systems and performance standards for RCs to ensure consistent and efficient operations
  - Reviewing and updating the national training needs analysis – for example, to investigate the need for additional training and support for branches and sub-associations on administration and accountability to the funders

- Exploring opportunities for alignment with, and accreditation under the NZQA Framework so that Wardens are able to gain nationally recognised certification
- Developing a national marketing and communications strategy to coordinate and strengthen communications, marketing and promotion nationally and locally, and to attract greater numbers of younger people into the Māori Wardens movement.

238. It is also acknowledged that considerable work is already under way to continue strengthening the capability and capacity of Māori Wardens. In particular, continued progress is required in the following areas:

- Strengthening relationships between the New Zealand Māori Wardens Association, the New Zealand Māori Council and Te Puni Kōkiri to ensure effective national coordination and consistent communications with Wardens
- Reviewing warranting systems and redeveloping these to improve timeliness and effectiveness
- Making appropriate use of the foundational relationships established by the Advisory Group and RCs, to enhance the effectiveness of consultation on the future governance structure.



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 APPENDIX

# APPENDIX: EVALUATIVE RUBRICS

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## Criteria for evaluating intended impacts (the ends)

239. The investment was intended to enhance the capacity and capability of Māori Wardens in a number of ways. The following criteria highlight key aspects of these intended impacts. These criteria provided a basis for the evaluation to explore:

- What the investment adds to the capacity and capability of Māori Wardens – strengthening the contribution that these volunteers make
- The extent to which the impacts demonstrate value for the money invested.

Table 9: Evaluative criteria for the Māori Wardens Project investment outcomes (the ends)

Criteria	Descriptor
Aroha ki te tangata	The investment is true to, and builds on, the whakapapa and kaupapa of Māori Wardens (Aroha ki te tangata) – strengthens Wardens working toward a common purpose.
Expectations	There were realistic expectations for the size/scope/pace of impact for the money spent.
Relationships	The investment helped strengthen effective working relationships with communities of interest (for example, whānau, marae, iwi, the New Zealand Māori Council, Police, Lion's Foundation and the wider public).
Tailored to context	The investment enabled tailored and targeted responses to the diversity of contexts in which Māori Wardens operate (geographic, cultural, historical, social, individual).
Organisation	The investment strengthened the ability of the Māori Wardens movement to articulate and progress the aspirations of Māori Wardens for a solid, strong organisation (local, regional, national).
Knowledge and skills	The investment contributed to the Māori Wardens movement gaining knowledge and skills to enhance the responsiveness of services to communities and to be able to work in a self-governing, independent, accountable way.
Growing the numbers	The investment contributed to growing the number of Māori Wardens with specific skills and attributes to enhance the movement's capacity to contribute to communities.
Value of Māori Wardens	The investment has enabled an acknowledgment of the value and contribution of Māori Wardens (by local, regional and national communities). The work of Māori Wardens is known, valued and fits into communities.
Value for money	The investment demonstrates value for money through more positive social outcomes in communities (with direct benefits for taxpayers and indirect flow on benefits for society).
Sustainability	The impacts that were started by the investment are able to carry on (for example, the movement may have increased capability to secure funding from other sources).





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### Criteria for evaluating contributing parts of the investment (the means)

240. The investment had a number of distinct components, each intended to make a specific contribution to capacity and capability of Māori Wardens. The following criteria provide a basis for the evaluation to explore:

- The contribution of the various Project components, such as training, resources, regional coordination, to the overall goals of the investment
- The efficiency of the investment.

Table 10: Evaluative criteria for the Māori Wardens Project investment processes (the means)

Criteria	Descriptor
Effective implementation	The planned Project activities were delivered as intended (within realistic expectations and time frames).
National support	At a national level, the overall investment was managed by Te Puni Kōkiri within an effective supporting policy, governance and management structure (including the Māori Wardens Project Board and Project Team).
Working towards a new governance arrangement	The investment enabled stakeholders to come together to reach a clear understanding and decision on the best governance model to support the ongoing sustainability, capacity and capability of Māori Wardens.
Regional Coordination	The Regional Coordinator positions contributed effective localised operational support for Wardens on the ground, coordinating the allocation of resources to grow capacity and capability.
Training	Training was provided in a strategic and targeted approach that identified and prioritised training needs, identified relevant training of appropriate quality and value for Māori Wardens, and provided an appropriate balance between national consistency and local flexibility.
Communications, marketing and promotion	Communications, marketing, and promotion were aligned with and supported the aims of the investment, contributing to awareness and understanding of the Māori Wardens' whakapapa and kaupapa.
Funding Programme	The funding programme was managed effectively, within a strategic and targeted approach that identified and prioritised needs, identified relevant solutions of appropriate quality and value for Māori Wardens, and provided an appropriate balance between national consistency and local flexibility.
Vans	The vans were used in ways that supported core Warden activities and enhanced the capacity and capability of Māori Wardens to work effectively.
Uniforms	The uniforms contributed to a consistent, positive visible image and presence, and a sense of belonging and cultural pride for Māori Wardens.
Safety equipment	The safety equipment (high visibility jackets, warm clothing, torches, radios) contributed to the actual and perceived safety of Māori Wardens while on duty.
Allocative efficiency (are we doing the right things?)	The available funding was allocated to an appropriate overall mix of resources – nationally, regionally and locally – that is, no alternative allocation of resources would have led to better outcomes.
Technical efficiency (are we doing things right?)	<p>The available funding and resources were used efficiently – including systems, processes and capability development to enable sub-associations/branches to manage the money effectively and minimise waste.</p> <p>At a national level, the target of a reducing baseline of administrative overhead costs across the four years was achieved.</p>



## ABOUT THE AUTHORS

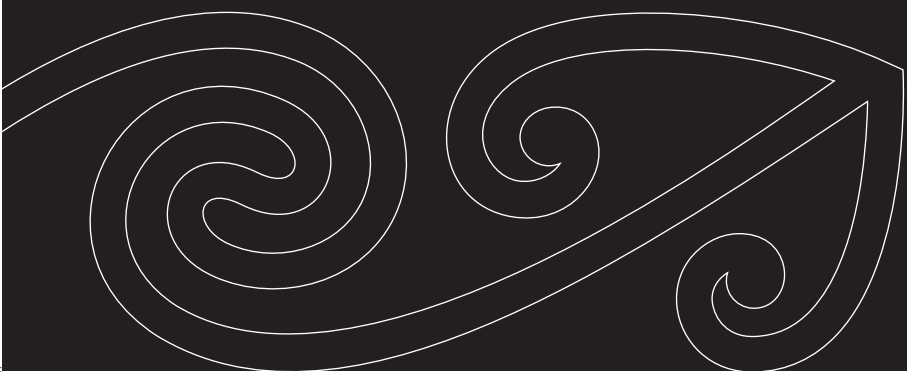
This report was prepared by a consortium of independent evaluators led by Kataraina Pipi of FEM (2006) Ltd. Kataraina Pipi is a Māori Facilitator, Evaluator and Musician (three strings to her bow, from which her company derives its name), who specialises in kaupapa Māori focused evaluation and research. The team included Kirimatao Paipa, Vivienne Kennedy, Shaun Akroyd and Julian King.

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