



Te Puni Kōkiri
REALISING MĀORI POTENTIAL

1 JULY 2009

Pānui Whāinga 2009-2012

Statement of Intent 2009-2012





Presented to the House of Representatives
Pursuant to Section 39 of the Public Finance Act

New Zealand Government

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CONTENTS



2	Foreword from Ministers
4	Ministerial Statement of Responsibility
6	Introduction from the Chief Executive
8	Chief Executive Statement of Responsibility
10	Nature and Scope of Functions
11	Strategic Direction
14	Operating Intentions
28	Managing in a Changeable Operating Environment
30	Assessing Organisational Health and Capability





FOREWORD FROM MINISTERS

2

Tēnā tātou rangatira mā, i runga i ngā whāinga, me ngā wawata, a te Kāwanatanga mō ngai Māori.

As the Minister of Māori Affairs, I have been privileged to meet Māori across the breadth and length of the motu. I have been humbled too, by the deep commitment that Māori have to achieving whānau ora and Tino Rangatiranga in accordance with the promise of partnership expressed in the Treaty of Waitangi; and their confidence in me as their Minister to assist.

Witnessing the determination and achievements of Māori in many sectors lifts my hopes too.

I concur with the Chief Executive of Te Puni Kōkiri, Leith Comer that Māori are poised; ready and willing to make a real contribution to job creation, especially.

The Māori Economic Workshop earlier this year was a challenge for Māori to consider how we can shape our destiny. What can we do to address unemployment? How do we protect our whānau, hapū and iwi from the inevitable negative impacts of this economic downturn.

Māori are in a very strong position to offer leadership; with a workforce whose skills are more diverse than two decades ago. We are also better represented in employment across all sectors and industries and our asset base has increased in value, thanks in part to the opportunities afforded from Treaty settlements, but mostly to the custodianship of the managers and governors of those assets.

Māori are resilient and flexible. We have an inherent and acquired trading capacity and a culture that is well suited to transactions in growing markets. We are curious and increasingly willing to diversify. We are unique/fresh and have dual world skills. Of course, I'm talking about our "edge".

We see the expression of our comparative edge in many sectors and industries. As Māori, we know too that through whānaungatanga and manaakitanga, the positive application of our competitive edge benefits Māori and all New Zealanders too.

As the Minister responsible for Vote: Māori Affairs, I was recently reassured by the Office of the Auditor-General that Te Puni Kōkiri will continue to competently influence and invest in Māori in order to achieve whānau ora. This Statement of Intent gives all readers a good feel for how they intend to do this.

I am also pleased to enjoy a positive working relationship with the Associate Minister of Māori Affairs; the Hon Georgina te Heuheu and look forward to working together with Te Puni Kōkiri to ensure our collective success in achieving the priorities of Government.

Our strong base will see us moving forward positively.

Noho ora mai koutou katoa.

Hon Dr Pita R Sharples
Minister of Māori Affairs



Aku mihi nui ki a koutou mā kua
whakapā mai ki ngā whāinga, me ngā
kaupapa here a tēnei kawanatanga.

The Māori Affairs portfolio is a key component of delivering on the Government's goal of growing the New Zealand economy and delivering greater prosperity, security and well being to all New Zealanders.

The contribution of Māori in delivering that goal will be significant. Over the past 20 years, Māori have become a vibrant force in New Zealand society, buoyed by the renaissance of Māori culture and language. The transfer of assets following Treaty settlements has provided a strong platform for further development and growth along with:

- The better use of those and other existing assets.
- Improved education
- Greater participation in the workforce
- Increased numbers entering the profession and the ranks of the self employed
- The emergence of successful Māori enterprises

However there remain significant numbers of Māori whose ability to participate in the economy and New Zealand society has not enabled them to realise their aspirations. A lack of access to relevant quality education, learning and skills, to good health and to quality housing that is permanent and affordable means too many families and their whānau are being left behind.

It is to these families and whānau, and the communities they are a part of that the focus of Te Puni Kōkiri will be directed over the coming term. They represent a challenging but unique opportunity to contribute to New Zealand's growth and prosperity.

The principles that will guide the Government's approach in increasing Māori participation in the economy are the recognition of property rights and personal responsibility; economic independence and choice; less state involvement in Māori lives through community empowerment; the nurturing of strong families, whānau and community; and engagement in wealth creation, business and enterprise.

These principles are embodied in the concept of whānau ora which constitutes one of the key outcomes of this Statement of Intent.

Heoi anō, ko te tūmanako e whai ai ki te huarahi pai mō te iwi Māori mō ngā rā e heke mai nei.

Hon Georgina te Heuheu
Associate Minister of Māori Affairs





MINISTERIAL STATEMENT OF RESPONSIBILITY

4

I am satisfied that the information on future operating intentions provided by Te Puni Kōkiri in this Statement of Intent is in accordance with sections 38, 40 and 41 of the Public Finance Act 1989 and is consistent with the policies and performance expectations of the Government.

A handwritten signature in blue ink that reads "Pita R Sharples". The signature is written in a cursive style with a large, stylized 'P' and 'S'.

Hon Dr Pita R Sharples
Responsible Minister for Te Puni Kōkiri
30 April 2009





INTRODUCTION FROM THE CHIEF EXECUTIVE

6

Tēnei ahau, me aku kaimahi o Te Puni Kōkiri, e mihi nei ki te hunga kua huri ki tua o paerau, me koutou ngā kanohi ora o rātou mā, tēnā koutou katoa.

The overall goal across government as a whole is to grow the New Zealand economy in order to deliver greater prosperity, security and opportunity. We are working to position Māori, within a context of challenging economic conditions, to be well prepared for future opportunities in a growing economy.

Historically, economic downturns have had a disproportionately negative impact on Māori compared to non-Māori, largely because of where Māori have been concentrated in the labour market and industry sectors. These negative effects have not been confined to economic effects, but also extend to the consequential impact on social wellbeing. In recent years Māori have made significant gains in terms of skills and education. More Māori are in skilled and highly skilled jobs across a range of sectors.

That aside, a relatively high proportion are still employed in lower-skilled, lesser paid occupations. Significant numbers of Māori are in sectors particularly vulnerable to current international economic developments, including the construction and manufacturing industries.

These characteristics present risks for Māori incomes and consequently, Māori housing. Māori are currently under-represented in home ownership statistics and there is a risk

that the downturn will further entrench this difference, reducing the intergenerational benefits of Māori home ownership. Increasing Māori unemployment may encourage entry into further education or training. However, there is also the risk that if incomes decline significantly higher levels of education and training may be considered too costly.

Māori assets are concentrated in the primary and secondary sectors and thus exposed to global fluctuations. The value of Māori assets is therefore expected to decline over the short term. Most Māori businesses are concentrated in export industries such as fishing, forestry, agriculture and tourism sectors which are also exposed to global economic conditions.

The current economic climate therefore represents significant risks for Māori which need to be considered in terms of policy responses. These responses also need to take into account the longer term trends influencing the global economy and the shape of both the New Zealand economy and the Māori economy.

However catastrophic the global economic crisis is, it is not total despair. We all need to take stock of the many positive aspects of Māori development over the past decade. Particularly, Māori are in a prime position and are ready and willing to make a real contribution to the creation of employment opportunities over the medium term as an investment in the future of New Zealand.

The growth of Māori assets, the drive of Māori entrepreneurs coupled with the return of assets

through the Treaty settlement process, places Māori in a strong position to make significant investment in the retention and creation of jobs in the immediate future and provide a window of opportunity to increase training and skills for the future.

Over the past twenty years, Māori have made extensive gains across the economic, cultural and social dimensions of our society to become a strong and vibrant force in all aspects of New Zealand. They have shown an ability to come together and present a united front on issues of national importance, and facts indicate that their collective wealth, investment and business growth will be a substantial factor in New Zealand growth. New Zealand will succeed and prosper as Māori economic development advances.

Assisted by the revival of Māori culture and language, the transfer of assets following treaty settlements and the emergence of successful Māori enterprises, has provided a strong base for further development and enhanced opportunities.

The new Government has made it clear that Ministers expect Public Service Chief Executives to demonstrate value for money and hold us accountable for doing so. This Statement of Intent presents a revised set of priorities for the Ministry. These changes arise from both sharpening our focus on the new Government's priorities, and the significant changes in economic conditions. We expect these revised priorities to change over time, as economic conditions change and progress is made towards achieving the outcomes

and priorities expressed in this Statement of Intent. The Statement of Intent indicates how Te Puni Kōkiri will focus on responding to the Government's expectations over the medium-term and should be read in conjunction with the *Māori, Other Populations and Cultural Sector Information Supporting the Estimates of Appropriations to 30 June 2010*, particularly the performance information for appropriations in Vote Māori Affairs.

Achieving better performance and demonstrating value for money is paramount going forward that requires real effort to improve how we measure our progress. Good performance measures are difficult to define but vital to enable the impacts of outputs to be assessed and reported. Consequently, my executive team will focus on continuing to evolve our performance framework in line with the new Government's priorities, to effectively link outputs to outcomes and build performance progress measures that assist us manage more effectively whilst also providing the Minister of Māori Affairs with confidence that Vote Māori Affairs appropriations achieve the results sought by Government.

He whakamoemiti ki te Atua, nāna nei ngā mea katoa.

Leith Comer
Chief Executive





CHIEF EXECUTIVE STATEMENT OF RESPONSIBILITY

8

In signing this statement, I acknowledge that I am responsible for the information contained in the Statement of Intent for Te Puni Kōkiri. This information has been prepared in accordance with the Public Finance Act 1989. It is also consistent with the proposed appropriations set out in the Appropriations (2009/10 Estimates) Bill, as presented to the House of Representatives in accordance with section 13 of the Public Finance Act 1989, and with existing appropriations and financial authorities.

Leith Comer
Chief Executive

Julie-Anne Morrison
Group Manager Finance



NATURE AND SCOPE OF FUNCTIONS

10

Te Puni Kōkiri was created by the Ministry of Māori Development Act 1991, with a sharpened focus on education, training and employment, health and economic resource development. Our principal duties under the Act are to promote increases in Māori achievement across these key social and economic areas, and linked to this, to monitor and liaise with each department or agency that provides, or has a responsibility to provide, services to or for Māori for the purpose of ensuring the adequacy of those services. One of the significant challenges we face is striking the right balance between leading and influencing public policy, and assuming a monitoring role akin to a central agency.

To achieve our purposes we focus predominantly on;

- leading and influencing government policy as it pertains to Māori;
- assisting the government to manage its relationships with Māori; and,
- partnering and facilitating Māori, government and private sector initiative.

Our main function is as an integrated policy ministry, with the full breadth of policy functions including research, policy development, community level investment, evaluation and monitoring. Coupled with this, we have an extensive knowledge and understanding of Māori communities, and a strong regional presence. Together, our broad functions, and our regional infrastructure provide us with unique abilities to anchor policy advice in the realities of Māori communities, and to manage the Crown-Māori relationship on behalf of government.

Within this context, our core Role is *Principal adviser on Crown-Māori relationships*. In discharging this role, our key interest is to ensure that Government decision making and processes are informed by Treaty considerations, and are reflective of the aims, aspirations and realities of Māori communities. We are superbly equipped by our regional network and by our character as a consciously Māori organisation – a place in the government where Māori may feel at home. Our aim is to be the leader of policy for Māori, most especially where Māori culture is concerned.

STRATEGIC DIRECTION

The overall goal of Government as a whole is to grow the New Zealand economy in order to deliver greater prosperity, security and opportunities for all New Zealanders. Within this context, and against the backdrop of the challenging economic conditions the country as a whole is currently facing, and the heightened risks to Māori arising from those conditions, the Minister and Associate Minister of Māori Affairs have agreed a revised set of priorities for the immediate and near term future. These priorities reflect their shared commitment, as articulated in their respective policy manifestos, to the Treaty of Waitangi as the founding document of New Zealand.

Accordingly, our outcome framework has evolved to reflect those shared priorities. The overall outcome pursued by the Ministry is a reflection of key dimensions of the Treaty of Waitangi: *Tino Rangatiratanga* and *Whānau Ora*. When viewed from the perspective of a government agency with a core role as principal adviser on Crown-Māori relationships, *Tino Rangatiratanga* is expressly provided for in the Treaty and through the interpretations of the Waitangi Tribunal and Courts is required

to be actively protected by the Crown as part of the 'essential bargain' through which the Crown acquired the authority to govern. Active protection extends beyond the Article 2 dimensions to which it is specifically ascribed, to all matters which Māori consider to be important to their development, quality of life and culture.

Whānau Ora has different meanings for different people and collectives, depending on their particular circumstances and priorities, and the environment in which they conduct their lives. *Whānau ora* is descriptive of a state where the combined cultural, spiritual, social and economic wellbeing of Māori people, and the kinship and other collectives to which they belong, interact in a manner which optimises their overall wellbeing according to their own preferences and norms. Conversely, and more challenging from a policy and performance measurement perspective (which have typically been premised on individual entitlements, interventions and benefits), *Whānau Ora* also encapsulates how the wellbeing of the collective provides sustenance, and discharges its responsibilities, to its individual members.

The key outcomes and intermediate outcomes to support the pursuit of the protection of Māori rights to exercise *Tino Rangatiratanga* and achieve *Whānau Ora* thus reflect a contribution to that end outcome, rather than its totality. As such, and as conditions and achievements change over time, the description of priority outcomes to support *Tino Rangatiratanga* and *Whānau Ora* will similarly



change, with the overall aim of continuing to optimally position Māori in the immediate, near and long term futures.

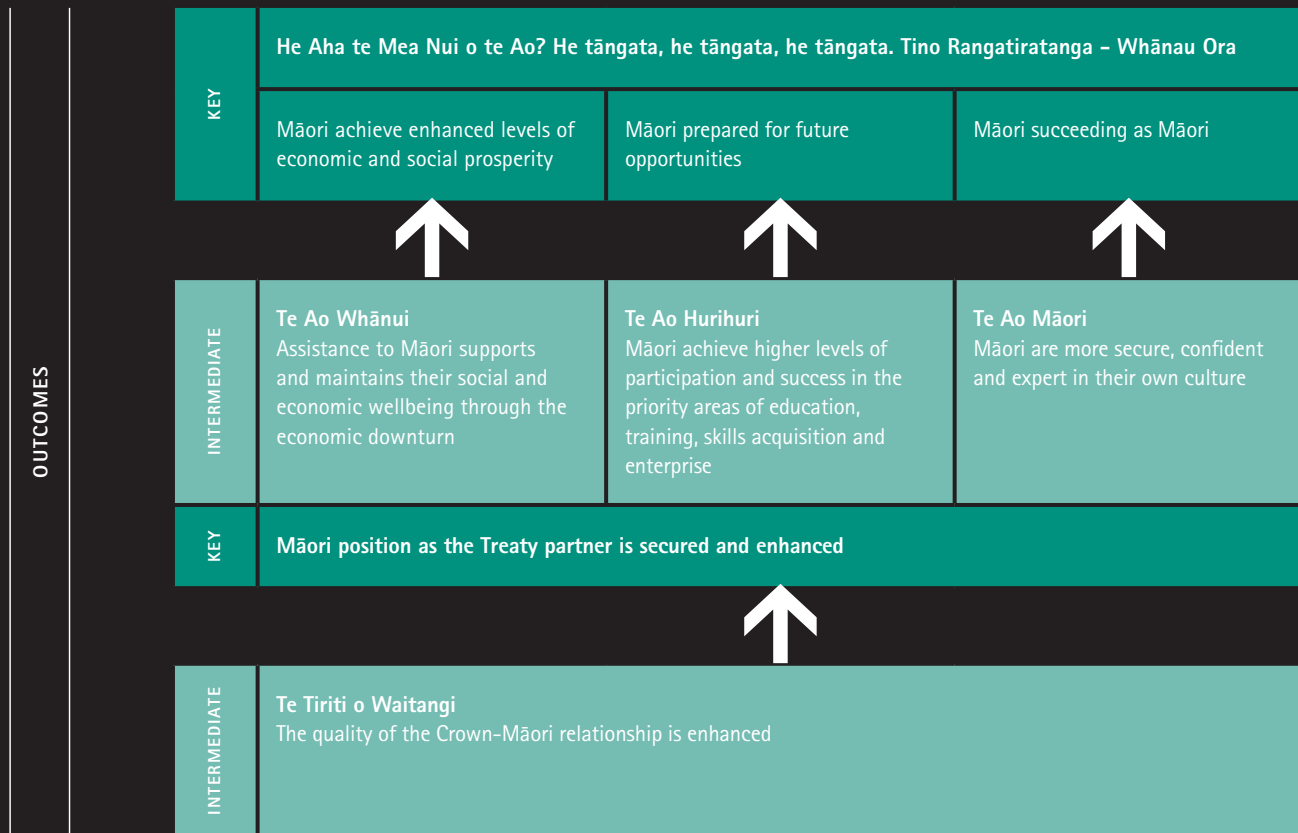
The key and intermediate outcomes prioritised to support Tino Rangatiratanga and Whānau Ora signal an immediate and urgent emphasis on supporting and maintaining Māori social and economic wellbeing during the current economic downturn, without losing sight of the need for that support to be future focused and to build on the inherent cultural strengths of Māori people and communities. Underpinning these priorities is a focus on the constitutional basis of the Treaty of Waitangi as New Zealand's founding document, and securing and enhancing the rights and interests, and reciprocal obligations, of whānau, hapū, iwi and Māori as tangata whenua, and as partners in the Treaty.

The diagram on page 13 provides an overview of our revised outcome framework.

Contributing to Government's objectives, including key outcomes for Māori, is the responsibility of every agency of state. All New Zealanders want to have good health, be well educated, live in a healthy environment, have adequate housing, have access to meaningful employment, feel secure, have their culture accessible and utilised by themselves and valued by others, and enjoy a state of well being and have the knowledge and capacity to participate fully in society. Our interest in all of these areas is to work closely with agencies that have the primary responsibility for these outcomes to ensure that outcomes for Māori are equitable, and enable them to fulfil their aspirations and realise their own potential.

Our policy approach recognises that Māori people are the key catalyst for achieving exceptional life quality for themselves, their whānau, and their other communities of interest, and focuses on developing and implementing public policy in ways that reflect the strengths and aspirations of Māori people. In developing public policy, we are moderated by kaupapa Māori principles to ensure that our advice is anchored in not just what is important to Māori, but also is developed in ways that are respectful of and appropriate to Māori.

Figure 1: Outcome Framework



OPERATING INTENTIONS

14

In pursuit of a revised set of outcome priorities, and against the backdrop of fiscal constraint and the need to demonstrate value for money, we have necessarily had to reprioritise our mix of outputs. The diagram on page 15 provides a high level overview of our outcome, impact, output and performance framework. A more detailed description of each outcome, the activities that are delivered in pursuit of that outcome, the anticipated impacts of those activities, and the associated performance framework is provided under each of the outcome areas

MĀORI POSITION AS THE TREATY PARTNER IS SECURED AND ENHANCED

Context

The Treaty of Waitangi is the founding document of New Zealand. It created a nation based on the acceptance of the partnership promise that is inherent within the Treaty. Māori view the Treaty as under-pinning their development, laying the blueprint for economic independence, and a relationship with the Crown based on mutual respect and good faith. For the Crown, the essential bargain created

by the Treaty requires the active protection of all things of importance to Māori, but most importantly, the protection of rangatiratanga as it is through the exercise of rangatiratanga that Māori define their own development preferences and norms. The Treaty is also the starting point for the process of reconciliation between iwi, hapū and the Crown.

What we are seeking to achieve

The outcome we are pursuing, and which is contributed to across Government, is to ensure that the Māori position as the Treaty partner is secured and enhanced.

Achievement of this outcome reflects a state in which the quality of the Treaty partnership is evident through:

- the completion of the process of reconciliation between the Crown and iwi and hapū;
- the on-going consideration of the Treaty of Waitangi in Government decision making process, to the extent that Government decisions do not give rise to contemporary breaches of the Treaty;
- the participation of Māori in the systems of Government, including representational participation, decision making participation, and participation in democratic processes; and,
- an equitable quality of citizenship experienced by Māori according to their own aspirations, preferences and norms.

Figure 2: Performance Framework

KEY	He Aha te Mea Nui o te Ao? He tāngata, he tāngata, he tāngata. Tino Rangatiratanga – Whānau Ora			
		Māori position as the Treaty partner is secured and enhanced – see Fig 3	Māori achieve enhanced levels of economic and social prosperity – see Fig 4	Māori prepared for future opportunities – see Fig 5
MEASURES	Key Outcome indicators <ul style="list-style-type: none"> • % of NZ land area and number of groups with completed settlements • Reduced number of well founded contemporary claims • Increased participation in electoral processes • Quality of citizenship 	Key Outcome indicators <ul style="list-style-type: none"> • Improvement in Māori life expectancy • Increased levels of Māori employment • Increased levels of Māori home ownership • Increased levels of Māori household income 	Key Outcome indicators <ul style="list-style-type: none"> • Growth of the Māori asset base • Increased contribution of the Māori asset base to GDP • Increased levels of Māori educational achievement at secondary and post compulsory levels 	Key Outcome indicators <ul style="list-style-type: none"> • Increased levels of Māori language proficiency and use • Increased knowledge of iwi affiliation
INTERMEDIATE	Te Tiriti o Waitangi The quality of the Crown-Māori relationship is enhanced	Te Ao Whānui Assistance... supports and maintains social and economic wellbeing ...	Te Ao Hurihuri ...participation and success in... education, training, skills acquisition and enterprise	Te Ao Māori Māori are more secure, confident and expert in their own culture
MEASURES	Key Impact Measures <ul style="list-style-type: none"> • Progress of groups through settlement processes • Involvement of Māori in government processes • Treaty considerations inform key decisions • Support for Māori Affairs legislation 	Key Impact Measures <ul style="list-style-type: none"> • Consideration of impact on Māori wellbeing informs key decisions • Māori are increasingly aware of and accessing their entitlements and other Govt services • Enhanced Māori provider services 	Key Impact Measures <ul style="list-style-type: none"> • Consideration of impact on Māori education and skills pathways informs key decisions • Enhanced Māori business services • Enhanced opportunities for asset utilisation 	Key Impact Measures <ul style="list-style-type: none"> • Increased opportunities for Māori to access language and culture • Strengthened cultural infrastructure
OUTPUTS	Development and administration of legislation Policy leadership and influence Monitoring Information dissemination		Relationship management Programme Management Community investments Oversight and monitoring of non-departmental providers	
	Performance Dimensions: Quality, quantity and timeliness measures reflected in Performance Information to Support the Estimates and Output Plan			

An environment in which the Treaty partnership is recognised, respected, and acted on is a necessary pre-requisite to enabling New Zealand as a whole to move forward together with a common purpose and a shared commitment to an optimistic future. The Government's goal of settling all historical Treaty grievances by 2014 contributes to the achievement of this outcome.

What we are doing to contribute towards achieving this

Achieving this outcome is a shared responsibility across Government, and of the Treaty partner. Our specific contributions to this outcome centre on the extent to which our activities enhance the quality of the Crown-Māori relationship. Key areas of impact which are able to be demonstrated through our activities include:

- contributing to the progress of groups through settlement processes;
- an enhanced level of involvement of Māori in government processes;
- ensuring that Treaty considerations inform key government decisions; and,
- ensuring we optimise support for Māori Affairs legislation.

The objective of key dimensions of our work, which are expected to result in these impacts, is to positively influence the engagement and understanding between Māori and the Crown on issues of mutual interest. Key areas of work include:

Support for facilitating Treaty settlements, through:

- providing advice on the development of Treaty settlement policies;

- mandate assessment and advice;
- providing facilitation and mediation to resolve inter and intra iwi, and Crown-Māori, disputes that arise prior to and during the negotiations process;
- providing advice on settlement ratification processes;
- supporting the establishment and capacity building of post settlement governance entities;
- providing advice on the disposal of surplus Crown land under the protection mechanism; and,
- leading work to progress issues that arise from settlement negotiations, but do not form part of a Treaty Settlement.

On a related note, although not directly a component of facilitating Treaty settlements, we prepare for tabling in the House of Representatives, an annual report on the progress made by the Crown in implementing recommendations of the Waitangi Tribunal.

Advice on property rights with respect to natural resources including:

- advice on issues of especial interest to Māori, with an immediate focus on freshwater and co-management arrangements;
- advice on the review of the Foreshore and Seabed Act; and,
- participation in Foreshore and Seabed negotiations.

Development and administration of Māori Affairs and related legislation, including:

- supporting the progress of existing Māori Affairs Bills in the House according to Government priorities for those Bills;

- development of new legislation to give effect to Māori Affairs related policy decisions that require new or amending legislation; and,
- administering legislation and regulations on behalf of the Minister.

Representation and Appointments, including:

- providing advice on constitutional issues, including Māori representation;
- co-ordinating appointment processes for which the Minister of Māori Affairs is responsible, including the key appointments to the Māori Land Court Judges, Waitangi Tribunal members, Māori Trustee, and members of Te Māngai Pāho, Te Taura Whiri i te Reo Māori and the Māori Television Service;
- providing advice on nominations to Government appointed organisations and bodies; and
- Building an evidence base to understand and measure state sector effectiveness for Māori.

International responsibilities, including:

- participation in key international fora as appropriate, particularly the United Nations Permanent Forum on Indigenous Issues and CANZUS;
- providing advice as required on New Zealand's international obligations, particularly to inform reporting to the United Nations Human Rights Council and Committee on the Elimination of Racial Discrimination.

Community level interventions and programme management, including:

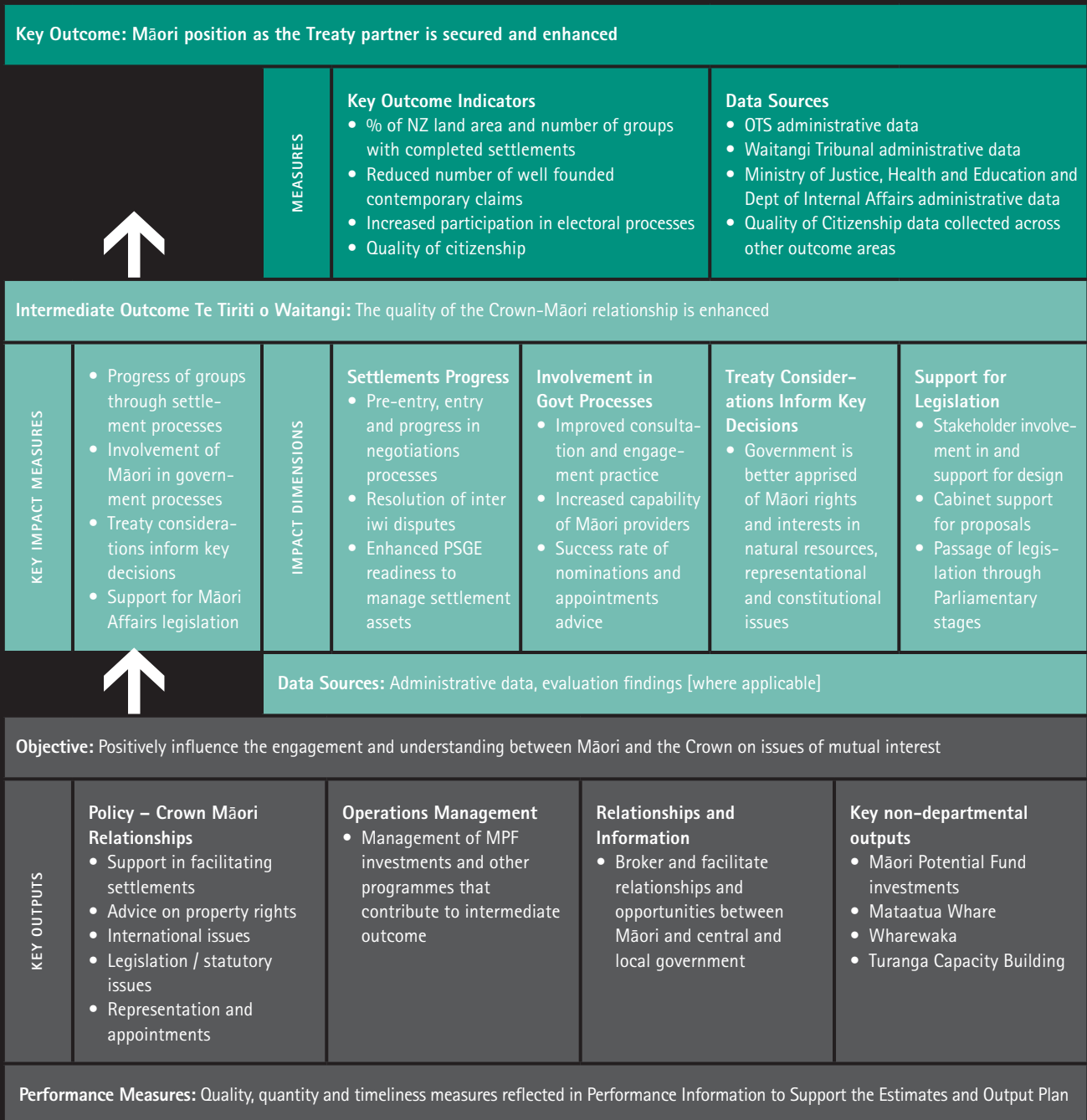
- Brokering and facilitating relationships and opportunities between Māori and central and local government;
- Providing advice on engagement between Māori communities and the Government;
- Managing and monitoring all investments made through Māori Potential Funds that support enhancing the Crown-Māori relationship;
- Evaluating a selection of Māori Potential Fund initiatives that support enhancing the Crown-Māori relationship, in accordance with the agreed Evaluation Strategy and priorities; and,
- Management of specifically appropriated for programmes or projects delivered at the community level that support enhancing the Crown-Māori relationship.

How we will demonstrate progress towards achieving this

The diagram on page 18 summarises our overall performance framework for this outcome area. Importantly, it demonstrates the linkages between our activities in this area, the impact those activities can have on the quality of the Crown-Māori relationship, and thus contribute towards enhancing and securing the position of Māori as the Treaty partner.



Figure 3: Performance Framework – Treaty Partnership



MĀORI ACHIEVE ENHANCED LEVELS OF ECONOMIC AND SOCIAL PROSPERITY

Context

While Māori have realised gains across many indicators of social and economic wellbeing, achievement levels continue to be measured against, and lag behind, those of the wider New Zealand population, a clear signal that Māori social and economic potential has yet to be fully realised. One of the key challenges is to understand the aspirations and preferences of Māori, and to shape interventions that respond to those aspirations and preferences, recognising whānau as the core unit of Māori culture and society, and the change agent through which inter-generational gains can be achieved; and building on the inherent strengths within culture. From a Treaty perspective, active protection extends to Māori interests generally, not just Article 2 rights, and Māori are guaranteed protection not just as tangata whenua, but also as citizens of New Zealand. Achieving equality of citizenship often demands the availability of different policy and service approaches, as recognised by the Waitangi Tribunal in its articulation of the *principle of options*.

It is widely accepted that the labour market and business profile of Māori will make them disproportionately vulnerable to recessionary effects, and that those economic effects pose heightened risk to wider aspects of wellbeing. Therefore, our most immediate concern is to support Māori through the current economic downturn.

What we are seeking to achieve

The outcome we are pursuing, and which is contributed to across Government, is for Māori

to achieve enhanced levels of economic and social prosperity.

Achievement of this outcome would be characterised by a state in which Māori realise an equitable quality of citizenship in accordance with their own aspirations, preferences and norms. Consistent with our establishment legislation, the particular focus areas for this outcome are health, employment, and whānau level indicators of economic wellbeing. Accordingly, we have ascribed outcome indicators to reflect:

- Improvement in Māori life expectancy;
- Increased levels of Māori employment;
- Increased levels of Māori home ownership; and
- Increased levels of Māori household income.

At this stage, we consider these indicators to be important and relevant, but not a comprehensive reflection of a state of success for this outcome. Particular challenges arise, as data collection is typically undertaken at the level of individual achievement. In the future we will explore options for more whānau oriented measures of wellbeing and prosperity, to better reflect the intent of this outcome.

Other areas of particular importance, including education and collective wealth, are addressed in other outcome areas.

What we are doing to contribute towards achieving this

In the more immediate term, our particular priority is to ensure that assistance to Māori supports and maintains their social and economic wellbeing through the economic downturn. Key areas of impact which are able to be demonstrated through our activities include:



- Ensuring that consideration of the impact on Māori and whānau wellbeing informs key decisions made by Government in the focus areas of this outcome;
- Bringing a focus to ensuring that Māori are increasingly aware of and accessing their entitlements and other government funded services; and,
- Ensuring an enhanced availability and quality of Māori provider delivered services.

The objective of key dimensions of our work, which are expected to result in these impacts, is to positively influence the quality of life and experiences of Māori and the cultural institutions (including whānau and other collectives) to which they belong.

A new development this year arises from reprioritisation of funding within our existing budget to establish an *Integrated Whānau Assistance* programme, which will see the placement of community based *Whānau Advocates* charged with working proactively with Māori families to assist them to access their existing entitlements, and to facilitate access to government services.

Other key areas of work include:

Advice on enhancing the quality of life and experiences of Māori

- Influencing the policy settings across the employment, housing and justice sectors;
- Leading advice across government on the opportunities and benefits of whānau as a unit of intervention for policy development and programme delivery;
- Developing an evidence base to support, and leading advice across government, on the efficacy of Māori designed, developed

and delivered programmes to deliver sustainable outcomes to Māori people and their families; and

- Providing discrete reports on the quality of life and experiences of Māori.

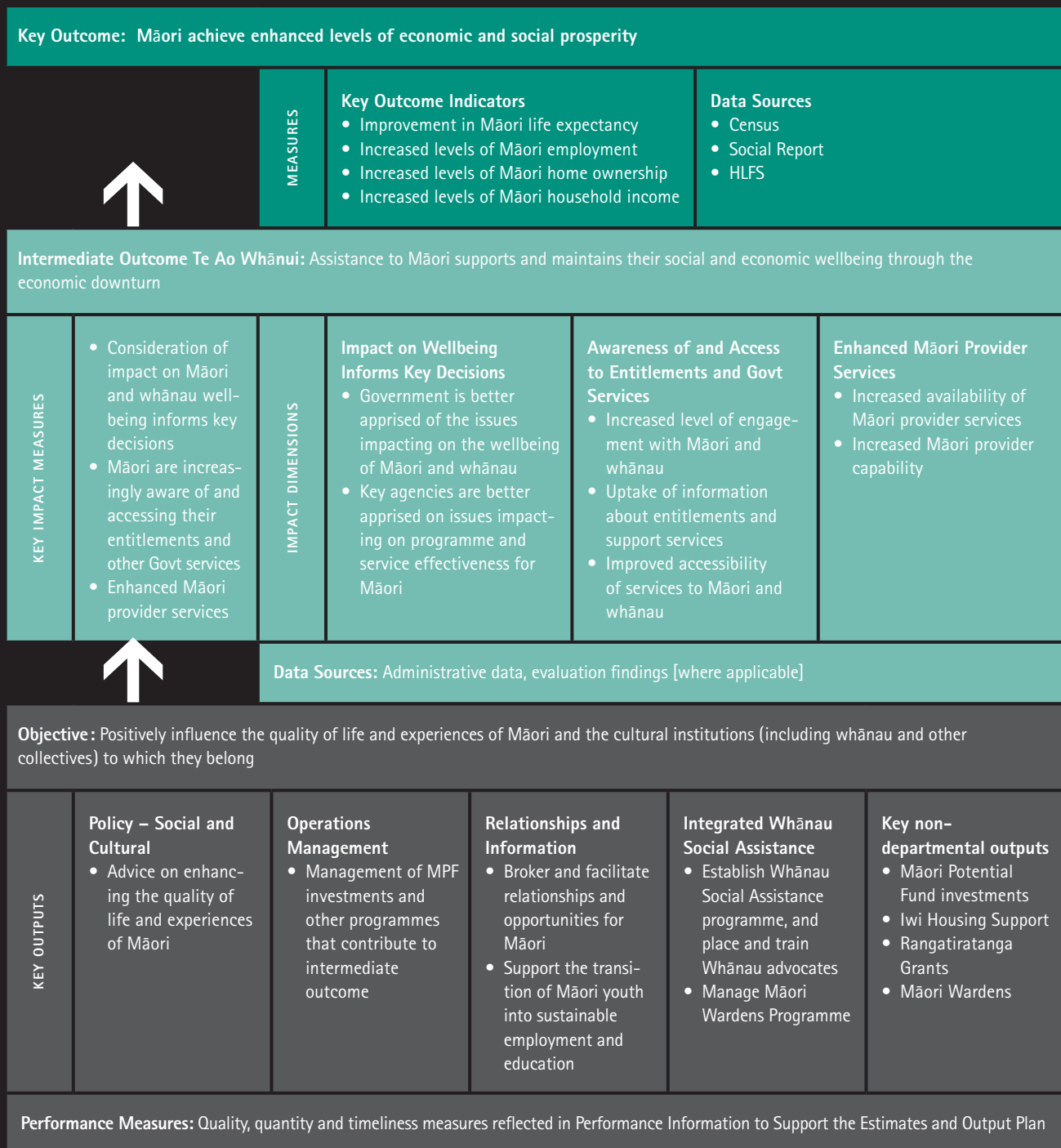
Community level interventions and programme management, including:

- Brokering and facilitating relationships and opportunities for Māori;
- Supporting the transition of Māori youth into sustainable employment and education;
- Managing and monitoring all investments made through Māori Potential Funds that support whānau wellbeing;
- Evaluating a selection of Māori Potential Fund initiatives that support enhancing whānau wellbeing, in accordance with the agreed Evaluation Strategy and priorities; and,
- Management of specifically appropriated for programmes or projects, including the Iwi Housing Support programme and the newly established Integrated Whānau Assistance programme, which incorporates the Māori Wardens' project.

How we will demonstrate progress towards achieving this

The diagram on page 21 summarises our overall performance framework for this outcome area. Importantly, it demonstrates the linkages between our activities in this area, the impact those activities can have on supporting and maintaining Māori wellbeing during the economic downturn, and thus contribute towards the broader outcome of achieving enhanced Māori economic and social prosperity.

Figure 4: Performance Framework – Economic and Social Prosperity



MĀORI PREPARED FOR FUTURE OPPORTUNITIES

Context

Late in 2007, we released our futures work, *Ngā Kaihanga Hou – For Māori Future Makers*, which considered the key drivers of future change in the global economy, and the investment priorities to position Māori to capitalise on future opportunities. Key investment priorities identified as part of that work included: skills acquisition; diversification of the asset base; increasing participation in exporting; fostering entrepreneurship; and fostering innovation. During the current recessionary period, this work, and a general future focus, remains particularly important, to ensure that public policy and interventions deliver not only immediate support, but support that will position Māori favourably for both the economic recovery and the longer term economic future. This approach is consistent with the Treaty principle of the right to development, where the Tribunal, in relation to fisheries held that a fishery *“as a property right, was not limited to the business as it was, or the places that existed, but had every facility to expand”*.

What we are seeking to achieve

The outcome we are pursuing, and which is contributed to across Government, is for Māori to be well prepared to capitalise on future opportunities. Key success indicators for this outcome focus particularly on Māori collective wealth and productivity, and educational attainment and skills acquisition. They are:

- Growth of the Māori asset base;
- Increased contribution of the Māori asset base to GDP; and,

- Increased levels of Māori educational achievement at secondary and post compulsory levels.

What we will do to contribute to achieving this

Our contribution to this outcome is focused on Māori achieving higher levels of participation and success in the priority areas of education, training, skills acquisition and enterprise, as these are key platforms from which to drive future economic success. Importantly, the relatively youthful construct of the Māori population means that it will make up an increasingly larger proportion of the New Zealand workforce and economic engine, and thus it is critical to ensure that Māori have high standards of educational attainment and appropriate skills to drive the future economy.

Key areas of impact which are able to be demonstrated through our activities include:

- Ensuring that consideration of the impact on Māori education and skills pathways informs key decisions made by Government;
- Enhancing Māori business services; and,
- Enhancing opportunities for Māori to utilise their assets.

The objective of key dimensions of our work, which are expected to result in these impacts, is to positively influence quality of Māori participation and success in education and the economy.

A new development this year arises from reprioritisation of funding within our existing budget to support and invest in initiatives emerging from the Minister of Māori Affairs' Economic Taskforce.

Other key areas of our work include:

Advice on enhancing the quality of life and experiences of Māori

- Influencing policy settings and decisions on matters related to education, training and skills pathways; and,
- Providing discrete reports on the quality of life and experiences of Māori.

Participation and success in the economy

- Providing discrete reports on Māori participation and success in the economy; and,
- Developing options for the establishment of a dedicated Māori business entity or dedicated Māori business services.

Enhancing Opportunities for Māori to Utilise their Assets

- Supporting the transition of the Māori Trustee to a stand-alone organisation, to ensure the provision of enhanced trustee and development services to Māori land owners by the Māori Trustee;
- Advising on the Crown's purchase interest in the Māori Trustee;
- Advising on options for reducing barriers to the effective utilisation of Māori assets; and
- Progressing work on a new basis for the rating and valuation of Māori land.

Community level interventions and programme management, including:

- Brokering and facilitating relationships and opportunities for Māori;
- Supporting the transition of Māori youth into sustainable employment and education;

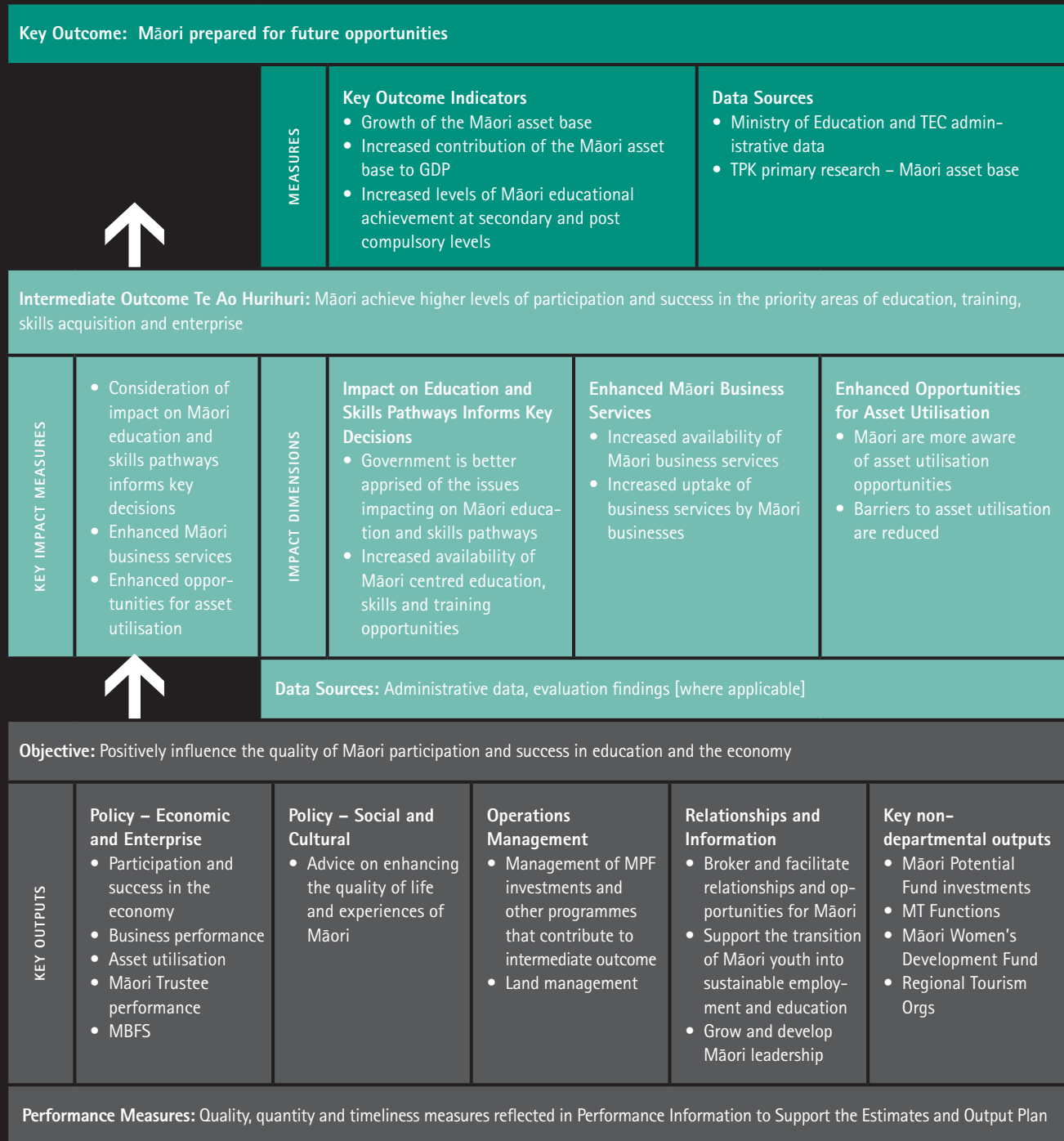
- Grow and develop Māori leadership;
- Managing and monitoring all investments made through Māori Potential Funds that support Māori participation and success in education, skills, training, enterprise and the economy;
- Evaluating a selection of Māori Potential Fund initiatives that support enhancing Māori participation and success in education, skills, training, enterprise and the economy, in accordance with the agreed Evaluation Strategy and priorities;
- Administration and delivery of the Māori Business Facilitation Service; and,
- Management of specifically appropriated for programmes or projects, including the Māori Women's Development Fund and Regional Tourism Organisations' appropriations.

How we will demonstrate progress towards achieving this

The diagram on page 24 summarises our overall performance framework for this outcome area. Importantly, it demonstrates the linkages between our activities in this area, the impact those activities can have on improving Māori participation and success in education, training, skills acquisition and enterprise, and thus contribute towards the broader outcome of Māori prepared for future opportunities.



Figure 5: Performance Framework – Māori Prepared for Future Opportunities



MĀORI SUCCEEDING AS MĀORI

Context

Culture is the unique and distinguishing feature of Māori vis-à-vis non-Māori, and is the foundation for the key outcome of Māori succeeding as Māori. In considering culture, we focus on two broad areas: the artefacts of culture (such as language and arts) and the values, norms, behaviours and infrastructure that shape the fabric of Māori society. It is well understood that those who have a strong sense of cultural attachment and identity are better positioned to uptake wider opportunities; and that a strong and unique indigenous culture accrues significant benefits to the nation as a whole.

What we are seeking to achieve

The outcome we are pursuing, and for which we have a leadership role across government, is Māori succeeding as Māori. The intent of this outcome is for Māori success, as New Zealanders and as global citizens, to be underpinned by their success as Māori, secure, confident and expert in their own culture. Key success indicators for this outcome focus on the cornerstones of culture: language and kinship. They are:

- Increased levels of Māori language proficiency and use; and,
- Increased knowledge of iwi affiliation.

What we will do to achieve this

Our emphasis for this outcome, and for which our activities are able to have a demonstrable impact, is that Māori are more secure, confident and expert in their own culture. Key areas of impact include:

- Increased opportunities for Māori to access language and culture; and,

- Strengthened cultural infrastructure.

The objective of key dimensions of our work, which are expected to result in these impacts, is to positively influence the environment in which Māori can access opportunities to access their own culture.

A continued focus this year arises from further reprioritisation of funding within our existing budget to support the Whānau Language Development programme, which is now in its third successful year of operation.

Other key areas of our work include:

Māori Language and Broadcasting

- Completing and implementing the results of the review of the Māori Language Strategy;
- On-going policy leadership, co-ordination and monitoring of the Māori Language Strategy;
- Investment in the Whānau Language Development programme;
- Leadership of the Government's response to the report of the independent review panel on the Māori Television Service Act, and progressing any amendments to policy setting or legislation that arise from the review;
- On-going policy leadership of the Māori broadcasting and e-media strategy; and
- Advising on the Crown's ownership interest in, and performance of, language and broadcasting agencies funded through Vote Māori Affairs.

Government response to WAI 262

- Leading capability development across affected agencies of the possible implications of WAI 262; and,



- Leading the Government's response to the report of the Waitangi Tribunal on WAI 262. Commencement of this component of the work is dependent on timing of the release of the report.

Community level interventions and programme management, including:

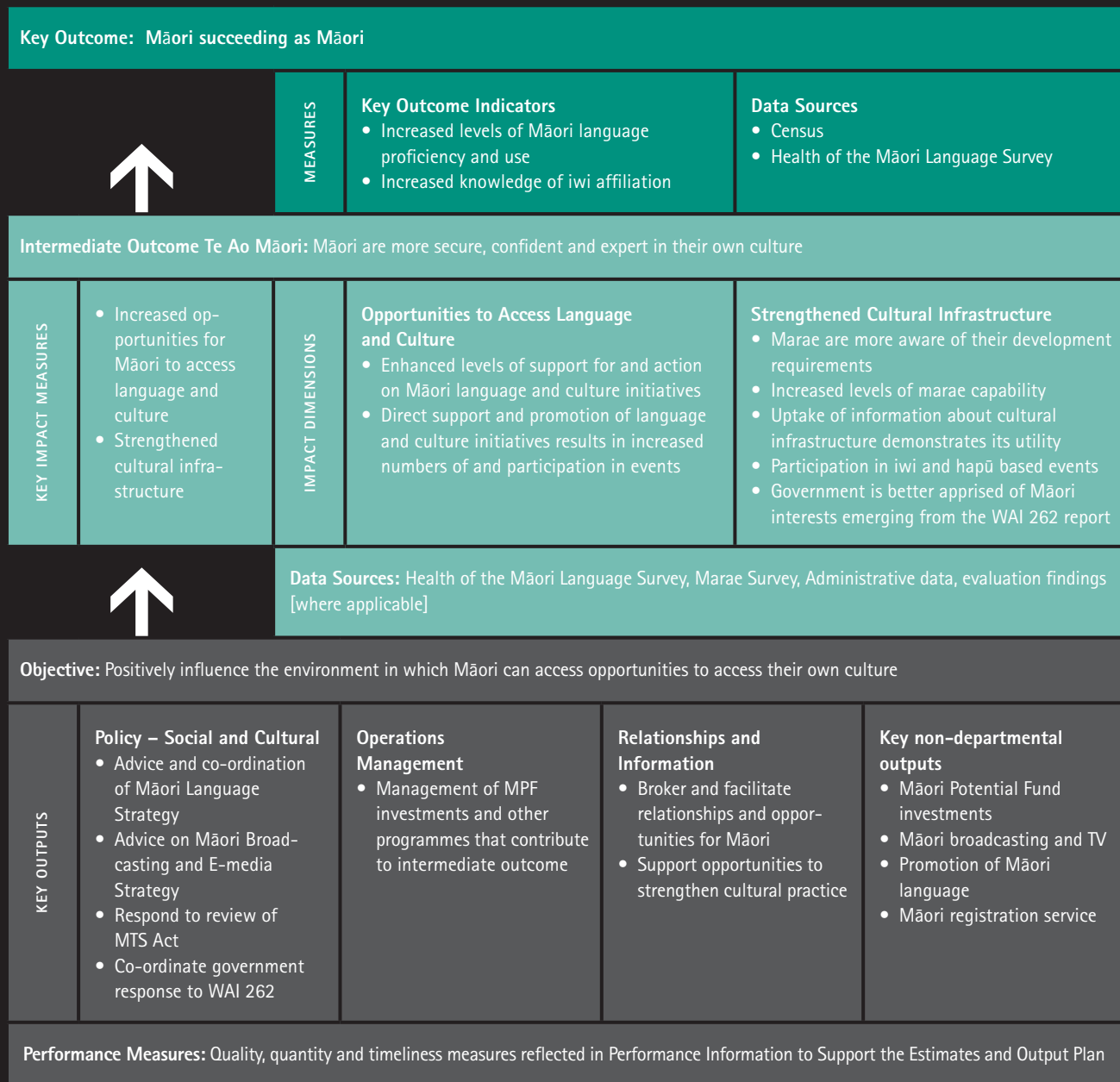
- Brokering and facilitating relationships and opportunities for Māori;
- Supporting community based opportunities strengthening Māori cultural practice;
- Managing and monitoring all investments made through Māori Potential Funds that support Māori succeeding as Māori; and,
- Evaluating a selection of Māori Potential Fund initiatives that support Māori succeeding as Māori, in accordance with the agreed Evaluation Strategy and priorities.

How we will demonstrate progress towards achieving this

The diagram on page 27 summarises our overall performance framework for this outcome area. Importantly, it demonstrates the linkages between our activities in this area, the impact those activities can have on Māori being more secure, confident and expert in their own culture, and thus contribute towards the broader outcome of Māori succeeding as Māori.



Figure 6 : Performance Framework – Māori Succeeding as Māori



MANAGING IN A CHANGEABLE OPERATING ENVIRONMENT

28

Significant changes

Since the previous Statement of Intent, there have been two significant events that have changed the environment in which the Ministry operates.

Firstly, and of greatest impact on Māori communities, is the significant change in economic conditions, and the associated risks that those conditions present. This has demanded a re-gearing of our priorities, to ensure that appropriate support is put in place to minimise the economic and social impacts on Māori of the recession, while balancing our view that those remedial actions should be future focused, to position Māori well for the economic recovery.

Secondly, the General Election has resulted in not only a change in Government, but a change in political arrangements for the Māori Affairs portfolio. These arrangements require close attention to understanding the shared priorities of the Minister and Associate Minister of Māori Affairs, and ensuring that we are well placed to deliver on these shared expectations.

On-going Environmental Scanning – Relationships focus

Success of our business is premised on understanding the expectations of, and having strong relationships with, both Government and Māori. In this we are the only agency of

state that has this unique ability. We focus on strategic and purposeful relationships with Māori communities, to achieve mutual goals and our ultimate outcome of Whānau Ora. The relationships that we will engage in will be responsive to local needs and opportunities while also aligning with government priorities. In this way we will add value to our relationships with all stakeholders.

Of utmost importance is a need to ensure that we remain abreast of changing relationship expectations between the Crown and Māori, and are positioned to communicate those expectations to the respective parties. Over recent years these expectations have changed significantly, as Māori move from pre to post settlement phases. Currently, there is an emerging emphasis on the devolution of government funded services to Māori delivery mechanisms. On a day-to-day basis, our regional office network provides local level intelligence on emerging issues and expectations among Māori communities, and Ministers are regularly apprised of this information.

Operating excellence

We continually strive for excellence, through internal controls, policies, processes and systems that provide our stakeholders with confidence of an efficiently and effectively organised Ministry. Additionally, our commitment to stakeholders is best reflected in the breadth of our investments and work at the local level which has been recognised and acknowledged as being of public good.

It is our intention during the term of this Statement of Intent to gauge the appropriateness of our work, how it is valued by our stakeholders and to include initiatives to create enhanced public value in the communities.

In addition, Te Puni Kōkiri intends to keep aware of the changeable operating environment throughout the period of this Statement of Intent, by:

- Periodically reviewing the effectiveness of its risk management activities and dealing with new strategic risks as they arise;
- Ensuring the Ministry is responsive to key stakeholders such as state sector agencies, whānau, hapū, iwi, and Māori organisations and communities; and

- Phasing the business planning processes throughout the year so that changes to priorities can occur.

Risk Management

Te Puni Kōkiri's risk management strategy is based on the following objectives:

- To embed risk management practices as integral management functions into policy development, strategic and business planning, and project management functions to ensure that key risks are identified and managed throughout Te Puni Kōkiri on an ongoing basis; and
- To ensure key internal governing bodies are being informed on a regular basis on the effectiveness and responsiveness of the risk management activities.

The risk management activities relevant to this Statement of Intent are:

STRATEGIC OBJECTIVE	RISK MANAGEMENT ACTIVITIES
Maintaining an overview of government policy initiatives pertaining to Māori and ensure they are responsive to their needs	<ul style="list-style-type: none"> • Maintaining a broad oversight of Government's policy programme, but sharpening our focus for active involvement on the key outcomes described in this Statement of Intent • Ensuring that key interests of iwi, hapū, and whānau inform the Government policy agenda
Interventions and investments to be responsive to Tino Rangatiratanga and Whānau Ora	<ul style="list-style-type: none"> • Applying investment criteria to rationalise resources • Learning from evaluation activities • Applying performance indicator sets to measure the achievement of desired outcomes • Ongoing information gathering at a national and regional level, on matters of relevance to stakeholders
Stakeholder relationships to be driven off outcomes, and messages and behaviours are consistent	<ul style="list-style-type: none"> • Continuing development and upskilling of staff relevant to Te Puni Kōkiri's strategic direction



ASSESSING ORGANISATIONAL HEALTH AND CAPABILITY

30

To succeed, our organisation needs strong leaders, a clear sense of direction, and a constant form of communicating the outcomes that are to be achieved. We continually strive for a healthy, vibrant and capable organisation with all the appropriate resources to contribute to our desired outcomes, fulfil our role and move resolutely towards the overall purpose of supporting Māori to achieve Whānau Ora and exercise tino rangatiratanga. Ultimately this will ensure our success.

With this in mind, Te Puni Kōkiri continues to focus on improvement in critical areas as follows:

- Capitalise on strong external relationships that enable us to provide quality advice and deliver on our responsibilities in the most effective way;
- Through succession planning and secondments, encourage and develop senior managers aspiring to leadership positions;
- Maintain the systems, structures, and processes, including a dynamic investment strategy and policy statement in one central document that enable us to be a performance-based organisation focused on “best practice”;

- Employ excellent people who have top quality intellect, commitment, balance individual and team work and work with a passion for achieving Māori success; and
- Engage effectively to promote and communicate the outcomes for which Te Puni Kōkiri is responsible.

People Capability

Our current People Capability Strategy runs to 2010, and during 2009/10 we will engage with a variety of stakeholders, including staff, to develop a new People Capability Strategy through to 2016.

We continue to be committed to making Te Puni Kōkiri a place where people aspire to work, are able to develop and can make a difference. Our People Capability Strategy will be informed by our Values, our 2008 staff climate survey and the public service context within which we operate. We will incorporate our remuneration, employment relations, learning and development and succession management planning into our People Capability Strategy.

In March 2010 our Collective Employment Agreement with the Public Service Association (PSA) expires. We will negotiate a new collective agreement that meets both our new People Capability Strategy and government expectations as expressed in the “Government’s Expectations for Pay and Employment Conditions in the State Sector”.

While we develop our new People Capability Strategy we will continue to use the key

indicators of organisational health that we have used in previous years. This will ensure consistent indicators are applied while at the same time developing any suitable alternatives.

Key indicators of our organisational health will be drawn from:

- Staff turnover;
- Number of vacancies filled by internal promotion;
- Number of staff disputes/grievances lodged against us; and
- Staff engagement survey and staff exit survey results.

Communications

It is Te Puni Kōkiri's intention to be a more effective communicator and we aim to proactively promote the activities and achievements of Te Puni Kōkiri. Publications such as Kōkiri and E-Kōkiri are an effective means of advising the most relevant, timely, and factual information to staff and stakeholders alike. A further communiqué – Kōtuitui is our main means of internal networking that aims to link us all in our work by sharing success stories. We continue to focus on our shift toward e-based communication tools.

Maintaining an Evaluation Programme

Since our last Statement of Intent, we have made significant gains in achieving the objectives of our internal evaluation function. Most importantly, we have embedded a culture of internal evaluation in the Ministry,

and delivered on and further reviewed our Evaluation Strategy. On-going work includes:

- *Maintaining evaluation capacity* – to manage and co-ordinate the evaluation programme, provide evaluation advice and commission and implement high quality evaluative activity;
- *Increase evaluation capability* – to ensure that people involved in direction setting, planning, implementation and delivery know when and how to promote evaluative activity, how to commission and manage it and how to use results; and
- *Continue to enhance systems and processes* – to ensure that evaluation requirements and tools are built into all aspects of the management cycle and that the results of evaluation activity are communicated in a way that informs decision making.

Energy Efficiency

The NZ Energy Efficiency and Conservation Strategy requires: *“government to demonstrate sustainable outcomes in its vehicle fleet, its buildings, its purchase of equipment and consumables and the behaviour of public service employees.”*

The Strategy targets include energy use reductions, workplace travel plans and vehicle carbon emissions.

Targets include:

- achievement of a 10% reduction in energy use per FTE of premises occupied by the end of 2012, compared with the 2006/07 baseline.



- reduce consumption of energy-intensive consumables such as paper by 10% by the end of 2010.
- Workplace travel plan in place by the end of 2010 aiming for an aggregate 15% reduction in kilometres travelled, including by air, from the 2006/07 baseline.
- reducing average CO2 emissions per vehicle in the fleet by 25% by the end of 2012 based on the 2006/07 baseline.

Development Goals for the State Services

- Become Employer of Choice
- Provide Networked State Services
- Demonstrate Value for Money
- Deliver Coordinated State Agencies
- Provide Accessible State Services
- Engender Trust in State Services

The six State Services Development Goals provide focus for the efforts of all state services agencies to improve performance and increase New Zealander's confidence in the system as a whole.

The shared goal is to deliver a system of world class professional State Services serving the government of the day and meeting the needs of New Zealanders.

Te Puni Kōkiri recognises that investment in the six goals can be mutually reinforcing. Progress in improving performance toward each goal can make it easier to reach the published milestones in the others. For example, lower staff turnover and better staff engagement are both indicators of progress toward the **Employer of Choice**

goal. These gains also contribute to achieving Value for Money. Similarly, better Accessibility for Māori to state services and evidence of improved Value for Money will both contribute to New Zealanders **trust** (and confidence) **in their State Services**.

Te Puni Kōkiri can and does contribute in these ways to a stronger State Services system and better performance. A stronger, better **Connected, Networked** and **Accessible** system of State Services can, in turn, also contribute strongly to the outcomes that are central to Te Puni Kōkiri.

Te Puni Kōkiri outputs will include continued investment in activities that support each of the six goals, with particular emphasis this year on demonstrating value for money.

The Relationship and Information Wahanga contributes through its regional networks to the State Sector goal of "Provide Accessible State Services". This is done through brokering relationships between whānau, hapū, iwi, Māori communities and organisations with government, including local government that can assist Māori to have greater participation, inclusion and access to government resources and services. This is of particular importance in the current economic climate given the likelihood of disparate impacts on Māori.

Assessing our Cost-Effectiveness

Te Puni Kōkiri will continue to ensure that provision of all services to Ministers and Stakeholders alike, is provided efficiently and effectively through:

- a sharpened focus on delivery of the Governments objectives at all levels throughout the organisation, from strategy to wāhanga work programmes, to individual performance agreements;
- sound investment in people, processes and systems;
- benchmarking using the Common Measurements Tool; and
- an internal review programme to identify and implement efficiency and effectiveness improvements in programme management, relationships and information and corporate compliance.

The actual assessment of cost-effectiveness of policy work remains challenging, given that the outcomes we are pursuing are dependent on a wide range of contributors. However, we will, over time, benchmark and measure the cost-effectiveness of achieving our impact measures. Alongside this, the costs of policy production are continually monitored to ensure that the Governments objective to improve value for money (VFM) within the State Sector is being adhered to.

Our VFM Principles moving forward have been documented and made available to all Te Puni Kōkiri staff who have clear understanding of what is required.

Ko ngā Mātāpono "Whai-hua a Putea" o Te Puni Kōkiri e hua ai/The Te Puni Kōkiri 'Value for Money' Principles are:

- Me hāngai ngāmahi a Te Puni Kōkiri ki ngā mahinga matua a Te Kawanatanga/ Ensuring everything Te Puni Kōkiri does contributes to a Government priority;

- E tika ana te utu mō ngā mahinga a Te Puni Kōkiri/Ensuring the cost of Te Puni Kōkiri activities are appropriate; and
- Me whai-hua a Te Puni Kōkiri i roto i āna mahinga katoa/Ensuring what Te Puni Kōkiri does demonstrates real value.

Throughout 2009/10 our focus on VFM will involve:

- Discontinuing any activity or programme that does not contribute to a Government priority;
- Benchmarking Te Puni Kōkiri costs;
- Reducing costs and/or enhancing productivity and effectiveness, and seeking greater efficiency;
- Monitoring and measuring our effectiveness; and
- Reviewing our effectiveness where necessary.

Additionally, Te Puni Kōkiri will continue its overall evaluation of the Māori Potential Fund and other programmes to demonstrate their contribution to Te Puni Kōkiri's high level outcomes. To be confident that the Māori Potential Fund is operating effectively, we will ensure that:

- investments made through the fund are aligned to real needs;
- investments are well designed and likely to improve outcomes;
- the quantity, quality and coverage of investments align with our intervention logic;



- near-term results and outcomes are improving in the areas anticipated; and
- change has resulted from the investments¹.

Finally, Te Puni Kōkiri shall continue to work with Audit NZ, the Treasury, and the State Services Commission to improve performance measurement as a key means of supporting good decision making, collaboration and co-ordinated state sector agencies, as well as meeting accountability requirements.

¹ State Services Commission et al (2003) *Learning from Evaluative Activity – Enhancing Performance through Outcome-focussed Management*, prepared by the Steering Group for the Managing for Outcomes Roll-out 2004/05, November 2003 p7



He aha te mea nui o
te ao? He tāngata! He
tāngata! He tāngata!

*What is the most
important thing in the
world? It is people! It is
people! It is people!*



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