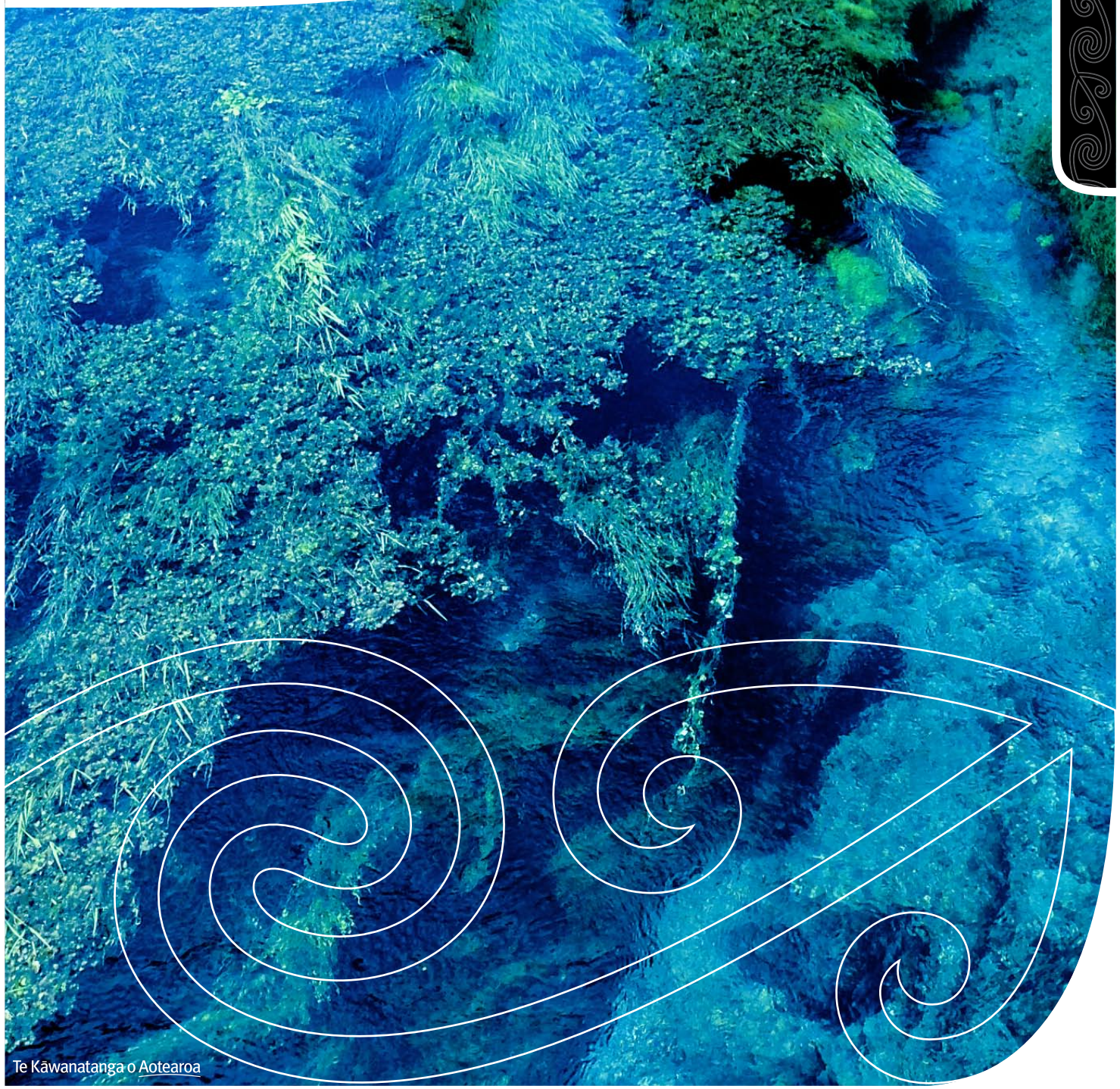




**Te Puni Kōkiri**  
REALISING MĀORI POTENTIAL

**Ka mōhio, ka matau, ka ora:  
He ia kōrero**

*Effectiveness for Māori Measurement  
and Reporting Framework:  
A Case Study*









Mā te rongo, ka mōhio; Mā te mōhio, ka mārama;  
 Mā te mārama, ka mātau; Mā te mātau, ka ora.

*Through resonance comes awareness; through awareness comes understanding; through understanding comes knowledge; through knowledge comes life and wellbeing.*

## REALISING MĀORI POTENTIAL



|   |  |
|---|--|
|  1 | <i>Mātauranga – Building of knowledge and skills.<br/>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>  |

*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.*

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# EFFECTIVENESS FOR MĀORI MEASUREMENT AND REPORTING

## A CASE STUDY OF CAREERS NEW ZEALAND'S WHĀNAU DECISION-MAKING PROJECT

A Case Study of Careers New Zealand's Whānau Decision-Making Project

In 2013, Te Puni Kōkiri developed the *Effectiveness for Māori Measurement and Reporting Framework* (the Framework) based on some learnings in Te Puni Kōkiri's literature review *Measuring performance and effectiveness for Māori: Key themes from the literature*. The framework and broader literature review are intended to assist state sector agencies, or groups of agencies, to self-assess and improve their practice in measuring and reporting on their effectiveness for Māori. This Case Study provides real life examples of some of the principles of the Framework in action. It shows how Careers New Zealand trialled, evaluated and reported on its Whānau Decision Making Project (WDMP) through the gathering of qualitative data about the preferences and experiences of whānau<sup>1</sup> with the service.

### Careers New Zealand:

- assessed available evidence about what effective practice for Māori might look like, and set out to develop further knowledge through trialling WDMP;
- found the right evaluation methodologies to gather data from whānau, whose role in career decision-making was a crucial part of the project;
- applied tikanga Māori in a manner appropriate to each whānau from whom they collected information;
- sought and implemented advice on the best way to communicate findings back to whānau; and
- used the findings to develop and successfully apply a new practice model for working with whānau called Te Tūkirunga, which is described in more detail below.

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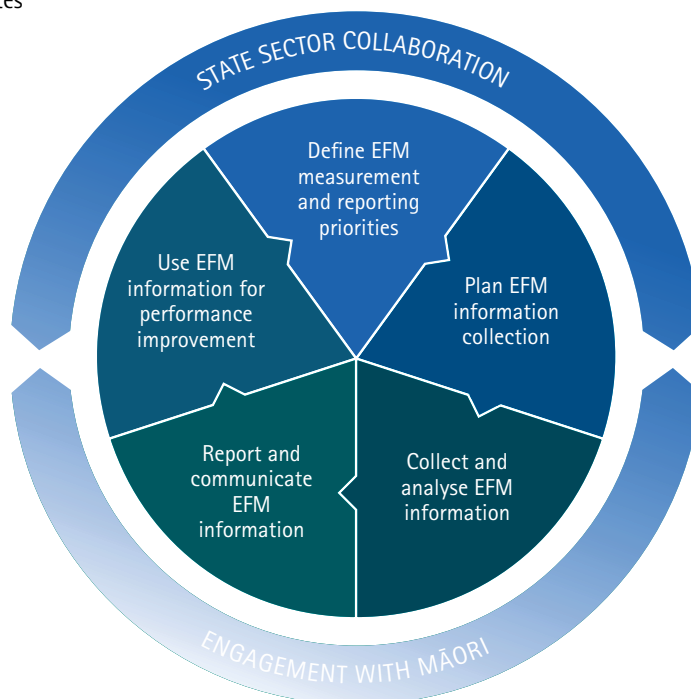
<sup>1</sup> Can mean a whakapapa whānau (a family tied together by kinship) or a kaupapa whānau (a group tied together by other kinds of shared interests).

# HOW THIS CASE STUDY ILLUSTRATES THE EFFECTIVENESS FOR MĀORI MEASUREMENT AND REPORTING FRAMEWORK

This Case Study is intended to be read with reference to the Framework. It illustrates each stage in the measurement and reporting cycle presented in the Framework, as shown in figure one below.

FIGURE 1: EFFECTIVENESS FOR MĀORI (EFM) MEASUREMENT AND REPORTING CYCLE

Each phase of the measurement and reporting cycle incorporates engagement with Māori and state sector collaboration as overarching principles.



It is important to note that the WDMP predates the Framework, and was developed without reference to it. However, there are many practical examples from the evaluation process used for the WDMP to illustrate the principles of the Framework in action, particularly with regard to the collection and use of qualitative data.

This Case Study begins with a brief background about the work of Careers New Zealand and the WDMP. This is followed by a discussion of how the WDMP illustrates the principles of the Framework in action.

It concludes with an introduction to the Poutama (staircase) diagram from the Framework, which allows agencies to assess what stage they are at in measuring and reporting on their effectiveness for Māori. The final section of the Case Study rates Careers New Zealand's efforts with the WDMP.



# BACKGROUND

## ABOUT CAREERS NEW ZEALAND

Careers New Zealand is a government agency that provides careers support for all New Zealanders needing information and advice to match their talents and aspirations with the needs of employers and the economy. As well as providing direct services to individuals, Careers New Zealand works across the education, industry and employment sectors so that young people are supported to make informed decisions about their journey from education to employment. It places a particular emphasis on young people, Māori and Pasifika.

The provision of careers advice links with the Government's Better Public Services programme, which focuses the state sector on delivering improved results in education and employment. Improved Māori success in these areas would bring benefits to New Zealand as a whole.

## WHAT IS THE WHĀNAU DECISION-MAKING PROJECT (WDMP)?

WDMP was a pilot programme run by Careers New Zealand in two phases. It was intended to build knowledge of what works in supporting the career decision-making of Māori and their whānau. The following is a description of its objectives and outcomes.

Careers New Zealand developed WDMP after reflecting on its service model, which delivered careers guidance directly to rangatahi (young people) and provided information sessions for parents largely through secondary schools. While this model resulted in some positive short-term outcomes, there was little evidence that it was meeting the needs of rangatahi Māori and their whānau.

Research completed by Careers New Zealand<sup>2</sup> and other project sponsors identified whānau as critical influencers of the career choices of young Māori. In WDMP, whānau were therefore placed at the centre of the career decision-making process.

WDMP was conceived to build the knowledge about what supports career decision-making in Māori whānau. Three participant outcomes were expected on completion of the programme. These were:

- rangatahi would be on a pathway towards identifying training or job outcomes;
- whānau would be more aware of career pathways and know how to support the career decision-making process; and
- career advisers and teachers in schools would have greater skills to support the career decision-making process.

The Ministry of Education's Māori education strategy, *Ka Hikitia*, emphasised the importance of piloting "new approaches to support Māori students and their whānau to make decisions about future education choices [and] evaluate the effectiveness of these approaches".<sup>3</sup>

WDMP took place in two distinct phases, both of which were formally assessed by external evaluators.

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2 Careers New Zealand (2007/08 and 2010), Career Decision-Making Abilities evaluations.

3 Ministry of Education (2009), *Ka Hikitia – Managing for Success: The Māori Education Strategy 2008–2012*, Updated 2009, p 2.

## PHASE 1 OF THE WDMP: WORKING WITH WHĀNAU

The first phase, from March to November 2009, involved working closely with 40 whānau from the Manawatu and Whakatū (Nelson) regions. This was run in joint partnership between Career Services<sup>4</sup>, Ministry of Education and Te Puni Kōkiri. It involved Careers New Zealand using a new method of service delivery, which required working intensively with rangatahi in a whānau setting, usually at the whānau home.

The intentions of the pilot were to:

- learn more about the decision making of Māori whānau in relation to careers; and
- identify effective approaches for career practitioners in assisting rangatahi to make career decisions supported by their whānau.

These objectives were tracked through an evaluation process that provided results to Careers New Zealand and the other project sponsors in real time. The final report identified several lessons about whānau preferences for engaging with careers services. These were developed into a new model for whānau engagement, Te Tūkirunga, which has been incorporated into Careers New Zealand's everyday practice.

5

## PHASE 2 OF THE WDMP: TRIALLING THE PROGRAMME IN KURA KAUPAPA MĀORI AND ALTERNATIVE EDUCATION SCHOOLS

Careers New Zealand began a second phase of the WDMP in 2011. Phase 2 sought to explore the provision of career guidance programmes for rangatahi in kura kaupapa Māori<sup>5</sup> and alternative education<sup>6</sup> schools, with the assistance of key influencers (including whānau and school staff). The design of the second phase drew on the lessons of Phase 1 and reflects Careers New Zealand's priorities described in its revised service offer as set out in its Statement of Intent.

The second phase involved Careers New Zealand working with five kura kaupapa Māori and five alternative education providers to:

- co-design and co-deliver career education programmes for rangatahi with their whānau (or a key influencer, such as a school staff member) within the kura kaupapa Māori and alternative education settings;
- deliver capability building programmes for school careers advisors, teachers and other staff to increase their skills and confidence to support students' career decision making; and
- develop appropriate resources that support career decision making in these environments.

This phase was subject to a formative evaluation to test the achievement of three expected outcomes:

- rangatahi would be on a pathway towards identifying training or job outcomes;
- whānau would be more aware of career pathways and know how to support the career decision-making process; and
- career advisors and teachers in schools would have greater skills to support the career decision-making process.

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4 Career Services changed its name to Careers New Zealand in May 2011.

5 Kura Kaupapa Māori are Māori-language immersion schools where the philosophy and practice reflect Māori cultural values with the aim of revitalising Māori language, knowledge and culture.

6 Alternative education (AE) is a Ministry of Education initiative that provides constructive alternative delivery of education for students who have become habitual truants, or who are deemed behaviourally challenging. AE aims to support these students in a nurturing environment with high expectations of student potential.



The evaluation of the programme found that it did increase rangatahi awareness of the importance of having a career, and of careers information and options. However, some whānau were not ready to engage in the programme in the context of its delivery in alternative education schools, due to the complex social issues they were dealing with at the time.

Staff in both the kura and alternative education schools reported an increased sense of self-awareness, knowledge and confidence, along with a better understanding of career resources. They felt more comfortable with integrating careers into learning programmes, and about having focused career conversations with staff and whānau.

## EVALUATION OF WDMP COMPARED WITH EACH STAGE OF THE EFM MEASUREMENT AND REPORTING CYCLE

### 1 – DEFINE EFFECTIVENESS FOR MĀORI MEASUREMENT AND REPORTING PRIORITIES

The first stage of the framework involves deciding what to measure and report. Careers New Zealand followed a process that:

- ensured reported information would be relevant to government and sector priorities;
- assessed available evidence and data about what effective practice for Māori might look like, and set out to develop further knowledge through trialling WDMP; and
- set clear evaluation priorities for both phases of the project.

Careers New Zealand made sure that its evaluation priorities would link with those of the wider education sector. Its *Statement of Intent 2009/10-2011/12* explained how Careers New Zealand would contribute to the wider sector priority of *Māori enjoying success as Māori*. Its contribution would be to ensure that young Māori and their whānau have the information and skills to make good learning and career decisions. This would be measured by the evaluation results of this project. For example, the evaluation of WDM Phase 2 found evidence that the programme increased rangatahi awareness of careers information and decision making and the importance of having a career. There was also evidence of alternative education and kura staff reporting changes in student confidence and a greater focus on what they wanted to achieve in the future.

The project team for the first phase of WDMP developed a positioning paper to refine their understanding of whānau decision-making practices, and the diversity of practices within whānau. This information was applied in designing the service model and the evaluations.

Careers New Zealand planned to assess the extent to which their activities had improved the capability of rangatahi and those who influence them (e.g. teachers and whānau) to:

- be better informed about career options; and
- make career decisions that set them on the pathway to better education outcomes.



## 2 – PLAN FOR EFM INFORMATION COLLECTION

This stage involves ensuring that appropriate data sources and measurement systems are in place. It encourages the use of whānau-level indicators where appropriate. Careers New Zealand:

- recognised at the outset that whānau, rather than individuals, would be the key unit of analysis;
- used a literature review and staff knowledge to understand how to gather data at the whānau level;
- decided to use qualitative research methods to collect information about the personal experiences of service users; and
- made links with Ka Hikitia and the Ministry of Education's Measurable Gains Framework in the education sector to develop evaluation questions.

7

Since the WDMP was delivered at whānau level, Careers New Zealand identified that it was important to collect information about the success of the programme from whānau themselves. At the outset, Careers New Zealand commissioned a literature review, which covered different ways of collecting data and using measurement at the whānau level. A mix of data-gathering techniques – including observation, facilitated whānau workshops and individual interviews – were used in the evaluations of both phases.

As part of its preparatory work, Careers New Zealand recognised that whānau are diverse, and that the findings of the evaluation would be more meaningful if this diversity was recognised and understood. It therefore developed a framework for analysing their findings by adapting Professor Mason Durie's four whānau types to their needs. Part way through Phase 1, Careers New Zealand adjusted this whānau typology to better match what they were observing in the field.<sup>7</sup>

Careers New Zealand also tapped the knowledge of their own staff and made links with the measurement practices being used across the education sector. The Ministry of Education's Measurable Gains Framework was used to inform the evaluation questions for WDMP. This would ensure that the evaluation contributed to a shared understanding of what effective practice for Māori learners looks like.

The Tūkirunga framework informed the development of the Phase 2 evaluation and was then used as a framework for analysing and presenting the evaluation findings.

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<sup>7</sup> Articulated and further developed in: Cunningham, C, Stephenson, BS, and Tassell, N, (2005), Analysis of the Characteristics of Whānau in Aotearoa: a Report for the Ministry of Education, Massey University, P 31-32. The different types identified are: Conservative, Pluralistic, Integrated and Isolated whānau. Careers New Zealand decided to re-name the Isolated type as "Independent" whānau.



### 3 – COLLECT AND ANALYSE INFORMATION ABOUT EFFECTIVENESS FOR MĀORI

This stage involves collecting and analysing information from Māori affected by the services, and applying tikanga Māori as appropriate. Careers New Zealand:

- applied qualitative information-gathering methods (semi-structured interviews and focus groups) that were appropriate to the participants in the pilot;
- applied tikanga Māori in a manner appropriate to each whānau from which they collected information;
- consciously practised whakawhānaungatanga (making connections and building trust) with whānau as the first step towards collecting information from whānau; and
- procured the services of evaluators who were able to operate in the Māori world and who were comfortable in dealing with whānau.

8

The evaluations of the pilot relied heavily on qualitative methods (such as semi-structured interviews and focus groups). The evaluation of Phase 2 included a survey to gather information from kura and alternative education teaching staff about their use of Careers New Zealand resources. Given the relatively small numbers of whānau and individual students involved, there was little scope for the collection and use of quantitative data.<sup>8</sup>

Much of the information for the evaluations had to be collected from whānau, meaning that the use of tikanga Māori had to be considered. Principles from *Ka Hikitia* and the SPEaR Good Practice Guidelines<sup>9</sup> were used to construct a table of ethical considerations to underpin information collection from whānau in the Phase 2 evaluation. These considerations included the need for the evaluation team to have an understanding of whānau, hapū and iwi, tikanga and te reo Māori.

The evaluators selected for both phases were of Māori descent and were confident in operating within the Māori world. The interviews and focus groups were guided by tikanga Māori, including using karakia (prayer), mihi mihi (introductory speeches), discussing Māori concepts, and sharing kai.

It was found that the process of whakawhānaungatanga was an important part of getting whānau to participate and volunteer information. Many whānau wanted to learn more about a careers consultant through mihi and the consultant's whakapapa (genealogy) to establish a rapport at the outset.

In other respects, the emphasis placed on tikanga Māori needed to vary between whānau. Careers New Zealand found that some whānau wanted to engage in te reo Māori and with a basis of tikanga, whereas others were less comfortable with this.

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8 However, Careers New Zealand is in the process of improving its quantitative data collection and analysis approaches, giving it the ability to track results over time.

9 See [www.spear.govt.nz/good-practice/index.html](http://www.spear.govt.nz/good-practice/index.html).

## 4 – REPORT AND DISSEMINATE EFFECTIVENESS FOR MĀORI INFORMATION

The Framework states that reporting and communication decisions must cater for both internal and external stakeholders and must be tailored to the intended audience. Careers New Zealand:

- reported the results of both WDMP evaluations to a wide range of audiences;
- sought advice on the best way to communicate findings back to whānau; and
- used a variety of reporting formats as appropriate to each different audience.

Careers New Zealand asked education providers for advice about the best way to communicate the evaluation findings to participating whānau. The advice was to attach a very brief summary (1-2 pages) of the findings to the usual letter sent out to thank them for their participation. Some whānau requested and received a copy of the full report. The final report was produced in English only as the low demand for a Māori language version did not justify translation. Some te reo Māori was used within the report to highlight particular concepts or points where this was appropriate.

Communications plans were developed for both phases of the WDMP. The evaluation reports were released to Careers New Zealand's stakeholders in the state sector, including the Ministry of Education and Te Puni Kōkiri. Throughout the project, these stakeholders were given regular updates, concluding with a formal presentation of the final report.

The findings of the two WDMP evaluation phases were also shared in careers-related conferences in both New Zealand and Australia, and through summaries in the Career Edge newsletter (which is available on the Careers New Zealand website). References to WDMP can be found in Careers New Zealand's *Statement of Intent* (both 2009/10–2011/12 and 2010/11–2012/13), and in their 2009/10 *Annual Report*.

## 5 – USE EFFECTIVENESS FOR MĀORI INFORMATION FOR PERFORMANCE IMPROVEMENT

According to the Framework, an organisation at this stage in the cycle will have a deeper understanding of the complexity of the diverse Māori groups they work with and will have an improved understanding of their effectiveness for Māori. Careers New Zealand:

- learned that Māori whānau are diverse and that needs and wants should be assessed rather than assumed; and
- developed and successfully applied a new practice model for working with whānau called Te Tūkirunga.

Careers New Zealand distilled the findings of the evaluation of the first phase of WDMP to develop the Te Tūkirunga model. The model was tested through the second phase. The evaluation of this second phase found careers consultants were successfully using this model with staff and students at alternative education schools and kura.<sup>10</sup> It is now applied by Careers New Zealand to all capability building agreements with schools, tertiary and other organisations. The model was also successfully used by the Ministry of Education when setting up a mentoring project with rangatahi.

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10 Smith, R, and Wehpeihana, N, A Formative Evaluation of Whānau Decision Making Phase II (He Hanga Kaupapa: Hei Mahi a Whānau) – Final Evaluation Report, (2011).



Te Tūkirunga centres around six principles to help Careers New Zealand engage with and guide whānau through the process of career decision-making:

1. *Whakatau (engaging)* – building relationships and establishing connections to build rapport with whānau.
2. *He aronga ake a whānau – whānau awareness (appraising)* – appraising the needs of whānau, their strengths, skills and responsibilities and co-constructing approaches that will work with whānau.
3. *He whakaritenga a whānau – whānau readiness (exploring)* – exploring the whānau needs and goals using appropriate techniques, resources and materials that suit the purpose of the session and the needs of the whānau.
4. *He pumanawa a whānau – whānau potential (building)* – realising whānau potential and raising whānau expectations of what they can achieve.
5. *He hanga kaupapa a whānau – whānau decision making (strengthening)* – strengthening whānau decision making by enabling whānau to set goals, identify steps and timeframes and providing career information, links to other networks and possible opportunities.
6. *Poroporoaki (summarising)* – weaving together the strands of the whānau guidance and career decision-making processes.

One difficulty that Careers New Zealand experienced in applying Te Tūkirunga was that some whānau, particularly those with children in alternative education, were not ready to engage in careers planning, as many were facing difficult circumstances and had other priorities. As a result, Careers New Zealand staff accepted that whānau readiness was an important prerequisite for their ability to engage successfully.

This fits with the finding, noted earlier, that Māori whānau are diverse, and that whānau needs and preferences should be assessed rather than assumed.

## OVERARCHING PRINCIPLES

The overarching principles of state sector collaboration and engagement with Māori were applied at all stages of the WDMP.

### State Sector Collaboration

As previously noted, the project involved collaboration between three agencies with an interest in ensuring effective careers delivery for Māori: Careers New Zealand, Te Puni Kōkiri, and the Ministry of Education. These three agencies met regularly during the course of the project and its evaluation.

The WDMP was aligned with broader state sector goals, and drew particularly on the education sector's Māori strategy, *Ka Hikitia*. The focus on whānau aligned closely with the Government's Whānau Ora policy.<sup>11</sup>

Although this project was conducted specifically with Māori whānau, its benefits are widely applicable to other contexts across the state sector. The findings, particularly the Te Tūkirunga model, have been used and applied to Pasifika students and aiga.

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<sup>11</sup> An approach to providing health and social services that empowers whānau as a whole rather than focusing separately on individual family members and their problems.



FIGURE 2: TE TŪKIRUNGA: WHĀNAU CAREER GUIDANCE MODEL



11

### Collaborating with Other Agencies that have Shared Priorities for Māori

The first phase was a joint project between Careers New Zealand, Te Puni Kōkiri, and the Ministry of Education (who agreed to fund the evaluation of this phase), as these agencies had an interest in ensuring that careers delivery is appropriate for Māori whānau and rangatahi. Careers New Zealand and the Ministry of Education also collaborated over the evaluation of Phase 2.

### Engagement with Māori

The project involved input from Māori from its inception to its evaluation. Most staff involved in the WDMP were Māori, and were able to make good use of their whānau connections and knowledge of tailored delivery to rangatahi. Likewise, the members of both evaluation teams were Māori, and used kaupapa Māori approaches in the evaluation, including conducting much of the evaluation work with providers kanohi ki te kanohi (face to face).

During the first phase of the project, an external advisory group was formed in the Manawatū with members from Māori organisations, the community, secondary schools and tertiary providers. The role of this group was to identify any gaps or concerns during the planning of the project.

The project helped to raise awareness of the need to keep iwi and hapū groups informed of Careers New Zealand's activities in their area. In Dunedin, for example, the project has been the spur for steps to keep local papatipu rūnanga<sup>12</sup> informed.

12 Local representative bodies for Ngai Tahu iwi.

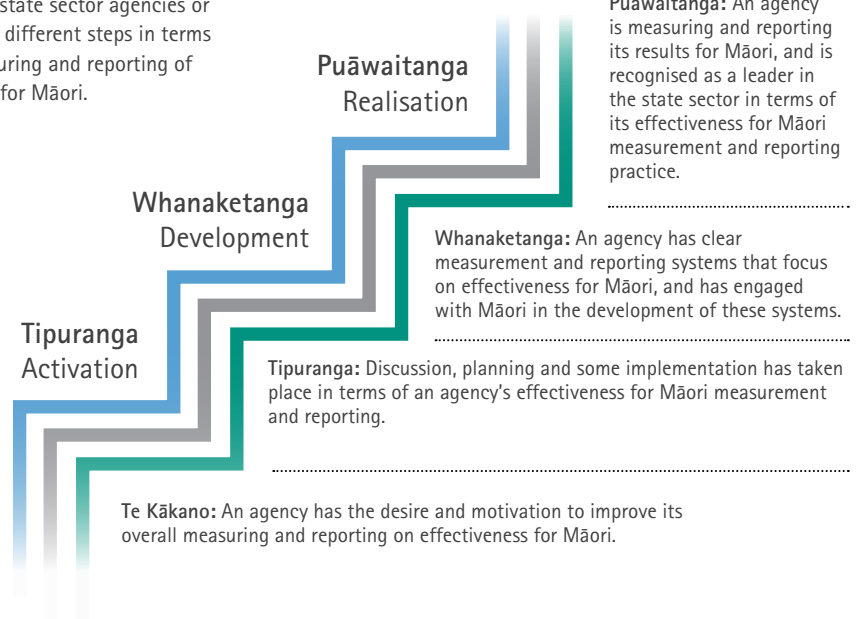


# PLACEMENT ON POUTAMA DIAGRAM

The Effectiveness for Māori Framework offers a poutama (staircase) model to illustrate the different steps that an agency will go through when improving their effectiveness for Māori. Looking at the WDMP, Te Puni Kōkiri observes that Careers New Zealand operated mostly at the Whanaketanga (development) stage. They reached this level through careful consideration of the needs of Māori in their project development and implementation.

## Poutama: Approach To Improving State Sector Measurement and Reporting of Effectiveness for Māori

The Poutama (staircase) model illustrates the idea that state sector agencies or sectors are at different steps in terms of their measuring and reporting of effectiveness for Māori.



For Careers New Zealand to improve further, they may like to consider putting a greater focus on communicating results by undertaking some of the following actions:

- meeting kanohi ki te kanohi with research participants to communicate evaluation results;
- communicating research findings directly to Māori stakeholder groups; and
- making evaluation reports publicly available online in their entirety.

## FURTHER INFORMATION

For more information about Careers New Zealand's WDMP see <http://www.careers.govt.nz/educators-practitioners/career-practice/career-edge/helping-rangatahi-along-career-pathways>

For Te Puni Kōkiri's *Effectiveness for Māori Measurement and Reporting Framework* see <http://www.tpk.govt.nz>

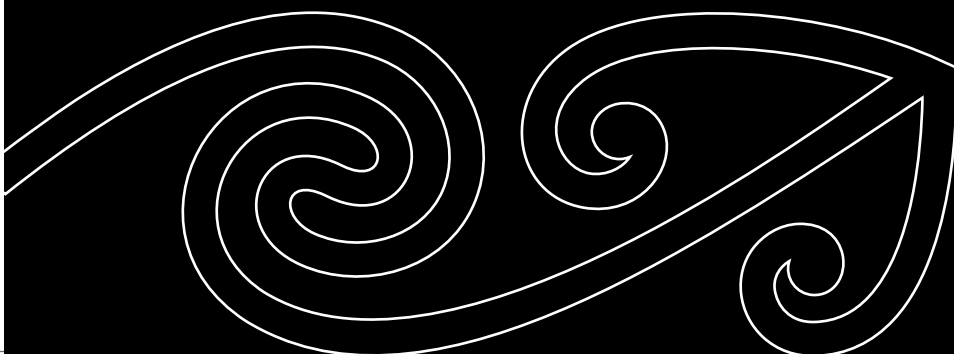
For Te Puni Kōkiri's *Measuring performance and effectiveness for Māori: Key themes from the literature review* see <http://www.tpk.govt.nz/en/in-print/our-publications/publications/measuring-performance-and-effectiveness-for-maori-key-themes-from-the-literature/download/tpk-measuringperformance-2013.pdf>

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