

# ORANGA MARAE: FORMATIVE EVALUATION

Report Prepared for: Te Puni Kōkiri and the Department of Internal Affairs

April 2020



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Kei ngā pae maunga

E ngā ihi, me ngā wehi

Kei te rere ngā kupu mihi

Kei roto i ōu mana, i ōu rohe

Ko te mahi manaaki tangata, whakahiki tangata ngā take nunui i tēnei wā tonu.

Koia mātou nei e whakamihi ki ēnei āhua. Mihi atu nei ki ngā marae, ngā whānau, ngā kaimahi o Te Puni Kōkiri me Te Tari Taiwhenua, ngā raukura o te kōmiti whakahaere, ki ngā kaikawe kaupapa hoki i tauawhi i ngā marae me ngā whānau kia tū kaha nei i roto i tēnei kaupapa arā ko te oranga marae.

Ka mihi rā hoki ki ngā whakaāhurutanga o tēnei kaupapa ko Te Puni Kōkiri me Te Tari Taiwhenua. Tēnā koutou me te pūpurutanga o te kaupapa whakaoranga marae.

Nā mātou te honore nui kia kite i te nui o ngā hua kei te puawai i roto i ēnei mahi.

Tumanakohia ka whaihua anō a Te Pūni Kōkiri me te Tari Taiwhenua kia hāpai i te whakawhanake haere i ngā kaupapa nei nō te whakaaro Māori i waihanga, nō te ngākau Māori i kawē.

Heoi karangahia mā tātau tonu e whakatuu kia ora. Tihei mauriora!

Nā mātou iti nei

nā Chelsea Grootveld mātou ko Timoti Brown, ko Hiria McRae, ko Tabitha McKenzie, ko Kahuroa Brown, ko Atareta Black ko Tiara Woolcott-Hammond.

## EXECUTIVE SUMMARY

This report presents the findings of a formative evaluation focused on Oranga Marae, a programme of investment co-designed by Te Puni Kōkiri (TPK) and the Department of Internal Affairs (DIA) to support the cultural and physical revitalisation of marae.

The evaluation looked at the extent to which the Oranga Marae investment made a positive difference to the physical and cultural aspirations of marae during the 2018/19 financial year. The summative evaluation report will be presented to TPK and DIA on 30 June 2020.

The Oranga Marae story sits within a broader Māori Development narrative and the suggested improvements should be considered alongside the complexities presented by COVID-19, in particular the short, medium and long-term impacts the pandemic will have on marae vitality and the Crown's appetite and ability to invest into the Māori ecosystem. The impact of current structural changes to both TPK and DIA as they reconfigure, is also an important consideration.

### Key findings

Oranga Marae is achieving its intended purpose. Oranga Marae opened marae access to funding to support both physical and cultural revitalisation in a way the previous Lotteries Marae Heritage Facilities (LMHF) Fund was not able to, including Marae Development Planning (i.e. the combination of physical with cultural revitalisation implementation). This was a positive and significant shift.

The evaluation showed how partnership and system tensions emerged during the implementation of Oranga Marae. These challenges were not altogether unexpected given the relatively short timeframe to transition from the project stage to programme delivery, and stand up a new kaupapa, partnership and way of working.

However, the complexities involved in standing up a programme and partnership of this nature cannot be overstated. The collective research, design, systems, planning, policy, coordination, monitoring, review and delivery work completed to date is unique, innovative and should be celebrated by both agencies.

Oranga Marae has enabled marae to achieve some incredible short-term impacts and outcomes. These were demonstrated through increased whānau engagement and connectivity, increased use and revitalisation of te reo, tikanga and mātauranga ā hapū ā iwi, increased intergenerational connects, increased pride, enhanced financial, governance and technical capability, completed builds and renovations.

Marae were overwhelmingly positive about what Oranga Marae has supported and enabled them to achieve both in terms of the physical build and cultural revitalisation ā hapū ā iwi. The vast majority of marae were positive about the exemplary advisory support they received from TPK and DIA advisors and supported the Oranga Marae kaupapa and vision.

The removal of the one third partnership contribution has opened access to a broader pool of marae, including rural and smaller marae. The strategic partnership is working well at a programme management level and is developing at a regional programme delivery level with best practice collaboration evidenced in a few regions. While most marae found the online application system

challenging to engage with and navigate, they persisted and actively sought support from TPK and DIA advisors.

As the Oranga Marae programme evolves, developing a cohesive monitoring and reporting approach and shared measures will help both agencies to evidence and tell the story about the significant and valuable contribution Oranga Marae makes to marae cultural and physical revitalisation.

### **Suggested improvements**

The evaluative data highlighted a number of programme implementation improvements that should be actioned jointly by TPK and DIA as a matter of priority.

### ***Strategy and policy***

- Develop a strategic plan and framework to anchor Oranga Marae based on relevant quantitative and qualitative data including the Martin Jenkins Review (2020) and the evaluation findings.
- Develop a policy discussion paper that positions Oranga Marae as a strategic policy kaupapa and develop a business case to support what a sustainable fund might look like. The potential audience could be the respective Ministers for both agencies, public sector colleagues at Te Arawhiti, Te Mātāwai, Ministry for Culture and Heritage and Treasury.

### ***Partnership***

- Invest time and resource into building the partnership between TPK and DIA at the regional level to encourage better collaboration and regional prioritisation.
- Identify and build relationships with relevant Crown agencies to support increased investment in marae development
- Build strategic relationships with iwi (i.e. Iwi Chairs Forum) to better understand the marae ecosystem and Iwi priorities

### ***Communication strategy and action plan***

- Refine and update the current Oranga Marae communications strategy and protocols to ensure both internal and external stakeholder communication needs are met, and the process for developing and releasing joint communications is timely. Explore the potential to develop up to date communication tools and resources to support TPK and DIA advisor delivery.

### ***Monitoring and reporting***

- Develop a cohesive monitoring and reporting approach, including shared measures to help both agencies evidence and tell the story about the significant and valuable contribution Oranga Marae makes to marae cultural and physical revitalisation.

### ***Process and systems***

- Update the Oranga Marae enhancements register and prioritise implementation actions.
- Share regional based information with marae about local suppliers (i.e. architects, project managers, builders, engineers, surveyors, plumbers, electricians) and reasonable costs

- Support regional managers to prioritise Oranga Marae so that advisors have capacity to provide tailored support to marae
- Provide templates for budgets and project management tools and make these easily accessible on the website and GCMS platform.

### ***Share good practice and success***

- Profile achievements of marae in each region that have been successful in navigating the different phases – Share presentations about what works? How to overcome challenges?
- Consider resourcing tuakana/teina mentoring for marae in each rohe

### ***Training and specialist support***

- Seek TPK and DIA advisor feedback on the existing ilearn modules and the potential to create additional fit for purpose training solutions, consider both online and face-to-face delivery.
- Invest in specialist technical support to support the quality delivery of TFS and provide relevant technical advice at the right time to the right people – including to marae, TPK and DIA advisors, programme management and Marae Ora and Oranga Marae committee members.

## **BACKGROUND**

This section describes the context behind the Oranga Marae investment, in particular, how Oranga Marae was developed by Te Puni Kōkiri (TPK) and the Department of Internal Affairs (DIA), the Oranga Marae purpose, vision, intended outcomes, eligibility criteria, roles and responsibilities, funding and legislative implications.

### **WHAT IS ORANGA MARAE?**

Oranga Marae was co-designed by TPK and DIA so that marae seeking support for their cultural and physical infrastructure needs could do so using a seamless approach to access multiple investors.<sup>1</sup> The purpose of Oranga Marae is to support the physical and cultural revitalisation of marae as centres of Māori identity and mātauranga.<sup>2</sup>

TPK and DIA combined their financial resources from the Crown investment for Marae Ora and the Lottery Grants Board funding to establish Oranga Marae. This co-investment approach provides a contestable source of funding to invest in marae nationwide.<sup>3</sup>

The Oranga Marae programme was fully launched in May 2018 and is jointly implemented by TPK and DIA. There are three phases to its funding:

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<sup>1</sup> Te Puni Kōkiri and Lottery Grants Board. (2018a). Operating Policy: Oranga Marae. Ka ora ā muri ka ora ā mua, sustaining the marae, sustaining the pā. April 2018. Internal document.

<sup>2</sup> Te Puni Kōkiri and Lottery Grants Board. (2018b). Process Guide: Oranga Marae. Ka ora ā muri ka ora ā mua, sustaining the marae, sustaining the pā. April 2018. Internal document.

<sup>3</sup> In2Excellence Limited. (2019). Oranga Marae – Phase 1. Project Review Report. Final Report. Unpublished report prepared for Te Puni Kōkiri and Department of Internal Affairs.

1. Marae development planning (MDP) – funding to support a cultural and physical revitalisation plan for marae
2. Technical and feasibility support (TFS) – funding to support the technical aspects of capital works such as design and building consent costs.
3. Marae development infrastructure (MDI) – funding to enable the implementation of new infrastructure or to support cultural revitalisation activities.<sup>4</sup>

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## VISION AND INTENDED OUTCOMES

The overall vision of Oranga Marae is to provide iwi, hapū and whānau of marae with improved access to funding and advisory support to better achieve their development aspiration of capital investment alongside cultural revitalisation. Oranga Marae supports the physical and cultural revitalisation of marae as centres of Māori identity and mātauranga. Together, TPK and DIA have invested funding to support Oranga Marae.<sup>5</sup>

The intended outcomes of Oranga Marae are:

- marae are safe and healthy, contributing to the wellbeing of iwi, hapū and whānau
- people are engaged on the marae and an increasing number of events and activities are held to ensure the transmission of mātauranga Māori
- marae increasingly contribute to the revitalisation of te reo Māori and tikanga Māori
- whānau work together to develop the marae.

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## ELIGIBILITY CRITERIA

To seek funding, marae must meet the eligibility criteria<sup>6</sup>.

Applications for Oranga Marae must:

- a) be for a traditional or urban marae
- b) be for a marae on *marae reservation land* or *general land* and gazetted for the purposes of a marae
- c) relate to a community benefit of a public nature (marae development implementation only)
- d) be submitted by a governing body with legal entity status; active and appropriate governance and management controls in place and appropriate financial systems and policies in place.

The definitions of marae for this programme are:

- a) traditional marae - *defined as marae which are owned traditionally by whānau, hapū and iwi and established based on whakapapa*
- b) urban marae - *defined as marae which have been established as places for whānau Māori living in urban settings*

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<sup>4</sup> Martin Jenkins. (2020). Review of Oranga Marae Implementation Settings. Unpublished report prepared for Te Puni Kōkiri. Martin Jenkins, Wellington.

<sup>5</sup> Ibid.

<sup>6</sup> Te Puni Kōkiri and Lottery Grants Board. (2018c). Implementation Plan: Oranga Marae. Ka ora ā muri ka ora ā mua, sustaining the marae, sustaining the pā. Internal document.

## Community purpose

Applications for marae development implementation must relate to a community benefit of a public nature, to comply with the Act. It cannot be for pecuniary profit or gain by an individual or body unless profit or gain is incidental to providing the benefit. The community purpose criteria does not apply to applications for Oranga Marae investment using Crown investment towards marae development planning and technical/feasibility support.

## Legal entity status

Marae must have legal entity status in one of the following forms:

- a) Māori Trust Board
- b) Incorporated society
- c) Trust incorporated under the Charitable Trusts Act 1957
- d) Company with charitable purpose.

Rūnanga do not hold legal entity status unless it is registered as one of the above.

Registration with Charities Services and holding a Charities number does not provide legal entity status. If a marae does not have legal entity status, regional advisors can provide advice and support in obtaining this. Moreover, if a marae does not have a legal entity status and an organisation is willing to umbrella the marae this can be discussed with the regional advisors.<sup>7</sup>

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## FUNDING

Oranga Marae is funded from a combination of **Marae Ora funding** from Vote Māori Development (funding of \$2.350M in 18/19, \$3.376M 19/20 and \$3.5M 20/21 and out years) and **Lottery Grants Board** (the Board) **funding** (approximately \$12 million per annum), jointly managed by TPK and DIA.

The New Zealand Gambling Act (2003) stipulates in sections 274 and 275 that the Board does not have the general power to receive money from sources other than Lotto NZ, and to administer such money.<sup>8</sup> For this reason, Crown investment (Vote Māori Development funding) was managed through Te Puni Kōkiri and administered through recommendations made by the **Marae Ora committee**, described below, and is primarily used to support phase 1 (MDP) and phase 2 (TFS).

The Lottery funding is managed by a separate committee, the **Oranga Marae committee** (also described below) and used to fund phase 3 (MDI). Oranga Marae replaced the Lottery Marae Heritage Facilities Fund (LMHF), which has permanently closed.

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## ORANGA MARAE ROLES AND RESPONSIBILITIES

### Te Puni Kōkiri

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<sup>7</sup>Te Puni Kōkiri and Lottery Grants Board. (2018a). Operating Policy: Oranga Marae. Ka ora ā muri ka ora ā mua, sustaining the marae, sustaining the pā. April 2018. Internal document.

<sup>8</sup> New Zealand Gambling Act (2003) – Subpart 3 – New Zealand Lottery Grants Board.

Te Puni Kōkiri (or Ministry of Māori Development) is a public service department established under the Ministry of Māori Development Act 1991. The responsibilities of TPK include to promote increases in the levels of achievement attained by Māori in education, training and employment, health, and economic resource development.<sup>9</sup>

The role of TPK in the Oranga Marae programme is to manage and administer the Marae Ora investment on behalf of the Crown. The Investment Puni for Te Puni Kōkiri is responsible for providing secretariat services to the Marae Ora Committee and managing the day to day operations of the Crown investment for Oranga Marae on behalf of the Chief Executive for Te Puni Kōkiri.

### **Department of Internal Affairs**

The role of DIA is to connect communities with services and funding. It includes regulating charities, registering births, deaths and marriages and issuing passports as well as policy and legislative compliance functions.<sup>10</sup> Within its funding role, DIA is responsible for administering the Lottery funding of Oranga Marae on behalf of the Board. This includes policy advice, training, communications, audit functions, financial management of investments and application assessment. DIA also provides secretariat services to the Board and the Oranga Marae Committee. The Lottery funding of Oranga Marae focused on supporting marae seeking funding for capital and cultural development of their marae.

### **Lottery Grants Board**

The Board is an independent body established under the Gambling Act 2003 (Act) and allocates the profits of Lotto NZ to a range of distribution committees, one of which is the Oranga Marae Committee.

### **Oranga Marae Committee**

The Oranga Marae Committee was established under the Act, by the Board, as the distribution committee responsible for making decisions on the Lottery funding of Oranga Marae. It is administered and managed by DIA.

The Oranga Marae Committee comprises five members appointed by the Minister of Internal Affairs. The current Committee includes three members who were nominated by the Minister for Māori Development. The DCE Investments and DCE Organisational Support (Te Puni Kōkiri) participate in decision making and have the delegated authority to approve Crown contributions for applications approved. The Oranga Marae Committee must comply with Board Policy and the Act.

The Oranga Marae Committee meets four times a year to jointly approve applications for marae development implementation and decide the source of funding for each of these (Crown funding and Lottery funding or a funding-split).

### **Marae Ora Committee**

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<sup>9</sup> Te Puni Kōkiri. (2018). *He Taunaketanga Rautaki 2018-2022. Strategic Intentions 2018-2022*. Te Puni Kōkiri, Wellington.

<sup>10</sup> Department of Internal Affairs. (2019). *Ngā Takune Rautaki. Strategic Intentions 2019-2023*. Department of Internal Affairs, Wellington.

The Marae Ora Committee was established by TPK in consultation with DIA. It is administered and managed by the Investment Puni for TPK.

The purpose of the Marae Ora Committee is to provide recommendations regarding investment using Crown funds. Decisions are made by the delegated decision maker within TPK on behalf of the Chief Executive for TPK. These recommendations apply only to applications seeking support for phase 1 (MDP) and phase 2 (TFS). All decisions for approval remain the responsibility of the Chief Executive for TPK and must comply with their existing accountabilities and financial delegations.

The Marae Ora Committee is made up of two representatives of TPK and two representatives of DIA and must comply with TPK policies and procedures and any other directions as decided by the delegated decision maker within TPK.

## EVALUATION

The purpose of this formative evaluation was to evaluate the impact of investment made in Oranga Marae for the 2018/19 financial year. The focus is to better understand if, and how, Oranga Marae is achieving its outcomes, the impact the programme has had on its beneficiaries and what programme improvements can be made.<sup>11</sup>

The summative evaluation report will be presented on 30 June 2020 and will provide in-depth Marae case studies to further illustrate the outcomes achieved as a result of Oranga Marae investment.

The objectives of the evaluation were to:

- determine whether the intended impact of Oranga Marae is being achieved
- measure the short-term changes that are taking place as a result of Oranga Marae
- make recommendations for improvement to the implementation of Oranga Marae.

## EVALUATION QUESTIONS

The overarching evaluation question is:

- To what extent has Oranga Marae investment made a positive difference to the physical and cultural aspirations of marae?

The evaluation sub-questions are:

- To what extent was Oranga Marae implemented as intended?
- What difference and changes has the investment made to marae and communities?

The key evaluation questions for the formative and summative phases are listed in Table 1.

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<sup>11</sup>Aiko Consultants Limited. (2019). Oranga Marae Final Evaluation Plan. Internal Document.

**Table 1: Oranga Marae evaluation questions, areas to explore and data collection methods.**

| Evaluation area and key question  | Areas to explore   | Data collection method   |
|---|--|--|
| <b>IMPLEMENTATION:</b><br><b>To what extent was Oranga Marae implemented as intended?</b>                     | <ol style="list-style-type: none"> <li>1. What processes and systems were in place to support effective and timely implementation?</li> <li>2. What measures were used to determine 'quality' implementation, and to what extent were these achieved?</li> <li>3. What were the enablers of success?               <ul style="list-style-type: none"> <li>○ What barriers were present and how were these overcome?</li> <li>○ What improvements can be made to improve the experience for marae?</li> </ul> </li> </ol> | <p>Documentation review</p> <p>In-depth semi-structured interviews</p>                         |
| <b>EARLY IMPACTS:</b><br><b>What difference and changes has the investment made to marae and communities?</b> | <ol style="list-style-type: none"> <li>4. In what ways did marae and the community experience positive outcomes?</li> <li>5. To what extent did marae and the community experience change (positive and negative) as a result of the investment?</li> <li>6. What is required to make Oranga Marae successful and sustainable?</li> </ol>  | <p>Quantitative analysis of quarterly reporting</p> <p>In-depth semi-structured interviews</p> |

**ORANGA MARAE INTERVENTION LOGIC AND OUTCOMES FRAMEWORK**

The original programme intervention logic was developed in October 2017 during the project planning phase and revised in December 2019. The revised logic was designed to support future monitoring and guide the evaluation in order to ensure there were clear measures to assess progress against. The intervention logic is presented in Diagram 1.

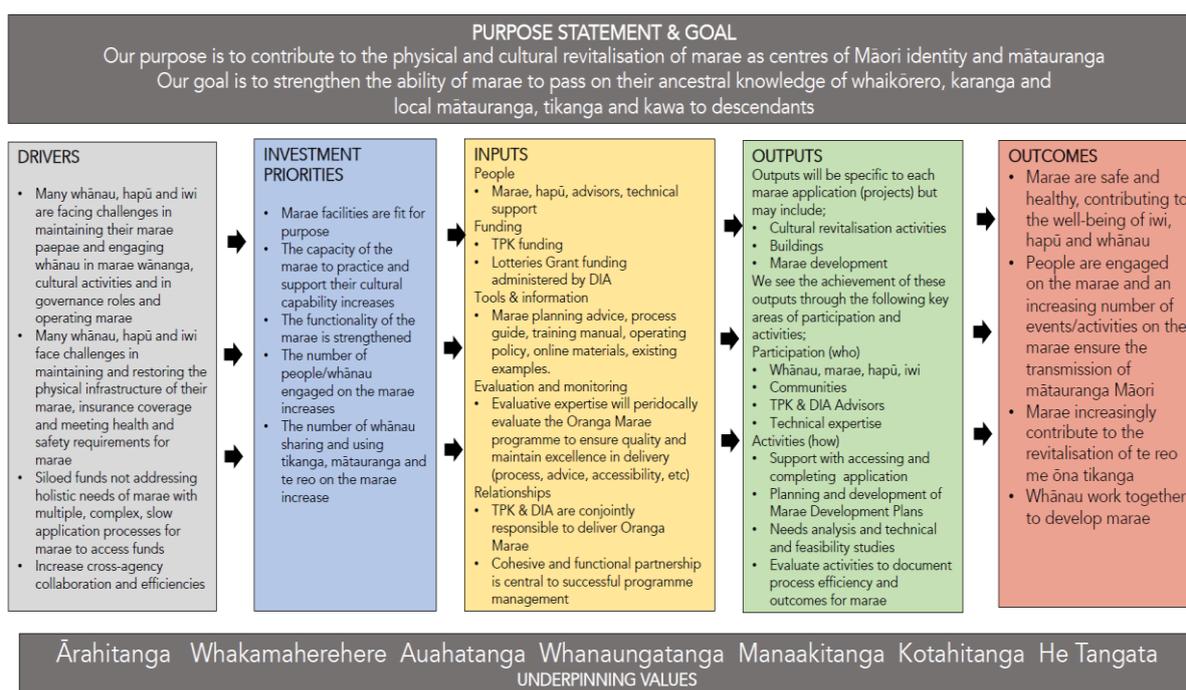
The evaluation evidence mostly aligned with the draft intervention logic but highlighted the need to include the following:

- *Outcomes* – include short-term, medium-term and long-term outcomes as stepping-stones towards the four key outcomes
- *Outputs* – include cultural artefacts like the MDP (a taonga) and waiata composed or revived as part of the process
- *Inputs* – include in-kind contribution of marae and whānau (i.e. estimated hours attached to the process).

The evaluation team also looked at the unintended outcomes that have occurred as a result of Oranga Marae investment. A more in-depth critique of the logic model will be presented in the summative report in June 2020.

**Diagram 1: TPK and DIA intervention logic mapping**

## Ka ora a mua, ka ora a muri – Oranga Marae Intervention Logic



### OUR APPROACH

The evaluation used a mixed methods approach grounded in kaupapa Māori theory and developmental evaluation theory.<sup>12</sup>

Kaupapa Māori theory grounded the evaluation in diverse whānau, hapū, iwi and community realities.<sup>13</sup> Our team engaged with marae participants in culturally appropriate ways, utilised te reo me ōna tikanga when appropriate, shared whakapapa, kai and cups of tea to build connections, and presented koha to reciprocate the time afforded to the evaluation team.

The evaluation team was privileged and honoured to listen to and record the marae narratives, in addition to advisors, programme management and committee member interviews.

We used two methods to gather evidence:

- a review of key documents and quantitative data
- semi-structured interviews with marae representatives, TPK and DIA advisors, programme management team, Marae Ora and Oranga Marae committee members.

<sup>12</sup> See for example, Cram, F., Kennedy, V., Paipa, K., Pipi, K., & Wehipeihana, N. (2015). Being culturally responsive through kaupapa Māori evaluation. Continuing the journey to reposition culture and cultural context in evaluation theory and practice, 289-311; Patton, M. Q., McKegg, K., & Wehipeihana, N. (Eds.). (2015). Developmental evaluation exemplars: Principles in practice. Guilford Publications; and Pipi, K., Cram, F., Hawke, R., Hawke, S., Huriwai, T., Mataki, T., & Tuuta, C. (2004). A research ethic for studying Māori and iwi provider success. Social Policy Journal of New Zealand, 23, 141-154. Retrieved from

<sup>13</sup> Grootveld, C. M. (2013). Critical perspectives on the transformative potential of higher education in Aotearoa New Zealand (Doctoral thesis, Victoria University of Wellington, Wellington, New Zealand). Retrieved from

## Document review

A range of relevant strategic and operational documents were reviewed and included the following published and internal reports provided by TPK and DIA:

- Department of Internal Affairs. (2019). *Ngā Takune Rautaki. Strategic Intentions 2019-2023*. Department of Internal Affairs, Wellington.
- Department of Internal Affairs. (2013). *Te Aka Taiwhenua. Framework for working effectively with Māori*. Department of Internal Affairs, Wellington.
- In2Excellence Limited. (2019). Oranga Marae Project – Phase 1 Project Review Report. Final Report. Unpublished report prepared for Te Puni Kōkiri and Department of Internal Affairs.
- Martin Jenkins. (2020). Review of Oranga Marae Implementation Settings. Unpublished report prepared for Te Puni Kōkiri. Martin Jenkins, Wellington.
- New Zealand Gambling Act (2003) – Subpart 3 – New Zealand Lottery Grants Board.
- Te Puni Kōkiri. (2018). *He Takunetanga Rautaki 2018-2022. Strategic Intentions 2018-2022*. Te Puni Kōkiri, Wellington.
- Te Puni Kōkiri. (2019). Oranga Marae 2018/19 programme statistics. Internal document.
- Te Puni Kōkiri. (2020). Oranga Marae Programme Update to the Oranga Marae Committee. March 2020. Internal document.
- Te Puni Kōkiri and Department of Internal Affairs. (2017). Memorandum of Understanding for Oranga Marae. Internal document.
- Te Puni Kōkiri and Department of Internal Affairs. (2019). Media Protocol, March 2019. Internal document.
- Te Puni Kōkiri and Lottery Grants Board. (2018a). Operating Policy: Oranga Marae. Ka ora ā muri ka ora ā mua sustaining the marae, sustaining the pā. April 2018. Internal document.
- Te Puni Kōkiri and Lottery Grants Board. (2018b). Process Guide: Oranga Marae. Ka ora ā muri ka ora ā mua sustaining the marae, sustaining the pā. April 2018. Internal document.
- Te Puni Kōkiri and Lottery Grants Board. (2018c). Implementation Plan: Oranga Marae. Ka ora ā muri ka ora ā mua sustaining the marae, sustaining the pā. February 2018. Internal document.
- Te Puni Kōkiri and Lottery Grants Board. (2018d). *An Introduction to Oranga Marae. Ka ora ā muri ka ora ā mua sustaining the marae, sustaining the pā*. Te Puni Kōkiri, Wellington.
- Te Puni Kōkiri and Lottery Grants Board. (2018). Detailed business requirements plan. Internal document.

The documents included both quantitative and qualitative data that the evaluation team has analysed and used throughout the evaluation report.

## Selection of sample marae cohort

A total of 75 marae were supported by Oranga Marae investment during the 2018/19 year.<sup>14</sup> TPK and DIA supplied an initial shortlist of 20 marae to include in the sample marae cohort.

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<sup>14</sup>Te Puni Kōkiri. (2020). Oranga Marae Programme Update to the Oranga Marae Committee. March 2020. Internal document.

The selection criteria for the marae included:

- a mix of rural and urban marae
- a representative sample of marae from each region
- a range of marae experiences – positive and challenging
- a mix of marae approved at each of the three investment phases (i.e. MDP, TFS and MDI)
- readiness of the respective marae to engage in the evaluation

From the list of 20 marae, the evaluation team selected a sample of 15 marae in consultation with TPK, based on logistics and the capacity to complete marae interviews within a relatively tight timeframe.

The evaluation team was unsuccessful engaging one out of the 15 marae. and is waiting for the replacement marae to confirm an interview date and time. Given recent Covid-19 events, the evaluation team has decided to delay following-up with the marae at this stage.

Table 2 outlines the sample marae cohort and the Oranga Marae investment phase that each marae was working on at the time the interview was carried out.

**Table 2: Oranga Marae sample cohort**

| Rohe             | Marae                   | Current Phase          |
|------------------|-------------------------|------------------------|
| Te Tai Tokerau   | Kaingahoa               | Preparing TFS proposal |
|                  | Ōkorihi                 | MDI completed          |
|                  | Ōtātara                 | Undertaking TFS work   |
| Waikato/Waiariki | Mai Uenuku Ki Te Whenua | MDI in progress        |
|                  | Makahae                 | MDI in progress        |
|                  | Ngahina                 | MDI in progress        |
|                  | Ōmaio                   | MDI in progress        |
| Te Tai Hauāuru   | Ōeo pā                  | Preparing TFS proposal |
|                  | Meremere                | Preparing TFS proposal |
| Ikaroa Rāwhiti   | Rongopai                | Preparing TFS proposal |
|                  | Raupunga                | MDI completed          |
|                  | Motūwairaka             | MDI in progress        |
| Te Waipounamu    | Waihao                  | Preparing TFS proposal |
|                  | Rehua                   | MDI completed          |
| <b>TOTAL</b>     | <b>14</b>               |                        |

### Semi structured interviews

The evaluation team carried out face-to-face interviews with 11 marae and three marae interviews were carried out via zoom to accommodate the availability of marae representatives and the evaluation team. The 11 face-to-face interviews were conducted in a range of rural and urban locations. Most representatives were accompanied by whānau and/or marae committee members, including the marae chairperson, treasurer and/or secretaries. All participants made time to meet the evaluation team during their working day.

No marae interviews were carried out at the respective marae because most of the marae representatives lived and worked outside of their papakāinga, many close to the main centres. This made travel logistics smoother for the evaluation team.

TPK and DIA provided meeting room space in Hamilton, Gisborne and Taranaki. Interviews were also carried out at cafes, restaurants, a Fonterra dairy factory, and community meeting rooms. Where possible, the evaluation team provided kai and a small koha was given to all of the marae participants.

All face-to-face marae interviews were digitally recorded, and interview notes taken. A handful of the marae requested interview transcripts. Although the provision of interview transcripts was not originally factored into the evaluation methods due to the tight timeframes, the evaluation team agreed because marae viewed the transcripts as important cultural artefacts that evidenced the marae development journey for future generations.

Zoom interviews were conducted for all of the TPK and DIA Advisor, Oranga Marae and Marae Ora committee, and Oranga Marae programme management interviews. Notes were taken by the interview team.

**Table 3: Oranga Marae evaluation interview participants**

| <b>Participants</b>                     | <b># of Participants</b> |
|---|--------------------------|
| Marae representatives for 15 marae      | 24                       |
| Oranga Marae Committee Members          | 3                        |
| Marae Ora Committee Members             | 2                        |
| Te Puni Kōkiri Advisors                 | 3                        |
| DIA Advisors                            | 7                        |
| Oranga Marae Programme Management (DIA) | 3                        |
| Oranga Marae Programme Management (TPK) | 2                        |
| <b>TOTAL</b>                            | <b>44</b>                |

Copies of interview schedules, information sheets and informed consent forms are attached in the Appendices.

## FINDINGS

The findings of this formative report are based on the document review and qualitative interviews with key stakeholders. They are presented to align with the key evaluation focus areas of implementation and impact, but with a distinct focus on the design, programme implementation and policy components of the initiative.

- Section one – Establishing the kaupapa – policy settings and design
- Section two – Progress with programme implementation
- Section three – Early impacts

The voices of all evaluation participants are used to illustrate the key themes that emerged from the semi-structured interviews. However, where possible the data is presented in a way that privileges the voices of marae representatives and whānau.

### **Shift from a ‘fund towards a kaupapa’**

The Lottery Marae Heritage Facilities (LMHF) fund was one of 21 Lottery Distribution Committees administered by DIA. The fund operated for over 20 years and required marae to contribute ‘partnership funding’ of at least one third of the total capital investment amount requested. Anecdotal feedback from DIA advisors and marae indicated the partnership funding requirement was a barrier for many marae, particularly rural and small marae, to access capital funds in a timely way.

The application process was managed by DIA Senior Advisors via their online Grants and Client Management System (GCMS) and focused solely on capital builds. The majority of DIA advisors included in this evaluation were experienced advisers who had previously delivered the LMHF fund.

In Budget 2017, TPK received new Investment funding over four years to support marae revitalisation. TPK and DIA signed a Memorandum of Understanding in August 2017 and formed a cross-agency Oranga Marae project management team to develop a new, joint approach to marae investment.<sup>15</sup> The resulting approach was the Oranga Marae Investment Portfolio which sat across TPK and DIA and their funding sources, focused on improving long-term cultural and physical outcomes for marae.

### **Oranga Marae policy setting**

The original Oranga Marae strategic intent was to introduce and trial the Oranga Marae approach in 2017/18 and potentially incorporate other investors to Oranga Marae in the future.<sup>16</sup> Broadening the pool of investment for marae development and rationalising the number of application processes that marae previously had to go through were key strategic goals for the Oranga Marae Investment.

The Oranga Marae policy setting supported this strategic intent. The Oranga Marae policies were designed to differentiate Oranga Marae from its predecessor LMHF fund and better meet the needs and aspirations of marae captured during the project co-design process.

Three Oranga Marae policies in particular were pivotal to the policy reset and creation of a new approach to marae development investment:

1. TPK and DIA strategic and operational partnership
2. Removal of the one third partnership funding contribution requirement
3. Introduction of a streamlined application process via the online GCMS platform.

#### *TPK and DIA strategic and operational partnership*

The transition from the Oranga Marae project stage (design and planning) to programme launch (business as usual) as well as the shift from a fund to a kaupapa challenged both DIA and TPK to demonstrate how two Crown agencies could partner effectively to support both cultural and physical

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<sup>15</sup>Te Puni Kōkiri and Department of Internal Affairs. (2017). Memorandum of Understanding for Oranga Marae. Internal document.

<sup>16</sup>Te Puni Kōkiri and Lottery Grants Board. (2018a). Operating Policy: Oranga Marae. Ka ora ā muri ka ora ā mua, sustaining the marae, sustaining the pā. April 2018. Internal Document.

revitalisation. Leadership from both agencies conveyed a clear message, Oranga Marae was a kaupapa underpinned by a strong agency partnership. The expectation was that all TPK and DIA advisers would transition to a new way of working which supported collaboration between both agencies at the regional level for the betterment of marae.

#### *Removal of one third partnership funding contribution*

Oranga Marae eligibility criteria removed the one third partnership funding contribution previously required under the LMHF fund. The removal of this contribution was designed to open access particularly for rurally located and smaller marae that previously struggled to raise the one third capital to apply for funding.

#### *Online GCMS platform*

TPK and DIA agreed to use the Grants and Client Management System (GCMS) administered by DIA as the platform by which marae accessed Oranga Marae. The intent was to increase accessibility to all marae, to reduce processing timeframes and improve efficiencies. The original GCMS was modified by the project management team to better align with the Oranga Marae kaupapa and its focus on both cultural and physical (capital) marae development.

TPK regional advisers were required to learn and adopt the new online client management system. DIA advisers were required to adapt to the modified system.

#### **Oranga Marae project stage**

The project stage involved detailed planning and development of key project artefacts and included planning documents, policy and operational process guides, training resources and materials to guide and support programme implementation. The project stage was described by some TPK project management staff as “document heavy” which was understandable given the need to redesign and repurpose GCMS and create a new Oranga Marae kaupapa.

In late 2017, TPK and DIA engaged in a co-design process with a small sample of marae. Some of the key messages from marae about the existing LMHF fund investment were:

- *“Engage with us, we want you to hear our story.”*
- *“Too much paperwork and the forms are just overwhelming.”*
- *“We don’t have anyone with the time/skills to complete them.”*
- *“We got funded to build a new whare, but no one uses it, how do we get our people back? We want to have more people on the marae.”*
- *“We used the State funds to pay someone to make a plan for us, but it doesn’t reflect our needs and it won’t help our marae get where it needs to be.”<sup>17</sup>*

In addition, a small cohort of TPK and DIA advisors provided feedback on what the Oranga Marae policies, process and system could look like in order to better respond to marae needs and aspirations.

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<sup>17</sup> Te Puni Kōkiri and Lottery Grants Board. (2018c). Implementation Plan: Oranga Marae. Ka ora ā muri, ka ora ā mura, sustaining the marae, sustaining the pā. February 2018. Internal document

As a result of the co-design process, the Oranga Marae Investment Portfolio was designed to have the following key features:

- close engagement by regional TPK and DIA Advisors to listen to and understand the needs and aspirations of the marae and provide support
- empowering marae to own and lead their marae development
- marae supported to create their own Marae Development Plan, which sets out their vision and aspirations for the marae
- marae encouraged to bring the hapū together to establish priorities for the marae and determine how whānau will help achieve their vision
- better engagement with local/regional networks to support marae development
- a simplified process and system in which marae create a single profile and request for Oranga Marae investment from both agencies (with Advisor if needed)
- no partnership funding requirements
- open for applications all year round with weekly decision points for MDP and TFS, and quarterly decision dates for MDI.

These key features were captured in the Oranga Marae detailed business requirements plan and informed the Oranga Marae implementation plan, operational policy and process guide.<sup>18</sup>

The project management team was tasked with standing up the programme within a relatively short timeframe. The evaluative evidence revealed differing perspectives about how comprehensive the project co-design process was and the extent to which marae and TPK and DIA advisor perspectives were able to inform programme design given the time pressures. In order to capture and mitigate the project risks, the project management team created a product enhancement register to prioritise key system and process design enhancements for implementation as programme delivery rolled out.<sup>19</sup>

### **Preparation and rollout**

Oranga Marae was launched as a business as usual (BAU) programme in May 2018. The transition from the project stage to programme implementation was relatively swift. TPK and DIA advisors were provided with basic training that included a one-day workshop in Wellington a few weeks prior to programme launch. Regional Manager's from both TPK and DIA agreed that the buddy training system would be the best way to manage the programme on the ground given DIA staff had the system know-how and TPK could partner with their DIA regional office and learn the system.

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<sup>18</sup> Te Puni Kōkiri and Lottery Grants Board. (2018). Oranga Marae Detailed Business Requirements. Internal Document.

<sup>19</sup> Te Puni Kōkiri and Lottery Grants Board. (2018). Oranga Marae Enhancement Register. Internal Document

The decision was made to roll out a minimum viable product and implement product enhancements as the programme was rolled out.

We weren't 100% sure if the programme (as far as GCMS) was completely working as it should. MVP put out. There was no firm plan, no implementation plan as such. The idea was to give it time, have the evaluation and then see what we need. *(Programme Management)*

The Oranga Marae implementation plan, operational policy and process guides were key documents developed to support and guide programme delivery. The extent to which these documents were used by advisors to support delivery varied because of the pace of the roll-out, the competing regional priorities and variable levels of collaboration between TPK and DIA advisors across the regions.

We experienced all sorts of hiccups, launched with minimum viable product – we knew that we knew what we were launching we knew tweaks had to be made, we accepted these but had to launch something. We had to launch to know what needs to be improved. System, delivery, resources and training. Those were the challenges at the start, and they are still the challenges today. *(Programme Management)*

### **Progress against policy intent**

At a strategic level, the programme management team and Oranga Marae and Marae Ora committee members highlighted the lack of an overarching strategy to anchor Oranga Marae and provide a strategic focus. A common theme expressed was the need to engage in policy discussions about how to position and protect Oranga Marae as a kaupapa that is both critical and fundamental to Māori development success. Committee members welcomed the opportunity to set a strategic agenda in order to utilise the strategic nous and Māori development expertise around the respective decision-making tables.

The data analysis showed how key Oranga Marae programme policies were implemented and the extent to which these created both intended and unintended outcomes.

### **Removal of partnership funding**

The removal of the one third partnership contribution opened access to a broader pool of marae, including rural and smaller marae. As a result, direct investment into supporting marae cultural and physical development increased, and the total amount of 2018/19 funding was allocated to marae.

We just never had a look in with the previous lotteries fund. The financial barrier is taken away by this fund. \$500k was a lot of money for the hapū to come up with and this has been a barrier. We have wanted to upgrade the ablution block for 10+years. Without this fund, we would still be relying on our own fundraising. *(Marae Representative).*

The flipside however is that increased demand placed pressure on the available funds in 2019/20. In October 2019, just four months after the financial year started, the TFS funding round closed until further notice, because allocated funds were exhausted. This sparked a review by Martin Jenkins, which was contracted to provide independent advice on the implementation of the Oranga Marae programme. The review focused on ways to strengthen implementation to enable funding to be

available for the full financial year and ways to improve the efficiency and effectiveness of the current processes.<sup>20</sup> The summary of key findings is attached in Appendix 1.

Staff will express fury, that they signalled for a long time that the building pipeline and numbers coming through was creating a meltdown and spike that we wouldn't be able to handle. Two months into the financial year, we ran out of pūtea. We had to close the access to TFS which had significant impact for staff supporting marae and marae themselves. Staff could see clearly where this was heading. Those voices weren't heard at the right places, at the right time. (*Programme Management*)

The challenge ahead is to rationalise and prioritise the available funding in order to achieve the Oranga Marae programme vision, purpose and outcomes. TPK and DIA are currently working through the findings of the review as a matter of priority.

### ***Strategic and operational partnership***

The evidence indicated the partnership is working reasonably well at a strategic programme management and decision-making level. For example, the programme management team talked about having strong relationships and the ability to resolve matters and issues quickly. Bringing together two different agency operating models, cultures and values for the first time demanded time, resource, a clear change management process and leadership at the national and regional level.

Oranga Marae is a flagship programme as a partnership, and we needed to give it true investment to make it work, it's not just another fund. We treated it as just another fund, and it should run the same, it's a programme, it's a kaupapa, it's not just a fund. We needed to invest upfront to engage with our people, and our managers, and we didn't do that well. We underestimated how much work was involved in the beginning. (*Programme Management*)

However, there is strong acknowledgement that at an operational level, only a few regions are working collaboratively to deliver a consistent approach and advice. Partnership tensions emerged between DIA and TPK regional staff as the programme rolled out. These tensions were attributed to different organisational cultures, ways of working and regional priorities.

A remaining challenge is getting really effective regional engagement between DIA and TPK. In some areas it's working well, and some areas it's working quite well, in some areas it's not working at all well. There are various reasons – personalities, degrees of commitment, conflicting pressures and priorities, a full appreciation from DIA people of exactly what TPK people do – vice versa. A lack of appreciation of exactly what people's roles and responsibilities are in their BAU. (*Programme Management*).

The evidence indicated two regions where the partnership was working well. This was driven by advisors who had existing relationships, prioritised Oranga Marae, shared vision, and could see how Oranga Marae could support marae development across the rohe.

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<sup>20</sup>Martin Jenkins. (2020). Review of Oranga Marae Implementation Settings. Unpublished report prepared for Te Puni Kōkiri. Martin Jenkins, Wellington

Relationship is going really well. We keep on finetuning stuff. We've put together little resources – how to fill in the form. We are driven to work this way because we are committed to the kaupapa. From a workload point of view, we spread that around. We have developed communications and resources to support our marae at a regional level. *(TPK Advisor)*

We made a commitment to work together with marae and after two years we feel we are starting to iron out the kinks. This was however our own commitment to the kaupapa and not from our respective employers. We have developed our own templates as there was limited resources to support us as Advisors and marae. *(DIA Advisor)*

The evidence also showed two regions where the relationship was not working well. A range of different reasons were provided by advisors and the programme management team, including different operating models, priorities and relationships.

We have different cultures and operating models. We just haven't been able to gel that well. We feel that we are not being supported enough. We do the majority of the engagement. *(TPK Advisor)*

I love the people within TPK, but in terms of our professional relationship its practically non-existent. Oranga Marae is only one programme of many programmes and services we offer. So, they have their priorities and we have ours, and sometimes they don't mix. *(DIA Advisor)*

### ***Using the GCMS to streamline the application process***

The data showed how most marae struggled with the online GCMS platform, which they attributed to the depth and breadth of information required to complete the online form, the absence of exemplars and templates (budgets, project management, reasonable costs) – particularly to complete the TFS proposal, the lack of internet connectivity – particularly for rural and isolated marae, and lack of IT capability and/or experience completing online application forms. The system and capability challenges experienced by marae were echoed by advisors and programme management.

Electronic system was at times difficult to use, how to upload forms, and we had technical issues. You need a literacy to be able to do this well. The system needs to be clearer in making a request, which form to use, sometimes the form was not helpful for a particular request. *(Marae Representative)*

Plain language questions would be helpful with example templates and guides. The online environment was quite overwhelming. *(Marae Representative)*

However, despite the challenges, marae persisted and actively sought additional support from the respective TPK and DIA advisors. Furthermore, marae were overwhelmingly positive about the extent to which Oranga Marae opened access to funding to support both capital works and cultural aspirations.

TPK and DIA advisors highlighted a range of system challenges related to GCMS that emerged during programme implementation. TPK advisors were frustrated by a new system that was unresponsive to marae realities and did not allow for cultural needs and aspirations to be fully captured.

Many whānau don't have computer skills or the technical skills required to fill in the online application. We require them to have specific technical capabilities to use the online portal. The GCMS system is/can be a barrier when marae can't access it due to connectivity issues. *(DIA Advisor)*

GCMS system and the decision making are rugged, and not aligned to a TPK approach to managing our relationships and contracts. We see a longer-term view, this is a fund, only a fund, but what we are trying to do is to shape it so that's more than a fund. *(TPK Advisor)*.

## PROGRESS WITH PROGRAMME IMPLEMENTATION

### How was Oranga Marae delivered?

Oranga Marae was delivered by a network of TPK and DIA regional advisors located in regions across Aotearoa. Regional delivery was supported by a programme structure outlined in Table 4.

**Table 4: Oranga Marae programme structure**

| Role                         | TPK   | DIA  |
|------------------------------|---|--|
| Governance                   | Deputy Chief Executive Investments  | General Manager Community Operations   |
| Business Owner               | Manager Operational Design & Policy   | Manager, Northern Regional Services, Community Operations  |
| Fund Manager                 | Principal Advisor   | Manager Regional Services  |
| Principal Advisor            | Principal Advisor   | Advisor Regional Services  |
| National Coordinator         |   | Senior Advisor Regional Services   |
| Regional Managers            | Te Tai Tokerau, Tāmaki Makaurau, Waikato-Waiariki, Ikaroa Rāwhiti, Te Tai Hauāuru, Te Waipounamu. | Kaitaia, Whangarei, Auckland, Hamilton, Rotorua, Gisborne, New Plymouth, Napier, Palmerston North, Wellington, Nelson, Christchurch, Dunedin, Invercargill |
| Senior Advisors and Advisors |   |  |

### How did marae apply and how were decisions made?

Individual marae applied for Oranga Marae funding via the GCMS platform. This ordinarily happened after the marae had engaged with their local TPK and/or DIA regional adviser, who was also available to provide ongoing advisory support to marae to guide them through the process.

The application was assessed by a regional adviser and a recommendation made to the regional manager for review and submission to one of two decision-making committees:

- Marae Ora committee – considers MDP and TFS applications
- Oranga Marae committee – considers MDI applications.

Table 5 shows the role and membership composition of each committee.

**Table 5: Marae Ora and Oranga Marae committee roles and membership.**

| Committee    | Role   | Membership   | Funding Rounds   |
|--------------|--|--|--|
| Marae Ora    | Responsible for phase 1 (MDP) and phase 2 (TFS) investment decisions   | TPK and DIA Business owners and fund managers  | MDP and TFS Open all year                                |
|              | Considers MDP and TFS recommendations for Crown funds administered by TPK  |  | *TFS closed December 2019, planned to re-open 2020/21 FY |
| Oranga Marae | Responsible for decisions on implementation requests and fund priorities<br>Considers MDI recommendations Lottery funds administered by DIA and Crown funds by TPK | Members selected by Minister of Internal Affairs and Minister for Māori Development<br>Includes 2 DCEs from TPK<br>Who sign off on Crown funding | Quarterly  |

***TPK funded phases– MDP and TFS applications considered by Marae Ora committee***

A National Coordinator from DIA was in place to support the process for considering MDP and TFS applications. The coordinator’s role was to provide advice and support to TPK and DIA regional advisors working on the ground and monitor applications as they came through the GCMS system to support the national fund managers and Marae Ora committee.

The initial structure involved the appointment of two National Coordinators, one coordinator from each agency. However, as delivery rolled-out, implementation tensions and challenges emerged due to having two coordinators. The decision was made by both agencies to shift to a single National Coordinator to improve programme efficiencies, provide one point of contact for TPK and DIA advisors, and streamline decision-making.

Each Marae Ora committee member reviewed the applications and made a final recommendation for consideration by the designated fund manager at Te Puni Kōkiri who made the final decision.

***DIA funded phase (with small amount of Crown funding) – MDI applications considered by Oranga Marae committee***

The process for MDI was similar to MDP and TFS, however the applications and regional recommendations were reviewed by the Oranga Marae committee. This committee was previously known as the LMHF Fund committee.

The 5 Lottery members of the Oranga Marae Committee are the final decision-makers for Lottery funding and the GM at DIA has absolutely no role in Lottery Committee allocations. Where there is Crown funding decisions to be made, the DCE's around the table are the decision-makers,

### **Implementation Progress**

The evaluation showed how partnership and system tensions emerged during the implementation of Oranga Marae. These challenges were not altogether unexpected given the relatively short timeframe to stand up a new programme, partnership and way of working.

The Oranga Marae implementation plan was developed to guide and support delivery, however there was no change management process to support the swift transition from project stage to programme BAU delivery and from a 'fund' mindset to a 'kaupapa and partnership mindset'.

The change management process was needed to clearly articulate roles and responsibilities and ensure there was a shared understanding between TPK and DIA staff about expectations and what was required in terms of both mindset and practice.

Change management process? For staff, it didn't happen as fast as we wanted it to. The change process had to be managed, the people, the expectations, management, processes. We just didn't get to it. People were stretched. We underestimated how much work was required to do this well. *(Programme Management)*.

TPK and DIA advisors clearly voiced the need for increased fit for purpose training. For example, training on how to use GCMS effectively and efficiently to its full potential and how to work collaboratively at the regional level. Advisors also expressed the need for up to date programme information and resources via the Oranga Marae website and access to programme pamphlets, posters, templates and presentations to support delivery. While programme management provided basic training and online resources (i.e. online guides and ilearn modules), the evidence suggested this mode of delivery did not work for advisors.

To be honest, I feel as though we haven't had enough training in this space. For a lot of advisors especially those involved with the previous fund, we've gone with our lived experiences, and work as best as we can, but it can get really hard. *(DIA Advisor)*

We have asked for some training around technical support – guidance, costing, but received nothing. *(TPK Advisor)*

Our staff were having to develop their own resources – we developed some, but we didn't have capacity to maintain, update, understand what else is required along the way. I think we didn't put enough investment into resourcing and training into staff. *(Programme Management)*

The process challenges related to the lack of clarity about programme roles and responsibilities, the lack of regular communications and feedback about the overall programme status (i.e. how many marae were approved per region and nationally and the sum of this investment?), decision-making and payment timelines, and the lack of relevant training and support.

**Marae** talked about the need for greater clarity (where possible) about how applications were prioritised in the region and the timeframes for decision-making. The lack of clarity contributed to a sense of confusion and impatience.

Not sure and unaware of the allocation of funds to the various marae as a whole project. Want to know if more well-known and active marae get more funding? 'How do we as a small marae stack up against the higher profile marae?' Is it based on the need of the motu and matching pūtea with the need? *(Marae Representative)*

**Advisors** commented on how the lack of communications about the funding dates and the timing of decisions often created tensions that made it difficult for them to manage relationships with marae and expectations.

It's embarrassing that we don't have full information. I rang and asked management to please give us the dates for the quarterly funding rounds. The response was probably in July and August. Well, that's not good enough. We need exact dates cause that's what our marae need. *(TPK Advisor)*

There's been a lot of dialogue and not a lot of transparency. Poor comms, and I am not able to provide strong rationale to marae as to why we don't know timeframes. Management originally said the application decision process would be every 2 weeks, but again to manage expectations we said it would take 3-weeks. Unfortunately, in some cases it gone from being 3 weeks to 3-months. *(DIA Advisor)*

**Programme management** recognised the need to prioritise the development of fit-for-purpose, joint communications in a timely manner. They indicated how quarterly funding dates are confirmed by the Oranga Marae committee in advance, and that this information is posted to the Oranga Marae internal shared working space. Given this, they suggested that the lack of clarity about funding rounds could in part, relate to advisors not being aware that this information is available online.

How did we communicate? We didn't communicate well, and we still don't. Why? Because a lack of capacity and bureaucracy that gets in the way of us being able to communicate in a timely way to our people. *(Programme Management)*

Oranga Marae website has not been updated for a very long-time – the information is dated. We are paperless so we don't have hardcopy forms, whānau are reading dated information Website information that is wrong. Communications – lots of flack came to the programme management group but no one picked it up. *(Programme Management)*

Many of the implementation challenges highlighted by TPK and DIA advisors were captured as risks in the original Oranga Marae detailed business requirements and Oranga Marae enhancements register, developed during the project design stage. However, the evaluative evidence showed that only a small proportion of the enhancements were implemented due to a lack of management capacity to action this work, and the need to understand and assess how modifications could potentially impact the system in its entirety.

In short, the Oranga Marae programme management team and regional advisors delivered Oranga Marae on top of BAU. Competing work priorities limited capacity to pivot and systematically

implement system enhancements, all of which had a demonstrable impact on the quality of programme delivery.

The things our staff were telling us they needed in the project stage, are the same things they are asking for today. We simply don't have capacity at the management level to support staff the way they should be, and the flow on is marae don't receive the best customer service and support. Not because of staff capability but the lack of supports and investment. (*Programme Management*)

### **Implementation enablers and barriers**

Marae that successfully navigated the Oranga Marae process shared common success factors. These included: experience in project management, managing finances and budgets, applying for grants, access to technical skills like engineers, builders, architects, strong leadership, and a dogged commitment to achieving their vision.

The few marae that struggled with the Oranga Marae process attributed this to inconsistent advisory service provided by TPK and DIA advisers. These marae perceived a lack of training and support which they believed was demonstrated by incorrect information being provided to the marae committee and other funders, TPK and DIA staff turnover and changes which resulted in delays in decision-making and a lack of continuity i.e. having to retell the story of their application, a lack of clarity and communications about timelines and application status. For example, two marae were given minimal notice to provide additional information in order to complete their TFS proposal to submit to the Marae Ora committee. Both missed the deadline. One marae was told to provide a report to supplement their TFS proposal, which it turned out was not required. The marae spent many hours and marae resource to secure the report.

### **What were the enablers of success?**

The four marae that successfully navigated the Oranga Marae process from the MDP to the MDI phase shared common success factors:

- exemplary advisory service
- relevant whānau capacity and capability
- clear vision, goals and shared values to help keep the whānau moving forward
- resilience and tenacity to overcome pitfalls and challenges along the way

### ***Exemplary advisory service***

Marae were positive about the level of advisory support received from TPK and DIA, including one on one visits, regular contact (often after hours), support to complete forms.

TPK and DIA have been really helpful in the process. They are local so have good knowledge of being an active marae member. I always called [advisor] if I didn't quite understand anything, she was a huge help. (*Marae Representative*)

TPK and DIA advisors were amazing, helpful, came to see us – ā kanohi, were with us all of the way. The personal touch, the fact that they are Māori, that all helped because we didn't

have to explain what is normal to us, who we are and what we are trying to achieve. *(Marae Representative)*

### **Relevant whānau capacity and capability**

Successful marae highlighted how fortunate they were to have, or access to, a depth and breadth of skills within whānau to better understand, interpret, analyse and when needed challenge the process. Critical skills included financial and business acumen, experience in project management, access to a builder, architect or engineering knowledge, and experience in managing relationships with local councils.

The old Lotteries Fund process was hard – you are just a number and there is no relationship. We were fortunate because we have whānau capabilities and skills. My husband is a civil engineer, we have professional skills which helped us to navigate the processes. We understand council processes, how to use excel and develop and manage budgets – with financial controls in place, we know how to navigate the DIA system [GMS]. But, even with all of this, challenges emerge. *(Marae Representative)*

### **Clear vision, goals and shared values to help keep the whānau moving forward**

Marae were clear about their vision and goals and worked hard to keep their whānau moving forward as one. This process was challenging but critical to their success.

This journey started years ago with our kaumātua and kuia. They set the vision for our marae and working through the Marae Development Plan process really helped bring that vision into focus, made us sort ourselves out, to come together for a shared and positive kaupapa – the rebuild of our marae. This was really hard at times, we argued, we didn't get on for long periods of time, but the vision and our whakapapa pull us back in. *(Marae Representative)*

### **Resilience and tenacity to overcome pitfalls and challenges along the way**

Marae reiterated how important it was to 'just keep swimming'. All successful marae experienced pitfalls and challenges along the way but kept driving the process with dogged determination driven by whakapapa and a commitment to future generations.

We have driven and stubborn people working for the development of our marae. Supportive whānau, majority weren't, now they are all on board. Timely and sound advice from DIA and TPK certainly helped. This is not an easy process; it takes time and patience plus absolute commitment to see it through to the end of the process. And then you just keep working, cause the work on the marae is never actually finished. *(Marae Representative)*

### **What were the barriers for marae and how were these mitigated?**

The barriers and mitigations identified by marae are outlined in Table 6.

**Table 6: Oranga Marae barriers and mitigations**

| <b>Barriers</b>                                | <b>Mitigations</b>                                   | <b>Marae Voices</b>  |
|--|--|--|
| <b>Online system and lack of IT capability</b> | Increase one on one support and system functionality | <i>We had IT capability and it was hard, what about marae who don't?</i> |

| Barriers   | Mitigations   | Marae Voices   |
|--|---|--|
| <b>Compliance and reports to different funders</b>                             | Streamline reports to make it easier for marae                          | <i>We have to provide 3 separate reports to funders – Foundation North, TPK and DIA.</i>   |
| <b>Lack of technical expertise and capability, particularly for TFS phase.</b> | Provide, or access to, technical expertise with demonstrated experience | <i>Not knowing who to go with e.g. architects. You don't know until you go through the process. Important for other marae to know that there are sharks out there who will take advantage.</i> |
| <b>Managing expectations</b>   |   | <i>We have to sustain relationships with the hapū and iwi and manage their expectations while waiting for approval decisions to be made.</i>   |

### ***A small minority of marae had a negative Oranga Marae experience***

Two out of 14 marae commented on their negative experience of Oranga Marae. Both marae completed the MDP phase and are currently developing proposals for the TFS phase. They attributed the negative experience to:

- high advisor turnover and changes in their region
- a perceived lack of training and support for regional advisors demonstrated by being provided incorrect details about the fund being non-contestable
- being part of the first cohort of marae to engage in the programme when the programme was still in its infancy and testing phase
- mixed messages and lack of clarity about what was needed, why application was declined, definitive timeframes and guidance.

The marae voices are presented to give a sense of their frustration and to encourage TPK and DIA programme management to follow-up how further support might be directed towards these marae to enhance their Oranga Marae experience.

Frustrating relationship with our local advisor, wonder whether he/she is too stretched. Our phase 2 funding application did not go through due to a late response. We were told we needed to provide a verified form with a few hours' notice, we could not get this done. We had emailed [advisor] numerous times, with no response. *(Marae Representative)*

This goes back to 2017-2018 – we were with DIA and told to stop because of the new fund, so we waited 6 months. 2018/19, TPK didn't know what was happening, a lot of misinformation, unnecessary running around, we were told so many different stories. Our own whānau were attacking us, we had so much flack. We missed the boat because we were running around getting pointless reports for TPK. TPK said the fund was not contestable, because of this our philanthropic partner reduced their contribution. It was a nightmare. *(Marae Representative)*

### **Implementation quality measures**

Oranga Marae implementation quality measures focused on access to investment, how funds were allocated, support provided to marae, and timely fund availability and decision making.

While GCMS was designed to monitor the end to end application process, the lack of a cohesive monitoring and reporting approach and agreement on shared performance targets and measures,

meant it took time for relevant data from GCMS to be collated and analysed to support programme improvements.

Nonetheless, over time the data showed how Oranga Marae opened access to investment, how funds were allocated by region and stage, and the resulting pressures on the fund driven by excess demand.

The extent to which programme implementation met intended quality and success measures and progress towards achieving the intended programme outcomes is demonstrated in Table 7.

**Table 7: Oranga Marae 2018/19 quality and success measures and progress**

| Output   | Target   | Progress   |
|--|--|--|
| Oranga Marae opens access to increased number of marae <sup>21</sup>               | Increase in the total # of marae supported <sup>22</sup>                         | Total of <b>75 marae</b> supported (combined MDP, TFS and MDI).  |
| Oranga Marae annual funding allocation is invested across MDP, TFS and MDI phases. | All of the 2018/19 Oranga Marae funding is allocated                             | Total of <b>130 investment requests</b> approved to 31 December 2019<br>Total amount of investment allocated was <b>\$16.970M</b>  |
| Marae provided with exemplary advisory support                                     | % Positive feedback from marae about the process and quality of advisory support | The qualitative data indicated 12 out of 14 or <b>86 percent</b> of marae interviewed had a positive experience with advisors.<br><br><b>100 percent</b> of marae supported the Oranga Marae programme kaupapa and vision. |

## EARLY IMPACTS

The following section describes the early impacts that have emerged as a result of Oranga Marae with a focus on:

- How TPK and DIA advisors and programme management defined success
- The ways marae and the community experienced early impacts

A more in-depth exploration of the impacts will be presented in the summative evaluation report due in June 2020.

### Implementation success measures

Alongside the four high-level outcomes of the programme, success meant a range of different things for TPK and DIA advisors, including getting marae to the table and opening access to the opportunity, supporting marae to engage and reconnect whānau through the development of the marae

<sup>21</sup>Wikeepa, H. (2020). Memo: Response to Aiko queries about Oranga Marae monitoring and reporting. Internal memo.

<sup>22</sup>Ibid. Under LMHF Fund, an average of 12 applications were approved per annum (capital works only).

development plan, and supporting marae to have a positive experience of Oranga Marae and achieve their intended physical (capital build) and cultural (building the paepae, reengaging rangatahi) outcomes.

The programme management team talked about how they defined success through both internal and external measures, that included: advisors are given high quality advice, have a good understanding of the programme and how it works, work collaboratively and in a really good way across agencies, are responsive, and can get communications out quickly. The external measures were marae achieving their marae development goals and aspirations, having a positive experience as a result of the Oranga Marae programme, and whānau and hapū engaging and using their marae to build marae vitality and sustainability.

As a collective, TPK and DIA advisors and programme management were proud of the kaupapa and wholeheartedly supported the Oranga Marae vision.

### **Marae success and early impacts**

Despite all of the implementation challenges, the programme enabled marae to achieve some incredible short-term impacts and outcomes. These included: increased whānau engagement, increased connectedness, increased use and revitalisation of te reo, tikanga and mātauranga, completed physical builds, increased pride and confidence in cultural identity, increased financial, governance and project management nous and capability, and completed builds and renovations.

### **Increased access to capital build funds**

All marae, including the few that had negative experiences, spoke positively about the extent to which Oranga Marae opened access to funding previously unavailable to many marae.

The financial barrier is taken away by this fund. In other past funding models, the pā had to fundraise have 1/3 of the total cost of the build/development and the funder provided the remaining 2/3. However, \$500k is a lot of money for the hapū to come up with and this has been a barrier. They have wanted to upgrade the ablution block for 10+years. *(Marae Representative)*

We just never had a look in with the previous lotteries fund. Our marae does not have the money to pay for one third of the costs. Without this fund, we would still be relying on our own fundraising. *(Marae Representative)*

This point is important because access to capital build funds is critical to support the people capacity which shoulders the responsibility for sustaining the wellbeing of marae. TPK carried out a financial analysis of all marae that had applied to the fund. Their analysis showed how the majority of marae had no net present value, which from an accounting perspective meant the majority of marae should not be operating. Only a small minority are generating income to be self-sustaining and financially viable. Despite being in the red, the people capacity ensures marae remain active and operational.

We have looked at all sets of accounts – audit reports and carried out a financial analysis. Net present value analysis. All of these marae are in a negative position when we invest in them. So, from this position – bricks and mortars, doesn't sound good. But we want the opportunity

to do something about this. Most rely on Māori land trusts to donate to support ongoing maintenance plus koha. We said to our accountant, let's look at the intangible, the culture – the sustainability of that, the value of culture is worth more, and we know that. *(TPK Programme Management)*.

### **Increased whānau engagement**

All marae talked about how, as a result of the Oranga Marae process, they were able to connect, engage and re-engage whānau who were not actively engaged, to help shape marae goals and aspirations (physical and cultural). This process was not straightforward and required determined effort by a small group of whānau who drove the kaupapa for their respective marae. These efforts included numerous online and face-to-face hui, conversations, wānanga, and rigorous debates.

Our whānau see that the marae is for the generations to come. Interest in the marae has increased. The younger generation especially. The question was always if we build it, will they come, and now we know they will. The whānau Facebook page has been a useful medium to engage and connect whānau, the majority of whom live away from home. *(Marae Representative)*

Positive response from our rangatahi, who have created their own committee. Both living in the rohe or away, having regular meetings to give them a better understanding of the kaupapa. They are actively asking questions and sharing kōrero between each other. They are sending representatives to the marae hui because they have a voice for the whānau. *(Marae Representative)*

The positive impact on kaumātua and pakeke was a common theme expressed by all marae irrespective of the Oranga Marae funding phase.

Kaumātua seeing this all come to fruition. Proud they have clean wharepaku, proud they have whānau engaging and coming back to the marae. *(Marae Representative)*

Whānau are super proud of where they're from, the place for celebrations, for local whānau and those living away. More rangatahi coming to hui, acknowledge all the work pakeke have provided, time for us to step up, new lease of life for pakeke. Marae development plan has opened up what's possible for wider community and other people are putting their hand up. *(Marae Representative)*

The strengthening of intergenerational relationships also featured strongly in marae feedback.

There was a lot of respect formed between our whānau and between the generations. Kaumātua knew it was time to stand down and the younger generation knew that they had an obligation to keep them. *(Marae Representative)*

About four kaumātua were here when this was three little buildings. It was important that we did this before they passed on. Mum is overjoyed with it. That becomes a pressure to get it done and try to get them to hang on. I said to mum you have to hang on mum until we get this finished. There are all those pressures which are too wordy to put in a development plan but are important. *(Marae Representative)*

## **Marae Development Plan: vehicle for engagement and cultural revitalisation**

All marae talked about how the MDP process became a powerful vehicle to support whānau engagement and cultural revitalisation. The end product was described as a ‘taonga’ by many whānau.

The MDPs are great as a living document – we have everything in one place. I think that when we finished it our whānau were pretty chuffed – our whakapapa, history, living document all in one place. Documented history and evidence for us to use in the future. Our taonga. *(Marae Representative)*

We weren’t too keen on the idea of the MDP to be honest, but we realised as we went through it was the key to our development success, it wasn’t just about putting a building up, we needed to bring everyone together. This is challenging cause you can only work at the same pace as your whānau. *(Marae Representative)*

## **Increased cultural connection and cultural understanding**

Marae shared powerful stories about how connections and cultural understanding were built among whānau as a result of engaging in the Oranga Marae process, particularly for whānau disconnected from their identity as Māori and who lived away from the marae.

Some conflict arose when deciding if we would rebuild a marae, some whānau wanted just a holiday place, they found it hard to see past all of the ceremonial restrictions of a marae. We had lots of kōrero about the why, the rationale, the vision. Eventually the whānau voted and agreed a marae should be built. The shift was significant, but the rebuild has really united us. The development of the MDP was critical. The planning takes time and you have to work with where our whānau are at. This is really important to get whānau buy in and ultimately unite the whānau. *(Marae Representative)*

We implemented a walk through wānanga for whānau. This is starting at one point of the marae, taking the whānau around and breaking it down for them (tikanga, where you walk, who sits where etc.) and educating them. It also adds a different responsibility for the haukāinga to have to re-educate whānau who aren’t quite connected with who they are. This was work we never thought we’d have to do, but it was so important. *(Marae Representative)*

## **Increased use and revitalisation of te reo, tikanga and mātauranga**

Marae all talked about how the MDP process necessitated the need to engage in wānanga with whānau, to discuss and share goals, aspirations, challenges, tikanga and kawa, whakapapa, reo and wellbeing. Marae that have completed builds continue to run wānanga to maximise use of new facilities and those still on the Oranga Marae journey run wānanga to inform development of their MDP or TFS application.

Running wānanga – hapū focused sessions and inviting manuhiri/guest speakers into that. Hapū development funds. Waiata revitalisation – kaumātua are enjoying the kōrero and listening to the people revitalising waiata that belong to the hapū. It was a very emotional time when the whare re-opened – kaumātua were happy that they were able to live to see their own marae opening. “we’re finally here, we’re underway”. *(Marae Representative)*

This process has encompassed so much more than an extension of a building. Coming together as a whānau. Mum's happy. The new building is warm and loving. We had discussions about old tikanga of women being near the construction site. That was huge. One of our cousins was against it. Eventually at the opening, he stood up and said how overwhelmed he was, he thought it was a waste of money and wasn't going to work. he apologised and said he was wrong. And that was the most beautiful thing he could say. *(Marae Representative)*

### **Unintended outcomes**

Marae representatives are volunteers who are driving this kaupapa on top of their paid work. The majority of work is carried out after hours, late at nights and during the weekend. Some marae representatives were close to burn out and/or experienced negative health impacts as a result of driving this kaupapa. However, all representatives acknowledged that the hours put in were worth it because whakapapa and a responsibility to future generations drives them to contribute to the revitalisation of their respective marae.

The journey has had some negative impacts on our whānau health and is a source of stress. We do it because of our whakapapa, this is what drives you. But, yes, my husband had heart issues and I was unwell – the stress is significant. *(Marae Representative)*

If you're taking it on, it's a whole other job on top of everything else that you're doing. Days off were taken up to get to the stage that we are at now, it could create a lot of stress on top of a full-time job. You have to be passionate, it's a huge job. *(Marae Representative)*

Marae representatives from three different regions (Te Tai Tokerau, Waikato/Waiariki, Ikaroa Rāwhiti) commented on how local philanthropic funders have reduced the amount of funding they would have previously contributed to support capital builds (i.e. one third of total build costs). This reduction in philanthropic funding meant an increase in the amount marae requested from Oranga Marae because alternative funding sources were limited.

The creation of an Oranga Marae 'industry' was identified as a key challenge by marae, advisors, programme management and committee members. For example, the feedback indicated some technical experts charged unreasonable fees and held the monopoly in some regions, particularly rural areas, where the pool of technical expertise was small relative to urban areas.

The TFS phase in particular required a high-level of technical knowledge. The absence of technical nous across marae, TPK and DIA advisors, programme management and Oranga Marae and Marae Ora committee members, meant some marae were potentially vulnerable to being ripped off and the programme was at risk of unwittingly creating an 'industry' dominated by a small pool of technical experts and suppliers.

## **DISCUSSION**

Within a short period of time, the qualitative and quantitative evidence showed that despite implementation tensions and challenges, Oranga Marae increased marae access to funds to support physical and cultural revitalisation, that was not previously available. This is a positive shift.

The complexities involved in standing up a programme and partnership of this nature cannot be overstated. The collective research, design, systems, planning, policy, coordination, monitoring, review and delivery work completed to date is unique, innovative and should be celebrated by both agencies.

Implementation of a minimum viable product to customers is nothing new in the business world, however a key premise behind the idea is that the product will have just enough features to satisfy early customers and provide feedback for future development.<sup>23</sup> A common pitfall identified in the literature is that teams will deliver what they consider to be the minimum viable product and fail to implement further changes regardless of the feedback they receive about the product. In other words, the emphasis is on the minimum at the exclusion of the viable. The evaluative evidence showed how this pitfall played out during the implementation of Oranga Marae. The programme management team simply did not have the capacity or systems in place to smooth out the required system modifications in real-time. The systems issues reached a crescendo when the TFS funding was closed due to insufficient funds.

However, despite all of these system challenges, 12 out of 14 marae interviewed were overwhelming positive about their Oranga Marae experience, and all of the marae supported the Oranga Marae kaupapa and vision. The immediate and short-term impact was demonstrated through increased whānau engagement and connectivity, increased use and revitalisation of te reo, tikanga and mātauranga Māori, increased pride, enhanced marae financial, governance and technical capability. Marae are engaging whānau in cultural wānanga to ensure the transmission of mātauranga ā hapū ā iwi.

Developing a cohesive monitoring and reporting approach and shared measures will help both agencies to evidence and tell the story about the significant and valuable contribution Oranga Marae makes to marae cultural and physical revitalisation.

## WHAT CAN BE IMPROVED?

The evaluative evidence highlighted a number of programme implementation improvements that should be actioned as a matter of priority.

### **Suggested improvements**

The evaluative data highlighted a number of programme implementation improvements that should be actioned jointly by TPK and DIA as a matter of priority.

### ***Strategy and policy***

- Develop a strategic plan and framework to anchor Oranga Marae based on relevant quantitative and qualitative data including the Martin Jenkins Review (2020) and the evaluation findings.
- Develop a policy discussion paper that positions Oranga Marae as a strategic policy kaupapa and develop a business case to support what a sustainable fund might look like. The potential

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<sup>23</sup>Ries, E. (2011). The lean startup: How today's entrepreneurs use continuous innovation to create radically successful businesses. *Currency*, 2011.

audience could be the respective Ministers for both agencies, public sector colleagues at Te Arawhiti, Te Mātāwai, Ministry for Culture and Heritage and Treasury.

### ***Partnership***

- Invest time and resource into building the partnership between TPK and DIA at the regional level to encourage better collaboration and regional prioritisation.
- Identify and build relationships with relevant Crown agencies to support increased investment in marae development
- Build strategic relationships with iwi (i.e. Iwi Chairs Forum) to better understand the marae ecosystem and Iwi priorities

### ***Communication strategy and action plan***

- Refine and update the current Oranga Marae communications strategy and protocols to ensure both internal and external stakeholder communication needs are met, and the process for developing and releasing joint communications is timely. Explore the potential to develop up to date communication tools and resources to support TPK and DIA advisor delivery.

### ***Monitoring and reporting***

- Develop a cohesive monitoring and reporting approach, including shared measures to help both agencies evidence and tell the story about the significant and valuable contribution Oranga Marae makes to marae cultural and physical revitalisation.

### ***Process and systems***

- Update the Oranga Marae enhancements register and prioritise implementation actions.
- Share regional based information with marae about local suppliers (i.e. architects, project managers, builders, engineers, surveyors, plumbers, electricians) and reasonable costs
- Support regional managers to prioritise Oranga Marae so that advisors have capacity to provide tailored support to marae
- Provide templates for budgets and project management tools and make these easily accessible on the website and GCMS platform.

### ***Share good practice and success***

- Profile achievements of marae in each region that have been successful in navigating the different phases – Share presentations about what works? How to overcome challenges?
- Consider resourcing tuakana/teina mentoring for marae in each rohe

### ***Training and specialist support***

- Seek TPK and DIA advisor feedback on the existing ilearn modules and the potential to create additional fit for purpose training solutions, consider both online and face-to-face delivery.
- Invest in specialist technical support to support the quality delivery of TFS and provide relevant technical advice at the right time to the right people – including to marae, TPK and DIA advisors, programme management and Marae Ora and Oranga Marae committee members.

## WHAT IS REQUIRED TO MAKE ORANGA MARAE SUCCESSFUL AND SUSTAINABLE?

The sustainability of the fund and the marae ecosystem was a common theme expressed by all participants, this will be considered in the summative evaluation report and is dependent in part on the suggested changes being made as well as the contextual factors outlined below.

There are a number of complexities that must be recognised when seeking to implement improvements.

- The social, economic and cultural impacts of COVID 19 on whānau, hapū, iwi and marae
- Persistent operational and financial challenges for marae, the majority of which struggle to meet operational costs to cover essential costs i.e. insurance, power, maintenance, water compliance, health and safety.
- Organisational changes and the potential for increased cost pressures for TPK, DIA and other potential funders.
- Impact of climate change on marae i.e. coastal erosion, water access and food sovereignty.
- Data sovereignty and protection

## APPENDICES

## APPENDIX 1: MARTIN JENKINS REVIEW: SUMMARY OF RECOMMENDATIONS

|                     | MDP  | TFS   |
|---------------------|--|---|
| Engagement          |  | Encourage and support more joint engagement by Regional Managers and Advisors<br>Allow time for strategic discussions within the Marae Ora committee meeting  |
| Funding Timing      | On-demand programme  | Four funding rounds per year – aligned to meeting dates for Marae Ora committee. Allocate a quarter of the funding each round.  |
| Criteria            | None   | Introduce prioritisation criteria for each round i.e. regions with lower proportion of funded marae, health and safety concerns<br><br>OR<br><br>Take a portfolio approach each funding round so that there is a mix of marae each round  |
| Costs               | Outline costs that will be covered and exclude travel and accommodation  | Seek advice from experts around reasonable costs<br><br>Remove the need for the Committee to review quotes – reviewed at regional level<br><br>High cost applications over a certain level could be referred to an external advisor   |
| Application         | Introduce new questions:<br><br>How will whānau be engaged in development and approval of MDP?<br><br>How have you ensured the costs of your application are reasonable? | Introduce new questions:<br><br>How have whānau been involved in scoping your capital plans?<br><br>What other options have you considered?<br><br>How will the marae meet ongoing maintenance costs?<br><br>How have you ensured the costs of your application are reasonable? |
| Assessment          |  | Consider whether to reduce the number of advisors that work on the programme<br><br>Create a tiered assessment process to reduce workloads for Marae Ora Committee members but ensure Regional Managers retain oversight for work quality.                                      |
| Advice and guidance |  | Provide templates – e.g. invoice templates to receive funding.<br><br>Provide greater clarity to marae around expected timeframes for response<br><br>Reassess if TPK staff can get fuller access to Fluxx information held about marae   |

## APPENDIX 2: EVALUATION – SAMPLE EVALUATION INVITATION LETTER

E ngā mana, e ngā reo, koia ko mātau nei e mihi ana ki a koutou me ngā āhuatanga katoa kei mua i a koutou.

Tēnā koe e (insert name).

This letter invites you to participate in an independent evaluation of Oranga Mārae. The purpose of the evaluation is to better understand if, and how, Oranga Mārae is achieving its outcomes and the impact of the programme for marae who received support during 2018/19

The evaluation will focus on how well the fund has worked to support your marae aspirations, identify critical success factors and improvements. The evaluation team will also ask about the outcomes and potential impacts achieved for your marae and community.

The evaluation is being carried out by AIKO Consultants and is funded by Te Puni Kōkiri and Department of Internal Affairs. The evaluation team members are:

- Timoti Brown - Ngāti Kahungunu ki te Wairoa, Rongowhakaata [timoti.brown@gmail.com](mailto:timoti.brown@gmail.com)
- Dr Chelsea Grootveld - Ngaitai, Ngāti Porou, Whānau-a-Apanui, Whakatōhea [chelsea.grootveld@gmail.com](mailto:chelsea.grootveld@gmail.com).
- Dr Hiria Mcrae - Ngāti Whakaue, Tūhoe - [hiria.mcrae@vuw.ac.nz](mailto:hiria.mcrae@vuw.ac.nz)
- Dr Tabitha McKenzie - Ngāti Hinerangi, Ngāi Te Rangi, Ngāti Ranginui, Ngāti Raukawa - [tabitha.mckenzie@vuw.ac.nz](mailto:tabitha.mckenzie@vuw.ac.nz)
- Kahuroa Brown, Atareta Black, Tiara Hammond - Ngāti Kahungunu ki te Wairoa

Two members of the evaluation team would like to interview you at a date, location and time that is convenient. The team is carrying out interviews with 15 marae located throughout Aotearoa during **February and March 2020**. The interview will take 60-minutes. We are happy to interview individuals and/or small groups in te reo Māori and/or English.

The final evaluation report will show how Oranga Mārae is supporting marae to realise their cultural and physical aspirations.

It is your choice whether or not you wish to take part in the evaluation. IF you do not wish to participate, you do not have to give a reason. Your relationship with Te Puni Kōkiri and Department of Internal Affairs will not be harmed.

If you have any questions or concerns, please contact the lead evaluator, Chelsea. We look forward to confirming an interview date and time with you. Mauri ora rā.

Nāku noa

Nā Dr. Chelsea Grootveld

Aiko, Lead Evaluator, Oranga Mārae.

## APPENDIX 3: EVALUATION - INFORMATION SHEET

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|  |   |
|--|---|
| What is the purpose of the evaluation?       | <p>The purpose of the evaluation is to show the value of the investments made in Oranga Marae. The evaluation will provide:</p> <ul style="list-style-type: none"><li>▪ an understanding of how well the fund is working and identify critical success factors and improvements</li><li>▪ an assessment of the outcomes and potential impacts of the investments made for marae and communities</li></ul>   |
| Who is conducting the evaluation?            | <p>The evaluation is being conducted by AIKO on behalf of Te Puni Kōkiri and Department of Internal Affairs. The evaluation team members are:</p> <ul style="list-style-type: none"><li>▪ Timoti Brown - Ngāti Kahungunu ki te Wairoa, Rongowhakaata <a href="mailto:timoti.brown@gmail.com">timoti.brown@gmail.com</a> &amp; Dr Chelsea Grootveld - Ngaitai, Ngāti Porou, Whānau-a-Apanui, Whakatōhea <a href="mailto:chelsea.grootveld@gmail.com">chelsea.grootveld@gmail.com</a>.</li><li>▪ Dr Hiria Mcrae - Ngāti Whakaue, Tūhoe <a href="mailto:hiria.mcrae@vuw.ac.nz">hiria.mcrae@vuw.ac.nz</a></li><li>▪ Dr Tabitha McKenzie - Ngāti Hinerangi, Ngāi Te Rangi, Ngāti Ranginui, Ngāti Raukawa <a href="mailto:tabitha.mckenzie@vuw.ac.nz">tabitha.mckenzie@vuw.ac.nz</a></li><li>▪ Kahuroa Brown, Atareta Black, Tiara Hammond - Ngāti Kahungunu ki te Wairoa</li></ul> |
| How is information being gathered?           | <p>Information will be gathered in two ways:</p> <ul style="list-style-type: none"><li>▪ 60-minute interviews or focus groups with marae representatives and members of the marae community.</li><li>▪ Analysis of administrative data and other relevant reports.</li></ul>  |
| What are the benefits of this evaluation?    | <p>The final evaluation report will demonstrate how the fund is supporting marae to realise their cultural and physical aspirations.</p>  |
| What are my rights?                          | <p>It is your choice whether or not you wish to take part in the evaluation. If you do not wish to participate, you do not have to give a reason. Your relationship with Te Puni Kōkiri and Department of Internal Affairs will not be harmed. If you agree to take part, you will be asked to read and complete a consent form. The evaluation team will also verbally outline your rights.</p>  |
| Who do I contact with questions or concerns? | <p>If you have any questions or concerns, please contact one of the evaluation team members.</p>  |

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## APPENDIX 4: CONSENT FORM

I understand that:

- My participation is voluntary, and I can withdraw at any time.
- My name or identifying information will not be included in the evaluation without my permission. If I work for an organisation, the type of organisation I work for may be identified.
- My relationship with Te Puni Kōkiri and Department of Internal Affairs will not be affected through my participation.
- With my permission, the discussion will be audio recorded, and may be transcribed.
- I have the right to request a copy of the audio or transcript of my discussion.
- Digital recordings, notes, and summaries will be stored securely at Aiko. Hard copies of stored information will be destroyed after three years.

I have read the information sheet and consent form and been given the opportunity to ask questions. I give my consent to participate in this evaluation.

Name \_\_\_\_\_

Signature \_\_\_\_\_

Date \_\_\_\_\_

Koha Received \_\_\_\_\_

## Interview Schedule: Marae Representatives

### Set up, rapport building

- Introductions, explain evaluation, informed consent, survey, answer questions.
- Mihimihi

### Assessing Oranga Marae implementation

- Tell me about yourself
- How did you find out about Oranga Marae?
  - What were the drivers for accessing Oranga Marae?
  - What did you want to get out of it?
  - Who was involved in the development of the Marae Development Plan?
    - What kinds of resourcing/support/help was provided by advisors and/or others to enable you to access Oranga Marae funding?
- How would you describe your relationship with the TPK/DIA Advisor?
- What do you like about Oranga Marae? Why?
- What do you think could be improved?
  - Probe: process, guidelines, communications, feedback loops.

### Assessing Oranga Marae early impact

- What difference has Oranga Marae made in regard to the physical integrity and vitality of the marae?
  - Have you achieved what you wanted to achieve?
  - How do you know?
- What difference has Oranga Marae made to your marae in regard to the cultural vitality of the marae?
  - Probe: increased whānau engagement; increased reo use and knowledge and understanding of tikanga.
  - Have you achieved what you wanted to achieve?
  - How do you know?
- Do you think Oranga Marae could be used to help other marae in your community? Why? Why not?
- What advice would you give to other marae who want to access Oranga Marae funding?
- What do you think is needed to make Oranga Marae programme successful and sustainable?

### Assessing the counterfactual

- What would happen to your marae if Oranga Marae was not available?
- Invite other comments, thank participation and close.

## **Interview Schedule: Regional Advisors**

### **Set up, rapport building**

- Introductions, explain evaluation, informed consent, survey, answer questions.
- Invite general discussion about role and responsibilities.

### **Assessing Oranga Marae implementation**

- Tell me about your role and how you are involved in Oranga Marae?
- How was Oranga Marae implemented in your rohe?
  - Was there an implementation plan?
  - Were timelines met? If yes, why? If no, why not?
  - How many marae have you worked with? Of these, how many accessed funds and how many were declined?
- How was success and quality of implementation measured and to what extent were these measures achieved?
- What were the enablers of success for your rohe and the marae you were involved with?
- What barriers are present for marae and how are these being addressed?

### **Assessing Oranga Marae early impact**

- In what ways have the marae and communities you have engaged with experienced positive outcomes as a result of Oranga Marae investment?
  - How did you evidence these changes and outcomes?
- What is required to make this investment successful and sustainable?

### **Assessing the counterfactual**

- What would happen to marae if Oranga Marae was not available?
- Invite other comments, thank participation and close.

## **Interview Schedule: Programme Management**

### **Set up, rapport building**

- Introductions, explain evaluation, informed consent, survey, answer questions.
- Invite general discussion about role and responsibilities.

### **Assessing Oranga Marae implementation**

- Tell me about your role as in the programme management team?
- How was Oranga Marae implemented and how did you support this?
  - Was there an implementation plan?
  - How did the two organisations work together to implement Oranga Marae and overcome any challenges?
  - Were timelines met? If yes, why? If no, why not?
- How was success and quality of implementation measured and to what extent were these measures achieved?
- What were the enablers of implementation success?
  - For TPK/DIA and marae?
- What barriers are present for marae and how are these being addressed?
- What improvements can be made to create a positive Oranga Marae experience for marae?
  - Probe: Process? Engagement? Communication?

### **Assessing Oranga Marae early impact**

- In what ways have the marae and communities you have engaged with experienced positive outcomes as a result of Oranga Marae investment?
  - How did you evidence these changes and outcomes?
- What is required to make this investment successful and sustainable?

### **Assessing the counterfactual**

- What would happen to marae if Oranga Marae was not available?
- Invite other comments, thank participation and close.

## **Interview Schedule: Committee Members**

### **Set up, rapport building**

- Introductions, explain evaluation, informed consent, survey, answer questions.
- Invite general discussion about role and responsibilities.

### **Assessing Oranga Marae implementation**

- Tell me about your role as an Oranga Marae Committee member, and any other role you have related to Oranga Marae?
- How was Oranga Marae implemented and how did you in your different roles support this?
  - Was there an implementation plan?
  - How did the two organisations work together to implement Oranga Marae and overcome any challenges?
  - Were timelines met? If yes, why? If no, why not?
- How was success and quality of implementation measured and to what extent were these measures achieved?
- What were the enablers of implementation success?
  - For TPK/DIA and marae?
- What barriers are present for marae and how are these being addressed?
- What improvements can be made to create a positive Oranga Marae experience for marae?
  - Probe: Process? Engagement? Communication?

### **Assessing Oranga Marae early impact**

- In what ways have the marae and communities you have engaged with experienced positive outcomes as a result of Oranga Marae investment?
  - How did you evidence these changes and outcomes?
- What is required to make this investment successful and sustainable?

### **Assessing the counterfactual**

- What would happen to marae if Oranga Marae was not available?
- Invite other comments, thank participation and close.

## APPENDIX 9: REFERENCES

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