

In Confidence

Office of Te Minita Whanaketanga Māori

Chair, Cabinet Māori Crown Relations Te Arawhiti Committee

REPORT BACK: REFRESHED MONITORING APPROACH OF TE PUNI KŌKIRI

Proposal

1. This paper reports on the implementation of the refreshed monitoring approach of Te Puni Kōkiri.

Executive Summary

2. At my direction, Te Puni Kōkiri has begun refreshing how it gives effect to the Ministry of Māori Development Act 1991, 'monitoring and liaising with each department and agency that provides or has responsibility to provide services to or for Māori for the purpose of ensuring the adequacy of those services'. The refreshed approach to monitoring was outlined in the Cabinet Paper from December 2018 [CAB-18-MIN-0643]. My intention is that monitoring will increase transparency in state sector performance for Māori, and contribute to improved outcomes for Māori. This sits alongside an intention overtime to bring visibility towards lifting wellbeing outcomes for Māori and creating impact.
3. Te Puni Kōkiri has made successful progress with a pilot monitoring review (the review). The review assessed the contribution of the Ministry of Social Development's Auckland employment services and programmes to Māori wellbeing, with a particular focus on rangatahi Māori. Te Puni Kōkiri also used the review to test the methodology of the monitoring approach.
4. The review and the 'Monitoring Review of Ministry of Social Development's Employment Services in Auckland Findings Report' have been completed. To respond to the findings, the Ministry of Social Development has co-developed an action plan with Te Puni Kōkiri. I have invited the Minister for Social Development to report to Cabinet Māori Crown Relations Te Arawhiti Committee in May 2020 on the Ministry of Social Development's action plan.
5. The review identified a number of learnings that are likely to be applicable to other state sector agencies. These learnings will feed into the integrated strategy being developed by the State Services Commission, The Office of Māori Crown Relations: Te Arawhiti (Te Arawhiti) and Te Puni Kōkiri to build the capability of the public service to deliver better outcomes for Māori. I have also asked Te Puni Kōkiri to work alongside the State Services Commission and the

Treasury to ensure the findings from Te Puni Kōkiri monitoring contributes to Performance Improvement Framework reviews, and agency baseline reviews.

6. Te Puni Kōkiri commenced planning of its next monitoring review with the Ministry of Health, but this has been put on hold due to Covid-19. Dependent on budget decisions, Te Puni Kōkiri will continue to scale up their monitoring work in their 2019/20 and 2020/21 forward work programmes.
7. Te Puni Kōkiri continues to regularly engage with the State Services Commission and Te Arawhiti in the planning and execution of monitoring activities. This regular engagement supports the agencies to align their work programmes and collaborate their efforts. Working together, the three agencies have influence to enable the state sector to make the step change required to deliver better outcomes for Māori.

Background

8. Our Government is committed to increasing Māori wellbeing and creating the conditions for Māori to achieve their aspirations. Te Puni Kōkiri has an important contribution to make towards improving Māori wellbeing outcomes in part through monitoring to assess the “adequacy” of services delivered to or for Māori. I recognise that in order to effect a coherent set of responses across the public sector, monitoring the delivery of services and assessing impact will require further refinement of a robust monitoring and evaluation framework.

Environment for monitoring effectiveness for Māori

9. Over the last year, the Government has put in place a range of legislative and non-legislative levers (whole system and agency specific) aimed at building capability, clarifying responsibility, and strengthening accountability for the improvement of Māori wellbeing outcomes. These levers create a supportive environment for Te Puni Kōkiri to carry out monitoring. Levers include:
 - 9.1. Te Ao Tūmatanui Improving the Public Service’s Responsiveness to Māori [CAB-19-MIN-0250];
 - 9.2. Establishment of the Māori / Crown Relations portfolio; and
 - 9.3. Positioning Te Puni Kōkiri for Strategic Impact [CAB-19-MIN-0286].
10. These levers, combined with the Government’s focus on wellbeing, set the context for the refreshed monitoring approach. It is an environment in which the state sector must draw on evidence of what works for Māori and whānau, and at the same time be prepared to innovate, and partner with Māori to create “new” solutions. More of the same is unlikely to achieve improved outcomes. Much of this innovation sits within whānau, hapū and the community and are catalysed through a different approach with government agencies. One that lends itself towards co-design, co-investment and co-creating a delivery model to cause impactful outcomes.

The monitoring role of Te Puni Kōkiri

11. The Ministry of Māori Development Act 1991 gives Te Puni Kōkiri the mandate of 'monitoring and liaising with each department and agency that provides or has responsibility to provide services to or for Māori for the purpose of ensuring the adequacy of those services'. Since 1991, Te Puni Kōkiri has adopted different monitoring approaches to accord with government priorities and the prevailing public management environment.
12. At my direction, Te Puni Kōkiri has begun refreshing its monitoring approach. Cabinet noted the refreshed approach to monitoring Te Puni Kōkiri is taking in December 2018 [CAB-18-MIN-0643].
13. I further emphasised the importance of monitoring in the June 2019 Cabinet paper [CAB-19-MIN-0286] on 'Positioning Te Puni Kōkiri for Strategic Impact'. My expectation is that the Te Puni Kōkiri refreshed approach to monitoring will increase transparency of, and accountability for, the effectiveness of government agencies for Māori by monitoring the impact of their policies, strategies and services on Māori wellbeing. This will be a critical opportunity to inform policy discussions and build the evidence base of what works to improve Māori wellbeing outcomes. In the event that this refreshed approach is merely a tool to measure 'gaps' then I would suggest more fundamental aspects of policy design assumptions need to be revisited.
14. Te Puni Kōkiri is taking a three-pronged approach to monitoring, which will identify: the overall state of wellbeing for Māori, the areas where the state sector is performing well for Māori, areas where improvements can be made, and support for improvements. Taken together these levels of monitoring will provide critical insights into where and how to direct state sector efforts to increase Māori wellbeing. I am mindful that this lens is inward looking within Ministries and across the public sector. Overtime, I expect further emphasis and refinement of 'what works' and what contributes towards outcomes and impact. This will need to be informed from the 'outside looking in', that being the lens of whānau, hapū and Māori. The three levels of monitoring are:
 - 14.1. **Monitoring wellbeing outcomes** – a periodic outcomes report designed to identify elements of progress towards Māori wellbeing;
 - 14.2. **Monitoring progress of government priorities** – tracking gains achieved for Māori across government priorities through support to the indicator dashboard produced by Te Arawhiti; and
 - 14.3. **Monitoring policy, programme and service effectiveness** – undertaking monitoring reviews of priority policies, programmes and services to understand their effectiveness for Māori and contribution towards Māori wellbeing.

Review of the Ministry of Social Development's Employment Services and Programmes in Auckland

15. The review assessed the contribution of the Ministry of Social Development's Auckland employment services and programmes to Māori wellbeing, with a particular focus on rangatahi Māori.
16. The review approach was centred on:
 - 16.1. identifying and expanding best practice of what works;
 - 16.2. 'no surprises' with ongoing discussion of findings;
 - 16.3. enhancing the capability of agencies to be responsive to Māori; and
 - 16.4. identifying practical actions to improve effectiveness.
17. The pilot commenced as planned in May 2019, with positive engagement from the Ministry of Social Development. High level findings show that:
 - 17.1. Leadership and direction for Māori is prominent in Ministry of Social Development strategic documents and in partnerships with iwi and Māori providers at a regional level. This includes Te Pae Tawhiti (the Statement of Intent), and the recently launched Māori Strategy and Action Plan, Te Pae Tata. However Te Puni Kōkiri found little evidence of resourcing or guidance to support and manage implementation of Te Pae Tawhiti at a regional level in Auckland (it is too early to determine regional resourcing and guidance for Te Pae Tata).
 - 17.2. The Ministry of Social Development Auckland demonstrated improvements around accessibility of income support and emergency assistance, occurring through both service centres and the call centre. The Ministry of Social Development has also increased its funding for tailored services to address the specific needs of Māori clients, including a service at Te Puea marae and the introduction of employment zones.
 - 17.3. Despite these improvements, many Māori clients find it difficult to navigate the Ministry of Social Development's income and employment services. Te Puni Kōkiri found that the Ministry of Social Development's income and employment services remain an overly complex system. Te Puni Kōkiri notes that the Ministry of Social Development is taking steps to address these complexities – both nationally and regionally.

- 17.4. Youth and rangatahi are a priority group for the Ministry of Social Development, but their long-term employment outcomes remain relatively poor. While Ministry of Social Development Auckland provides some targeted support to rangatahi, there is by and large no specific, tailored approach to working with rangatahi (or youth) after they turn 18. The review noted consistent concern among regional staff and community partners interviewed about the impact of not having a tailored approach for rangatahi.
18. Te Puni Kōkiri recommends that the Ministry of Social Development expands ownership, accountability, capability, partnerships and tailored approaches for Māori further across its services to accelerate improved outcomes for Māori.
19. The 'Monitoring Review of Ministry of Social Development's Employment Services in Auckland Findings Report' was completed in January 2020 (Appendix 1). It provides the Ministry of Social Development with detailed findings around their specific services and approaches in Auckland. The report has provided a platform for Te Puni Kōkiri and the Ministry of Social Development to co-develop an action plan to address key findings.
20. Co-development of the action plan, the first phase of which has been drafted, has presented an opportunity for the Ministry of Social Development to reflect on findings and recommendations identified in the review and develop a plan that will achieve further transformative change across their services for Māori.

Learnings from Ministry of Social Development Auckland review with wider application

21. The review identified learnings that could be applied to the work of other agencies in improving effectiveness for Māori.
22. It showed that amidst a notable prioritisation of partnerships between the Ministry of Social Development's Auckland region and iwi/Māori providers, there was a distinct difference in the perception of the partnerships between the agency and iwi/Māori providers. It was evident that this difference could lead to conflicting expectations and affect the quality of the relationship over time. This difference suggests the need for a shared understanding between agencies and iwi/Māori of the goal and resources required for partnerships.
23. The review also highlighted that while an increasing number of targeted initiatives are in place for Māori (and co-design of projects with Māori), there is largely a 'one size fits all' approach within their service centres and contact centres. Service centres and contact centres are where the majority of Māori clients interact with MSD, and Te Puni Kōkiri identified the need for a more responsive and tailored approach to Māori within these settings. Within the mainstream services of other state sector agencies, this same issue may apply. Increased responsiveness within mainstream services of other state sector agencies will require targeted design, guidance and capability.

24. While the Ministry of Social Development demonstrated commitments related to Māori in their Statement of Intent and Māori strategy, there was little accountability to meet these commitments and more guidance and capability building was needed at all levels. Across state sector agencies, there is likely a need for increased and clear accountability for achieving commitments towards improved Māori outcomes, clear performance expectations of staff, and more capability building at all levels.

Learnings from the pilot monitoring review

25. As the pilot was carried out, Te Puni Kōkiri has assessed its review approach using feedback from the Ministry of Social Development and quality assurance advice from independent experienced monitoring practitioners and Māori evaluative specialists.
26. There are strong benefits to engaging with regional operations and hearing the Māori client voice, as a way of assessing to what extent high-level commitments to Māori are filtering down to the frontline. The transparent, 'no surprises' approach, which although time and resource intensive, created space for in-depth examination of issues within the agency, and improvements in knowledge and practice at a service delivery level in the Ministry of Social Development Auckland region. Te Puni Kōkiri has identified the need to ensure both regional and national leaders are engaged, which will lead to efficiencies in future reviews.

Te Puni Kōkiri future monitoring work programme

27. The role of monitoring is to provide assurance of, and influence, state sector agencies' effectiveness for Māori. It is expected that this, together with other levers (legislative and non-legislative), will result in increased transparency in state sector performance for Māori and contribute to improved outcomes for Māori.
28. My expectation is that Te Puni Kōkiri will continue to scale up their monitoring work to have greater impact and improve state sector performance and outcomes for Māori.
29. Te Puni Kōkiri commenced planning with the Ministry of Health to undertake its next monitoring review. This has been put on hold due to Covid-19, and Te Puni Kōkiri will recommence these efforts with Ministry of Health when the demands associated with Covid-19 have reduced. Te Puni Kōkiri is also scoping monitoring reviews with other agencies.
30. It is important that the insights and evidence from Te Puni Kōkiri monitoring contributes to other levers that exist within the State Sector designed to support continuous improvement, focus on the wellbeing of New Zealanders, and ensure funding decisions are underpinned by evidence and expert advice that will actually address this Government's priorities. I have asked Te Puni Kōkiri to work alongside, and contribute to Performance Improvement Framework

reviews led by the State Services Commission, and agency baseline reviews led by the Treasury.

31. My view is that there is a great deal to do to ensure that our agencies are responding effectively to Māori needs and aspirations and supporting intergenerational transformation. It is therefore my intention that Te Puni Kōkiri will scale up their monitoring work in the 2019/20 and 2020/21 forward work programmes.
32. Te Puni Kōkiri monitoring workstreams will focus on:

Monitoring Māori Wellbeing Outcomes – Measuring Māori wellbeing
Monitor social, cultural and economic outcomes for Māori from a Māori perspective. Produce Measuring Māori Wellbeing: A Discussion Paper periodically
Support Te Arawhiti to measure progress of government priorities
Contribute to the development of indicators of wellbeing from a Māori perspective in collaboration with Treasury
Influence other agencies to improve data collection on wellbeing from a Māori perspective
Monitoring Reviews – Policy, Programmes and Services
Carry out four Monitoring Reviews annually (building from three in year 2020/2021), providing assurance to Ministers that agencies’ policy, programmes and services are adequate for Māori
Co-develop action plans to identify actions to strengthen ‘adequacy’ of policy, design and delivery of the programmes and services for Māori
Improving State Sector Effectiveness – System Impact
Be a repository of knowledge about “what works” for Māori
Work with State Services Commission and Te Arawhiti to share knowledge, provide frameworks and tools to improve State Sector agency capability and performance for Māori, for example, Performance Improvement Framework reviews
Provide advice and evidence to Treasury, to inform agency baseline reviews
Influence agencies with monitoring roles within the state sector system, to provide assurance of ‘adequacy’ for Māori
Develop and implement a monitoring capability programme to support the growth and development of the internal team in monitoring specific capabilities

Defining what success looks like for monitoring

33. Monitoring will be successful if it contributes to tangible improvement of the state sector to deliver improved outcomes for Māori. Learnings and evidence from the measurement of Māori wellbeing and monitoring reviews of policies, programmes and services should be captured and utilised by participating agencies, Te Puni Kōkiri, Te Arawhiti and State Services Commission to improve the performance of the state sector. Monitoring will make a positive impact on Māori wellbeing when there is improved state sector capability to engage and partner with Māori to support more effective policies, programmes and service delivery.

Aligning the work programme of Te Puni Kōkiri, Te Arawhiti and the State Services Commission in respect to monitoring

34. In accordance with the 'Roles and Responsibilities of Te Puni Kōkiri and Te Arawhiti', Cabinet paper [MCR-19-SUB-0031], Te Puni Kōkiri is committed, through its monitoring, to working in collaboration with Te Arawhiti and the State Services Commission to lift state sector accountability, capability and performance for Māori.
35. All public service agencies are responsible for ensuring their advice and service delivery is effective for and responsive to Māori. A Māori Crown Chief Executives Group, jointly chaired by the Chief Executives of Te Arawhiti and Te Puni Kōkiri, has recently been established to support system-wide change and stewardship. This group will help to coordinate efforts to increase public service effectiveness for Māori.
36. Te Puni Kōkiri regularly engages with Te Arawhiti and the State Services Commission in joint planning, to ensure efforts to progress monitoring, state sector accountability, and capability building are coordinated. The refreshed monitoring approach of Te Puni Kōkiri, will report on progress towards achieving improved Māori wellbeing, build the evidence base on what works, and identify areas for improvement in public service capability. These are all important contributions to the collective work of the State Services Commission, Te Arawhiti and Te Puni Kōkiri. The three agencies continue to develop an integrated strategy across the public service to build capability of public servants and deliver better outcomes for Māori.

Next Steps

37. The Ministry of Social Development has reflected on the recommendations identified in the review and with support from Te Puni Kōkiri, has developed the first phase of an action plan. This part of the refreshed monitoring approach is critical to achieving agency ownership of changes required. The action plan needs to be owned and implemented by the Ministry of Social Development in order to lift their performance for Māori. I invite the Ministry of Social Development to consider what success and impact looks like from their clients' perspective to compliment the monitoring approach Te Puni Kōkiri has undertaken.

38. I have invited the Minister for Social Development to report to Cabinet Māori Crown Relations: Te Arawhiti Committee in May 2020 on the Ministry of Social Development action plan.

Consultation

39. The following departments were consulted on this paper: State Services Commission, the Treasury, Te Arawhiti, Ministry of Social Development, Ministry of Health, Ministry for the Environment, Department of Conservation, Ministry for Primary Industries, Ministry for Business, Innovation and Employment, Crown Law, Land Information New Zealand, Ministry of Justice, and the Department of Internal Affairs. The Department of Prime Minister and Cabinet were informed of this paper.

Financial Implications

40. Options to fund the monitoring work programme will be considered as part of Budget 2020 or absorbed within baseline.

Human rights

41. This paper makes no proposals that are inconsistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Legislative implications

42. There are no legislative implications.

Treaty of Waitangi Analysis

43. The refreshed monitoring approach of Te Puni Kōkiri will increase accountability of government agencies effectiveness for Māori by monitoring the impact of their policies, strategies and services on Māori wellbeing, aiming to achieve more equitable outcomes. Monitoring will also involve considering whether public sector services allow for Māori to exercise rangatiratanga and whether the public sector is enabling Māori to have a role in the design and implementation of the services they need to build on their strengths and achieve their aspirations.

Gender implications

44. This paper has no gender implications.

Disability perspective

45. There is over-representation of Māori in the disability population. As Te Puni Kōkiri monitors, it will consider how effectively the state sector is providing for Māori who are disabled.

Regulatory impact analysis

46. A regulatory impact analysis is not required for this paper.

Publicity

47. It is my intention to publicly release the 'Monitoring Review of the Ministry of Social Development's Employment Services in Auckland Findings Report' proactively release this Cabinet paper. This timing will align with the completion of the Ministry of Social Development action plan, and report to Cabinet.

Recommendations

48. The Minister for Māori Development recommends that the Committee:
1. **note** that Te Puni Kōkiri is making positive progress refreshing its monitoring approach;
 2. **note** the 'Monitoring Review of Ministry of Social Development's Employment Services in Auckland Findings Report' was completed in January 2020 (Appendix 1);
 3. **note** the Ministry of Social Development has developed an action plan in response to the 'Monitoring Review of Ministry of Social Development's Employment Services in Auckland Findings Report';
 4. **note** the pilot has provided learnings that may be applicable to other agencies and learnings about the monitoring review approach that will be incorporated into future monitoring reviews;
 5. **note** that the review scope and terms of reference for a monitoring review of the Ministry of Health is currently under development;
 6. **note** that Te Puni Kōkiri's monitoring work programme will focus on:
 - 6.1. Monitoring Māori Wellbeing Outcomes – Measuring Māori Wellbeing;
 - 6.2. Monitoring Reviews – Policy, Programmes and Services; and
 - 6.3. Improving State Sector Effectiveness – System Impact.
 7. **note** the commitment of Te Puni Kōkiri to continue to work collaboratively with State Services Commission and Te Arawhiti on monitoring, state sector accountability, and capability building to deliver better outcomes for Māori;
 8. **note** the State Services Commission and Te Puni Kōkiri will work together to ensure the findings from Te Puni Kōkiri monitoring contributes to Performance Improvement Framework reviews;
 9. **note** the Treasury and Te Puni Kōkiri will work together to ensure the findings from Te Puni Kōkiri monitoring contributes to agency baseline reviews; and

10. **invite** the Minister for Social Development to report to the Cabinet Māori Crown Relations: Te Arawhiti Committee in May 2020 on the Ministry of Social Development's action plan.

Authorised for lodgement

Hon Nanaia Mahuta
Te Minita Whanaketanga Māori

Released by the Minister for Māori Development