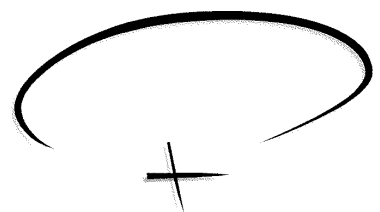


Report on an impacts evaluation of the Te Whakamotuhaketanga Hapū Strategy



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**Report on an impacts
evaluation of the Te
Whakamotuhaketanga Hapū
Strategy**

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Additional evaluation material

This document comprises the main findings from the evaluation, together with summary background information on Te Whakamotuhaketanga. A *Te Whakamotuhaketanga Hapū Companion Report 2009* incorporates additional material, including 10 individual case study reports and copies of the evaluation interview guides and survey questionnaires.

Acknowledgements

The evaluation team would like to thank the many people who assisted us in undertaking this evaluation, in particular the personnel of the Local Government and Community Branch across several regions and at the Department's national office who made themselves available to kōrero, and members of eight Māori organisations and a number of other agencies who gave very generously of their time.

Because it was not possible for the evaluation team to talk with all LG&C staff, we wish to acknowledge also that the examples of TWH Strategy activity given in this report may fall well short of what has actually taken place across the country. We have tried to obtain as much information as possible given the constraints of time and budget.

Disclaimer

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Summary

Te Whakamotuhaketanga Hapū

The Te Whakamotuhaketanga Hapū Strategy (TWH) has been in operation since 2003 and is part of the Department of Internal Affairs' (the Department)'s wider Effectiveness for Māori Strategy 2006-2009. The overarching goals of Te Whakamotuhaketanga Hapū are:

- Facilitating tino rangatiratanga (self-determination) and self-sustainability for rōpū Māori
- Promoting responsiveness to Māori within the Department, through a relationship-building model based on tikanga Māori.

The Strategy is tikanga-based, strengths-based and built on devolved decision-making and kaupapa Māori. TWH identifies a series of objectives and actions for the Local Government and Community Branch (LG&C) to meet Treaty obligations and improve outcomes for Māori, and involves LG&C national and regional staff supporting rōpū Māori in achieving their rōpū development aspirations.

In 2008, the Department sought an evaluation to identify the differences the Strategy has made to the LG&C Branch, and to whānau, hapū and iwi Māori clients, since its inception in 2003.

Evaluation method

The evaluation combined qualitative and quantitative components, as follows:

Qualitative data collection

- Case studies with selected rōpū Māori currently undertaking projects with support from LG&C¹
- Interviews with 42 LG&C regional and national staff
- Interviews with rōpū Māori clients of the Department 2003-2008
- Review of documentation relevant to TWH

Quantitative data collection²

- A survey of selected Māori organisations with whom LG&C staff had worked in a defined 2006-2008 period
- A survey of LG&C regional and national staff.

Survey response rates were 38% for the LG&C staff survey and 38.5% for the survey of Māori organisations.

¹ Detailed findings from the case study reports are included in a companion report referenced at the beginning of this report.

² The survey findings quoted throughout this report are based on the document - BSB-2146-39 TWH Impact Evaluation 08/09 final tables/graphs/analysis for surveys DMS Number 1729174DA. The survey questionnaires are appended to the companion report referenced at the beginning of this report.

Key findings

Several broad questions were developed based on the evaluation objectives. The answers to these questions summarise the key findings of the evaluation.

TO WHAT EXTENT DO STAFF ACROSS THE LOCAL GOVERNMENT AND COMMUNITY (LG&C) BRANCH KNOW ABOUT TWH AND HOW TO USE IT?

There is a high level of awareness of the Te Whakamotuhaketanga Hapū (TWH) Strategy amongst staff, and 86% of staff responding to the evaluation survey believed that the Strategy was important. A majority of LG&C staff appear to have been engaged to at least some extent in the Strategy and appreciate its relevance to their work. Many staff have acquired skills in applying TWH to their work, though some staff have yet to pick up these skills. However, significant minorities of staff have not received TWH training as yet, have a limited understanding of TWH, are unclear about the relevance of TWH to their particular job, and/or identified other barriers to using TWH in their work.

HAS LG&C USE OF THE TWH FRAMEWORK MADE A DIFFERENCE TO THE WAY THE BRANCH WORKS?

LG&C staff are more aware of the unique needs of Māori and of their obligations as Treaty partners, and many, including staff at all levels, have undergone substantial professional growth and change. Community and Funding Advisors (Advisors) and other staff are significantly more confident in working with Māori. Staff are becoming more proactive in identifying effective ways to support Māori, with capacity-building initiatives for Māori being developed in at least three LG&C regions. LG&C teams are regularly incorporating tikanga Māori within their practice as appropriate to both client and staff needs. Te Atamira Taiwhenua (TAT) kaumātua are being used more in advisory roles, rather than just for 'kaumātua duties'. Teams that have undertaken Te Kete Awhina (TKA) training are working more collaboratively and staff are supporting one another better. Most managers are taking up the challenge of responsibility for implementing TWH within their teams, and many staff reported greater job satisfaction as a result of the Strategy.

However, it is apparent that TWH has had significantly less impact at national office level and with Support Officers and some managers. Staff turnover is also seen as a challenge for the Strategy.

TO WHAT EXTENT DO WHĀNAU, HAPŪ AND IWI MĀORI FEEL THAT THE DEPARTMENT ENGAGE APPROPRIATELY WITH THEM, AND IS THE DEPARTMENT ENGAGING DIFFERENTLY SINCE THE INCEPTION OF TWH?

The majority of rūpū responding to the survey (78%) felt that the Department's support was being provided in appropriate ways. Nearly three quarters (72%) of rūpū surveyed said that they had confidence in the Advisor/s working with them and felt supported by those people. More than half the rūpū (52%) felt that the Department's services had improved in the past three years. Conversely, nearly half of those surveyed felt that the Department's service to them had not improved significantly, one quarter did not have confidence in the Advisor/s working with them, and many of those interviewed spoke of wanting a better relationship with the Department.

ARE LG&C SERVICES MORE EASILY ACCESSIBLE TO WHĀNAU, HAPŪ AND IWI MĀORI GROUPS?

Most rōpū survey respondents (78%) had found it easy to make contact with the Department, and 60% of those responding to the survey thought that the Department's services had become more accessible since 2006. Rōpū members interviewed consistently described the Advisors working with them as approachable, accessible and quick to respond to their approaches. Recent regional initiatives in Tainui and Mataatua have reached out to more than 350 iwi and marae representatives, and a number of rōpū members commented on appreciating the efforts by the Department in recent years to improve its communications and support to Māori organisations. However, a significant minority of rōpū survey respondents were not able to identify improvements in the Department's service to them and still encountered difficulties in obtaining either access or support relevant to their needs.

HAS TWH MADE A DIFFERENCE TO THE WHĀNAU, HAPŪ AND IWI MĀORI GROUPS THAT LG&C WORK WITH, LEADING TO SUSTAINABLE DEVELOPMENT FOR THESE GROUPS? HOW DO WE KNOW TWH IS LEADING TO A MORE SELF-DETERMINED SUSTAINABLE STATUS FOR MĀORI?

As a result of the Strategy, many Advisors are now spending more time listening to rōpū and working with them to envision and frame their development. LG&C's focus on building Māori capacity and capability was seen by Māori as a direct and major contribution to sustainable Māori development, because rōpū are being supported by the Department to drive their own development, rather than rōpū having to "fit into" government policy and initiatives. The Department's funding structures were also seen by rōpū as supportive of self-determination because the eligibility criteria and accountability requirements are relevant to whānau, hapū and iwi development, accessible to Māori and therefore supportive of sustainable Māori development. Advisors' manaakitanga towards rōpū promotes sustainable development through building morale for rōpū to support themselves through hurdles in development. However, a number of rōpū members interviewed commented on continuing difficulties in accessing government support and wanted the Department to have a stronger role in Māori development. They also noted that the short-term nature of the Department's funding made it difficult to undertake long-term planning. Specific areas of concern raised by individual rōpū in relation to the Department's service to them, and their suggestions for service improvements are included in each of the rōpū case study reports in the *Te Whakamotuhaketanga Hapū Evaluation Companion Report 2009*.

IS TWH ON TRACK TO MEETING THE OUTCOMES SPECIFIED IN THE 2007-2010 STRATEGIC PLAN?

The Strategy remains well on track to achieving each of the outcomes set out in the 2007-2010 Strategic Plan, as well as achieving other outcomes (e.g. improved team relationships; enhanced LG&C profile amongst Māori). Within the resourcing available, each of the goals identified in the 2006-2008 Pou Ārahi Action Plans either have been completed, modified, or are well on track to completion.

The achievements of the Strategy have been substantial across the Branch, given

budget constraints and the shift required in organisational culture to have the TWH framework adopted across the Branch, and in the context of high workloads, political changes and other variables such as staff turnover. The Strategy is being managed competently and is well supported by senior management as well as a committed Māori Caucus and other champions.

While the Strategy has made a substantial initial impact within LG&C, there is still significant work required for it to be widely understood, accepted and implemented across the Branch. Many staff saw this as an on-going need for consolidation of the Strategy. The remaining obstacles to the Strategy achieving its intended outcomes are all internal and within the capacity of LG&C to address.

TWH outcomes for Māori

A majority of rōpū responding to the survey reported positive outcomes for them from the TWH Strategy and/or framework:

- 52% felt that the Department's services had improved in the past three years.
- 58% thought that, in that period, the Advisor's assistance had helped them to access funding, 60% thought that the Department's services had made them more confident to apply for funding, and fully 80% thought that the support of an Advisor had helped their rōpū achieve some specific goals or outcomes.
- 60% thought that the Department's services had become more accessible since 2006.
- 64% of rōpū thought that the Advisors had a constructive relationship with them.
- 72% of rōpū said that they had confidence in the Advisor/s working with them and felt supported by those people.
- 78% had found it easy to make contact with the Department.
- 78% felt that the Department's support overall had been provided in appropriate ways.

In summary, around two thirds of rōpū survey respondents saw themselves as well served by the Department's Advisors. However, a significant minority of rōpū survey respondents were not able to identify improvements in the Department's service to them and still encountered difficulties in obtaining either access or support relevant to their needs.

Information from the case studies also highlighted a range of ways in which rōpū felt strongly supported by the service from Advisors, in particular support in brokering valuable relationships and accessing funding and information. For example, the seminar series delivered to Māori in Tainui and Mataatua on management and governance were an immediate outcome of the Strategy. They were initiated by Māori staff, including Kaiarataki and Advisors, and had reached out to several hundred Māori representing rōpū governance and management personnel. The seminars have been hugely successful and the benefits to Māori far-reaching.

It needs to be noted that many rōpū commented that it was difficult to clearly attribute benefits to them from the Department's support or ways of working because of the multiple interconnected factors that contributed to their development

and gains.

TWH outcomes for LG&C

The large majority of staff taking part in the evaluation believed that shifts in awareness, attitudes and capabilities had occurred for a significant proportion of LG&C staff, and that the next 2-3 years would see incremental change and benefits as long as the momentum of the Strategy is maintained. They identified “*giant strides*” in the last two years as the implementation of the Strategy began to affect LG&C’s ways of operating not only in the regions, but also in national office. Staff capability and confidence to work appropriately with Māori had increased as follows:

- 35% of staff survey respondents now felt reasonably or very confident to work appropriately with Māori and a further third somewhat so.
- 55% could identify the relevance of TWH to their own job clearly, and a further 18% could see some degree of relevance.
- More than a third thought that the Strategy had made a substantial positive difference to how they and their teams work with Māori, and a further 30% thought it had made some impacts in that way.
- Staff interviewed identified substantial changes in confidence to work with Māori communities, a broad range of new knowledge and capabilities developed, an increased willingness to seek out information and advice and undertake new learning, and improved relationships with rōpū they worked with.

The gains reported by staff survey respondents were a direct reflection of whether they had undertaken TKA training, indicating that training had been highly effective for the 49% of survey respondents who had undertaken it. Moderate to high increases were reported in:

- Confidence to work appropriately with Māori 44%
- Understanding of te ao Māori 43%
- Knowledge of tikanga Māori 42%
- Awareness of issues facing iwi/mana whenua in the Advisor’s region 39%
- Knowledge of iwi/mana whenua sites 33%
- Understanding of te reo 20%
- Use of te reo 15%.

Around another one third of survey respondents reported a small level of gain in these areas, which suggests that some of those who had not undertaken TKA training had still received some positive impact from the Strategy. Reported gains across the above parameters were consistently higher for regional than national office staff, apparently reflecting their different rates of participation in TKA training (65% of regional staff surveyed, versus only 25% of national office staff).

National office staff saw less relevance of TWH to their jobs than did regional staff, probably also reflecting the lower rates of TKA training and other participation in the Strategy at national office than in the regions. National office staff were considerably less likely than regional staff to seek input from either Kaiarataki or

TAT kaumātua, even though they rated themselves as well aware of the TAT role and of how to make contact with kaumātua, perhaps also reflecting their limited perception of TWH relevance to their own jobs. Gains appeared to be especially high where staff had worked directly with Kaiarataki. Evaluation participants were equivocal as to whether significant change had occurred at management level.

Additional positive Strategy outcomes for the Department have been as follows:

- The TWH framework has both validated and “*legitimised*” Māori ways of working as not only valuable but essential to the Department’s service delivery, given the Department’s strategic objectives and the nature of its community client base.
- Many staff thought their work teams were operating more harmoniously as a result of TWH activity, and 46% of those surveyed felt that TWH had had a positive impact on team functioning.
- Responsibility for TWH leadership is becoming more shared across senior LG&C management.
- Managers have made a major commitment of funds and resource by having staff not only attend TKA training but also take part in other TWH activity initiated by Kaiarataki and others region by region.
- TWH has been incorporated into core LG&C policy and practice through setting TWH goals into IPAs for staff at all levels, and included within the Department’s 2007 annual Statement of Intent (SOI) document (though this has not been sustained in more recent SOIs).
- Māori staff are involved in more senior level decision-making within LG&C (e.g. through Pou Ārahi participation) and in staff recruitment at regional and national level.
- The Strategy has resulted in a reduction for Māori staff in the tension commonly experienced in trying to work for government and for Māori simultaneously.
- TWH is becoming absorbed into other branches of the Department.
- The Department’s leadership has been acknowledged by representatives of other government agencies, and LG&C staff also collectively felt a “*quiet pride*” in the Department’s leadership in this way.
- As the Department has become better known in Māori communities, Advisors and Managers are being invited to take part, often including key roles, in major Māori events and to join committees of Māori organisations in an advisory capacity.

LG&C participation in TWH

LG&C staff participation in the Strategy had been through Te Kete Awhina (TKA) or other training and workshops, mentoring, coaching and other work with Kaiarataki, and engagement with TAT kaumātua. Amongst staff survey respondents, half (49%) had participated in TKA training, which was the core TWH learning activity for staff. Thirty-eight percent had sought individual mentoring or coaching with Kaiarataki, and the great majority of these staff found it valuable or very valuable (90%).

Thirty-four percent had sought help from TAT kaumātua and of those 88% reported

it as valuable or very valuable. In the past three years kaumātua were being used more frequently, in a greater range of roles, and by more staff, both Māori and non-Māori, and including Managers. Kaumātua were being included in more staff meetings and general LG&C advisory work, rather than being contacted only for 'kaumātua duties'. While relatively few survey respondents (21%) had used TKA much outside of TKA training, most of the Māori Advisors interviewed used it regularly.

National office staff were substantially less likely³ than regional staff to have been engaged in TWH activities. For example, fewer national office staff survey respondents had undertaken TKA training (25%), sought Kaiarataki mentoring (19%) or consulted a TAT kaumātua (16%) than regional respondents. Seeking mentoring or coaching from Kaiarataki was twice as likely among Māori staff (60%) as non-Māori staff (30%).

Factors that have facilitated TWH success

The factors that were identified as having brought about the success of the Strategy were:

MODEL

- Using a model of shared leadership
- Adopting a culture change model that focused on ownership through participation and structured activity, building on the strengths of individuals, teams and the Branch as a collective.
- The strengths-based approach that resulted in staff feeling safe to take part
- TWH focus on whanaungatanga, reflecting the core principle of the framework
- The Kaiarataki role, providing essential moral, logistical and practical support to Pou Ārahi and Strategy leadership at a regional level, and translating the framework into tangible activities that were within the scope of staff and relevant to them
- Focusing TWH implementation initially in the regions, to “*give it its best chance*”
- The focus on ‘learning by doing’ within tikanga Māori contexts

RESOURCING AND IMPLEMENTATION

- Consistent strong leadership by Pou Ārahi based on whakawhanaungatanga
- Commitment of funding and personnel resource
- Focus on sustainable Strategy implementation
- Senior management – the Chief Executive, Deputy Secretary, Senior Leadership Team and some Regional Managers – becoming champions of TWH
- The knowledge and skills of Māori staff, not only cultural expertise but also their skills as trainers, mentors and innovators
- Provision of individual and group mentoring by Kaiarataki and TAT kaumātua
- Responsiveness of rōpū Māori to the Strategy.

³ No analysis of statistical significance was undertaken, but the margins of difference were large.

Areas for TWH development

The remaining issues for the Strategy's effectiveness are as follows:

TWH ENGAGEMENT AND APPLICATION

- Engagement – A significant minority of staff are not yet engaged in the Strategy, in particular national office staff and Support Officers.
- Applying TWH – 55% of staff surveyed did not find it easy to use TWH in their jobs, 41% were unable to clearly identify the relevance of TWH to their jobs, 34% felt limited confidence in their ability to work effectively with Māori and 28% felt little or no confidence.

FINE-TUNING STRATEGY ACTIVITY

Evaluation participants identified a need to fine-tune the Strategy's implementation in several ways, including:

- Reviewing the application of TWH goals in IPAs and greater support for managers and staff to make that goal-setting tangible, measurable and relevant to each individual
- Additional relationship-building between TAT kaumātua and staff
- Exploring 'smarter' ways to develop and sustain relationships with community organisations, Māori and non-Māori, given Advisors' workloads
- Regularly reviewing all components of TWH to assess what is and is not working well.

CONSOLIDATION AND SUSTAINABILITY

There remain a number of obstacles to the gains achieved over the past 5-6 years being sustained, in particular, gaps in uptake and a lack of consolidation of uptake, especially moving staff to actually apply the framework. Many LG&C staff were concerned that the TWH Strategy might lose impetus and "*get lost*" in the current political/economic emphasis on productivity before process. Particular concerns were:

- The Strategy apparently being scaled down *before* it has been embedded
- The limited resourcing of Pou Ārahi alongside an implicit expectation that the unit has primary or even sole responsibility for ensuring the Strategy's continuing success
- A potential for the Strategy to become marginalised if significant numbers of Te Rōpū Māori and/or key members of Pou Ārahi leave the Branch or the Department
- The lack of visibility of TWH in corporate and branch strategy and policy (for example, the SOI), although visibility was an explicit outcome goal of the TWH strategic plan 2007-2010.

Key suggestions for enhancing the Strategy made by staff, including senior staff, were:

Strategy ownership, management and resourcing

- Institute a TWH Strategy Management Team, comprising Pou Ārahi together with senior management – the CEO, Deputy Secretary and Strategic

Leadership Team – to ensure that the Strategy retains mana and priority.

- Review and revise the TWH Strategic Plan for 2010 to 2014, to ensure that the Strategy is continued.
- Entrench at least one full-time Kaiarataki position within LG&C, based in the Pou Ārahi unit, for at least the next five years, to (1) coordinate capacity-building required amongst LG&C managers, national and regional, to undertake their responsibility for implementing TWH, in particular the construction of TWH strategy and plans for each team, (2) focus on training for national office staff, and (3) build capacity amongst regional Māori staff to provide Effectiveness for Māori (EfM) training in their regions.
- Integrate TWH with EfM, which was seen to have a number of potential benefits.
- Incorporate TWH into corporate policy documentation, such as the SOI.

Strategy implementation

- Implement tailored training for LG&C managers to build their capability to implement TWH within their teams.
- Recruit at least two Māori into senior positions within the Policy team, as a matter of urgency, and set minimum Māori staff numbers as a KPI for national office managers.
- Allocate resource within Pou Ārahi to document core aspects of TWH Strategy implementation, to make sure that that knowledge is retained.
- Bring more regional Advisors into national office teams on secondment, for mutual sharing of knowledge and skills.
- Increase Intranet and other communication of TWH success stories, to encourage participation and spread ideas about how to use the framework.
- Explore innovative ways to bring more Māori into national office positions.

LEADERSHIP

Across LG&C, staff were proud of what had been achieved with TWH and with the Department's leadership in instigating, developing and implementing the framework and the Strategy, and they were keen both to see it adopted by the Department as a whole and for the Department to show leadership by encouraging its adoption across central government. It was acknowledged by senior management that the Strategy needs to be strengthened internally before it is spread to other Branches within the Department or beyond the Department.

Section A: Background to the evaluation

1. Te Whakamotuhaketanga Hapū

The Te Whakamotuhaketanga Hapū Strategy is the Local Government and Community Branch's strategy for working with whānau, hapū and iwi Māori. It has been in operation since 2003 and is part of The Department of Internal Affairs' wider Effectiveness for Māori Strategy 2006-2009.⁴ The overarching goals of Te Whakamotuhaketanga Hapū are:

- Facilitating self-determination (tino rangatiratanga) and self-sustainability for participating rōpū
- Promoting responsiveness to Māori in the Department's service delivery and policy development, through:
 - ✧ Policy that reflects a Māori world view
 - ✧ Service delivery that supports Māori aspirations
 - ✧ Strengthening relationships with Māori through a tikanga-based relationship-building model.

The Strategy is grounded in tikanga Māori values and principles and encourages a strengths-based approach to Māori development. The TWH strategy document 2007-10 identifies a series of outcomes, objectives, and actions for LG&C to achieve in order to give effect to the overarching goals of TWH. It makes a significant contribution to each of the intermediate outcomes included in the Department's Statement of Intent 2007-2010 (p 15), which are that:

- Communities are empowered to help themselves
- Communities recognise and enjoy the economic, social and cultural benefits of diversity
- People engage with and participate in their communities
- Communities are supported by fair and responsive local government and other local groups and organisations.

TWH identifies a series of objectives and actions for its Local Government and Community Branch (LG&C) to meet Treaty obligations and improve outcomes for Māori. It involves LG&C national and regional staff supporting rōpū Māori in achieving their rōpū development aspirations.

The LG&C Branch works from 16 regional offices around the country as well as the national office in Wellington. Since the Strategy has been in place, LG&C has undertaken a number of initiatives to help with the implementation of TWH, including:

- The provision of Te Kete Awhina training for all LG&C staff
- Specialist TWH advisors (Kaiarataki⁵) being available in each region for staff coaching
- Mentoring and leadership support from Pou Ārahi, the Māori Caucus and Te

⁴ Since updated to the EFM Plan 2009-2012

⁵ Kaiarataki transitioned back to their substantive advisor roles in July 2008 after being in effect for 3 years. The transition was consistent with short to medium term planning around supporting the implementation of TWH (2005-2008).

Atamira Taiwhenua (LG&C's kaumātua body).

Initially TWH was regionally focused with the intention of building the capacity of regional staff to work with whānau, hapū and iwi Māori groups. LG&C has built on this work in the regions with the development of a three year strategic plan (2007-2010) that summarises how the TWH Strategy is guiding the participation of all LG&C personnel to implement the strategy.

2. Evaluation objectives and approach

Objectives of the evaluation

In 2008, the Department sought an evaluation to identify the differences the Strategy has made to the LG&C Branch and to whānau, hapū and iwi Māori clients, since its inception in 2003 through to its current iteration. The key objectives of the evaluation were to identify whether the Strategy:

- Had made a difference to the way that the LG&C Branch works with whānau, hapū and iwi Māori
- Had made a difference to the whānau, hapū and iwi Māori groups that LG&C work with leading to sustainable development for these groups
- Was on track to meeting many of the outcomes specified in the 2007-2010 Strategic Plan.

Key questions for the evaluation were:

- To what extent do staff across the LG&C Branch know about TWH and how to use it?
- To what extent do whānau, hapū and iwi Māori feel that DIA engage appropriately with them and is the Department engaging differently since 2003?
- How do we know TWH is leading to a more self-determined sustainable status for Māori?
- Are LG&C services more easily accessible to whānau, hapū and iwi Māori groups?
- Has LG&C use of the TWH framework made a difference to the way the Branch works and for the whānau, hapū and iwi Māori groups they work with?

These topics were expanded into a broader set of questions for each stakeholder group (see interview guides in the *Te Whakamotuhaketanga Hapū Evaluation Companion Report 2009*).

Evaluation approach

The evaluation combined qualitative and quantitative components, as follows:

Qualitative data collection (undertaken by Pam Oliver and Associates)⁶

- Case studies with selected rūpū Māori currently undertaking projects with support from LG&C
- Interviews with LG&C regional and national staff
- Interviews with rūpū Māori clients of the Department of Internal Affairs 2003-2008
- Review of documentation relevant to TWH

Quantitative data collection (undertaken by the Department's Research and Evaluation Services [R&ES] with input from Pam Oliver and Associates)⁷

- A survey of selected Māori organisations with whom LG&C staff have worked in a defined 2006-2008 period
- A survey of LG&C regional and national staff.

The detailed method is set out in **Appendix 1**.

⁶ Detailed findings from the case study reports are included in a companion report referenced at the beginning of this report.

⁷ The survey findings quoted throughout this report are based on the document - BSB-2146-39 TWH Impact Evaluation 08/09 final tables/graphs/analysis for surveys DMS Number 1729174DA. The survey questionnaires are appended to the *Te Whakamotuhaketanga Hapū Evaluation Companion Report 2009*.

3. Using the report

Terminology used

Qualitative research terminology referring to numbers of participants representing a particular view or experience is as follows: 'some' refers to 2-4 people; 'several' refers to 5-7 people; 'many' refers to 10 or more people; larger numbers are described as a proportion of the stakeholder group referred to (e.g. 'a majority', 'more than half').

For the avoidance of confusion:

- 'Evaluation participants' refers to all people who took part in the evaluation
- 'Survey respondents' refers to people who took part in the surveys.

Use of quotes

Quotes have been presented verbatim to ensure that participants' views are accurately represented, including the intensity of those views. They have been selected to be representative of the views of the stakeholder group named (e.g. managers, Advisors). To avoid identifying individual evaluation participants, most verbatim quotes are attributed to the speaker's stakeholder group with minimal additional description, except where it is important to distinguish some attribute relevant to the views expressed in the quote (e.g. ethnicity).

Illustrative examples

Readers wanting additional illustrative examples are referred to the *Te Whakamotuhaketanga Hapū Evaluation Companion Report 2009*. Some case examples have been included in this document, in boxed text.

Authorship

All four members of the evaluation team were involved in the writing of this report, and its contents reflect their analysis of the collective views of interview participants, together with survey data provided by R&ES.

Section B: Evaluation findings

4. TWH outcomes for Māori

The following sections describe the impacts of TWH identified by rōpū who participated in the evaluation. It needs to be noted that the impacts described mostly reflect the TWH framework, as distinct from the TWH Strategy, since rōpū members were largely unaware of the Strategy. Where outcomes have been attributed to the Strategy itself, the phrase 'TWH Strategy' is used.

Overview

The overarching vision of TWH is 'working beside whānau, hapū and iwi Māori' to 'deliver high quality operational services' to them, and to 'develop policy that has regard to whānau, hapū and iwi Māori perspectives'. The outcomes sought for Māori for 2007-2010 were that 'Māori will have increased confidence to engage with LG&C services' and that 'Māori will trust LG&C services and have no barriers in accessing them'. The overarching goal is that Māori will be supported towards self determination through LG&C's support.

The evaluation findings suggest that the Strategy has had major positive impacts for Māori already. Rōpū members who participated in the evaluation consistently identified improved access to the Department, high levels of confidence and trust on Advisors, and felt they had a valuable relationship with Advisors. The majority of rōpū survey respondents (80%) thought that the support of an Advisor had helped their rōpū achieve some specific goals or outcomes within the last three years, and a majority of rōpū interviewed thought that support from Advisors had helped them develop skills and capacity towards self-determination and self-sustainability. Around half the rōpū felt that the Department's services had improved in the past three years.

Māori access to LG&C services

A majority of rōpū responding to the survey (78%) had found it easy to make contact with the Department, while only 10% had found it difficult⁸. Contact with the Department had been initiated by 76% of rōpū survey respondents. Although no comparison figures are available for an earlier period, the survey figures suggest that the large majority of rōpū are finding access to the Department easy. Rōpū members interviewed consistently described the Advisors working with them as approachable, accessible and quick to respond to their approaches⁹, and 60% of those responding to the survey thought that the Department's services had become more accessible since 2006. Some rōpū members commented on the apparent efforts by the Department in recent years to improve its communications and support to Māori organisations, for example, by sending regular email panui about funding opportunities and timing, and by providing workshops to facilitate rōpū with funding applications.

⁸ On the 5-point rating scale the middle option does not signify a clear agreement or disagreement, so those responses have been omitted from the data reported here.

⁹ It needs to be noted here that the sampling of rōpū for the evaluation was based on recommendations from Advisors, which is likely to have biased the sample towards rōpū with whom DIA had a good relationship. Similarly, it is possible that rōpū who did respond to the survey represented those who were motivated to provide positive feedback about DIA's service.

The seminar series delivered to Māori in Tainui and Mataatua on management and governance were an immediate outcome of the Strategy, initiated by Māori staff including Kaiarataki and Advisors. These seminars reached out to several hundred Māori representing rūpū governance and management personnel, reflecting the responsiveness of LG&C to Māori in those regions. The seminars have been hugely successful and the benefits to Māori far-reaching (see the *Te Whakamotuhaketanga Hapū Evaluation Companion Report 2009*).

An additional outcome of the seminars and of the greater time being spent by Advisors with rūpū has been an enhanced profile for the Department. As the Department has become known in Māori communities, Advisors and Managers are being invited to take part, often including key roles, in major Māori events and to join committees of Māori organisations in an advisory capacity.

Māori trust and confidence in LG&C

The survey with rūpū did not ask respondents about trust, but 72% of rūpū said that they had confidence in the Advisor/s working with them and felt supported by those people. Rūpū members interviewed across all ten projects case studied described their trust in most of the Advisors working with them, while noting that that trust had to be built up over time through Advisors “*delivering the goods*”.¹⁰

“We know it’s a fine line for [Advisor], being whanaunga and also working for government, but it’s [being whanaunga] part of what makes us trust her. So we’re all very careful not to expect too much, because in the end we’d rather have her than someone else.” Rūpū member

“They trust us more now, because they can see that we’ve got something to offer. We’re listening to them better, learning about their whakapapa and their history and understanding what matters to them and why. It’s changed the balance of power...” Advisor

A project leader described the support of the local Advisor as being critically important for the progression of their project objectives. The Advisor has provided valuable advice and guidance around local government policy and operations, as well as information enabling the project to overcome structural impediments to the use of Māori land.

“We have a good relationship with [LG&C Advisor]. She is forthright and gives her opinion but she is respectful with it, which is why we respect her. She has no vested interest in our project, so she’s able to provide an open mind, giving her point of view. The other thing is that she has been with us for a while and hasn’t just left us in the lurch... We have a history, and we used their [DIA] fax machine before emails became widely used!” Kaihautū

In several regions, longstanding relationships between local hapū and iwi and the Department had developed into relationships of reciprocal support, which further enhanced the mutual confidence and trust between them as each organisation acknowledged the value and strengths of the other.

¹⁰ See the companion report for more detail on these projects.

One project kaumātua had become a member of the Te Atamira Taiwhenua and provides cultural advice and support to the regional office, thus further cementing the strong relationship between that iwi and the Department. In return, the project's initial Advisor has continued to provide support for the project even though having moved into a management role within the Department. The kaumātua is regularly invited to strategy meetings with the local office.

"I go because she [former Advisor] asks me. She has been with us since the beginning and she has helped us, so it is only right that one of us can go and assist them where we can. Sometimes I think she gets me to protect her and that's OK!" Kaumātua

Benefits for Māori

SURVEY DATA

The survey asked rōpū to identify the ways in which they had received help from the Department and rate the service provided on a number of parameters. More than half the rōpū (52%) felt that the Department's services had improved in the past three years. Specifically, 58% thought that, in that period, the Advisor's assistance had helped them to access funding, 60% thought that the Department's services had made them more confident to apply for funding, and fully 80% thought that the support of an Advisor had helped their rōpū achieve some specific goals or outcomes.

Assistance provided most often, based on rōpū survey responses, was¹¹:

- Advice on accessing funding (14%)
- Advice on governance and management (10%)
- Help to develop networks (9%)
- Help with accessing support from other agencies (8%)
- Advice on project planning (7%)
- Advice on community development processes (7%)
- Advice on measuring outcomes (7%)
- Advice on developing collaborative partnerships with other agencies (6%)
- Facilitating links with local government (6%).

While these percentages appear low in light of the number of agencies (76%) that had initiated contact with the Department, Advisors interviewed commented that much of their work with rōpū, especially those that are not currently funded for project development, is as a "*sounding board*" for rōpū. That work tends to be time-consuming – forming relationships with rōpū, listening to their issues, helping them to identify their needs and their resources, assisting them to identify external resources, and working with them on conceptualising development, as a preliminary to project development and implementation.

Based on rōpū responses to open-ended questions, ways in which rōpū thought that the Department's service had improved tended to be mostly around (roughly in

¹¹ Items with a less than 5% response rate are not reported.

this order):

- Establishing a strong relationship with the rōpū
- Better communication and 'listening' by Advisors
- Spending more time with rōpū as needed
- Provision of information and services relevant to the particular rōpū's needs.

Aspects of the Department's service that were most appreciated by rōpū tended to be:

- A genuine interest in the rōpū and willingness to help them in ways that they identified as needed
- Willingness to meet face-to-face – the "*personal touch*"
- The warmth and friendliness of Advisors
- Working at a level that rōpū were comfortable with
- Good accessibility and prompt follow-up on requests.

Ratings of Advisor's work were significantly positive, although significant minorities were less than satisfied. For example, although around two thirds (64%) of rōpū thought that the Advisors had a constructive relationship with them, 32% were equivocal or thought that the relationship was not constructive. Similarly, around two thirds of rōpū thought that the Advisors were 'competent in their role' and 'responsive to your rōpū's needs'; however the remaining third in each case did not agree with those statements.

A very similar response pattern from rōpū continued in relation to questions about Advisors' 'understanding of te ao Māori', 'knowledge of tikanga Māori', 'understanding of te reo', 'knowledge of iwi and mana whenua sites in your region', 'awareness of the issues facing iwi in your region', 'ability to work appropriately with Māori communities', and having consulted effectively with rōpū as to their needs. Use of te reo by Advisors was seen by rōpū as limited. Nonetheless most rōpū (78%) felt that the Department's support overall had been provided in appropriate ways and only 4% felt that it had not. In summary, while around two thirds of rōpū appear to see themselves as well served by the Department's Advisors, around one third of rōpū feel that they are not as yet.

CASE STUDY DATA

Rōpū members interviewed identified a wide range of benefits to them from TWH in areas reflecting the objectives of the Strategy (facilitating self-determination, self-sustainable development and responsiveness to Māori), as follows:

- *Support for self-determination* – All of the rōpū interviewed commented on the Department honouring the Treaty as the most valuable aspect of its service to them. Many believed that the Department was the only government agency that was genuinely committed to acting on Treaty principles, rather than just acknowledging them in principle. Almost all of them identified the Department's support of Māori to work on developments that were relevant to them, rather than reflecting government policy, as the factor that made the Department's work with them uniquely valuable. Several people commented on the

Department's willingness to work with rūpū on what is important to them, rather than focusing only on agency policy that has been developed internally and may not be relevant to rūpū or work for Māori. This Department focus on self-determination resulted in Māori having confidence in the Department's staff and therefore being able to work with them in highly effective ways through relationships of trust.

"They [the Department] understand Māori development and they genuinely understand tino rangatiratanga and support it. It just isn't there in other departments... So it makes sense for us to be talking with them [the Department] as Treaty partners..." Trust Board member

Through the Department's Tainui and Mataatua Seminar series focused on marae development, marae committee members and trustees were able to engage with the Department and a number of other government agencies in a comfortable environment. *"It's great to turn up and feel okay to speak and ask questions... It's better than going to offices... It more about us than them."*

- *Access to funding opportunities* – The Department was identified by many rūpū as the most consistent source of funding for their projects, and as the source of the best information about where and how to access funding opportunities (e.g. from philanthropic and community funders as well as government agencies). Rūpū also valued the Māori-friendly focus of the Department's funding streams, the simplicity of funding application processes, and the flexibility of its funding criteria, which respect different rūpū are at various stages of development and provide funding for essential operational items that other funds often will not cover (e.g. administration costs and project worker training).

Advisors' consistent support and encouragement for the kaupapa of an iwi initiative, linking crime prevention with early intervention and the benefits of study for rangatahi and their whānau, has led to funding support over several years. The benefits for Māori are evident in more rangatahi staying at school and taking up work opportunities through youth worker assistance, and parents being more involved with their children in study programmes.

- *Advisor support* – Support provided by Advisors was often seen by rūpū as pivotal to their project's being conceptualised, *"getting off the ground"*, accessing funding, having sufficient rūpū capacity to be managed effectively, and sustaining their momentum. For many rūpū, LG&C Advisors had consistently been their main source of support for projects, and for earlier rūpū development and planning.

"With DIA moving towards a more collaborative model and a need to work within te ao Māori, I have noticed our people becoming more relaxed with them [advisors] and happy to engage with DIA, and in fact with other government departments... Our whānau are becoming confident." TAT kaumātua

Members of one marae described how their Advisor's input meant that projects that had become delayed due to incorrect or missing information were

progressed more smoothly and quickly. Most meetings were carried out 'kanohi ki te kanohi' which worked best for them. *"The Advisor always came to see us and spent as much time talking through things that we needed as a marae."*

- **Advocacy** – Advocacy by Advisors (Community and Funding Advisors and other Department Advisors) on behalf of rōpū government agencies, other funders and other agencies involved in various phases of decision-making around funding allocation and project support, had been a major factor in rōpū being able to implement projects essential to their iwi, hapū or whānau's development.

One Advisor has supported a small, rural rōpū's funding applications over several years for a series of marae projects that have built on one another. As a result, the marae has built up range of kaupapa Māori services for whānau, hapū and iwi in the area, resulting in improvements in health and well-being for tamariki, rangatahi, whānau and kaumātua.

- **Brokering relationships** – All of the rōpū interviewed identified agency and other relationship brokerage by Advisors as having been a major benefit, putting them into contact with a range of people who were able to help them, not only with funding but with knowledge transfer, other resources, and practical and moral support. The approach utilised by Advisors had often helped to break down barriers that existed for rōpū due to bad experiences with other government agencies previously. Advisor brokerage and advocacy have supported rōpū to increase and strengthen their relationships with Councils and in many cases form partnerships for iwi, hapū and whānau development. In turn these partnerships have resulted in local government agencies becoming more aware of and responsive to the needs of local Māori.

"The Advisors are able to introduce us to lots of their colleagues... because it's those ones, of their generation, who are now in positions of influence... like in government, and in Councils." Project worker

Southland Advisors' extensive networks have been tapped to broker relationships between the ASHS and key people in various ministries, agencies, iwi, and community groups who have been able to support the project. ASHS is now collaborating with the Youth Offending Team, Southland Youth Workers Network and the Youth to Independence Network for the development of sustainable regional strategies and programmes

- **Building rōpū capability and capacity through transfer of knowledge and skills** – Transfer of information and knowledge by Advisors to rōpū was a key benefit to all rōpū interviewed because of its contribution to self-determination and self-sustainable development for Māori. Especially valued was information about government structures and how to negotiate them, and local community knowledge (e.g. other projects, developments and resources). The seminar series initiated by LG&C in Tainui and Mataatua were seen as extremely valuable by rōpū who attended them, because they provided information and skills that were deliberately focused on rōpū needs and tailored to their understanding. Gains for rōpū from those seminars were:
 - ✧ Simpler access to information about government agencies and systems, and how to negotiate them

- ✧ Improved knowledge of services and resources available
- ✧ Capacity-building in management and governance
- ✧ Improved financial systems and safety compliance processes for marae
- ✧ Better relationships between Māori and local government agencies
- ✧ Improved government knowledge of Māori communities
- ✧ Changes to the IRD model of engagement with Māori organisations
- ✧ New relationships established between Māori organisations and LG&C.

Through hands-on support from Advisors to one rūnanga project, including advice with project planning, implementation, monitoring, and reporting, the Project Coordinator has developed efficient systems, allowing him more time to focus on programme delivery and less time on contract compliance (e.g. reporting).

- *Practical assistance* – Rōpū with limited personnel capacity valued practical support from Advisors, such as participating in working groups, facilitating meetings, taking minutes, and providing useful templates, for example for project planning, funding applications, and report-writing.

“[Advisor] thinks way outside the square when it comes to supporting Māori... Nothing’s too much trouble and she’s great at coming up with a solution that we probably wouldn’t have thought of, because of her contacts but also because she knows government as well as the local community.” Project worker

- *Manaakitanga* – Advisors were consistently described by rōpū as warm, approachable, trustworthy, and genuinely caring about their rōpū’s development. That manaakitanga contributed greatly to the maintenance of project morale through difficult stages and obstacles, often at the outset of projects.

Support to the management and workers of an iwi social services organisation from warm, accessible Advisors who are always ready to listen to their issues, and their clear belief that the organisation has skilled people to govern, manage and implement their various programmes, has given the organisation the confidence to take on progressively larger initiatives. *“If I didn’t have tautoko, I’m not sure how successful we would be.”* Health Services Manager

- *Trouble-shooting* – Assistance by Advisors to projects when they were experiencing significant problems, including the provision of problem-solving strategies, had been valuable to several rōpū and had in some cases been the facilitating factor in projects remaining viable.

“[Advisor] was there when things got a bit tense too, focusing us on what we needed to do and how to get past the problems, but never telling us what to do, just helping to sort out the relationships.” Trust Manager

The Strategy has also shown Māori communities how it is possible to work with government and have positive outcomes. As they develop effective relationships with the Department, the confidence of rōpū, hapu and marae grow and they are

able to see how effective relationships may be built with government agencies.

“The mana of the project was ours...we had a high degree of ownership.”
Rūnanga CEO

One rūpū saw their Advisor as a crucial resource person providing advice around local government policy and brokering relationships between the rūpū’s Working Party and the local Council and other government agencies. They described the Advisor’s role as pivotal in helping the rūpū and the Council to try and resolve issues amicably in the hope of avoiding lengthy contention.

The ultimate gains for rūpū from the Department’s support through the TWH framework have been the enhancement of their ability to advance their development in areas and ways that are relevant *to them*, resulting in major flow-on benefits to whānau, hapū and iwi members in terms of education, health, safety, economic development, and other aspects of well-being. Illustrative examples of these gains are set out in the case study reports (see *Te Whakamotuhaketanga Hapū Evaluation Companion Report 2009*). An especially valuable gain for several rūpū was increased capacity and confidence to expand their development initiatives as a result of continuous, supportive relationships with Advisors over a period of years.

“Once our people realise that they are in control and we are there as a support for them you notice how much they grow in confidence. They start looking at their future and begin making the long term goals.” Advisor

5. TWH outcomes for LG&C

Overview

A majority of the staff interviewed believed that there had been “*giant strides*” in the last two years in particular, as the implementation of the Strategy began to affect LG&C’s ways of operating not only in the regions and at Advisor level, but also at management level and in national office. The large majority of staff believed that internal shifts had occurred for a significant proportion of LG&C personnel, and that the next 2-3 years would see incremental change and benefits as long as the momentum of the Strategy is maintained. Staff at all levels pointed out that the kind of culture shift required by TWH could not be expected to result in early tangible changes at the service delivery level, and necessitated first shifts in staff attitudes and then conduct. Nonetheless the interviews and survey both revealed positive staff responses to the Strategy in terms of improvements in awareness and understanding of TWH, support for the TWH framework as the most effective way to work with Māori, and significant increases in LG&C staff’s skills and confidence to apply that framework. Māori staff in particular perceived the Strategy as a major step forward in the Department’s services to Māori and in their ability to work effectively with Māori. For many staff, the Strategy had resulted in greatly increased job satisfaction as they saw the positive outcomes of a different way of working.

Outcomes are described below under headings that reflect the objectives set out in the TWH Strategy 2007-2010 around building the capacity and capability of LG&C staff to work effectively with Māori.¹²

Leadership and direction

PERCEPTIONS OF THE STRATEGY

TWH was understood by a majority of staff, including Te Atamira Taiwhenua (TAT) kaumātua, to be an initiative driven from LG&C at national office level and initially targeting LG&C regional staff, to provide all LG&C staff over time with an understanding of the need to work in relevant ways with Māori and with the skills for doing so effectively. They saw the ultimate goals as being enhancing the Department’s services to Māori and, through that, Māori capacity, development and well-being. Of those surveyed, 86% believed that the Strategy was important. Most of the staff interviewed had at some point read the TWH Strategy document and absorbed the intentions of the Strategy for the Department and for Māori. Through the Strategy staff understood that they are expected to develop their knowledge about working with Māori communities and increase their understanding about the needs of Māori.

Many staff, but not all, drew a conscious distinction between TWH as a strategy and TWH as a framework for the Department’s work with Māori, that is, a framework with guiding principles for the ways that staff ought to be working with Māori. Perceptions varied depending on different staff roles within LG&C – that is, management tended to focus more on TWH as a Strategy to be implemented internally, to ensure that their staff received training and upskilled, whereas

¹² Participation in TWH and refinement of the Strategy are covered in the following chapter.

Advisors tended to see TWH more as a framework to be understood, acquired and implemented by them with rōpū. TAT kaumātua tended to see themselves as a bridge for building access by Māori to the Department and vice versa.

“TWH is a way in which we [the Department] can work effectively with Māori. It’s about providing my staff, both Māori and non-Māori, with training and development that will enable them to work appropriately with Māori externally, and also internally amongst individual teams and between the regions.” Manager

“First and foremost I see my role on the Te Atamira as a support person for our people so they can fully engage with government. We can awahi so that they don’t get whakamā or shunted to the back... With the DIA staff we can go with them into the communities and back them up... It’s about our tikanga and how we use it.” TAT kaumātua

Some staff saw TWH as a framework for working with *all* communities – that is, TWH was not just about learning about whanaungatanga and tikanga Māori; rather it was about understanding the principle of working with communities and groups in ways that are relevant and useful to *them*, and driven by *them*.

Perceptions also tended to vary between Māori and non-Māori staff, in that Māori staff identified personally with Māori communities as the recipients of the Strategy, as well as with the Department as the implementers of TWH.

“I see my role as an Advisor to help our people achieve the moemoeā [dreams]... That can be through helping them fill out an application for funding, or setting up a relationship with another agency, or working with them and acting as a sounding board for any ideas they want progressing... It’s about being there to help Māori.” Māori Advisor

Despite apparent clarity amongst many staff, there were significant numbers of staff who remained unclear about TWH and its purposes and/or had had little or no engagement in the Strategy. For example, 22% of staff survey respondents had little or no awareness of the Strategy, and 57% described their understanding of TWH as still somewhat limited or lacking¹³. While all staff interviewed felt aligned with the Strategy in terms of their attitudes, most felt that significant work was still required to embed TWH within LG&C (see chapter 9).

“Overall now in DIA people have now assimilated and understand TWH, but we still have problems with implementation.” Manager

VALIDATION OF TE AO MĀORI AS CORE STRATEGY FOR WORKING EFFECTIVELY WITH MĀORI

For all Māori staff interviewed, the major impact and benefit of TWH has been that it has both validated and “*legitimised*” Māori ways of working as not only valuable but essential to the Department’s service delivery, given the Department’s strategic objectives and the nature of its community client base. Māori staff saw TWH as

¹³ Note that 62% of staff surveyed did not respond to the survey.

having put a framework around the ways in which they have always worked with Māori communities, integrating the core principles of community development with tikanga Māori. The major impact of the Strategy for them had been an acknowledgement, validation and authorisation of that approach. As a result, Māori staff variously reported:

- Feeling that their worldviews and approach to their work were now better understood and starting to be validated and valued
- Feeling supported to work in a way that is meaningful to them (e.g. not having to justify why hui can take four hours and building relationships may involve many face-to-face meetings)
- Feeling less frustrated, now that they felt less required to “*constantly explain and justify why I do what I do*” with Māori clients
- Feeling safer working in an environment where their cultural beliefs are understood
- Experiencing much greater job satisfaction.

TWH was also seen by Māori staff as an explicit acknowledgement of their cultural expertise and the value of that expertise in their jobs. (However some staff commented that that value was not being reflected in their remuneration, even though they were now increasingly expected to undertake a tuakana role with colleagues; see also p 39).

“We’ve always worked like this... We know that you have to have the relationship in place first otherwise you won’t get any results... And if you do nine times out of ten it will be short-term.” Advisor

“TWH put all that [Māori Advisors’ ways of working] on paper, so now it’s kosher because it’s in a written policy. It means I don’t have to give reasons for why a hui is as long as it is and I can’t leave half way through...” Advisor

“I know what I’m worth now. I’m valued for all of that experience [with Māori].”
Advisor

Thus the Strategy has resulted in a reduction for Māori staff in the tension commonly experienced in trying to work for government and for Māori simultaneously.

“For the first time ever I feel like it’s not such a constant struggle being a Māori and working for government and trying to work for our people at the same time... Now it feels like the same thing here in the Department.”
Māori Advisor

SHARED RESPONSIBILITY FOR TWH LEADERSHIP

The past three years have seen several developments moving responsibility for TWH from Pou Ārahi to the whole Branch. Changes have included:

- Kaiarataki initiating activities that have involved whole workgroups setting up projects to assist Māori
- The requirement for LG&C Managers to have TWH goals in their team plans

- Staff setting their own TWH goals in each person's Individual Performance Agreements (IPAs); 75% of staff surveyed reported that they had a TWH goal in their IPA
- The Kaiarataki role finishing, so that Managers and teams are responsible for TWH planning.

"The Kaiarataki role had to go so that Managers would actually take up the responsibility for their teams working effectively with Māori. That's where the responsibility needs to sit, not with Māori staff." Regional Manager

"It's [TWH] on the agenda now at meetings... It doesn't take a Māori to be there insisting all the time and I'm not the one always harping on. Other people are insisting." Regional Manager

"Staff are stepping up and taking responsibility themselves for their own learning and translating that into their work. There's less reliance on the tuakana in the office – it's everyone's job." Kaiarataki

TWH AS LEADERSHIP IN WORKING WITH MĀORI

Members of several rōpū commented that they saw the Department as the leader in central government in showing the way to working responsively with Māori, and those sentiments were echoed in several survey responses. The Department's leadership was acknowledged by representatives of other government agencies, and LG&C staff also collectively felt a "quiet pride" in the Department's leadership in this way.

"This is the only government department we can work with in this way ...it is a good model as they seem to really truly want outcomes for Māori." Agency representative

"DIA helps us to continue with services that are not offered anywhere else." Iwi Youth Worker

"A very different approach from other departments who generally tell you how you're going to fit into what they want." Rūnanga Finance Manager

"Having TWH is pretty good compared to other Government departments... At least some people have really thought about it and tried to bring about some change in our Department." Advisor

Strategy management

Leadership and overarching management of the Strategy has remained with Pou Ārahi throughout its implementation, with three full-time staff, including administrative support, and periodic secondments of others to undertake particular tasks. All staff interviewed saw the management of the Strategy as having been highly effective.

Commitment by LG&C management overall to the Strategy has comprised the following:

- Managers have made a major commitment of funds and resource by having staff not only attend TKA training but also take part in other TWH activity initiated by Kaiarataki and others region by region.
- A few Managers are developing strategy for extending TWH within their team plans.

TWH integrated into core LG&C policy and practice

TWH has been incorporated into core LG&C policy and practice through the following actions:

- Incorporating TWH goals into internal performance agreements (IPAs) for staff at all levels, as an accountability measure of individual and team competence and commitment
- High visibility of TWH within the Department's annual 2007-2010 Statement of Intent (SOI) document. However, the TWH strategy has diminished in visibility in corporate documents recently; it was less visible in the 2008-2011 SOI and not visible in the 2009-2012 SOI.

Several staff commented that LG&C was now starting to realise that TWH ultimately meant using the principles of TWH in its internal operations (e.g. internal systems and processes). Examples were:

- Involvement of Māori staff in more senior level decision-making within LG&C (e.g. through Pou Ārahi participation) and in staff recruitment at regional and national level
- The use of karakia and waiata at senior management meetings
- Formal mihi to visitors to LG&C.

Several staff also spoke of TWH becoming an informal part of LG&C's ways of operating, for example, through greater manaakitanga within their offices and teams.

An Advisor described the improvement in team relationships and the greater care that all staff took of one another since undertaking TKA training and talking about the concept of manaakitanga and its importance in dealing appropriately with Māori clients. As a result, staff were now more interested in one another's health and families, and at the time of being interviewed, the Advisor was in the process of organising a staff roster to support a colleague whose child was critically ill, by keeping her company in hospital.

"It's not such a hard place now, people are much kinder to each other, and we need that when we're working in government. It's not an easy place to work." Kaiarataki

Pou Ārahi personnel noted that TWH is also becoming absorbed into other branches of the Department. One example is the involvement of Pou Ārahi in Identity Services' deliberations about the design of the new New Zealand passports to include iconic Māori images, and another was Pou Ārahi assisting the Ministry of Civil Defence with planning and implementing a programme launch to help improve

marae-based Emergency Management preparedness.

Overall, however, only a minority of staff survey respondents thought that TWH had been sufficiently integrated into LG&C policy (25%) and systems (30%). Around a third thought it had not, and between a quarter and a third did not know.

Staff capability and confidence to work appropriately with Māori

STAFF ATTITUDES TOWARDS TWH AND WORKING WITH MĀORI

Staff survey respondents identified their ability to work in appropriate ways with Māori *prior* to TWH as relatively low – only 8% thought they were fully competent, 21% somewhat and a further 35% rated themselves in between competent and not, leaving 37% who thought they were not competent in this area. In contrast, 35% of staff respondents now felt reasonably or very confident to work appropriately with Māori, and a further third somewhat so. Fifty-five percent of staff respondents could identify the relevance of TWH to their own job clearly, and a further 18% could see some degree of relevance. More than a third thought that the Strategy had made a substantial difference to how they and their teams work with Māori, and a further 30% thought it had made some impacts in that way. These figures indicate a shift amongst LG&C staff towards increased confidence, and that was reflected in staff interviews. These gains occurred in particular amongst staff that had the greatest opportunities to work directly with Māori communities, because of their opportunities for rehearsal of TWH learning.

Changes in capability identified by staff interviewed commonly included the following:

- A greater awareness of cross-cultural differences in what constitutes effective practice
- Awareness of the impacts of their actions on Māori communities, at policy and advisory level
- Increased staff respect for Māori ways of operating through understanding the value of those approaches and seeing the relevance to how they interact with Māori
- An increased willingness of staff to acknowledge their cultural limitations, together with a greater awareness of the impact of those limitations on their competence, resulting in staff becoming more likely to seek out information and advice and more open to new learning
- Less anxiety about their work with Māori communities
- Being more willing to take risks and “*work outside their comfort zone*”
- Becoming more empathetic with Māori, resulting in stronger relationships with clients
- A greater willingness to accept advice from colleagues, including constructive critique.

“I have learnt as a Pakeha that what is appropriate for non-Māori cannot be assumed that it will be appropriate for Māori. Getting to know Māori first and

to be accepted by them is probably the hardest thing to do and usually it is the first thing that should be done before anything else takes place.” Advisor

Most of the above changes applied to Māori as well as non-Māori staff.

Evaluation participants were equivocal as to whether significant change had occurred at management level. Some people felt that LG&C’s Managers had, collectively, made significant changes in terms of committing staff resource to TWH and of their own understanding of TWH, and several participants identified actions by Regional Managers in particular that had been strongly supportive of TWH. However several Māori staff felt that some of the changes had been superficial and that some Managers had made only minor shifts that would easily be lost if the Strategy did not continue to require commitment from them.

“[Regional Manager] is making sure that te reo is used a lot more in communications and that we hongiri rather than shaking hands... I think it shows commitment.” Advisor

“Managers have to have a TWH IPA goal for themselves and their staff and their team, but they don’t have to have a TWH plan for their team... Now that they’ve got rid of Kaiarataki, it’s up to each Manager, and some of them don’t actually have the capacity to make it happen.” National office staff

Survey data showed that national office staff were substantially less likely than staff overall to see the relevance of TWH to their jobs and were often unclear about how to apply it. Those views were echoed in interviews with some national office staff, in particular people working in policy development. (Barriers identified to adopting TWH at national office level are discussed in chapter 9.) However examples were given of attitudinal changes for national office staff where they had had an opportunity to work directly with regional staff on some relevant projects.

In the Counties-Manukau office of the Department, the opening of their new building was an opportunity for some national office personnel to learn about the relevance of TWH. Using a bicultural process, where the Te Atamira Taiwhenua kaumātua used both te reo and English in a well-attended dawn opening ceremony, was a demonstration of the value of tikanga Māori in facilitating broad community participation and support for the Department’s new premises.

INCREASED STAFF CAPABILITY AND CAPACITY

LG&C staff identified their capability as having increased significantly. Learning and increased competency for both Māori and non-Māori staff at all levels was reported in the following areas:

- Enhanced understanding of the core concepts of te ao Māori and how those concepts impact on LG&C’s work with Māori
- Greater understanding of the Treaty and its full implications for their work as government agents
- Understanding the value of face-to-face communications in building working relationships with rōpū

- Enhanced knowledge and skills in aspects of tikanga Māori such as mihi, whakatau, waiata, karakia, karanga, whaikōrero, and whakawhanaungatanga, and how to apply each of these in everyday settings (e.g. staff knowing how to set up a room for hui and what processes to use to welcome manuhiri to the Department).
- A better understanding of te reo Māori and some increase in the ability and confidence to use te reo
- Breaking down barriers and/or resistance to learning about Māori culture and communities (e.g. several staff who were initially uncomfortable to stay on marae are now happy to do so, understanding the value)
- Staff aligning their own personal beliefs alongside Māori mythology, which has supported individuals' own cultural identity development as Māori or non-Māori
- Staff taking on leadership roles in either supporting colleagues in their learning, encouraging colleagues to get involved with training opportunities, or ensuring that correct processes are being followed (e.g. for whakatau, ensuring a male present to whaikōrero)
- Much better contextual knowledge about what is happening for whānau, hapū and iwi throughout the country
- Increased understanding of Māori governance and management and how kaupapa Māori organisations work best (e.g. through the Tainui and Mataatua Seminar Series).

Changes in staff's understanding of ways in which Māori communities work, and the value of those approaches, had affected their attitudes too. For example, prior to TWH some non-Māori Advisors had been reluctant to support funding applications for wānanga and noho marae, as they did not understand their purpose. Since participating in TWH wānanga, these staff were able to appreciate the value in the Department's funding those events.

The gains reported by staff survey respondents were a direct reflection of whether they had undertaken TKA training, which indicates that that training had been highly effective for the 49% of survey respondents who had undertaken it. Moderate to high increases were reported in the following areas:

- Confidence to work appropriately with Māori 44%
- Understanding of te ao Māori 43%
- Knowledge of tikanga Māori 42%
- Awareness of issues facing iwi/mana whenua in the Advisor's region 39%
- Knowledge of iwi/mana whenua sites 33%
- Understanding of te reo 20%
- Use of te reo 15%.

Around another third of survey respondents reported a small level of gain in these areas, which suggests that some of those who had not undertaken TKA training had still received some positive impact from the Strategy. Reported gains across the above parameters were consistently higher for regional than national office staff survey respondents, apparently reflecting their different rates of participation in TKA training (65% of regional staff surveyed, versus only 25% of national office staff).

National office staff saw less relevance of TWH to their jobs than did regional staff, probably also reflecting the lower rates of TKA training and other participation in the Strategy at national office than in the regions. National office staff were considerably less likely than regional staff to seek input from either Kaiarataki or TAT kaumātua, even though they rated themselves as well aware of the TAT role and of how to make contact with kaumātua, perhaps also reflecting their limited perception of TWH relevance to their own jobs.

The learning had translated directly into increased confidence to work appropriately with Māori.

“I have seen the confidence grow in several of my staff since they have had the training (TKA). They are familiar with working appropriately with Māori and what’s more important is they are not afraid now to ask for help. TWH is a normal part of our operation that if people are unfamiliar about something they simply go and ask! Whereas before they would just avoid the issue.”
Manager

“There is a level of confidence amongst staff to now work more comfortably with Māori and this has seen an increase in positive feedback about my Advisors coming from community groups.” Manager

As a result of increased confidence, Advisors’ work was becoming more structured, for example, researching more thoroughly before meeting up with rōpū, documenting meetings better, and integrating Māori and non-Māori technologies and practices creatively for the benefit of rōpū.

“I see Advisors picking up on programme logics and feasibility plans and succession planning and then passing those models on to the groups that they work with, showing them how they can use them and not be frightened by them. And some of those groups have snapped it right up and got some decent money for development because they’re organised now.” Regional Manager

It has also resulted in greater job satisfaction for non-Māori staff.

“I don’t have the language but what I did find was that if you were genuine and honest with people then they would eventually learn to accept you... It helped too that I could have [TAT kaumātua] with me as they were able to show us what to do.” Advisor

Gains appeared to be especially high where staff had worked directly with Kaiarataki. One example was the formation of Te Awa Manaaki – a group of Advisors who grouped together with the support of Kaiarataki to identify ways that they could support rōpū in their regions and then collectively designed a process for supporting local marae trustees. Similar initiatives were carried out by Advisors with Kaiarataki support in Gisborne, Rotorua and Hamilton. In addition to the excellent outcomes for rōpū, these staff gained a broad range of new knowledge and skills through undertaking this initiative, as well as developing an internal structure to support one another in their work with Māori communities.

An important sub-text to much of the feedback was a greatly increased willingness of LG&C staff to acknowledge the need to continue to learn in their jobs. That is, LG&C is becoming a learning organisation.

In two instances Advisors had actually been attracted to the Department because the strategy was in place. They believed they would be able to work with Māori in a way that was going to be effective for their communities and in line with their own styles of working.

IMPROVED WORK WITH RŌPŪ

Improvements to working with rōpū that were identified by staff at all levels included the following (see also **TWH outcomes for Māori**, chapter 4.):

- More frequent, pro-active and face-to-face contacts with Māori – large organisations and whānau
- More research into whakapapa and tikanga before going to meet with rōpū, especially initial meetings
- Staff, including support staff, listening better to Māori clients
- Increased use of te reo in greetings
- Less avoidance of attending rōpū events because of embarrassment about a lack of knowledge of tikanga
- Greater participation by staff through relevant roles in Māori organisations.

“There is a culture now in the office and the staff just know... I can rely on them to manaaki people and they are very good at it.” Advisor

“It’s taken some of the tokenism out of government’s work with Māori.”
Regional Manager

“I am now on the reference forum with Ngai Tahu Development and assisting with their Financial Independence Strategy.” Regional Manager

“What we do is work with our people at their pace and on things that matter to them. Once they see that then their excitement just grows and we move together. What we also do is help them broker relationships with other parts of DIA and our local councils, as well as with other government agencies... We go with them so that they are supported throughout and stay with them for however long it takes.” Advisor

“I have been able to build long lasting relationships with many of my clients as a result of the TKA training. The reason for this is I spend a lot of time building up the trust between myself and the client... I go to them work at their pace and be honest with them without having to promise the world... They respect that and that’s how trust is built.” Advisor

IMPROVED TEAM WORK AND RELATIONSHIPS

Many staff commented on their work teams operating more harmoniously as a

result of TKA training and other TWH activity, and 46% of those surveyed felt that TWH had had a positive impact on team functioning. In particular TKA training and some of the additional mentoring and group project activities instigated by Kaiarataki had led to workgroups achieving a better understanding and tolerance of one another's perspectives and becoming more overtly supportive of one another's work. Staff were also identifying particular team members' strengths in working with Māori, using those skills appropriately and learning from one another through working collaboratively. Some Māori staff voiced increased confidence in their non-Māori colleagues to deliver an appropriate service to Māori communities.

"They could see that that's how hapū operate, and the value for themselves of working that way too. So they're bringing TWH into their own ways of operating as a team." Kaiarataki

"Staff are more mindful now... Before they go out to the communities they ask questions about the marae or rūpū, they're not afraid to ask questions." Advisor

"We all have to work within the bounds of tikanga Māori because we have to be seen to be walking the walk. So therefore we have to work with our colleagues and look after them so that our people get the best deal from the department." Advisor

PERSONAL CHANGE

Several staff commented on how TWH involvement had made them reflect on their own identity and their responsibility in terms of the Treaty partnership, and a number of them had taken steps in their own lives to advance their learning and pursue their cultural identities.

An Advisor described the personal benefits to her of TWH being implemented in her region. As a result of being expected, as a Māori staff member, to show some leadership within the Strategy, together with TKA training that involved learning to karanga, she made a personal decision to overcome her whakamā about learning te reo and undertook an immersion programme outside of work, so that she is now *"not quite fluent, but at least proficient, and proud of myself. And now my whānau are into it."*

6. TWH achievements

Overview

Developments since the Strategy's launch have been steady and incremental, increasing in pace and impact since 2006. Through 2007-2008, developments focused on:

- Extending TKA training to as many staff as possible, including national office and Support
- Providing mentoring, coaching and cultural counselling to individual staff, including managers
- Increasing the use and roles of TAT kaumātua
- Building monitoring of TWH impacts into the Strategy.

Approximately half of LG&C's staff appear to have become engaged actively in TWH, though rates are substantially lower for national office than regional staff. The Kaiarataki role has been especially valued. TAT's role has been expanded and their use increased, though not to the extent that they would like.

Strategy development and implementation

Developments prior to the launch of the Strategy included a nationwide consultation with Māori, conceptualisation of the TWH model and framework, construction of a TWH Strategy document, consultation on the draft through dissemination to internal and external stakeholders, and distribution of the finalised Strategy document.

Developments since the Strategy's launch have been steady and incremental. In the first year following the launch of the Strategy, Pou Ārahi set up structures and systems for the unit's operation and for the Strategy's implementation. 2005-2006 saw major developments, each requiring a large time commitment by the Pou Ārahi team and others, in part because of the consultation required to ensure the relevance of TWH activities to staff at all levels and across the entire Branch. Those developments included:

- Development of core TWH roles (e.g. Pou Ārahi) and relationships
- The drafting and publication of Te Kete Awhina (TKA) as a model and manual for working with Māori communities, and dissemination of the manual to all LG&C staff
- Construction and implementation of a Te Kete Awhina training programme for LG&C staff and others, including the tailoring of wānanga content to each regions iwi contexts and other unique features (e.g. history of colonisation, dialectic variations)
- Implementation of TWH training across all regions, including all of the logistical arrangements that accompanied that
- Establishment of four 0.5 Kaiarataki positions to provide training and mentoring support over two years for the purposes of upskilling the Department's staff
- Development of the Kaiarataki role and team, clarification of Kaiarataki roles and job descriptions, and appointment of experienced LG&C Advisors to those

positions

- Employment of other staff to backfill the Advisor positions partially vacated by the Kaiarataki
- Secondment of additional occasional personnel to Pou Ārahi to undertake specific Strategy development tasks
- A comprehensive evaluation of the Strategy, including (1) an independent formative/process evaluation and (2) the production of two preliminary reports – one on *Staff Perspectives* of TWH and another on *Regional Profiles* – reporting on the early impacts of the Strategy. That evaluation noted that the Strategy was on track to achieving the intended outcomes, and suggested that it needed to: engage senior management across LG&C in taking ownership of the Strategy; focus on clarifying for staff how to translate TWH into their particular roles; improve communication of the Strategy to staff.

Through 2007-2008, there have been extensive further developments, as follows:

- Comprehensive TWH Action Plans have been developed annually and reviewed quarterly. The majority of tasks in these plans have either been completed, modified, or are well on track to completion.
- The TKA training model has been refined and training undertaken systematically across regions, including Support Officers in several regions.
- TKA workshops have been tailored and delivered to clusters of national office staff.
- A range of policy and practice documents have been developed, including a TWH Communications Plan, Kaiarataki roles, Guidelines for Applying TWH Performance Indicators, a framework for the TWH impacts evaluation, and a cultural counselling framework.

In addition, Pou Ārahi have:

- Met regularly with Kaiarataki to review Strategy direction and actions.
- Reported regularly and comprehensively to the Deputy Secretary
- Met regularly with LG&C's kaumātua group, Te Atamira Taiwhenua (TAT), to review their involvement and to take advice on TWH development
- Provided advice to a broad range of others, both within and outside of the Department, requesting information and advice, and undertaken research to inform that advice
- Undertaken regular visits to regional offices to build the relationships necessary to support the uptake of TWH.

Pou Ārahi have collaborated with others (e.g. TAT kaumātua, Kaiarataki, Te Papa Rautaki Māori¹⁴, and senior management) to develop the following innovative means of advancing TWH uptake:

- Bringing Advisors to national office to assist in training or on secondment to facilitate mutual understanding of regional and national office roles and functions

¹⁴ The Department's Māori advisory unit.

- Development of a Māori model of strategic planning
- Development of a cultural support response from Te Atamira Taiwhenua and Wānanga Wahine/Tane for Advisors, to address emotional responses to TWH.

Strategy monitoring and review

Since 2006 Strategy monitoring appears to have occurred in three ways:

- Regular reporting of TWH outputs (e.g. training), including impacts evaluation of some workshops
- Internal Strategy review by Pou Ārahi through reporting on their annual Action Plans
- Two staff surveys evaluating the value and effectiveness of Kaiarataki activity.

LG&C participation in TWH

STAFF PARTICIPATION LEVELS

All staff interviewed had been engaged in TWH Strategy activity, in varying degrees. Amongst survey respondents, however, rates were lower¹⁵. National office staff were significantly less likely than regional staff to have been engaged in TWH activity. For example, fewer national office staff had undertaken TKA training (25%), sought Kaiarataki mentoring (19%) or consulted a TAT kaumātua (16%) than survey respondents overall (49%, 38% and 34% respectively). The most common participation in the Strategy had been through TKA or other training and workshops, mentoring coaching and other work with Kaiarataki, and engagement with TAT kaumātua.

Training

The majority of staff interviewed had undertaken Te Kete Awhina training, which had typically occurred in marae-based wānanga in the regions, and in office training for national office staff. However only 49% of staff survey respondents had undertaken the training – 75% of regional staff who responded, but only 25% of national office staff.

Many staff had also undertaken additional training with Kaiarataki within structured group training sessions. Most of this training was instigated by Kaiarataki, although some wānanga had been instigated by Regional Managers. Examples included:

- A two-day wānanga with Support Officers in one region, undertaken by one Kaiarataki, where staff were introduced to basic concepts of tikanga Māori and developed a TWH model for their own role within LG&C, based on the role of kaikaranga
- Noho marae and other marae-based wānanga for managers and Advisors, including Wānanga Wahine/Tane; these apparently occurred in several regions.

Staff use of Te Kete Awhina

While relatively few survey respondents (17%) had used TKA outside of TKA

¹⁵ BSB-2146-39 TWH Impact Evaluation 08/09 final tables/graphs/analysis for TWH Impact Evaluation Surveys DMS Number 1729174DA. Refer to this document for access to the full survey results, tables, graphs and analysis if you wish to view more detail.

training, most of the Māori Advisors interviewed used it regularly. Its greatest value was apparently in terms of understanding the direction of the overall Strategy and its expected outcomes. Three Māori Advisors commented that they had used TKA on occasions to reinforce or strengthen the government perspective in their work with rōpū, to ensure that they continued to assert their role as government employees and avoid being compromised by their affiliations to the rōpū they were working with.

Work with Kaiarataki

A majority of staff interviewed had had interactions with Kaiarataki either in wānanga or through individual coaching or mentoring. The most common interactions were:

- TKA training
- A range of informal communications (e.g. quick question regarding a rōpū) and more structured activities (e.g. learning waiata and karakia in regular team meetings)
- Receiving expert advice on cultural matters (e.g. whakatau, blessings for new building)
- Organising and facilitating other wānanga, including noho marae
- Supporting Advisors to develop initiatives for capacity-building with Māori organisations (e.g. Te Awa Manaaki and the Tainui and Mataatua Seminar Series; see *Te Whakamotuhaketanga Hapū Evaluation Companion Report 2009*).
- Communication through Te Rōpū Māori.

Amongst survey respondents, seeking mentoring or coaching from Kaiarataki was almost twice as likely among Māori staff (57%) as non-Māori staff (33%). The great majority of these staff found it valuable or very valuable (90%).

The Kaiarataki were especially valuable to staff because they:

- Clarified the mechanics of working with Māori in relation to central and local government (e.g. government structures, systems and accountabilities)
- Provided training targeted at improving skills specifically relevant to LG&C work (e.g. whaikōrero, mihi, karakia relevant to particular work events)
- Provided advice that staff knew would be sound, appropriate and safe
- Had access to information that was often otherwise hard to access, especially the tikanga of particular iwi
- Had an “*apparently boundless*” knowledge of tikanga Māori and te ao Māori
- Always worked from a point of respect for staff, building on their existing strengths and never criticising a lack of skills.

“We could run things past [Kaiarataki] about Māori practice and know that we would be given the right advice.” Advisor

Some staff felt that, while the Kaiarataki were very good at what they did, they were unable to have any significant impact at senior management level. For their role to be more effective, Kaiarataki needed to have greater autonomy and/or be

accountable to Pou Ārahi rather than to Regional Managers.

Contributions of Te Atamira Taiwhenua (TAT) kaumātua

Te Atamira Taiwhenua (TAT) kaumātua have played a pivotal role in the inception and implementation of the Strategy, driving and supporting it consistently over the past six years. In particular the kaumātua have supported the Strategy through participation in three national rounds of regional staff Te Kete Awhina workshops, attendance and input into regional planning hui, support in regional staff whakatau, mentoring and coaching of regional staff, feedback to regional staff at Te Atamira Taiwhenua regional hui, participation on recruitment panels, and feedback to senior management at their six-monthly hui with the Chief Executive and Senior Leadership Team (SLT) on Māori community issues.

Amongst survey respondents, 34% had sought help from TAT kaumātua. For most Māori Advisors this was “*standard practice*”. In the past three years kaumātua were being used more frequently and by more staff, both Māori and non-Māori, and including Managers. Of those who had sought help from TAT kaumātua, 88% reported it as valuable or very valuable. Kaumātua and staff also commented that TAT were being included in more staff meetings and general staff activity, rather than being contacted only for ‘kaumātua duties’.

“It’s becoming normal practice. People only have to do it once [approach kaumātua] to see the value.” Regional Manager

“I have seen the changes in them [staff] when they stop and listen to what we tell them... It’s when they do this then you know that they are beginning to learn and stop thinking like a bureaucrat.” TAT kaumātua

As a result of TWH implementation in some regions, TAT kaumātua were increasingly sought out to support staff in various activities related to work with Māori (e.g. support at pōwhiri and hui). A particular value of kaumātua was in assisting staff to build relationships with Māori through their connections and networks in ways that staff felt confident that they were conducting themselves in a culturally appropriate manner. Māori Advisors commonly used kaumātua to advise on problem-solving, especially around rōpū relations with government or one another.

The kaumātua were especially valued by Māori staff, because these staff were used to that model of obtaining information, advice, guidance and support.

“It’s second nature, that’s what we [Māori] do... If in doubt, and even if you’re not, ask your kaumātua – they always will have some thoughts that will be valuable.” Māori Advisor

“I use [kaumātua] all the time... He accompanies me when I visit groups for the first time and he knows most of them so he brokers the relationship. Or I just ring up for advice and he gives it... They are critical to our whole department.” Māori Advisor

“I ring up [kaumātua] for advice on many issues that are not even Māori related. I have rung him about staff issues, brokering relationships with other government agencies, asking for their opinion on how best to work with a group if we [the Department] don’t have a history with them.” Advisor

Some Māori staff felt that this model of consulting elders did not come as naturally to people from some other cultures, so that non-Māori staff might not easily understand how to use Te Atamira Taiwhenua to their own advantage, and that that might need to be explained better to staff. Several Māori staff felt that the role of Te Atamira Taiwhenua was still poorly understood by some managers, resulting in them remaining under-valued and under-used.

TAT kaumātua interviewed believed that they were being used more often by LG&C staff and in a greater range of roles than prior to the implementation of TWH, and they were pleased at that increase in uptake of their skills and knowledge.

“Because we have a good relationship with [Advisor] it’s easy for us to work together, and she’s willing to listen. That’s the main thing, a willingness to listen.” TAT kaumātua

However they also felt that the roles and functions of TAT, and the importance of those functions within TWH, were not well understood amongst a significant proportion of LG&C staff, including some managers. In particular they felt many staff did not understand the potential value of including them in the broad range of the Branch’s activities, including planning and strategy, and that the resource that they comprise in terms of their access to both the community and Māori agencies is currently underused.

“First and foremost I see my role on the Te Atamira as a support person for our people so they can fully engage with government. We can awahi so that they don’t get whakamā or shunted to the back... With the DIA staff we can go with them into the communities and back them up... It’s about our tikanga and how we use it.” TAT kaumātua

“Whanaungatanga holds everything together it is the backbone of everything Māori. TWH is about looking for the core of whanaungatanga, looking for the soul of the whānau. When you do that then you are at the beginning of the process and you can then truly work with our people.” TAT kaumātua

The kaumātua were keen to work with senior management to determine ways in which they could take more initiative to engage a greater proportion of staff and teams both within LG&C and beyond. A view was expressed that TAT could have much greater effectiveness if their role was extended across the whole Department, rather than within LG&C. Their sense was that change within the Department would be incremental over time, but for that to occur they needed management to be more actively supportive of their participation.

“Sometimes we can get carried away and expect DIA to just listen to what we say and it shall be. I’ve learnt that you can’t force a big organisation like government [DIA] to do things immediately, it’s just not practical... But if you

chip away and make little changes, you'll see that once changes are made it is hard to turn back." TAT kaumātua

7. Factors that have facilitated TWH success

Overview

The factors that were identified as having brought about the success of the Strategy to date tended to reflect either the model of culture change used to implement the Strategy, the skills and commitment of the people involved, or the principles of TWH itself. Key success factors were active and visible leadership by LG&C staff in various roles, together with experiential learning.

Leadership

The leadership provided by Pou Ārahi has been a consistent strength of the Strategy, as the members (permanent and seconded) of that unit have persevered with variable resourcing to progress the implementation of TWH throughout the Branch. Many staff acknowledged the tirelessness with which Pou Ārahi pursued an 'open door' policy where they never turned away requests.

Also important were the people throughout the Department who championed the Strategy consistently from its outset. Participants identified the active and manifest support of senior management – the Chief Executive, Deputy Secretary, Senior Leadership Team and some Regional Managers – as central to the success of TWH to date, because their support has given authority to the Strategy and made its acceptance an expectation, rather than an option. However equally crucial has been the constant and active support from all members of Te Rōpū Māori, and from other staff who felt strongly about the Department's obligation under the Treaty.

“Having senior management push TWH can't be underestimated. The role of the Pou Ārahi and having people that know TWH there at the decision-making level, that gave the mahi wairua and mana.” Advisor

Using a model of shared leadership (see p 17) has resulted in many staff at various levels across the Branch feeling ownership for the Strategy and taking up responsibility for implementing it sustainably.

Culture change model

From the outset Pou Ārahi recognised that implementing TWH would require a “massive” culture change within LG&C and accordingly adopted a culture change model that focused on ownership through participation and structured activity, building on the strengths of individual, teams and the Branch as a collective. The strengths-based approach resulted in staff feeling safe to take part, despite significant emotional hurdles in many cases for both non-Māori and Māori staff. It also linked TWH clearly with the community development theory and approach, so that staff could make connections with frameworks already familiar to them.

“A lot of our non-Māori staff were a bit frightened of TWH at first... But once they got into it and saw how it breaks down the Strategy into manageable parts, most realised that this way of working is not only for Māori but for all their client groups.” Manager

The structured approach giving staff experiential training, complemented by support from a text (Te Kete Awhina) plus individual and group mentoring from Kaiarataki and TAT kaumātua, has provided a 'wraparound' intervention that supported staff to absorb TWH concepts and actions in manageable phases without becoming overwhelmed by the challenge. Having ready access to kaumātua has facilitated a better understanding of rohe and tribal dynamics, making implementation of the framework easier.

"I found the TKA really important to be able to understand TWH. It just goes much deeper than the Effectiveness for Māori (EFM) training – and that level of depth is needed in LG&C." National office staff

TWH focus on whanaungatanga

The focus of the Strategy has mirrored the core principle of the framework, using relationship as the medium for the Strategy's management and implementation. The use of mentoring by Kaiarataki and TAT kaumātua, together with Māori regional staff willingly undertaking a tuakana role with colleagues and Pou Ārahi staff doing the same with colleagues at senior management level, has resulted in LG&C staff throughout the Branch feeling supported to move "outside their comfort zone" and undertake new learning. Kaiarataki have effectively "buddied" staff with one another for learning and the approach of TAT kaumātua has been focused firmly on supporting Advisors to make relationships with rōpū. Advisors in turn have focused on supporting relationship brokerage for rōpū with government and other agencies.

A Kaiarataki provided a wānanga over two sessions for a group of non-Māori LG&C support staff, tailoring the training to their particular work roles by aligning them with the role of kaikaranga at pōwhiri. Through the opportunity to develop a model themselves for making a clear connection of relevance between their own jobs and tikanga Māori, the staff became enthusiastically engaged in TWH and developing ways to improve their service delivery to Māori clients.

"Whanaungatanga holds everything together – it is the backbone of everything Māori. TWH is about looking for the core of whanaungatanga, looking for the soul of the whānau. When you do that, then you are at the beginning of the process and you can then truly work with our people." TAT kaumātua

"We had good support from [Kaiarataki], from the Pou Ārahi, even Te Atamira, because they all did the [TKA] training too, so they knew what was needed and how they could support the staff in getting TWH out there." Advisor

Kaiarataki

A majority of staff interviewed and many survey respondents identified Kaiarataki as a lynchpin in the success of the Strategy to date. According to evaluation participants, TWH really did not take hold until the Kaiarataki positions were developed. The particular value of Kaiarataki was that, collectively, they:

- Provided essential moral, logistical and practical support to Pou Ārahi
- Provided Strategy leadership at the regional level, as the link between Pou Ārahi and the regional offices
- Contributed significantly to the design and development of the Strategy
- Provided the TKA training in ways that were empowering to staff
- Provided mentoring and coaching to everyone that requested it
- Modelled TWH in their approach to communicating TWH principles and skills to LG&C staff
- Were available to staff for addressing a range of personal barriers to TWH, and were respectful of those obstacles
- Used innovative and 'smart' ways to bring staff into the Strategy through activities that focused on team collaboration and support and resulted in immediate positive impacts for staff
- Translated the framework into tangible activities that were within the scope of staff and relevant to them
- Set an implementation standard for the framework that was both high and achievable.

“They’re the unsung heroes of TWH. Without that role, and without each of those people and their deep understanding of Māoritanga, and their way of working with the staff to tautoko them when they went out and made themselves mihi and open up to what it means to be Māori, we wouldn’t have had a Strategy.” Pou Ārahi personnel

“They gave voice to TWH.” Regional Manager

Regional focus initially

Focusing TWH implementation initially in the regions was done to “give it its best chance, using fertile ground”, and many staff believed that that focus had been valuable because of the large number of Māori regional staff to support it. Regional staff would also have numerous opportunities to implement framework in their day-to-day work with Māori. However others felt that the regional focus had disadvantaged the Strategy, holding up essential buy-in and uptake at policy level by positioning TWH as a “grass-roots” strategy. There were mixed views on the extent to which Regional Managers had supported the Strategy, with many people believing that they had been strong and valuable supporters, while others thought that Regional Manager support had been “token”. These views appeared to vary across regions.

Experiential learning

The focus on ‘learning by doing’ within tikanga Māori contexts has been highly effective by bringing staff *into* TWH, through being part of tikanga Māori events and activity, typically at marae. This ‘live’ learning approach allowed staff to absorb principles such as manaakitanga, through taking part in activities that were fun as well as challenging and seeing how those principles translated into bridges for building the relationships essential to their work with Māori. Where TKA training was delivered it was greatly valued by a majority of staff (66%), especially where it included a clear focus on ways to apply it within their jobs. Other experiential

activity instigated by Kaiarataki also had major impacts in terms of staff gains (see the foregoing chapter).

Similarly, where staff had access to colleagues, such as Māori co-workers, who had good skills and experience in applying the TWH framework, support to begin applying their learning was available. Staff that had not had access to these kinds of opportunities, in particular national office staff, were seen (and perceived themselves) as disadvantaged in acquiring TWH capabilities (see chapter 9). Overall, it was apparent that, without TKA training *and* some follow-up support to start using the framework, uptake did not occur.

“The training was mainly practical so that you could implement it straight away... I was going away with a better appreciation for how we needed to work with all our clients.” National office staff

“I read it [TKA], but I didn’t get it.” National office staff

Expertise within LG&C

It was widely acknowledged that implementing TWH would not have been possible without the expertise existing within LG&C. The knowledge and skills of Māori staff, not only cultural expertise but also their skills as trainers, mentors and innovators, have been the foundation on which the Strategy has relied. Contributions from Advisors who took on the Kaiarataki mantle have been supplemented by others who have taken on a tuakana role with colleagues. All of these staff have been supported actively and consistently by Te Papa Rautaki Māori and Te Rōpū Māori. Many non-Māori staff have also supported the Strategy enthusiastically, contributing their expertise to the development of mediums for Strategy implementation.

Focus on sustainable Strategy implementation

Because the intention of the Strategy was to make permanent changes to LG&C’s ways of working with Māori, in the context where there is a steady turnover of staff, it was essential that the Strategy be implemented in ways that were sustainable. Aspects of the Strategy that have contributed to permanence have included:

- Incorporating TWH goals into annual individual IPAs and team performance goals
- Setting TWH as an expectation of staff within LG&C
- Incorporating TWH into core policy and strategy
- Training staff in workgroups and setting up ‘buddy’ systems so that they could continue to support one another
- Acknowledging the tuakana status of experienced Māori Advisors.

Funding and personnel resource

Implementing the Strategy would not have been possible without the allocation of significant and on-going funding. In addition to the dedicated Pou Ārahi positions, including essential administrative support, and the Kaiarataki roles, funding was essential for training within marae contexts. Staff feedback was that office-based training had relatively little impact in terms of changes to the way those staff worked.

Responsiveness of rōpū Māori to the Strategy

While most rōpū were unaware of the Strategy per se, many had responded to it enthusiastically. Marae were readily made available for TKA training and other events, and several hundred iwi representatives attended the Tainui and Mataatua Seminar Series, promoting it by word-of-mouth. Advisors commonly commented on how rōpū had responded positively to Advisors' efforts to use the TWH framework in their contacts with rōpū.

“Our role really is to facilitate and support. You have to go the extra mile and if you can do that then you’ll see our people work that much harder too... Because they aren’t being left alone... Once the relationship is built it’ll be there forever.” Advisor

8. TWH issues and direction

Overview

Factors identified as preventing the Strategy from having an optimum impact for Māori were mostly around a lack of engagement and uptake of TWH amongst significant minorities of staff within LG&C. Key factors were insufficient resourcing for training and mentoring, difficulties amongst some staff in seeing the relevance of TWH to their roles, and emotional barriers to engaging with the Strategy. This chapter discusses the reasons for those barriers and ways in which they might be addressed.

Barriers to engagement and positive outcomes

The staff survey results showed that many staff are actively engaged in the Strategy and appreciate its relevance to their work, but that a significant minority are not yet engaged. Amongst survey respondents, for example:

- 46% percent said they had limited or no awareness of the Strategy
- 22% reported little or no understanding of TWH and 33% only a limited understanding
- 41% were unable to clearly identify the relevance of TWH to their jobs
- 34% felt limited confidence in their ability to work effectively with Māori and 26% felt little or no confidence
- 55% did not find it easy to use TWH in their jobs
- 14% did not think that it was important for 'DIA to build staff capability and capacity for working effectively with Māori' or were equivocal.

These figures support the view of many staff that, while the Strategy had made a substantial initial impact within LG&C, there is still significant work required for it to be widely understood, accepted and implemented across the Branch.

There were a number of issues identified in the Kaiarataki role that had slowed implementation

- *Available time* – Kaiarataki were only allocated 20 hours per week to carry out the role. The work was intensive and involved a lot of planning and travelling in addition to working directly with staff. Kaiarataki were also required to carry out their Advisor role part-time, even though those tasks did not reduce significantly.
- *Resistance amongst some staff* – Some staff were initially resistant to learning new skills (e.g. correct pronunciation) and taking on board new processes (e.g. waiata at the beginning of the day), which meant that Kaiarataki had to spend intense one-on-one time bringing staff on board. There was a perception that, for some staff, te reo classes were more about attendance than learning to pronounce correctly.
- *Resources* – Initially there were no funds available for wananga or noho marae. It took six months for some funds to come through, which impacted on the Kaiarataki's ability to carry out the role with integrity to the framework.
- *Tribal boundaries* – Kaiarataki were expected to work across regions and tribal boundaries, which meant that they had to have knowledge of different tikanga,

kawa and iwi dynamics and how those factors impact on LG&C's work.

Areas where evaluation participants believed the Strategy needed significant further work were in:

- Fine-tuning
- Consolidation and sustainability
- Leadership.

(Note that suggestions for adjustment to the Strategy included in this chapter represent suggestions made by staff, and are not recommendations made by the evaluation team.)

Fine-tuning

A number of aspects of the Strategy's implementation to date were identified as requiring fine-tuning to make them more effective. Critique of specific aspects of TWH implementation from both interviews and the survey¹⁶ included the following:

- Some of the training undertaken was experienced as having little value, especially training that was office-based. Some staff described training that was crowded, resulting in limited willingness to ask questions. Much of the information was delivered by PowerPoint, sessions were not interactive, there was 'information overload', and one of the presenters did not seem very engaged. These factors appeared to be a function of the particular presenter.
- While TWH goals within IPAs are seen as a good idea, some have been vaguely stated and lacking in measurability, and there is no set of standards for achievement and no auditing. Some staff believed that a lack of appropriate application of TWH goals in IPAs had reinforced an existing "tick-box mentality" amongst some staff towards TWH, particularly national office staff.
- There were issues for several staff where their managers or team leaders had less TWH capability than the staff. Some managers (regional and national office) were seen as lacking the capacity to assess staff achievement on TWH goals, which is potentially embarrassing when they have experienced Māori staff.
- TAT kaumātua can be difficult to get hold of, so that some staff "gave up" on their attempts to contact them.
- LG&C systems and context "(e.g. policy, staff turnover) and resources (time available) don't easily lend themselves to establishing relationships with the community".

"Some staff see it as a compliance exercise, rather than an opportunity to learn and then do their job better, which is a pity. We just have to keep working on that." Kaiarataki

Two Advisors commented that they were unsure about what was meant by 'exit' as outlined in the Strategy and felt potentially compromised by that component.

¹⁶ 8% of staff respondents identified negative impacts of the Strategy.

“TWH should emphasise that we shouldn’t have time frames, because rūnanga are here for life... and it’s silly to think that we will have nothing to do with them.” Advisor

“‘Exit’ doesn’t really work... we can’t just walk away.” Advisor

“Capacity and capability of our whānau groups are major issues for us. Some of our people can move at a fast pace and some you just have to be patient, otherwise you’ll lose them and they won’t come back.” Advisor

Some staff also noted that some rōpū were so accustomed to responding to government ‘requirements’ that, on hearing about TWH, they expected a ‘product’ to be delivered to them. It was seen as important that rōpū understand that TWH is about supporting self-determination, not about expecting the Department to come up with all the answers.

“At all times you have to keep reminding our people that it is their moemoeā, their dreams and we [the Department] are just here to help them find ways to get there... That’s the hardest part, to get our people away from being dependent and to not being afraid to dream.” Advisor

Staff suggestions for adjustment to the Strategy

- Review of the appropriateness of contracted trainers
- Review of the application of TWH goals in IPAs and greater support for managers and staff to make that goal-setting tangible, measurable and relevant to each individual
- Additional relationship-building between TAT kaumātua and staff
- Exploration of ‘smarter’ ways to develop and sustain relationships with community organisations, Māori and non-Māori
- Regular review of all components of TWH to assess what is and is not working well.

“If we keep reviewing how TWH is going and in line with its attention we have more chance of keeping it on the radar and it doesn’t get forgotten or buried within other policies.” Manager

Consolidation and sustainability

Although TWH appears widely accepted within the Branch as necessary and valuable in principle, there remain a number of obstacles to the gains achieved over the past 5-6 years being sustained, in particular, gaps in uptake and a lack of consolidation of uptake, especially moving staff to actually apply the framework. Many LG&C staff were concerned that the TWH Strategy might lose impetus and “get lost” in the current political/economic emphasis on productivity before process. Particular concerns were:

- The Strategy apparently being scaled down – for example, training reduced and the Kaiarataki role discontinued – *before* it has been embedded
- The limited resourcing of Pou Ārahi alongside an implicit expectation that that

unit has primary or even sole responsibility for ensuring the Strategy's continuing success

- A potential for the Strategy to become marginalised if significant numbers of Te Rōpū Māori and/or key members of Pou Ārahi leave the Branch or the Department
- An apparent lack of succession planning for Pou Ārahi and for the Strategy; for example, much of the implementation methodology of TWH to date has yet to be documented, and Regional Managers now have responsibility for implementing TWH in the regions but without a strategy for ensuring that they have the capacity to do so.

"...our work requires that Māori trust our services, and TWH should allow us to be available to Māori now... So we should embed these principles now into the ways that govern our work, as 'business as usual'... we shouldn't have to wait until 2010." Regional Manager

Staff identified several factors that interacted to form barriers to acting on TWH, as set out below. The two concerns voiced most commonly were that (1) the Kaiarataki role had been discontinued, and (2) there was a perceived level of reluctance at national office level to embracing the framework and the Strategy.

CONCLUSION OF THE KAIARATAKI ROLE

Staff's reactions to the conclusion of the Kaiarataki role varied somewhat. Some senior managers saw it as an important step in making the continuance of the Strategy sustainable, through making it the responsibility of both national office and Regional Managers to ensure TWH activity in their teams. However the large majority of staff interviewed, and many survey respondents, thought that the role had been concluded too soon. The reasons given most often were that:

- The framework is not yet embedded within LG&C.
- Uptake has been limited at national office level, and especially in the policy area, where its adoption is seen as vital.
- Some Regional Managers are not themselves capable of putting together a TWH strategy or plan for their regions.
- There is no requirement or accountability for a TWH strategy or plan by Managers in any region or unit (versus inclusion of TWH within team plans), and there are no minimum standards for TWH within team plans.
- Given regular staff turnover, new staff will always need TWH training, and that training needs to be undertaken by specialised trainers with sufficient expertise and mana.
- Several Māori staff were concerned that they are already being expected to take up the responsibility for training their colleagues. That role is not acknowledged through pay or professional recognition; rather, it is just expected because they are Māori. The additional responsibility also increases workloads amongst Māori staff, causing some resentment.

“We place a lot of responsibility on our Māori staff and sometimes I think that is unfair. They are expected to know everything there is to know about things Māori and even I know that is impossible and I’m not Māori.” Manager

Concluding the Kaiarataki role was seen as putting the entire Strategy workload back onto the very limited resources of Pou Ārahi. Many people believed that removing the Kaiarataki role would result in many of the gains from the Strategy so far being lost, especially in a political/economic climate focused on paring core services back.

“We’d just got staff to open up, cracked the back of it so they were starting to see the value, but there’s still the next step, which is getting people to actually put it into practice, and they need some follow-up support to do that.”
Kaiarataki

“The negative element was the removal of the Kaiarataki role. They should have been integrated into the strategy as a permanent element. Instead after achieving short-term goals they were withdrawn. With the rate of staff turnover, and the fact that we aren’t recruiting Māori to replace those who leave, the need for this role will only increase over time – in effect we will lose the gains that they achieved, rendering worthless the short-term investment that was made. There has to be an on-going commitment to this kind of role being located in the regions.” Survey respondent

NATIONAL OFFICE UPTAKE OF TWH

Lack of training opportunities was identified as the main barrier to national office staff engaging with TWH, apparently due to regional training having been the priority focus within the resource available, together with the time taken for some managers at national office to give priority to training for their teams. The result was that a significant number of national office staff (60% of those surveyed) remained unclear about how to apply TWH within their work, and 41% were unable see a clear relevance of TWH to their jobs. Some staff felt that having little direct contact with Māori in their work context made it difficult for some national office personnel to recognise the relevance of TWH to their work.

“There’s always a sense here [national office] that other things are more urgent, and it’s only got worse since the change in Ministers [post-election].”
National office staff

Where national office staff have taken part in TKA training, highly positive outcomes have been apparent in staff appreciation of the importance and relevance to their work of using the TWH framework, together with increased knowledge (see the Report on TWH Policy Workshops, October 2008).

“We’ve got a Māori Minister and those people who say they only write letters need to understand the meanings of the greetings that she wants to see in those letters – the literal meanings and the cultural meanings. That’s how they’ll see the relevance and the value... Having a ‘glossary wānanga’ with them would be a good place to start.” Kaiarataki

“Policy need to have an opportunity to identify their own role in relation to Māori, it has to come from them, and that means a lot more workshopping so they can work through it.” Senior manager

PERCEIVED RELEVANCE OF THE TWH FRAMEWORK

A significant gap remains in the ability of many LG&C staff to see how TWH is relevant to their particular jobs, and this appeared to have affected uptake in national office in particular. In some instances it was apparent that the barrier is systemic and self-perpetuating – that is, if staff are not working with Māori, it is difficult to see how tikanga Māori is valuable, which in turn results in Māori experiencing access barriers.

“[Respondent’s job] is lottery writing – not a lot of Māori apply.” Survey respondent

Several staff thought that the lack of perceived relevance of TWH amongst national office LG&C staff was a function of three main factors: an historical divide between policy and service delivery; the positioning of TWH as a ‘grass-roots’ strategy; and the high turnover of national office staff in the past five years. Several people believed that TWH might be better received if it was amalgamated with the Effectiveness for Māori (EfM) Strategy (see below).

ADDRESSING EMOTIONAL OBSTACLES TO TWH

Many staff, including Kaiarataki and Managers, believed that the emotional hurdles to accepting and embracing TWH had been underestimated initially, and had been a significant but largely unacknowledged factor in slowing the Strategy’s progress. Emotional and spiritual issues affected both Māori and non-Māori staff in a range of ways. For example, several Māori staff spoke of having to deal with feelings of “*mamae*” (hurt or pain) and “*whakamā*” (embarrassment or shame) as they faced up to their own lack of skills in tikanga Māori. Obstacles for non-Māori were often shyness and anxiety about behaving inappropriately in Māori settings due to lack of knowledge about tikanga. Addressing these barriers was seen by many as essential to the ultimate success of the Strategy. It was already being done in a numbers of ways, including making the training sessions non-judgmental and strengths-based to promote a sense of safety, individual mentoring and coaching by Kaiarataki, cultural support by TAT kaumātua, and Wānanga Wahine/Tane that had been run in several regions. It was recognised that staff each will make change at their own pace, so that repeated and continuing opportunities need to be provided through the Strategy.

“There were lots of tears [at wānanga] as people brought out their mamae and faced up to it... It’s really deep stuff for some people, looking back at all the reasons why we’ve lost our language and our culture, and you have to deal with that mamae before you can take up the kaupapa and run with it.”
Kaiarataki

CONVERTING KNOWLEDGE INTO ACTION

There appeared to be a significant level of uncertainty about how to implement TWH within staff's day-to-day work, especially amongst some members of four key staff groups – Managers, Support Officers, non-Māori Advisors, and national office staff. People in these groups consistently identified difficulties, including emotional barriers (see above), to actually implementing their learning in their roles. The obstacles identified to implementing TWH were most often a lack of training and/or support to take new knowledge and identify its application to one's work, or a lack of confidence or time to look for more culturally relevant ways to undertake one's job.

CONTEMPORARY POLITICAL FOCUS

Several staff were concerned that, in the current political/economic context, TWH would become reduced to a "project" and deemed low priority rather than core business. Several Advisors raised a concern that the Department's focus was being shifted away from supporting Māori, noting that they had been told by their Managers that they were to spend more of their time now supporting other ethnic communities, and a number of highly experienced staff felt that they would not wish to remain with the Department in that context, commenting that support for Māori was especially important in difficult economic times.

"The Department is shifting focus from TWH to ethnic, and that may impact... My skill is in working with Māori, not ethnic." Survey respondent

STAFF SUGGESTIONS FOR ENSURING THE SUSTAINABILITY OF THE STRATEGY

Each of the following suggestions was made by several or more staff, including senior staff.

Strategy ownership, management and resourcing

- Institute a TWH Strategy Management Team, comprising Pou Ārahi together with senior management – the CEO, Deputy Secretary and Strategic Leadership Team – to ensure that the Strategy retains mana and priority.
- Review and revise the TWH Strategic Plan for 2010 to 2014, to ensure that the Strategy is continued.
- Entrench at least one full-time Kaiarataki position within LG&C, within the Pou Ārahi unit, for at least the next five years, to:
 - ✧ Coordinate capacity-building amongst LG&C managers, national and regional, to undertake their responsibility for implementing TWH, in particular the construction of TWH strategy and plans for each team
 - ✧ Focus on training for national office staff
 - ✧ Build capacity amongst regional Māori staff to provide EfM training in their regions
 - ✧ Provide cultural counselling
- Integrate TWH with EfM. Pou Ārahi noted that this idea was under consideration currently and was seen to have a number of potential benefits and few if any disadvantages. Potential benefits were a streamlining of cultural education for staff, removal of some duplication of activity, increased resource and strength for a combined Pou Ārahi/Te Papa Rautaki Māori unit, greater simplicity for staff

in seeking help, and recognition of TWH as core policy within the Department as distinct from only LG&C.

Strategy implementation

- Implement tailored training for LG&C managers to build their capability to implement TWH within their teams.
- Recruit at least two Māori into senior positions within the Policy team, as a matter of urgency, and set minimum Māori staff numbers as a KPI for national office managers.
- Allocate resource within Pou Ārahi to document core aspects of TWH Strategy implementation, to make sure that that knowledge is retained independent of retention of the staff who have developed it.
- Bring more regional Advisors into national office teams on secondment, for mutual sharing of knowledge and skills. Staff saw this as a way for national office staff to get a better understanding of the tangible impacts of their roles and work on Māori, and a way potentially for Māori staff to be recruited into national office roles. Ideally national office staff would also spend a day shadowing an Advisor working with Māori (e.g. in the Wellington region) as part of their initial staff induction.
- Increase Intranet and other communication of TWH success stories, to encourage participation and spread ideas about how to use the framework.
- Explore innovative ways to bring more Māori into national office positions (e.g. national level positions based in the regions; internships for tertiary students).

Leadership

Across LG&C, staff were proud of what had been achieved with TWH and with the Department's leadership in instigating, developing and implementing the framework and the Strategy, and they were keen both (1) to see it adopted by the Department as a whole and (2) for the Department to show leadership by encouraging its adoption across central government.

"We know TWH works, our people get better results, its only a natural progression to be introduced throughout DIA." Advisor

"For the life of me I can't understand why all of government is not using (TWH). It was designed by Māori, for Māori, and Māori are understanding it... And I know Pakeha will benefit too because it is really about respecting our community groups Pākehā and Māori." TAT kaumātua

Commonly voiced views were that:

- Leadership for TWH needs to be taken up actively by LG&C managers, and systems put into place to ensure that they are visibly accountable for their TWH responsibilities.
- Staff in Identity Services and Customer Services in areas with high Māori populations are keen to pick up the framework.

It was acknowledged by senior management that the Strategy needs to be strengthened internally before it is spread to other Branches within the Department or beyond the Department.

9. Conclusions

Several broad questions were developed based on the evaluation objectives. The answers to these questions summarise the key findings of the evaluation.

To what extent do staff across the LG&C Branch know about TWH and how to use it?

The staff survey results showed that many staff are actively engaged in the Strategy and appreciate its relevance to their work, but that a significant minority are not yet sufficiently engaged (see p 34). There is a high level of awareness of the Strategy amongst staff, and of staff responding to the survey, 86% believed that the Strategy was important. Through the Strategy staff understood that they are expected to develop their knowledge and capabilities to work effectively with Māori communities. Half of those surveyed had undertaken TKA training, 38% had sought Kaiarataki mentoring and 34% had consulted with TAT kaumātua. However, national office staff were significantly less likely than regional staff to have been engaged in TWH activities (e.g. Te Kete Awhina; TAT kaumātua; Kaiarataki mentoring), even where they knew of their availability and how to access them.

While the Strategy has made a substantial initial impact within LG&C, there is still significant work required for it to be widely understood, accepted and implemented across the Branch. Many staff saw this as an on-going need for consolidation of the Strategy, as staff move at their own pace in absorbing the change.

Has LG&C use of the TWH framework made a difference to the way the Branch works?

The evaluation data show that LG&C staff are more aware of the unique needs of Māori and of their obligations as Treaty partners, and many, including staff at all levels, have undergone substantial professional growth and change. Advisors and others are more confident to work with Māori. Staff are becoming more proactive in identifying effective ways to support Māori, with capacity-building initiatives for Māori being developed in at least three LG&C regions. LG&C teams are regularly incorporating tikanga Māori within their practice as appropriate to both client and staff needs. TAT kaumātua are being used more in advisory roles, rather than just for 'kaumātua duties'. Teams that have undertaken TKA training are working more collaboratively and staff are supporting one another better. Most managers are taking up the challenge of responsibility for implementing TWH within their teams, and many staff reported greater job satisfaction as a result of the Strategy. There is an apparent increased willingness of LG&C staff to acknowledge the need to continue to learn in their jobs.

However it was apparent that TWH has had significantly less impact at national office level and with Support Officers and some managers. Staff turnover was also seen as a challenge for the Strategy.

To what extent do whānau, hapū and iwi Māori feel that the Department engages appropriately with them, and is the Department engaging differently since the inception of TWH?

The majority of rōpū responding to the survey (78%) felt that the Department's support overall had been provided in appropriate ways and only 4% felt that it had not. The same percentage had found it easy to make contact with the Department, while only 10% had found it difficult. Rōpū members interviewed consistently described the Advisors working with them as approachable, accessible and quick to respond to their approaches, and 72% of rōpū responding to the survey said that they had confidence in the Advisor/s working with them and felt supported by those people. Rōpū especially appreciated Advisors' genuine interest in the rōpū and willingness to help them in ways that they identified as needed, their willingness to meet face-to-face, their warmth and friendliness, their ability to work at a level that rōpū were comfortable with, and prompt follow-up on rōpū contacts and requests.

More than half the rōpū (52%) felt that the Department's services had improved in the past three years. Rōpū appreciated the Department efforts to improve its communications and support to Māori by providing workshops to facilitate rōpū with funding applications. Specifically, 58% thought that, in that period, the Advisor's assistance had helped them to access funding, 60% thought that the Department's services had made them more confident to apply for funding, and fully 80% thought that the support of an Advisor had helped their rōpū achieve some specific goals or outcomes. Ways in which rōpū thought that the Department's service had improved tended to be mostly around Advisors establishing a strong relationship with the rōpū and spending more time with rōpū as needed, better communication and 'listening' by Advisors, and provision of information and services relevant to the particular rōpū's needs. In contrast, nearly half of rōpū survey respondents felt that the Department's service to them had not improved significantly, one quarter did not have confidence in the Advisor/s working with them, and many of those interviewed spoke of wanting a better relationship with the Department.

Are LG&C services more easily accessible to whānau, hapū and iwi Māori groups?

A majority of rōpū responding to the survey (78%) had found it easy to make contact with the Department, and 60% of those responding to the survey thought that the Department's services had become more accessible since 2006. Rōpū members interviewed consistently described the Advisors working with them as approachable, accessible and quick to respond to their approaches. Recent regional initiatives in Tainui and Mataatua have reached out to more than 350 iwi and marae representatives, and a number of rōpū members commented on appreciating the efforts by the Department in recent years to improve its communications and support to Māori organisations, for example, by sending regular email panui about funding opportunities and timing, and by providing workshops to facilitate rōpū with funding applications.

In summary, around two thirds of rōpū responding to the survey appear to see themselves as well served by the Department's Advisors and believe that the Department has become more accessible to Māori. However a significant minority of rōpū survey respondents were not able to identify improvements in the Department's service to them and still encountered difficulties in obtaining either access or support relevant to their needs.

Has TWH made a difference to the whānau, hapū and iwi Māori groups that LG&C work with, leading to sustainable development for these groups? How do we know TWH is leading to a more self-determined sustainable status for Māori?

It is a goal of TWH that Māori will be supported towards self-determination through the Department's support, and the TWH Strategy activities are all constructed from that premise. As a result of the Strategy, Advisors are now spending more time listening to rōpū and working with them to envision and frame their development. That collaborative approach is resulting in strong relationships that will be sustained over time and rōpū confidence in Advisors' support. LG&C's focus on building Māori capacity and capability, both through individualised Advisor work with rōpū and through the provision of capacity-building wānanga that have been specifically tailored to the needs of local iwi, is a direct and major contribution to sustainable Māori development. The outcomes for rōpū and Māori are likely to be sustainable because rōpū are driving their own development and the Department is supporting them in that, rather than rōpū having to "fit into" government policy and initiatives. The Department's funding structures were also seen by rōpū as supportive of self-determination because the eligibility criteria and accountability requirements are relevant to whānau, hapū and iwi development, accessible to Māori and therefore supportive of sustainable Māori development. Advisors' manaakitanga towards rōpū also promotes sustainable development through building morale for rōpū to support themselves through hurdles in development. Specific areas of concern raised by individual rōpū in relation to the Department's service to them, and their suggestions for service improvements, are included in each of the rōpū case study reports in the *Te Whakamotuhaketanga Hapū Evaluation Companion Report 2009*.

Is TWH on track to meeting the outcomes specified in the 2007-2010 Strategic Plan?

The Strategy remains well on track to achieving many of the outcomes set out in the 2007-2010 Strategic Plan, as well as achieving other outcomes (e.g. improved team relationships; enhanced LG&C profile amongst Māori). Within the resourcing available, each of the goals identified in the 2006-2008 Pou Ārahi Action Plans have either been completed, modified, or are well on track to completion. Given budget constraints and the shift required in organisational culture to have the TWH framework adopted across the Branch, in the context of high workloads, political changes and other variables such as staff turnover, the achievements of the Strategy have been substantial across the Branch. The Strategy is being managed competently and is well supported by senior management as well as a committed Māori Caucus and other champions.

The remaining obstacles to the Strategy achieving its intended outcomes are all internal and within the capacity of LG&C to address. They were seen across stakeholders variously as:

- A lack of TWH training opportunities as yet for significant numbers of staff, especially at national office and amongst Support Officers
- Emotional barriers to change that need patient reiteration of training together with individual mentoring
- Limitations of some managers to fully understand the TWH framework and how to lead its implementation in their teams
- Insufficient follow-up training to support implementation (versus understanding) of TWH
- Insufficiently developed structures for TWH sustainability (e.g. documentation of TWH systems and processes, and succession planning for key personnel)
- Discontinuation of the Kaiarataki role, which was seen by many people across all internal stakeholder groups as a crucial resource for at least another 2-3 years, to help implement sustainable TWH structures and systems
- Lack of visibility of TWH in corporate and branch strategy and policy (e.g. SOI, regional plans, work programmes)
- Uncertainty about the future of the Strategy
- Time – that is, given the obstacles above, it will simply take time for TWH to become embedded and accepted as *“how we do things in DIA”*.

Appropriate ways to address those obstacles identified by LG&C staff were:

- Establishment of a senior management team responsible for the Strategy
- Development of a long-term plan with clear actions allocated to senior managers and included within their IPAs
- Committed resourcing
- Reinstitution of the Kaiarataki role, at least in the interim
- Focus on TWH adoption within national office
- Explicit commitment to the strategy in core policy documents.

Glossary of Māori terms

hapū	a Māori sub-tribe
iwi	a Māori tribe
kaihautū	manager; leader
kanohi ki te kanohi	face-to-face
kaumātua	male elder
kaupapa	agenda; philosophy; goal; strategy
kaupapa Māori	a philosophy promoting specifically Māori beliefs and goals
kete	basket
kōrero	talk; discussion; conversation; includes interviews
kuia	woman elder
manaaki	care
Māoritanga	Māori perspective or culture
marae	gathering/meeting area for Māori including its buildings and courtyard
pōwhiri	welcome ceremony
te reo	Māori language
rangatahi	youth
rōpū	group, organisation
rūnanga; rūnaka	Māori council
tamariki	children
tangata whenua	the indigenous people of Aotearoa; the tribe or people belonging to a particular area
te reo	Māori language
Te Whakamotuhaketanga Hapū	empowering Maori
tikanga	customs; customary practice; varies across region, iwi and even hapu
tino rangatiratanga	self-determination
tupuna; tipuna	ancestor/s
waiata	song
wānanga	place or process of learning; event where learning takes place
whaikōrero	address at a pōwhiri
whakamā	shy; embarrassed
whakapapa	genealogy; ancestry
whānau	family, including extended family
whanaungatanga	relationship

Glossary of acronyms

CDPW	Community Development Project Worker
CDW	Community Development Worker
COGS	Community Organisation Grants Scheme
COGS LDC	Community Organisation Grants Scheme Local Distribution Committee
EfM	Effectiveness for Māori
IPA	Individual Performance Agreement
DIA	Department of Internal Affairs
LG&C	Local Government and Community Branch
MLC	Māori Land Court
MSD	Ministry of Social Development
R&ES	Research and Evaluation Services
SOI	Statement of Intent
TAT	Te Atamira Taiwhenua
TKA	Te Kete Awhina
TPK	Te Puni Kōkiri
TWH	Te Whakamotuhaketanga Hapū

Appendix 1: Evaluation method

Design

The evaluation combined qualitative and quantitative components, as follows:

Qualitative data collection (undertaken by Pam Oliver and Associates)

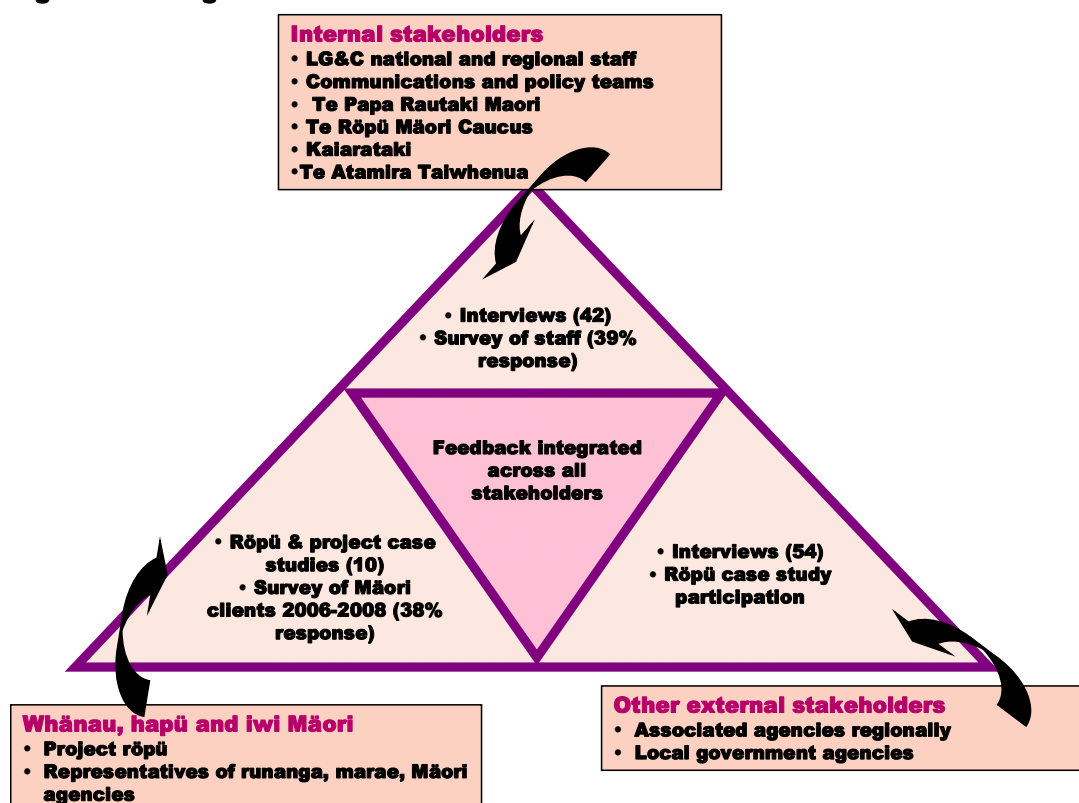
- Case studies with selected rūpū Māori currently undertaking projects with support from LG&C¹⁷
- Interviews with LG&C regional and national staff
- Interviews with rūpū Māori – clients of DIA 2003-2008
- Review of documentation relevant to TWH

Quantitative data collection (undertaken by DIA's Research and Evaluation Services [R&ES] with input from Pam Oliver and Associates)¹⁸

- A survey of selected Māori agencies with whom LG&C staff have worked in a defined 2006-2008 period
- A survey of LG&C regional and national staff.

Data were triangulated by obtaining information from the stakeholders set out in Figure 1.

Figure 1: Triangulation of data collection



¹⁷ Detailed findings from the case study reports are included in a companion report referenced at the beginning of this report.

¹⁸ The survey findings quoted throughout this report are based on the document - BSB-2146-39 TWH Impact Evaluation 08/09 final tables/graphs/analysis for surveys DMS Number 1729174DA. The survey questionnaires are appended to the companion report referenced at the beginning of this report.

Documentation review

Documents relevant to the development of TWH were reviewed, including:

- TWH Strategic Plan 2003-2006
- TWH Strategic Plan 2007-2010
- TWH Action Plans 2006, 2007, 2008
- Pou Ārahi planning documents 2006-2008
- Kaiarataki Regional Advisors Staff Satisfaction Surveys 2006 and 2008
- *Community Matters* – 2006-2008 issues
- Te Kete Awhina
- Te Kete Awhina Training Report 2005-2006
- Reports on Kaiarataki Hui 2007-2008
- Guidelines for Applying TWH Performance Indicators
- Reports and briefing documents to the CEO and Deputy Secretary 2003-2008
- Reports and briefing documents to the Minister for the Community and Voluntary Sector 2006-2008
- Excerpts from *He Rakau Raratini* (LG&C weekly newsletter, various issues)
- *He Kōrero a Te Rōpū Māori* Issue 1 2007
- A range of other TWH procedural documents (e.g. job descriptions).

Interviews with DIA personnel

Interviews with DIA personnel – national office and regional staff and Te Atamira Taiwhenua¹⁹ – were held with individuals or small groups of people as appropriate (see **Table 1**). They followed semi-structured interview guides developed for each stakeholder group (see *Te Whakamotuhaketanga Companion Report 2009 Appendix 1*) and ranged from 60-90 minutes in length depending on the number of people involved.

Table 1: Interview sample		
Stakeholder	Medium	n
Internal stakeholders		
LG&C regional Community and Funding Advisors	<input type="checkbox"/> Individual interviews, face-to-face and telephone	16
LG&C Regional Managers	<input type="checkbox"/> Individual, face-to-face & telephone	4
LG&C national office staff	<input type="checkbox"/> Group and individual interviews, face-to-face and telephone	9
Te Papa Rautaki Māori	<input type="checkbox"/> Individual interviews <input type="checkbox"/> Face-to-face	2
Pou Ārahi	<input type="checkbox"/> Group interview + telephone (1)	4
Kaiarataki	<input type="checkbox"/> Individual, face-to-face & telephone	4
Te Atamira Taiwhenua	<input type="checkbox"/> Individual interviews	2

¹⁹ Because Te Atamira Taiwhenua personnel are employed by the Department in this role, and because they saw themselves as Department personnel in this role, they have been included in internal stakeholders for the purposes of the evaluation. The kaumātua were given the opportunity to be interviewed in te reo.

External stakeholders		
Members of Māori organisations	<input type="checkbox"/> Case study interviews/hui	49
Representatives of associated agencies	<input type="checkbox"/> Case study interviews/hui	5
Total		95

Case studies

Case study information was collected during a one day visit to each of 10 rūpū or projects with whom LG&C Community and Funding Advisors²⁰ had worked in the period 2003-2008. Selection of rūpū or projects was based on the following factors:

- Five of the six rūpū that were involved in the process evaluation of TWH in 2006
- One rūpū or project in each of five other DIA regions.

The latter were selected in consultation with DIA to ensure a range of project type, as well as variation on the following parameters:

- Rūpū size
- Range of whānau, hapū, iwi, and other Māori organisations
- Metropolitan, provincial and rural locations covering the geographic range of the projects
- Duration of the project since commencement
- Type and level of funding received (from DIA and other sources)
- The ethnicity of the LG&C adviser – Māori or non-Māori.

Two of the projects case studied had been initiated by LG&C. The visits were scheduled to suit rūpū availability. A koha was given to each rūpū (value approximately \$100), together with kai at the visits, in appreciation of their participation. In relation to each rūpū or project, data collection included:

- Review of rūpū documentation (e.g. project plans, funding contracts, reports to funders, and other documents which demonstrate project outcomes or impacts)
- Hui and interviews as appropriate with a range of stakeholders:
 - ✧ Key project drivers
 - ✧ Kaumātua
 - ✧ Hapū/whānau members involved in project implementation
 - ✧ Hapū/whānau members who might be expected to benefit from the initiative
 - ✧ Other stakeholders associated with the project (e.g. regional LG&C staff, local government representative, other agencies working with the project)
- Observation of project activity where that could be coincided with the visit.

The sample size for each rūpū or project varied from four to nine people. Interviews were with individuals or groups of people. Telephone interviews were held with any key stakeholders not available on the dates of evaluation visits.

²⁰ Referred to hereafter as 'Advisors'.

Survey method

As part of the evaluation, the Department's Research and Evaluation team, in consultation with LG&C staff, developed and administered two questionnaires – one for LG&C staff and one for rūpū with whom LG&C has worked. The draft questionnaires were piloted respectively with two LG&C staff and two Māori clients of LG&C for comprehension and ease of use, and adjustments made based on their feedback (see *Te Whakamotuhaketanga Companion Report 2009 Appendix 2*).

SURVEY TOPICS

Topics covered were:

For Māori organisations

13 closed data questions and 7 open-ended questions covering:

- Demographics
- Types of engagement with DIA
- Experience of the effectiveness of DIA's service
- Outcomes including access to funding
- What DIA could do to provide better service

For LG&C staff

24 closed data questions and 13 open-ended questions covering:

- Staff perceptions of the TWH strategy
- Exposure to TWH activities including training, mentoring and assessment of value
- Impacts of participation in TWH for the staff member's work
- Barriers to use of the TWH framework
- Impacts of the TWH strategy on the staff member's team
- Demographics.

SAMPLING AND DISSEMINATION

Māori organisations

The sample of Māori organisations was drawn from the Community Advisory Service database, and included all Māori organisations with which LG&C Advisors had worked since June 2008 (n=133). A number of organisations were omitted at the suggestion of LG&C advisors, to avoid overburdening rūpū where either (1) they had had minimal contact with DIA staff, or (2) the main contact had changed or the group had disintegrated and would be hard to locate.

Self-completion questionnaires were disseminated via email (33) and post (100). Postal questionnaires included an introductory letter setting out the intended uses of the data, and a paid return envelope. R&ES contact details were provided for assistance if required. Four weeks were allowed for completion and return of the questionnaire (including a reminder letter providing a time extension). The overall response rate was 40%. The postal questionnaires had a much higher response rate (50%) than the email survey (18%).

LG&C staff

All LG&C staff were surveyed (n=210). The questionnaire was emailed through an online link to LG&C staff. It included an introduction setting out the intended uses of the data. There was a 38% response rate (n=80). The low response rate may have in part reflected the timing of the survey, which coincided with a DIA-wide Staff Engagement Survey.

DATA ANALYSIS

Open-ended question responses were analysed using content and discourse analysis to distill a compact summary of responses. Closed-data responses were analysed for frequencies and statistical significance was determined for selected data.