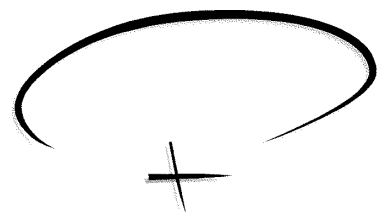


Report on the Stage One evaluation of Te Whakamotuhaketanga Hapū Strategy



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Section A: Executive summary

Executive summary

Background to the evaluation

TE WHAKAMOTUHAKETANGA HAPŪ STRATEGY

Te Whakamotuhaketanga Hapū (TWH) Strategy (the Strategy) is a three-year strategy operated by the Department of Internal Affairs' (DIA) Local Government and Community Branch (LG&C). The idea of LG&C working alongside whānau, hapū, iwi and Māori organisations in achieving their aspirations has been defined as whakamotuhaketanga. The two overarching goals of the Strategy are (1) facilitating self-determination (tino rangatiratanga) and self-sustainability for participating rōpū and (2) promoting responsiveness to Māori within DIA. A key focus of the Strategy is on how services are delivered to Māori, and judging success from a Māori perspective. There was no dedicated funding set aside for TWH initiatives; the Strategy is primarily about reducing barriers for rōpū to access LG&C services and ensuring LG&C have the capability to establish effective working relationships with rōpū.

KEY PURPOSES OF THE STAGE 1 EVALUATION

This is a two-stage evaluation. Stage 1 – a design and process evaluation – was designed to provide a baseline for tracking progress towards rōpū achieving their desired outcomes, as well as reporting on the implementation of the Strategy itself. The evaluation had the following key objective: *To assess the extent to which the Strategy is helping whānau, hapū and iwi to achieve their aspirations of self-sustainability.* Through a study of six selected communities, together with input from personnel involved in implementing the TWH Strategy, the Stage 1 evaluation provides information on two key aspects of the Strategy:

- (a) Whether LG&C has been able to put into place processes that encourage TWH kaupapa within the group
- (b) Whether communities undertaking projects adopting the TWH kaupapa are on track to achieve their goals of self-sustainability in the short- to medium-term.

To provide information in the areas required, the evaluation needed to assess three main components of the Strategy:

- The Strategy concept and model (e.g. appropriateness and effectiveness of the kaupapa, values, structures, systems, processes, personnel, roles) – through a *design evaluation*
- The implementation of the Strategy to date, including resourcing, strengths, success factors, issues and obstacles, problem-management strategies – through *process evaluation*
- The achievements, outcomes and other impacts of both the Strategy and the initiatives to date – through *preliminary impact/outcome evaluation*.

The evaluation approach

KAUPAPA MĀORI PROCESS

As the evaluation of an explicitly kaupapa Māori strategy, the evaluation reflected the tikanga of the TWH Strategy itself by:

- Taking account of te ao Māori (Māori world view) and being guided by the principles of the Strategy (whanaungatanga, whakapapa, tika, pono, and turangawaewae)
- Utilising an appropriate kaupapa Maori analysis framework
- Contributing to the self-determination of the participating rōpū, and of Te Rōpū Māori
- Building on and highlighting the strengths of participating rōpū
- Providing useful feedback on the achievements and success factors of the Strategy, as well as constructive suggestions for ways in which the Strategy can be enhanced.

QUALITATIVE APPROACH

Data collection was essentially qualitative, comprising:

- Comprehensive review of Strategy documentation
- In-depth interviews with the broad range of stakeholders - approximately 120 in total
 - ✧ DIA staff at various levels in both national office roles and regional roles (primarily LG&C staff)
 - ✧ Members of six selected rōpū receiving support from DIA regional staff
 - ✧ Representatives of associated agencies
- Observation of rōpū's project activities
- The development of Intervention Logic Models (ILMs) for both rōpū projects and the Strategy, in collaboration with rōpū and LG&C personnel.

Response of DIA staff to the Strategy

All DIA participants were supportive of the TWH concept in principle, recognising it as a much needed and appropriate shift in the focus of DIA's service delivery. The Strategy was perceived by DIA staff as promoting a way of working with rōpū Māori which genuinely supports Māori self-determination – a focus by DIA on tino rangatiratanga as a driving philosophy underlying service provision to Māori. This meant a move away from government “offering” communities a range of services configured by government, to asking communities what they need and working to provide that – that is, community-driven service delivery. Many participants realised that this was a major philosophical shift for a central government agency. In this sense, the Strategy was seen as being essentially about internal change within the Department, because it requires upskilling DIA staff to work both in culturally relevant ways and in ways which promote self-determination. TWH was perceived as having implications not only for the staff of LG&C, but for *all* DIA staff and units, including policy and planning. There was a widespread belief amongst DIA participants that DIA's service would not become truly accessible to Māori until all DIA staff knew how to work effectively with Māori according to their respective roles. Absent from most participants' understanding of the Strategy was clarity around exactly what the intended outcomes of the Strategy were at a tangible level, what their

role was, and what should change in their work as a result of adopting the TWH approach. Rōpū members were largely unaware of the Strategy per se.

How does the TWH approach differ from what DIA was doing previously?

The essential difference identified by most participants was that the TWH approach was an important paradigm shift – from offering communities a “menu” of services, to actively consulting with communities and then working to provide them with what they actually need. Key features of this approach identified were that:

- It focuses on the strengths of Māori communities, rather than their needs and deficits
- It requires DIA staff to consult proactively with Māori, to identify their visions
- It is essentially based on building relationships between DIA and rōpū, and on supporting *sustained* rōpū development (rather than on piecemeal support for rōpū projects).

Many saw this as simply reflecting a basic community development approach. For many Māori staff the Strategy reflected the ways they had always worked with Māori. However several participants commented that they now felt able to work in this way without feeling that they had to justify it to their colleagues or their Managers, and that they were now using that approach more consciously, more overtly, and improving on it. The main implication of TWH, for many staff, was that it requires staff to be proficient both in working in culturally relevant ways with Māori and in applying a true community development approach.

Strategy developments, achievements and early outcomes

The feedback from DIA participants overall was that the TWH Strategy had made significant achievements in the two and a half years since its launch, and that all DIA staff and others who had driven and engaged in the Strategy were to be congratulated for those achievements. While this evaluation was not intended to report comprehensively on Strategy outcomes, given that the Strategy is still in a developmental phase, nonetheless participants were able to identify outcomes which demonstrate both (1) that the Strategy is on track to becoming widely adopted within LG&C and (2) that the TWH approach is effective with Māori communities.

DEVELOPMENTS AND ACHIEVEMENTS

Participants identified a large number of achievements of the Strategy in terms of its development. The first of these was that the Strategy had been conceived at all. Several people commented on the uniqueness and conceptual “brilliance” of the Te Whakamotuhaketanga Hapū Strategy, noting that no other government agency to their knowledge had attempted to set out a comprehensive model for effective community development with Māori. DIA management was also congratulated for having the insight and courage to ask Māori communities to evaluate the agency’s performance, and then respond specifically to their criticisms. The achievements prior to the launch of the Strategy included:

- A nationwide consultation with Māori

- Conceptualisation of the TWH model and framework
- Construction of the TWH Strategy document, including a large number of Strategic Objectives (pp 19-44)
- Dissemination of the draft Strategy to internal and external stakeholders, and consultation on the draft
- Distribution of the finalised Strategy document.

Each of these developments required large amounts of time and input from the full range of DIA personnel, and in particular Pou Arahi personnel. Developments since the Strategy's launch have been steady and incremental. The first year following the launch was quiet, as staff attempted to figure out what the implications of the Strategy were for their own work. However 2005-2006 has seen major developments, each of which has involved a large time commitment by the Pou Arahi team and others. These developments have included:

- The drafting and publication of Te Kete Awhina 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, and allocation of \$15,600 for that training
- Implementation of TWH training across all regions – this training has been well attended, well received and appreciated, and has already made a significant difference to staff competence and the capacity of regions to work effectively with Māori (see below)
- The approval in September 2005 of funding for four 0.5 kaiarataki positions to provide training and mentoring support over two years for the purposes of upskilling DIA staff
- Appointment of experienced LG&C Advisors to the kaiarataki positions
- The ability of Pou Arahi to second additional personnel resource, in recognition of the size of the task of implementing the Strategy
- A comprehensive evaluation of the Strategy, including this evaluation and 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; these were disseminated to all LG&C staff in April 2006
- Completion or partial completion of a large number of the “Actions” itemised in the Te Whakamotuhaketanga Hapū Strategy document (pp 19-44 Strategic Objectives).

STRATEGY OUTCOMES TO DATE

Even though the evaluation was not intended to obtain comprehensive information on TWH outcomes, all DIA participants were asked to describe any outcomes from the Strategy to date. Many struggled to do this, noting that there has not as yet been a requirement or focus of the Strategy on identifying or measuring the impacts either for them as DIA staff or for the rōpū with which they are working. However some participants were able to identify evident impacts for them and/or others of introducing and implementing the Strategy, including:

Uptake of the Strategy

- Increasing use of Te Kete Awhina by staff, who have found it a useful conceptual guide
- Increasing use of the kaiarataki by regional staff and others since these positions were implemented at the end of 2005
- Increasing informal conversations about the TWH approach, amongst both regional and national office staff, and apparent enthusiasm for this approach
- Endorsement for the Strategy from National Office through funding to support it
- Increasing approaches by senior DIA management to Pou Arahi to discuss ways in which the Strategy can be applied to the work of their divisions.

Capacity and capability

- A heightened awareness among LG&C staff that effective practice is culture-specific
- A greater consciousness among staff of the particular ways in which they work across diverse cultures, and in particular with Māori
- A greater awareness among LG&C management of the need to upskill staff for working with peoples of diverse cultures, and of areas where skills are needed
- Improved cultural responsiveness by regional staff to rōpū Māori
- An increased reflection by staff on the principles underlying their work, and a better appreciation of the advantages of a relationship-based and empowerment approach to community development
- Identification of major expertise within LG&C
- Increased confidence and skills amongst staff for working with rōpū Māori – both regional staff and Managers commented on enhanced competencies.

Valuing of kaupapa Māori

- The strengthening of Te Rōpū Māori, raising their profile within LG&C and focusing on their collective and individual knowledge and skills
- Maori staff feeling more valued and appreciated for their skills, resulting in greater motivation for their work.

Engagement with rōpū and government agencies

- A sense among some staff that they are able to be more effective because they can work with rōpū at a flax-roots level, rather than working largely with runanga and at iwi governance level.
- Improved inter-agency collaboration, as Advisors are undertaking increasing agency brokerage for rōpū (e.g. to TPK, other funders, local government).

Job satisfaction

Many Advisors commented that they were feeling more valuable and valued, and that they enjoyed their work more as a result of working within the TWH framework. In particular staff now felt able to work with rōpū organically and holistically, without feeling required to justify their approach. Several staff also commented that Māori and non-Māori staff were now working more collaboratively, which added to people's enjoyment of their job.

Röpū gains

Both the röpū who participated in the evaluation and the Advisors working with them were able to identify significant gains from the assistance provided by DIA. While these gains cannot necessarily be attributed directly to the introduction of the TWH Strategy as such, the TWH Strategy itself is based on the collective knowledge of DIA staff who have been applying this model for many years, so gains identified by röpū are attributable to the TWH concept and model (as distinct from the documented Strategy). Gains were mainly in the areas of:

- Increased röpū capacity and capabilities for sustainable röpū development
- Increased hapū cohesiveness and sense of identity
- Increased transfer of tikanga and other cultural knowledge and skills
- Enhanced pride and confidence of röpū members
- A clearer sense of direction.

Strengths and success factors in implementing the Strategy

Participants identified a large number of factors having contributed to the achievements of the Strategy to date. These factors related to both (1) the development of the Strategy and (2) the processes involved in its uptake and implementation. Key factors were as follows:

- The knowledge and expertise in te ao Māori of LG&C Māori staff and Te Atamira Taiwhenua, along with their willingness collectively to contribute that expertise
- The willingness of DIA to examine its effectiveness with Māori, and to accept critical feedback, as pivotal in the Strategy's inception
- "Critical mass", leadership, and level of influence of Māori in LG&C
- The allocation of funding for development of Te Kete Awhina, the TWH training and the establishment of the kairataki positions, which was seen as a turnaround in the success of the Strategy's implementation
- The presence of key drivers or "champions" of the Strategy within the Department
- The model itself – based in the concepts of whakamotuhaketanga (self-determination) and whanaungatanga (relationship), as cultural reflection of fundamental and currently accepted community development theory, and also consistent with the Department's Sustainable Community Development Framework
- The willingness of both Māori and non-Māori staff to "put themselves on the line" in the TWH training
- Te Kete Awhina guidelines and training, which were widely identified as a major contributor to the understanding and uptake of the TWH model by staff
- The kairataki role, which was seen as an essential follow-up to the training
- The mana and presence of Te Atamira Taiwhenua kaumātua, which enable LG&C staff to move into Māori communities with ease
- Time and persistence, which were seen as necessary for the Strategy to become embedded with core DIA principle and practice.

Issues in implementing the Strategy and suggestions for future development

Participants identified several issues which had affected the implementation of the Strategy, as follows:

- Delays in implementation and uptake of the Strategy
- Strategy ownership and DIA commitment
- Funding and human resource
- Lack of operational clarity to the Strategy
- Monitoring and measuring Strategy outcomes and impacts
- Communication of the Strategy
- Engagement of Māori communities in the Strategy
- Engagement of associated agencies in the Strategy.

DELAYS IN IMPLEMENTATION AND UPTAKE

Delays in implementation and uptake were attributed to inadequate operational planning and resourcing of the Strategy in its first 18 months, resulting both in staff not understanding what the Strategy was about and how it affected their work, and key implementation personnel not having the resources to address that issue. Several participants also identified perceptions of cultural vulnerability amongst both Māori and non-Māori staff as resulting in an unwillingness amongst some staff to engage actively in TWH implementation. These vulnerabilities included anxieties about being labelled variously as ignorant, biased, racist or culturally insensitive.

Suggestions for future development

- Development of a comprehensive, integrated TWH uptake strategy
- Create safe forums for staff to discuss TWH
- Construct a clear statement of TWH purpose and operations that clarifies (1) the needs base for TWH as a way of working with Māori, and (2) the distinction between “nepotism” and whanaungatanga as a good practice principle in working with Māori communities, and disseminate the statement to staff.

STRATEGY OWNERSHIP AND DIA COMMITMENT

Many Māori DIA staff were concerned that DIA senior management had not given a long-term commitment to TWH, that LG&C (and Māori staff in particular) were being given responsibility for implementing the Strategy, and that this was inappropriate. Many staff felt that, for the Strategy to be effective, the whole Department needed to have ownership and be engaged. Members of DIA staff at all levels, including both regional and national office staff, believed that TWH needed to be formally acknowledged as a core DIA policy, to ensure that it was applied consistently throughout DIA functions, including all policy and planning. This was seen ultimately as the responsibility of the CEO and other senior management.

Suggestions for future development

- Integration of TWH within core DIA policy (e.g. the Sustainable Community Development Framework; the Regional Plan; human resource policy)

- Focus on engagement in the Strategy across all divisions of DIA
- Full engagement of all senior management personnel in the Strategy (e.g. Operations Manager, National Service Delivery Manager, Human Resource Manager)
- Create systems for workgroup ownership and responsibility for TWH implementation, for example, through workgroup training and self-directed learning.

FUNDING AND HUMAN RESOURCE

Several participants identified resourcing limitations (along with the innovative nature of the Strategy and a lack of operationalisation) as a key reason why implementation of TWH had been slow, due to compromises which slowed down implementation. There was a tendency amongst DIA participants at all levels to underestimate the amount of effort that is required to engage an entire branch in a significant culture change. Pou Arahi personnel and kaiarataki believed that continued pro-active training and mentoring over at least three years, and the resourcing to support that, were essential to the long-term uptake and viability of TWH. Additionally, several Advisors pointed out that working with Māori under the TWH framework has led to spending more time with each rōpū, as well as an increase in the number of approaches from rōpū for assistance, resulting in an increasing need for funds for food and koha when visiting marae, as well as an increasing need to travel greater distances to meet with rōpū. The kaiarataki role was widely identified as crucial to the implementation of TWH across the Department. Issues in the kaiarataki role identified by kaiarataki and others were that:

- There was no overarching strategy for the kaiarataki role
- Kaiarataki budgets were unclear
- Current kaiarataki resource was insufficient to the task
- Staff were unclear about the role of the kaiarataki.

Suggestions for future development

- Determination of funding requirements for TWH over the longer term, and reprioritising baseline funding to meet basic funding requirements for the Strategy for at least three years more
- Consideration of the long-term resourcing implications of working within the TWH framework (e.g. for staffing; time in lieu arrangements; staff travel; costs of food and koha)
- Development of an integrated TWH training strategy, including a training needs analysis, group training and kaiarataki mentoring functions, and inclusion of TWH training within basic DIA staff induction
- Development of an overarching strategy and an ILM for the kaiarataki role, including a philosophy, time frame, objectives, clear outcome goals, activities, resourcing, and identifying risks and mitigation strategies
- Inclusion of more tangible examples and techniques into the training (e.g. such as the risk assessment tool, which was mentioned by many staff as useful)
- Consideration to making the kaiarataki positions full-time for at least 12-18 months
- Priority action to back-fill the kaiarataki positions.

LACK OF OPERATIONAL CLARITY TO THE STRATEGY

The lack of clear operational guidelines for the Strategy has resulted in staff remaining unclear about what their particular role is in relation to the Strategy. The TWH training had addressed this issue to some extent for regional Advisors, but other staff interviewed were quite unclear about how to adapt the principles of TWH into their work. Within LG&C itself, some staff not working in generic Advisor roles struggled to see the relevance of the Strategy to them. As a result, all staff had difficulty in identifying ways that they could demonstrate outcomes from the TWH training or use of Te Kete Awhina. The underlying causes of this problem appear to be:

- The lack of operational translation of the principles of TWH into clear, measurable activities relevant to the roles and jobs of DIA staff
- The lack of clear, measurable outcome goals for the Strategy, for DIA at large, for the various divisions of the Department, and for individual staff members.

Suggestions for future development

- Development of a comprehensive Intervention Logic Model for each key component of the Strategy (e.g. training; the kairataki roles; promotion of the Strategy), setting clear output and outcomes goals and detailing the pathways to achieving those outputs and outcomes
- Development of role-specific guidelines for implementing TWH with various staff
- Development of, and training in, relevant knowledge and tangible skills and techniques for staff.

MONITORING AND MEASURING STRATEGY OUTCOMES AND IMPACTS

A key issue is the apparent lack of an evaluative framework and processes for monitoring and measuring (1) the impacts of TWH training and mentoring, and (2) any increase in the use of the TWH model by personnel at all levels. A related issue is the apparent difficulty in identifying and recording rōpū benefits from the TWH approach. Having data on the effectiveness of TWH at the client level is integral to its uptake and application.

Suggestions for future development

The simplest way to address the internal monitoring issue would be to operationalise the Strategy for all DIA staff in terms of their particular job descriptions, roles and functions, and then set TWH outcomes goals for each person. This exercise could be undertaken as part of the kairataki role, in consultation with managers and staff. It would involve staff examining their roles in terms of the principles of TWH, identifying areas where their functions need to be modified to be consistent with those principles, identifying some simple, measurable outcomes goals for their role, and then constructing a system for monitoring staff's progress and achievement in terms of those outcome goals (e.g. anecdotal reporting in monthly reports; using reflective learning within on-going mentoring; through individual staff's performance appraisals).

The external monitoring issue could be addressed by establishing a monitoring framework based on the enablers and outcome evaluation parameters identified by this evaluation, and building those into rōpū's and Advisors' regular reporting. Collated data and examples from these reports could then be used in TWH training and mentoring.

COMMUNICATION OF THE STRATEGY

Many participants felt that the Strategy had not been well communicated across the Department in terms of its development and achievements, so that it lacked an on-going profile amongst staff. It was felt that there were opportunities for profiling the successes of TWH to raise motivation, provide practical ideas, and congratulate staff for instances of evident good practice.

Suggestions for future development

- More frequent communication Department-wide of the Strategy's developments and achievements
- A regular bulletin about TWH, including news, views and plans
- Disseminate the TWH *Staff Perspectives* and *Regional Profiles* research reports across the Department
- Disseminate the present evaluation report
- Create specific opportunities within various DIA branches to discuss the relevance of the Strategy.

ENGAGEMENT OF MĀORI COMMUNITIES IN THE STRATEGY

Some Advisors felt that Māori communities needed to be engaged actively in the Strategy. They pointed out that rōpū could have a valuable role in providing:

- Continuing input into the Strategy's development
- Feedback on their experience of the effectiveness of DIA's work and relationships with them, as a monitoring device
- Active support for DIA staff learning new ways of working with Māori communities.

Suggestions for future development

- Development of a simple strategy for engaging Māori communities explicitly in TWH, including a statement that can be disseminated to both existing and new clients explaining the goals and processes of the TWH Strategy, and an invitation to become involved (e.g. in TWH training).

ENGAGEMENT OF ASSOCIATED AGENCIES IN THE STRATEGY

A number of participants representing DIA staff and staff of other agencies, including central government agencies and local government, and some rōpū members commented on the potential value of engaging other government agencies actively in the further development of the TWH Strategy. The main benefit of this would be ensuring that agency personnel across government departments who work together collaboratively with Māori communities are "*on the same page*" and integrating their services to Māori effectively to provide a consistent service.

Suggestions for future development

- That DIA seek to engage central government agencies and local government in the further development of the Strategy, with a view to both sharing the TWH model and ensuring that service provision to communities is integrated effectively.

CONCLUSIONS

This evaluation set out to answer two key questions in relation to the TWH Strategy:

- (c) Has LG&C been able to put into place processes that encourage TWH kaupapa within the group?
- (d) Are the communities undertaking projects adopting the TWH kaupapa on track to achieve their goals of self-sustainability in the short- to medium-term?

The feedback from DIA participants overall was that, despite a slow start, the TWH Strategy has been remarkably successful in the two and a half years since its launch. While this Stage 1 evaluation was not intended to report comprehensively on Strategy outcomes, given that the Strategy is still in a developmental phase, nonetheless participants were able to identify outcomes which demonstrate both (1) that the Strategy is on track to becoming widely adopted within LG&C and (2) that Māori communities being supported by LG&C using the whakamotuhaketanga model are well on track to achieving their development goals.