

**Working Party on the Future Focus of
Te Puni Kōkiri**

28 August 2012

Final Report

Rūia taitea, kia tu ko taikākā anake

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Foreword by Chair

Matariki ahunga nui ! Ka ara mai a Matariki ka mihi ki a rātou kua riro hei weu mō te korowai o Ranginui. Kua taupokina tātou e ngā mate o te wā mai i te tīmatanga o tēnei mahi arotake i Te Puni Kōkiri. Ko te toa o Tūmataunga, o Te Whānau a Apanui, a Meiha Hoani Waititi, te mōrehu o Te Hokowhitu a Tū. Te mahuetanga iho o rātou i haere ki tāwāhi ki te pakanga kia whai mana ai tō tātou iwi Māori. Nō reira e Koro whakataki i tō taiaha ka arahina i tō tira mate ki te waharoa o te pō. Rere ana ngā tangi apakura mō tō whanaunga a Maruhaeremuri i te urupounamu, i te pūtake o Aoraki maunga, ā, koia i tōna rā tētahi o ngā Āpiha o te kaupapa nei. Ka tō mai te rā ki tēnei kaupapa ka pūangiāngi te hukapapa, ka tau ki runga o Tongariro maunga, ki te Whare Ariki o Te Heuheu. Timoti, te mako taniwha kua tanuku i ngā pari kārangaranga o Waihi ki te tai o Taupō-nui-a-Tia, te toki poutangata o te iwi whakangaro atu rā. Nō reira e ngā kuru pounamu haria ngā pare kawakawa o ngā marae maha o te motu, ka tōia mai te tatau o te pō, haere whakangaro atu rā koutou, me nga tini aitua o te motu whanui.

Matariki ahunga nui! Ka tau mai a Hinetakuruā kua noho te iwi ki te wānanga i te aroaro whenua, te whakakī i ngā pātaka kai me te arotake hoki e ahu pēhea ana tātou i tēnei tau hou. Hei aha? Hei oranga mō tō tātou iwi. Kāore e ārikarika ā mātou mihi ki te huhua o ngā tāngata i tatū mai ki mua i tō mātou aroaro ki te whakapuaki whakaaro mō te ahu whakamua o Te Puni Kōkiri. Me i kore koutou ka uaua ake tēnei mā mātou ngā kaiarotake i tēnei kaupapa. Tēnā koutou.

Koinā tā mātou e kawē nei i te mānuka hei arotake i ngā kaupapa mahi a Te Puni Kōkiri. Ko te whāinga e tau anō hoki tōna arotahi ki ngā kaupapa rautaki ā te Kāwanatanga, he arotahi hoki ki tō tātou ao Māori. Nā mātau ngā kōrero me ngā whakaaro i tātari, i whakawhāiti ai ōna kitenga hei kōkiri whakamua i tēnei wāhanga motuhake o te Kāwanatanga o Aotearoa. Nō reira kei roto i te pūrongo nei ā mātou kitenga hei kawē atu ki te Kāwanatanga, hei painga hoki mō tātou te iwi Māori.

Heoi, ko tā mātou tino kitenga i roto i ēnei mahi, kāore te nuinga o ngā Tari Kāwanatanga i te aro pū ki te kaupapa matua a Te Puni Kōkiri; ka mutu kāore rātou i te kite i te hua o tā te Māori titiro ki tōna ao, o tō te Māori whakaaro, ā tātou tikanga me tō tātou reo. Hei reira kua kore e faea e Te Puni Kōkiri te hiki ake i te mana o te iwi Māori i roto i ngā mahi a Te Kāwanatanga. Mā ēnei kitenga a mātou e haepapatia ai te anga whakamua o Te Puni Kōkiri, tuatahi. Tuarua kia mātua mōhio ngā Tari Kāwanatanga kia kaua e hauarea te aro ki tēnei kaupapa ā tātou, mō tātou te iwi Māori. Tuatoru, kia kaha ra koe e Te Tari Matua ki te whakapiki ake i te whakahaere, i o pumanawa ki te whakatutuki i te whanuitanga o nga korero nei. Ma te Atua koutou hei arataki: ko te amorangi ki mua, ko te hapai o ki muri.

These are important dynamic times in which we have the opportunity to review Te Puni Kōkiri and ensure that it is able to meet the transformational changes occurring within Māori, iwi and across government. There is a coming together of change, as a result of a transition into the post-settlement era, in which there is fertile ground for a refocused Te Puni Kōkiri, better able to

influence and enable outcomes for Māori. Iwi are taking a stronger and stronger leadership role, government has introduced a new approach to improving public services and there is growing trust and willingness for Māori and the Crown to work together to find solutions for Māori people. Combined, these are powerful driving forces.

If government is to achieve its social and economic goals, it needs to achieve results for Māori. Government needs advice on the most effective ways to do this, and it needs advice on how to manage the demands and opportunities of an increasingly complex Crown-Māori relationship. It is imperative that Te Puni Kōkiri is refocused and strengthened to deliver high impact strategic advice. The Working Party believes that significant changes are required to the way Te Puni Kōkiri operates, how they engage with and are engaged by other agencies, and a different way of working with iwi and other Māori communities and organisations (at a national and regional level). A whole of government view is required, connections made, and relationships with Māori communities maintained and utilised to collectively achieve results for Māori. This requires pulling together, integrating and tapping into the networks and resources of government, iwi and local communities. A Te Puni Kōkiri with the right mix of capability and capacity to strategically engage across government and well-focused could make a considerable contribution to Māori. This review sets the future direction for Te Puni Kōkiri and makes recommendations on how this can be achieved.

Nāku noa, nā



Professor Piri Sciascia
Working Party Chair

Executive summary & recommendations

Background

The Government appointed a Working Party to provide advice and recommendations to refocus and strengthen the Ministry of Māori Development (Te Puni Kōkiri) to achieve the priorities of government and the Māori Affairs portfolio in the long term.

Te Puni Kōkiri was established in 1992 under the Ministry of Māori Development Act 1991. The main responsibilities as set out in the Act (under section 5) include:

- (a) promoting increases in the levels of achievement attained by Māori with respect to: education; training and employment; health; and economic resource development.
- (b) monitoring, and liaising with, each department and agency that provides or has a responsibility to provide services to or for Māori for the purpose of ensuring the adequacy of those services.

The responsibilities of the Ministry of Māori Development are in addition to the other responsibilities conferred on that Ministry from time to time.

Context

The roles and functions of Te Puni Kōkiri have evolved over time. This has been an additive process resulting in an organisation that is now thinly spread and overly focused on implementing Whānau Ora. A lot of the work it does or contributes directly to now sits outside its principal (statutory) focus areas of promoting Māori education, employment, health and economic resource development.

The key areas of growth in Te Puni Kōkiri's role and responsibilities have included:

- providing policy advice across a growing number of sectoral issues including: natural resources, housing, Treaty-based rangatiratanga rights and interests, culture and criminal justice
- facilitating mandate and ratification processes in Treaty settlements
- administering programme funding for a range of initiatives that have continued to grow in number and scale (approximately 1,800 annual contracts)
- taking a substantial policy and operational role as the lead agency for Whānau Ora, a cross-cutting initiative that brings in health, social development and, potentially, other priority sectors including education, employment and housing.

Concerns were raised with the Working Party that the growth in role and functions, particularly contract management of funds, has weakened the ability of Te Puni Kōkiri to build strategic relationships within some regions. There is a concern that Te Puni Kōkiri's focus on its core functions has been diluted and that attention has been shifted away from developing and driving

strategic policy and building strategic relationships. Further, there is also a concern that the contract management function skews the nature of those relationships, raising questions about whether they are the 'right' relationships, focused on the key area of difference – given the current role agreed in the Review of Medium to Long Term Role of Te Puni Kōkiri (1994).¹

Te Puni Kōkiri needs the ability to make significant contributions through its unique knowledge and experience in shaping government policies relating to Māori, so that agencies are better set up to achieve outcomes for Māori. With specialist knowledge of Māori perspectives, Māori communities, Māori organisations and tikanga Māori, Te Puni Kōkiri has, throughout the history of the organisation, developed approaches and policy frameworks that are unique to Māori. The combination of intellectual leadership, a strengths-based approach to Māori policy and *embedding system-wide change across government agencies* provides the opportunity to lift the results for Māori.

The Crown-Māori relationship continues to mature. The goodwill between the Crown and Māori is illustrated by the preference for resolving issues through discussion. The focal point for Māori engagement with the Crown is through a growing iwi leadership which continues to consolidate and present opportunities for government to develop the Crown-Māori relationship. There is a key role within government to maintain a central overview of this evolving relationship and to advise on Māori advancement as a whole.

The Crown-Māori relationship is dynamic and is moving into a post-settlement environment. iwi that have settled have the resources and the knowledge to plan, execute and progress their own aspirations. These iwi want to address the complex social, cultural, economic and environmental issues facing their people. Te Puni Kōkiri can offer to play more of a catalyst role by working with them to find innovative ways to jointly deliver results for Māori, and to provide leadership and coordination across government. Increasingly, iwi are seeking direct dialogue with government (at a regional and national level) and ownership of the way forward. With more than 50 iwi with established authority and institutions throughout the country, this will put pressure on the ability of Ministers and government agencies to meet their expectations.

Government needs high quality strategic advice to anticipate and proactively assist in managing the Crown-Māori relationship. There is room for better co-ordination among Ministers and agencies, so that the government has the ability to operate in a joined-up way across issues, entities and geography. There is currently no single, integrated stream of advice (or provision of an overall strategy) to the government on Treaty and Crown-Māori relationships. The sheer span of issues impacting on the relationship necessitates Te Puni Kōkiri working with other departments to develop their capability to provide more expert and complete advice on these issues. This advice needs to be strategic, integrated and appropriately reference the Treaty.

¹ ECR (94) 266 Cabinet Committee on Expenditure Control and Revenue.

The ten challenging Better Public Services (BPS) results highlight many of the critical outcomes for Māori. To achieve BPS results it is critical that outcomes for Māori are improved. The Working Party expects that, in time, results for Māori will be clearly reflected in key accountability documents including Statements of Intent and Result Action Plans.

There is an ongoing need across government to focus resources on the most strategic and significant results. For Te Puni Kōkiri this means determining where they will best add value and how best to work in partnership to support and assist mainstream agencies to achieve results for Māori. There is an opportunity and willingness to refocus the role of Te Puni Kōkiri so that mainstream agencies are better able to achieve results for Māori by utilising Te Puni Kōkiri's unique intellectual capital, knowledge, experience, networks and mana. There is support across iwi leaders and sector lead Chief Executives for this type of change.

The roles for Te Puni Kōkiri

The Working Party believes that as a government agency, Te Puni Kōkiri should have three core complementary roles:

- Principal Advisor – Kaitohutohu on the Crown-Māori relationship
- Steward – Kaitiaki of results for Māori
- Innovator – Kaiauaha for better results for Māori.

This will require significant changes to the way Te Puni Kōkiri operates, how they engage with and are engaged by other agencies. It also provides an opportunity for Te Puni Kōkiri to work in a different way at a national and regional level with iwi and other Māori organisations.

Principal Advisor – Kaitohutohu on the Crown-Māori relationship

Te Puni Kōkiri is and should continue to be uniquely positioned within the state sector as the Principal Advisor – Kaitohutohu on the Crown-Māori relationship. In this role Te Puni Kōkiri would provide a dedicated stream of advice across the state sector on the Crown-Māori relationship. As part of government, Te Puni Kōkiri should assume a *mātāmua* role - a role of authority, mana and respect, of knowing Māori cultural values, history and relationships, and skilfully providing leadership. The agency will need to earn this role among its counterpart agencies.

The Crown-Māori relationship is complex and is becoming more complex, as iwi and Māori organisations develop more direct relationships and specific agreements with government agencies and Ministers. It is vital that as Principal Advisor – Kaitohutohu on the Crown-Māori relationship, Te Puni Kōkiri understands this dynamic relationship, how it plays out in Māori communities and importantly how it then translates into policy advice and service delivery models that will deliver better results for Māori. The Principal Advisor role does not mean that Te Puni Kōkiri will be acting as a gatekeeper or conduit for the Crown-Māori relationship, rather Te Puni Kōkiri would provide *more effective support and advice* to Ministers and agencies in

their engagements with iwi, and support government in thinking more strategically across the relationship overall.

Steward – Kaitiaki of results for Māori

Te Puni Kōkiri should have a new role as Steward – Kaitiaki of results for Māori. This role recognises that results for Māori will be achieved through other agencies, working with them to change the way they operate and think about meeting the needs of Māori. This is a tuakana role, a role of having a long-term responsibility for fostering results for Māori. Te Puni Kōkiri should work across sectors and portfolios to ensure results for Māori are achieved across government agencies. Some agencies will need more help from Te Puni Kōkiri than others and Te Puni Kōkiri will need to establish and review some core priorities from year to year so that it is able to contribute across the sectors in the most effective manner.

This role does not require Te Puni Kōkiri to exercise an audit and monitoring function. The incentives within government, under the BPS programme, are for mainstream agencies to respond to the needs of Māori because unless they do so, they will not be able to deliver results for Māori. This is because it is generally accepted that achieving results for Māori is the bottom line requirement to achieve success across most BPS sectors. Moreover there are other agencies (the Auditor General, and central agencies such as the Treasury and the State Services Commission), whose job it is to monitor and review the performance of Government departments. Te Puni Kōkiri's role would more appropriately be to ensure that the current accountability and audit functions of the public sector system are aligned and support the focus on achieving results for Maori through the BPS result areas. The expectation would therefore be that performance measures in Result Action Plans will increasingly incorporate and highlight results for Maori.

Te Puni Kōkiri, as an agent of the Crown, is uniquely positioned to view issues, policy solutions, and effects through a Maori lens. Te Puni Kōkiri should continuously provide high quality information and analysis that improves the performance of the state sector for Māori.

Innovator – Kaiuaha for better results for Māori

Te Puni Kōkiri should have the new role of innovator – Kaiuaha for better results for Māori. This is the role of developing new ways of working with iwi and Māori, from a Māori worldview, to achieve results for Māori. As part of the state sector, this is a teina role, an entrepreneurial role of taking on new challenges and risking new ways of working. In this role, Te Puni Kōkiri will be willing to tackle difficult problems and work with others to innovate and develop new solutions based on strong intervention logic, proven international models of indigenous success that incorporate Māori perspectives and improve government's responsiveness to Māori.

The teina and tuakana complement each other. As the teina, Te Puni Kōkiri would develop and then pass responsibility for up-scaling successful interventions onto other agencies (as tuakana) so that they can be adopted and owned by mainstream operations. In the tuakana role, Te Puni

Kōkiri would provide wisdom on how to identify which initiatives should be trialled. Initiatives would be assessed and refined to maximise impact. Te Puni Kōkiri would have the courage to halt initiatives that are not successful, and would promote the scaling up of successful ideas and insights by other agencies.

In order for these innovative investments to change the way that government as a whole achieves better outcomes for Māori, they need to be based on an assessment of whether the:

- activity would have taken place anyway, or taken place so quickly or to the same extent without Te Puni Kōkiri's involvement – an additionality question
- activity will lead to improving outcomes for Māori – a value-adding question
- anticipated benefits exceed the cost of support – a cost-benefit question.

Uniquely placed as a Māori policy agency

Benefits will accrue from utilising the unique features and attributes of Te Puni Kōkiri (as compared to other government agencies) in relation to providing support and advice to Ministers, and other agencies. These unique features include:

- an understanding of the Māori worldview and the value it can add to policy development and engagement processes with iwi and Māori
- high quality relationships and connections into iwi and Māori communities
- an overarching view afforded by operating at the nexus of Crown-Māori relations which provides a holistic perspective on the issues and challenges for Māori and government's response to Māori needs and issues
- ability to provide insightful and influential advice that results in a sustained shift in the performance of government in delivering better results for Māori.

Kaupapa

The strength and wellbeing of the core role and kaupapa of Te Puni Kōkiri is what will distinguish it from all other government agencies. Running through what Te Puni Kōkiri is, what it does, and the advice it provides is the concept of 'mauri' – the life force: the continual consideration of the vitality, the energy, the strength of itself, of its work, and the specifics of its advice. Mauri also protects mana, and indeed may be equated with mana as they go hand-in-hand (Ma roto i te mauri e pu ai tona mana). Where the mauri of a place is strong, it will have an associated mana. It is important that the refocused and strengthened Te Puni Kōkiri has its own mauri (and mana).

Regional presence

To perform all three core roles, Te Puni Kōkiri needs to strengthen and refocus its regional presence. The regional presence is essential for Te Puni Kōkiri to maintain strong networks and connections with iwi and Maori communities, and build credibility among its state sector counterparts as the 'go-to' agency for intelligence and advice on Māori interests, real-time risks

and other developments. Te Puni Kōkiri's regional offices provide a tangible two-way communication network between flax roots iwi and Maori communities, and policy makers. It also allows the government to clearly gauge the health and state of the Crown Maori relationship at any point in time.

The regional presence supports Te Puni Kōkiri in performing the Principal Advisor role. It is also a key mechanism for assisting Te Puni Kōkiri to undertake the Steward and Innovator roles by enabling them to:

- understand how government policy and programmes are impacting on Māori at a community level
- proactively facilitate and coordinate central and local government, iwi and Māori organisations, businesses and NGOs (at a regional and national level) to achieve better results for Māori; and
- develop innovative solutions to address local issues with iwi and Māori organisations.

This vision for the regions requires a significant shift in the nature of Te Puni Kōkiri's regional capability and activities. Current activities are more grounded in the distribution of funding, contract management and administrative functions. Refocusing regional staff will require them to play a more active strategic leadership and facilitation role. As a reliable source of intelligence and counsel to both government and Maori stakeholders, Te Puni Kōkiri will be seen as a valuable contributor to the Crown-Maori relationship and gain credibility, trust and mana.

Recommendations

Implementing the refocused and strengthened direction for Te Puni Kōkiri will be the responsibility of the incoming Chief Executive. The new Chief Executive will need to make decisions about how to align Te Puni Kōkiri's operating model (at both a national and regional level) to the three core complementary roles of: Principal Advisor – Kaitohutohu on the Crown-Māori relationship; Steward – Kaitiaki of results for Māori; and Innovator – Kaiuauaha for better results for Māori. The change process needs to be well planned and managed. These expectations could be jointly set by Ministers and the State Services Commission as part of the recently revised Chief Executive performance expectation setting process.

The Working Party suggest that any changes to Te Puni Kōkiri's operating model arising from the recommendations of this report should be defined by December 2012 for implementation early in 2013. Te Puni Kōkiri is currently operating in a climate of uncertainty. Early implementation of the organisational alignment will help ensure Te Puni Kōkiri has certainty and is able to recruit and build capability with confidence.

The Working Party considers that a combination of the following instruments will give effect to the refocus and strengthening of Te Puni Kōkiri:

- organisational change

- organisational leadership
- legislative change.

Our recommendations have been organised by instrument type.

Given that the recommendations will lead to a rebalancing of the organisation, the Working Party expects that they can be implemented within the Te Puni Kōkiri's baseline.

Organisational change

The Working Party recommends that:

Roles

- 1 Te Puni Kōkiri, as a government agency, be refocused on the following complementary core roles:
 - Principal Advisor – Kaitohutohu on the Crown-Māori relationship
 - Steward – Kaitiaki of results for Māori
 - Innovator – Kaiauaaha for better results for Māori.

Prioritisation

- 2 **Te Puni Kōkiri focus on specific policy and innovation objectives determined through government priority-setting processes.** These will be agreed by Ministers and would ideally be closely linked with the BPS results, the business growth agenda and other government priority initiatives of the day. Te Puni Kōkiri will need to foster long term results for Māori.
- 3 In considering organisational priorities, Te Puni Kōkiri should **regularly review its policy priorities and policy development programmes.** This would ensure focus on a limited number of policy areas (for a short to medium term) and restrict its engagement in other areas to a limited or 'watching brief'. Prioritisation could be achieved through its leadership of strategic policy initiatives and networks to actively seek out policy projects where it can effectively partner with mainstream agencies to enhance the outcomes of that project for Māori.

Strategic advice

- 4 **Te Puni Kōkiri enhance its strategic capabilities** to provide advice that includes:
 - identifying strengths and weaknesses of the Crown-Māori relationship and the pressures points
 - identifying issues requiring high-level coordination across government or issues of public interest and approaches to them

- communicating important government decisions and explaining clearly what these mean for iwi and Māori
 - providing Ministers with advice on a 'no surprises' basis by being well connected across government and anticipating emerging and controversial issues.
- 5 **Te Puni Kōkiri develop a Treaty-based framework for providing advice to Ministers on the Crown-Māori relationship** and advice on the implications of the Treaty. This will support government agencies to undertake this work themselves (reducing the need for second opinion advice from Te Puni Kōkiri) and particularly to engage most effectively with iwi in the post-settlement environment.
- 6 **Departments are reminded of the requirement to consult with Te Puni Kōkiri on Cabinet and Cabinet committee papers that have implications for Māori as individuals, communities or tribal groupings.** The intent of this reminder is to put the onus on agencies to consider these implications throughout the policy development process, and the importance of engaging Te Puni Kōkiri at an early stage in this process. The reminder would also note the authority Te Puni Kōkiri has to comment on Cabinet papers when advice does not adequately consider these implications. We expect that departments will give due consideration to the impact of their policy on the Crown-Māori relationship and the implications of the Treaty.
- 7 **Te Puni Kōkiri develop, integrate and embed Māori policy frameworks,** leading the state sector in working with and for Māori. In this way Te Puni Kōkiri will help to build the capability of the state sector to effectively work with and respond to the needs of Māori.
- 8 **Te Puni Kōkiri produce, on a regular basis, a long-term report forecasting trends² for Māori** outlining future likely scenarios based on current government policies. Such a report would use the full set of social and economic indicators to identify the most important issues facing Māori. The report would integrate and build on BPS results action plans taking an overall view on the state of results for Māori. It would be used to assist government to prioritise its efforts for achieving results for Māori by providing a long-term, objective assessment of likely trends. Ministers may want to consider legislating for this report to give Te Puni Kōkiri a mechanism to develop a work programme that is focused on the long-term strategic issues for Māori.

Strategic investments

- 9 **A programme of innovation investment be developed** which is aligned to the key priorities for Māori. Priority should be given to trialling new innovative approaches,

² This report would be similar in intent to the report which Treasury is required to publish every 4 years under the amended Public Finance Act 2004 on the long-term fiscal position of the economy.

developed with a Māori worldview, that are assessed as having potential to achieve well defined results for Māori which will contribute to government priorities. This programme would be informed by a core of excellence and be supported by strong intervention logic and a repository of knowledge and targeted research.

10 **The Chief Executive of Te Puni Kōkiri considers how existing non-departmental appropriations fit with the new programme of innovation.**

11 **In the long-term, the development and management of Whānau Ora transitions to another agency.**

Strategic regional intelligence

12 **The capability of Te Puni Kōkiri's regional networking and relationship management functions should be reinforced.** The regional presence is a key mechanism for assisting Te Puni Kōkiri and other agencies to understand how government policy and programmes are impacting Māori and achieving results at a community level. Well-informed engagements and trusted relationships at a local level will provide Te Puni Kōkiri with high quality local level intelligence that it can supplement with statistical data to support its strategic and programme level advisory capability. Specifically, the Te Puni Kōkiri regional network provides the government with the ability to gauge in real-time the health and dimensions of the Crown-Māori relationship, service delivery gaps, and how government policies impact (or fail to impact) on communities.

Structural implications

13 The Chief Executive of Te Puni Kōkiri considers establishing:

- **A specialist Crown-Māori relationship team.** The team should operate in a similar way to the Policy Advisory Group in DPMC by maintaining an overview of all sectors and portfolios across government. They would be a central point of contact within the organisation for advice on the Treaty and Crown-Māori relationship, and model the core value proposition of the organisation. This could be a small team of principal advisors that has the responsibility for identifying:
 - particular risks and opportunities for the Crown-Māori relationship across all government sectors and on this basis developing strategic policy approaches and initiatives
 - the long-term priority areas for Māori to inform the Minister of Māori Affairs about where the best gains for Māori are likely to be and how these can be achieved.
- **A specialised investment management unit,** centrally located to manage innovation investments. This unit would be well linked into the strategic policy function and would help regional staff to focus on strategic relationship building

and management functions, enabling them to operate at a more sophisticated level in their locality.

- 14 The new Chief Executive of Te Puni Kōkiri, supported by SSC, **review current responsibilities to align functions with the recommended future role of the agency.** Options for change may include disestablishing certain functions or activities, transferring, or contracting them out to other organisations.

Organisational capability

- 15 **Te Puni Kōkiri build and sustain strong analytical and advisory capabilities,** with a broad understanding about what the key issues are for Māori and what works for improving Māori outcomes. Staff should make connections (thinking laterally) and be innovative about what services can be designed and delivered to effectively meet the needs of Māori.
- 16 **Te Puni Kōkiri actively develop a network of skilled advisors on Māori results** through secondments, and job rotations across the state sector and with iwi and Māori organisations. This is a two-way mechanism, utilising highly skilled resources to work on key priority areas so that the organisation delivers on the priority areas and achieve systemic results for Māori.
- 17 **Te Puni Kōkiri builds on its regional capability** to ensure that the regional staff have the skills and capability required to deliver a strategic leadership role and carry out the functions aligned to the new organisational vision.
- 18 **Te Puni Kōkiri develop 'networked intellectual capital'** so that it is well-informed about Māori culture, te reo, and what works well for Māori. This will position Te Puni Kōkiri as the *Māori knowledge centre* for government. Networked intellectual capital draws on:
- a programme of research-by-design and evaluation produced internally
 - the knowledge of Māori and other key policy advisors and managers across agencies
 - the knowledge of Māori businesses and the Māori economy
 - the knowledge of whānau, iwi and Māori organisations gained through relationships with Māori communities
 - the knowledge of researchers from across the country including academics, iwi-based, sectoral or independent researchers
 - historical records and archives located within government, iwi and Māori organisations.

Organisational leadership

- 19 The new **Chief Executive of Te Puni Kōkiri provides leadership by rigorously prioritising the work programme** which favours high value activities likely to achieve the best results for Māori. The Statement of Intent, other accountability documents, and business planning processes should be good mechanisms for achieving and maintaining focus, and would enable Ministers to make clear trade-offs in the light of changing political priorities.
- 20 The new **Chief Executive of Te Puni Kōkiri is supported by a Pa Whakawairua, an Advisory Group of iwi and Māori leaders** which will assist him/her to tap into a wider cross section of capability and views from outside Te Puni Kōkiri. Such a collective group would be the kaupupuri (keepers) of the mauri of Te Puni Kōkiri and constitute 'Te Pā Whakawairua'. The purpose of the Pa Whakawairua is to ensure 'te oranga o te kaupapa', the wellbeing of the kaupapa of Te Puni Kōkiri, its work and its advice.
- 21 The new **Chief Executive of Te Puni Kōkiri, he Kanohi Kitea, is a visible leader across his/her peers in government, iwi and Māori organisations. The Chief Executive will:**
- proactively engage and communicate the work of Te Puni Kōkiri and influence and make connections to current government policy development
 - convene meetings between the Te Puni Kōkiri senior leadership team, iwi and Māori leaders and state sector Chief Executives
 - be part of *appropriate* Chief Executive sector leadership forums
 - actively communicate with staff what the new roles and ways of working mean for them and lead the change programme.
- 22 The **Te Puni Kōkiri senior leadership team should work with BPS sector lead Chief Executives** so that they can provide Ministers with assurance about whether and how their respective work programmes (including Results Action Plans) are achieving results for Māori.
- 23 The **State Service Commission and central agency colleagues work closely with the new Chief Executive of Te Puni Kōkiri** to ensure he or she is integrated into relevant sector leadership arrangements and to support implementation of recommendations.
- 24 The **State Service Commissioner writes to all state sector Chief Executives** following the refocusing exercise to set out Te Puni Kōkiri's new role, and to explain how that role fits within the wider state sector.

25 **In any whole-of-government fora established to co-ordinate and address Crown-Māori relationship issues, Te Puni Kōkiri be invited to participate, and where appropriate take a leadership role.** This will allow Te Puni Kōkiri to be well-positioned to take an effective cross-cutting role. In some cases, it may also be appropriate for Te Puni Kōkiri to have a dual reporting role to the relevant senior or portfolio Minister as well as the Minister of Māori Affairs.³

Legislative change

The Working Party recommends that the Ministry of Māori Development Act 1991 is amended to reflect the refocused priorities of Te Puni Kōkiri. This would include:

26 **Making provisions for Te Puni Kōkiri's complementary core roles namely:**

- Principal Advisor – Kaitohutohu on the Crown-Māori relationship
- Steward – Kaitiaki of results for Māori
- Innovator – Kaiuaha for better results for Māori.

27 **Removing the Act's focus on education, training and employment, health and economic resource development** so that the work of Te Puni Kōkiri can better focus on the priority issues of the day.

28 **Removing the requirement to monitor other government agencies.** In the Better Public Services environment, where there is explicit joint responsibility for the achievement of outcomes for Māori, what is needed is a specialist Māori advisor that works with and through other agencies to assist them to achieve results for Māori. To achieve this, Te Puni Kōkiri's role needs to move beyond simply monitoring issues with the Crown's performance on Māori issues, to a much more constructive approach, where Te Puni Kōkiri identifies and links interconnected issues and then works with and through other agencies to effect change.

29 **Considering a reporting requirement to produce, on a regular basis, a long-term report of trends⁴ for Māori** outlining future likely scenarios based on current government policies as described in recommendation 8.

³ For example the Deputy Prime Minister currently has a major role in co-ordinating mainstream government policy on a range of significant Crown Maori relationship issues (contemporary treaty, natural resource, constitutional and other issues). There is a precedent for this in that Te Puni Kōkiri is currently the lead agency in considering the Crown's response to WAI 262 and reports to the Attorney General (as the primary responsible Minister) as well as the Minister of Maori Affairs.

⁴ This report would be similar in intent to the report which Treasury is required to publish every 4 years under the amended Public Finance Act 2004 on the long-term fiscal position of the economy.

Organisational name

The Working Party recommends that:

- 30 **A new name be considered to mark the step-change required of Te Puni Kōkiri.** This is consistent with the long established practice in Māori culture of taking a new name, or being given one to signal change. The working party believes that this could be a very powerful instrument to set Te Puni Kōkiri *together* with the wider state sector on a new path.

Further considerations

In developing these recommendations the Working Party was mindful of the need to ensure that they are sufficient to preclude suggesting more formal powers. The recommended long-term forecast report is an example of an additional tangible mechanism which will enhance the role of Te Puni Kōkiri in the state sector. Such a report gives Te Puni Kōkiri the mandate to publicly state the 'health' of outcomes for Māori and likely continued trends. This type of forward-looking report will enable Te Puni Kōkiri to be more influential and effective in achieving outcomes for Māori than the current emphasis on monitoring has achieved. For this reason, the Working Party believes that the recommendations suggested more than off-sets the reduction in emphasis on the monitoring role.

In addition, the Working Party considers that the state sector needs to operate in a way that is aligned to the new roles for Te Puni Kōkiri and is equipped to meet increasing engagement with kaupapa Māori. Central agencies (SSC, DPMC and the Treasury) will have an important role to play in developing unity of purpose and approach for achieving improved results for Māori across the state sector by integrating the new Chief Executive of Te Puni Kōkiri, and their senior leadership team into BPS sector arrangements. Unity of purpose and approach also requires clarity about CEs respective roles, responsibilities and accountabilities. Specifically, this could be encouraged and fostered by:

- requiring BPS sector lead Chief Executives along with Te Puni Kōkiri to have approved plans for implementing change to affect results for Māori
- including achieving outcomes for Māori in the Chief Executive performance agreements of the sector leaders as appropriate
- providing professional development for Chief Executives to support their ability to engage with and achieve results for Māori as required.

Introduction

The scope of the review

The Government appointed a Working Party to provide advice and recommendations on how to refocus and strengthen the Ministry of Māori Development (Te Puni Kōkiri) to achieve the priorities of government and the Māori Affairs portfolio in the long term. The terms of reference can be found in Annex 1 and a list of those with whom the working Party has engaged during the process can be found in Annex 2.

The main drivers for the review are the Relationship Accord and Confidence and Supply agreement between the National Party and Māori Party and the Minister of Māori Affairs desire for a more strategic and impactful Te Puni Kōkiri. The review is timely because the nature of Crown-Māori relationship is changing. New Zealand is moving into a post-settlement environment where the relationship is future focused and Māori and iwi are increasingly seeking more direct and stronger relationships with government. Government's expectations for better public services are changing the incentives and ways that agencies work together. There is much greater emphasis on achieving results and much better performance organising agencies in sectors focused on these results. This creates strong impetus to achieve better results for Māori across government's mainstream services. The state sector continues to face medium-to-long-term fiscal constraints. These fiscal constraints are reflected in Te Puni Kōkiri's four-year budget plan and there is a need to shift efforts to the functions and activities that will bring the best return for Māori.

The Working Party has been tasked with advising on the future direction of Te Puni Kōkiri and the high level changes that might be needed to ensure that it is fit-for-purpose. Alongside this exercise is a review of Whānau Ora, an initiative that Te Puni Kōkiri currently manages and which has the potential to change the way that some public services are delivered.

Composition of the Working Party

The Working Party comprises four people from outside the State sector, plus officials from the Department of Prime Minister and Cabinet, and the State Services Commission. Together, they bring a strong mix of Māori and broader public policy knowledge, Māori community development experience and knowledge of the machinery of government. The Working Party membership is:

- Professor Piri Sciascia (Chair), Pro Vice-Chancellor, Victoria University of Wellington
- Parekawhia McLean, Chief Executive Officer, Waikato Tainui
- Naida Glavish, Chairwoman of Te Runanga o Ngati Whatua
- Ross Tanner, professional director and public management consultant
- Liz Sinclair, Deputy Commissioner, on behalf of the State Services Commissioner
- Anaru Mill, Policy Advisor, on behalf of the Chief Executive of DPMC.

Review landscape

Te Puni Kōkiri

Establishment

Te Puni Kōkiri was established in 1992 under the Ministry of Māori Development Act 1991. The main responsibilities as set out in the Act (under section 5) include:

- (a) promoting increases in the levels of achievement attained by Māori with respect to—
 - (i) education
 - (ii) training and employment
 - (iii) health
 - (iv) economic resource development.
- (b) monitoring, and liaising with, each department and agency that provides or has a responsibility to provide services to or for Māori for the purpose of ensuring the adequacy of those services.

The responsibilities of the Ministry of Māori Development are in addition to the other responsibilities conferred on that Ministry from time to time.

Source: Ministry of Māori Development Act 1991, Section 5

The Act was followed by a programme of work to establish the medium-to-long term role of Te Puni Kōkiri. This work positioned Te Puni Kōkiri as the principal advisor on the Crown-Māori relationship and key policies that affect Māori. It also emphasised the role in monitoring outcomes for Māori across the State sector and affirmed the importance of regional infrastructure as a conduit for information to and from Māori communities.

Current situation

The roles and responsibilities of Te Puni Kōkiri have significantly broadened and grown since its establishment. Today, Te Puni Kōkiri's Statement of Intent describes a broad and diverse range of functions and roles:

- leading and influencing public policy, with a particular focus on policy that impacts on Crown-Māori relationship
- protecting and promoting Māori rights, interests and development opportunities in cultural, natural and other resources
- promoting economic opportunities for Māori

- leading the legislative programme for the Māori Affairs portfolio, and contributing to wider legislative reform outside of the direct purview of the Māori Affairs portfolio, including the provision of support to Select Committees
- a statutory monitoring role for Crown entities
- providing policy advice on social, criminal justice, education, employment, health and housing issues to the Minister of Māori Affairs, other agencies, and other Ministers
- providing research and information functions
- coordinating processes for advising the Minister of Māori Affairs on appointments to Government appointed boards and organisations
- engaging with iwi and Māori communities on issues of concern or significant interest
- administering the Ministry's services and programmes (including funding) to Māori
- developing, implementing and monitoring the Whānau Ora approach led by the Minister for Whānau Ora
- managing relationships and engagement with Whānau Ora providers, and other stakeholders including the social sector agencies involved in Whānau Ora, Regional Leadership Groups and the Whānau Ora Governance Group.

Growth areas

The following diagram illustrates the way that the core responsibilities of Te Puni Kōkiri have grown over time. The relative size of the bubbles indicates the relative size in the additional responsibility. The result of this growth is an organisation that lacks focus and that is stretched: Te Puni Kōkiri are trying to manage too many competing priorities. There is an opportunity to refocus and strengthen the core role of Te Puni Kōkiri.

Figure 1: Growth areas in Te Puni Kōkiri's core responsibilities



The key areas of growth in Te Puni Kōkiri's role and responsibilities have included:

- providing policy advice across a growing number of sectoral issues including: natural resources, housing, Treaty-based rangatiratanga rights and interests, culture and criminal justice
- facilitating mandate and ratification processes in Treaty settlements
- administering programme funding for a range of initiatives that have continued to grow in number and scale (approximately 1,800 annual contracts)
- taking a substantial policy and operational role as the lead agency for Whānau Ora, a cross-cutting initiative that incorporates health, social development and, potentially, other priority sectors including education, employment and housing.

These growth areas are a consequence of the historical evolution of Te Puni Kōkiri. Changes have been incremental and additive, resulting in an organisation that is now thinly spread and heavily focused on administering and funding social services (through Whānau Ora). Much of the work Te Puni Kōkiri does or contributes to today sits outside its principal (statutory) focus areas of promoting Māori education, employment, health and economic resource development.

Reflecting the breadth of these activities, Te Puni Kōkiri has become an organisation of 360 FTEs with significant expenditure and diverse capability including:

- policy and advisory capabilities across Treaty issues, natural resources, local government, language, culture, social sector policy, and Whānau Ora (103 FTE)
- a network of ten regional and nine satellite offices with facilitation and programme staff (165 FTE)
- the administration of specific funds including: the Māori Potential Fund, a social housing facilitation programme, the Māori business facilitation service, and scholarships and cadetships
- the implementation (through 33 partner organisations), development and evaluation of the Whānau Ora service delivery approach.

Reflecting the overall fiscal challenges facing government, Te Puni Kōkiri needs to reduce the overall FTE count by approximately 50 to be able to manage within their current and forecast baseline funding. Te Puni Kōkiri also manages a significant annual budget, summarised in Table 1.

Table 1: Te Puni Kōkiri annual budget for 2011/12

| Departmental output expenses – \$60.2m | Non-departmental funds – \$63.1m | Entities funded via Vote Māori Affairs – \$89.6m |
|-----------------------------------------------|----------------------------------------------------------|---------------------------------------------------------|
| Policy - Crown Māori Relationships (\$8.0m) | Māori Potential Fund (\$20.5m) | Te Māngai Pāho (\$53.5m) |
| Policy - Economic and Enterprise (\$11.8m) | Whānau Ora-based Service Development: | Māori Television Service (\$16.6m) |
| Policy - Social and Cultural (\$8.0m) | • Service Delivery Capability (\$32.5m) | Māori Trustee (\$10.3m) |
| Relationships and Information (\$7.6m) | • Whānau Integration, Innovation and Engagement (\$8.1m) | Te Taura Whiri i te Reo Māori (\$3.2m) |
| Operations Management (\$8.7m) | Growing Māori Productivity & Export Growth (\$1.0m) | Māori Tourism (\$2.0m) |
| Whānau Ora Administration (\$9.3m) | Iwi Housing Support (SHAZ) (\$0.5m) | Māori Women's Development Fund (\$1.9m) |
| Integrated Whānau Social Assistance (\$6.8m) | Turanganui a Kiwa Capacity Building (\$0.5m) | Māori Wardens (\$1.2m) |
| | | Māori Registration Service (Tuhono) (\$0.6m) |
| | | NZ Māori Council (\$0.2m) |
| | | Te Putahi Paoho (\$0.1m) |
| | | Payments to Trust Boards (\$0.01m) |
| | | Te Ariki Trust (\$0.02m) |

Te Puni Kōkiri has maintained a relatively consistent organisational form, with both a head office and a regional footprint contributing to Te Puni Kōkiri's mix of functions. Despite the increasing role and scope of functions, Te Puni Kōkiri has sound organisational health.

The latest Annual Report (2011) for instance shows that Te Puni Kōkiri:

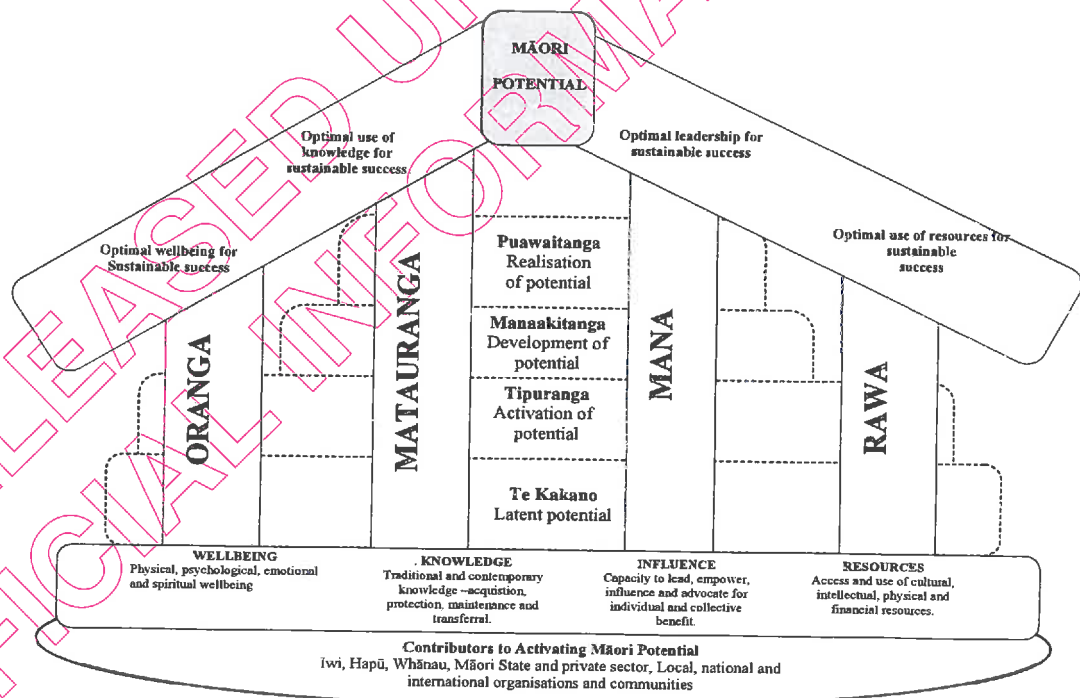
- has good satisfaction ratings from stakeholder surveys
- exceeds the government benchmark of % of staff engaged in the organisation
- has lower than average staff turnover
- is rated highly for the policy advice independently reviewed
- has very good financial information, systems, and controls
- has a good management control environment
- needs improvement with respect service performance information, systems, and controls.

Concerns were raised with the Working Party that the growth in role and functions, particularly contract management of funds, has weakened the ability of Te Puni Kōkiri to build strategic relationships. There is a concern that Te Puni Kōkiri's focus on its core functions has been diluted and that attention has been shifted away from developing and driving strategic policy and building strategic relationships in some regions. Further, the

contract management function skews the nature of those relationships, raising questions about whether they are the 'right' relationships, focused on the key areas of difference – given the current role agreed in the Review of Medium to Long Term Role of Te Puni Kōkiri (1994).⁵

Te Puni Kōkiri needs the ability to make significant contribution through its unique knowledge and experience in shaping government policies relating to Māori, so that agencies are better set up to achieve outcomes for Māori. With specialist knowledge of Māori perspectives, Māori communities, Māori organisations and tikanga Māori Te Puni Kōkiri has, throughout its history, developed approaches and policy frameworks that are unique to Māori. In 2004, for example, Te Puni Kōkiri developed the Māori Potential policy framework. This framework takes a strengths-based approach to Māori policy development and implementation. This distinguishes it from previous government policy frameworks where the focus has evolved around disparities and 'closing the gap'.

Figure 2: Māori Potential Framework



The framework includes four outcomes statements and four supporting Pou based on knowledge (Mātauranga), resources (Rawa), wellbeing (Oranga) and influence (Mana): **Māori concepts that are needed to be effective when achieving results for Māori.**

⁵ ECR (94) 266 Cabinet Committee on Expenditure Control and Revenue.

The Māori Potential framework is an approach that realises results for Māori through the following principles:

| Towards | Moving away from |
|------------------------------------------------------------------------------------|--------------------------------------------------------------------------------|
| Towards focusing on multi-dimensional Māori potential, strengths and opportunities | Away from single dimension repair of deficit, disparity and dysfunction |
| Towards investing in Māori as an integrated but culturally distinct community | Away from targeting Māori as a socio-economically disadvantaged sub population |
| Towards recognition and active protection of Māori indigeneity | Away from Māori as an ethnic minority competing for rationed resources |
| Towards investment in Māori people | Away from predominant focus on institutional responses |
| Towards achieving balance | |

This framework was trialled with the Whānau Development Action Research programme and now underpins Ka Hikitia – Managing for Success: The Ministry of Education Māori Education Strategy 2008–2012. The Working Party believes that building on this type of cross-agency approach is critical for the future direction of Te Puni Kōkiri. **The combination of intellectual leadership, strength based approach to Māori policy and embedding system-wide change across government agencies provides the opportunity to lift the results for Māori.**

Current opportunities

The growth in the functions and responsibilities of Te Puni Kōkiri are a reflection of changing expectations of government as to how results for Māori should be achieved and the rapidly changing nature and importance of the Crown-Māori relationship. There are a number of important factors that form the backdrop for any exercise to refocus Te Puni Kōkiri. Understanding and being able to navigate the changing landscape of the Crown-Māori relationship and its associated issues from a position that is constitutionally robust and analytically sound is essential for Te Puni Kōkiri. Mastering this endeavour will qualify Te Puni Kōkiri to be the principle advisor to the government on Crown-Māori matters. Being the government's expert operating in this space will allow Te Puni Kōkiri to take a strategic leadership role in managing Crown-Māori opportunities, issues and risks, while bringing iwi and Māori along with the government in achieving better results for Māori.

Crown-Māori relationship

The Treaty

The Crown-Māori relationship exists in the context and is a manifestation of the partnership established by Treaty of Waitangi. The Treaty has never been formally incorporated in New

Zealand's constitution, but it is generally regarded as New Zealand's founding document. The Treaty is legally enforceable to the extent to which it has been incorporated in various pieces of legislation.

The Waitangi Tribunal has been making findings on what has been termed "the principles of the Treaty" since 1978. The principles are constantly evolving, and should be viewed in the context of the issue at hand. The overriding principle which guides the Crown's relationship with Māori is the notion of reciprocity - the exchange of the right to govern for the right of Māori to retain rangatiratanga and control over their lands, possessions, affairs and things important to them. From this overarching principle several other principles can be derived, including:

- The Treaty established a partnership between Māori and the Crown, and the Treaty partners are under a duty to act reasonably and in good faith with one another. The needs of both cultures must be respected, and compromises may be needed in some cases;
- The Treaty guaranteed to Māori, full authority, status and prestige with regard to their possessions and interests. The Treaty guaranteed not only that possessions would be protected, but also the "mana to control them in accordance with their own customs and having regard to their own cultural preferences";⁶
- The Crown must make informed decisions by having regard to the Treaty when exercising its discretions and powers. While good faith does not always require consultation, it is an obvious way of demonstrating its existence; and
- The Crown has a duty to take positive action to protect the rights of Māori, including rangatiratanga over taonga.

The Crown-Māori relationship continues to mature. In general it is a relationship of respect and goodwill. This is evidenced by the current preference for discussion and negotiation. There is a need for the relationship to be actively managed. **Government needs high quality strategic advice to anticipate and proactively assist in managing these types of issues.**

The most important and high profile elements and issues of the relationship are driven by, and currently draw energy from the Treaty settlement process. 2012 to 2020 is a key period (based on current expected milestones), in which significant policy questions and work streams are expected to be resolved or completed. Some examples include:

- **Treaty settlements** - Progressing historical negotiations (2014 programme), durability of settlements (including potential triggering of the relativity mechanism), clarification of iwi and hapu interests in the marine and coastal area (including processes to establish customary title under the Marine and Coastal Act).
- **Natural resources** - freshwater, environment and local government (Māori participation), conservation (land and flora and fauna), Māori land (better governance and management),

⁶ Motonui-Waitara Report, p51.

Emissions Trading Scheme (New Zealand Units regime and afforestation projects), petroleum and minerals (permit process and environmental concerns), radio spectrum (Māori interests).

- **Contemporary issues** – the government's response to the WAI 262 report (forthcoming), the development of the Mixed Ownership Model (protection of Māori interests in State-Owned Enterprise assets), the development of a new government Māori Language Strategy (in response to the review by Te Paepae Motuhake), traditional knowledge (and intellectual property rights), and bio-discovery (kaitiaki interests in native flora and fauna).
- **Constitutional** - Constitutional review and the Treaty of Waitangi.
- **Māori outcomes** - persistent economic and social disparities between Māori and other New Zealanders, effective policy and services to improve Māori socio-economic outcome/potential, building the Māori economy.

The issues outlined above require a good-faith partnership approach to ongoing engagements between the Crown and Māori. Any solutions need to integrate and be focussed on key sustainable outcomes that span a range of sectors and issues. Such an approach builds on the achievements made through the Treaty settlement process and reflects a new phase in the Crown-Māori relationship.

At present, the overall Crown-Māori relationship is 'organic' but not haphazard. **There is room for better co-ordination on the Crown side among Ministers and agencies** so that government has the ability to operate in a joined up way across issues, entities and geography. **There is no dedicated stream of advice (or clear strategy) to the government on Treaty and the Crown-Māori relationship.** Advice appears to come from a variety of sources which Te Puni Kōkiri may or may not be involved with. There is a need to define a clearer leadership role for Te Puni Kōkiri as the primary advisor on the Crown-Māori relationship. Further **the sheer span of issues (as listed above) necessitates Te Puni Kōkiri working with other departments to develop their capability to provide more expert and complete advice on these issues.** This advice needs to be strategic, integrated and appropriately reference the Treaty.

Iwi leadership

At present the focal point for Māori engagement with the Crown is with a growing iwi leadership which continues to consolidate and speak on the broad range of issues. There is a national Iwi Chairs Forum, representing approximately two-thirds of the Māori population. The growing strength of this leadership is gaining its energy from the successes of iwi that have settled their historical claims, the extent of iwi participation in the development of government thinking and policy in key areas (especially natural resources), and that iwi are engaging with senior ministers. Iwi appear to be participating in this type of engagement with a clear view of the benefits of collective endeavour, but with no intention to compromise their own positions. This means that there are ebbs and flows of enthusiasm by particular iwi in relation

to particular issues, and by no means a clear consensus by every forum member iwi on every significant Crown-Māori relationship issue.

As a result of Treaty settlements, there are growing expectations that iwi will have direct access to Ministers and government more broadly. Given that there are more than 50 iwi with established authority and institutions throughout the country, this will put pressure on the ability of Ministers and government departments to meet their expectations.

Te Puni Kōkiri is not necessarily seen as relevant in these discussions. Further, iwi are at different stages of the settlement process: some are preparing to negotiate; others are in the midst of negotiations; and others are through the process and growing their assets. For this reason they need very different things from government and government needs coordinated advice on this complex diverse set of scenarios.

Iwi that have settled have the resources and the knowledge to plan, execute and progress their own aspirations. They want to address the complex social, cultural, economic and environmental issues facing their people. They seek direct dialogue with government (at a regional and national level) and ownership of the way forward. Te Puni Kōkiri can offer to play more of a catalyst role by working with them to find innovative ways to jointly deliver results for Māori, and to provide leadership and coordination across government.

The iwi-led crime prevention plan in Auckland is an example of this. It is an iwi-led initiative working directly with government at a regional level (eg Police, and Te Puni Kōkiri) and businesses, to ensure better outcomes for Māori. The challenge for central government and the policy branch of Te Puni Kōkiri is to be aware of these local initiatives so that they can be harnessed and connected to other opportunities across government, answering the question of what can be learnt in Auckland for example and applied elsewhere in the country.

This type of engagement tends to contrast the position of iwi who are preparing to negotiate or in the process of negotiation. These iwi are still developing their capacity to enter into

Post settlement accords

To date the Crown has entered into 11 relationship accords. These are important developments in the Crown-Māori relationship.

For example, the central purpose of the Accord with Taranaki Whānui is to 'oversee and protect the integrity of the whole of government relationship established in the Deed of Settlement.'

Te Puni Kōkiri is the lead agency responsible for the diverse range of accords. Their role includes:

- *Arranging the Crown's participation in the annual Ministerial hui*
- *Overseeing the Crown's implementation of the portfolio agreements*
- *Working with iwi on any reviews of the accord*
- *Working with iwi to resolve any disputes involving the overarching accord and/ or the Te Puni Kōkiri portfolio agreement.*

settlement negotiations and to transition into the post-settlement environment. Te Puni Kōkiri should be positioned to assist and facilitate these iwi to build this capability.

There is a key role within government to maintain a central overview of this evolving relationship with iwi and to consider other significant Māori leadership bodies (eg National Urban Māori Authority, NZ Māori Council and Māori Women’s Welfare League among others) to advise on Māori advancement as a whole.

Better Public Services

The Government’s Better Public Services programme seeks to deliver the services that citizens expect in more immediate, responsive and flexible ways, and to do so more effectively and efficiently – to do more and better with less. The *Better Public Services* programme has three broad themes. The following table articulates what this is and what it could mean for Te Puni Kōkiri:

| | Across state sector | Implication for Te Puni Kōkiri |
|-----------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Stronger leadership | A strong focus on leadership across the public services, in addition to individual departments and agencies. This has included creating a stronger leadership of the public services as a system, clearer leadership of sectors organised around results, and functional leadership of core areas of expertise at an all-of-government level. | The primary advisor on the Crown-Māori relationship, working with and through other departments to develop their capability to provide more expert and complete advice on the impact of policies for Māori. |
| Better results | Reconfiguring the system much more directly around the results and outcomes that matter most to New Zealanders. This has included identifying ten challenging results for the public sector to achieve over the next three to five years and creating sectors that organise departments and agencies around a focus on those results. | <p>Recognising the shared objectives and interests embodied in the ten Better Public Services results. Leveraging this opportunity so that agencies are successful because they are meeting the needs of Māori.</p> <p>Ensuring iwi and Māori views feed into results action plans and that relevant policy design and delivery meet Māori needs.</p> |
| Real value-for-money | <p>Improving the quality responsiveness and value for money of the public services. The aim is to create an environment where continuous improvement and innovation are actively encouraged at all levels of government.</p> <p>Better information and engagement with citizens will enable them to shape the evolution of these public services and empower them to be more demanding of providers.</p> | <p>Embedding Māori values in the delivery of public services (for example, mana-citizenship, oranga-wellbeing and Kōkiri-advancement) to improve the quality of response and results.</p> <p>Enabling creativity and innovative ways to find new and better ways to deliver public services based on working in partnership with iwi and Māori.</p> <p>Reporting on the results for Māori and forecasting future opportunities</p> |

The ten challenging Better Public Services results highlight many of the critical outcomes for Māori. In order to achieve these BPS results, it is critical that outcomes for Māori are improved. The Working Party expects that, in time, results for Māori will be clearly reflected in key accountability documents including Statements of Intent and Result Action Plans.

There is an opportunity for sector agencies to expand the shift from a conventional focus on designing and delivering services to improve outcomes for individual Maori, to more integrated services targeting whanau and other collectives of Maori. Te Puni Kōkiri can play an important role in leading this type of shift so that there is more extensive understanding of the value of investing in strength-based economic and social development (consistent with the Māori potential policy framework), as well as addressing the symptoms of disadvantage (e.g. poor health, poor housing, and poverty).

Te Puni Kōkiri must have an important sector leadership role as part of the sector groups of agencies formed around Better Public Services results. Iwi and Māori need the ability to have their say about what should be done and government needs an effective portal for the communication and translation of this advice into effective, results focused public policy. Te Puni Kōkiri should also have a leadership role for Māori, working with and for iwi, hapu, and whānau to enable and support their effective engagement and partnership with the Crown. Taken together these leadership roles would result in a Te Puni Kōkiri that is the nexus and a focus for the Crown-Māori relationship and a catalyst for the development of a deeper and stronger partnership over time.

The government is seeking continuous improvement and innovative models of delivery across public services. This includes contracting for outcomes with community groups to deliver specific programmes (eg in Whānau Ora and with large commercial consortia (eg in Public-Private Partnerships to provide prison facilities, health and social services, and to provide school property). Iwi can bring valuable relationships, assets, resources and capability to such partnerships and can be a source of innovation. The challenge for Te Puni Kōkiri will be to work with government and iwi to identify these opportunities and best practice and to enable both parties to create effective partnerships.

BPS Results for New Zealanders

- 1. Reduce the number of people who have been on a working age benefit for more than 12 months*
- 2. Increase participation in early childhood education*
- 3. Increase infant immunisation rates and reduce the incidence of rheumatic fever*
- 4. Reduce the number of assaults on children*
- 5. Increase the proportion of 18 year olds with NCEA level 2 or equivalent*
- 6. Increase the proportion of 25-34 year olds with advanced trade qualifications, diplomas and degrees*
- 7. Reduce the rates of total crime, violent crime and youth crime*
- 8. Reducing reoffending*
- 9. New Zealand business have a one-stop online shop for all government advice and support they need to run and grow their business*
- 10. New Zealanders can complete their transactions with the Government easily in a digital environment*

Other contextual factors

Economic and financial pressures

There are enduring economic and financial pressures across the economy that mean government, service providers, Māori and iwi leaders, and businesses are all under pressure to innovate and find more efficient and effective ways of achieving their goals. **There is an ongoing need across government to focus resources on the most strategic and significant results. For Te Puni Kōkiri this means determining where they will best add value and how best to work in partnership to support and assist mainstream agencies to achieve results for Māori.**

Whānau Ora

Whānau Ora has the potential to change the way that some public services are delivered to New Zealanders. It includes more integrated delivery of services to address the overall needs of the whānau and community, and can include a partnership approach to working with providers – broadly contracting for outcomes and giving the provider greater freedom to configure the services to achieve those outcomes, rather than contracting for tightly defined, specific outputs. A review of the arrangements for the continuing development and management of Whānau Ora has been completed. It is likely to result in the removal of the commissioning function from Te Puni Kōkiri but this decision is pending.

Technology

Today people are more connected through the use of smart, mobile technology, and wireless technologies. Technology is changing the way people think about relationships, opening up innovative ways of communicating and rapidly distributing and accessing information. One major focus area of the BPS is on the better use of information communication technologies by government. As a small agency with wide regional reach into Māori communities, there is an opportunity for Te Puni Kōkiri to embrace these developments and deliver policy that is more dynamic and responsive to stakeholders of the Crown-Māori relationship.

Summary

The scope and mandate of Te Puni Kōkiri has grown to a point where it is stretched and pulled in various directions. In addition, the environment is changing. **There is an opportunity and willingness to refocus the role of Te Puni Kōkiri so that government is better able to achieve results for Māori by utilising Te Puni Kōkiri's unique intellectual capital, knowledge, experience, networks and mana. There is support across iwi leaders and sector lead Chief Executives for this type of change.** The key opportunities for refocusing and strengthening Te Puni Kōkiri include:

- the dynamic and changing nature of the Crown-Māori relationship, as this moves into a post-settlement environment, and the Crown seeks to develop a partnership that can address more complex and challenging issues

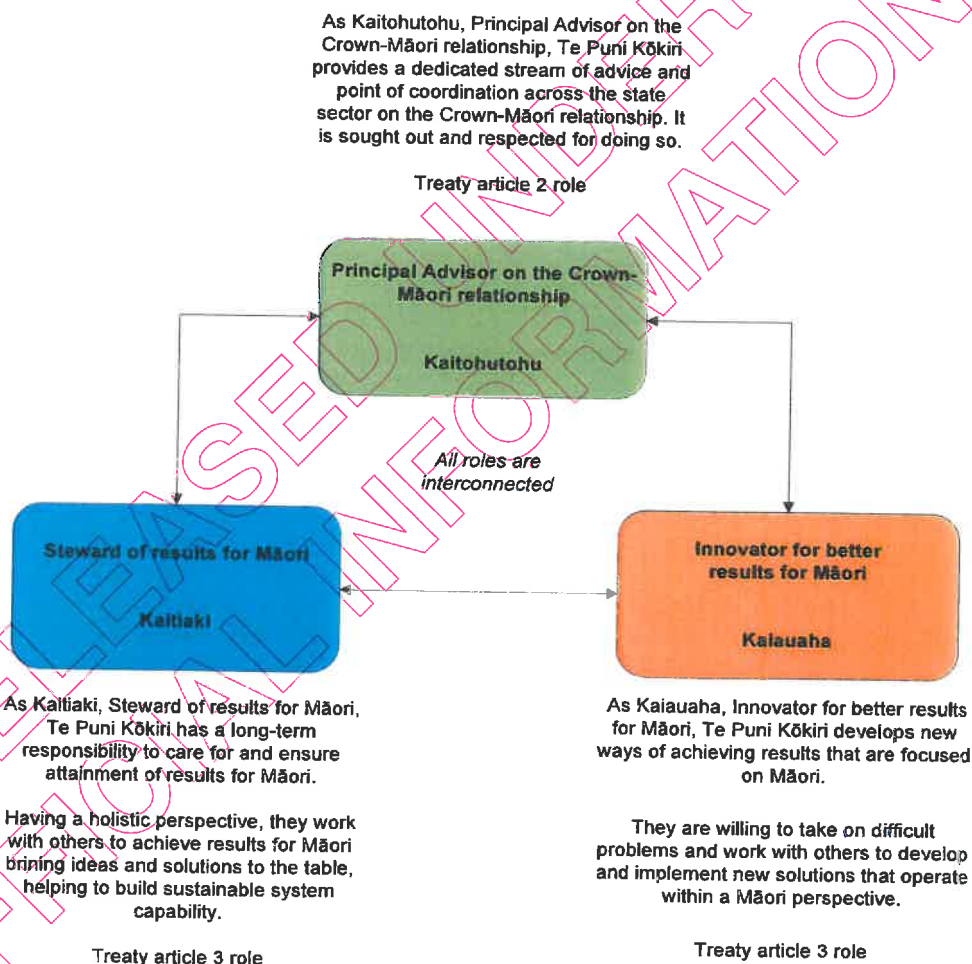
- the need for government to be better prepared and coordinated, in order to respond to the expectations and priorities of iwi across a range of sectors
- the growing leadership, organisation and capability within and across iwi as they seek solutions to the issues facing their people
- recognising the shared objectives and interests of the Crown and Māori that are embodied in the ten Better Public Services results, ensuring iwi and Māori have a critical role in the relevant results action plans and ensuring the stewardship of results for Māori
- the demanding fiscal environment within which government is operating, and the imperative to innovate and find new and better ways to deliver public services
- the valuable relationships, assets, resources and capability that iwi can bring to the delivery of public services, and the opportunity for innovative partnerships to deliver shared outcomes
- ensuring the provision of high quality and durable advice to meet government priorities and achieve the best outcomes for Māori
- lifting the impact of Te Puni Kōkiri by:
 - focusing on the roles that will make the most difference for Māori
 - providing stronger leadership (at a variety of levels) across the state sector
 - developing the right level of capability and capacity to ensure that it is an effective Ministry and that this capability is transferred and permeates the state sector
 - developing and maintaining a strong relationship of trust with iwi that is strategically focused.

Refocusing and strengthening Te Puni Kōkiri

The core roles of Te Puni Kōkiri

The following diagram summarises the three roles the Working Party believes it is critical for a refocused and strengthened Te Puni Kōkiri to have.

Figure 3: Summary of core roles



All of the above roles are by virtue of Te Puni Kōkiri's status as an agency, Treaty article 1 roles

Principal Advisor – Kaitohutohu on the Crown-Māori relationship

Te Puni Kōkiri is and should continue to be uniquely positioned within the state sector as the *principal advisor – Kaitohutohu* to the Crown on the health and state of the Crown-Māori 'relationship'. As part of the Crown, Te Puni Kōkiri should assume a *mātāmua* role, the role of the first born who takes on the responsibility of the parents for the welfare of the siblings. It is a role of authority, mana and respect, of knowing Māori cultural values, history and relationships and skilfully providing leadership. As a *mātāmua*, Te Puni Kōkiri should provide a dedicated stream of advice and a point of coordination across the state sector on the Crown-Māori relationship and would be respected for doing so. Te Puni Kōkiri should be the *mātāmua* of Article 2 discussions, the lead agency facilitating and brokering these discussions with the Crown. Te Puni Kōkiri will need to earn this role among its counterpart agencies.

The three central agencies (Department of Prime Minister and Cabinet, the State Services Commission, and Treasury) each too have *mātāmua* roles as they have oversight of strategic, organisational and fiscal matters. Te Puni Kōkiri's *mātāmua* role is similarly strategic and across government, but for the Crown-Māori relationship.

The Working Party believes that this is a critical role because the relationship is evolving and needs to be managed through advice that anticipates what might impact on (both positively and negatively) the relationship, and how best to engage iwi and Māori. Providing advice on who and to what end discussions should be had. Whilst other government agencies might have their own internal advice about the relationship within a particular sector (for example in education and health) and/or Māori culture and values, there is no government agency other than Te Puni Kōkiri who has the mandate and responsibility for providing a single, joined-up stream of analysis and advice on the relationship in its entirety. They may provide advice on this to the Minister of Māori Affairs and senior ministers.

The Crown-Māori relationship is complex and becoming increasingly complex as iwi and Māori organisations develop more direct relationships and specific agreements with government agencies and Ministers. Since iwi are joining up and expecting to engage effectively with the government, the government too needs to be coordinated and operate in a joined-up manner. This situation is complicated further because not all Māori are represented by iwi or Māori organisations. The resources and on the ground capability within iwi and Māori organisations are not necessarily located in the areas of most need and will significantly vary. It is vital that, as principal advisor on the Crown-Māori relationship, Te Puni Kōkiri understands this dynamic and how it plays out in Māori communities. Te Puni Kōkiri will also need to translate this dynamic into policy advice and service delivery models that will deliver better results for Māori. Te Puni Kōkiri needs to be able to make connections to provide critical strategic advice to Ministers on how the relationship is developing.

To perform this role well, Te Puni Kōkiri needs:

- a team of very experienced, senior public servants who have assigned responsibility for managing the Crown-Māori relationship across particular issues (e.g. Social Development) and particular iwi groups
- excellent relationships with Ministers, iwi and Māori built on their extensive (and unique) knowledge of the entire Crown-Māori relationship (including its history, evolution and potential) and the ability to influence decision-makers. To do this they need a clear view of how they can exercise their responsibilities in these relationships as a government agency
- strong strategic management of relationships across all regions with iwi, Māori and government, to have local intelligence and ability to effectively facilitate and broker the relationship
- strong information sharing between the regions and national office, linking intelligence gathered on the ground to advice for Ministers. This is critical if the team is to build up knowledge covering the breadth of the Crown-Māori relationship
- identifying the strengths and weaknesses of the relationship as well as its points of pressure
- strong policy capability which is well informed and provides strategic insights into how the relationship is changing, what the priorities and opportunities are
- to be regarded as the go-to agency for advice on the state and health of the Crown-Māori relationship.

Steward – Kaitiaki of results for Māori

Te Puni Kōkiri should have a new role as **steward – Kaitiaki** of results for Māori. This is a tuakana role, the role of an older sibling who guides and protects their less experienced siblings as they learn to grow and support themselves. As tuakana, Te Puni Kōkiri has a long-term responsibility to foster and ensure attainment of results for Māori. This role recognises that results will be achieved through other agencies, working with them to change the way they operate and think about meeting the needs of Māori to achieve much better results for Māori. It does not require Te Puni Kōkiri to exercise an audit and monitoring function similar to that performed by audit agencies. Indeed the monitoring function is best undertaken by the sector lead agencies themselves. Te Puni Kōkiri's function would be to integrate these results with a view to understanding the overall

Māori economic development

Understanding and supporting the development of the Māori economy is a critical area for Māori and government.

Developing and implementing the findings of the Maori Economic Development Panel is the type of strategic, high impact initiative that Te Puni Kōkiri should have a stewardship responsibility for, working with and through other Crown agencies (particularly the Ministry of Business, Innovation and Employment), and alongside Maori to achieve results.

impact of government intervention for Māori.

As tuakana, Te Puni Kōkiri must assist agencies to understand the Māori worldview and how best to achieve results for Māori, within a Māori understanding of what is valuable and important. The application of the Māori Potential approach is an example of the type of thinking expected in this role. Te Puni Kōkiri is the agency responsible for having a holistic perspective on how government initiatives are impacting on Māori, connecting and integrating the collective knowledge of this from across the state sector. Te Puni Kōkiri will partner with other agencies to bring ideas and solutions to the table and help build sustainable system capability.

As a government agency, Te Puni Kōkiri should to challenge the status quo through high quality analysis that assesses relative progress towards achieving results; identifies where effort is needed; and that develops measures that will help to hold the state sector (Te Puni Kōkiri and other agencies) accountable for these results. **Te Puni Kōkiri could be charged with producing, on a regular basis, a long-term report forecasting trends for Māori** outlining future likely scenarios based on current government policies. Such a report would use the full set of social and economic indicators to identify the most important issues facing Māori. The report would integrate and build on BPS results action plans taking an overall view on the state of results for Māori. This report would be provide important analysis and insights to assist government to prioritise its efforts for achieving results for Māori.

In this role as Kaitiaki, Te Puni Kōkiri will provide advice and leadership to other agencies. Te Puni Kōkiri will be patient and understanding, and have great relationship skills to bring appropriate guidance to any situation to effective influencing outcomes for Māori. Some agencies will need more help from Te Puni Kōkiri than others and Te Puni Kōkiri will need to establish and review some core-priorities from year to year so that it is able to contribute across sectors and agencies in the most effective manner.

This role would fit well within the Better Public Services programme which has shifted the emphasis within the state sector from conceptualising results for Māori as something in addition to the day-to-day responsibility of agencies to a core part of the work they do. There is now the incentive for agencies to achieve results for Māori because this is where the biggest potential gains are.

These changes in the state sector are reflected in the performance agreement of sector lead Chief Executives – they are now accountable for meeting result targets in their sector. This should incentivise agencies to seek advice from Te Puni Kōkiri about how to address results for Māori. It is critical for Te Puni Kōkiri that they are at the heart of these new policy developments leading and sharing their knowledge and expertise on what works for Māori. This is a partnership role, working with others changing the way they think and operate to achieve results for Māori, and should be well received in this new environment.

The tuakana role moves Te Puni Kōkiri away from a monitoring role, policing other agencies for what they did or did not achieve, to a forward-looking role in which they work with others towards achieving results for Māori. This has several layers including leveraging benefits from the Crown entities that Te Puni Kōkiri is responsible for, having a strategic policy capability to gather intelligence about the system and identifying opportunities, and working with other agencies to build their capacity to meet the needs of Māori.

To perform this role well, Te Puni Kōkiri needs:

- excellent research and evaluation capacity to build applied knowledge and inform strategic forecasting and policy development
- excellent networked intellectual capital with the ability to draw on knowledge from: policy advisors and managers from other sector agencies; whānau, iwi and Māori organisations; academic researchers; and historical records and archives, to have a holistic perspective on Māori results and the system that is affecting them
- an overarching strategic perspective on Māori attainment of results, connecting and integrating what is known from across the system, with the ability to identify what lessons can be learnt and applied to other result areas where there are identified gaps and opportunities
- to be a trusted advisor able to translate knowledge into advice about what should change and happen, on the right issue (the strategic priority), at the right time. At times leading significant policy advice programmes and at other times leading jointly or supporting the leadership of, and working closely with others during their policy development process
- to build capability across the state sector on how to work with iwi and Māori to achieve better results for Māori, making value-adding connections between what is working for Māori at the community level, with what is known to work across different sectors and agencies
- excellent relationships with Crown entities, influencing the outcomes they achieve for Māori.

Innovator – Kaiauaha for better results for Māori

Te Puni Kōkiri should have a refocused and strengthened role of *innovator – Kaiauaha* for better results for Māori, developing new ways of working with iwi and Māori, from a Māori worldview, to achieve results for Māori. As part of the state sector, this is a teina role, the younger sibling who is willing to take on new challenges and risk new ways of working – an entrepreneur. In this role, Te Puni Kōkiri is open to possibilities, pushing boundaries to discover new ways of working, experimenting under the direction of the tuakana for specific results for Māori. They are willing to tackle difficult problems and work with others (both iwi and government agencies) to innovate and develop new solutions based on strong intervention logic, proven international models of indigenous success, that incorporate Māori perspectives and improve governments responsiveness to Māori.

The teina and tuakana roles complement each other. As the teina, Te Puni Kōkiri would develop, from a Māori paradigm, and implement innovative ways of working, using its own resources to test and trial new initiatives. The teina develops and then passes responsibility for up-scaling successful interventions onto other agencies (as tuakana) so that they can be adopted and owned by mainstream operations. The teina role is in service of tuakana. This is a risk taking role which requires enthusiasm, partnership and good ideas to be translated into specific deliverables and actions. It requires the wisdom of the tuakana to identify which initiatives should be trialled. Initiatives would be assessed and refined to maximise impact. Te Puni Kōkiri would have the courage to halt initiatives that are not successful, and would promote the scaling up of successful ideas and insights by other agencies.

In order for these innovative investments to change the way that government as a whole achieves better outcomes for Māori, they need a clear intervention logic, and need to be based on an assessment of whether the:

- the activity would have taken place anyway, or taken place so quickly or to the same extent without Te Puni Kōkiri's involvement – an additionality question
- the activity will lead to improving outcomes for Māori – a value-adding question
- anticipated benefits exceed the cost of support – a cost-benefit question.

To perform the innovator role well, Te Puni Kōkiri needs:

- excellent policy development capability to develop and design new initiatives to test the realisation of specific goals for Māori
- incubating innovative policies within Māori communities, building networks and the capability of providers
- excellent evaluation capability to test ideas and make assessments of merit and worth
- strong contracting management capability to implement and manage large contracts
- utilising current funding streams, like the Māori Potential Fund, in ways that channel innovation in the field to achieve demonstrable outcomes for Māori and learn lessons about how to achieve greater impact for Māori
- promoting successful approaches and innovations to other communities.

The teina role as described is a shift from the current programme funding role that has not been solely focused on innovation.

Summary

All three roles are important for the refocusing of Te Puni Kōkiri but the balance of roles has to be towards the mātāmua and tuakana roles, away from heavily relying on the teina role to produce systemic solutions for Māori. The social, economic and environmental challenges for Māori are complex; they will be resolved through utilising whole of government and iwi

approaches. This requires a Te Puni Kōkiri providing leadership within government on what it means to be Māori and how results can be best achieved for Māori. To achieve change, Te Puni Kōkiri will need to be well connected and respected as the authority on these matters.

Another way to think about the key areas of work and the role of Te Puni Kōkiri is in relation to the articles of the Treaty. From the Crown perspective, the Treaty has been perceived as Māori submission to British sovereignty (Article 1) in exchange for British Citizenship (Article 3) with traditional property rights to be protected (Article 2). A contemporary Māori perspective is that the Treaty conceded to the Crown a right to administer the country in the interests of all inhabitants, Māori and Pākehā, but that an absolute guarantee of Māori control over all matters Māori applied. This approach has created extensive debate around the extent to which the Crown's powers under Article 1 are limited by the guarantees in Article 2.

The Waitangi Tribunal has held that the Crown's right to govern must be balanced against the obligation to protect rangatiratanga. The key historical and contemporary questions surrounding Māori interests in natural (such as freshwater) and other resources are some of the most important Article 2 considerations for Crown-Māori relationship. Te Puni Kōkiri needs to ensure that it has the best knowledge and is providing the highest quality practical advice for the Crown on these issues. There will be an increasing number of examples where this type of advice, developed and offered by an agency distinguished for its experience and expertise on these issues, will add immense value to the success of some of government's major policy programmes.

It is generally accepted that the government has social policy responsibilities toward Māori in terms of Article 3. By guaranteeing citizenship rights to Māori, Article 3 may be interpreted as requiring government to be pro-active in reducing social and economic disparities between Māori and non-Māori. Disparities between Māori and non-Māori in income, health status, educational attainment, labour force participation and a host of other variables, indicate that individual Māori have not enjoyed the reciprocal benefits guaranteed to all citizens under the Treaty. Effective policies should be developed to improve Māori outcomes. This view must take into account the Crown's other responsibilities as the government, fiscal constraints and the responsibility that Māori must take for their own health and welfare.

Te Puni Kōkiri has the opportunity to establish itself as the agency that best understands the issues and solutions to work most effectively with Maori, in a way that can be successfully implemented within the government's constraints. This ability to understand and manage the necessary balance of considerations with Article 3 matters has the potential over time, to build significant capital for Te Puni Kōkiri with the state sector and Māori.

Figure 4: Implications of core roles at national and regional levels

| | Core roles | At a national level this means it ... | At a regional level this means it ... |
|----------------|----------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Matāmua | <p>Principal Advisor / Kaitohutohu Matua on the Crown-Māori relationship</p> <p>✓</p> | <ul style="list-style-type: none"> is regarded as the go-to Crown agent for advice on the state and health of Crown-Māori relationship assisting Ministers to identify and resolve issues is connected to iwi and Māori through strong relationships based on mutual trust and respect advises and facilitates the Crown-Māori relationship with a clear understanding of Mana Māori Motuhake is well informed of all significant rangatiratanga to rangatiratanga meetings works with other departments to provide high quality advice on how policies will impact on the Crown-Māori relationship has deep rooted intellectual capability on issues central to the Crown-Māori relationship | <ul style="list-style-type: none"> builds strong relationships with iwi and Māori by facilitating relationships between government and iwi gathers real time intelligence on the regional Crown-Māori relationships informing strategic policy development |
| Tuakana | <p>Steward / Kaitiaki of results for Māori</p> <p>✓</p> | <ul style="list-style-type: none"> influences results for Māori by weaving and integrating a Māori worldview and an understanding of the flax roots into mainstream policy development leads and develops cross-sector policy initiatives sits at the top table, influencing Ministers and sector CEOs on how to achieve better results for Māori identifies and leverages key opportunities for improving results for Māori by having a clear view on the trends and likely scenarios of the long-term results for Māori has excellent connections with iwi and Māori and to regional offices enabling good channels of communication across the country assesses and evaluates the effectiveness and durability of sector focused policy advice | <ul style="list-style-type: none"> acts as a catalyst between iwi and government agencies finding innovative ways to jointly deliver results for Māori provides leadership and coordination across regional delivery of government services on how to best meet the needs of Māori is a channel for two-way communication between central government and regions on policies and relationships that impact on Māori – translating government intent to iwi and Māori organisations on the ground |
| Teina | <p>Innovator – Kaiauaaha for better results for Māori</p> <p>✓</p> | <ul style="list-style-type: none"> is focused on funding initiatives that trial and test new approaches to achieve results for Māori fosters innovation within Māori communities by funding initiatives of high value and high potential up-scales successfully trialled initiatives by demonstrating the merit of these approaches and influencing mainstream government agencies promotes the impact of successful approaches and interventions useful to other New Zealand communities | <ul style="list-style-type: none"> acts as a catalyst between iwi and government agencies finding innovative ways to jointly deliver results for Māori gathers real time intelligence on the regional Crown-Māori relationships informing strategic policy development |

The foundation of Te Puni Kōkiri is the Māori values and perspective it brings to the work it does

Uniquely placed as a Māori policy agency

Benefits will accrue from utilising the unique features and attributes of Te Puni Kōkiri (as compared to other government agencies) in relation to providing support and advice to Ministers, and other agencies. These unique features include:

- an understanding of the Māori worldview and the value it can add to policy development and engagement processes with iwi and Māori
- high quality relationships and connections into iwi and Māori communities
- an overarching view afforded by operating at the nexus of Crown-Māori relations which provides a holistic perspective on the issues and challenges for Māori and government's response to Māori needs and issues
- ability to provide insightful and influential advice that results in a sustained shift in the performance of government in delivering better results for Māori.

Kaupapa

Underpinning the three roles for Te Puni Kōkiri is the important concept that Te Puni Kōkiri is a uniquely Māori organisation in the state sector. The strength and wellbeing of the core role and kaupapa of Te Puni Kōkiri is what will distinguish it from all other government agencies. Running through what Te Puni Kōkiri is, what it does, and the advice it provides is the concept of 'mauri' – the life force: the continual consideration of the vitality, the energy, the strength of itself, of its work, and the specifics of its advice. This concept is a central value to Māori and to a refocused and strengthened Te Puni Kōkiri.

Mauri has been proposed in previous Māori value frameworks (since the Rangihau inspired Pua Te Atatu), usually as wairuatanga – the spiritual dimension. Mauri also protects mana, and indeed may be equated with mana as they go hand-in-hand (Ma roto i te mauri e pu ai tona mana). Where the mauri of a place is strong, it will have an associated mana. It will be important for Te Puni Kōkiri to draw on a wider community to nurture and protect this spiritual dimension and ensure 'te oranga o te kaupapa', the wellbeing of the kaupapa of Te Puni Kōkiri, its work and its advice.

Regional presence

To perform all three core roles, Te Puni Kōkiri needs to strengthen and refocus its regional presence. The regional presence is essential for Te Puni Kōkiri to maintain strong networks and connections with iwi and Maori communities, and build credibility among its state sector counterparts as the 'go-to' agency for intelligence and advice on Māori interests, real-time risks and other developments. Te Puni Kōkiri's regional offices provide a tangible two-way communication network between flax roots iwi and Maori communities, and policy makers. It also allows the government to clearly gauge the health and state of the Crown Maori relationship at any point in time.

The regional presence supports Te Puni Kōkiri in performing the Principal Advisor role. It is also a key mechanism for assisting Te Puni Kōkiri to undertake the Steward and Innovator roles by enabling them to:

- understand how government policy and programmes are impacting on Māori at a community level
- proactively facilitate and coordinate central and local government, iwi and Māori organisations, businesses and NGOs (at a regional and national level) to achieve better results for Māori; and
- develop innovative solutions to address local issues with iwi and Māori organisations.

This vision for the regions requires a significant shift in the nature of Te Puni Kōkiri's regional capability and activities. Current activities are more grounded in the distribution of funding, contract management and administrative functions. Refocusing regional staff will require them to play a more active strategic leadership and facilitation role. As a reliable source of intelligence and counsel to both government and Maori stakeholders, Te Puni Kōkiri will be seen as a valuable contributor to the Crown-Maori relationship and gain credibility, trust and mana.

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Success is...

Across all roles

Success is Te Puni Kōkiri:

- being sought out as government's specialist Māori advisor, bringing the Māori worldview and the networks and connections into Māori communities to the advice and support it offers the state sector
- having strong leadership able to advocate and bring stakeholders along, giving the organisation the ability to proactively engage and stay focused on its key roles and functions through a prioritised and focused work programme
- establishing strategic relationships with iwi, Māori and Ministers providing the connections and ways of operating that influence key decisions. Excellent communication skills are required
- being viewed as a catalyst, and valued leader and coordinator within government at a national and regional level able to influence outcomes for Māori as a government agency
- being a policy leader, at the table where key discussions are, adding value by integrating ideas, evidence, issues, and relationships which Te Puni Kōkiri is uniquely placed to cultivate and support
- building its base of intellectual capital networked across regional and national offices to enable Te Puni Kōkiri to provide high quality advice to Ministers, government agencies, iwi and Māori organisations based on a holistic perspective on the issues and challenges for Māori and the Crown
- developing a skilled workforce able to grow its talent and in time become a centre of excellence for Māori policy and an employer of choice for talented policy analysts. Te Puni Kōkiri is recognised as a source of talent for roles in iwi organisations, for other policy agencies, and organisations working on Māori outcomes.

Principal Advisor – Kaitohutohu on the Crown-Māori relationship

Success is Te Puni Kōkiri:

- building a strong reputation as the go-to agency on the Crown-Māori relationship through translating current, specialist knowledge of tikanga Māori and the Māori landscape into high quality insightful solutions-focused advice on the nature and evolution of the relationship
- connecting to iwi and Māori through strong regional relationships based on mutual trust and respect. Te Puni Kōkiri knows who to engage with, when and why and shares this information with other parts of the Crown
- being routinely invited and proactively offering to advise on and facilitate relationship issues arising between the Crown and Māori. Te Puni Kōkiri becomes a sophisticated relationship

advisor that can confidently walk in both worlds with a clear understanding of *Mana Māori Motuhake including te reo me ona tikanga*

- being well informed of all significant rangatiratanga to rangatiratanga engagements between Ministers and iwi and has an up to date understanding of, and view on the health of these relationships
- working constructively with other departments to provide high quality advice on how policy proposals that will impact on the Crown-Māori relationship
- building on its deep rooted intellectual capability on issues central to the Crown-Māori relationship – encompassing context, relationships, current issues, and has the ability to draw on this capability to provide strategic advice from different perspectives and dimensions.

Steward – Kaitiaki of results for Māori

Success is Te Puni Kōkiri:

- influencing results for Māori by weaving and integrating a Māori worldview (values and modes of operating) and understanding of the flax roots (local communities) into mainstream policy development and service delivery so that initiatives are shaped differently to better meet the needs of Māori both at a national and regional level
- leading and developing well defined cross-sector policy initiatives that will significantly contribute to the government's BPS result areas for Māori (eg policy on the Māori economy) by drawing on strong internal policy and research capability and networked intellectual capital
- routinely sitting at the 'top table,' advising Ministers and sector lead Chief Executives on how to achieve better results for Māori, by being strategically focused and utilising Te Puni Kōkiri's practical insights into where the current weaknesses and opportunities exist in the system for Māori
- identifying and leveraging key opportunities for improving results for Māori by having a clear view on the likely trends (over the next 20-30 years) of results for Māori, combining what is known about the drivers and levers impacting on Māori outcomes from across government to create a system's view on the likely scenarios for Māori
- maintaining excellent connections with iwi, hapū and regionally based government agencies (both in the social sector and economic development spheres) which is communicated (two-way) between national and regional offices, enabling good feedback of best practices and innovative developments
- assessing and evaluating the effectiveness and durability of sector focused policy advice (in relation to Māori outcomes), drawing together lessons learnt and their potential application within a holistic framework of support and intervention for Māori.

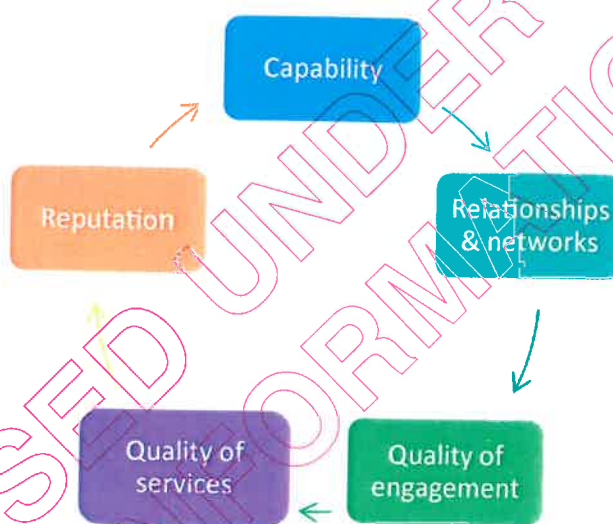
Innovator – Kaiuaha for better results for Māori

Success is Te Puni Kokiri:

- being focussed on funding innovative initiatives that trial and test new approaches (usually within a Māori paradigm) to achieve results for Māori outcomes by targeting efforts on well considered interventions that address specific gaps within the result areas for Māori at a systems level
- fostering innovation within Māori communities by funding initiatives of high value and high potential, that are well informed by research and evaluated for impact. This may include for example facilitating access by Māori to digital technologies for improved engagement with government
- up-scaling successfully trialled initiatives by demonstrating the merit of these approaches and influencing mainstream government agencies, iwi and Māori providers to taken on these new approaches, programmes and initiatives
- promoting the impact of successful approaches and interventions useful to other New Zealand communities.

Next steps

Implementing the vision outlined by the Working Party will depend on changes being made within Te Puni Kōkiri and across the state sector (the system within which Te Puni Kōkiri operates). Te Puni Kōkiri will need to earn its place as the Kaitohutohu, Kaitiaki and Kaiarauaha. It is critical that a virtuous circle is created where the quality of the 'services' Te Puni Kōkiri provides becomes a strong pull-factor, building the reputation of the organisation so that it draws in the capability it needs to build effective relationships and networks with Ministers and Māori, leading to the types of engagements needed to provide high quality services (be they advice, or facilitation of the Crown-Māori relationship, or results for Māori).



This type of virtuous circle takes time to create, but it is necessary if Te Puni Kōkiri is to realise the vision of systemic improvements for Māori. Achieving this virtuous circle will require a clearly defined and comprehensive plan for change management.

Annex 1: The Working Party's Terms of Reference

The Working Party was asked to address five main questions:

- 1 Iwi and Māori are increasingly seeking direct, regular and in-depth dialogue with the Crown across multiple ministerial and agency fronts. As a government agency:
 - What might the kaupapa and structure of Te Puni Kōkiri be in that arrangement?
 - How can Te Puni Kōkiri better support the relationship between government and iwi, particularly in a post-settlement environment; support Māori sector entities; as well as effectively advise on general Māori interests?
 - How can the focus of Te Puni Kōkiri be shifted to improve Māori employment and training, housing and education outcomes?
- 2 The government requires Te Puni Kōkiri and its advice (and other interventions) to be more strategic in focus and result.
 - How can the policy unit be more strategic and/or operate at a high-level threshold?
 - What changes might this require to the ministry's kaupapa, functions or approach?
- 3 How can the refocusing of Te Puni Kōkiri complement the government's wider public service reforms and ensure sound leadership, coordination and advice on Māori/iwi issues across government?
- 4 What constraints or barriers limit Te Puni Kōkiri effectiveness in achieving strategic outcomes across the state sector on government's agreed Māori affairs priorities and what options should sponsoring ministers consider to address them?
- 5 How can these considerations, and those arising from the companion review of Whānau Ora, be optimally aligned with each other to ensure agency and portfolio role clarity and complementarity?

Annex 2: Engagement

In the development of this paper, the Working Party engaged with:

- BPS sector lead Chief Executives
- The National Urban Māori Authority
- Iwi Chair representatives
- Sir Wira Gardiner on behalf of the Whanau Ora Review Working Group
- Leith Comer as current Chief Executive of Te Puni Kōkiri
- Te Taura Whiri
- Federation of Māori Authorities
- Aio Whakatara
- the New Zealand Public Service Association

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