He Pūrongo Arotake: Hoani Waititi Marae

Evaluation Report: Hoani Waititi Marae
Me mahi tahi tātou
*Let us work as one*

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**REALISING MÄORI POTENTIAL**

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The framework above identifies three key enablers that are fundamental to Mäori achieving *Te Ira Tangata* (improved life quality) and realising their potential. All written information has been organised within these three key enablers or *Te Ira Tangata*.

1. **Mäoranga** – Building of knowledge and skills. This area acknowledges the importance of knowledge to building confidence and identity, growing skills and talents and generating innovation and creativity. Knowledge and skills are considered as a key enabler of Mäori potential as they underpin choice and the power to act to improve life quality.

2. **Whakamana** – Strengthening of leadership and decision-making.

3. **Rawa** – Development and use of resources.

4. **Te Ira Tangata** – The quality of life to realise potential.

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EXECUTIVE SUMMARY

INTRODUCTION

In 2006, the Government launched its Effective Interventions (EI) policy package, which acknowledged the need to enhance justice sector responsiveness to Māori. In response, Te Puni Kōkiri and the Ministry of Justice developed a Programme of Action for Māori, which comprised 3 key elements including; (1) ongoing engagement with Māori communities, (2) supporting and learning from promising and innovative providers, and (3) enhancing information gathering and analysis across the sector about effectiveness for Māori.

Under the Programme of Action for Māori, Te Puni Kōkiri invested in a small number of interventions that are designed, developed and delivered by Māori providers. This evaluation report is based on the Hoani Waititi Marae initiative Patua Te Ngangara (PTN), one of the six practical initiatives funded by Te Puni Kōkiri from 2007 to 2008.

EVALUATION AIMS AND OBJECTIVES

The overall aim of this evaluation is to gather detailed information on the PTN initiative, and to the extent possible, illustrate:

- the success or otherwise of the project;
- the short-term outcomes of the project and how these contribute to the strategic outcomes frameworks of Te Puni Kōkiri and other Ministries, including Social Development, Justice and Health; and
- the barriers and facilitators of success with a view to promote good practice for future development and improvement.

The evaluative assessment was made by looking at the achievement and or progress of each initiative against the intended short-term outcomes.

KEY FINDINGS FROM PTN EVALUATION

The project has successfully gathered, collated and shared information concerning, (1) the negative impacts of ‘P’ for whānau, Māori and the wider community and, (2) the strengths and strategies whānau utilise to stay safe from the negative impacts of ‘P’.

Three methods were used to collect and disseminate information including:

- whānau interviews – whānau were engaged through established networks (e.g. marae), word of mouth and/or following a presentation. Their involvement was voluntary and ethical processes were followed at all times.
- presentations – information for each presentation was targeted to the needs of the audience. Presentation participants included Kaupapa Māori service providers, mainstream community organisations, government agencies and local schools and kura kaupapa.
- focus groups – discussions were conducted with representatives from Kaupapa Māori service providers, mainstream community organisations, government agencies and
community members. The kōrero was based on the group’s membership and information needs.

The project has had a number of successful outcomes which included increased knowledge and information concerning the impacts of ‘P’ through:

- completion of more than 30 presentations, including focus groups, which has involved in excess of 1000 people;
- attendance at a number of community hui to share resources and information. For example Waipareira Trust Networking weekly breakfasts;
- 30 whānau interviews involving 19 women and 11 men, ranging in ages from 14 years to 78 years. Thirteen of the interviewees were ex-users;
- evaluation feedback from the presentations and focus groups; and
- a completed literature review on ‘P’ in New Zealand.

Through analysis of data, increased knowledge and information concerning ‘P’ and service provision has identified the:

- appropriate support that whānau need;
- strengths and strategies that whānau have utilised to keep themselves safe from the negative impacts of ‘P’;
- services available for Māori whānau affected by ‘P’;
- gaps in service provision amongst community and government agencies;
- wide range of issues that whānau face in relation to ‘P’; and
- strengths and strategies that whānau have utilised to keep themselves safe from the negative impacts of ‘P’.

The information collected throughout the project can inform and support a number of groups including:

- whānau - experiencing the negative impacts of ‘P’;
- service providers - on the needs of whānau suffering the impacts of ‘P’; and
- policy and planning - service development and prevention/intervention services that may work for whānau impacted by ‘P’.

Facilitators of success for the PTN project have been the experience and knowledge of PTN team. Both the facilitator and community worker have had first hand experience of the impact that ‘P’ can have on whānau and they both bring a high level of understanding and compassion to the work. The PTN project is well supported from Hoani Waititi Marae which has a board of skilled and credible trustees and is experienced in the delivery of many programmes including the restorative justice marae service, Te Whānau Awhina.

Underlying PTN is a kaupapa Māori focus which illustrates the importance of whānau having a sense of who they are as Māori, and the acknowledgment that they have both the strength and skills to recover from the effects of ‘P’. Whānau are offered a chance to speak about their realities and what worked for them. The project has given the opportunity to whānau to lead their own journey of recovery by facilitating a story telling process.
Although the project is focused on Māori and whānau, PTN is *all inclusive*. ‘P’ is a drug that affects all communities not just Māori and so the project team recognise the importance of involving mainstream organisations, Pacific people, groups with disabilities and Pākehā whānau. Finally, PTN utilises a *strengths-based* approach and although it acknowledges the trauma that many whānau have experienced, it looks towards their strengths and the strategies used to survive the negative impacts of ‘P’.

**KEY LESSONS FOR MĀORI DESIGNED, DEVELOPED AND DELIVERED**

In thinking about the achievement of future outcomes and sustainability of this project, the following lessons are useful to consider. These lessons would also be relevant to the development of new social justice projects.

1. Within the area of social justice, projects founded on kaupapa Māori principles are more likely to be effective in reaching Māori and whānau. Principles relevant to Māoritanga will help project participants to feel comfortable and safe. Whānau will also feel supported to take control of their lives and wellbeing. The use of tikanga Māori in engagement processes (i.e. karakia and mihi) and use of appropriate community and Māori settings for project delivery (i.e. marae) can help reconnect whānau with their Māoritanga.

2. Projects developed to deal with offending behaviour work best when whānau are at the core of the initiatives. Whānau are an invaluable resource in Māori communities and their expertise and knowledge of what whānau members require can help produce long term sustainable change and improved wellbeing in all areas of their lives.

3. Delivery of Māori designed programmes is about being responsive, which often means going beyond contract specifications. For example project staff often offer to attend whānau interventions and court appearances. This over delivery is based on the belief that if a programme is going to dissuade a certain type of behaviour and/or ask whānau to share personal and sensitive information, then appropriate supports and responses need to occur as soon as possible for project participants.

4. Social justice programmes need to consider the context of the offender. As the evaluation participants noted, ‘P’ can lead to criminal offending, however if criminal justice responses are just going to deal with the offence then the chances of re-offending could be quite high. Programmes need to deliver a holistic response and try to respond to the causes of the offending, which may well include other substance abuse and addiction.
EVALUATION OF THE EFFECTIVE INTERVENTION INITIATIVE
PATUA TE NGANGARA KI HOANI WAITITI MARAE

INTRODUCTION

In 2006, the Government launched its Effective Interventions (EI) policy package, which acknowledged the need to enhance justice sector responsiveness to Māori. In response, Te Puni Kōkiri and the Ministry of Justice developed a Programme of Action for Māori, which comprised 3 key elements including; (1) ongoing engagement with Māori communities, (2) supporting and learning from promising and innovative providers, and (3) enhancing information gathering and analysis across the sector about effectiveness for Māori.

Under the Programme of Action for Māori, Te Puni Kōkiri invested in a small number of interventions that are designed, developed and delivered by Māori providers. This evaluation report is based on an initiative from Hoani Waititi Marae, the Patua Te Ngangara (PTN) project, one of the six practical initiatives funded by Te Puni Kōkiri.

SELECTION OF THE INITIATIVE

The Programme of Action for Māori focused on interventions that were designed, developed and delivered by Māori providers to identify and test facilitators of success for Māori in the justice sector. In total six providers were selected throughout the North Island and funded in 2007/08. The initiatives were selected because of their potential to impact on reducing Māori rates of offending, reoffending and imprisonment. As a part of this process, all six initiatives were required to undertake a more detailed case study evaluation at the end of the funding period.
EVALUATION AIMS AND OBJECTIVES

The overall aim of this evaluation is to gather detailed information on PTN, and to the extent possible, illustrate:

- the success or otherwise of the project;
- the extent to which the project has achieved its short-term outcomes and how these contribute to the strategic outcomes framework of Ministries, including Te Puni Kōkiri, Social Development, Justice and Health; and
- the barriers and facilitators of success with a view to promoting good practice for future development and improvement.

The evaluation also aims to identify the key lessons learnt from this Māori designed, developed and delivered initiative and facilitators of success for Māori in the justice sector.

THE EVALUATION APPROACH

This evaluation utilised a case study approach to gather detailed information about the ways in which the project operated and to identify facilitators of success when working with Māori. The case study also evaluated, to the extent possible, the degree to which the project achieved its intended short-term outcomes.

The evaluation approach included:

- the review of all relevant documentation. For example contract details and specifications, PTN progress reports, project material produced in relation to the initiative, (see Appendix 1 for detailed list);
- the development of a questionnaire, largely based on the interview guide and case study template provided by Te Puni Kōkiri, to guide the case study interviews (Appendix 2);
- interviews with the project providers and key informants;
- content analysis of stakeholder feedback to identify the success facilitators of the project and understanding of the outcomes and implications for best practice of Māori designed, developed and delivered programme; and
- the presentation of findings in this report.

The evaluation was also informed through the PTN programme logic and the outcome frameworks of various Ministries including Health, Social Development and Justice. As well the evaluation report was peer reviewed prior to submission to Te Puni Kōkiri.

Interviews were held in the month of May 2008, with the project facilitator, project community worker, four whānau interviewees, community service provider representative, research team member, and Te Puni Kōkiri kaiwhakarite. All interview participants were informed about the purposes of the evaluation and ethical considerations of confidentiality, informed consent and voluntary participation. During the interviews information was recorded through note-taking and digital recording. The project participants received a koha in petrol vouchers for their involvement.
ETHICAL CONSIDERATIONS

The evaluation was conducted in accordance with Te Puni Kōkiri’s publication ‘Evaluation for Māori’ and the Social Policy Evaluation and Research (SPEaR) guidelines for Evaluation with Māori. Principles of respect, integrity, responsiveness, competency and reciprocity were utilised throughout the evaluation fieldwork and reporting.

CAVEATS

A number of caveats apply to this evaluation study:

- due to the short timeframe of the evaluation, the evaluation approach was limited to the stated qualitative methods and outcome data provided by participants;

- the evaluation activities did not include a review of financial performance and it was not always possible to triangulate data from single sources; and

- the evaluation timeframe constrained the number of hours/days that could be allocated to fieldwork. This further limited the number of people that were interviewed.
INTRODUCTION

Patua Te Ngangara (PTN) is an action research project, designed to increase the knowledge of methamphetamine impacts amongst Māori and whānau, which is being led by Hoani Waititi Marae. Through engaging whānau, community and government agencies, PTN aims to, (1) increase the knowledge of the negative impacts of ‘P’ on Māori and whānau, (2) support and inform social service providers, health agencies, Māori providers and the wider community through the development of resources based on the realities of ‘P’, and (3) identify the strengths and strategies utilised by whānau in their battles against ‘P’.

ORGANISATIONAL PROFILE

PTN began in April 2007 and is run by Hoani Waititi Marae. Hoani Waititi Marae has been in operation since the 1980's and is a pan-tribal marae, working across West Auckland. The marae has been providing Māori with educational opportunities, health services, housing assistance, recreational activities and traditional Māori pursuits for a number of years.

Hoani Waititi staff are also experienced in delivering effective justice-related programmes, such as the Te Whānau Awhina marae justice programme. PTN is supported and guided by the Hoani Waititi Marae Trust members including Dr. Pita Sharples, who champions the kaupapa of PTN, as well as a project steering committee within Hoani Waititi marae.

DESCRIPTION OF THE INITIATIVE

The journey or beginnings of PTN can be traced back to the early years of 2000 when Shane White and Elaine Ngamu were working individually, in opposite regions of Auckland, within the field of ‘P’ education. Due to their own personal experiences of supporting ‘P’ users to become ‘P’ free, they realised that ‘P’ was a “poison” to whānau and the wider community.

Both team members became involved in delivering education and raising the awareness of ‘P’ through:

- establishing Te Rōpu o Ahikaa, a North Shore initiative. The rōpu developed a number of resources including text support and cycle of abuse handouts (Elaine Ngamu); and
- delivering Hoani Waititi Marae Roadshow on ‘What is P?’ (Shane White).

Both initiatives had limited funding and largely operated through voluntary mahi and piecemeal resources. Both Shane and Elaine were aware that New Zealand information on the impacts of ‘P’ was limited, particularly the impacts for Māori and whānau. The information that did exist

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1 Methamphetamine also known as speed, P, Crack, Burn, Blows and many more names will be referred to as ‘P’ throughout the report.
indicated that there seemed to be a relationship between ‘P’ and criminal activity. As such it was seen as a critical area to investigate further, particularly in ascertaining the ways that whānau had successfully supported their members to become ‘P’ free.

Therefore the EI Action Programme for Māori and available funding through Te Puni Kōkiri, was seen as an opportunity to extend and improve on past mahi and an excellent opportunity to bring together the combined expertise and knowledge of Te Roopu o Ahikaa and Hoani Waititi Marae. An action-research project was then developed based on: (1) the original presentations delivered by Hoani Waititi Marae, with whānau in 2003/2004 and (2) recognition that the people with the expertise and knowledge, were those whānau who had been living with ‘P’ and its negative impacts.

Under PTN, researchers would be contracted to carry out qualitative interviews, collate and analyse data. This was also seen as a capacity building exercise as the PTN team would be involved in all aspects of the research and learning new skills. From the insights and whakaaro of the whānau interviewees it was also anticipated that further developments and in-roads could be made into the area of ‘P’, particularly through strategic policy, planning and development of appropriate prevention and intervention approaches.

INITIATIVE AIMS AND OBJECTIVES

The project has three main objectives:

- quality information is gathered identifying the strengths and strategies that whānau have utilised to keep themselves safe from the negative impacts of methamphetamine;
- analysis of the data and information captured in the interviews with whānau concerning the strengths and strategies that have been utilised to stay safe from the negative impacts of methamphetamine; and
- resources are produced and shared that reflect the information gathered through the interviews and the discussions that occurred post-presentation and focus groups.

TARGET GROUPS AND PEOPLE INVOLVED

PTN’s primary focus is on whānau who have and are being negatively impacted due to ‘P’, including ex-users and whānau support people. They become involved in the programme mainly through community networks and word of mouth. Participation is completely voluntary and driven by the fact that whānau want to tell their stories in the hope that others will not have to go through the same painful experiences, and that one day ‘P’ will be eradicated from the lives of Māori.

A range of organisations also become involved in PTN through presentations and focus groups including;

- Māori service providers (e.g. Te Whānau o Waipareira Trust, Raukura Hauora o Tainui, DHB Māori Health Wellsford);

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2 Research briefings on the Socio Economic Impact of Amphetamine Type Stimulants (ATS) in New Zealand, Massey University, December 2004.
• mainstream community agencies (e.g. Deaf Education Centre, New Zealand School of Acupuncture, Northern Area New Zealand Cadet Forces); and

• local schools and kura kaupapa (e.g. Kelston Boys College, Pounamu Performing Arts School)

PTN is a strengths-based project and although it is dealing with the very challenging topic of ‘P’, attempts to empower whānau through:

• acknowledging the skills, strengths and mana of whānau to effectively deal with the issues of ‘P’; and

• supporting whānau as a source of strength to rebuild their own lives.

Guiding principles of aroha ki te tangata, whakawhanaungatanga, pōwhiri and āwhinatanga are important throughout the project. Each engagement, whether it is a whānau interview presentation or focus group, follows tikanga Māori approaches of karakia, mihi, whakawhanaungatanga and kai. Whānau interviews are based on kaupapa Māori research approaches, as are the presentations and focus group discussions. By allowing time and space, Māori are given an opportunity to share their realities. This information is given back to the participants to confirm and acknowledge the importance of their kōrero. Reciprocity is important and as such commitment to whānau and extending offers of support extend beyond the project timeframes; essentially new whānau relationships are established for life.

The following two sections outline the roles and responsibilities of kaimahi within the project and outline the project activities.

PROJECT KAIMAHI

A core team of three people work on the project and include the PTN facilitator, PTN community worker and PTN administrator. A research team was also contracted to meet the required contract specifications.

PTN Facilitator

The project facilitator plays a key role within PTN and is largely responsible for the overall project operation. The current roles of the PTN facilitator include:

• project development and involvement – ongoing planning;

• liaison with whānau including whānau interviews;

• networking and establishing strategic relationships with government and community agencies;

• conducting a literature review on ‘P’;

• host presentations with community and government agencies;

• develop and disseminate promotional material;

• work closely with contracted researchers in the development of questions for whānau interviews and focus groups and oversee research findings and

• reporting to Te Puni Kōkiri.
PTN Community worker

The PTN community worker is a project assistant role. The community worker’s knowledge and experience in the project area, means she also has a key role in PTN.

Specific roles and responsibilities undertaken by the community worker include:

- assisting the PTN facilitator with all aspect of his work;
- developing PTN communications plan;
- project development with the project coordinator;
- implementing project activities including, whānau interviews, focus groups and presentations;
- supporting whānau in crisis intervention hui (this role is outside of the PTN project objectives, but is seen as an important component of the team’s mahi, particularly when intervention support for whānau is limited); and
- developing resources for various audiences.

PTN Administrator

The PTN administrator responsibilities include;

- implementation of a filing and data storage system;
- collation of information to meet reporting timeframes;
- timetabling and confirming venues for focus group discussions and presentations; and
- engaging with community service providers.

Research Contractors

The research team were contracted to gather information from whānau, facilitate the focus groups and develop evaluations that sought feedback following the presentations. Information would be analysed and reported on in the final report to Te Puni Kōkiri. The research team brought to the PTN project extensive knowledge of kaupapa Māori research processes and were well qualified to engage in meaningful and appropriate ways with whānau.

The tools the research team designed also provided avenues to collect up-to-date information. This information can be used to improve the initiative immediately ensuring that PTN is always responding to the needs of the whānau/participants with relevant material.
Kaiāwhina

A number of people have contributed to the implementation and operation of PTN project including:

- kaumatua support role in ensuring tikanga is upheld, involvement in whānau interviews at the request of whānau and extensive connections with Māori communities;

- steering group support through the overseeing of financial reports to Te Puni Kōkiri, strategic planning and guidance, and financial management; and

- AUT student placement. A third year Māori Development student competent in design software such as Fireworks and Photoshop was instrumental in PTN resource development.
INITIATIVE ACTIVITIES

PTN developed through the following steps:

1. Project planning – contract development and project planning between Hoani Waititi Marae, Te Puni Kōkiri and PTN facilitator.

2. Project establishment – PTN community worker and administrator employed and research contractors engaged. Premises established at Hoani Waititi and establishment of an office with required equipment.

3. Project implementation – The project is delivered through a number of pathways, including whānau interviews, presentations and focus groups. Each are discussed below.

Whānau interviews

- Engagement of whānau occurred through established networks (e.g. marae), word of mouth and/or following a presentation. Whānau involvement was voluntary and ethical processes were followed at all times.

- The researchers were responsible for developing an interview guide and conducting the interviews with the support of either the facilitator or community worker. Interviews occurred in a neutral venue (i.e. local café) or at a place where the whānau felt comfortable. Considerable time was given to each whānau interviewee and usually involved seeing the whānau at least 2-3 times.

- Information was collated and analysed and presented back to the whānau in power point presentations.

Presentations

- Presentations were carried out with kaupapa Māori service providers, mainstream community organisations, government agencies and local schools and kura kaupapa. The purpose of the presentation was to share information from the whānau interviews, and on the impacts of ‘P’. Information for each presentation was targeted to the needs of the audience. Examples included facilitating discussion with school staff and presenting the cycle of ‘P’ abuse and whānau strategies to chapters of the Notorious Mongrel Mob.

- Evaluations were carried out through the use of feedback forms and kōrero with the presenters following the presentations. This is an important component of the initiative as it ensures relevant information is being presented and therefore the project is continually improving.

Focus groups

- Focus group discussions were conducted with representatives from kaupapa Māori service providers, mainstream community organisations, government agencies and community members. Focus groups were utilised to gather, share and provide key information related to ‘P’. The kōrero was based on the group’s membership and information needs. For example the focus group for Alcohol and Drug (AOD) service providers looked at the tools that whānau use to stay safe from ‘P’ and issues pertaining to psychosis and dual diagnoses.
OUTCOMES

This section looks at progress toward the intended/stated short-term outcomes. These were identified through an analysis of the project planning documentation, project progress reports and in discussion with key stakeholders, including whānau interviewees and kaimahi.

Stated outcome 1:

Quality information is gathered identifying the strengths and strategies that whānau have utilised to keep themselves safe from the negative impacts of methamphetamine.

Achievement/progress towards achievement of outcome

Increased knowledge and information concerning the impacts of ‘P’ is gathered through:

- successful completion of more than 30 presentations, including focus groups, which have involved in excess of 1000 people;
- attendance at a number of community hui to share resources and information. For example Waipareira Trust networking weekly breakfasts;
- 30 whānau interviews involving 19 women and 11 men, ranging in ages from 14 years to 78 years. Thirteen of interviewees were ex-users;
- evaluation feedback from the presentations and focus groups; and
- a completed literature search in on ‘P’ in New Zealand which supported the kaupapa of the project and highlighted the need for more information on ‘P’ and the impacts on whānau.

Stated outcome 2:

Analysis of data and information captured in the interviews with whānau concerning the strengths and strategies that have been utilised to stay safe from the negative impacts of methamphetamine.

Achievement/progress towards achievement of outcome

Increased knowledge and information concerning ‘P’ and service provision has identified:

- the appropriate support that whānau need;
- strengths and strategies that whānau utilised to keep themselves safe from the negative impacts of ‘P’;
- services available for Māori whānau affected by ‘P’;
- gaps in service provision amongst community and government agencies; and
- the wide range of issues that whānau face in relation to ‘P’.
Stated outcome 3:

Resources are produced that reflect the information gathered through the interviews and the discussions that occurred post-presentation and focus groups.

Achievement/progress towards achievement of outcome

Feedback collected during the project informed and supported:

- whānau who are experiencing the negative impacts of ‘P’;
- service providers on the needs of whānau suffering the impacts of ‘P’; and
- policy planning about service development and prevention/intervention services that may work for whānau impacted by ‘P’.

Effective resources have been developed based on the information needs identified within the whānau interviews, presentations and focus group discussions. Resources included; cycle of abuse handouts, guide for parents booklet, promotional posters and postcards.

The project has not only achieved the objectives as stated in the contract specifications, but the number of required presentations has also been exceeded. The PTN team has successfully engaged and liaised with whānau and community organisations, gathering, collating and sharing information. As such additional outcomes identified through the evaluation interviews include:

- the raised profile of the PTN project. Post-contract the project team continue to deliver a high number of presentations due to requests from community organisations. At the time of the evaluation, planned presentations for May totalled 10, with new presentations being timetabled daily;
- the mahi and commitment to the project from the research team has added extra value to the project. Through the successful application of planning and evaluative techniques, PTN is able to develop in a more strategic way, as opposed to ‘knee jerk’ development; and
- the utilisation of kaupapa Māori research processes empowered whānau by listening, respecting and maintaining a sense of their ownership over the stories shared.

The outcomes of this project have the potential to have far-reaching influences. The stories of the whānau provide some ground-breaking information, not only about what ‘P’ has done to their whānau but what really worked for them, and how they have survived (and are still surviving) ‘P’. It is the hope of the whānau interviewed for the evaluation, that their kōrero can influence the development of prevention and intervention services, so others do not have to have similar experiences.

“Yay, I thought something is happening. Whānau need options about what they can do and at the moment there is nothing and Māori should be able to say what will work for them because we know the impacts on our whānau.” Community service provider

UNDERSTANDING THE ACHIEVEMENT OF OUTCOMES

Throughout the project there have been a number of facilitators that have enabled and supported the achievement of positive outcomes. The following factors have been identified by project kaimahi and key stakeholders as crucial to the success of the project to date.
Success Factors: Understanding Outcomes and Implications for Best Practice

1. Dedicated and experienced project team

- The PTN team have extensive knowledge of ‘P’ and the negative impacts it has on whānau. Both the facilitator and community worker have had first hand experiences of the impact that of ‘P’ on whānau. They both bring a high level of understanding and compassion to the work and remain aware of the need for sensitivity in all dealings with whānau.

- The PTN team deliver beyond their contract specifications and will extend offers of support to whānau. This often means carrying out tasks outside of the contract specifications such as attendance at whānau interventions.

- The PTN facilitator and community worker utilise transparent and accountable processes such as reporting to Hoani Waititi, Te Puni Kōkiri and whānau interviewees. They also remain focused on the overall vision of assisting Māori towards a healthier and positive ‘P’ free life.

- The team is committed to raising the profile of the impacts of ‘P’, and the influence that it has on health, whanaungatanga and whānau development

Best practice:

Having people working with Māori who have personal life experience in the project kaupapa helps to foster a relationship of trust and belief between Māori communities and whānau.

Having people who are passionate, committed and non-judgemental will increase the likelihood that whānau will share their stories which in turn will inform the areas of policy and service delivery.

“They [PTN team] were very supportive and always there for me. You know we have all been affected by this and I felt listened to and safe to talk about my whānau” Whānau interviewee

2. Strong supporting structures

PTN sits within Hoani Waititi Marae which has a Board of skilled and credible trustees and is experienced in the delivery of many programmes including the restorative justice marae service, Te Whānau Awhina. A steering group of Hoani Waititi marae staff also lend support through financial management and strategic development.

Best Practice:

Having a supporting body which upholds and supports the project’s kaupapa and provides necessary guidance to the project team, increases the chance of a more successful project.

Strong, well-established structures that assist in the development of the project’s strategic development is an important component when considering long-term outcomes.

Having a supporting body which understands the components of restorative justice and importance of empowering and supporting whānau to protect and care for their own, allows for responsive and relevant approaches.

“We have the marae which has been known to work well in restorative justice models… being based at the marae is really good, some people have lost all connections with who they are as Māori and their whānau because of ‘P’, coming back to the marae means we can create a whānau around them.” PTN team member
3. Inclusive approach

Although the project is focused on Māori and whānau, PTN is all inclusive. ‘P’ is a drug that affects all communities not just Māori and so the project team recognise the importance of involving mainstream organisations, Pacific people, groups with disabilities and Pākehā whānau. Although presentations and whānau interviews have largely targeted Māori, the project team will not turn away requests for help as they are well aware that there are limited services available to all whānau suffering from the negative impacts of ‘P’. An example of inclusivity, ‘aroha ki te tangata’, was the support given to a Pākehā family who were involved in the whānau interview process after their son committed suicide due to ‘P’.

The PTN team have also developed many links in the community with agencies and will support service providers approaches to fighting ‘P’ by supplying information and PTN resources.

**Best practice:**

Projects will have a greater chance of influencing communities about the negative impact of ‘P’ if information is shared openly and partnerships are developed. For example PTN are working in collaboration with Te Ara Tika o Whānau Trust to deliver information about the negative impacts of ‘P’ to Notorious Mob chapters throughout the country.

“We will work with anybody who wants to get rid of ‘P’, so we’ll work in mainstream as well and it seems to be working - we have spoken with mainstream providers, schools, even disability providers.” PTN team member

4. Māori focus

Underlying PTN is a Māori focus which illustrates the importance of whānau having a sense of who they are as Māori, and the acknowledgment that they have both the strength and skills to recover from the effects of ‘P’. Whānau are offered a chance to speak about their realities and what worked for them.

**Best practice:**

Projects which acknowledge Māori as the experts in their own wellbeing, and offer the chance to participate in projects based on their contexts and realities as Māori, will more likely have a greater impact.

Projects which focus on Māori development and the right for whānau to lead their own development will capture interest in and commitment to the kaupapa of the project

Projects which tautoko and awhi the experiences of whānau and acknowledge the strength and mana within whānau will empower the whānau with a sense of tino rangatiratanga, the ability to lead their whānau into the future.

“We have our own way of doing things and we know the consequences of ‘P’. You wrap yourselves around your whānau, watch out for them, give them belonging, confidence.” Whānau interviewee

5. Research team

The research team has been instrumental in the development and implementation of the project. Their mahi reflects the underlying principles of the project’s kaupapa and all information has been gathered, collated and presented back to the whānau interviewees with
the upmost respect and integrity. The team approach of the researchers through involving the PTN team at all levels of the research process reflects the dynamics of whanaungatanga.

The experience and skills of the research team has also impacted on the PTN team’s capacity and capabilities. The research team’s guidance and support, particularly in the areas of strategic planning, time management and self-care has seen PTN’s practice improving.

Best practice:

Projects with a Māori focus, that involve contracted services who have knowledge of tikanga Māori, can effectively break down some barriers and establish good working relationships and connections quickly.

Having skilled and experienced people working with a project which is new and evolving over time is extremely beneficial for ongoing development and actioning change.

“You know Māori get sick of being researched but they were fantastic, so understanding…they know the importance of the kaupapa and that something needs to come out of this so other whānau don’t suffer.” Whānau interviewee

“The research team have really helped us be the best we can be.” PTN team member

6. Whānau development

The project has given the opportunity to whānau to lead their own journey of recovery by facilitating a story telling process. The project has advocated for whānau to become responsible and see the role they can play in their loved one’s journey to become ‘P’ free. A number of whānau that have been through PTN have offered their own services to the project and are willing to help in a voluntary capacity. Whānau were also given the opportunity to discuss what they would like to see done with the information and what they consider the next steps should be.

Given the nature of ‘P’ and the negative impacts, some ex-users have lost all connection with their whānau. In those situations the project and Hoani Waititi Marae has been able to offer the support and aroha, essentially building a new whānau around the person, a benefit of having a well established infrastructure behind the initiative.

Best practice:

Projects that empower whānau to lead their own development will have a greater impact particularly in producing positive sustainable change in all areas of their lives, including health, education, and wairua of the generations to come.

“They are empowering whānau, saying yeah you can do this and you know what’s best, now we just need supports to do it” Whānau interviewee.

7. Strengths-based approach

PTN works in the positive and although it acknowledges the trauma that many whānau have experienced, looks towards their strengths and the strategies used to survive the negative impacts of ‘P’. The project does not blame the whānau in any way, or judge them; instead it offers opportunities of support, awhi and recognition.
**Best practice:**

A project that focuses on ‘what is good’, the strengths of whānau and their ability to care for their own in ways that are meaningful to them fosters whānau development and greater whānau wellbeing.

Additional success factors identified by evaluation interviewees include:

- the constant use of evaluation feedback throughout the project to ensure that activities were on track to meeting the needs of whānau and community agencies;
- the presentations and focus groups were targeted specifically to the audiences’ needs; and
- the stories were presented back to the whānau interviewees to ensure accuracy and to retain them as the rightful owners of the information.

**BARRIERS TO THE ACHIEVEMENT OF INTENDED OUTCOMES**

The barriers and obstacles that have impacted on the success of the programme are described below.

**Barriers: Understanding outcomes and implications for best practice**

1. **Developmental nature of the project**

PTN is essentially an action research project and, as such, develops and grows as new information comes to light. At times this can add extra pressure on the project team as they try to cope with an ever growing workload. Over the time of the project both the facilitator and community worker positions involved a number of case management tasks as whānau requested support in whānau intervention hui, attendance at court hearings and counselling support. Although this has not impacted on the success of the project, it can detract from the original focus of the project as well as inhibit strategic forward planning, as opposed to ‘knee jerk’ service delivery.

**Best practice:**

When developing and planning a new programme which is guided by kaupapa Māori principles of whānau development, awhinatanga and aroha ki te tangata, adequate resourcing and supports need to be incorporated allowing the initiative to grow and develop appropriately. Māori service providers will always respond despite lack of resourcing, however supports need to be developed to avoid burnout of project members and time for strategic forward planning.

2. **Project design and implementation**

Initially the project was based on past mahi into research and delivery of presentations on ‘P’ in 2003/04. The intended objectives included interviews with a sample of people who attended the presentation in 2003/04, and redesigning and updating the original presentations. It became clear that the project objectives needed to be changed because it was proving difficult to contact any of the people who had participated in 2003/04. This caused some confusion and minor delays to the project starting.
Best practice:

To ensure that projects have every chance of success there needs to be time allocated to an initial phase where detailed project planning and design can occur. Open communication around project design and delivery needs to occur between providers and funders, so expectations are clear and the pressure to start a project is balanced with setting clear achievable outcomes.

3. Supervision and future development

There are a number of challenges that the PTN team have experienced throughout the project including:

- supporting whānau suffering from the impacts of ‘P’;
- working with people who have a set of specialised needs and require a great deal of support (i.e. ex-users);
- accessing adequate help for whānau and ex-users;
- targeting the presentations for a myriad of audiences and needs;
- attempting to respond to all the requests for support whether it be from whānau, service providers or community organisations;
- responding appropriately as the project evolved and developed; and
- allowing an adequate amount of time for reflection and planning.

Despite these challenges professional supervision was not built into the project and while the PTN team benefitted from the supervision provided by the contracted research team, this supervision was outside of the research team’s contract. Over the project timeframe demand for PTN services has spread outside of the Auckland region. If the demand continues and the project continues to fill a national need for information about ‘P’, then intensive management support and supervision will need to be built into the project.

Best practice:

Projects that are innovative, responsive and require kaimahi to work under a number of potentially high stress conditions need to have in place:

- supervision - a confidential and safe environment to debrief, reflect and plan forward, ensuring that kaimahi have an appropriate level of support; and
- management – support to build capacity and capability as the project develops. For example regular meetings to discuss any new activity, how it relates to overall project objectives, associated risks or barriers and mitigation.

Although not a barrier to the project, it is worth noting that different agencies will be inclined to view the topic of ‘P’ in a number of ways, depending on the focus of their own kaupapa. For example during the project timeframe it has become clear that the Police see ‘P’ as a causal factor in crime. Because dealing with crime is their focus, the user’s ‘P’ addiction is not dealt with, instead the focus is the offence. However to effectively deal with the impacts of ‘P’ and help break the addiction, a wraparound, holistic approach is required from agencies.
THE LINKS BETWEEN PTN AND CROSS-AGENCY OUTCOMES FRAMEWORKS

The project outcomes overlap with a number of agency outcomes frameworks including:

**Ministry of Social Development (MSD) – An Inclusive New Zealand**

Specific MSD outcomes as they relate to the project include:

- building on the strengths and resilience in whānau;
- whānau have knowledge, capabilities, skills to look after members;
- whānau have resources to support members to play a functional role; and
- whānau are strong voices in decision-making.

Whānau strength and ability to effectively care for their own members is integral to the success of the PTN project. Listening to stories from whānau interviewees has helped to identify the strategies that they utilised to stay safe and create a secure environment for tamariki and/or mokopuna. Throughout the project resources were developed as feedback was collected on what information whānau and community and government service providers required. This response empowered whānau and made them feel that their stories, their kōrero was important and they could play a role in decisions that may affect whānau in the future.

"I remember telling my story and saying how it was hard for men who were partners of P-users and all the custody issues. After that a mana tane support roopu was set up. It was just awesome to get a response like that." Whānau interviewee

**Ministry of Health (MOH) - He Korowai Oranga**

He Korowai Oranga places whānau at the centre of wellbeing and challenges providers to create environments that are liberating and enable whānau to shape and direct their own lives. As with PTN, whānau are seen as a source of strength and support with the expertise to care for their own members. He Korowai Oranga asserts Māori approaches are effective in improving Māori outcomes. This has been the case with PTN, as it is this approach that gives whānau an opportunity to share what worked well for them in their battle against ‘P’. The PTN project is encouraging a healthy New Zealand and through ongoing mahi and project development, PTN has the potential to impact on the life expectancy of many whānau. Being ‘P’ free will allow whānau to:

- experience physical, spiritual, mental and emotional health and have control over their own destinies;
- enjoy a better quality of life; and
- participate in te ao Māori and wider New Zealand society

**Ministry of Justice (MOJ) sector outcomes**

The project was initially established because of its potential to impact on Māori rates of offending, reoffending and imprisonment. PTN approaches the kaupapa of reducing crime by investigating the negative impacts of ‘P’ and highlighting how whānau have kept themselves
safe and their strategies utilised to deal with the negative impacts of ‘P’. A safe and just society is encouraged through:

- informing Māori communities of the strategies utilised by whānau so others can take control of their own situations and avoid repeat victimisation due to ‘P’; and
- improving the resilience of whānau, who may be at risk of the negative impacts of ‘P’ including violent behaviour and theft. Information is collected, analysed and shared with Māori communities and wider New Zealand society. This information also adds to the definition of resilience as it applies to Māori and whānau as common strategies of staying safe are identified.

The whānau interviewee information and feedback from various presentations and focus group discussions with service providers, has the potential to inform policy and service development within the justice system. The research has produced up to date information on the needs of whānau and ‘P’ users as well as identified gaps in service provision, such as justice system’s current responses to ‘P’ addicts. For example, often users are imprisoned with no drug ‘addiction’ programmes in place. The information collected through PTN could shape evidence-based programmes and responses to reduce further offending and work towards a trusted justice system that will effectively meet the needs of Māori whānau.

The project also reflects the restorative justice components of moving beyond condemnation of negative behaviour and addresses the causes and consequences of offending, including ‘P’ addiction and identifying the whānau strategies to stay safe.

**KEY LESSONS FOR MĀORI DESIGNED, DEVELOPED AND DELIVERED**

In thinking about the achievement of future outcomes and sustainability of this project, the following lessons are useful to consider. These lessons would also be relevant to the development of new social justice projects.

1. Within the area of social justice, projects founded on kaupapa Māori principles are more likely to be effective in reaching Māori and whānau. Principles relevant to Māoritanga will help project participants to feel comfortable and safe. Whānau will also feel supported to take control of their lives and wellbeing. The use of tikanga Māori in engagement processes (i.e. karakia and mihi) and use of marae for project delivery can help reconnect whānau with their Māoritanga.

2. Projects developed to deal with offending behaviour work best when whānau are at the core of the initiatives. Whānau are an invaluable resource in Māori communities and their expertise and knowledge of what whānau members require can help produce long term sustainable change and improved wellbeing in all areas of their lives.

3. Delivery of Māori designed programmes is about being responsive, which often means going beyond contract specifications. For example project staff often offer to attend whānau interventions and court appearances. This over delivery is based on the belief that if a programme is going to dissuade a certain type of behaviour and/or ask whānau to share personal and sensitive information, then appropriate supports and responses need to occur as soon as possible for project participants.

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3 The use of the term ‘social justice’ as it relates to Effective Interventions in the Criminal Justice sector and this evaluation report, signifies the holistic approach of interventions to affect criminal justice outcomes.
4. Social justice programmes need to consider the context of the offender. As the evaluation participants noted, ‘P’ can lead to criminal offending. However if criminal justice responses are just going to deal with the offence then the chances of re-offending could be quite high. Programmes need to deliver a holistic response and try to respond to the causes of the offending, which may well include substance abuse and addiction.

CONCLUSION

PTN is considered extremely beneficial and positive, not only for the whānau involved directly in the project but also for the future wellbeing of Māori and whānau. The information from the project has successfully begun to fill a gap in New Zealand literature, around the impacts of ‘P’ on whānau.

Direct impacts from the project have included the development of a number of educational resources for whānau and community groups. Whānau interviewees indicated that they felt empowered from sharing their stories and given a chance to comment on the needed service development to support whānau.

The project has successfully completed 30 whānau interviews and more than 30 presentations. They still continue to deliver presentations outside of the contract timeframe due to the number of requests from community groups to present information on the impacts of ‘P’ and ways to respond, which indicates the demand for such a service.

All evaluation interviewees were confident that with ongoing funding being made available, the initial outcomes and findings from the research will be consolidated into strategies which will support whānau and service providers to effectively deal with the negative impacts of ‘P’.
APPENDIX 1

DOCUMENTATION REVIEWED

- Te Puni Kōkiri Investments in effective interventions evaluation specifications, April 2008
- Contract document, between Hoani Waititi and Te Puni Kōkiri
- Hoani Waititi proposal for delivering the Patua te Ngangara initiative
- Patua te Ngangara progress reports submitted to Te Puni Kōkiri including
  - April 2007
  - August 2007
  - November 2007
  - December 2007 - April 2008
- Draft literature review completed by PTN project facilitator
- PTN presentations table
- Five powerpoint presentations from the whānau interviewees including stories from a wife, matua, rangatahi and female partner
- Presentation folder of whānau feedback from the interviews conducted
- Evaluation feedback from a service provider presentation
- Numerous resources utilised throughout the project including:
  - Information handouts on: The cycle of abuse, Wheel of change, Children and meth, Signs of ‘P’, and Anatomy of a meth user
  - Promotional materials: posters, T-shirts
  - Educational tools: Service provider information pamphlet and Parent Guide
- Effective Interventions: Programme of Action for Māori Cabinet paper (www.justice.govt.nz)
- Restorative Justice in New Zealand: Best Practice (www.justice.govt.nz)
- Ministry of Justice Statement of Intent 1 July – 30 June 2008 (www.justice.govt.nz)
- International Research Institute for Māori and Indigenous Education (IRI),. A research ethic for studying Māori and Iwi provider success, Social Policy Journal, Issue 23, The University of Auckland, 2005
APPENDIX 2

INTERVIEW GUIDE

- Brief description of the intervention, including process
- Who designed the initiative/came up with the idea?
- Who ‘owns’ the initiative? Who governs it?
- Why was the initiative developed?
- Who delivers/delivered the initiative?
- To whom are they accountable (apart from TPK) and how?
- To what extent has the provider delivered the outcomes TPK contracted for? Learnings?
- Describe any additional outcomes produced by this initiative, and the benefits of those outcomes (added value)
- Elaborate the links between initiative outcomes (including those that were not contracted for) & this cross-agency outcomes framework
- Which outputs/throughputs produced the contracted outcomes, and how?
- To what extent did the provider deliver the outputs TPK contracted for?
- To what extent has or will this initiative ‘work(ed) for Maori’?
- Has/will it work(ed) better than anything else?
**APPENDIX 3**

### MĀORI POTENTIAL FRAMEWORK

#### TE IRA TANGATA
- More inter-dependency and less dependency
- More active engagement in purposeful pursuits
- Greater responsibility for the realisation of potential
- Greater vision, direction, emerging opportunities

#### HOANI WAITITI
- Resources produced reflect the information gathered through the interviews and the discussions that occurred post the presentations and focus groups.

#### Hōani Waititi Programme
- Quality information is gathered identifying the strengths and strategies that whanau have utilised to keep themselves safe from the negative impacts of methamphetamine (P).

### A SAFE AND JUST SOCIETY

#### Safer Communities
- Impact of Crime Reduced
  - Reduced victimisation
  - Reduced repeat victimisation
  - Improved resilience of those at risk
  - Victims of crime supported
  - Reduced fear of crime
- Offenders Held to Account
  - Compliance with sanctions
- Crime Reduced
  - Reduced reoffending

#### Trusted Justice System
- Agencies meet the needs of users
- System adapts to changing needs of society
- Agencies are accountable

#### Civil & Democ. Rights & Oblig.'s Enjoyd
- Services meet the needs of users

### AN INCLUSIVE NEW ZEALAND

#### Families and Whānau
- Have resources to support members to play functional role
- Are safe and secure environments
- Are strong and resilient
- Are active in work and community life
- Are strong voices in decision making
- Have knowledge, capabilities, skills to look after members
- Communities, Hapū and iwi are able to provide for their members
- Get the services they need
- Have strong voices in decision making

#### Children and Young People
- Free from abuse, neglect and offending
- Have permanent and stable care
- Have a secure standard of living
- Participate in decision making
- Are in education, training etc.
- Have healthy social relationships

### MSR Outcomes Framework

#### HOANI WAITITI
- PM programme
- Resources produced reflect the information gathered through the interviews and the discussions that occurred post the presentations and focus groups.

#### QUALITY INFORMATION IS GATHERED IDENTIFYING THE STRENGTHS AND STRATEGIES THAT WHANAU HAVE UTILISED TO KEEP THEMSELVES SAFE FROM THE NEGATIVE IMPACTS OF METHAMPHETAMINE (P).

### A SAFE AND JUST SOCIETY

#### Safer Communities
- Impact of Crime Reduced
  - Reduced victimisation
  - Reduced repeat victimisation
  - Improved resilience of those at risk
- Offenders Held to Account
  - Compliance with sanctions
- Crime Reduced
  - Reduced reoffending
  - Trusted Justice System
  - Civil & Democ. Rights & Oblig.'s Enjoyd
  - Services meet the needs of users

#### Justice Sector Outcomes Framework

### AOTAROA AND THE WORLD

- Maori learners working with others to determine successful learning and education pathways
- Maori learners excel and successfully realise their cultural distinctiveness and potential
- Maori learners successfully participating in and contributing to Aotearoa New Zealand and the world.

### MAORI ENJOYING EDUCATION SUCCESS

#### MAORI
- Maso learners working with others to determine successful learning and education pathways
- Maori learners excel and successfully realise their cultural distinctiveness and potential
- Maori learners successfully participating in and contributing to Aotearoa New Zealand and the world.

### MAORI ENJOYING EDUCATION SUCCESS

#### Maori
- Maori learners working with others to determine successful learning and education pathways
- Maori learners excel and successfully realise their cultural distinctiveness and potential
- Maori learners successfully participating in and contributing to Aotearoa New Zealand and the world.

### HEALTHY NEW ZEALANDERS

#### Better health
- Life expectancy
- Infant mortality
- Healthy life expectancy
- Mental health status
- Reduced inequalities
- Life expectancy by ethnicity and deprivation
- Infant mortality by ethnicity and deprivation
- Healthy life expectancy by ethnicity and deprivation

#### WHANAU ORA
- Whanau experience physical, spiritual, mental and emotional health and have control over their own destinies
- Whanau members live longer and enjoy a better quality of life
- Whanau members (including those with disabilities) participate in to ao Maori and wider New Zealand society

### MSD Outcomes Framework

#### MoH Outcomes Framework (incl. He Korowai Oranga)

- Elaborate the links between initiative outcomes (including those that were not contracted for) & this cross-agency outcomes framework
- Which outputs throughputs produced the contracted outcomes, and how?
- To what extent did the provider deliver the outputs TPK contracted for?
- Output costs (the sum of the actual outputs or throughputs divided by total contract cost)
- To what extent has or will this initiative 'work'(ed) for Maori?
- Has/will it work(ed) better than anything else?
- Stipulate the methods used to elicit the answers to all of these questions

**Brief description of the intervention, including process**

- Who designed the initiative/came up with the idea?
- Who ‘owns’ the initiative? Who governs it?
- Why was the initiative developed?
- Who delivers/delivered the initiative?
- To whom are they accountable (apart from TPK) and how?
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- Describe any additional outcomes produced by this initiative, and the benefits of those outcomes (added value)