



Te Puni Kōkiri
REALISING MĀORI POTENTIAL

**Ka mōhio, ka matau, ka ora:
He ia kōrero**

*Effectiveness for Māori Measurement
and Reporting Framework:
A resource for State Sector Agencies*



Mā te rongo, ka mōhio; Mā te mōhio, ka mārama;
Mā te mārama, ka mātau; Mā te mātau, ka ora.

Through resonance comes awareness; through awareness comes understanding; through understanding comes knowledge; through knowledge comes life and wellbeing.

REALISING MĀORI POTENTIAL



1	Mātauranga – 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 Māori 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.

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

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SECTION 1: BACKGROUND

1.1 INTRODUCTION

The state sector's effectiveness for Māori makes an important contribution to the overall results it achieves. Māori are significant consumers of mainstream social services and are important stakeholders in the achievement of the government's economic goals. This resource is about measuring and reporting on results for Māori, and on the effectiveness of the activities that contribute to them. It draws upon findings from Te Puni Kōkiri's literature review *Measuring Performance and Effectiveness for Māori: Key themes from the literature*.¹

The Importance of Measuring and Reporting on Effectiveness for Māori

The Better Public Services programme focuses the state sector on delivering the results that matter to New Zealanders. These include the *Ten Results Areas* announced by the Prime Minister in March 2012.² Outcomes for Māori in most of the *Results Areas* are lower, sometimes substantially so, than those for the general population. Measuring and reporting on progress towards results for Māori will be a critical dimension in achieving better public services. Te Puni Kōkiri hopes that this resource will assist agencies in their efforts to do that.

Across most socio-economic indicators, outcomes for Māori individuals have improved over time. However, the quality of many of those outcomes relative to the rest of the population has deteriorated. Similarly, measures of household wellbeing demonstrate that outcomes for Māori households have also deteriorated. This is of serious concern not only in terms of Māori wellbeing, but also in terms of impacts on economic productivity and future demand for public services, particularly given the age profile and growth projections of the Māori population.³

Importantly, Māori have aspirations for themselves and their whānau, and the state sector has a role to play in assisting Māori to succeed in the areas where Māori and government interests align. These aspirations include participating in te ao Māori (the Māori world), contributing to New Zealand's economic prosperity, and being equipped to participate fully in New Zealand and in the wider world.

A Statistics New Zealand discussion document notes that "Māori need good quality statistical information to inform their own debates, decision making and research, and to assist them to monitor the effects of government policies and programmes relating to Māori."⁴ Statistical information may be quantitative or qualitative, with both types providing valuable perspectives to any analysis about Māori. Good quality measurement and reporting can be used to inform policy advice and improvements to state sector services.

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- 1 See: <http://www.ssc.govt.nz/bps-results-for-nz> See <http://www.tpk.govt.nz/en/in-print/our-publications/publications/measuring-performance-and-effectiveness-for-maori-key-themes-from-the-literature/>.
 - 2 See State Services Commission (2012). Better public services: Results for New Zealanders (Sourced at: <http://www.ssc.govt.nz/bps-results-for-nz>).
 - 3 Statistics NZ reports that the Māori population has been projected to increase by 28% between 2001 and 2021, and although the Māori population will become older overall, it will continue to have a younger age structure than the New Zealand population as a whole (Sourced at: http://www.stats.govt.nz/browse_for_stats/population/estimates_and_projections/NationalEthnicPopulationProjections_HOTP06-26.aspx).
 - 4 Statistics New Zealand (2002). *Towards a Māori Statistics Framework: A Discussion Document* (Sourced at: http://www.stats.govt.nz/browse_for_stats/people_and_communities/maori/towards-a-maori-stats-framework.aspx).

1.2 PURPOSES AND USE OF THIS RESOURCE

Evidence Base for Continuous Improvement

This resource is intended to assist an agency or sector to gather and report data about Māori affected by the activities that it is undertaking. When applied, this data will inform and contribute to continuous improvement. It will enable an agency or sector to better understand how their business does or does not contribute to positive results. This will enable an agency or sector to: make better planning and resource allocation decisions to optimise the impact for Māori; meet its accountability obligations; and keep its stakeholders informed about progress towards results.

Agency Self-review

This resource has been designed to enable agencies to conduct a self-review of their current effectiveness for Māori measurement and reporting practice, and to design improvement plans for future practice.

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1.3 TE PUNI KŌKIRI'S STATUTORY RESPONSIBILITIES

This resource has been prepared in accordance with Te Puni Kōkiri's two 'particular' statutory responsibilities,⁵ namely:

- A. promoting increases in the levels of achievement attained by Māori with respect to education; training and employment; health; and economic resource development; and
- 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.

These two particular statutory responsibilities are in addition to other responsibilities that may be conferred on Te Puni Kōkiri from time to time under government policies and expectations.⁶

1.4 AUDIENCE

This resource is designed to be broad enough to be applicable to all state sector agencies. It will be of particular use to those that provide services to Māori or are responsible for regulatory or policy processes in which Māori are significant stakeholders. While this resource has been designed with central government agencies in mind, local government and other agencies providing services to Māori may also find it useful.

⁵ Section 5 of the Ministry of Māori Development Act, 1991.

⁶ Section 5(2) of the Ministry of Māori Development Act, 1991.



1.5 DESCRIPTION OF THIS RESOURCE

Effectiveness for Māori Measurement and Reporting Cycle

The first element of this resource is a cyclical process for considering how to measure and report on effectiveness for Māori as part of everyday business. This is based on a standard management or policy development cycle. Its phases are:

- defining effectiveness for Māori measurement and reporting priorities;
- planning for collecting effectiveness for Māori information;
- collecting and analysing effectiveness for Māori information;
- reporting and disseminating effectiveness for Māori information; and
- utilising effectiveness for Māori information for performance improvement.

A discussion of each of these stages is presented in the following pages, with illustrative examples offered. While this resource presents the measurement and reporting cycle in separate phases, Te Puni Kōkiri recognises that in reality there will be overlap between the different stages.

Overarching Principles

Each phase of the measurement and reporting cycle incorporates two overarching principles: *Engagement with Māori* and *State Sector Collaboration*.

State Sector Collaboration is both an important factor in working effectively for Māori, and a major theme in the government's Better Public Services work programme. With many agencies working towards the same or similar results, and often providing services to the same people, there are many benefits in collaboration, including enhanced information sharing and saving on the costs of data collection.

Engagement with Māori can assist agencies across the range of measurement and reporting dimensions. Māori are significant consumers of government services, and therefore should have some valuable insights on measuring the effectiveness of such services. Engagement with Māori about measurement and reporting can create a positive opportunity to involve Māori in policies and initiatives of interest to them.

Treaty of Waitangi obligations, as articulated in Treaty principles, requires the Crown to actively protect the interests of its Māori Treaty partners. This requirement means that state sector agencies should consider and engage with Māori on issues that concern them.

The Poutama Model – Improving Measurement and Reporting for Māori

Te Puni Kōkiri is aware that agencies may currently be at different stages of development in terms of measuring and reporting their effectiveness for Māori. The poutama (staircase) model illustrates this idea.

This resource presents descriptors at each step of the poutama, for each phase of the effectiveness for Māori measurement and reporting cycle. Agencies may wish to use this for the purposes of self-assessment and identifying areas for improvement.

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The poutama is a pattern that occurs commonly in the traditional and contemporary Māori arts, for example in raranga (weaving). In this resource, the poutama signifies an agency's steps in the journey towards being able to describe itself as using measurement and reporting processes that are effective for Māori.

Additional Resources

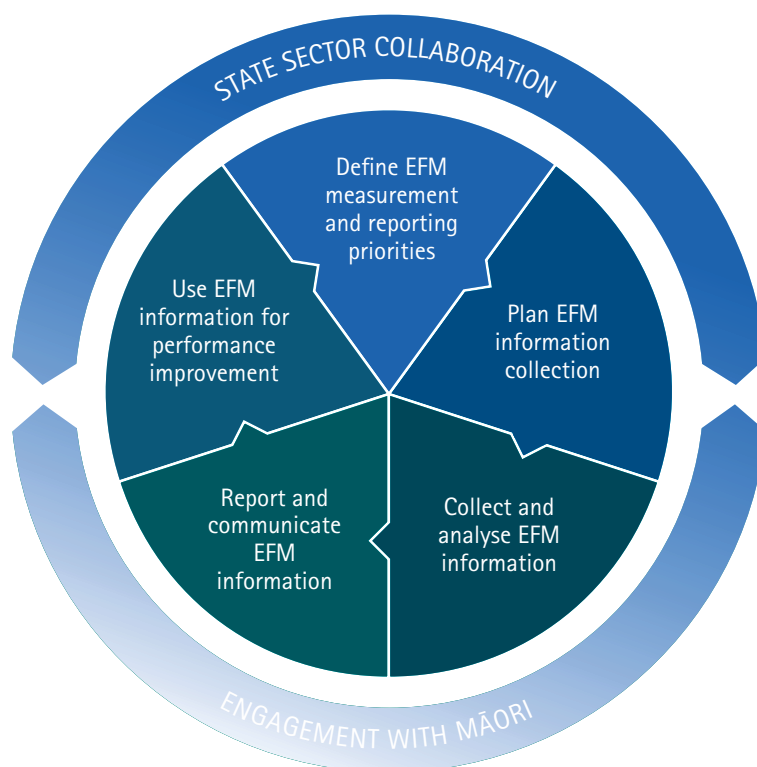
This resource concludes with a list of publications that may be useful for agencies seeking further information or advice.



SECTION 2: EFFECTIVENESS FOR MĀORI – MEASUREMENT AND REPORTING CYCLE

This section of the resource explains the cyclical process (see Figure 1 below) that Te Puni Kōkiri has developed to assist agencies to improve how they measure and report on their effectiveness for Māori.

FIGURE 1: EFFECTIVENESS FOR MĀORI (EFM) MEASUREMENT AND REPORTING CYCLE



EXAMPLE Specifying priorities and outcomes for Māori: The Ministry of Education's Statement of Intent specified its priority and outcomes for Māori, and comments on how it will work towards these.

<http://www.minedu.govt.nz/theMinistry/PublicationsAndResources/StatementOfIntent/SOI2012/OperatingIntentions/PriorityOne.aspx>.

2.1 DEFINING EFFECTIVENESS FOR MĀORI MEASUREMENT AND REPORTING PRIORITIES

At this first stage of the cycle, an agency or sector would:

- decide what is most important to measure and report on, based on an understanding of what agency and/or sector effectiveness for Māori looks like;
- identify priority indicators and measures; and
- decide on priority audiences for reported information.

Engagement with Māori

Engaging with Māori and other stakeholders can help an agency to refine its focus on what to measure and report. Such engagement can guide decisions on appropriate indicators and measures, and on what data would be best collected first, given limited time and resources. Engagement with stakeholders gives performance measurement decisions more legitimacy and support, especially among people most directly affected by an agency's services.

Before engaging with Māori, it would be beneficial to understand their position on the topic(s) being discussed. That way, agencies can go into an engagement process already informed about issues that might arise, and Māori stakeholders involved can feel that any previous comments they have made on issues have been heard and considered, rather than having to be rehashed. Ideally, agencies would provide stakeholders with feedback on how their advice will be or has been utilised.

Identifying Priority Indicators, Measures and Information

Measuring and reporting of both universal and Māori-specific information are worthy of consideration at this stage.

Universal effectiveness indicators and measures capture views or outcomes that are consistent across all groups or populations and are valued regardless of ethnicity, for example, access to adequate housing. Universal indicators and measures are capable of disaggregation by ethnicity to highlight differences in outcomes. The pros and cons of 'disparity' reporting are discussed in section 2.3.

Māori-specific indicators and measures are those that reflect needs and aspirations that are culturally significant to Māori. These can be complementary to universal measures. For example, a Māori-specific measure of adequate housing might take into account the level of accommodation provision for extended whānau and manuhiri (visitors).⁷ In addition, an agency's ability to measure and report on effectiveness for Māori at a whānau level merits consideration,⁸ as Māori view whānau as a key building block of society.

It is worth considering a Māori dimension to the full range of performance indicators and measures that cover inputs, outputs, impacts and outcomes/results.⁹ Measurement and reporting priorities may be identified in all aspects of an agency or sector's activities, including internal capability, service delivery, and policy development.

Identifying Reporting Priorities

A variety of effectiveness for Māori reporting opportunities exists, such as through annual reports, technical reports, and evaluation reports. Priority audiences for reporting may include internal staff and external Māori stakeholders.

2.2 PLAN FOR EFFECTIVENESS FOR MĀORI INFORMATION COLLECTION

At this stage in the cycle an agency or sector will be looking to:

- ensure the appropriate data sources are in place; and
- address technical issues, with expert advice where needed.

The utility of the data collected is enhanced by considered selection of: the indicators and measures to be used for reporting and performance improvement; the data sources required; having appropriate measurement systems; and identifying appropriate and responsive data collection methodologies.

7 Durie, M., Fitzgerald, E., Kingi, T.K., McKinley, S., and Stevenson, B. (2002). Māori-specific outcomes and indicators. Unpublished report.

8 Durie, M., Black, T., Cunningham, C., Durie, A., Palmer, F., and Hawkins, C. (2005). The parameters of whānau wellbeing. Unpublished report.

9 For an in-depth guide on performance measurement, see: State Services Commission (2008). Performance Measurement: Advice and Examples on how to Develop Effective Frameworks. Retrieved from http://www.ssc.govt.nz/upload/downloadable_files/performance-measurement.pdf.





EXAMPLE Considered selection of the indicators and measures to be used for reporting and performance improvement: The Ministry of Fisheries' Statement of Intent 2011–14 specifies how it intends to measure the success of the delivery of the Crown's fisheries and aquaculture obligations to Māori.

<http://www.fish.govt.nz/en-nz/Publications/Statements+of+Intent/SOI-2011-2014/default.htm>

Information Collection Tools

While data to inform universal indicators and measures may be able to be collected using existing systems, the adoption of Māori-specific indicators and measures will likely require new and innovative ways of collecting effectiveness data. Therefore new tools for the measurement of Māori-specific priorities may be necessary. In the interim, agencies may need to adopt proxy indicators and measures where information is not currently available.

Engagement with Māori

Engagement with Māori about the types of information to collect and the selection of data-collection methodologies that are likely to produce the best results is encouraged in this phase. Other stakeholders to engage with at this stage might include: Statistics New Zealand (for technical advice); Te Puni Kōkiri; and Māori researchers within agencies and teams at universities or other tertiary institutions (for general advice about research with and/or on Māori).

If information is to be collected from Māori service users, those service users might have valuable insights about the best way to collect data from them (for example, telephone surveys vs. face-to-face).

2.3 COLLECT AND ANALYSE EFFECTIVENESS FOR MĀORI INFORMATION

An agency's measurement and reporting priorities and subsequent planning will steer the collection and analysis of effectiveness for Māori data.



EXAMPLE Collecting data to understand customer perception of agency performance: In 2007 the State Services Commission began a programme of research to find out more about New Zealanders' experience of public services. This included the *Drivers Survey* which identified the key factors (or drivers) that have the greatest influence on New Zealanders' satisfaction with, and trust in, public services. Booster samples of the key ethnic groups, including Māori, were used in the survey to increase the accuracy of results and to allow for separate analysis.

<http://www.ssc.govt.nz/sites/all/files/satisfaction-trust-07.pdf#page=6>

Engagement with Māori

The focus of engagement with Māori in this phase would be on collecting information from Māori affected by a service or policy. It is important that researchers are aware of and apply tikanga Māori where relevant, for example, through the provision of koha.¹⁰ It is vitally important that those seeking information from Māori participants realise that whatever information received is a taonga (treasure) and should be treated as such. When engaging with Māori, it is imperative to consider and acknowledge where people have come from, thank them for helping, and thank them for sharing their stories.

Analysing Information

When analysing universal data for Māori, there are a range of ways information can be examined. This could include comparisons with multiple ethnic groups; time series comparisons; and disaggregation of data for groups within Māori, such as youth and women.

When analysing Māori-specific data, information can be presented stand-alone, without reference to other populations. This could be done, for instance, by comparing Māori at different points in time, or making comparisons across Māori by iwi/region.

While impact, outcome and results information is the most difficult to collect and analyse, it is often the most useful in terms of showing the value for Māori of an agency's service or policy. Even at the analysis stage, it is useful to consider how the learning from effectiveness for Māori data can inform future improvements.

¹⁰ Koha is an important cultural consideration and means to give a donation or gift. Koha establishes an ongoing reciprocal relationship. Koha may come in many forms, such as petrol or food vouchers, flowers, or books, as well as money.

Pros and Cons of Disparities Analyses

In the past, some commentators have criticised the practice of only analysing information in relation to disparities between Māori and non-Māori.¹¹ These commentators have argued that such comparisons fail to adequately measure change within the Māori population over time, and do not capture the variations that occur within and between Māori communities, whānau, hapū and iwi.

However, comparative information that highlights disparities can be useful for certain purposes. It is an obvious approach to measuring the success of services aiming to achieve equity between Māori and other population groups, as well as for highlighting trends and patterns, and identifying opportunities for further investment. Data highlighting Māori achievement and success, through Māori-specific indicators is also useful for understanding the uniqueness of the Māori population.

The approach taken should be determined by the needs of each agency and its stakeholders. The analysis of data will largely be driven by how the agency is intending to use the information and, in particular, the types of reports agencies are planning to produce, as described in the next section of this resource.

2.4 REPORT AND COMMUNICATE EFFECTIVENESS FOR MĀORI INFORMATION

When an agency or sector produces reports on its priority areas, it will be looking to:

- communicate about its priorities, targets, challenges and successes, and give confidence to its stakeholders that their interests and needs are understood; and
- disseminate the reports in the best possible way(s) to reach as many of its stakeholder audience groups as possible.

Tailoring Reports

Reporting and communication decisions would cater for both internal and stakeholder needs, including: to inform policy analysis and programme/service reviews; for accountability purposes; to meet information needs of Māori and the general public; and for internal management and planning purposes.

The format and content of reporting is critical to the overall utility of a report. When reporting, it is important to consider the content and the tone, as well as the literacy level at which information is pitched. These decisions would be based on the likely audience. Producing bilingual reports (English and Māori) may also be appropriate in some cases, for example when the information gathering has been with service users who are using te reo Māori, or when the audience preference is te reo Māori.



EXAMPLE Reporting and communicating information in multiple ways to reach as many stakeholder audience groups as possible: The Education Review Office (ERO) review reports on Kōhanga Reo are published in both te reo Māori and in English on the ERO website, and are also available in hard copy.

<http://www.ero.govt.nz/Review-Process/For-Early-Childhood-Services-and-Nga-Kohanga-Reo>

11 For example, Ringold, D. (2005). Accounting for diversity: Policy design and Māori development in Aotearoa New Zealand. Retrieved from <http://www.fulbright.org.nz/publications/2005-ringold/>



Reporting Information to Stakeholders

Reports that include information about Māori should be made available and deliberately communicated to whānau, hapū and iwi groups where possible. It is important to report back to Māori stakeholders who contributed information throughout the measurement and reporting cycle, using kanohi ki te kanohi (face-to-face) reporting methods where appropriate.

State sector agencies working in the same sector would also benefit from sharing effectiveness for Māori information with each other.

Communicating and Disseminating Information in Ways Appropriate to the Audience

While many state sector agencies have moved to only publishing reports online, there are occasions where hard copy publications would be more accessible to Māori audiences. Summaries or fact sheets that synthesise the main findings of longer reports may also be useful and easier to communicate in hard copy form. The use of social media to communicate information, particularly to Māori youth, is also worth considering. The internal communication of reports is also important, to broaden the understanding of an agency's effectiveness for Māori. Such reports should show both agency achievements for Māori and areas of future improvement and focus.



EXAMPLE Planning for ongoing organisational and service improvement: The Ministry of Education is measuring and reporting on progress against *Ka Hikitia – Managing for Success: The Māori Education Strategy 2008–2012* through the *Measurable Gains Framework*. The *Measurable Gains Framework* will provide evidence of progress towards the objective of Māori achieving education success as Māori. The Ministry of Education plans to use this information to: gain a better understanding of what works for and with Māori learners; inform the evaluation of the programme; and to contribute to ongoing improvement, strategy development, policy and practice. <http://www.minedu.govt.nz/theMinistry/PolicyAndStrategy/KaHikitia/MeasuringandReportingProgress.aspx>

2.5 UTILISING EFFECTIVENESS FOR MĀORI INFORMATION FOR PERFORMANCE IMPROVEMENT

Reporting on effectiveness for Māori is not an end in itself, but an important part of a performance improvement cycle.

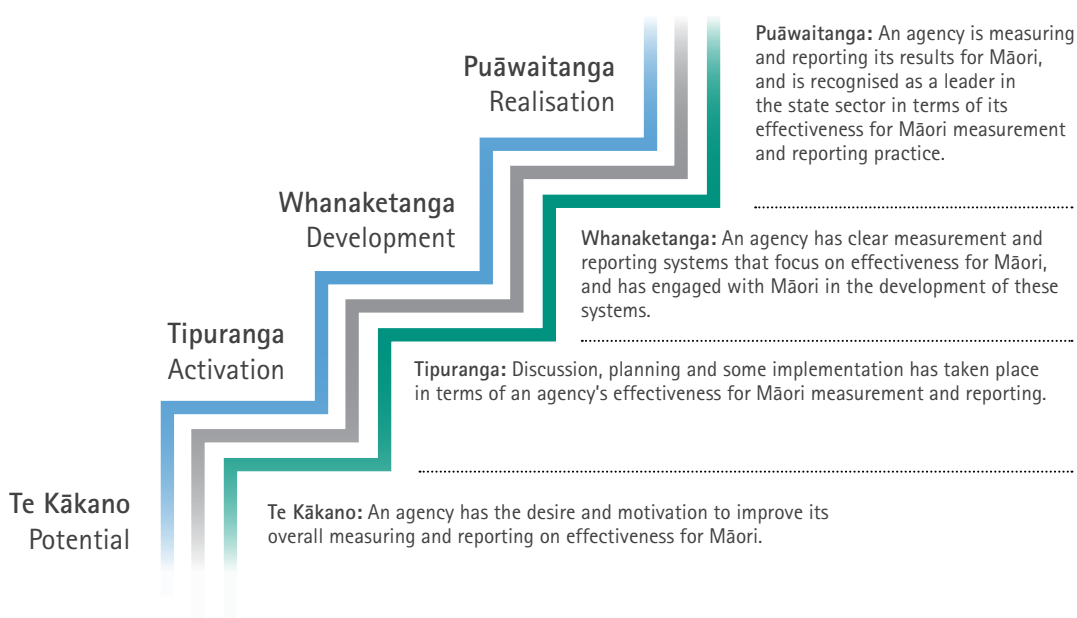
Ideally, the measurement and reporting process enables a deeper understanding of the way an agency is effective for Māori, and examines any identified shortfalls. The agency can then work to: understand the complexity of the diverse Māori groups they are working with; improve understanding of their effectiveness in terms of their policy analysis and services for Māori; and identify any areas requiring attention in terms of internal capability for Māori.

SECTION 3: POUTAMA MODEL – IMPROVING THE LEVEL OF STATE SECTOR EFFECTIVENESS FOR MĀORI: MEASUREMENT AND REPORTING

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The poutama (staircase) model presented below, illustrates the idea that state sector agencies are at different steps in terms of their measuring and reporting of effectiveness for Māori. The poutama moves upwards from Te Kākano (potential), to Tipuranga (activation), to Whanaketanga (development), and finally to Puāwaitanga (realisation). Agencies may be at different stages across the range of effectiveness for Māori measurement and reporting activities they are involved in.

FIGURE 2: THE POUTAMA MODEL: APPROACH TO IMPROVING STATE SECTOR
MEASUREMENT AND REPORTING OF EFFECTIVENESS FOR MĀORI



SECTION 4: USING THE EFFECTIVENESS FOR MĀORI: MEASUREMENT AND REPORTING RESOURCE

Table 1 (below) provides descriptors at each step of the poutama, for each phase of the effectiveness for Māori measurement and reporting cycle. Agencies may use this information to self-review where they currently sit, and to assess what the next steps might be towards improving their current practice.

TABLE 1: STAGES OF EFFECTIVENESS FOR MĀORI (EFM) – MEASUREMENT AND REPORTING

DEFINING EFFECTIVENESS FOR MĀORI MEASUREMENT AND REPORTING PRIORITIES
At Te Kāhano, agencies will be undertaking the following actions:
<ul style="list-style-type: none"> Identifying the need to set business priorities for EFM. Identifying current EFM measurement and reporting priorities.
At Tipuranga, agencies will be undertaking the following actions:
<ul style="list-style-type: none"> Setting business priorities for EFM, based on available evidence and data. Reviewing the EFM business priorities currently being measured and identifying gaps in information, or where existing indicators and measures could be improved, changed or discontinued. At this level, the focus is likely to be on priorities for which information is readily available and/or easy to measure. Deciding which EFM measurement priorities to focus on for addressing identified gaps. Only a few measurement priorities might be selected at this stage. Reviewing EFM reporting opportunities. In addition to compliance reporting, such as statements of intent and annual reports, priorities may also include communicating EFM information to stakeholders or internally.
At Whanaketanga, agencies will be undertaking the following actions:
<ul style="list-style-type: none"> Identifying a fuller range of EFM measurement priorities, including those relating to government result areas and priorities that impact Māori. There may also be the opportunity to identify shared priorities with other agencies in the same sector. Engaging with stakeholders, including Māori involved in the agency's business, to refine the focus of what to measure and report. Identifying additional ways of reporting and communicating EFM information that will reach a wider range of stakeholders.
At Puāwaitanga, agencies will be undertaking the following actions:
<ul style="list-style-type: none"> Engaging widely in order to define EFM measurement and reporting priorities, and provide stakeholders with feedback about how advice has been utilised. Considering a wide range of EFM measurement priorities, including outcomes and results indicators and Māori-specific and whānau-level indicators and measures. Determining EFM measurement and reporting priorities as part of business as usual across the range of agency activities, including policy development, service delivery and internal capability for Māori.

PLANNING FOR EFFECTIVENESS FOR MĀORI INFORMATION COLLECTION

At Te Kāhano, agencies will be undertaking the following actions:

- Exploring possible EFM indicators and measures.
- Exploring possible EFM measurement systems and EFM measurement practices.

At Tipuranga, agencies will be undertaking the following actions:

- Reviewing existing information to ascertain if it is the right data to meet the identified EFM measurement and reporting priorities.
- Confirming, refining or designing new EFM indicators and measures, probably focusing on universal indicators for Māori. This process may be undertaken in consultation, with for example internal Māori staff or other agencies undertaking similar work, to consider preferred ways of articulating indicators and measures.
- Reviewing or designing new EFM measurement systems and/or EFM measurement practices. This process may also be undertaken in consultation, to discuss preferred ways of collecting data.

At Whanaketanga, agencies will be undertaking the following actions:

- Giving consideration to how a range of information can be collected, including Māori-specific information.
- Seeking technical and research advice from Statistics NZ and Māori researchers within the agency about collecting and analysing EFM information.
- Engaging with Māori (for example, Māori service users) over the selection of data collection methodologies.

At Puāwaitanga, agencies will be undertaking the following actions:

- Planning to collect a wide range of EFM information, including data to inform universal, Māori-specific and whānau-level indicators and measures.
- Establishing ongoing relationships with external expert researchers, to seek research advice, for example from Māori research teams in universities, in support of internal capability.

COLLECTING AND ANALYSING EFFECTIVENESS FOR MĀORI INFORMATION

At Te Kāhano, agencies will be undertaking the following actions:

- Investigating how the agency currently collects and analyses EFM information.
- Investigating how other agencies collect and analyse their EFM information.

At Tipuranga, agencies will be undertaking the following actions:

- Collecting EFM information, as per the plan developed through the previous step.
- Analysing EFM information, for example by comparing Māori with other population groups or comparing Māori over time.
- Considering learning from the EFM data collection and analysis process to inform future improvements.

At Whanaketanga, agencies will be undertaking the following actions:

- Collecting information from Māori affected by the service or policy.
- Using tikanga Māori when collecting information from Māori research participants, for example kanohi ki te kanohi (face-to-face).
- Analysing data on Māori in comparison to other ethnic groups, and for various population groups (for example Māori women or Māori youth).
- Evaluating the policy/service to show its impact on Māori.

At Puāwaitanga, agencies will be undertaking the following actions:

- Collecting a wide range of EFM information, including data to inform universal, Māori-specific, and whānau-level indicators and measures.
- Analysing EFM data in more sophisticated ways, for example for a range of age groups.
- Collecting and analysing EFM information as part of everyday business.



TABLE 1: STAGES OF EFFECTIVENESS FOR MĀORI (EFM) – MEASUREMENT AND REPORTING

REPORTING AND COMMUNICATING EFFECTIVENESS FOR MĀORI INFORMATION	
At Te Kāhano, agencies will be undertaking the following actions:	
<ul style="list-style-type: none"> Investigating how the agency currently reports and communicates EFM information. Investigating how other agencies report and communicate their EFM information. 	
At Tipuranga, agencies will be undertaking the following actions:	
<ul style="list-style-type: none"> Producing reports based on analysed EFM information in order to address reporting priorities. Communicating EFM information to the identified audience(s) in a tailored way. Communication options may involve discussions with staff, including consideration of the implications of the EFM information for the agency. 	
At Whanaketanga, agencies will be undertaking the following actions:	
<ul style="list-style-type: none"> Producing bilingual (English and Māori) EFM reports where appropriate, for example when the audience preference is te reo Māori. Making reports available to those involved in research, including meeting kanohi ki te kanohi (face-to-face) where possible. Actively communicating EFM information to stakeholders, for example through discussions with iwi/hapū groups, Māori providers and with other agencies working in the same sector. Making EFM reports publically available online and in hard copy, in full or as summaries, where appropriate. 	
At Puāwaitanga, agencies will be undertaking the following actions:	
<ul style="list-style-type: none"> Tailoring EFM reports for a variety of purposes, including accountability, to meet the information needs of Māori, and for internal management and planning purposes. Publishing EFM reports in a range of formats, for example summaries or fact sheets as well as full reports. Communicating EFM information to a wide range of audiences and in a variety of ways, for example, through social media or kanohi ki te kanohi (face-to-face). Highlighting agency achievements for Māori in EFM reports, as well as noting areas of future improvement and focus. 	
USING EFFECTIVENESS FOR MĀORI INFORMATION FOR PERFORMANCE IMPROVEMENT	
At Te Kāhano, agencies will be undertaking the following actions:	
<ul style="list-style-type: none"> Investigating how the agency currently uses EFM information for performance improvement. Investigating how other agencies use their EFM information for performance improvement. 	
At Tipuranga, agencies will be undertaking the following actions:	
<ul style="list-style-type: none"> Using EFM information to improve agency activity in priority areas, for example building internal capability for Māori. 	
At Whanaketanga, agencies will be undertaking the following actions:	
<ul style="list-style-type: none"> Using EFM information to improve understanding of the diverse Māori groups agencies are working with. Using EFM information to improve understanding of effectiveness in terms of internal capability and services for Māori. 	
At Puāwaitanga, agencies will be undertaking the following actions:	
<ul style="list-style-type: none"> Using EFM information to understand what is working for Māori and why or why not. Using information to improve EFM across all areas of the organisation in a cycle of continuous performance improvement across the whole organisation. 	

SECTION 5: SUMMARY

The Better Public Services programme requires the state sector to work in innovative and collaborative ways to deliver results. The state sector's effectiveness for Māori is an important determinant of its overall effectiveness. There is also a close fit between achieving effectiveness for Māori, and the success of the Prime Minister's Ten Results Areas. The consequence of not improving outcomes for Māori is a persistent pattern of deterioration of those outcomes relative to the rest of the population, continued over-reliance on publicly funded social services, and sub-optimal Māori wellbeing across cultural, social and economic domains.

By developing this resource, Te Puni Kōkiri aims to assist state sector agencies to improve their performance in terms of measurement and reporting on effectiveness for Māori, with the aim of greater effectiveness for Māori and thus for the state sector as a whole. Te Puni Kōkiri has described a cyclical process for considering how this performance improvement can be achieved, incorporating engagement with Māori and state sector collaboration as overarching principles. As well as following this process, agencies are encouraged to use the poutama model to self-assess the current state of their measurement and reporting practices in terms of effectiveness for Māori, and to assess what the next steps might be towards improving their current practice.

Te Puni Kōkiri can provide further assistance by directing agencies to other appropriate resources, and providing advice and support when needed.



SECTION 6: ADDITIONAL RESOURCES

In addition to this resource, other publications are available that may assist agencies to better measure and report their effectiveness for Māori.

Useful resources include:

- *Measuring performance and effectiveness for Māori :Key themes from the literature* is a Te Puni Kōkiri resource to help agencies that provide a mainstream service to Māori to improve how they measure and report on the performance of that service and expenditure.
- *Building Relationships for Effective Engagement with Māori: Key themes from the literature* is a Te Puni Kōkiri produced factsheet aimed at assisting government agencies to effectively engage with Māori. <http://www.tpk.govt.nz/en/in-print/our-publications/fact-sheets/engagemāori/download/tpk-buildrelationsmaori-2007-en.pdf>
- *A Profile of Iwi and Māori Representative Organisations* is a Te Puni Kōkiri produced report targeted at officials across the public service who are interested in learning more about iwi and Māori organisations. <http://www.tpk.govt.nz/en/in-print/our-publications/publications/a-profile-of-iwi-and-māori-representative-organisations/download/tpk-maorireporganisations-2011%20.pdf>
- Statistics New Zealand has produced a range of ethnicity technical support papers to assist users in the collection and output of ethnicity data.<http://www.tpk.govt.nz/en/in-print/our-publications/publications/a-profile-of-iwi-and-māori-representative-organisations/download/tpk-maorireporganisations-2011%20.pdf>
- Statistics New Zealand has also published guides to assist agencies with measurement and reporting related activities.
 - This document outlines generic criteria and definitions to aid in the selection and development of indicators. http://www.stats.govt.nz/surveys_and_methods/methods/indicator-guidelines.aspx
 - The resources presented at this link may assist agencies with survey design and data collection: http://www.stats.govt.nz/surveys_and_methods/methods/survey-design-data-collection.aspx
- *Measuring Māori wellbeing* is a report from a lecture conducted by Professor Sir Mason Durie for the New Zealand Treasury that, amongst other things, discusses the use of universal and Māori-specific indicators. <http://www.treasury.govt.nz/publications/media-speeches/guestlectures/pdfs/tgls-durie.pdf>
- *Guidelines for Research and Evaluation with Māori* is a Ministry of Social Development resource that may assist researchers and evaluators working with Māori. <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/planning-strategy/guidelines-research-evaluation-māori/guidelines-research-evaluation-māori.pdf>

SECTION 7: REFERENCES

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EFFECTIVENESS FOR MĀORI FRAMEWORK: MEASUREMENT AND REPORTING

This framework has been designed to assist government agencies to identify and implement improvements to their current practice in measuring and reporting on the effectiveness of their activities for Māori. Robust measurement and reporting on the effectiveness of a sector, agency or programme are important in many areas of government where Māori are significant consumers of mainstream social services or are important stakeholders in policy or regulatory decisions.

The government's Better Public Services reform programme focuses the state sector on achieving targets in ten result areas of importance to New Zealanders. Outcomes for Māori in most of the Results Areas are significantly lower than for other New Zealanders. Achieving traction in these result areas will require a focus on achieving and reporting results for Māori.

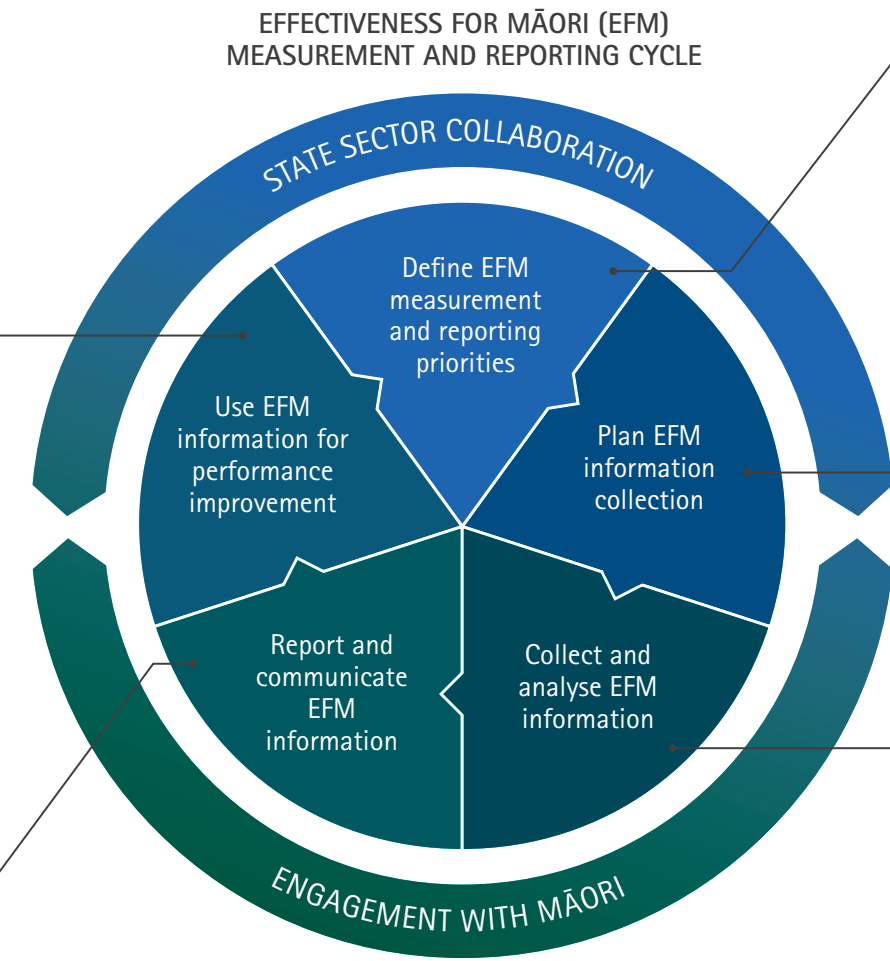
The measurement and reporting process can enable a deeper understanding of what works for Māori and where shortfalls are occurring. The agency or sector can then work to:

- understand the complexity of the diverse Māori groups they are working with;
- improve understanding of their effectiveness in terms of their policy analysis and services for Māori; and
- identify any areas requiring attention in terms of internal capability for Māori.

Example: The Ministry of Education's reporting on progress against *Ka Hikitia – Managing for Success: The Māori Education Strategy 2008–2012* through its Measurable Gains Framework enables the Ministry to: gain a better understanding of what works for and with Māori learners; inform the evaluation of programmes; and improve strategy development, policy and practice. Ministry of Education (2011). *Ka Hikitia – Managing for success: Measuring and reporting progress*.

- Communicate about priorities, targets, challenges and successes;
- gain buy-in from stakeholders by demonstrating that their interests and needs are understood; and
- disseminate the reports in the best possible way(s) to reach as many stakeholder groups as possible.

Example: The Education Review Office (ERO) reports on Kōhanga Reo are published in both te reo Māori and in English. They are published on the ERO website and in hard copy. This makes them appropriate and accessible to a variety of stakeholders. ERO (2012). *Review process for Early Childhood Services and Ngā Kōhanga Reo*.



Each phase of the measurement and reporting cycle incorporates engagement with Māori and state sector collaboration as overarching principles.

At this stage, it is important to:

- decide what is most important to measure and report on, based on an understanding of what agency and/or sector effectiveness for Māori would look like;
- identify priority indicators and measures; and
- decide on priority audiences for reported information.

Example: The Ministry of Education's Statement of Intent specifies its priorities and outcomes for Māori, and outlines how it will work towards these. Ministry of Education. *Statement of Intent 2011/12–2016/17* (see pages 32–35).

At this stage, an agency or sector will ensure it has appropriate data sources and has dealt with technical issues. The utility of the data collected is enhanced by considered selection of:

- the indicators and measures to be used for reporting and performance improvement;
- the data sources required;
- having appropriate measurement systems; and
- identifying appropriate and responsive data collection methodologies.

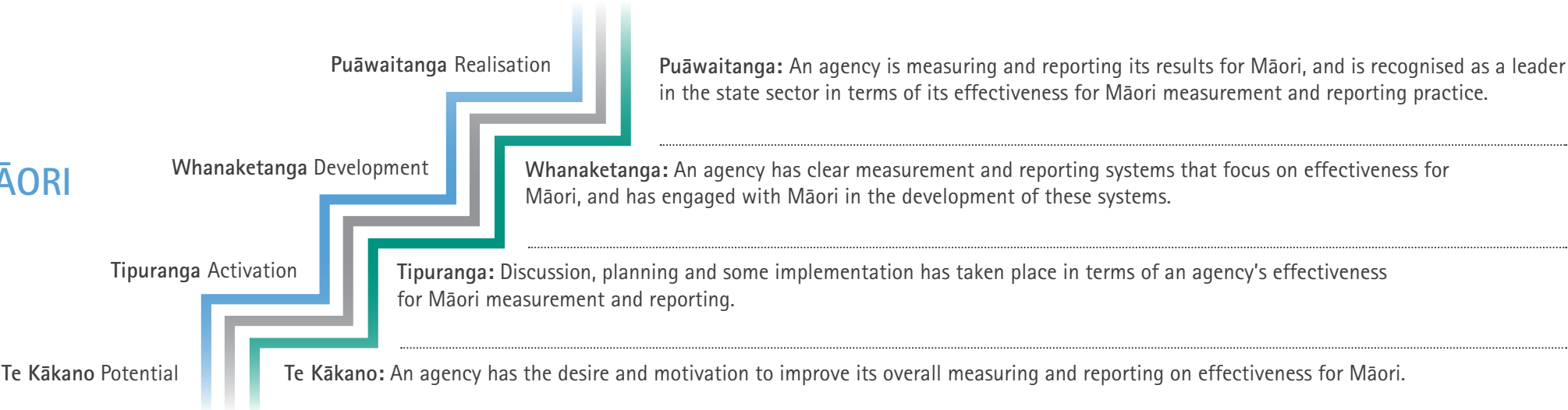
Example: The Ministry of Fisheries *Statement of Intent 2011–14* demonstrates considered use of proxy measures to measure the success of delivering the Crown's fisheries and aquaculture obligations to Māori.

An agency's measurement and reporting priorities and subsequent planning will steer the collection and analysis of data. Comparative information that highlights differences between Māori and other ethnicities can be useful when determining the effect of services on different groups.

Example: In 2007 the State Services Commission (SSC) carried out a survey that identified the key factors that influence New Zealanders' satisfaction with, and trust in, public services. Booster samples of the key ethnic groups, including Māori, were used in the survey to increase the accuracy of results and to allow for separate analysis. State Services Commission (2011). *Satisfaction and Trust in the State Services* (see pages 6, 19–22).

POUTAMA: APPROACH TO IMPROVING STATE SECTOR MEASUREMENT AND REPORTING OF EFFECTIVENESS FOR MĀORI

The Poutama (staircase) model illustrates the idea that state sector agencies or sectors are at different steps in terms of their measuring and reporting of effectiveness for Māori.

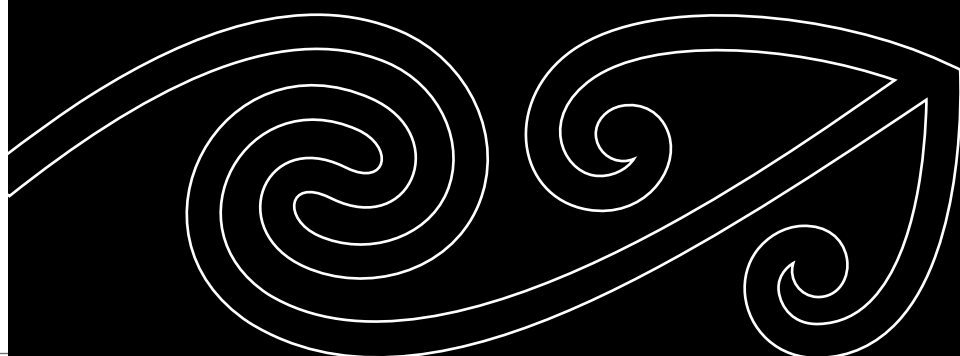


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