

Māori Crown Relations Capability Framework for the Public Service - Organisational Capability Component

Purpose of the Organisational Capability Component

1. The Organisational Capability Component (OCC) aims to support a significant culture change across the public service to position the public service to support the Māori Crown relationship.
2. Culture change is difficult to achieve. It requires consistent and sustained effort, particularly on the part of leadership, and multi-pronged interventions. The culture change being sought requires open and continual communication with staff and requires organisations to work with staff and Māori to make sure their approaches are appropriate and having the desired impact. Sometimes aspects of culture change can occur quickly, while others take years of investment and reinforcing. It will be important for agencies to adopt indicators of success, so they can know they are moving in the right direction.
3. It is also important to note that culture change can cause some people to be fearful or uncomfortable. These fears are real and need to be discussed and worked through. Where fear of change is widespread within an organisation, identifying and addressing it collectively may be key to achieving the desired culture change. Following discussions agencies need to be able to proactively respond to staff concerns. This could include, for example, being clear about how expectations will be reflected in performance, planning and other processes.
4. Ensuring organisational structure and systems align with the desired culture change is one mechanism to support the change.
5. The OCC details 6 areas where agencies can look to build organisational capability:
 - 5.1. Governance;
 - 5.2. Relationships with Māori;
 - 5.3. Structural considerations;
 - 5.4. Workforce capability;
 - 5.5. Environment; and
 - 5.6. Policy development and service delivery.
6. The 6 areas build on submissions in the 2018 public engagement process undertaken by the Minister for Māori Crown Relations: Te Arawhiti, the scan of public service needs undertaken by Te Arawhiti and literature scans in relation to organisational culture change and institutional racism. Feedback on the OCC has been sought from a range of parties including senior Māori public servants, human resource leaders, the Public Service Association, Te Puni Kōkiri, State Services Commission, Leadership Development Centre and a number of external Māori representatives. We anticipate making changes to the OCC as agencies test it and as the Māori Crown relationship develops. We welcome feedback on how we can make it better.



7. The OCC also includes suggestions (**Attachment A**) on 4 areas where agencies or staff have asked for specific advice:
 - 7.1. how agencies can recruit more people with Māori Crown relations skills
 - 7.2. how to make workplace environments comfortable and supportive for Māori staff
 - 7.3. how to demonstrate a commitment to te ao Māori through an agency's physical environment
 - 7.4. how to demonstrate a commitment to tikanga Māori

How to use the Organisational Capability Component

8. The OCC is presented as a maturity model, detailing what it looks like for agencies to be unfamiliar, comfortable, confident and capable. As with the ICC, the levels comfortable, confident and capable are expected to build on each other. The 6 areas covered in the OCC are interrelated and need to be considered in a wholistic way.
9. The OCC presents ideas and options for agencies. It is intended to guide agency leaders to assess where their agency is, determine where they want it to be and plan for how they will get there. The OCC is not exhaustive. Actions agencies take need to be tailored to the needs, priorities and situation of the agencies. Agencies also need to take seriously comments and suggestions made by the Waitangi Tribunal and other external Māori commentators and organisations.
10. We encourage agencies to be ambitious and implement significant changes to achieve the intent of the OCC. While building general capability, agencies and Māori could, for example, decide parts of agency business where they want to be capable and implement more radical changes to get there.
11. The OCC is intended to be implemented within existing statutory frameworks. Where these constrain methods to build Māori Crown relations capability, we encourage agencies to work within them in innovative and creative ways.
12. If desired, Te Arawhiti staff are available to advise on, and attend, workshops with agencies.
13. Implementation of the OCC needs to align with other public service change initiatives, including the State Sector Act reforms, digital public services, the positive and safe workplaces work and work to embed common processes across agencies.



Māori Crown Relations Organisational Capability



Organisational Capability Component

Competency	Unfamiliar – little awareness of Māori Crown relationship or how to engage appropriately	Comfortable – knows basics, able to engage appropriately in a short term transactional setting	Confident – conducts self appropriately and with awareness of what it likely to be important to Māori	Capable – able to lead and advise others, has deep knowledge in their subject area *note these skills may only be relevant or appropriate for some agencies.
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Governance				
Understanding of Māori Crown relations (MCR) priorities	- Limited understanding of importance of the Māori Crown relationship - MCR considerations are not visible in agency accountability documents	- The agency has a good understanding of its current relationships with Māori, commitments to Māori, Treaty of Waitangi responsibilities and Māori Crown relationship-related legislative requirements - The agency makes time to discuss and understand the impacts of its activities, and wider government activities, on the Māori Crown relationship - The agency is open to new ways to approach issues - MCR considerations are reflected in accountability documents	- The agency regularly applies a Treaty of Waitangi lens to its business (such as considering how the articles and principles of the Treaty of Waitangi apply to different parts of its business, how its business impacts rangatiratanga, and where there are opportunities to advance Treaty compliant approaches) - MCR priorities and Treaty of Waitangi responsibilities are clearly visible in agency strategic and accountability documents - The agency understands and has committed the resources needed to implement its MCR priorities - There is clear accountability for who is expected to implement the agencies MCR priorities and what they are expected to achieve (key performance indicators) - The agency actively looks for, and implements, ways to improve the Māori Crown relationship - Māori input directly into the agency's decision making, governance and work planning - The agency has a coherent evaluation framework to assess how well is it supporting the Māori Crown relationship - The agency (and sector) have joint work programmes with Māori partners - The agency openly and proactively shares its learning about how best to build individual and organisational Māori Crown relationship capability with other agencies	- The agency shares decision making, governance and work planning with Māori - The agency is able to meaningfully draw on te ao Māori frameworks to shape its business - The agency actively evaluates progress against its MCR priorities and Treaty of Waitangi responsibilities - The agency is open to making radical changes, including dismantling existing infrastructure and frameworks, to achieve changed outcomes and relationships - The agency tracks a broad range of input, output and outcome indicators of the impact of its work on Māori outcomes and opportunities, and makes changes to expedite the achievement of desired outcomes - Accountability documents have MCR considerations woven through them in a comprehensive way - Accountability and agency performance documents are accessible to, and used by, Māori - Māori consider that the agency understands and acts on its MCR priorities

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Relationships with Māori				
Relationship management	- Limited or no relationships with Māori and Māori organisations - Other than standard services, points of contact (for Māori) are difficult to find or non-responsive	- The agency has a range of relationships with Māori and Māori organisations and knows how to seek new relationships when needed - Formal Māori Crown relationship commitments are met - Waitangi Tribunal or other litigation in relation to the Treaty or the Māori Crown relationship managed in a coordinated, constructive and positive way	- Strong, proactive and responsive relationships with Māori and Māori organisations inform and influence agency - The agency works to resolve Treaty or the Māori Crown relationship issues proactively and without either party resorting to Waitangi Tribunal or other litigation - The agency supports Māori to access data and other information the agency holds about Māori - Relationships are managed at the appropriate levels and rangatira ki te rangatira relationships are upheld - The agency has strong relationships with manawhenua - Agency relationships with Māori are visible on a daily basis	- The agency has a deep network of relationships with Māori and Māori organisations, which are maintained, managed and updated - Maintaining relationships with Māori is highly valued and systems are in place to ensure continuity of personnel and knowledge - Tikanga Māori guides agency relationships with Māori - The agency regularly works with Māori to advance matters that are important or provide opportunities for Māori
Engagement, partnerships and empowerment	- Limited or no engagement or partnerships with Māori	- The agency engages with Māori in accordance with Te Arawhiti Engagement Framework and Guidelines	- The agency engages with Māori early, as a matter of course and in a way that is well coordinated with other agencies and engagements - Partnerships with Māori to develop policy, programmes and services are common and follow Te Arawhiti Partnership Principles	- The agency pro-actively looks for opportunities to enable and support rangatiratanga - Genuine partnerships with Māori are effective and visible on a daily basis
Procurement	- Limited or no consideration of how Māori enterprises take part in government procurement	- The agency has assessed its procurement processes, results and opportunities to ensure Māori enterprises are able to take part in government procurement	- The agency's procurement processes reflect potential downstream opportunities for Māori enterprises and service providers - The agency actively seeks and responds to feedback from Māori enterprises and service providers to make sure agency systems and approaches work for them	- The agency involves Māori in procurement processes as a matter of course - The agency receives consistently positive feedback from Māori enterprises and service providers
Structural				
Enabling structures	- MCR leadership and advice is provided by a limited number of individuals within the agency or isn't provided at all - High risk to loss of institutional knowledge.	- MCR leadership is actively developed and acknowledged across the agency - A central team provides MCR advice and guidance to rest of agency - An external Māori advisory body provides advice and guidance to agency	- MCR leadership is visible in the senior leadership team - All teams have MCR capability embedded within them with centralised MCR support in place - There are high levels of MCR capability in teams that work on subject areas that are of significant interest to Māori	- MCR leadership is distributed across all levels and are effective and confident role models for staff - There are high levels of MCR capability across the agency, and at all levels - Embedded succession planning and leadership

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Addressing institutional racism	- Limited awareness of institutional racism/structural discrimination	- The agency accepts that institutional racism is an issue across the public service and can recognise structural discrimination - The agency recognises that a one size fits all approach will not deliver racial equity	- The agency has open conversations about power imbalances and the impacts of different policies and approaches on different ethnic groups - Staff are active in identifying and addressing institutional racism/structural discrimination - Agency processes and systems have been analysed to identify structural discrimination and bias - Where needed, the agency sets and resources equity targets and has robust ways to measure progress towards equity - Leadership at all levels demonstrates commitment to address structural discrimination - The agency systematically considers ethnicity and racism in agency business, including in; - o policy, programme and service design - o its workforce and leadership profile - o procurement processes - The agency measures how structural discrimination affects outcomes and work environments - Where appropriate, the agency requires evidence of cultural safety as part of qualification and accreditation processes	- The agency has assessed its culture (the way things have always been done) and all policies, programmes, services to identify structural discrimination, and, regardless of the size of the issue, has taken action to address - The agency conducts regular audits across employment, procurement and real world outcomes to ensure institutional racism is identified - The agency proactively works with other agencies to address structural discrimination - The agency identifies and implements specific targeted programmes where required to address long standing structural discrimination - Cross-government processes and systems have been audited and revised to eliminate systemic racism and promote racial equity - The agency engages in ongoing self-reflection, holding themselves to account for addressing institutional racism
Workforce capability				
Māori Crown relations capability planning	- Limited understanding of current and future MCR capability needs	- The agency is aware of its current and future MCR capability requirements and mechanisms to build capability (including recruitment, upskilling, relationships with tertiary institutions and wananga and collaborative arrangements with other government agencies and with Māori organisations) - The agency implements a range of mechanisms to build capability	- Current and future MCR capability priorities are well understood, actioned and tested - MCR capability planning is reviewed on a regular basis, and revised according to need	- MCR capability planning is actively reviewed to assess effectiveness and impact, and revised according to need. - The agency is prepared for any changes to capability needs and has strategic relationships to support these - Māori agree the agency has appropriate capability

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Leadership (formal)	- No formal MCR leadership expectations	- Senior leaders are aware of and have, or are developing, the skills required for them to support the Māori Crown relationship, in accordance with the Māori Leadership as Practice complement to the LSP (under development)	- Māori are well represented in senior leadership roles and programmes are in place to cultivate and develop Māori leadership - Māori staff are actively mentored and provided opportunities to move into leadership positions - Senior leaders role model the skills and care required for them to support the Māori Crown relationship, in accordance with the Māori Leadership as Practice complement to the LSP (under development) - Senior leaders are comfortable to talk about race and racism and their implications - Senior leaders encourage staff to learn about te ao Māori and value Māori perspectives - Senior leaders are open to new ways to approach issues and actively look for opportunities to take partnership and te ao Māori approaches to issues - Senior leaders prioritise an environment where Māori perspectives, lived experiences and backgrounds are valued - Staff feel they can raise race-related concerns about the organisation and its policies and approaches without experiencing negative consequences	- Senior leaders have a high level of capability in skills required to support the Māori Crown relationship, in accordance with the Māori Leadership as Practice complement to the LSP (under development) - Senior leaders demonstrate their complete commitment to long term change and racial equity work - Māori have high representation in senior leadership roles
Recruitment and retention	- No MCR in recruitment and induction processes - High turnover of staff with MCR capability	- Jobs have been assessed to determine the desired level of MCR capability required - Recruitment and induction processes set out MCR expectations for staff - Moderate turnover of staff with MCR capability - Current staff attract others with similar capability to work at agency - Staff are appropriately recognised and remunerated for the MCR skills they bring, particularly those with high level tikanga Māori, te reo Māori and relationship skills - The agency actively considers how it can attract and retain staff with MCR capability (see Attachment 1)	- Recruitment processes demonstrate an understanding of the MCR skills required for specific roles - Induction processes demonstrate the agency's commitment to the MCR expectations for staff - Turnover of staff with MCR capability is low - The agency attracts people with MCR capability to work at agency - Staff engagement surveys include questions on staff inclusion and comfort, and are able to disaggregated to enable results to be interpreted on an ethnicity-basis - Institutional knowledge is held and maintained - Māori public servants feel comfortable and, if they desire, able to contribute, as Māori, in the agency (see Attachment 1) - The agency undertakes regular audits to identify and address where employment disparities exist (such as in recruitment, remuneration and promotion) - Māori (external and internal) are involved in recruitment decision making	- Succession planning is embedded to ensure the agency has continuity in its MCR capability - Agency recruits and retains high performing, knowledgeable and experienced staff with MCR capability work - The agency is well known outside the organisation as a great place for people with MCR capability to work

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Training and development	- No specific requirements for MCR capability outlined in job descriptions or PDPs - MCR capability training and learning opportunities are available on an ad hoc basis	- Language planning is in place as per the Maihi Karauna - Performance Development Plans outline MCR capability development requirements and approaches - Training provided to ensure staff have base level understanding of: - o why the Māori Crown relationship is important; - o racial equity, personal bias and the existence and impact of institutional racism; - o tikanga Māori; - o te reo Māori; - o te ao Māori and current Māori perspectives; - o New Zealand history and the Treaty of Waitangi - Wellington based staff spend time in the regions and vice versa - Open to secondments etc when staff proactively identify opportunities	- Māori staff are actively mentored and provided opportunities to enable them to undertake leadership positions - Performance Development Plans have MCR capability development requirements articulated throughout all relevant sections and at all levels - Development pathways are clearly articulated and promoted - MCR capability training and learning opportunities provided in a structured and strategic manner - The agency fosters a learning environment in which people are: - o encouraged and provided a range of opportunities to learn about te ao Māori and tauwi worldviews - o encouraged to debrief after projects and share information on what worked and what can be done better - Training provided to support staff gain appropriate levels of te ao Māori skills for their jobs - The agency assesses staff awareness of institutional racism/structural discrimination - The organisation seeks out opportunities for staff to gain experience in te ao Māori, engaging and partnering with Māori and addressing institutional racism - Secondments, internships and exchanges with iwi/Māori and other agencies are encouraged and supported by formal agreements and processes - Staff are supported to undertake study or other activities that support their understanding of te ao Māori	- MCR capability programmes are developed and tailored for individuals - MCR capability is widely accepted as a standard set of skills expected across the agency - Regular and flexible transfers of staff between agencies and iwi/Māori organisations take place to build capability for both parties
Environment				
Physical environment	- No visibility of te ao Māori in the workplace	- The agency's physical environment incorporates some recognition of te ao Māori (see Attachment 1)	- The agency can comfortably and appropriately host manuhiri for a wide range of events (see Attachment 1)	- The agency's physical environment provides a strong demonstration of the agency's commitment to te ao Māori (see Attachment 1) - Mana whenua consider the agency's physical environment adds to the local environment

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Commitment to tikanga Māori	- No evident commitment to tikanga Māori	- Some evident commitment to tikanga Māori (see Attachment 1)	- The agency has a clear commitment to tikanga Māori (see Attachment 1) - Kaupapa Māori activities are prioritised and common	- The agency is able to undertake all business in accordance with tikanga Māori (see Attachment 1) - Tikanga Māori is embedded into training and development
Policy and services				
Policy processes	- Little or no Māori input into policy processes	- The agency implements the MCR Engagement Framework and Guidelines and the te ao Māori aspects of the Policy Quality Framework - Communications strategies include specific MCR considerations and are tailored for Māori audiences where appropriate	- The agency rates highly in cross-government assessments for its incorporation of te ao Māori in policy processes, and is able to put te ao Māori at the centre of policy processes. - The agency actively considers how it can uphold the Treaty of Waitangi in policy processes, including applying Cabinet Office Circular (5) 19 - Māori consider the agency engages with Māori appropriately - The agency is open to innovative approaches and willing to take risks to advance issues that are important to Māori - Data and insights used in analysis is the richest information possible and is used in ways that demonstrate an understanding of te ao Māori perspectives and critiques long-standing interpretations and beliefs - The agency collects and disseminates information on good practice in other agencies	- Te ao Māori is embedded at the centre of policy processes as a default - The agency is known for its ability to undertake Treaty of Waitangi analysis - The agency partners with, or empowers, Māori in the policy process - The agency is open to making radical changes, including challenging existing power structures, investments and frameworks, to achieve changed outcomes and uphold the Treaty - Māori have a high level of involvement in policy processes across the agency and sector
Service design and delivery	- Limited or no consideration of Māori access to services in their design and delivery	- The agency considers how Māori can access its services and has clear and reliable points of contact for Māori	- The agency works with Māori to design services from an effectiveness for Māori perspective, and then considers how that model can work for others - The agency reviews its services to ensure it provides the right services for Māori - TPK, through its monitoring work, provides a positive assessment of the adequacy of the services for Māori	- The agency partners with, or empowers, Māori to identify, design and deliver services - TPK, through its monitoring work, complements the adequacy of the services for Māori

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Evaluation	- Limited or no evaluations of effectiveness of agency work for Māori	- Impacts on Māori and the Māori Crown relationship are included in all evaluation processes as a matter of course - Māori are able to easily access agency evaluations	- The agency works with Māori to incorporate Māori views in evaluation design and processes - Evaluations take a wholistic approach to the subject matter, considering issues across and between sectors - Evaluations of agency work actively include assessments of people's experience of discrimination in accessing and interacting with the agency	- Evaluation is undertaken by, or in partnership with, Māori
Data and insights	- Little or no consideration of Māori perspectives on data and insights	- The agency ensures it consistently collects and disaggregates data that shows how its work impacts on Māori - Māori are able to easily access agency data and insights	- The agency has data collection and management approaches that reflect the Indigenous Data Sovereignty principles - Māori are involved in how the agency develops and interprets data and insights - The agency supports the implementation of non-Western ways to gather evidence and feedback	- The agency is able to generate a wide range of Māori specific data and insights that are meaningful and useful for Māori and for the organisation

Māori Crown Relations Capability Framework for the Public Service

Supporting ideas to:

- **recruit more people with Māori Crown relations skills**
- **make workplace environments comfortable and supportive for Māori staff**
- **demonstrate a commitment to te ao Māori through an agency's physical environment**
- **demonstrate a commitment to tikanga Māori**

1) Recruit more people with Māori Crown relations skills

- Advertising
 - use te reo Māori
 - state the importance of te ao Māori and other relevant knowledge
 - use Māori recruitment agencies
 - use Māori publications and media e.g. www.mahi.co.nz and the Māori media network
 - share vacancies directly with Māori groups and networks
 - consider other non-standard recruitment approaches
- Job descriptions
 - clearly outline MCR capability requirements and expectations
 - use te reo Māori or develop bilingual job descriptions
 - develop job descriptions jointly with Māori
 - Remove structural barriers wherever possible, such as qualification requirements, location requirements and previous government work experience requirements
- Interviews
 - invite whānau support
 - follow appropriate tikanga Māori
 - seek for representatives from Māori communities, organisations and/or iwi to be part of interview panels and recruitment decision making (and not just for Treaty of Waitangi questions, testing te reo and tikanga Māori capability or to whakatau applicants and whanau support)
- Contractual provisions
 - consider providing te reo allowances
 - ensure MCR skills are recognised and valued within remuneration framework
 - where staff agree or seek to perform roles outside of job descriptions (such as cultural support), provide for recognition through remuneration, TOIL or similar
 - provide paid and unpaid leave for Māori staff to fulfil iwi, hapū and whānau responsibilities especially at governance and/or marae kōmiti levels
 - support staff to attend tangi
 - provide housing and other support for staff who split their time between home and work

2) Make workplace environments comfortable for Māori public servants

- Have an open conversation with Māori public servants to understand what would make the environment more comfortable and supportive and enable Māori public servants to succeed as Māori
- Recognise and ensure organisational approaches address the pervasive impact of internalised racism for Māori public servants
- Ensure Māori public servants are not expected to:
 - represent the voice of all Māori
 - work as cultural experts, unless specifically stated in job descriptions
 - use their relationships within Māoridom to advance agency work

- Be receptive and open to suggestions from Māori public servants, particularly where the issue is of importance to Māori
- Ensure Māori public servants are not isolated and recognise when environments might be isolating. Māori may prefer to work with Māori. A good representation of Māori in senior leadership positions is likely to make the environment more comfortable for other Māori public servants
- Provide opportunities for Māori public servants at all levels to learn leadership and other skills in immersive and kaupapa Māori environments
- Demonstrate commitment leadership pathways for Māori public servants
- Support Māori public service networks
 - Recognise that some Māori public servants work in the public service primarily to serve Māori
 - Support Māori public servants to wear “multiple hats”
 - Be flexible, particularly with travel that enables people to take opportunities to spend time with whānau
 - Recognise that Māori public servants may have (or need to) relocate for work and offer support to ensure this is as easy as possible
 - Enable people to work remotely or be based close to their homes where possible
 - Involve Māori public servants on issues and opportunities that relate to the agency's te ao Māori capability or that affect Māori
 - Ensure all public servants manaaki manuhiri so this responsibility doesn't rest on Māori public servants

3) Demonstrate a commitment to te ao Māori through the physical environment

- Use bilingual signage for internal and external signs
- Rename work areas to te reo Māori names
- Work with manawhenua to place pou, waharoa or appropriate signage at main entrances
- Ensure a whānau friendly environment, which might include space for whānau and children to visit and eat
- Display taonga and toi Māori in visible and appropriate spaces
- Make provision for hosting manuhiri (e.g. suitable access, parking, chairs for kaumātua, dedicated space, well-resourced kitchen)
- Consider whether an agency, sector or collaborative mārae or wharehau would be appropriate
- Consider how to recognise and build the regional presence of the agency
- Provide dedicated Māori spaces for hui and/or powhiri

4) Demonstrate a commitment to tikanga Māori

- Consider how Māori values relate to the agency values
- Promote decision making process that are inclusive of Māori
- Use tikanga Māori in the office appropriately and as standard practice
- Ensure all staff are comfortable to use Māori greetings and have good pronunciation of te reo
- Speak te reo Māori
- Hold mihi whakatau for all new staff
- Provide regular opportunities for staff to learn and sing waiata
- Support participation in Te Konohete / kapa haka groups

- i) Ensure staff know karakia and use them appropriately
- j) Provide and encourage staff to attend te reo and tikanga training
- k) Ensure staff are able to freely access cultural advice and support
- l) Embed noho marae and wānanga as learning methods
- m) Ensure Māori content is easily accessible on websites and in agency publications and materials
- n) Ensure points of contact/entry to access information and services are clear and accessible
- o) Support members of the public to conduct their business with the agency in te reo Māori