

He Oranga Poutama Outcomes Framework Review Report

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Executive Summary

The purpose of this report has been to review the 2008 He Oranga Poutama Outcomes Framework in order to contribute to ongoing management and sense-making of the He Oranga Poutama 2021-24 Investment period. It aims to ensure He Oranga Poutama investment continues towards fit-for-purpose outcomes that are beneficial for both Māori development in communities and the sector and remains complimentary to Sport NZ Ihi Aotearoa strategic direction.

Current He Oranga Poutama providers responded to a survey designed to gain insights to:

- Their awareness of the He Oranga Poutama Outcomes framework.
- Their perception of key outcomes and how their activities have contributed to these.
- The relevancy of the 2008 He Oranga Poutama strategic goal and outcome domains to their current Māori communities.
- The importance of retaining unique features of the current He Oranga Poutama outcomes focus.
- The identification of outcome statements, if any, that might need to be updated?

Based on survey responses, the He Oranga Poutama outcomes framework still makes sense, is relevant to providers and their Māori communities and is possibly even more fit for purpose for these times than it was when it was first developed.

A key theme as to what requires focus is how the framework can be better utilised, implemented and resourced. There is a call from providers to actually "do it better". This would require a reignition of resourcing into programme management using Developmental Evaluation processes - cycles of ongoing implementation action, reflection and adaptation, towards the strategic outcomes and goal.

Recommendations to consider are:

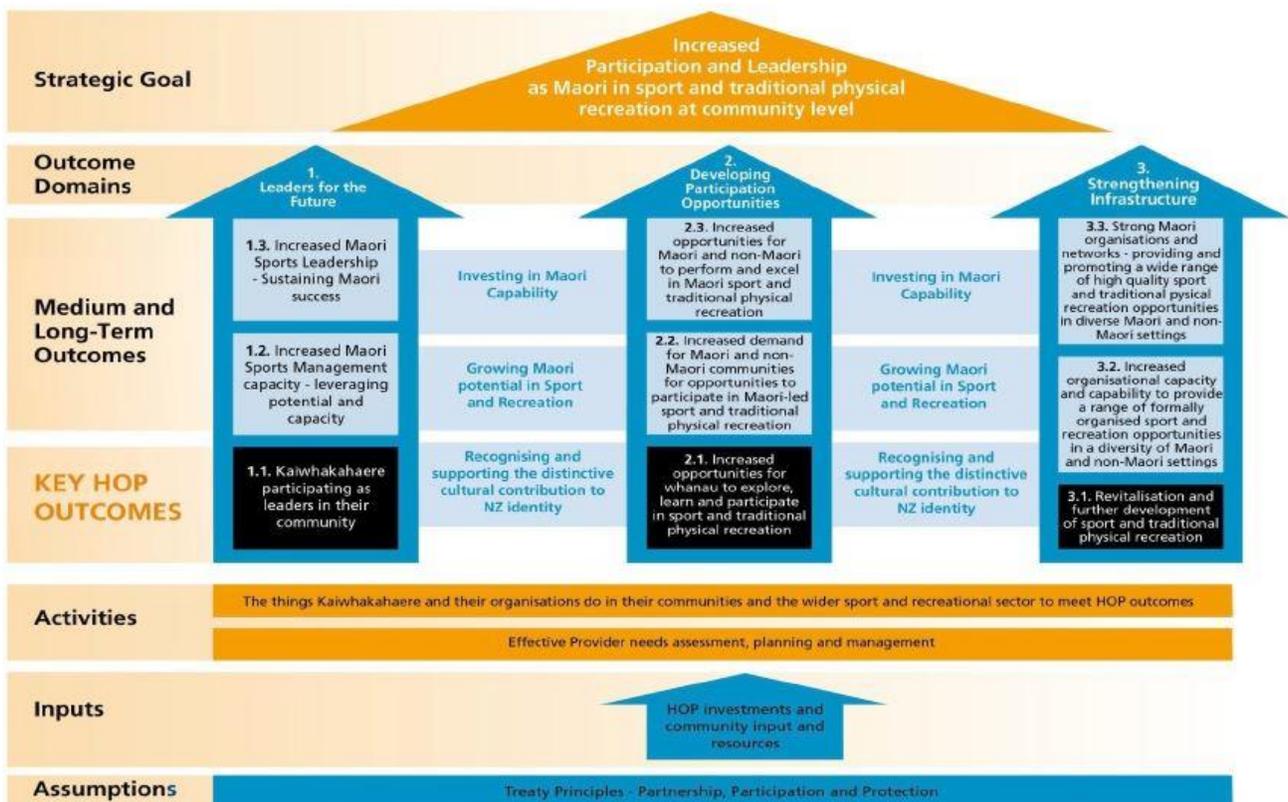
1. The He Oranga Poutama strategic goal as *"increased participation and leadership as Māori in sport and traditional physical recreation at community level"* should be retained.
2. The 3 Outcome Domains - Leaders for the future; Developing Participation Opportunities and Strengthening Infrastructure, should also be retained.
3. All 9 outcome statements should also be retained as they are.
4. Consider updating the look of the framework with more culturally appropriate elements.
5. Continue to prioritise that providers deliver activities to meet the Key short-term outcomes as foundations on which to build any emphasis to any other agreed outcomes.
6. With any new resource that might be made available, strongly consider resourcing activities that sit at items 1.3 through to 3.3 on the framework (i.e. increased Māori sports leadership-Sustaining Māori success and Strong Māori organisations and networks - providing and promoting a wide range of high quality sport and traditional physical recreation opportunities in diverse Māori and non-Māori settings).
7. Ensure there is strong resourced and continuous leadership, advisory support, monitoring and evaluation capacity and capability wrapped around He Oranga Poutama - be it to current or new providers.
8. Consider taking a Developmental Evaluation (DE) approach to the monitoring and evaluation work. In doing this, acknowledge that any future changes to the framework will likely emerge through the DE process.

9. Develop and offer training on the He Oranga Poutama outcomes framework and tools to provider Senior Leadership Teams.
10. Unpack to socialise how the outcomes framework can better be used in mainstream settings with high populations of Māori.
11. Consider the need for strategic and operational links between He Oranga Poutama and any existing or new Māori targeted or tailored initiatives to set them up for success.
12. Undertake a review of the Te Whetū Rehua tool to ensure it is fit for purpose for the current state.

Introduction

In 2008 an internal review of He Oranga Poutama investment was called for by SPARC (now Sport New Zealand Ihi Aotearoa). A major shift of public sector policy at the time was to move away from “funding outputs” to “investing for outcomes”. To be done well, SPARC required the development of a comprehensive He Oranga Poutama programme outcomes framework (see Figure I). Since 2009, Sport NZ Ihi Aotearoa He Oranga Poutama investment has been delivered through 12 providers in ongoing 3-year terms, using this framework as the key evaluation frame.

HE ORANGA POUTAMA OUTCOMES FRAMEWORK



He Oranga Poutama investment has been secured for the 2021-24 period. Therefore, a process with current partners and providers to develop investment schedules and agreements will occur. Confirmation of the level of investment and outcomes expected will be settled by 1 July 2021. There is a possibility that new partners may also be engaged.

From this context, a review of the He Oranga Poutama outcomes framework was deemed prudent. The purpose of this review is to contribute to ongoing management and sense-making of He Oranga Poutama investment to Sport NZ Ihi Aotearoa and partners for 2021-2024. It aims to ensure He Oranga Poutama investment continues towards fit-for-purpose outcomes that continue to dually benefit both Māori development in communities and the sector, and remains complimentary, thereby an enhancement, to Sport NZ Ihi Aotearoa strategic direction.

Scope

The scope of this work is limited to the He Oranga Poutama programme and its current providers, assessed within current Māori development and Sport NZ Ihi Aotearoa strategic contexts. No reference to other Sport NZ Ihi Aotearoa kaupapa Māori or Māori centred initiatives was required.

What we Did

A 15-question survey, developed in a Survey Monkey format, along with a copy of the one-page He Oranga Poutama outcomes framework document was emailed to the Chief Executives of the current 12 He Oranga Poutama providers with instructions to complete the survey. A two-week response time frame was given.

Ten response forms were received and tabulated into an Excel sheet which was then sent to the author of this report for analysis and synthesis.

Questions to Providers were focused into 5 critical areas deemed important to gain insight in determining:

- Current awareness of the He Oranga Poutama outcomes framework.
- Perception of key outcomes their He Oranga Poutama activities have contributed to.
- The relevancy of the 2008 He Oranga Poutama strategic goal and outcome domains to their Māori community context.
- The importance of retaining unique features of the current He Oranga Poutama outcomes focus.
- If anything, what they considered needed to be updated?

Relevant internal documents such as He Oranga Poutama hui notes and feedback forms to Te Whetū Rehua were also reviewed.

A scan of the current Māori development environment was also carried out in order to determine strategic directions that an updated He Oranga Poutama strategy would need to align with to make sense and be effective to a te ao Māori world view.

Respondents

Ten of the 12 current He Oranga Poutama Providers completed the survey. Two Chief Executives, one CE with her/his He Oranga Poutama Team, one Manager, five Kaiwhakahaere and one respondent not identified, were the respondents.

What we Found

Current Awareness of the He Oranga Poutama Outcomes Framework

There is variability across respondents as to how well the framework is known, understood, and therefore used. Overall, there is limited knowledge of the He Oranga Poutama outcomes framework reported by respondents who identified as being at the CE and Manager level. There was more knowledge of it at the operational level (by Kaiwhakahaere). Within the Kaiwhakahaere group of respondents, there also exists a range of understandings. For example, Kaiwhakahaere responses to how it is used range from stating that the outcomes framework is used "now and then" to "for reporting" to it being the "foundation of all mahi".

Perception of key outcomes their He Oranga Poutama activities have contributed to

The outcomes framework articulates a pathway to the intended goal of "increased participation and leadership as Māori in sport and traditional physical recreation".

Leadership for the Future, Developing Participation Opportunities and Strengthening Infrastructure are the 3 key outcome domains deemed critical to achieve the goal. For each domain there are 3 desired outcomes stated - a Key (short-term), a medium-term and a long-term outcome each, identified in levels 1, 2 and 3 for a total of 9 outcomes. It was intended that He Oranga Poutama providers would impact upon these outcomes with their He Oranga Poutama investment.

All respondents identify that their activities are predominantly focused to meet the outcomes in the Key short-term areas. This is over twice (2.25 times) as likely to be occurring than a focus to any of the Medium-term outcomes. And 4.25 times more likely to be the case in relation to any of the stated long-term outcomes sought.

Relevancy of the He Oranga Poutama strategic goal and domains to Provider Māori community contexts

Ten of the 12 respondents (83%) consider that the current He Oranga Poutama goal is still very appropriate relative to their Māori community.

"Very appropriate and relevant. It is a pou to enable things that are of relevance to individual contexts and settings rather than a prescriptive tool that is trying to see a one-size fits all approach".

One provider commented that the goal could be even better aligned to Māori needs over Sport NZ's. One other respondent stated that it may need to be updated to Sport NZ Ihi Aotearoa direction.

To the **Leaders for the Future** domain, 7/10 respondents believe that this domain is extremely relevant to their Māori community context.

"Māori Leadership is extremely important to help address many of the issues of equity in the sector".

The remaining 3 respondents believe that it is either somewhat or very important.

The relevancy of **Developing Participation Opportunities** was deemed even more important with 8/10 respondents believing that this was extremely important for their Māori communities. Similarly, the remaining 2 respondents believe it is very important.

"Our people need that push and need readily available opportunities that are both competitive and suitable to purpose to participate in. We as Kaiwhakahaere need to continue to explore and provide these opportunities."

Finally, the domain of **Strengthening Infrastructure** by respondents is not scored as highly in terms of its relevance to Māori communities as the previous two domains. However open-ended comments indicate that there is an appreciation for the complex task - relationships, time, stability, resourcing, that is needed to impact into this space.

"We understand the importance of strengthening infrastructure. It's a slow process to build the relationship."

Retaining unique features of the current He Oranga Poutama outcomes focus

Four unique features that the 2008 framework introduced were:

1. Explicitly underpinning the framework with the principles of the Treaty of Waitangi.
2. Supporting an "as Māori" approach aligned to education sector policy to value Māori culture.
3. Intentional emphasis on revitalising Traditional Māori Games through the broader term of "traditional physical recreation".
4. Support the Māori Potentials approach to policy management and investment expressed as:
 - 4.1. investing in Māori capability
 - 4.2. growing Māori potential in sport and recreation
 - 4.3. recognising and supporting the distinctive cultural contribution to New Zealand identity.

For this review the assumption of the necessity of the Tiriti o Waitangi to remain underpinning the framework, is not questioned. It will remain.

Survey questions specifically sought to determine whether the other three unique features are still relevant and appropriate.

Respondents unanimously agree that the "as Māori" focus should be retained.

"We need our Tangata Tiriti waka to understand, awhi and tautoko our direction as much as we need to tautoko theirs"

The emergence of Te Whetū Rehua as a programme guide tool that distinguishes participation by Māori from participation as Māori for the sector is hugely valuable for the programme. Its broader value is possibly yet to be fully realised.

Ninety percent replied that a specific focus on "Traditional Māori Games" should be retained. Reasons given for its retention are it is a heritage right that should be protected and there is cultural relevancy to activate and affirm Māori. In addition, 30% believe that Traditional Māori Games should be a broader organisational

responsibility, not solely restricted to He Oranga Poutama and 20% expressed that expansion of Traditional Māori Games to mainstream settings should be centred from He Oranga Poutama foundational work.

One respondent emphasising that most Māori participate in mainstream sports.

Seventy percent believe the Māori potentials approach – to invest in capability, grow potential and recognise cultural distinctive contribution for all New Zealanders are still relevant, so should collectively be retained in the framework.

Provider suggestions to consider

When asked what if any items of the framework should be changed, there were no specific additions, deletions or amendments offered. However, there are seven comments/questions that speak to what could lead to how the framework could potentially be better used. These are:

1. A query of how the framework might be better connected to mainstream schools that have high populations of Māori.
2. The need to be able to capture better data to inform directions.
3. The challenge of dropping the strategic frame into operations. *“Different areas of the Pou for example require different investment, resourcing, approaches and skill sets. How is this currently supported, how should it look in the future and what do we need to get there?”*
4. The look of the framework could be simplified and look more Māori.
5. Māori Sports Organisations need to be considered as a potential focus area for Strengthening Infrastructure.
6. Consideration be given to a systems change approach to transformation at https://www.fsg.org/publications/water_of_systems_change
7. Equity of access by Māori in generic sports pathways is still needed.

Summary of Findings

The majority of our He Oranga Poutama providers use and refer to the outcomes framework at the Kaiwhakahaere level and are able to identify that they are predominantly contributing to the key level one short-term outcomes of having Kaiwhakahaere participating as leaders, increasing participation opportunities and revitalising traditional physical recreation. Collectively, there is less contribution from their activities to medium term outcomes and even less to the longer-term outcomes.

Despite this, there is almost universal agreement that the strategic goal is still relevant as well as the existing outcome domains, particularly the Leadership and Participation domains with slightly less support for Strengthening Infrastructure.

There is unanimous support that the “as Māori” focus is extremely relevant in their current contexts with still significant agreement that the Traditional Māori Games and the items of the Māori Potentials approach are also still relevant to be retained as a focus of He Oranga Poutama investment.

Provider responses indicate that changes to the outcome framework are not deemed necessary. A key theme of provider comments as to what requires focus is how the framework can be better utilised, implemented and resourced.

Current Wider Considerations

The cultural and socio-political context is now vastly different from 2008. The current government's Well-being measures of the Living Standards framework, Māori development agenda towards cross-government systemic change to improve Māori outcomes, and Sport NZ's own growth and commitment to act more authentically as Treaty partner, are significant developments since the initial He Oranga Poutama outcomes frame was developed.

These developments provide fertile ground to explore the leveraging potential of He Oranga Poutama's strategic goal and intended outcomes to improve Māori wellbeing, consistent with Māori aspirations. Greater resourcing capacity through some post-Treaty iwi settlements creates a need for as Māori sport and recreation leadership capability. The aspiration to Kotahitanga by Māori within Māori is growing and Sport NZ Ihi Aotearoa would do well to consider how any internal initiatives - Māori and non-Māori, might enhance each other's intended outcomes or at least are planned and defined well enough to not contradict or encroach on each other's spaces

Five other constructs that will have growing importance on strategy, policy and relations as they relate to Māori and rangatahi flourishing are:

- How systems apply an equity-lens to all areas of work.
- Systems-change work to address institutionalised racism.
- Consideration to Kaitiakitanga o te Taiao - guardianship of the environment.
- Indigenous Data Sovereignty relative to research and data governance, ownership, collection, storage and use of Māori data.
- Growing the actions to increase bi-cultural leadership in governance and management.

How these constructs may be centred and/or aligned into future operational policy for best Māori outcomes has not been a focus of this review. All would require more in depth and specific focus but could possibly be considered through the 2021-2024 investment period for changes beyond 2024.

Commentary

The He Oranga Poutama outcomes framework is now 13 years old. When it was developed in 2008 the policy, system, intentions, and outcomes shifted away from pervasive deficit-theorising towards a strength-based position for success. These policy elements in effect were ahead of their time and were recognised as such by being awarded the Australasian Evaluation Societies Excellence Award for Best Policy and Systems in 2013.

The explicit recognition of the Tiriti o Waitangi principles, the revitalisation of Traditional Māori Games and defining what participating as Māori means for the sector have emerged as valuable, unique contributions of and through He Oranga Poutama.

The current socio-political climate is demanding a rebalancing to the Tiriti partnership by the public sector. The establishment of Te Arawhiti, legislated te reo Māori in schools, Waitangi Tribunal WAI 2575 Health Services and Outcomes Inquiry influence of the health sector and the recommendation of the Simpson report to establish an independent Māori Health Authority, are tangible examples.

The inference and growth of understanding is that there are Māori ways of doing things, by, for and as Māori, that will be better for and more effective than expecting Māori to assimilate and integrate to one size fits all general strategies. Therefore, the practice and inclination to change the He Oranga Poutama goal to Sport NZ Ihi Aotearoa new strategic elements of “play, active recreation and sport” is deemed unnecessary for He Oranga Poutama at this point in time.

Based on responses to this survey, as a strategic guide for the investment that current providers receive, the He Oranga Poutama outcomes framework still makes sense, is relevant to providers and their Māori communities and is possibly even more fit for purpose for these times than it was when it was first developed. There is a call from a portion of the providers to actually “do it better”. This would require a reignition of resourcing towards programme management using Developmental Evaluation processes - cycles of ongoing implementation action, reflection and adaptation towards the He Oranga Poutama strategic outcomes and goal. A review of the Te Whetū Rehua framework tool is also advisable.

The focus of He Oranga Poutama investment schedules and agreements has required results to the three Key short-term outcomes (Kaiwhakahaere participating as Leaders in their communities; Opportunities for whānau to explore, learn and participate in sport and traditional physical recreation; and Revitalisation and further development of sport and traditional physical recreation). Providers affirm that this is where they have indeed focused their activities so believe they have been fulfilling their investment schedule obligations. This focus should remain a priority of future schedules. Should any additional financial resource come on-line, consideration should be given to resourcing activities that sit at levels three on the framework. Namely:

- 1.3 Increased Māori sports leadership – Sustaining Māori success
- 2.3 Increased opportunities for Māori and non-Māori to perform and excel in Māori sport and traditional physical recreation
- 3.3 Strong Māori organisations and networks – providing and promoting a wide range of high-quality sport and traditional physical recreation opportunities in diverse Māori and non-Māori settings.

This should be seriously considered because the wider environment is growing capacity of both Māori and non-Māori entities to engage in more Māori centric ways. The sector needs to front-foot the demand and invest in the human capital and community infrastructure required to take advantage of this.

Summary Recommendations

Combining the survey results with consideration to the current contexts, the He Oranga Poutama outcomes framework appears to have stood a test of time. The following recommendations are made:

1. The He Oranga Poutama strategic goal as *“increased participation and leadership as Māori in sport and traditional physical recreation at community level”* should be retained.
2. The three Outcome Domains - Leaders for the future; Developing Participation Opportunities and Strengthening Infrastructure, should also be retained.
3. All 9 outcome statements should also be retained as they are.
4. Consider updating the look of the framework with more culturally appropriate elements.
5. Continue to prioritise that providers deliver activities to meet the Key short-term outcomes as foundations on which to build any emphasis to any other agreed outcomes.
6. With any new resource that might be made available, strongly consider resourcing activities that sit at items 1.3 and 3.3 on the framework (i.e Increased Māori sports leadership-Sustaining Māori success and Strong Māori organisations and networks - providing and promoting a wide range of high quality sport and traditional physical recreation opportunities in diverse Māori and non-Māori settings).

7. Ensure there is strong resource and continuous leadership, advisory support, monitoring and evaluation capacity and capability wrapped around He Oranga Poutama - be it to current or new providers.
8. Consider taking a Developmental Evaluation (DE) approach to the monitoring and evaluation work. In doing this, acknowledge that any future changes to the framework will likely emerge through the DE process.
9. Develop and offer training on the He Oranga Poutama outcomes framework and tools to provider Senior Leadership Teams.
10. Unpack to socialise how the outcomes framework can better be used in mainstream settings with high populations of Māori.
11. Consider the need for strategic and operational links between He Oranga Poutama and any existing or new Māori targeted or tailored initiatives to set them up for success.
12. Undertake a review of the Te Whetū Rehua tool to ensure it is fit for purpose for the current state.

Appendices

Survey Questions

1. Who is completing this survey? Please select the role you have in your organisation.
2. To what extent is the HOP outcomes framework known?
Please explain why you have scaled your response to the level above.
3. To what extent is the HOP outcomes framework "as Māori" goal "Increased participation and leadership as Māori in sport and traditional physical recreation at community level" understood?
Please explain why you have scaled your response to the level above.
4. To what is the HOP outcomes framework used?
Please explain why you have scaled your response to the level above.
5. Which outcomes would you say your HOP programme of activities is contributing to most (e.g. 1.1, 1.2 or 1.3 etc)?
6. Which outcomes would you say your HOP programme of activities is contributing to least (e.g. 3.3 etc)?
7. How appropriate is the HOP strategic goal to your context, relative to your Māori community?
8. To what extent is the Outcome Domain: "1 Leaders for the Future" relevant to your Māori community context?
Please explain why you have scaled your response to the level above.
9. To what extent is the Outcome Domain: "2 Developing Participation Opportunities" relevant to your Māori community context?
Please explain why you have scaled your response to the level above.
10. To what extent is the Outcome Domain: "3 Strengthening infrastructure" relevant to your Māori community context?
Please explain why you have scaled your response to the level above.
11. Assuming the strategic goal is still relevant, is there anything missing from the Framework that would contribute to achieving the goal? E.g. do we need to add an outcome domain, a short or long-term outcome or should we delete an outcome domain?

12. "Traditional physical recreation" in the current goal is the term that has enabled emphasis and growth in traditional Māori games in both Māori and general settings. How important if at all, is it that "traditional physical recreation" remains specified in the HOP goal?

Please explain why you have scaled your response to the level above.

13. Another focus of HOP has been supporting participation and leadership growth as Māori (rather than by Māori). Is this still relevant?

14. The three high-level platforms of the Māori Potentials approach: "1. Recognising and supporting the distinctive cultural contribution to NZ identity"; "2. Growing Māori potential" and "3. Investing in Māori capability" was a strong rationale for changes made to HOP in 2009, (these are represented in the Framework in between the 3 Pou). Are they still relevant?

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