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-  Public Policy Analysis
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**Part Two**  
**Report to Work and Income New Zealand**

On  
*The best approach  
for the delivery  
of high quality Maori advice  
on improving Maori outcomes.*

Prepared By

Gardiner and Parata Limited

June 1999

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## **1. INTRODUCTION**

### **Project Approach**

1.1. This report draws on the information obtained in preparing the Part One report. This information included:

- Consultation with just under 300 internal and external stakeholders;
- Interviews with comparable organisations; and,
- Review of WINZ documents.

1.2. The purpose of this report is to:

- Identify options for the provision of high quality advice on improving Maori outcomes;
- Identify critical success factors for assessing the options;
- Present the results of the assessment of the options;
- Recommend a preferred option.

1.3. The report is structured around these four tasks. The first section explains how options were identified and summarises them into an Options Framework. The second section presents the range of critical success factors generated from the consultation process, and refines these into a workable set. The third section lines up the Options Framework with the critical success factors, and the fourth section presents the preferred option based on the analysis.

1.4. In addition, however, this report ventures into wider questions of overall strategy. Advice must be provided in a context and the effectiveness of both its provision and its utility will rely to a significant degree on the environment in which it occurs. Accordingly, while the focus of this report is on the advice function needed to support the achievement of improved Maori outcomes, key components of a wider strategy have also been identified.

### **Context for the Advice**

1.5. It is essential that the consideration of this report be informed by an understanding that the achievement of improved Maori outcomes, like the achievement of general outcomes, will rely on a mix of inputs. Advice is a significant contributor, but cannot be effective by itself. It is clear from past state sector experience that there has been an unrealistic reliance on single investments to produce improved Maori outcomes.

1.6. Government agencies have placed unfair burdens on a Maori unit, or a Maori manager, or a responsiveness to Maori plan. Unsurprisingly, little or no effective gain has been achieved in respect of improved Maori outcomes. A recurring theme in this report is the need to invest in a range of inputs and to avoid the trap of placing an unsustainable load on one or two inputs.

### **Dichotomies**

1.7. WINZ is the Government's key service delivery agency. It must be operationally focused. Its corporate strategy, and its advice function within this, must be aligned with its operational imperatives. And these imperatives, for the purposes of consistency and accountability, must be based on a corporate view of the operating environment. This report contributes to that view by making explicit the constant dichotomies in the WINZ operating environment in respect of Maori. These dichotomies have been translated into a principle of duality reflected in:

- The dual status of Maori as citizens of New Zealand *and* as tangata whenua
- The outcomes required in respect of both Maori *and* non-Maori citizens
- The internal *and* external dimensions of Maori advice
- Responsiveness in respect of Maori *staff and* customers

- And/And options

1.8. This is the context within which advice on how to achieve improved Maori outcomes must occur.

### **Operating principles**

1.9. While the balance of this report is properly focused on the advice function, it has been useful to develop a set of guiding principles to inform thinking about the wider strategy, the range of inputs, and the choice of the mix that could be deployed to achieve improved Maori outcomes. The test for selecting options that contribute to improved Maori outcomes, using this set of principles, is:

Does the proposed option/input provide for

- Measuring Maori outcomes
- Working with Maori
- A specific focus on Maori
- Maori working with Maori
- Investment in long term relationships and goals
- Corporate-wide accountability
- Explicit high level leadership

1.10. It is against this test that the recommendations at the end of the report in respect of the wider strategy, and indeed, the advice function, have been developed and should be measured.

### **Strategy**

1.11. Developing the principle of duality elicited from the dichotomies in the WINZ operating environment, the proposed strategy for achieving improved Maori outcomes would have two concurrent approaches:

- Build organisational capability; and,
- Supplement and complement organisational capability

### ***Build organisational capability***

1.12. WINZ is currently at risk in terms of its minimal organisational capability to perform in respect of Maori. The size and range of responsibilities, the interdependent nature of employment and income status, and the size and apparent intractability of the Maori customer group make it imperative that WINZ have the internal capability to respond effectively.

1.13. There are compelling arguments that building organisational capability includes making dual provision for Maori as a special client group and as a sub-group of the mainstream business of WINZ. The parity gap analysis current in government has identified that a focus on mainstream business, and a homogenous customer group, allows for the capture of Maori customers who exhibit the characteristics of the mainstream population. The size of this sub-group is relatively small. This analysis drives a further argument that in order for policy and programmes to be effective for the much larger Maori group, they need to be designed and delivered out of that

cultural context. It is through the use of both these analyses that improved Maori outcomes may be expected to result.

#### *Enhanced Advice*

1.14. As improved Maori outcomes are a corporate-wide responsibility, the operational effect of these analyses would be that all dimensions of the business would provide for the achievement of improved Maori outcomes as a matter of professional accountability. This would mean making specific provision for Maori expertise in each of the main business areas:

- Commissioners (National and Regional)
- Business Development
- Human Resources
- Service Delivery Support
- Strategy and Capability
- Employment Advice

1.15. This approach would allow for capture of Maori customers as part of the mainstream population.

#### *Specialist Advice*

1.16. A separate and specific provision for Maori advice would also be necessary to focus on Maori as a statistically separate population, and to develop initiatives that respond to their actual characteristics rather than to the average across a mainstream population. The operational effect of this approach would be to invest in specific Maori expertise at national and regional levels.

1.17. In respect of supporting and directly resourcing this dual approach WINZ has a significant potential resource to draw from and build upon in the form of its Maori staff who make up 20 percent of the workforce. It is apparent from the staffing profile, however, that these Maori staff members will need targeted training and management development in order to make full use of their potential both to support mainstream initiatives and specifically targeted Maori initiatives.

1.18. A comprehensive and demanding accountability framework will need to be put in place to ensure that improvement in Maori outcomes is understood to be a corporate wide responsibility notwithstanding the attention to Maori staff development. The Government purchases outputs from WINZ for all eligible customers; however, it is the Maori customer group that consistently fails as a group to demonstrate significant improvement. Clearly there is a continuing dysfunction between purchase in respect of all customers and performance in respect of Maori customers.

1.19. Another practical reason for an accountability framework of this kind is the axiom that what gets measured, gets valued. If the improvement in Maori outcomes is subjected to a corporate wide accountability framework of explicit measurement against individual and collective performance all staff will need to accept their part in the process.

#### ***Supplement and complement organisational capability***

1.20. WINZ is at the centre of a complex and demanding set of stakeholders. It may be assumed that WINZ and its iwi and Maori stakeholders have the same or similar outcomes in mind. This synergy provides potential for significant opportunities to work together on achieving improved Maori outcomes. However, the realisation of this potential will rely on building external relationships with a number of stakeholders across a range of interests.

1.21. The building of significant internal capability, of the kinds described above, and specified in the recommendations will take some time to develop. For this reason WINZ should consider supplementing its internal capability by investing in external relationships, networks, and sources of advice. For reasons of transparency and contestability, WINZ should consider complementing

its internal capability with external expertise, alternative advice, different information sources, and best practice models.

### **Making the difference**

1.22. Notwithstanding all of the above, WINZ managers have consistently asked: "What makes the difference?" The experience in the state sector of what makes the pivotal difference in terms of improved Maori outcomes is leadership. Where there has been consistent and explicit commitment by the chief executive officer to the achievement of improved Maori outcomes, marked improvements have occurred. Where this leadership has been complemented by the appointment of competent and respected senior Maori at governance and management level, the achievements have been significant.

1.23. The internal effect of this blend of leadership will be reflected in the corporate culture and its flexibility, responsiveness, and valuing of Maori differences. The nature of the corporate culture will make the difference to staff, Maori and non-Maori, and to external stakeholders.

### **ADVICE FUNCTION**

1.24. It is often helpful to review a proposal by posing an obverse set of questions. In this case, why would WINZ not require either an enhanced advice function (mainstream Maori advice function) or a specialist Maori advice function? It might be expected that the response would identify the presence of many or all of the following features in the WINZ operating environment:

- The organisation already understands and delivers effectively to Maori customers;
- Maori customers representation in the WINZ customer profile equal to, or lower than non-Maori as a proportion of population;
- General advice function already based on, and/or, incorporates Maori analytical frameworks;
- Maori stakeholders report satisfaction with relationship with WINZ;
- Maori provider network fully engaged;
- Best practice service delivery includes successful outreach to Maori;
- Strategic direction of organisation co-designed by Iwi and Maori stakeholders;
- Strategic alliances with Iwi and Maori stakeholders dynamic and robust.

1.25. The discussion in this section has been about setting the wider context within which an advice function would operate, and the features that would desirably be present in order to create an environment for success for the advice function and for the achievement of its purpose, improved Maori outcomes. The balance of this report focuses on the advice function.



## **2. OPTIONS FRAMEWORK**

### **Introduction**

2.1. The options available to WINZ for the provision of high quality advice on improving outcomes for Maori have been developed in terms of three questions:

1. What advice is needed?
2. Where is the advice needed?
3. How should it be obtained?

2.2. This section examines answers to each of these three questions, and presents them in the form of an Options Framework. This framework, together with the critical success factors identified in the next section, will form the basis of the options analysis in the latter two sections.

### **WINZ Outputs and Business Functions**

2.3. To identify the advice WINZ needs, it is necessary to first examine the range of outputs WINZ provides, and the business functions that support their provision. As with all other government service delivery agencies, WINZ seeks to contribute to improving Maori outcomes through the provision of its outputs.

2.4. WINZ's outputs fall into three broad categories:

Employment services;  
Income support services; and,  
Community initiative services.

2.5. *Employment services* encompass:

- Career advice;
- Career guidance;
- Job placement;
- Training;
- Work experience; and,
- Workshops and seminars.

2.6. *Income support services* encompass:

- Assessment and payment of benefits for people:
  - Looking for work;
  - Too ill to work;
  - Looking after other people;
  - On a low income and needing extra help;
  - Of retirement age;
- Administration of Community Service Cards;
- International benefits and pensions;
- Collection of debts;
- Investigation of benefit crime; and,
- Student allowances.

2.7. *Community initiatives* encompass helping community organisations to identify and implement opportunities for employment, as well as community and enterprise development.

2.8. There is a network of business services that support these three broad categories of outputs. The business services, with a brief description, are outlined in the table below.

**Table 1: WINZ Business Services**

<b>Business Services</b>	<b>Description</b>
Commissioners: ▪ National Commissioner ▪ Regional Commissioners	<ul style="list-style-type: none"> <li>▪ Strategic leadership at a national and regional level</li> <li>▪ Regional commission offices include site office/service centre co-ordination, contract management, communications, public relations, and local employment committees</li> </ul>
Business Development	<ul style="list-style-type: none"> <li>▪ Public relations</li> <li>▪ External stakeholder management</li> <li>▪ Internal communications</li> </ul>
Human Resources	<ul style="list-style-type: none"> <li>▪ Head Office human resources advisors</li> <li>▪ Corporate human resources strategies, practices, performance and culture</li> </ul>
Service Delivery Support	<ul style="list-style-type: none"> <li>▪ National contracts management</li> <li>▪ Operational policy and advice</li> <li>▪ Information management</li> <li>▪ Research and Evaluation</li> </ul>
Strategy and Capability	<ul style="list-style-type: none"> <li>▪ Information Technology</li> <li>▪ Financial management</li> <li>▪ Corporate strategic planning and reporting</li> </ul>
Employment Advisors	<ul style="list-style-type: none"> <li>▪ Specialist employment advice</li> <li>▪ Strategic advice</li> </ul>

### **Output and Business Function Characteristics**

2.9. There are four key characteristics about WINZ's outputs and business functions that are significant to identifying the type of advice needed, and at what level. These characteristics apply to WINZ' general advice requirements and general service delivery performance. As Maori are provided for as part of the general customer group, these characteristics must be taken into account when considering how the dual streams of enhanced and specialist advice might be provided.

2.10. The first is that the range of services, both outputs and business functions, is provided at all three levels of the organisation:

1. National - typically through the National Office, but also through national working groups of regional or local representatives;
2. Regional - typically through the Regional Commissioners' offices, but also through working groups of local representatives; and,
3. Local - typically through the site office/service centre, but also through area specific projects run by National or Regional Offices.

2.11. The implication for the provision of Maori advice is that it will also be required at all three levels of the organisation.

2.12. The second key characteristic is that the services differ according to the level at which they are provided. For example, there are public relations services at both the National and

Regional level, but they serve distinct purposes. Similarly, there are outputs managed at three different levels, each with its own particular group of customers.

2.13. The implication for the provision of Maori advice is that the specific kind of services and operational demands in respect of Maori customers will need to be identified.

2.14. The third key characteristic is that the nature of the advice required varies according to the service it relates to, so advice provision will need to be sensitive to this difference. For example, the type of advice needed for strategic leadership is very different to the advice needed to inform programme delivery to a particular customer group.

2.15. The implication for the provision of Maori advice is that the specific kind of advice required will need to be identified.

2.16. The final characteristic is that effective contribution to improved outcomes for any of WINZ's clients relies on the entire range of these services working together. The implication for the provision of Maori advice is that it is not only required at all three levels, across all services, and particular to the requirement at the time, but it must also be able to make an assessment of the cumulative impact of services on Maori outcomes.

### What advice is needed and where

2.17. Table 2 outlines the nature of advice required across WINZ taking into account the four characteristics identified above. In order to take the required zero based approach the kinds of Maori advice WINZ requires have been explored and carefully defined. This has allowed the notion of "Maori advice" to be disaggregated in order that a WINZ solution can be crafted. Seven main categories of advice have been identified through the consultation in the first phase, the quality assurance process used in this phase, including the workshop of Maori staff, and through our own analysis. They are set out in Table 2.

2.18. While the types of advice have not been so labelled, each should be understood as occurring within an operational context.

**Table 2: WINZ Advice Requirements for Improving Maori Outcomes**

Type of Advice (What kind of advice is needed?)	Relevance to achievement of Maori Outcomes (What is it needed for?)	Level Required (Where is it needed?)
<b>Strategic</b>	<ul style="list-style-type: none"> <li>▪ Design of specific objectives for achievements in respect of Maori</li> <li>▪ Understand inter-relationship of Maori social and economic factors as basis for successful WINZ interventions</li> <li>▪ Potential impact and efficacy of WINZ's goods and services for Maori</li> <li>▪ Inter-relationship with other agencies objectives and interventions</li> <li>▪ Prioritisation of WINZ's services for Maori</li> <li>▪ Positioning of WINZ as pre-eminent service deliverer</li> </ul>	<p><u>National</u> outcomes, and effectiveness of operation of WINZ as a whole</p> <p><u>Regional</u> outcomes and alignment of national and local goals</p> <p><u>Local</u> outcomes and operation of WINZ service centres</p>

	<ul style="list-style-type: none"> <li>▪ Development of outcome based relationships and contracts</li> </ul>	
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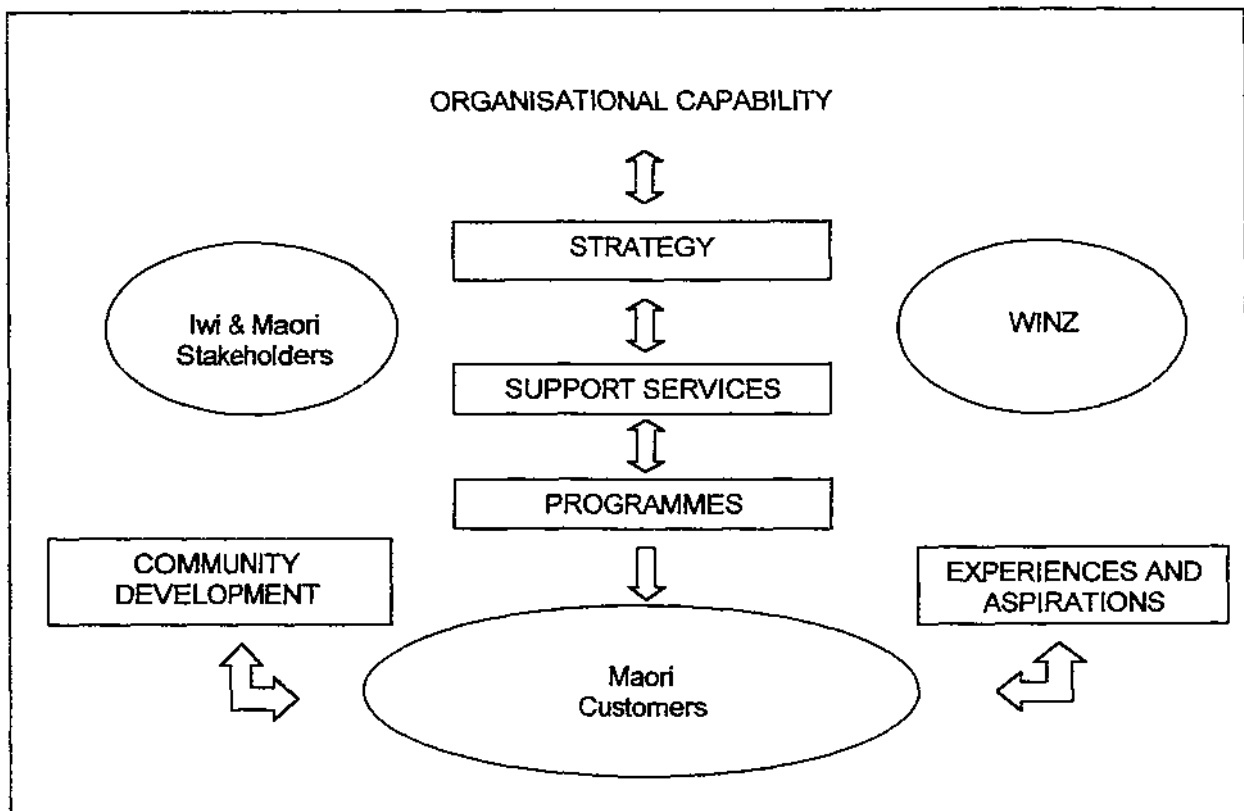
Type of Advice (What kind of advice is needed?)	Relevance to achievement of Maori Outcomes (What is it needed for?)	Level Required (Where is it needed?)
<b>Relationship Management</b>  (Internal and external)	<ul style="list-style-type: none"> <li>▪ Understanding of and response to Maori stakeholders interests</li> <li>▪ Appreciation of the dynamics within and between stakeholder groups</li> <li>▪ Opportunities to work collaboratively with Maori communities and/or providers</li> <li>▪ Transference of information on Maori experiences between offices and business services</li> <li>▪ Transference of information on Maori experiences between agencies</li> <li>▪ Potential for win/win outcomes</li> </ul>	<u>National</u> interface with other agencies and Maori stakeholders, and Regional and Local office interaction  <u>Regional</u> interface with other agencies and Maori stakeholders and National and Local office interaction  <u>Local</u> interface with other agencies and Maori stakeholders and National and Regional office interaction
<b>Programme</b>  (Design, delivery, and evaluation)	<ul style="list-style-type: none"> <li>▪ Best practice in design and delivery</li> <li>▪ Anticipated utility and uptake of programme by Maori customers</li> <li>▪ Accessibility of programme by Maori customers</li> <li>▪ Opportunity for delivery of programme by Maori providers</li> <li>▪ Alignment between delivery and Maori customer needs and preferences</li> <li>▪ Contribution to long term, sustainable, outcomes</li> </ul>	<u>National</u> programmes such as income support provision  <u>Regional</u> programmes such as employment initiatives  <u>Local</u> programmes such as community development initiatives

Type of Advice (What kind of advice is needed?)	Relevance to achievement of Maori Outcomes (What is it needed for?)	Level Required (Where is it needed?)
<b>Experiential</b>  (Customers, providers, stakeholders and staff)	<ul style="list-style-type: none"> <li>▪ Maori customers perceptions of programme suitability and delivery</li> <li>▪ Maori customer perceptions on possible improvements</li> <li>▪ Maori communities' perceptions of their relationship with WINZ</li> <li>▪ Maori communities' perceptions of how WINZ can improve its services and relationships</li> <li>▪ Staff experiences of the efficacy of programmes and customer fit</li> <li>▪ Maori provider experience of WINZ processes and programmes</li> <li>▪ Maori provider views on possible improvements</li> </ul>	<p><u>National</u> Maori organisations – representative, sectoral, provider network</p> <p><u>Regional</u> iwi and hapu groups, and urban Maori organisations; sector groups; provider network</p> <p><u>Local</u> marae, urban Maori organisations and Maori communities; enterprise and work trusts</p>
<b>Support Services</b>	<ul style="list-style-type: none"> <li>▪ Rates of uptake of programmes by Maori customers</li> <li>▪ Short, medium and long term employment outcomes</li> <li>▪ Interface between employment and income services and experiences</li> <li>▪ Risk assessment and management</li> <li>▪ Move to outcome contracting</li> <li>▪ Effectiveness and efficiency of programmes and providers for Maori customers</li> <li>▪ Enhancements to existing programmes to improve their impact on Maori customers</li> <li>▪ Effectiveness and efficiency of communications strategies</li> <li>▪ Effectiveness and efficiency of business processes to meet staff and customer needs</li> </ul>	<p><u>National</u> profiles, trends and services</p> <p><u>Regional</u> profiles, trends, and fit between national and local services</p> <p><u>Local</u> profiles, trends, and services</p>

Type of Advice (What kind of advice is needed?)	Relevance to achievement of Maori Outcomes (What is it needed for?)	Level Required (Where is it needed?)
<b>Organisational Capability</b>	<ul style="list-style-type: none"> <li>▪ Establishment of a responsive corporate culture</li> <li>▪ Design of responsive and flexible business processes</li> <li>▪ Ability to operate consistently and effectively in respect of Maori customers</li> <li>▪ Capacity to target and assign resources to achieve outcomes</li> <li>▪ Ability to design, deliver, and measure outcome performance</li> <li>▪ Training plan to support acquisition and enhancement of skill set</li> <li>▪ Identification of skills required by WINZ staff in working with Maori customers, communities and issues</li> <li>▪ Strategies for recruiting, retaining and training staff</li> <li>▪ Alignment between job responsibilities and decision making</li> <li>▪ Suitability of performance management systems and measures</li> <li>▪ Compliance with State Sector Act responsibilities</li> <li>▪ Observation of appropriate kawa and tikanga when working with Maori</li> <li>▪ Representation of WINZ at hui with Maori stakeholders</li> </ul>	<p><u>National</u> policies and practices, HR strategies, and job specific skill identification</p> <p><u>Regional</u> strategies and job specific skill identification</p> <p><u>Local</u> strategies and job specific skill identification</p>
<b>Community Development</b>	<ul style="list-style-type: none"> <li>▪ Community experiences and aspirations</li> <li>▪ Existing initiatives with other communities and organisations</li> <li>▪ Utilisation of community resources</li> <li>▪ Identification of incentives and barriers to development</li> <li>▪ Context of individual customers situation and dynamics</li> <li>▪ Opportunities for new, innovative initiatives</li> </ul>	<p><u>National</u> Maori organisations, public sector agencies, national and international best practice</p> <p><u>Regional</u> iwi and hapu groups, urban Maori organisations, regional best practice</p> <p><u>Local</u> marae, urban Maori organisations, local best practice</p>

2.19. The description of the particular types of advice is summarised here. The table is intended to provide a sense of the range and diversity of the different types of advice relevant to the WINZ objective of improving Maori outcomes. The diagram below provides a sense of how these different types of advice relate to each other and how they are inter-dependent.

**Figure 1: Inter-relatedness of types of advice**



2.20. The groups identified in the ovals represent the primary stakeholders. The types of advice are shown in boxes. The arrows demonstrate the links between the different types of advice, underpinned by a broad need for organisational capability that permeates all other types of advice. Both WINZ and Maori stakeholders are shown as contributors to each type of advice, without prejudging their eventual involvement in the provision of that advice.

### **How is the advice obtained**

2.21. So far this section has identified the nature of the advice required, and the level at which it is required. These two dimensions are the building blocks for WINZ's advice on improving Maori outcomes. In this sense, they are the "givens" in the options framework. The "variables" in the options framework are how the advice is obtained. However, the decision is not even which choice, but what mix of choices, and when.

2.22. The Part One report identified that the range of options for providing high quality advice on improving Maori outcomes centred around four choices; build, buy, lease/engage and joint venture/partner. The last part of this section explains these choices in more detail before they are assessed in the next section. It is important to realise that the four choices described below are not mutually exclusive. They constitute and/or arrangements rather than either/or trade-offs

2.23. WINZ already uses this mix to manage its operations. The purpose of making the choices explicit here is to demonstrate that the achievement of improved Maori outcomes is dependent on the same set of choices as those used in the achievement of general outcomes. In this way, it will be apparent that there is not a lot of mystery attaching to the mix available to deal with achieving improved Maori outcomes.

**Build**

2.24. In short, this choice is about the level and nature of infrastructure and capability investment WINZ is prepared to make to achieve improved Maori outcomes.

**Buy**

2.25. WINZ could contract selected organisations to provide advisory services on particular aspects of its operations.

**Engage**

2.26. WINZ would work alongside of other sector players, or those who impact significantly on the sector, at national, regional, and local levels. WINZ could proactively seek advice from public sector and/or Maori organisations on specified topics. WINZ is already part of the formal public sector network of contestable advice. This network imposes obligations on WINZ to interact with other public sector organisations on certain matters, primarily advice offered to Cabinet. As a public sector organisation, WINZ also has certain responsibilities to consult with iwi and Maori organisations as part of the Crown's broader obligations under the Treaty of Waitangi.

2.27. In meeting its responsibilities to both sectors, WINZ could proactively engage organisations to provide their advice on any or all aspects of its operations. This option is distinct from the "buy" option in that:

- There would be an obligation to reciprocate in some equivalent way
- WINZ's resource commitment would be significantly less than if it purchased the advice; and,
- It would fulfil broader obligations to work with other organisations.

**Partnering**

2.28. WINZ could enter into partnering arrangements of a specific or more general nature primarily directed at the achievement of outcomes, and characterised by shared decision-making.

2.29. Iwi and Maori organisations are increasingly taking up the opportunities provided by the Government's policy of separating purchaser and provider functions. In this context, Crown and Maori entities are partially fulfilling a relationship envisaged by the Treaty of Waitangi. While the broader debate continues as to what that relationship should encompass, WINZ could establish partnering arrangements at any or all of the following levels, for example:

- Programme delivery, in which WINZ and Maori organisations jointly deliver certain programmes;
- Programme design, in which WINZ and Maori organisations jointly develop new programmes;
- Programme budget holding, in which Maori organisations manage the funding for the delivery of certain programmes;
- Regional or site offices, in which Maori organisations operate as WINZ's Regional or Local office;
- National Office, in which a Maori organisation operates in tandem with WINZ funding and/or providing services to Maori on a national basis.

2.30. Another approach to engage with iwi and Maori organisations is to create a governance structure in which iwi and Maori representatives, chosen for their skills, knowledge and capacity to make value-added contributions to the work of WINZ through a structure which brings together the Treaty partners.



## **Options Framework**

2.30. In summary then, the Options Framework for the provision of high quality advice on improving outcomes for Maori looks like this:

**Figure 2: Advice Options Framework**

<b>Types of Advice</b>	<b>Where it's needed</b>	<b>How it's obtained</b>
<ul style="list-style-type: none"><li>▪ Strategic</li><li>▪ Relationship Management</li><li>▪ Programmes</li><li>▪ Organisational Capability</li><li>▪ Experiential</li><li>▪ Support Services</li><li>▪ Community Development</li></ul>	<ul style="list-style-type: none"><li>▪ National</li></ul> <p>And/or</p> <ul style="list-style-type: none"><li>▪ Regional</li></ul> <p>And/or</p> <ul style="list-style-type: none"><li>▪ Local</li></ul>	<ul style="list-style-type: none"><li>▪ Build</li></ul> <p>And/or</p> <ul style="list-style-type: none"><li>▪ Buy</li></ul> <p>And/or</p> <ul style="list-style-type: none"><li>▪ Engage</li></ul> <p>And/or</p> <ul style="list-style-type: none"><li>▪ Partner</li></ul>

2.31. The first two columns are the "givens" in this framework, so the analysis that follows in Chapter Four focuses on how the different permutations of advice (the type and where it is needed) can be obtained in the manner that will ensure its highest quality.

### **3. CRITICAL SUCCESS FACTORS**

#### **Introduction**

3.1. The Part One report categorised critical success factors that were identified through the consultation with internal and external stakeholders. This section takes these factors and summarises them into a set of working criteria for analysing the Options Framework presented in section two. As a preliminary exercise, it is necessary to differentiate between the categories of critical success factors to determine at which stage of the project they should be applied.

#### **Application of Critical Success Factors**

3.2. There were four sets of critical success factors identified in the Part One report, which were categorised as:

1. Quality Advice;
2. Quality Treaty Advice;
3. Quality Operational Approach; and
4. Quality Advice Function.

3.3. The report also identified a set of performance indicators for the quality advice function.

3.4. Both the critical success factors and the performance indicators for category 4, the Quality Advice Function, will be more useful in Part Three in terms of determining how the preferred option should be implemented, and so will be used in the Part Three report. The performance indicators will also be used in the Part Three report as a means of assessing the success of the preferred option once implemented. Accordingly, they have been put aside for this report.

#### **Critical Success Factors for Obtaining Advice**

3.5. The first three sets of critical success factors are applicable to the manner in which advice is obtained. These are: Quality Advice, Quality Treaty Advice, and Quality Operational Approach. Taken together, the three sets are too large to be of practical use in analysing the options framework presented in Chapter Two. It is therefore necessary to bring the number down to a manageable set, while still retaining the essence of the original success factors.

3.6. Table 3 summarises the original sets into five broader critical success factors. In some cases, the original critical success factor had two or more possible interpretations. Where this happened, all the interpretations have been picked up as part of the descriptions of the revised critical success factors to which they apply.

**Table 3: Critical Success Factors for Obtaining Advice**

Revised CSF	Description	Original Critical Success Factors
<b>Timely</b>	Advice is available when needed, and allows WINZ to be proactive in services for Maori.	<ul style="list-style-type: none"> <li>▪ Timeliness</li> <li>▪ Proactive</li> <li>▪ Early Involvement</li> </ul>
<b>Reliable</b>	Advice can be relied upon to give an honest account of the situation of Maori customers and communities, and their experiences.	<ul style="list-style-type: none"> <li>▪ From a respected source</li> <li>▪ Factual</li> <li>▪ Substantiated</li> <li>▪ Accurate</li> <li>▪ Captures client experience</li> <li>▪ Captures front line staff experience</li> </ul>
<b>Comprehensive</b>	Advice must be the result of thorough analysis, be developed with Treaty and WINZ policy in mind, and be mindful of the experiences of Maori people.	<ul style="list-style-type: none"> <li>▪ From internal and external sources</li> <li>▪ Value set made explicit</li> <li>▪ From a range of sources</li> <li>▪ Analytically rigorous</li> <li>▪ Grounded in the obligations of the Treaty of Waitangi</li> <li>▪ Cognisant of the Department's operational strategy</li> <li>▪ Maori centred</li> <li>▪ Tikanga based</li> <li>▪ Responsive to collective and individual needs</li> <li>▪ Uses Maori analytical frameworks</li> <li>▪ Captures client experience</li> <li>▪ Captures front line staff experience</li> </ul>
<b>Results Orientated</b>	Advice is focused on measurable improvements in the employment and income status of Maori. It has the aspirations of Maori people and communities as its primary goal, and focuses on constructive and practical ways of achieving this.	<ul style="list-style-type: none"> <li>▪ Targeted at national, regional and local levels</li> <li>▪ Works</li> <li>▪ Results orientated</li> <li>▪ Client driven</li> <li>▪ Practical</li> <li>▪ Pushes organisational capabilities</li> <li>▪ Action orientated and readily implementable</li> <li>▪ Innovative</li> <li>▪ Proactive</li> <li>▪ Outcome orientated</li> <li>▪ Responsive to collective and individual needs</li> <li>▪ Designs and refines</li> <li>▪ Makes a measurable difference</li> </ul>
<b>Effective</b>	Advice focuses on the most effective use of resources, at the best time, for the greatest improvement possible in Maori outcomes.	<ul style="list-style-type: none"> <li>▪ Cost effective</li> <li>▪ Practical</li> <li>▪ Proactive</li> <li>▪ Early involvement</li> <li>▪ Designs and refines</li> </ul>

3.7. These revised critical success factors will now be applied to the Options Framework to generate a preferred option for the provision of high quality advice on improving Maori outcomes.

## **4. ANALYSIS OF OPTIONS**

### **Introduction**

4.1. The previous two sections have identified an Options Framework and the critical success factors for analysing it. This section presents the analysis of the options generated from the framework using the critical success factors.

4.2. The analysis that follows is necessarily abbreviated. The Options Framework, when coupled with the critical success factors, can generate multiple separate pieces of analysis. The focus of this analysis is on WINZ's critical advice needs. To do this, it is broken down into two pieces:

1. Looking at the business area that advice could impact upon by level
2. Looking at how WINZ can satisfy the critical success factors for each type of advice.

4.3. The reason for breaking the analysis down in this way is that it provides for:

- A range of options in how the advice is obtained (which is the variable that WINZ needs to explore); and
- An analysis of whether the critical success factors or the type of advice required strongly argue for advice being obtained in any particular way.

4.4. The last section of this report brings the results of the two different pieces of analysis together to arrive at the preferred options for providing WINZ with high quality advice of improving Maori outcomes.

### **How advice could be provided at different levels**

4.5. Table 4 sets out the possible permutations for the provision of advice in four different ways (build, buy, engage, partner) at three different levels (National, Regional, Local), according to the business area it would impact upon.

**Table 4: How advice could be provided at different levels**

<b>How</b>	<b>National</b>	<b>Regional</b>	<b>Local</b>
<b>Build</b>	<ul style="list-style-type: none"><li>▪ Governance</li><li>▪ Management</li><li>▪ Operational</li><li>▪ Analytical</li><li>▪ Planning</li><li>▪ Monitoring and evaluation</li><li>▪ Human resources</li><li>▪ Corporate culture</li></ul>	<ul style="list-style-type: none"><li>▪ Management</li><li>▪ Operational</li><li>▪ Service delivery</li><li>▪ Communications</li><li>▪ Results</li><li>▪ Human resources</li></ul>	<ul style="list-style-type: none"><li>▪ Service delivery</li><li>▪ Communications</li><li>▪ Results</li></ul>
<b>Buy</b>	<ul style="list-style-type: none"><li>▪ Governance</li><li>▪ Management</li><li>▪ Information</li><li>▪ Analysis</li><li>▪ Delivery</li></ul>	<ul style="list-style-type: none"><li>▪ Information</li><li>▪ Analysis</li><li>▪ Delivery</li></ul>	<ul style="list-style-type: none"><li>▪ Delivery</li></ul>
<b>Engage</b>	<ul style="list-style-type: none"><li>▪ Information</li><li>▪ Analysis</li></ul>	<ul style="list-style-type: none"><li>▪ Information</li><li>▪ Analysis</li></ul>	<ul style="list-style-type: none"><li>▪ Information</li><li>▪ Communications</li></ul>

	<ul style="list-style-type: none"> <li>▪ Monitoring and evaluation</li> </ul>	<ul style="list-style-type: none"> <li>▪ Monitoring and evaluation</li> <li>▪ Communications</li> </ul>	
<b>Partner</b>	<ul style="list-style-type: none"> <li>▪ Governance</li> <li>▪ Management</li> <li>▪ Information</li> <li>▪ Outcome results</li> </ul>	<ul style="list-style-type: none"> <li>▪ Information</li> <li>▪ Communications</li> <li>▪ Outcome results</li> </ul>	<ul style="list-style-type: none"> <li>▪ Information</li> <li>▪ Communications</li> <li>▪ Outcome results</li> </ul>

- 4.6. This table suggests that the analysis can be broken down into two simpler categories:
- obtaining advice from within WINZ or by supplementing an existing capability (the build and buy options); or
  - obtaining advice from a formal relationship with an external organisation (the engage and partner options)

4.7. The build and buy options are similar in that the buy option is a means of addressing an internal capability gap that would otherwise be addressed through building. The buy option is distinct from the engage and partner options as its purpose is solely to obtain advice. The engage and partner options have the additional purpose of satisfying different requirements of WINZ as a public sector organisation. The engage and partner options represent varying degrees of a similar relationship – one where WINZ can exchange advice with another organisation to the mutual benefit of both.

4.8. The second step in this analysis looks at each category in turn. It examines the extent to which WINZ's advice needs require the advice to be obtained through either category. The analysis is in two parts:

- the critical success factors that drive high quality advice on improving Maori outcomes. This analysis establishes if there is a need for the advice to be obtained in any particular way; and
- the areas of advice. This analysis identifies what types of advice need to be obtained in a particular way.

### **What advice could be built and bought**

4.9. Before examining the critical success factors and types of advice, it is possible to exclude the buy option from consideration as a critical means of obtaining advice. The buy option is a matter of balancing a need for certain capabilities with the cost of developing those capabilities in-house. WINZ will always have discretion as to how to fill these gaps; so buy options are necessarily secondary matters for consideration. It is likely that in the short term, WINZ will need to buy advice that it would otherwise build.

### **Critical Success Factors**

4.10. Regardless of how the advice is provided, WINZ will need a certain capability within the organisation to use the advice effectively. This applies to all areas of advice at all levels within WINZ. Even in the case of partnering, which represents the most devolved option being considered, WINZ staff will have to work with the partner organisations in a constructive and informed manner.

4.11. As a bare minimum therefore, WINZ needs to have a general expectation that its staff will have skills relevant to their specific responsibilities. Beyond this general expectation, the rest of the analysis focuses on the level of dedicated resources that is required to meet the critical success factors for any type of advice.

#### **CSF: Comprehensive and timely**

4.12. The strongest argument for building advice capability within WINZ comes from the timely and comprehensive critical success factors.

4.13. Having in-house resources dedicated to Maori advice would allow WINZ to act quickly on new initiatives and respond to issues as they arose. This would apply equally at National, Regional and Local levels. To make best use of the people in these positions, they would need to have access to decision-makers or those delegated to represent WINZ on particular issues.

4.14. In-house resources would also provide WINZ with assurance that advice takes its own objectives, policies and practices into account. To be comprehensive, the advice needs to consider not only the impact of the Treaty on any given issue, but how that impact translates into the WINZ operating environment. Having said this, it is important to have contestability in the provision of advice to ensure WINZ interests do not necessarily supersede Maori interests. Accordingly, the in-house capability would need to be supplemented by advice directly from Maori customers and communities.

*CSF: Reliable*

4.15. A similar argument for building the advice capability derives from the reliability critical success factor. An in-house resource would provide some insight into the validity and relevance of advice received from outside WINZ. This is not to say that any advice received from outside WINZ is necessarily questionable or suspicious. However, in times of conflicting advice (which does happen) WINZ needs to have the capability to make informed decisions on an appropriate way forward.

*CSF: Results orientated and effective*

4.16. The final two critical success factors, results orientated and effective, have a shared relevance to building an in-house advice capability. While an in-house advice capability is one step more removed from Maori customers and/or communities than a Maori organisation directly representing their interests, the built capability would provide internal impetus for improving outcomes for Maori. This impetus would tend to encourage other staff to be more effective and results orientated than an external organisation.

**Areas of Advice**

4.17. Having established a broad need for a built capability, the next issue is to determine the nature of advice it would provide.

4.18. The Strategic advice function depends on a detailed understanding of WINZ's role, values and operating environment. In addition, a principal goal of setting strategic objectives is to obtain buy-in from the staff to achieve those goals. Therefore to ensure the strategic advice is relevant to Maori outcomes, it needs to be informed (in part) by staff who are familiar with both WINZ's objectives and how these objectives relate to Maori. For the strategic objectives to be meaningful to Regional and Local offices in turn, they need to be provided with strategic advice that similarly encompasses both WINZ and Maori aspirations.

4.19. Support Services advice requires a built capability primarily because of what it relates to. Given that the focus of the advice is on how business units and offices at different levels operate and interact, it requires familiarity with WINZ's working environment. To maintain the relevance of this advice for Maori outcomes, it needs to be informed by ongoing involvement with this environment at all levels.

4.20. Relationship Management advice is a critical built capability as it directly affects WINZ's ability to work with its customer groups. For WINZ to maintain positive relationships with Maori stakeholders it needs to not only understand their aspirations but also to act in an appropriate manner. The interaction itself needs to have integrity, which in turn requires familiarity with WINZ's objectives and with its Maori stakeholders' objectives. WINZ therefore needs to receive advice on how its objectives align with those of its Maori stakeholders, and the capability to convey this to those stakeholders. As these relationships exist at all levels of the organisation, the advice function needs to reflect the different levels of interaction.

4.21. WINZ needs to be able to have its advice on organisational capability informed by an understanding of WINZ's objectives for improving outcomes for Maori. The advice necessarily focuses on individual performance and development needs, and on how these fit with the broader corporate strategies to meet WINZ's objectives. The advice in both areas in respect of improving Maori outcomes needs to be informed by WINZ's other demands and priorities on an ongoing basis.

4.22. At a local level, WINZ needs to obtain advice on programme design and delivery, and community development from within its organisation. Programme delivery and community initiative are a critical performance area for WINZ. They represent WINZ's largest commitment of resources and are clearly its principal link with its customers.

4.23. So long as WINZ delivers programmes and facilitates initiatives, it will need to retain the capability to advise on the most effective way of delivering them. Even if evaluative information is generated by other organisations, WINZ must be able to interpret and apply them within its own operating environment. Having this advice capability available at a local level increases the potential for the advice to consider local Maori customers' aspirations as well as WINZ's.

#### **What advice could be engaged and/or partnered**

##### ***Critical Success Factors***

4.24. Four of the five critical success factors (timely, results orientated, effective and comprehensive) provide strong arguments for engage and partner as means of obtaining high quality advice on improving Maori outcomes. The fifth critical success factor (reliable) is also relevant, but must be balanced against WINZ's own needs for assurance over the quality of the advice.

##### ***CSF: Timely***

4.25. Engaging and/or partnering with its stakeholders, both Maori and public sector, would provide WINZ with proactive advice. The engage and partner options would provide a mechanism for WINZ to obtain "early warning" advice on matters that affect it as a public sector organisation and as a service provider with a substantial Maori customer base. The options would also foster a "no-surprise" relationship with its stakeholders, allowing for stakeholders to provide advice in an open and trusting environment. Of the two options, partnering would be more likely to ensure timely advice given the more involved nature of the advice relationship. The limitation in talking with stakeholders rather than working alongside them is that they will tend to be less committed to the relationship, and so may accord other work higher priority than a partner organisation would.

##### ***CSF: Results orientated***

4.26. The main argument for why engaging and/or partnering with Maori organisations would provide results orientated advice is because those organisations tend to have results for Maori as their first priority. This is not to say that WINZ doesn't accord Maori priority. However, WINZ still has more non-Maori customers than Maori, so will necessarily have to commit its resources to their needs as well.

4.27. As with the timely critical success factor, partnering is more likely to generate results orientated advice than engaging because of the level of commitment the relationship requires. Maori organisations are becoming increasingly asked to engage in various Crown processes, with the perception that little or nothing changes. The partner option would demonstrate a real commitment by WINZ to listen and act upon the advice provided by the partner organisation.

##### ***CSF: Effective***

4.28. Advice obtained through the engage and/or partner options would enhance its potential to be effective. Maori organisations have a direct link with WINZ's Maori customer base so are able to access their perceptions of WINZ's services. Similarly, public sector organisations have established networks that reach out to Government decision-making processes and Maori

communities. These links provide a significant additional resource for WINZ to draw on in obtaining advice. The engage and partner options are equally capable of accessing these networks, although the arguments for partnering in terms of timeliness and results orientation are applicable to effectiveness.

*CSF: Comprehensiveness*

4.29. The engage and partner options would similarly enhance the comprehensiveness of advice WINZ obtains. As with the build option, WINZ needs to have assurance that its advice has taken the broadest possible range of views and considerations into account. Maori and public sector organisations will necessarily bring different perspectives to advice on how WINZ can improve Maori outcomes, and WINZ will need to manage these perspectives at some stage. Receiving their advice on these perspectives ahead of having to deal with them at an implementation phase would allow WINZ to make the most of the resources it applies to improving Maori outcomes. The engage option is more likely to provide a broad range of views and considerations than partnering as it is less resource intensive. The partner option may also place a higher priority on the partner organisation's advice, and so lessen the priority placed on other organisations' advice.

*CSF: Reliable*

4.30. The reliability of advice obtained through engage and/or partner options will need to be balanced with the built capability to treat this advice objectively. Every organisation has its own objectives and values, which may or may not result in a certain bias coming through in its advice. Having said this though, Maori and public sector organisations will typically have extensive experience in working to improve Maori outcomes. Their experience and the insights they have gained can form the basis of reliable advice.

4.31. The partner and engage options are equally likely to provide reliable advice, but the advice must be understood in the context of the organisation that provides it.

**Areas of Advice**

4.32. Having established a broad need for advice being obtained through engaging and partnering with other organisations, the next issue is to determine the nature of advice they would provide.

4.33. There is a need for WINZ to engage Maori and public sector organisations at all three levels to obtain strategic advice, relationship advice, programme advice, community development advice, and experiential advice. In addition WINZ must explore partnering with Maori organisations at all three levels for strategic advice, programme advice and community development advice.

4.34. The strategic advice function relies on WINZ taking into account the diverse interest of its stakeholders and translating them into its own objectives, outputs and activities. WINZ exposes itself to significant risks if it misinterprets these interests and so fails to account for them. The risks centre around creating barriers to working effectively with its Maori customers that need not be there, and failing to maximise opportunities to work with its Maori customers in a productive manner. For example, if WINZ overlooks a runanga-lead initiative to boost a particular sector of the local economy, it may frustrate the venture by not allocating sufficient resources to help manage the transition into work for a number of beneficiaries. So at the very least, WINZ needs to receive strategic advice on Maori customer and community aspirations. While engaging organisations is a first step to obtaining this advice, partnering would provide a greater focus on the achievement of common goals. The partnering process would therefore generate advice that is targeted to agreed priority areas, and is grounded in the practicalities of both organisations' operations.

4.35. The need to engage Maori communities to obtain advice on how best to manage a relationship with them is virtually self-evident. In the absence of a formal arrangement with the



stakeholders, WINZ would have to hear second or third hand about their interests and aspirations. The further removed from the source, the less likely the advice obtained could be taken to represent the collective view of the stakeholders. In this area, engagement is the most appropriate method of obtaining the advice in the short term. In the longer term, the advice could be a by-product of a partnership arrangement.

4.36. Programmes and community initiatives must also be informed by Maori and public sector stakeholders. Given that the programmes and initiatives are WINZ's principal means of improving Maori outcomes, they need to respond to the needs of its Maori customers. WINZ's organisational structure emphasises this point. The Regional Commission Offices recognise that the social and economic conditions for WINZ's customers are not homogeneous throughout the country. Implicit in this structure is the assumption that to respond effectively to customer needs, WINZ must recognise these differences and develop innovations to address them.

4.37. Engaging Maori organisations for advice on the nature of these differences for WINZ's Maori customers and appropriate means to address them is a first step. As with strategic advice, partnering would provide higher quality advice due to the explicit commitment the Maori organisations would make to work with WINZ to improve Maori outcomes. As with the population as a whole, Maori customers are not a homogeneous group, so the engaging and partnering would need to occur at all three levels of WINZ.

4.38. The need to engage Maori and public sector organisations for experiential advice is similar to that of relationship advice. In most cases, these organisations are one step closer to WINZ's Maori customers, or else have worked with them on a range of issues in the past. While it is important that WINZ obtains first hand advice from its Maori customers wherever possible, Maori and public sector organisations have a wealth of data and information they can draw on to inform their advice. Obtaining experiential advice from these sorts of organisations would also allow WINZ to avoid the risk of constantly trying to reinvent the wheel, and so build on programmes that have worked.

4.39. Given WINZ's monitoring and evaluation functions occur at all three levels of the organisation in one way or another, the engaging process should as well. This would allow the different levels to obtain advice relevant to their particular function.

## 5. PREFERRED OPTIONS

### Introduction

5.1. This section takes the analysis on WINZ's critical needs for built, engaged and partnered sources of advice and translates them into an operational context. The preferred options are separated into two sections

1. How built advice should be obtained; and
2. How engaged and partnered advice should be obtained.

5.2. Each section presents the preferred options for obtaining particular types of advice and provides a brief commentary on issues that WINZ needs to consider in implementing the options identified. The Part Three report will explore the implementation issues in greater depth.

### How built advice should be obtained

5.3. These are the preferred options for an in-house advice capability. The preferred options are broken down by level, and describe the position, the position's role and the advice need being met in terms of critical success factors and areas of advice.

**Table 5: All levels**

Position	Role	Critical Success Factors	Areas of Advice
All positions	<ul style="list-style-type: none"> <li>▪ Contribution to improve Maori outcomes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Reliable</li> <li>▪ Results Orientated</li> <li>▪ Effective</li> <li>▪ Timely</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Community Development</li> <li>▪ Programme</li> <li>▪ Relationship Management</li> <li>▪ Support Services</li> <li>▪ Organisational Capability</li> </ul>

**Table 6: National Office Capability**

Position	Role	Critical Success Factors	Areas of Advice
Maori Group Manager, Improving Maori Outcomes	<ul style="list-style-type: none"> <li>▪ Co-ordination, monitoring and analysis of WINZ strategy to improve Maori outcomes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Reliable</li> <li>▪ Results Orientated</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Support Services</li> <li>▪ Organisational Capability</li> <li>▪ Programme</li> <li>▪ Community Development</li> </ul>
Analysts, Improving Maori Outcomes	<ul style="list-style-type: none"> <li>▪ Support of the Senior Manager</li> <li>▪ Advice on specific projects as required</li> </ul>	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Reliable</li> <li>▪ Results Orientated</li> <li>▪ Effective</li> <li>▪ Timely</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Support Services</li> <li>▪ Organisational Capability</li> <li>▪ Programme</li> <li>▪ Community Development</li> </ul>

Senior Advisor, Maori Stakeholder Relationships	<ul style="list-style-type: none"> <li>▪ Relationship management of Maori stakeholders</li> <li>▪ Tikanga Maori</li> </ul>	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Reliable</li> <li>▪ Timely</li> </ul>	<ul style="list-style-type: none"> <li>▪ Relationship Management</li> <li>▪ Experiential</li> </ul>
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**Table 7: Regional Office Capability**

Position	Role	Critical Success Factors	Areas of Advice
Manager, Improving Maori Outcomes	<ul style="list-style-type: none"> <li>▪ Co-ordination, monitoring and analysis of WINZ strategy at regional level</li> </ul>	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Reliable</li> <li>▪ Timely</li> </ul>	<ul style="list-style-type: none"> <li>▪ Relationship Management;</li> <li>▪ Experiential</li> </ul>
Analysts, Improving Maori Outcomes	<ul style="list-style-type: none"> <li>▪ Support of Manager</li> <li>▪ Advice on special projects as required</li> </ul>	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Reliable</li> <li>▪ Results Orientated</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Support Services</li> <li>▪ Organisational Capability</li> </ul>

**Table 8: Local Office Capability**

Position	Role	Critical Success Factors	Areas of Advice
Senior Advisor, Maori Stakeholder Relationships (per office or shared)	<ul style="list-style-type: none"> <li>▪ Relationship management of Maori stakeholders</li> <li>▪ Tikanga Maori</li> </ul>	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Reliable</li> <li>▪ Timely</li> </ul>	<ul style="list-style-type: none"> <li>▪ Relationship Management;</li> <li>▪ Experiential</li> </ul>
Analyst, Improving Maori Outcomes	<ul style="list-style-type: none"> <li>▪ Co-ordination, monitoring and analysis of WINZ strategy to improve Maori outcomes</li> </ul>	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Reliable</li> <li>▪ Results Orientated</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Support Services</li> <li>▪ Organisational Capability</li> </ul>
Advisors, Programme Delivery for Maori	<ul style="list-style-type: none"> <li>▪ Co-ordination and assessment of initiatives for Maori customers</li> </ul>	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Reliable</li> <li>▪ Results Orientated</li> <li>▪ Effective</li> <li>▪ Timely</li> </ul>	<ul style="list-style-type: none"> <li>▪ Programme</li> <li>▪ Community Development</li> </ul>

5.4. The preferred options for new positions within WINZ must be supported by the broader expectation that all staff have a contribution to make to improving Maori outcomes. This expectation is at the core of the National office positions for strategic advice. The Senior Manager and supporting staff should not be responsible for preparing a Maori section for each Business Unit, Regional Office or Area Office's strategic or business plan. Clearly, these plans need to be prepared by the people who are responsible for delivering against them. However, in keeping with a National Office role, the Group Manager role should be to provide high level focus on how WINZ

can best contribute to improving Maori outcomes, and provide quality assurance that this has been adequately reflected throughout WINZ's strategic and business plans.

5.5. The placement of the positions within the existing structure is an issue for WINZ to consider. There are issues that WINZ needs to take into account in determining where these positions best fit:

- The Group Manager must be a part of the Leadership Team. Given the Team's role, excluding the Group Manager from strategic discussions would seriously jeopardise his or her potential effectiveness.
- The Group Manager's supporting analysts would constitute a team working directly to the Group Manager. The analysts would be able to respond to critical advice needs on improving Maori outcomes as required. The Group Manager needs dedicated resources to free him or her up to concentrate on managing relationships with Managers throughout the organisation.
- The Senior Advisor role at all levels must be kept separate from the other analytical or monitoring roles. The experience of every other organisation is that, in the absence of dedicated resource to provide Maori relationship and tikanga advice, the work will fall to other Maori staff. This has uniformly taken these staff away from their core responsibilities, usually with little or no recompense.
- The Regional and Local Office Maori analysts must be able to meet with their National Office counterparts. While their primary role is to provide advice to their respective line managers, they will need to be able to share ideas on effective strategies for improving Maori outcomes.
- The same is true for the network of Regional and Local level Advisors. To ensure Maori stakeholders receive consistent messages, and they themselves provide consistent advice, they will need to be able to meet to discuss their respective approaches to relationship management.

5.6. WINZ also needs to explore the provision of advice through a network of its Maori staff. There is a strong argument for a Maori staff network providing advice on WINZ's performance as a good employer. There is also an argument for a Maori staff network providing advice on operational issues, mainly based on the value of their perceptions developed in undertaking their own individual core responsibilities.

5.7. In the absence of formal and visible positions within WINZ dedicated to advice on improving Maori outcomes, the Maori staff network would be in a good position to provide such advice. With dedicated positions established, Maori staff would have a vehicle to pass their insights on through a formal channel.

#### **How engaged and partnered advice should be obtained**

5.8. These are the preferred options for obtaining advice from outside the organisation. The preferred options are broken down by national, regional and local levels, and describe the mechanism for obtaining the advice, the type of relationship underlying the mechanism, and the advice need being met in terms of critical success factors and areas of advice.

**Table 11: National Mechanisms for Obtaining Advice Externally**

Mechanism	Relationship	Critical Success Factors	Areas of Advice
Formal agreement with selected Maori organisations	Partnership	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Results Orientated</li> <li>▪ Effective</li> <li>▪ Timely</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Relationship Management</li> <li>▪ Programme</li> </ul>

			<ul style="list-style-type: none"> <li>▪ Community Development</li> <li>▪ Experiential</li> </ul>
Formal arrangements with selected public sector organisations	Engagement	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Effective</li> <li>▪ Timely</li> </ul>	<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Relationship Management</li> <li>▪ Programme</li> <li>▪ Community Development</li> <li>▪ Experiential</li> </ul>

**Table 11: Regional Mechanisms for Obtaining Advice Externally**

Mechanism	Relationship	Critical Factors	Success	Areas of Advice
Formal agreement with selected Maori organisations	Partnership	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Results Orientated</li> <li>▪ Effective</li> <li>▪ Timely</li> </ul>		<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Relationship Management</li> <li>▪ Programme</li> <li>▪ Community Development</li> <li>▪ Experiential</li> </ul>
Formal arrangements with selected public sector organisations	Engagement	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Effective</li> <li>▪ Timely</li> </ul>		<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Relationship Management</li> <li>▪ Programme</li> <li>▪ Community Development</li> <li>▪ Experiential</li> </ul>

**Table 12: Local Mechanisms for Obtaining Advice Externally**

Mechanism	Relationship	Critical Factors	Success	Areas of Advice
Formal agreement with selected Maori organisations	Partnership	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Results Orientated</li> <li>▪ Effective</li> <li>▪ Timely</li> </ul>		<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Relationship Management</li> <li>▪ Programme</li> <li>▪ Community Development</li> <li>▪ Experiential</li> </ul>
Formal arrangements with selected public sector organisations	Engagement	<ul style="list-style-type: none"> <li>▪ Comprehensive</li> <li>▪ Effective</li> <li>▪ Timely</li> </ul>		<ul style="list-style-type: none"> <li>▪ Strategic</li> <li>▪ Relationship Management</li> <li>▪ Programme</li> <li>▪ Community Development</li> <li>▪ Experiential</li> </ul>

5.9. Establishing partnerships with Maori organisations would constitute significant progress towards fulfilling Maori aspirations for relationships seen as being inherent to the Treaty of Waitangi.

5.10. WINZ would need to ensure that the partnerships were entered into with Maori organisations which had some mandate to represent the interests of its Maori customers. In particular, WINZ would need to consider the organisations' suitability in providing services to particular geographic areas.

5.11. The partnership process would bring WINZ into the formal process of public sector contestability. While the partner organisations may be eager to provide advice on a broad range of WINZ's operations, the arrangements could be structured to filter out advice deemed unnecessary to the principal objective of improving Maori outcomes. Conversely, WINZ could look to bring a particular focus to bear on Maori outcomes in relationships that are already established.

5.12. Another mechanism which would achieve the goal of bringing together the Treaty partners is the establishment of a management board on which key iwi and Maori representatives could serve with members of the other Treaty partner to tackle problems which belong to the nation and not just iwi and Maori.

5.13. The establishment of a management board would help bring directly to the attention of senior management issues that might otherwise be filtered through the other mechanisms being proposed. It would also send a very clear signal to both internal and external stakeholders that WINZ proposes to make a difference for Maori through having significant and effective input at all levels of the organisation.

## 6. RECOMMENDATIONS

### 6.1.

It is recommended that the Leadership Team agree to the development of key elements of an implementation plan in respect of:

#### a) a corporate strategy including:

1. Establishment of a WINZ Management Board comprised of Maori and non-Maori directors;
2. Establishment of a sub-committee of the Board responsible for measuring performance in respect of improved Maori outcomes;
- ✓ X 3. Identification of a set of critical strategic alliances with iwi and Maori stakeholder groups;
4. Appointment of a Maori Group Manager to the Leadership Team, with core responsibility for advising on the achievement of improved Maori outcomes;
- X 5. Development of the WINZ Maori outcome statements using a process inclusive of internal and external stakeholders; *Completed.* X
- X 6. Development of a WINZ business case for the achievement of improved Maori outcomes, including a risk assessment model;
- X 7. Design of an operational framework based on the Treaty of Waitangi;
- X 8. Development of a Maori service delivery strategy;
9. Realignment and reconfiguration of internal structures, systems, and business processes to reflect the business case and to implement the operational framework;
10. Formulation of a Maori staff development strategy;

#### b) a Maori advice function, including:

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11. Appointment of a Maori Group Manager to the Leadership Team, with core responsibility for advising on the achievement of improved Maori outcomes (see 4 above);
12. Appointment of Maori analysts to support the Group Manager through the provision of advice on:
  - initiatives to achieve improved Maori outcomes,
  - measurement of Maori outcome performance, and,
  - participation in national, regional, and local projects directed at improved Maori outcomes;
13. Appointment and/or dedication of positions in business groups to the achievement of improved Maori outcomes;
- X 14. Development of a national plan for the most effective mix of inputs for obtaining advice (buy, engage and partner);

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15. Appointment to the Management Team of a Maori Manager responsible for the achievement of improved Maori outcomes;
16. Establishment of a formal network of staff and customer focus groups for:
  - refinement of existing programmes and services;
  - identification of possible new initiatives;
  - feedback from staff and customer interface; and,
  - qualitative feedback on the achievement of improved Maori outcomes;
17. Establishment of a feedback loop from the Help Desk of intelligence related to
  - Maori customer experience of programmes and services; and,
  - Staff experience of business processes as they apply to Maori customers;
18. Development of a regional plan for the most effective mix of inputs for obtaining advice (buy, engage, and partner).