The Quantification of Iwi Development & Resilience.

Proposal and Confirmation of Registration for:

James Hudson, Massey University, Wellington, New Zealand
Student ID: 07125054

Supervisors:

Assoc. Prof. David Johnston, Massey University, Wellington, New Zealand
Prof. Mason Durie, Massey University, Palmerston North, New Zealand

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Abstract

This research will provide iwi with a systematic approach for policy, planning and programme delivery. It will be futures oriented and take into account external goals and objectives, as well as broader Māori development objectives.

The research will result in the creation of a framework capable of measuring cultural aspirations, resilience, distinctiveness, capability, potential and outcomes. The research will highlight the value and role of cultural domains across a range of endeavours including social policy, economic policy, and environmental management.

The outcome benefits for New Zealand from this research are both conceptual and applied. At one level the research will enable iwi, from an evidential base, to rationalise iwi resources and investment, set priorities and measure outcomes. At another level the research will contribute to the overall identity and uniqueness of New Zealand society by assisting with the considered economic and social growth and development of iwi and Māori communities

The research is premised on the notion that Maori concepts of development, while often consistent with those of non-Maori, are also different and frequently include cultural aspirations – to have a sense of identity, to embrace cultural practices and institutions, and fundamentally to live as Maori. The research is designed to explore and test these notions and create better systems through which Maori perspectives of development can be integrated into policy, planning and implementation.

Research Question

The key question that this research will address is this: how can positive iwi development and resilience be quantified? In addressing this question, the research will focus on constructing a systematic approach for iwi policy, planning and programme delivery. It will be futures-oriented and take into account wider external goals and objectives, as well as broad Māori development objectives.

Importance of the Study

The past two decades have seen iwi play an increasingly significant role in the delivery of social services to Māori.[1] The health reforms of the early 1990s provided an initial framework for the delivery of iwi-based health services and likewise served as a catalyst for iwi entry into aligned areas of social development. The rationale and objectives which underpin these initiatives are often derived from an identified need, disparities across a range of indices, and a desire to improve the socio-economic position of Māori.[2]

Although there is increasing evidence which points to the value of iwi-based interventions and, in particular, approaches which recognise the role of culture to service delivery, the outcome benefits of such initiatives are difficult to quantify.[3] Disparity and comparative indicators are useful measures of Māori progress but have often been criticised for being overly simplistic, deficit focused, or unable to offer useful and informed solutions.[4] A more contentious issue concerns the type and range of indicators which are gathered and the extent to which existing data collections align with Māori aspirations and broader notions of Māori development.[5]

For iwi, these concerns are often magnified because their developmental aspirations are not necessarily aligned to wider trends and often fall outside conventional data gathering practices. While there is certainly interest in collecting information on iwi employment, education, housing, or health, there is equal interest in tribal identity, cultural capacity, knowledge of whakapapa and the state of iwi-specific resources such as land. Indeed, tribal development frameworks often include both conventional and cultural aspirations and domains.[6] Many iwi are concerned about aspects of iwi identity, environmental sustainability, marae well-being, whakapapa, or knowledge of tribal tikanga and kawa.[7] Yet, there are insufficient systems through which priorities and needs can be identified, distinctive approaches codified, or the impacts of programmes assessed from cultural, social, environmental and economic perspectives.

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[1] Māori Health Committee, (1987), *Tribal Authorities as Advocates for Health*, New Zealand Board of Health, Wellington.
[2] Durie, M. H., (1992), *Māori Development, Māori Health, and the Health Reforms*, Department of Māori Studies, Massey University, Palmerston North.
[3] State Services Commission, (2005), *Final Results of Review of Targeted Policies and Programmes,* State Services Commission, Wellington.
[4] Te Pūmanawa Hauora (ed.), *Te Oru Rangahau Māori Research and Development Conference, 7-9 July 1998 Proceedings*, School of Māori Studies, Massey University, Palmerston North.
[5] Durie, M. H., (1997), 'Identity Access and Māori Advancement', in *New Zealand Journal of Educational Administration,* 12, pp, 41-45.
[6] See, for example, *Charter of Te Runanga O Ngāti Awa 2005*.
[7] Hui Taumata Taskforce (2005) *Hui Taumata 2005: Summary Report*, Hui Taumata, Wellington.

Although national surveys (e.g. Te Reo Māori) are able to provide useful information, the data is not always rohe or iwi specific, it may be based on finite samples, and is only infrequently updated.[8] While better access by iwi to existing data on Māori development would enhance their planning and policy potential, iwi would benefit from more iwi-specific information and which better reflected their unique tribal and regional contexts.[9] To this end they often have limited knowledge of what their specific cultural needs are, whether or not existing programmes are having the desired affect, what future issues might be expected, and what long-term planning decisions need to be made. An associated issue is that the outcomes from investment are often unknown and the potential for inefficiencies is significant.[10]

Developing an approach for quantifying iwi development is particularly useful for iwi that have settled Treaty claims, including those relating to lands and fisheries. In such contexts, focus has shifted from past wrongs to the future direction and application of human and physical resources. Ngāti Awa and Ngāti Tuwharetoa, for example, are both seeking to develop futures-oriented approaches to social, cultural, environmental and economic development and to measure the progress and impact of these approaches. These are relatively new and innovative approaches and the outcomes of this research are intended to directly assist Ngāti Awa and Tuwharetoa in developing their tribal development initiatives.

Benefits of the Research

In the first instance, the research provide valuable information on iwi development and resilience– priorities, goals, investment initiatives, as well as the basic philosophies which underpin these activities. The research will create a better understanding of how iwi development can be progressed and what outcomes are sought, and how various programmes can be better integrated within an overarching iwi approach to development.

Additionally, the study will further create a system through which the components of iwi development can be better understood. As mentioned previously, iwi development aspirations often reflect abstract or intangible ideals which are difficult to gauge. Iwi development, for example, might include statements on *Marae well-being* and the idea that this serves as both an ideal and proxy for iwi development.[11] However, if *Marae well-being* is an objective, how can programmes dedicated to Marae well-being be assessed and what outcomes can be expected? Will it be based on an assessment of the physical or architectural condition of local Marae or a review of financial accounts or monetary reserves? Alternatively, are more dynamic measures needed, such as the transmission of culture between generations and between communities or perhaps an assessment of planning for future cultural retention? Additionally, would an objective focused on Marae well-being have relevance to objectives for improved health, education and environmental sustainability?

The research will therefore assist in the identification of the components of iwi development (such as *Marae well-being*) that are undertaken by a iwi and significantly determine their

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[8] Research New Zealand, (2007), 2006 *Survey on the Health of the Māori Language,* Research New Zealand, Wellington.
[9] Communication with Leonie Simpson, Manager, Development Ngāti Awa, 27 February 2008.
[10] T. R. Kingi (2005). *Evaluation and the Measurement of Cultural Outcomes.* Taupo: 2005 Aotearoa New Zealand Evaluation Conference.
[11] Development Negate Awa *Annual Report 2005-2006*, Te Runanga O Ngāti Awa, Whakatane.

distinctive characteristics and how they might be measured through a range of indicators. The outcomes of this process will be a system through which iwi are better able to assess or quantify their current situation in terms which are aligned to their own developmental aspirations. The research will create a template through which an iwi development stock-take can be conducted, distinctive approaches used by a iwi in development programmes identified, critical analyses undertaken of current activity and how it relates – or does not relate – to future needs and aspirations, and map and measure desired outcomes. In turn, this will provide critical information for planning, investment, resource allocation, and prioritisation.

The routine collection of process indicators and outcome indicators will be of additional value - primarily as they will allow progress to be monitored (over time) and outcomes (from investment) assessed. Where specific needs are identified, a targeted initiative can be developed – for example a language revitalisation programme. However, and if follow-up surveys reveal little progress (in tribal language proficiency), it might suggest that existing initiatives are ineffective, require modification, or a new focus. It might also be possible (with more routine collections) to project future needs and trends and identify how planning for future investment might best proceed.

Summary of Relevant Literature
The preliminary literature review that has been undertaken to date has focussed on positive Māori development, resilience and the concept and application of outcomes. The preliminary review provides a context within which the research will be undertaken and the framework constructed. The following section provides an overview of relevant issues, concepts, and concerns which have emerged from the review of literature.

Positive Māori Development
Positive Māori development emerged as a key theme following the 1984 Hui Taumata, the Māori Economic Summit, and was later reinforced by a change in government structures in 1991 when the Ministry of Māori Development replaced the Ministry of Māori Affairs. The restructuring appeared to confirm a bi-partisan approach to Māori policy and endorsed the trend for policies that led to less dependency on the state, greater levels of autonomy, and improved opportunities for Māori advancement across all sectors[12]. The policy of Māori development also stressed a greater measure of Māori self sufficiency. Often, however, political and community enthusiasm for the new direction was compromised by the lack of an underlying philosophy and an absence of relevant indicators against which the progress of this development could be measured. [13]

Given the broad ranging concerns of Māori development, a multi-disciplinary interest was inevitable and multiple interpretations and models for understanding the thrust of Māori development emerged. At the same time there was concern that unless Māori development was closely aligned with Māori views and Māori aspirations, then it might be analysed within frameworks that would ultimately disadvantage Māori people. It had already been shown that third-world countries too often suffered from imposed perspectives accompanying aid

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[12] Kelsey J. (1990). *A Question of Honour? Labour and the Treaty 1984-1989 (*pp. 66-77)*.* Wellington: Allen and Unwin.
[13] Durie, M., E. Fitzgerald, T.K. Kingi, S. McKinley, and B. Stevenson (2002). "Māori Specific Outcomes and Indicators: A Report Prepared for Te Puni Kōkiri, The Ministry for Māori Development." Palmerston North: Massey University.

packages from multi-nationals and world super powers; Māori development could be similarly undermined if a narrow developmental model, at odds with Māori world views, were allowed to signpost the direction ahead.

Addressing Māori progress, whether in commerce, education, or agriculture, could not be accomplished without taking cognisance of Māori values and the realities of modern Māori experience. There was a need for a sound understanding of Māori philosophy and an equally sound appreciation of contemporary Māori aspirations. As well, if Māori development were to be more than uncoordinated sectoral initiatives it needed to have an integrity and robustness of its own together with a sense of coherence that spanned Māori pasts and futures and was in step with broader developments at national and global levels.[14]

Resilience & Iwi Development
The research will consider 'resilience' within the context of iwi development. Considerations will include identifying the nature and extent of resilience within iwi development approaches and the role that it may play in iwi planning and policy development. Theories and thinking around resilience will also be explored within other disciplines, in the first instance, the field of natural disasters and emergency management.

Natural disasters are having an increasing impact on communities in New Zealand, including Māori communities. Considerable research effort is directed towards understanding what makes communities resilient to such events.[15] In New Zealand research following the 2004 Manawatu floods,[16] 2004 Bay of Plenty floods[17] and the Matata debris flow,[18] illustrates that recovery from disasters depends not just on physical impacts of the event but also on how the social environment supports the complex and protracted processes of recovery. Gordon (2008) and Spee (2008) both show that community recovery from disasters can be greatly enhanced by ensuring that the existing social environment supports the recovery process.

Disaster resilience research clearly shows that underlying vulnerable elements in our society influence the nature of disaster impacts.[19] In this context resilience refers to the capacity of individuals and communities to adapt to any significant disturbances, whether environmental, economic or induced as a result of a natural disaster and still continue to

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[14] Ibid.

[15] Committee on Disaster Research in the Social Sciences. (2006). Facing Hazards and Disasters: Understanding Human Dimensions. Washington DC: National Academy of Sciences; Lindell, M.K., Prater, C. (2003) Assessing community impacts of natural disasters. Natural Hazards Review 4(4): 176-185; Lindell, M.K., Prater, C.S. & Perry, R.W. (2006). Fundamentals of Emergency Management. Emmitsburg MD: Federal Emergency Management Agency Emergency Management Institute.

[16] Hudson, J.; Hughes, E. (2007) The role of marae and Maori communities in post-disaster recovery: a case study, GNS Science Report 2007/15 51pp.

[17] Gordon, R. (2008) A "Social Biopsy" of social process and personal responses in recovery from natural disaster, GNS Science Report 2008/09 14 pp.

[18] Spee, K. (2008) Community recovery after the 2005 Matata disaster: long-term psychological and social impacts, GNS Science Report 2008/12.

[19] Paton, D. (2000). Emergency Planning: Integrating community development, community resilience and hazard mitigation, Journal of the American Society of Professional Emergency Managers, Vol. 7, pp.109-118; Paton, D. (2008) Community Resilience: Integrating individual, community and societal perspectives In K. Gow & D. Paton, D. (Eds) The Phoenix of Natural Disasters: Community resilience. Nova Science Publishers, New York.

function.[20] The clear link between healthy communities (from a cultural, social, economic and environmental perspective) and disaster resilience has been demonstrated.[21]

Resilience has been discussed, within the specific context of Māori development, as contributing to Māori 'endurance'.[22] Durie discusses resilience as a testimony to progress and an expression of the effort needed to steer a steady course. He further notes that resilience celebrates strength of purpose, determination, the capacity for adaptation and a propensity for turning adversity into accomplishment. [23]

The research will therefore explore further these notions of resilience as potential distinctive characteristics of iwi development. And, if deemed to be so, the extent to which resilience may be measured, indeed identified as an outcome in its own right.

Outcomes
A growing interest in the design and application of outcome measures has stemmed from a broad desire to measure effectiveness – what works, what does not, why, and why not. However, this interest has failed to provide a concise or universally accepted definition of outcome. Further, structural and systemic differences have made cross-sectoral comparisons (in terms of outcomes application and definition) difficult. The notion of outcome tends to differ across sectors and is further indicative of the variety of ways in which outcomes can be applied, measured, and interpreted.

Under the theme of outcomes Killen identifies two major streams within the context of the education sector.[24] First, outcomes that are derived from performance indicators, such as completion rates or test scores. Second, those which are less tangible, for example what students are able to achieve with an education. According to Killen the second stream best reflects the essential focus of outcomes based education, i.e. what results (in terms of outcomes) as opposed to what occurs (in terms of input or process).

Other sectors have similarly considered the idea of an outcomes-based approach to service delivery and have equally grappled with the associated concepts of 'input', and 'process'. The first, 'inputs', consist of those components which contribute to the structural integrity or development of a system. They can include finances, resources, or infrastructures, and may use economic rationalism as the basis for decision making. The second, 'process', is concerned with the management of inputs. Process considers what happens within a system, how inputs are organised and delivered and how these are co-ordinated in a structured and deliberate manner. The third factor is 'outcomes' and is a concept which is more clearly focused on the products or results of, for example, education – a more perspicacious approach which, if applied correctly, can form the basis of educational development and achievement.

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[20] Paton, D. (2008) Community Resilience: Integrating individual, community and societal perspectives In K. Gow & D. Paton, D. (Eds) The Phoenix of Natural Disasters: Community resilience. Nova Science Publishers, New York.
[21] Paton, D. (2006), "Disaster resilience: integrating individual, community, institutional and environmental perspectives", in Paton, D. and Johnston, D. (Eds), Disaster Resilience: An Integrated Approach, Charles C. Thomas, Springfield, IL.
[22] Durie, M.H. (2005). Ngā Tai Matatū: Tides of Māori Endurance. Auckland: Oxford University Press.
[23] Ibid.
[24] Killen, J. (2000) Outcomes Based Education: Principles and Possibilities. Auckland: University of Newcastle.

As well, the notion of outcome has likewise encountered sub-classification, streams of thought which seek to unravel the focus or purpose of an outcomes based approach. Within New Zealand, considerable development in outcomes research has occurred, particularly within the health sector, and where the results of treatment is uncertain.[25] Policy directives have provided much of the thrust behind this inquiry, as has the need to make more efficient use of the health dollar.[26] Despite this, a single definition of health outcome has yet to emerge, although as pointed out by Killen, researchers tend to agree that an outcome is about result (what actually happened) rather than the inputs or processes which may have been applied.

Measuring Outcomes – issues & opportunities
Interest in outcome measures, across sectors, stems from their obvious utility and potential to guide policy and service delivery from a more informed base. The fact that they have not been used widely is linked to a number of issues. Conceptual conflicts have been problematic and contribute to the confusion associated with outcome, and in particular its definition. As well the measurement of outcome can prove elusive.

Durie et al have provided observations as to the difficulties with measuring outcomes.[27] The first is that the need to link an outcome to an intervention implies the need to consider 'cause' as well as 'effect'. At a population based level this requisite is particularly problematic and stems from the fact that a multitude of 'interventions' may have contributed to the overall 'effect' or outcome. As a consequence identifying what in particular caused the outcome can be difficult. If a specific series of interventions or activities are located i.e. those factors that caused the outcome, concerns inevitably turn to the level of responsibility. To what extent was a particular activity attributable, where should most and least credit be given.

A second is the extent to which a measure may have wide significance and yet still be meaningful. Within the health sector, definitions of health as well as outcome have frustrated attempts to construct measures of wide significance. At issue is the need to consider the appropriateness of what is being measured. Are the objectives or outcomes identified meaningful to those being who are being measured? Measurement tools will often consider those dimensions of outcome that are important to the tool's designer. In many instances, these dimensions are generic enough to be widely applicable. However, no tool will capture everything that is important to everyone. Compromises and assumptions are often made and are frequently required. Regardless, the identification of 'what' to measure should proceed 'how' this is achieved.

Another consideration is timing: when to measure an outcome. The outcomes of certain activities or policies are unlikely to be immediate – time delays can be anticipated, and it is

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[25] See for example: Borman, B., & Wilson, N. (1998). *Outcomes, Indicators, and Community Health Status*: A Discussion Paper for the Action for Health and Independence Conference. Wellington: Ministry of Health (unpublished Paper); Peters, J. (1994). *Performance and Outcome Indicators in Mental Health Service: A Review of Literature*, a report prepared for the Ministry of Health. Wellington: Ministry of Health; Dyall, L. et al**.** (1999). Māori Outcomes: Expectations of Mental Health Services. *Social Policy Journal of New Zealand*, *12*. Wellington: Social Policy Agency.
[26] Steering Group. (1997). *Implementing the Coalition Health Agreement.* Wellington: Ministry of Health.
[27] Supra at 11.

often difficult to locate a precise point at which an outcome should be expected. Even if a period of time or end-point is identified this period may be significant and further distort the extent to which the outcome can be linked to the intervention.

Finally, no matter the best intentions of those attempting to deliver a pre-determined outcome, factors such as resource limitations, time constraints, and political and institutional forces, may make the outcome unattainable; often leading to a re-evaluation of the outcome or the outcome itself being compromised. Such a situation, while less than ideal, is more often the reality all organisations face. Despite the difficulty in achieving less than ideal outcomes, the initial ideal outcome must be determined to provide any resulting outcomes with some measure of achievement.

Generic and Culturally Specific Outcomes
Durie et al have also identified that, at a broad level, outcome objectives can be classified into two major categories. [28] First are the so-called generic outcomes: objectives or perspectives which are consistent across populations, regardless of age, gender, ethnicity, nationality, religion, or any other demographic, social or economic variable. These types of outcomes include the desire for health and well-being, access to education, a good job, adequate income, the capacity to guide one's own destiny, or to participate fully within a community. Generic outcomes are usually more easily identified (though not necessarily easy to measure) and consider those aspects of life, desires, and ambitions, we can all (as people) identify with and appreciate.

There are also those outcomes which are more specific to particular groups or communities. These outcomes may not be of broad significance but are nevertheless important in terms of constructing a comprehensive outcomes profile.

A range of factors serve to shape what outcomes are preferred or considered important. And while a generic outcomes profile is possible, a comprehensive assessment will necessarily include outcomes which are particular to certain populations or groups. These outcomes preferences are shaped by situation and circumstance – initially guided by the needs of individuals, though possible to group according to any number of demographic profiles. Within this concept sits the notion of culturally derived outcome i.e. outcomes that reflect the particular needs of certain cultural groups. This idea does not negate the value or importance of generic outcomes but rather the need to explore (as well) those outcomes that are culturally significant.

An example of culturally specific outcomes is shown by a framework Te Pumanawa Hauora developed for measuring Māori outcomes for mental health treatment.[29][30] The study highlighted the importance of generic measures of outcome – tools that explored cognition, behaviour, or compliance with medication. However, further identified were outcomes that were more specific to Māori patients, those not always considered through conventional measures, but nevertheless important to the health and well-being of Māori.

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[28] Supra at n11.
[29] Durie, M.H., & Kingi, Te K.R. (1998). *A Framework for Measuring Māori Mental Health Outcomes.* Palmerston North: School of Māori Studies, Massey University.
[30] Kingi, T.R. & Durie, M.H. (2000). *Hua Oranga: A Māori Measure of Mental Health Outcome.* Palmerston North: School of Māori Studies, Massey University.

The study revealed Māori preferences for outcomes that promoted positive whānau relationships. Also, that the physical implications of treatment would need to be considered alongside notions of wairua (spirituality). The instrument provided an interface between generic and culturally specific measures of outcome and highlighted the need for the two to be consistent and not in conflict.

The research will consider the above issues concerning culturally specific outcomes when developing the framework. The research will specifically aim to 'fill the gap' in current literature concerning the development and application of Māori specific outcomes and indicators within an iwi development context. The research will also incorporate outcomes relating to iwi resilience and explore appropriate indicators by which such resilience may be measured.

The Tri-axial Māori Development Framework: A Conceptual Framework

Several frameworks have been proposed for different purposes and contexts within which Māori development may be analysed, including Te Hoe Nuku Roa framework.[31] For the purposes of this research a Tri-axial framework will be employed that is based on a series of research projects undertaken at Te Pūtahi a Toi, Massey University, and has been previously reported.[32] The framework provides that Māori development can be configured along three axes: a process (or method) axis, a determinants axis and an outcomes axis.

Determinants Axis   *Outcomes Axis*

Process (Method) axis
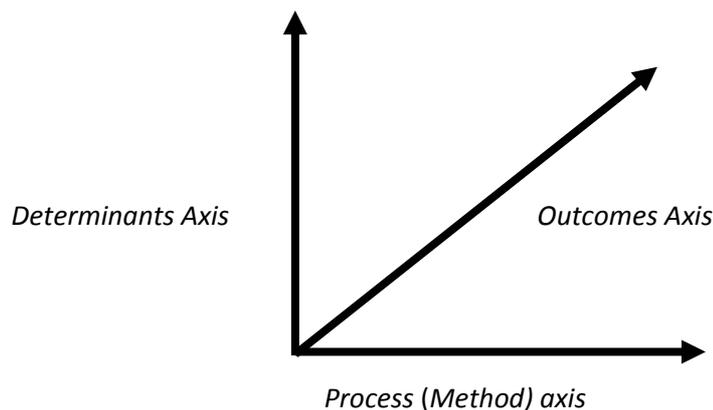
The Process Axis

The framework provides that the process axis incorporates a number of processes and principles that have been emphasised since 1990. They add to an understanding of the methods that underlie the analysis of Māori development:

Process (Method) Axis

Application of	Recognition of	Māori-centred	Evidenced-based	Integration of

[31] Durie M. H. et al. (1995). Te Hoe Nuku Roa Framework: a Mäori identity measure. *Journal of the Polynesian Society, 104*(4), 461-470.

[32] Durie, Mason. (2001). *E Taurangi Tonu te Hau The winds of change forever blow: a Māori development trilogy*. Rationale for examination for the degree of D. Litt., Massey University.

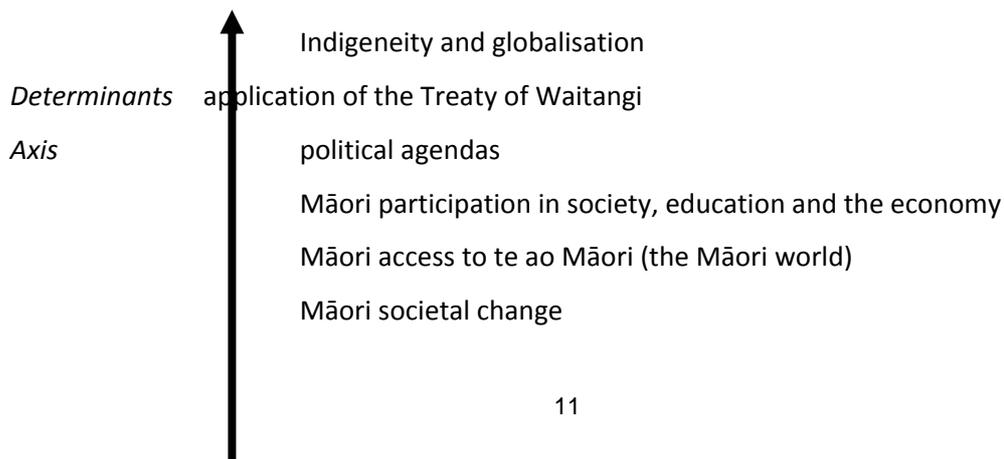| Māori values sets	Māori aspirations	analytical frameworks	approaches	multiple data.

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The interpretation of Māori development should incorporate Māori view points. For example, an analysis of Māori participation in society and in the economy, will be flawed if it does not take into account the terms of that participation. The issue of participation is not simply about gaining comparable levels of participation with other New Zealanders, but being able to participate in the wider society while retaining a Māori identity.

In addition to articulating Māori views, the methodology of Māori development should be swayed by empirical data. Assumptions made on the basis of opinion alone lack credibility, not because they are necessarily unreasonable or even incorrect, but because they do not satisfy the requirements of reasoned inquiry. In this respect, the methodology underpinning Māori development ought not to be confused with the methods of mātauranga Māori. While both are concerned with explaining the Māori position, they are essentially based on different approaches to the compilation and organisation of knowledge. Māori development, like mātauranga Māori, is centred around Māori values, aspirations, frameworks and holistic interpretations, but differs from mātauranga Māori in so far as it leans towards empiricism for validation.

While a Māori centred approach to Māori development does not ignore other views or values, it presumes that the study of Māori development is primarily a study of Māori people and their perspectives. It is that dimension which creates coherence, enabling an analysis of multiple factors and determinants, albeit from a Māori bias.

The Determinants Axis
In contrast to the process axis where the characteristics of the analysis of Māori development are highlighted, the determinants axis explores the factors that influence, or have influenced, Māori development. There are many, but the most significant factors include:

Determinants   application of the Treaty of Waitangi

Axis   political agendas

          Indigeneity and globalisation

          Māori participation in society, education and the economy

          Māori access to te ao Māori (the Māori world)

          Māori societal change
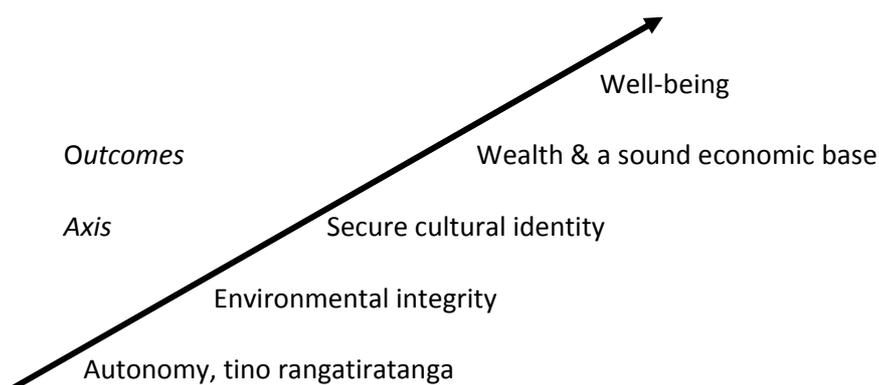
demographic factors

historical factors

Durie et al explain that there are a number of ways in which these determinants can be grouped – social, economic, cultural – local, national, global – individual, community, population – pre-contact, contact, post-contact.[33] However, the essential point is that Māori development is influenced by a variety of factors operating together. The analysis of Māori development requires a multi-faceted exploration and an ability to analyse numerous factors against each other. For example, although at first glance the rates of admission to psychiatric facilities are cause enough for concern, when viewed against Māori societal change consequent upon rapid urbanisation, the real concern might be linked more to the changing capacity of whānau (extended families) to care for members at times of crisis or illness and to promote well-being. Similarly, the economic position of Māori may not be a reflection of a dwindling asset base so much as a rapid population increase and a shift in the dependency ratio towards large cohorts of children and youth.

The Outcomes Axis
The third Māori development axis is related to the results of Māori development – the outcomes than can be anticipated and measured. The emphasis on outcomes is not intended to undermine the importance of process; indeed sometimes the process may become more beneficial than the intended outcome. This was evident when the Māori Women's Welfare League undertook a major survey of the health of Māori women in 1983-84.[34] While the results were informative, the survey process itself led to the creation of a powerful community health movement that continues to act as a major driving force for Māori health advancement, even though the survey results are now considerably out of date. At the same time, however, the demonstration of results, and the way in which results are measured, are seen as necessary to the study of Māori development.

The key result areas of Māori development can be shown schematically along an outcomes axis.

Outcomes   Well-being

                              Wealth & a sound economic base

Axis   Secure cultural identity

        Environmental integrity

        Autonomy, tino rangatiratanga

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[33] Supra at n11.
[34] Murchie E. (1984). *Rapuora Health and Māori Women.* Wellington: Māori Women's Welfare League.

An example of a key result area is well-being. Although much attention has been focused on the conventional development outcomes – greater economic returns and the creation of wealth – outcomes that lead to enhanced well-being are also important. Ultimately, Māori development is about Māori people and if there is economic growth but no improvement in well-being, then the exercise is of questionable value. Equal recognition of both social and economic goals is therefore imperative. In addition, in examining the measurement of Māori well-being culture is an indicator of progress alongside standards of health, educational achievement, employment and income levels. Measurements of disadvantage for example, ought to include measurements of cultural disadvantage.

Another example of a key result area is identity. Closely linked to the well-being outcome is the expectation that Māori development will also lead to security of identity. Cultural identity is a critical component of positive Māori development. It is a desired goal and can be measured against actual access to te ao Māori (the Māori world). Thus, if someone identifies as Māori but is not able to access Māori language, custom, land, the marae, whānau or Māori community networks, then it is unlikely that cultural identity will be secure. A secure identity is in turn positively linked to health status, educational achievement and emotional and social adjustment.[35]

Māori Specific Measures
The Tri-axial Framework provides a context within which Māori specific outcomes and indicators can be further discussed. An important consideration is that although three axes are presented, and although there are several factors along each axis, the component parts cannot be easily separated since the relationships between them are strong. An analysis of the parts of each axis also runs counter to the underlying cohesion that exist between them and the complex relationships that create a more total outcome dynamic. For example, separation of outcome measures into social, economic, and cultural outcomes could imply greater separateness than actually exists. By adopting parallel measures for Māori specific outcomes, there is a risk that the total picture will be fractured. On the other hand, the identification of Māori specific outcomes, and associated indicators, could provide balance to the generic measures already in place.

Research Approach
The research builds on previous work undertaken which revealed the extent to which Māori ideals and perspectives of development were grounded in a distinctive cultural matrix.[36] While the components of Maori development were often aligned with conventional aspirations (e.g. health, education, and welfare) they were not in total alignment and typically included cultural aspirations - a desire by Māori to live as Māori, to ensure cultural growth, sustainability, and well-being.[37] The research will therefore have two main streams of inquiry. First, it will investigate the components of iwi development programmes that are undertaken by an iwi, and second, it will construct a system through which these can be measured and applied to other situations, now and in the future.

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[35] Te Hoe Nuku Roa. (1995). *Interconnectedness*, a paper prepared for the Ministry of Māori Development. Palmerston North: Department of Māori Studies, Massey University.
[36] Durie, M., E. Fitzgerald, T.K. Kingi, S. McKinley, and B. Stevenson (2002). "Māori Specific Outcomes and Indicators: A Report Prepared for Te Puni Kōkiri, The Ministry for Māori Development." Palmerston North: Massey University.
[37] Ibid.

Case Study Focus

The approach to the research is fundamentally derived from the outcomes which are sought and an interest in contributing to positive Maori development. The research requires iwi support and application, as well as research methods which are empowering, community focused, and consistent with Māori beliefs and expectations. Therefore, the research will adopt a case-study approach whereby two iwi will participate in the research, along with associated hapu and iwi-related organisations.

Ngāti Awa and Ngāti Tuwharetoa have agreed to assist with the identification of iwi development principles and appropriate measures. A positive relationship has been developed with both these iwi and they have previously expressed an interest in the identification and quantification of tribal capacity and cultural domains. Both iwi invest in activities designed to enhance tribal welfare or identity (such as marae sports days, wananga, or tours of significant sites, conservation programmes) but have insufficient information by which to guide these programmes – what are their current needs or priorities? What future issues are expected? And how best might they plan for the tribes' ongoing development? Their interest in the study is therefore derived from a desire for better information on tribal development and to enhance their planning capability.

A potential risk of such an approach is that the two iwi selected might not provide sufficient information through which generic outcomes can be identified. However, by adopting a case-study approach it is expected that it will be possible to identify key themes and issues which are generically applicable to all iwi.

Participatory Action Approach

Further, the research will be informed by a Participatory Action Research (PAR) approach which provides a broad framework through which the multiple objectives of the research can be met. A PAR approach will support the process of innovation that is expected to occur within the iwi and in its activities during the research process. The development of the framework will occur at a time when both case-study iwi are in innovative and continuous states of development and adaptation in changing and unpredictable environments. To account for this, flexibility has deliberately been incorporated into the research approach to allow the research to evolve along with the ongoing development of the framework, and the expected ongoing innovating of the iwi by virtue of its close collaboration. PAR is particularly appealing due to its emphasis on collaboration, shared reflection, and group based problem identification.

Research objectives & methods

The methodological approach has been designed around seven specific objectives which describe the steps through which the research outcomes will be met.

Objective one - comprehensive review of literature. This review will systematically synthesise the preliminary literature review undertaken to date along with further current thinking on iwi development within the contexts of Māori social, cultural, environmental and economic development. Much of this work has been summarised previously. However, It will permit existing theories and concepts to be considered and will continue to identify where other current information gaps exist and the extent to which indicators of iwi development have been identified.

Given the imperative to conduct a comprehensive and thorough assessment of relevant material, a systematic approach to the review of literature will be employed with searches

being conducted through a range of bibliographic databases (Eric, Miro, Psyc Lit, Med Line, Cinahl, Conzul, Core Bio Med, Abi/Nform, NewIndex.).   'Key Word' searches will be performed with alternative word combinations to ensure a comprehensive assessment of material. To avoid repetition, each combination will be logged and filed along with various successful 'hits'.

Key informants will also be consulted and used to determine what information might be relevant, where it could be sourced, and what search parameters should be employed. Notwithstanding the availability of specific documentation on iwi development, the review of literature will be broad and also investigate issues of aligned interest. This will ensure that complementary information is sourced and considered for relevance.

A preliminary list of research literature will be generated along with summaries. This list information will then be reviewed, in consultation with supervisors, in order for a final inventory of material to be compiled and requested.   Finally, this information will be reviewed so that key themes and issues of interest can be identified. Again, supervisors will be consulted to examine these themes in order to determine relevance and applicability to the research.   While much of the written material will be sourced from the Massey University Library, the Ministries of Health, Māori Development, and Social Development are also likely to provide supplemental information through their bibliographic databases. A range of internet search engines will further be used to ensure that international material (in particular) is sourced and reviewed.

- **The key output from this phase of the research will be a review of literature which better elucidates the characteristics and challenges of iwi development**

Objective two – a stock-take of Iwi activities and programmes. Although written material is likely to provide a sound foundation for the research, the dynamic nature of iwi development requires that additional and more applied methods are also employed. It will be important that the iwi are involved in the research and are able to guide (at a fundamental level) the research process, the outcomes and recommendations which are made.   This approach is consistent with a PAR approach and also aligns well with the research expectations of Māori and the participating iwi. Objective two is therefore a stock-take and analysis of existing programmes delivered by the two iwi, including purposes, distinctive iwi characteristics and results.

The two iwi will provide stock-take information on iwi development, current interest and investment areas, existing priorities and initiatives. Although the information they provide will be iwi-specific the case-study approach allows for the broader interpretation of results and the assessment of applicability to other iwi.   A scoping exercise will therefore be undertaken of all programmes delivered by the two iwi. This will include a document review of programme related information that will complement and supplement the material generated from the literature review. A range of structured and targeted interviews will then be undertaken within the two iwi organisations. These interviews will be directed at various levels in order to ensure a comprehensive coverage of opinion. Structured open-ended questionnaires will be developed and used to guide interviews with selected iwi representatives (25 from each iwi *n=50*) and in particular those who are involved in the provision or management of iwi-based services. An existing database package (Microsoft Access) will be modified in order to assist with the analysis of this information – report generation and clustering of themes.

As a complement a number of hui and wananga (with both iwi) will also be organised to collect broader comment on iwi development issues and concerns. Additionally, a smaller cohort of selected experts will also be interviewed and asked to assist with the identification of key issues (not considered in previous interviews) as well as the interpretation of preliminary results. This smaller cohort will include those more directly involved in iwi activities, Runanga staff and managers, service providers, and board members. Ten interviews from each iwi are anticipated (*n=20*). Again, this information will be analysed with the assistance of a computerised database.

- **The output from this phase of the study will be a chapter about current iwi activities and investments.**

Objective three – The Iwi development context. Iwi development does not occur in a vacuum. While it has its own distinctive pattern, other national and regional developments impact on Iwi and on individual Iwi members. As part of an exploration of the wider development context, the research will explore the interface between iwi, government, local authorities and the private sector.

The exploration will allow for: (a) the analysis of contractual arrangements between iwi and other agencies; (b) joint responses to crisis management, especially in connection with natural disasters; (c) participation in joint ventures; and (d) iwi access to information, resources, and expertise within other public and private institutions.

It is intended that the outcomes from the research will be used to provide a systems explanation concerning this interface – issues, risks, perspectives, as well as opportunities for aligning the expectations of iwi with the functions of various external bodies.

- **The output from objective three will be a paper exploring the relationships between iwi and other agencies.**

Objective four – effectiveness. This objective will focus on the development of a set of outcome indicators capable of measuring the impact of iwi programmes. This will be a complex and technically challenging task as it is likely that many of the issues identified (in objectives one, two and three) have never before been measured (e.g. cultural capacity, marae well-being, or tribal knowledge). Considerations will therefore need to be had concerning how best these concepts can be quantified and how the data might be gathered, how often, from where or from whom. Objective four will also explore how more routine data collections can be conducted so that gains (or otherwise) can be identified along with priorities, outcomes, and opportunities. These types of repeat surveys will also need to consider issues of sample size and selection, and how to ensure that the data generated is both valid and reliable.

A second review of the literature will be undertaken to determine what additional approaches are possible and likely to be useful. This will lead to the construction of a draft set of measures. These measures will then be reviewed to determine their overall utility and suitability. Supervisors, iwi representatives, and Māori academics, will be approached to provide comment and guidance to consider the validity of the indicators, how well they match or reflect iwi development objectives, and what modifications, enhancements, or amendments are required. Following this process, modifications to the measures will be made (based on the comments received)...

Producing a valid set of iwi development measures juxtaposes a need to store, manage, and analyse this information. Objective four is also focused on the construction of an appropriate data-management system.

- **The outputs from objective four will be a set of iwi development measures or indicators and an iwi development information management system.**

Objective five - futures planning. The aim of objective five will be to implement a systematic approach to futures planning, relevant to iwi. Using a combination of demographic and economic projections, current social trends, global patterns, life-course epidemiology, and Iwi perspectives, it will be possible to identify the probable impacts on Māori development over the next 25 years. The result will be a better understanding of the relationship between iwi aspirations on the one hand and the likely human and resource capacity of the Iwi by the year 2033. It will also provide pointers for developmental priorities and for longer term planning so that future needs can be met before crises occur or resources are committed in areas where need will be minimal. This objective will lead to the development of iwi-specific scenarios for the year 2033.

- **The output will be iwi specific scenarios.**

Objective six – an Iwi Development Framework The major output from the research will be a framework that brings together elements of iwi distinctiveness, iwi capability, iwi resources including the tribal estate, hapu and whanau engagement, the effectiveness of iwi delivery mechanisms, and longer term goals. The framework will assist iwi to identify priority areas, measure outcomes across social, economic, environmental and cultural domains, utilise futures planning tools, and reach consensus.

- **The output from objective six will be the framework.**

Objective seven – dissemination of information. A final objective of the research is focused on information dissemination. Throughout the study, regular updates and presentations will be given to the two iwi participants. At the completion of the study more formal presentations will be arranged to ensure that those who have contributed to the research are aware of the results and that other interested parties (e.g. other iwi) are aware of the research findings. Conference presentations are also planned as well as seminars over the inter-university video conferencing network (BRCSS).

- **The broad output from objective seven will be the development of a systematic approach to information dissemination which is consistent with Māori development aspirations.**

The objectives outlined above have been designed to ensure that: (a) the research is sufficiently comprehensive and systematic to deliver useful outcomes; (b) capability is developed (both researcher and iwi); (c) knowledge and information is disseminated during the various stages of the research; (d) close collaboration with Iwi is maintained through the Participatory Action Research methodology; and (e) relevance is retained by adopting a Māori-centred approach.

While it has been convenient to outline each objective separately, some activities may actually be undertaken concurrently during various stages of the research. Flexibility has been deliberately embedded into the approach to provide for unforeseen obstacles or opportunities and to take account of end-user working environments.

Progress to Date

To date, the following have been achieved with respect to the research:

1. Relationships have been developed with the two participating iwi that has involved formal presentations about the research, follow-up hui and ongoing communication to determine roles, expectations, allocations of resources and time etc.
2. An application was made to the Foundation for Research, Science & Technology to fund the research in accordance with the methodological approach described above. This application was successful and specific deliverables and milestones and the like are currently being negotiated with FRST.
3. Progress towards developing working relationships with potential stakeholders and data repositories has been positive. Stakeholders external to the iwi include Statistics New Zealand, Te Puni Kokiri and the Ministry of Education. Stakeholders internal to the iwi include Development Ngāti Awa, Ngāti Awa Group Holdings Limited and Ngāti Awa Social & Health Services.
4. The review of literature has commenced as has the analysis of this information
5. Draft chapter outlines and content have been completed
6. initial write-up is underway.

Timeframes & Milestones

Objective	Milestone	2008			2009						2010						2011			
		J	S	N	J	M	M	J	S	N	J	M	M	J	S	N	J	M	M	J
1: Literature	Database Search	▓																		
	Review of Literature		▓	▓																
2. Stock-take	Programme documentation review.		▓																	
	Programme interviews and hui			▓	▓															
	Programme Review Report.			▓	▓	▓														
3. Effectiveness	Measures Identification						▓	▓	▓											
	Measures Analysis							▓	▓	▓										
	Information Management System								▓	▓	▓									
4. The Context	Stakeholder interface documentation review								▓											
	Stakeholder interviews and hui.									▓	▓	▓								
	Relationship Systems Paper.									▓	▓	▓	▓							
5. Futures Planning	Trend identification & scenario development													▓	▓					
	Clarification of iwi aspirations.														▓	▓				
6. A Framework	Draft Framework															▓	▓			
	Final Framework																▓	▓		
7. Presentations	End-User and Other Iwi																		▓	▓
	Academic																		▓	▓

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Publications & Presentations
Presentations to and meetings with the following stakeholders about the research have been completed:
1. Development Ngāti Awa.
2. Te Puni Kokiri.
3. Statistics New Zealand.
4. Te Mata O Te Tau Postgraduate Writers Group.