



Te Puni Kōkiri
REALISING MĀORI POTENTIAL

He Pūrongo Arotake: Te Whare Ruruhau o Meri *Evaluation Report: Te Whare Ruruhau o Meri*

Me mahi tahi tātou

Let us work as one





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REALISING MĀORI POTENTIAL



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

 1	<i>Mātauranga – Building of knowledge and skills. This area acknowledges the importance of knowledge to building confidence and identity, growing skills and talents and generating innovation and creativity. Knowledge and skills are considered as a key enabler of Māori potential as they underpin choice and the power to act to improve life quality.</i>
 2	<i>Whakamana – Strengthening of leadership and decision-making.</i>
 3	<i>Rawa – Development and use of resources.</i>
 4	<i>Te Ira Tangata – The quality of life to realise potential.</i>

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EXECUTIVE SUMMARY

In 2006 the Government launched its Effective Interventions (EI) policy package, which was established to identify and support options for reducing offending and the prison population, and thereby reducing the costs and impact of crime on New Zealand society. An important component of EI was the need to enhance justice sector responsiveness to Māori. Under the Effective Interventions Initiatives, Cabinet directed Te Puni Kōkiri and the Ministry of Justice to report to Cabinet Policy Committee with a programme of action relating to Māori. As such, Te Puni Kōkiri and the Ministry of Justice developed a Programme of Action for Māori.

This evaluation report looks at an initiative provided by Te Whare Ruruhau o Meri Trust. It is a programme offering support to the top ten recidivist family violence offenders in Auckland. The point of difference with this programme is that Te Whare Ruruhau works with offenders, their partners and their tamariki to deliver a comprehensive package of skills that enables whānau to make choices and changes in their lives.

The success of a programme can be measured by the positive changes that whānau are able to make in their households. A large amount of effort is placed on the initial engagement with the offender and their whānau. It can take a long time for offenders to build trust in the staff and then a long time to deal with other challenges the whānau are facing before addressing the issues of violence. Often hurt can be carried for generations and acknowledging this is an important part of moving forward.

The kaupapa Māori delivery of this programme is engaging for offenders and their whānau. Using Te Kawa o Te Marae as a basis for the therapy is innovative and practical. Having tools to take away from the programme as a reminder of the lessons provides support to whānau to remain strong and focussed with making changes in their lives.

The programme is being watched with interest by the Police nationwide and by other communities wishing to make a difference in the lives of whānau in need.

INTRODUCTION

The overall aim of this evaluation is to provide detailed information on how the funding provided by Te Puni Kōkiri has assisted Te Whare Ruruhau o Meri. This is illustrated by:

- the outcomes achieved throughout the duration of the contract; and
- how the initiative achieved the strategic outcomes of the Justice Sector framework and other Ministries' frameworks.

This report is broken into two sections: Section (1) provides an overview of the Effective Interventions Programme of Action for Māori (PoAfM) six practical initiatives, background on Te Whare Ruruhau o Meri and the proposal for this initiative. Section (2) details the evaluation methodology and findings, a discussion of the findings associated with the framework, and provides a brief conclusion associated with the report.

The framework process has been designed so that agencies can see what outcomes were met as a result of Te Puni Kōkiri funding the six practical initiatives, and in this case Te Whare Ruruhau o Meri.



EFFECTIVE INTERVENTIONS INITIATIVES AND PROGRAMME OF ACTION FOR MĀORI INITIATIVES

The **Effective Interventions Initiatives** is a suite of six practical initiatives that were part of the Programme of Action for Māori (PoAfM).

Under the Effective Interventions Strategy, Cabinet directed Te Puni Kōkiri and the Ministry of Justice to report to Cabinet Policy Committee with a programme of action relating to Māori. In May 2007 Te Puni Kōkiri and the Ministry of Justice presented the Programme of Action for Māori for consideration. The Programme of Action for Māori aimed to inform policies, programmes and services to reduce offending, re-offending and imprisonment rates among Māori. This included investment in a suite of practical initiatives designed, developed and delivered by Māori, and identifying ongoing sustainable funding options for these initiatives.

On 10 December 2007, the Cabinet Business Committee (CBC):

- a. directed Te Puni Kōkiri to continue to fund the six initiatives until 30 June 2008;
- b. noted that Te Puni Kōkiri will have completed formative evaluations for each of the six initiatives by 31 May 2008 and the findings will be provided to relevant agencies; and
- c. directed the Ministry of Justice, the Ministry of Social Development, the Ministry of Health, the Ministry of Education and the Department of Corrections to identify appropriate funding from existing baseline resources to fund the six initiatives from 1 July 2008 to 30 June 2010, subject to appropriate monitoring and evaluation results.

The **Programme of Action for Māori** seeks to enhance existing knowledge of the factors that influence Māori offending and imprisonment, and what works to reduce both, as well as build on existing programmes and services delivering criminal justice outcomes for Māori.

Under the Programme of Action for Māori, Te Puni Kōkiri invested in a small number of interventions (up to June 2008) that are designed, developed and delivered by Māori providers to identify and test facilitators of success for Māori in the justice sector. This will contribute to an initial platform for developing an empirical evidence base about 'what works' for Māori, while agencies develop options for sustainable funding streams.

At the direction of the Minister of Māori Affairs, Te Puni Kōkiri had to identify several promising providers whose programmes had the potential to impact on reducing Māori rates of offending, re-offending and imprisonment. As a part of this process, all six initiatives were required to undertake a more detailed case study evaluation at the end of the funding period.

The six providers selected were:

- Te Whakaruruhau Māori Women's Refuge (Hamilton), which supports women and children affected by domestic violence;
- Hoani Waititi Marae (West Auckland), who developed an initiative related to identifying the factors that strengthen whānau affected by the negative effects of Methamphetamine use and abuse;
- Mana Social Services Trust (Rotorua), who designed & delivered a restorative justice programme for children and young people who were at 'high risk' of disengaging from the education system;
- Taonga Education Trust (Auckland - Manurewa), which provides alternative education to teenage mothers in Clendon;
- Te Whare Ruruhau o Meri (Auckland – Otahuhu), who deliver a programme aimed at reducing re-offending among 10-20 of Auckland's top recidivist offenders and their whānau referred by Police; and
- Consultancy Advocacy and Research Trust (Wellington), who (among other things) work to facilitate access to services for hard to reach whānau.

This report evaluates the initiative relating to Te Whare Ruruhau o Meri Trust, which is based in Otahuhu, Auckland.



BACKGROUND

Te Whare Ruruhau o Meri is a charitable agency under the guidance of Te Pihopatanga o Te Tai Tokerau. The policies of the organisation encourage, empower and motivate using the principles of Tika, Pono and Aroha. They use practical and clear forms of communication, intervention and administration. It is the organisation's objective to deliver a service with less intrusion, more consultation and with the highest level of integrity. The organisation is an approved provider of domestic violence services. This accreditation is closely monitored by 'circuit breakers', a joint approach between Child Youth and Family Services (CYFS) and the Ministry of Justice (MOJ). There are only two organisations in the Counties Manukau region that meet the approval criteria for Domestic Violence Approved providers. The need for Domestic Violence Approved services is high. An evaluation of Te Whare Ruruhau o Meri was undertaken in 2002.¹

Te Whare Ruruhau o Meri provides services and assistance for the following:²

- Grief and Loss
- Domestic Violence
- Relationships
- Suicide
- Depression
- Sexual and Physical Abuse
- Loneliness and Isolation
- Access and Custody
- Counselling
- Youth Advocacy and Youth Development
- Kaupapa Māori Alternative Education Facility
- Pastoral Care
- Crisis Intervention
- Kuia and Kaumatua Services.

The funding from Te Puni Kōkiri has assisted with the Recidivist Offenders Programme (ROP). ROP has been identified by the New Zealand Police as a successful intervention that positively impacts on the re-offending rates of offenders and provides services that assist participants to strengthen their communication skills.

¹ <http://www.justice.govt.nz/pubs/reports/2002/maori-domestic-violence/chapter-3.html>

² Refer to http://countiesmanukau.webhealth.co.nz/page/countiesmanukau_4.php?more=584000

In 2004 Te Puni Kōkiri had allocated \$18,000 from its Capacity Building programme to support Te Whare Ruruhau o Meri to deliver ROP over a 12 month period. That funding was used to assist the organisation to reduce offending behaviours of 10 high risk offenders. This amount was insufficient to cover the total cost associated with the initiative. Because no other agencies had responded to the organisation's requests for funding, the organisation accepted the \$18,000. Due to the complex nature of reducing re-offending of high-risk offenders, the organisation continued to deliver this programme after the expiry of the contract.



THE PROPOSAL

The proposal was to seek funding to increase capability to support ROP and to contribute to Te Whare Ruruhau o Meri's Strategic Plan. The primary focus is to provide support to whānau affected by domestic violence.

ROP employs a full time staff member to deliver therapy and provide support to 10 to 15 of Auckland's top 20 high risk offenders. As mentioned above, ROP has been identified by the New Zealand Police as a successful intervention that positively impacts on the re-offending rates of offenders and provides services that assist participants to strengthen their communication skills. Part of the programme is a holiday programme for the tamariki of offenders. This portion of ROP allows Te Whare Ruruhau o Meri clinicians to assess the behavioural changes in children due to the work the whānau is achieving through the ROP. Children from traumatic backgrounds like those of recidivist offenders, have high needs.

The participant group of the ROP was 14 male offenders. The children of the participants would also benefit from the programme. Each offender had between one and six children. Up to 80 children of offenders could participate in the school holiday programme provided by Te Whare Ruruhau o Meri. The partners of offenders would also be positively supported by the programme.

Te Puni Kōkiri officials proposed that the initiative be funded for the duration of one year, with a contract price of \$151,000 (GST excl). However in 2007 Te Puni Kōkiri decided to extend the contract up until the end of the 2007/2008 financial year.

This was to allow Government agencies appropriate time to find funding for a contract from 1 July 2008 until 30 June 2010. The total amount funded was \$188,750 (GST excl).

The proposal from Te Whare Ruruhau o Meri outlined the following short-term outcomes:

- incidence of offending will cease/largely reduce. This will be achieved through offenders learning effective ways of reducing their offending behaviours. These will be measured by the offender, the Police and Te Whare Ruruhau o Meri;
- therapist and client work together to build a relationship where trust is mutual. This will be achieved through client attending regular sessions with therapist;
- offenders feel comfortable engaging with therapist and are committed to attending sessions;
- participant agrees that his partner would benefit from attending programme. Offender's relationship with partner becomes healthier through positive communication skills learnt from the programme;
- children, partners, and offenders are all contributing positively to therapy;
- the whole whānau feels empowered and comfortable engaging with one another about their experiences. This is achieved through therapy (the programme);

- whānau take responsibility for their actions as a collective – whole whānau are actively participating in therapy and report they are practicing the skills they learn through the programme in their home environments;
- continued support is available for whānau outside of the programme. This will be achieved through the offender's case worker engaging/building relationships between client and external agencies. This will ensure external services are made accessible and available to clients and their tamariki;
- over time whānau feel less reliant on ROP to maintain positive relationships within the whānau. This will be achieved through whānau practising the skills they need to complete the programme;
- positive relationships exist within the whānau; and
- if supportive relationships exist with external stakeholders, then whānau will be able to access services that respond appropriately to their needs. If participants and their whānau are receiving external support appropriate to their needs, then whānau will feel confident to pursue their aspirations.

The Intervention logic identified 'If offenders use the new skills to communicate better with their whānau, then their relationships with their whānau will improve'; and

'If the relationships with the offender's whānau improve, then the likelihood of domestic violence incidences occurring will either reduce or stop.'



EVALUATION METHODOLOGY

Data was collected from many sources including the funding proposal, contracts, progress reports, the strategic plan and other written material produced by Te Whare Ruruhau o Meri.

Interviews were undertaken with the manager of the service and a Senior Sergeant of the Auckland Central Police Station. Two officials from Te Puni Kōkiri, one Auckland based and one national office based, provided background information and clarification as required.

The interviews took place on site at Te Whare Ruruhau o Meri in Otahuhu, Auckland. Interview questions (attached as Appendix One) were asked of participants where relevant. Much of the information required was able to be obtained from the progress reports and other material provided by Te Whare Ruruhau o Meri.

Analysis of the interview feedback and progress reports was undertaken to identify success factors of the project, limitations and develop and understanding of best practice of this kaupapa Māori delivered programme.

EVALUATION FINDINGS

SPECIFIC FEEDBACK (AS PER APPENDIX ONE)

Question 1: Brief description of the intervention, including process

Please refer to sections five and six where this is detailed.

Question 2: Who designed the initiative/came up with the idea?

Te Whare Ruruhau o Meri was approached by Auckland Central Police who had been working with another provider and were looking for an effective kaupapa Māori service to work with the top 10 recidivist offenders. Te Whare Ruruhau was already undertaking this work and chances were these offenders were already known to their service. The Police invited Te Puni Kōkiri to be part of the discussion. As Te Whare Ruruhau was an established organisation with a proven ability to deliver effective interventions, the proposal and contract was developed. A formal relationship was established between the Police and Te Whare Ruruhau enabling a process for referrals and engagement between the two organisations.

Question 3: Who 'owns' the initiative? Who governs it?

Te Whare Ruruhau believes that an effective programme is owned by the offenders and their whānau. It is the offenders and their whānau who identify the changes that need to take place in their lives. This can be achieved by working with whānau to develop an understanding of the impact of domestic violence and to use the tools available to improve their situation. The programme encompasses working with the whole whānau. There are specific interventions for the partners and tamariki of the offenders. The delivery and the kaupapa of the programme draws on their understanding of tikanga Māori and invites offenders to relate Te Kawa o te Marae in their own homes. Practical applications are taught.

For many of the offenders it is an eye opener to acknowledge the intergenerational cycles of abuse. They soon realise that they have become the person they have tried hard to avoid. In many cases they identify with either their father or grandfather and offenders speak openly of their own violent upbringings.

Te Whare Ruruhau is governed by a Board of Trustees. The Board's primary functions are to set the strategic direction, ensure sound management, oversee the development of a coherent business plan and budget and to provide a work environment that supports the manager to achieve the strategic goals of the Trust.

Question 4: Why was the initiative developed?

Te Whare Ruruhau developed this particular model of practice as there is an ongoing need to reduce domestic violence in whānau Māori, particularly in the Auckland area. Working with the partners and tamariki of the offenders allows them to find solutions for their own experiences and improve their day to day situations at home.

Referrals from the Auckland Central Police Station are based on offenders who have appeared in Court on family violence charges in excess of four times.



Question 5: Who delivers/delivered the initiative?

Te Whare Ruruhau o Meri employs trained staff who work directly with the offenders. Initial contact with the offender and their whānau is made by a social worker. A collective of therapists works with offenders either through group programmes or individual sessions. Individual sessions are offered to offenders who have histories of unresolved issues of sexual abuse or other related sensitive matters to address.

Partners and tamariki receive counselling from male or female therapists and a child therapist. A school holiday programme for the tamariki allows respite for the offender and their partner to work on their relationship. It can take up to six months for whānau to understand the impact that the violence has had on them.

The school holiday programme provides respite for whānau who often have a history of leaving children home alone. Tamariki are able to have fun and enjoy learning about violence free environments. They can practise newly learnt social skills such as walking away from fights and saying no to bullies.

Te Whare Ruruhau reports that there is a lot of community support for this programme.

Question 6: To whom are they accountable (apart from TPK) and how?

Te Whare Ruruhau o Meri is accountable to the offenders and their whānau. They have a strong commitment to providing a quality service for the whānau. They are also accountable to the Auckland Central Police Station as part of the agreed relationship protocol.

Question 7: To what extent has the provider delivered the outcomes TPK contracted for? Learnings?

The short term outcome for this programme is “A reduction of family violence through offenders utilising skills learnt from the recidivist offender programme”.

The programme has been in place for a little over one year. Te Whare Ruruhau advises that it takes at least one year before the programme will fully engage participants and have an impact on their behaviour. Often there is intergenerational hurt and anger to address.

The Police have not yet determined if offending has reduced with these offenders.

The offenders and their whānau are reporting changes in their home environments as a result of the programme. They have increased communication skills and are implementing skills they have learnt from the programme and are better equipped to deal with challenges facing them.

The offenders are taught that there are “no more free hits” and that every hit has a consequence.

Question 8: Describe any additional outcomes produced by this initiative, and the benefits of those outcomes (added value)

- On completion of the programme whānau are given a resource package to remind them of the changed behaviours they have learnt from the programme. A kete and wharehau are given to the whānau as a reminder of the therapy that is based on Te Kawa o Te Marae. It is a tangible gift that they can place proudly in their homes and be reminded of acceptable and healthy behaviours in their homes. Some of the offenders have 20 to 30 years of

violence engrained in them so having a physical taonga/gift on display is a reminder of the lessons they've learnt from the programme.

- The whole whānau are empowered through engaging with one another about their experiences and the impacts of family violence. Positive relationships within the whānau develop as communication improves. This result takes time. One of the challenges is getting the 'buy in' of the partners. They feel the issues are with the offender. However once their tamariki are into the programme, they are drawn in and eventually the whole whānau approach is working.
- Some offenders attending the programme remain engaged well after their stopping violence programme. These men have chosen to attend either the relationship or parenting programmes.
- Counsellors report that many of the men engaged in the programme are enjoying the opportunity to learn new ways of communicating, and re-telling their own experiences in order to address and understand their own history of violence.

Question 9: Elaborate the links between initiative outcomes (including those that were not contracted for) & this cross-agency macro outcomes framework (Appendix Two).

Te Whare Ruruhau offers a range of services to support whānau in need. There are multiple funding contracts with various central government agencies and non-government organisations. Each of these has their own outcomes but contribute to the overall wellbeing of the whānau. The following services are offered by Te Whare Ruruhau o Meri Trust:

Ministry of Education – A tamariki school holiday programme. An alternative education programme for students alienated from mainstream schooling.

Ministry of Justice – Assistance to children whose parents have or are intending to separate. Group and individual family violence intervention programmes for protected persons, respondents and children.

Ministry of Social Development – Reconciliation services to whānau experiencing domestic violence. Facilitation and coordination services for whānau who have been referred to Strengthening Families. Counselling and social work for men, women and children experiencing violence, abuse and care issues.

Question 10: Which outputs/throughputs produced the contracted outcomes, and how?

Te Whare Ruruhau reports that all of the contracted outputs contribute to the overall outcome sought by the programme. Any issues with achieving the outputs have been identified in this evaluation. There is value in each of the outputs as they all make a contribution to a healthier home environment.

Te Whare Ruruhau expects to continue delivering with success in each of these areas.

Question 11: To what extent did the provider deliver the outputs TPK contracted for?

- It is the experience of Te Whare Ruruhau that if participants present as reluctant at the interview and assessment phase, the likelihood of them engaging in the total programme is



fairly low. A lot of emphasis is placed on the initial contact with offenders to gain trust and encourage participation.

- In their most recent report, December 2007 – March 2008, Te Whare Ruruhau report a large number of partners and tamariki participating in the programme. It is their opinion that successful outcomes are measured by the positive changes made in the households of the whānau engaged.
- The offenders are described as 'seasoned anger management attendees'. The point of difference for this programme is the engagement of the wider whānau. The provision of low cost, affordable school holiday programmes is welcomed by the parents and the tamariki.
- Whānau who attend their own separate sessions are moving into the whānau reconciliation programmes before exiting the service. Te Whare Ruruhau describes this as part of a recipe for long term positive outcomes.
- The school holiday programme continues to be provided with success.
- Progress reports to Te Puni Kōkiri outline the skills learnt from the programme, for example, children telling their fathers how proud they are of them attending parent teacher interviews and school concerts.

Question 12: Output costs (the sum of the actual outputs or throughputs):

Te Whare Ruruhau estimate that a more realistic contract cost to cover their actual outputs would be \$210,000 per annum. Allowing \$80,000 per position would allow provision for staff training, which is currently unfunded. There is one vehicle shared amongst staff. A lot of staff time is spent at the outset trying to engage the offenders in the programme. For safety reasons this must be done in pairs.

The school holiday programme is well resourced at \$50,000 per annum. The concept of whānau, hapu and iwi time after kai time is becoming an integral part of the tamariki programme as they are encouraged to debate issues and work as a team to find solutions. Leadership initiatives also play a role in the school holiday programme.

Question 13: To what extent has or will this initiative work(ed) for Māori?

The Police have a Family Violence Unit but within it there is no specific kaupapa Māori service delivery. The Police knew that Te Whare Ruruhau had been delivering a kaupapa Māori programme for years. The initiative has been shared with Police networks around the country. There is a lot of interest in it and the Police are keenly watching the outcomes. Already other Police districts are looking to Te Whare Ruruhau for support in the area of domestic violence.

Te Whare Ruruhau reports that this programme allows Māori offenders to affirm practices like whanaungatanga for example. It helps them draw on relationships with not only their biological whanaunga but also those they feel safe with. The programme enables whānau to work alongside those outside of their hapū and iwi.

Staff report that they see a lot of change in the offenders, especially those they work with over a long period. If they are able to work with a whānau for a year to a year and a half, the changes are more noticeable. It takes some time for whānau to realise the impact violence has had on their home life. It is only after this that they are able to work with the changed thought patterns.

Question 14: Has/will it work(ed) better than anything else?

The Police report that engaging the whole whānau is innovative and a positive way forward. It is important for the offender and the victims of the violence to be treated, rather than the victim only. Certainly the Auckland Central Police support the continuation of this programme.

The Senior Sergeant is quoted as saying “It’s not only the whānau who are winning from this initiative, the Police are also winning”.



OTHER ISSUES

- Te Whare Ruruhau reports a good relationship with Te Puni Kōkiri. They have appreciated the direct input and dialogue with Head Office.
- The Auckland Central Police report an excellent working relationship with the manager of Te Whare Ruruhau o Meri.
- The reporting template could be more user friendly – a review of the template to ensure Te Whare Ruruhau staff are capturing the right information would be useful.
- Some offenders have a number of tamariki from different partners. The programme can be stretched to provide therapy and counselling for all ex-partners and tamariki. Often therapists are dealing with attachment and detachment struggles before getting to the violence issues.

CONCLUSION

The contract with Te Puni Kōkiri and the relationship with the Auckland Central Police Station have enabled the services already offered by Te Whare Ruruhau o Meri to be significantly enhanced.

Te Whare Ruruhau o Meri has a proven ability to deliver well. The commitment of the individuals employed by the Trust contributes to the success. The programme delivered by Te Whare Ruruhau is significant in that it connects with the offenders and their whānau in a way that they can relate.

While it may be too early to identify if offending is reduced by this programme, it is evident that whānau have been able to make significant changes to their home lives through improved communication with each other and applying skills they have learnt on the programme.

This initiative has made significant improvements for whānau in need and further funding would provide a greater ability for this initiative to be tested and for other whānau to benefit.



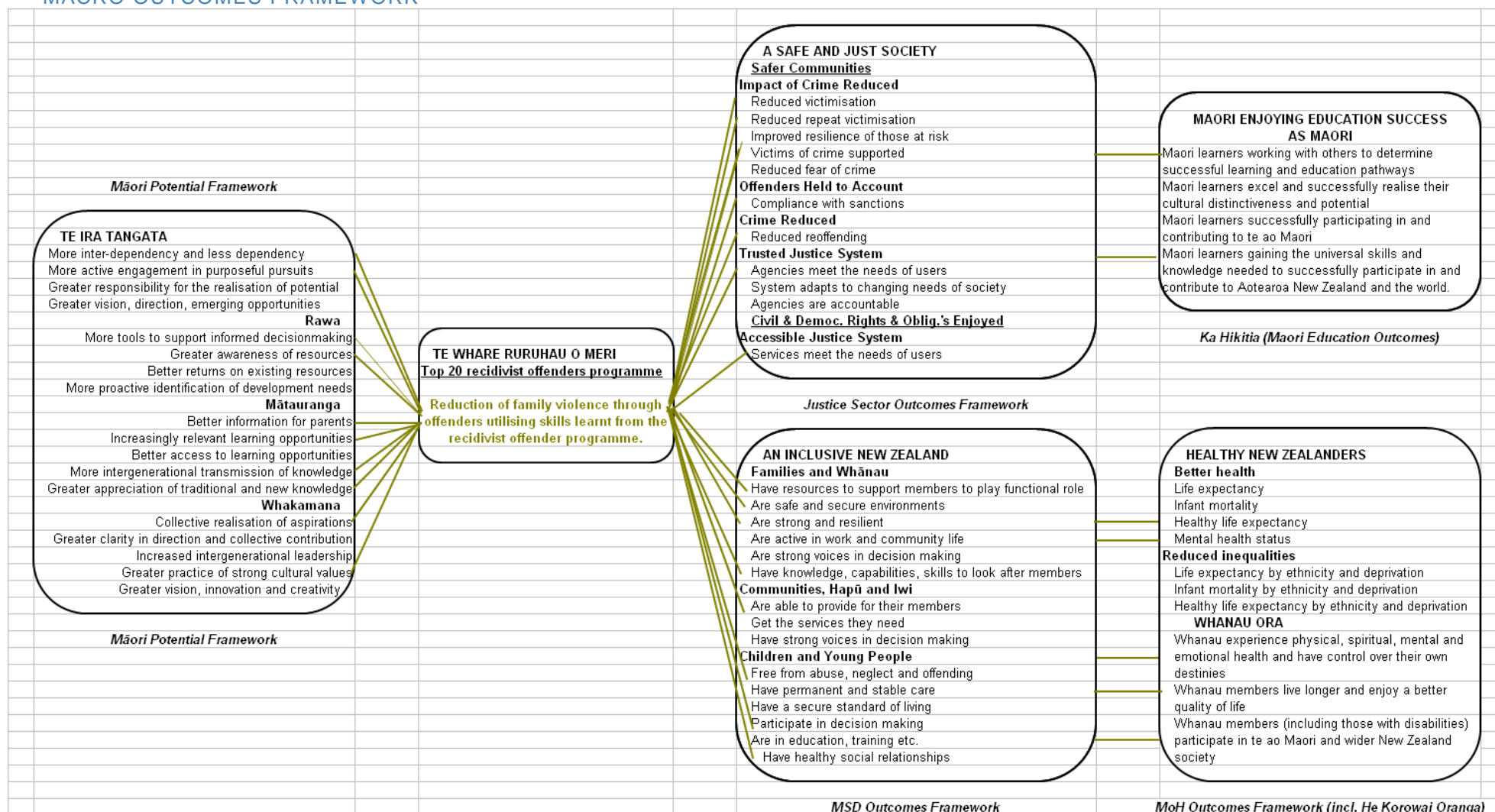
APPENDIX 1:

INTERVIEW GUIDE

- Brief description of the intervention, including process
- Who designed the initiative/came up with the idea?
- Who 'owns' the initiative? Who governs it?
- Why was the initiative developed?
- Who delivers/delivered the initiative?
- To whom are they accountable (apart from Te Puni Kōkiri) and how?
- To what extent has the provider delivered the outcomes Te Puni Kōkiri contracted for? Learnings?
- Describe any additional outcomes produced by this initiative, and the benefits of those outcomes (added value)
- Elaborate the links between initiative outcomes (including those that were not contracted for) & this cross-agency outcomes framework
- Which outputs/throughputs produced the contracted outcomes, and how?
- To what extent did the provider deliver the outputs Te Puni Kōkiri contracted for?
- Output costs (the sum of the actual outputs or throughputs divided by total contract cost)
- To what extent has or will this initiative 'work(ed) for Māori'?
- Has/will it work(ed) better than anything else?
- Stipulate the methods used to elicit the answers to all of these questions

APPENDIX 2:

MACRO OUTCOMES FRAMEWORK







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