

PERFORMANCE IMPROVEMENT FRAMEWORK

Review of the Ministry for Pacific Peoples

May 2017

STATE SERVICES COMMISSION
Te Komihana O Nga Tari Kāwanatanga



New Zealand Government

Lead Reviewers' Acknowledgement

As the Lead Reviewers for the Performance Improvement Framework (PIF) Review of the Ministry for Pacific Peoples (MPP) we would like to acknowledge the open and frank manner in which the staff and leadership team of MPP approached the review. This review also benefited from the insights of a wide range of external partners and stakeholders who are committed to improving the outcomes for Pacific peoples in New Zealand. We thank officials from the central agencies who provided background information, context and advice. We would like to particularly acknowledge the help and support provided by Larry Fergusson throughout the review process.

Conflicts of interest

Jacqui Graham is a Board member and Joint Chief Executive of the Wise Group. The Wise Group and Jacqui personally have many contacts with Pacific communities and organisations. These interests were declared and managed throughout the review.

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Background

This Performance Improvement Framework report has been tailored to respond to MPP's context, the needs of the Chief Executive and the needs of the central agencies as the stewards of the system.

In undertaking a PIF review the Chief Executive was looking for insight into how to provide the greatest value MPP can for the communities it serves, and for New Zealand, in the future.

This report demonstrates how challenging it is for a very small agency to have a big influence. The communities MPP works with are completing a transition from being largely immigrant communities to diverse, New Zealand born and multicultural communities that will be crucial to New Zealand's future wellbeing.

MPP has just finished implementing a new operating model and a significant investment in infrastructure to support that model. This report describes a further shift MPP needs to make in order to be effective. It also identifies system changes that will be required to enable MPP to have the impact that we need.

In this case we have rated MPP's capability to deliver on the Four-year Excellence Horizon that we have described at a less granular level than is usual. In part this recognises the artificiality of comparing the capability of one of the smallest (by a significant margin) Public Service departments with that of a 'standard agency'. It also recognises that as an agency set up to be an influencing body its impact is at least as dependent on the performance of other much larger players in the System and of the System itself as on its own capability.

Agency's Response

Current context

I sought this Review because we had just completed work to implement a new operating model and I wanted to know how well positioned we were to meet the challenges of the future.

Since our PIF Reviews in 2011 and 2012 we have revisited our organisational structure and point of difference. We now have an organisation with a strong focus on the regions where many of our Pacific peoples live, study and work. We have also invested in the tools our people need to work in the communities and to gather and share information and insights.

Highlights include:

- ▶ Developing the capability we need to support a more diverse Public Service by encouraging secondments from other agencies and participating in Career Boards and the Leadership Development Centre
- ▶ Delivering a significant rebuild of our ICT infrastructure, including the implementation of our information centre and mobile technology tools that enables our people to be more accessible to our communities and wider stakeholders
- ▶ Rebranding our look and feel to be more relevant to Pacific peoples in New Zealand and expanding our social media presence
- ▶ Introducing the "Hang-out Zone" concept to our festival stands drawing a significant increase in visitors and requests from other government agencies to join them
- ▶ Delivering work in early childhood education with more children now enrolled in early childhood education
- ▶ Communities increasingly taking a hands-on role in the delivery of Pacific Language weeks allowing MPP to play a co-ordination and support role
- ▶ Receiving new funding in Budget 2016/17, including funding for continuation of the Toloa Science Technology Engineering and Maths (STEM) Scholarship pilot programme and the PESS initiative – we also attracted corporate sponsorship to support the Prime Minister's Pacific Youth Awards winners.

Our vision is that successful Pacific Peoples will contribute to raising New Zealand's economic performance. We want to be recognised and respected as a leader of positive initiatives and as the centre-of-intelligence for advice and guidance on Pacific issues so that this vision is achieved.

Our challenge is to move our performance to another level, fulfilling a wider mandate by broadening and deepening our role. This will mean extending a high performing management team and playing a stronger role across the Public Service. Internally we need to ensure all our people are clear about our role and the importance of their contribution. Aligning our people to the extended direction coupled with a sharper practice model, the benefits of better accessing the research community and subject matter experts on hand will ensure the organisation performs at a new level.

The Lead Reviewers recommend that we significantly lift our policy, research and evaluation capability to achieve real performance improvement. While there is still much we need to achieve, particularly around our operating model – it is equally heartening that their Report reminds us we have put in place strong building blocks for our future, but now need to confirm and fulfil a wider mandate.

As a smaller agency we have strengths. We can be particularly agile when issues need to be responded to quickly. Our community links and contacts within the Pacific communities are strong. For example when tragic incidents occur we can quickly co-ordinate agencies and constructively support affected communities. We regularly support wider government led work in the Pacific region, for example the severe Tropical Cyclone Winston in Fiji and Tonga. Our work included supporting the sharing of information and co-ordinating the relief efforts of Pacific communities in New Zealand.

The Pacific Peoples' sector is instinctively creative. Design-thinking is a concept which aligns well with how we work best. We can use creative thinking and incorporate this into our policy and planning work. We value testing ideas and influencing other government work programmes and our relationship and community work is a real strength.

There are some challenges

We are operating in a system where there are lags in education, employment, health and wealth outcomes for Pacific Peoples – the imperative to succeed is high.

We need to change a perception held by many of our stakeholders that MPP is all about helping people solve their problems and clearly communicate what our role is.

Over the last twenty years, MPP has had a shifting focus. We have moved from being a medium-sized agency working with other departments to build their capabilities to serve Pacific communities to a repositioning, in 1998, as a policy agency. Major changes have taken place in the Public Service since then. There is now a limited and declining Pacific resource base in key agencies. MPP has largely lost its monitoring and research capability. Instead, we have attempted to add value through regional connections, service delivery functions and by providing predominantly second opinion policy advice.

The impact on Pacific communities has been limited. Gains in education and workforce participation have not yet materialised in significant improvements to Pacific Peoples economic wellbeing. Pacific People continue to report significantly lower net worth than all other groups. Urgent attention to address this gap is needed to bring about a significant lift in economic performance. The wellbeing of Pacific youth still remains a concern socioeconomically, particularly around unhealthy food and access to health and dental-care.

Our managers need to prioritise between the operational and strategic demands. It can be difficult to balance the demands of reactive work with strategic planning. We need to prioritise capability allocation to ensure the reactive does not crowd out the medium and longer term priorities.

We need to address the decline of Pacific capability across the system and ensure the Pacific perspectives are heard and acted upon. Our success in supporting the system to locate, grow and develop Pacific talent provides a unique opportunity to become a leader and broker to create (by growing and developing) a pipeline of talent into the public service system. This is

a short to medium term intervention, and would accelerate the number and capability of Pacific public servants moving into higher profile positions. It is also a vehicle to contribute to reducing the 20 percent pay gap that currently exists in the Public Service.

Running in parallel, supporting and encouraging agencies to embrace diversity with supportive policies, procedures and practice means repositioning MPP as an expert consultancy and broker of Pacific talent.

We actively seek, and utilise, the experience of senior public servants to mentor new Pacific leaders. In an ideal world we would be able to deploy this expertise from a wider Public Service pool of Pacific leaders.

Eighty percent of our workforce is Pacific (covering Samoan, Tongan, Cook Island, Niuean, Fijian, Tokelauan) and twenty percent are non-Pacific (covering NZ European, Māori, Other European, South African, South Asian). We need to be representative of our community while needing to ensure we have the necessary capabilities and skills for the job. Diversity is important and we are very aware of the balancing act required between knowledge, cultural capital and capability building. But we must continue to maintain and build our credibility in a variety of settings, not just with our constituent communities.

Part of our role is to ensure non Pacific public servants gain the ability to look at issues through a different lens and apply a different practice model to their work. This ensures that unique cultural capital is not held only by Pacific public servants. Experience has shown us that those non Pacific public servants who work at the Ministry become agents of change when they move onto other roles.

Our understanding of Pacific people's cultural values and behaviours keeps us safe and grounded. However it can act as a barrier to our participation at agency meetings. We need to actively contribute at these meetings by learning to be bold and vocal about our cultural expertise.

Our current operating model needs to transition to a more active one – primarily built around research and strong leadership for Pacific Peoples. We have work to do on building our policy and research capability, coaching, leading and consistently demonstrating our agility as a smaller agency. We also need to either mainstream our successful pilots such as PESS across to lead agencies, or investigate other feasible options.

Actions already underway

Since receiving the initial findings of the Review undertaken in August 2016, we have:

- ▶ Reviewed our priority areas to include a stronger focus on housing, health and social services, income status and entrepreneurship and language, culture and identity. We are mindful that our focus needs to be on culture as much as language

- ▶ Increased focus on building staff engagement and capability, including implementing a new talent management system
- ▶ Invested in additional resource for our Policy and Research and Evaluation work
- ▶ Refreshed a Pacific policy analysis framework, designed to assist policy makers across government to understand Pacific cultural values, how to assess the policy impacts on Pacific peoples and how to incorporate those impacts to enhance the quality of their policy advice
- ▶ Successfully sought secondments to help with capability development
- ▶ Strengthened our role in contract management and the nominations service
- ▶ Drafted updated strategies, especially relating to our communications function
- ▶ Grown our presence and impact on social media
- ▶ Intensified our partnership and collaboration with government agencies and communities to deliver results for Pacific Peoples. We actively participate in cross-agency forums to provide a Pacific dimension across government, and have developed relationships with other population agencies
- ▶ Completed two innovative feasibility studies to test ideas that would benefit Pacific communities
- ▶ Completed the Contemporary Pacific Status Report, which presented ethnic specific data and indicators on Pacific peoples in a variety of social, cultural and economic areas
- ▶ Explored opportunities for shared services including financial systems. After evaluating options, the Ministry improved and upgraded its accounting system by investing in new software.

What we need to do to make a real difference over the next four years

We are committed to continuous improvement over the next four years. As a priority we are gearing our operating model towards a more active one in a deliberate and systematised way. Communications in the Ministry has a role to increase visibility of our work so Pacific communities know who we are, what we're doing and why. In four years' time we want to be seen by government agencies, our partners and Pacific peoples as a centre-of-intelligence for what works for Pacific Peoples; and as credible thought leaders who make our people proud.

Research

Over time, and depending on resources, we would like to establish a Research and Evaluation Committee to support robust research and evaluation directly relevant to the expectations of Pacific Peoples and explore having a Departmental Science Advisor or accessing the science advisors network. If we were able to access this network that would position the Ministry more strongly and support an increased focus on research and evaluation. One possibility is that we utilise a departmental science advisor from another population based or larger Ministry. The opportunity to build stronger networks with a like-minded agency while also building a solid research and evaluation platform will be invaluable.

Developing a model of practice to support our community based teams' work is key. We'll then be able to leverage off our community presence and ensure vital cultural intelligence is fed back into our policy work.

Convene

We will support our staff to develop and enhance the skills they need to participate more actively in interagency meetings. Building confidence will help ensure newly acquired knowledge and information is utilised to support the further development of our three core business areas of policy advice, programmes and partnering.

We will continue to lift our policy capability and strengthen our policy function. By working to further build our policy and science-based capability we will deliver more evidence-based information and advice on both the results that will improve outcomes for Pacific peoples and possible ways and means of achieving these results. Work will be progressed and completed on the mechanisms for analysing policy options which can be shared across the system.

Our ability to work with other agencies will be strengthened if the capability of government Pacific policy units is stronger. Working closely with and being able to leverage off these Pacific networks will assist the integration of our work with other agencies. Our cultural diversity is a real strength and we will embrace the opportunity to share this diversity with Government agencies. Secondments from other agencies to MPP will encourage a greater understanding of our diversity. We would also benefit from development of a pool of resources within the Public Service to enable the system to grow, recruit and retain talented and capable Pacific people.

Other agencies, and not just their Pacific units, need to be receptive to working with us. Support from the Central Agencies to encourage and steward this will signal a lift in capability is required right across the system. System investment in MPP will enable agencies to engage with us earlier for our ideas and to provide access to our Pacific networks. If adequate investment is made, this will help to drive better informed inter-agency Pacific work programmes. In the long term, the goal of achieving measurable improvements in Pacific peoples' living standards will be met.

Deliver

Over time, and as resources allow, we will focus on longer term stewardship of innovative interventions so that larger agencies can smoothly pick up solutions we develop. We worked to support the Ministry of Education's Pasifika Power Up initiative using our strong community links. Fourteen hundred people were mobilised within weeks to participate and strongly supported the success of this initiative. The Power Up initiative is now led by Pacific peoples' communities.

We will continue to successfully deliver existing pilot programmes and endeavour to adopt a strategic joint agency approach to expanding pilot programmes into our Pacific Peoples' communities.

We will put in place a practice model for community advisors. A significant number of strong community organisations have been developed by Pacific Peoples and we can enlist their experience and support to help us find new and innovative solutions. We will also incorporate design-thinking in to our work to better understand the systemic barriers to access for Pacific people to Health, Education and Social support.

We are committed to building a pipeline of Pacific leaders and to growing Emerging Pacific Leaders. We plan to work with SSC and other agencies to ensure that this happens across the system.

It is career enhancing to work at MPP. Roles are diverse and there are opportunities to gain experience across wider areas that would be more specialist in nature in a bigger agency. Greater understanding and experience of our work will also encourage our workforce to integrate with other government agencies sharing intelligence and providing valuable networks to the Pacific communities.

Pauline A Winter QSO

Chief Executive

Four-year Excellence Horizon

In undertaking this review the Lead Reviewers considered: “What is the contribution that New Zealand needs from MPP and, therefore, what is the performance challenge? If the agency is successful at meeting the future performance challenge, what would success look like in four years?”

Environment

MPP serves a diverse set of peoples. That diversity is multi-faceted – the islands from which those people originated, those who immigrated to New Zealand and those born here (now about 60%). Many Pacific people are multicultural.

Pacific Peoples make up about 7.4% (295,941) of the population and this is projected to increase to 10.9% by 2038. The Pacific population in New Zealand is fast out-growing that of all other population groups. It is also a youthful population. In 15 to 20 years, one in five New Zealand children will be Pacific, and one in eight workers under 39 will be Pacific. The median age of Pacific Peoples is 22 as opposed to 38 for the general population. Most Pacific Peoples live in Auckland.

Links back to families and communities in the Islands remain strong. Families and in some cases nations are reliant on remittances from New Zealand for their economic wellbeing. Affiliation to churches remains strong, as does commitment to family and community.

In terms of achievement there are significant lags in health, education, employment and wealth outcomes for Pacific Peoples. Effectively tackling these long standing and difficult issues will be necessary to achieve the Government’s Better Public Services targets and would make a significant impact in terms of the Government’s Business Growth Agenda. That these issues are longstanding and seemingly intractable indicates that community centric and location specific solutions will be required.

Pacific Peoples have developed a significant number of strong community organisations working in the health, education, employment and business support areas. There is also a Whānau Ora commissioning agency working to support Pacific families. Effectively enlisting the experience and contribution of these organisations provides an additional opportunity for new and innovative solutions.

Performance Challenge – Outcomes

MPP’s work currently falls in three Government Priority areas, being:

- ▶ Education, Qualifications and Skills
- ▶ Employment and Entrepreneurship
- ▶ Pacific Languages, Culture and Identity.

We had consistent feedback throughout the review, that MPP should be reconsidering these priorities and giving Ministers some direct advice on the key areas of concern identified by communities and community organisations. The areas identified as the most urgent and relevant to community concerns are:

- ▶ housing
- ▶ health and social services
- ▶ income status and entrepreneurship
- ▶ language, culture and identity: the changing demographic of the population to one that is New Zealand born.

Performance Challenge – Agency

In order to meet the expectations outlined above we believe that MPP needs to recast itself as the “Centre of Intelligence for Pacific Solutions”. To deliver this value, it needs to position its work in three focal areas. These are:

- ▶ Research: being responsible for bringing together relevant, expert research that will position MPP to influence policy across government
- ▶ Convene: leading conversations on what works for Pacific communities, based on research and analysis
- ▶ Deliver: working collaboratively with others to see that solutions that work are implemented.

Research

MPP needs to commission, conduct and/or influence the research agendas of others to ensure that research that is carried out is relevant and authoritative.

To achieve this, MPP must leverage community presence and networks. This means that MPP needs to be clear about the model of practice under which its community-based teams operate.

MPP must become the expert in what matters and what works for Pacific communities. To achieve this it needs to develop the capacity to understand what information is needed, how it can be accessed and used effectively.

MPP needs to engage research leaders and networks. To achieve this, it should consider identifying a Chief Scientist to assist it to access the research community and identify the key research questions that need to be answered. Bringing together a Pacific Research Committee to support this work would help maintain the community connections vital to ensure that all research is relevant. Further to this, MPP will need to invest in building relationships with researchers, their organisations and agencies that fund and commission research. To underpin all of this, MPP will need to build capacity that will enable it to commission its own research.

MPP needs to inform and develop Pacific-relevant policy frameworks. This means that it must recruit new policy skills able to work at a strategic level and engage thinking across government to design innovative solutions.

Convene

To ensure that research is relevant and picked up and used by others in their work MPP needs to become more active and convene conversations on what works for Pacific Peoples based on research and analysis. It needs to do this from an increasingly recognised position as thought leader.

This means building an across-government network that is focussed on designing and/or tailoring interventions that work for Pacific Peoples. This will increase the understanding of key line agencies responsible for delivering interventions and increase the likelihood that the Pacific-relevance of those interventions will increase.

Good relationships inside government are necessary but not sufficient to achieve the goal of effective Pacific-relevant solutions. Relationships need to be leveraged across government, providers and communities.

Central to all of this, MPP needs to significantly lift its communications competence. Put simply, it needs to communicate brilliantly with everybody.

Deliver

Everything that MPP does it should do in collaboration with others. In fact it should never work alone. This collaborative ethos means:

- ▶ using government, non-government and community to deliver evidence-based interventions that work for Pacific Peoples
- ▶ incubating (when absolutely necessary) new ways of working with a line of sight to who the possible future deliverers will be
- ▶ discontinuing ineffective programmes or embedding effective ones in mainstream service delivery.

In partnering with others to incubate new ways of working and embedding these in mainstream delivery, MPP should therefore:

- ▶ identify areas where, through its research and community intelligence, it knows new solutions are needed
- ▶ build purposeful stakeholder networks and relationships and a reputation as the expert on Pacific solutions
- ▶ build innovative system design capacity.

Successfully implementing the research, convene, deliver focus outlined will require MPP to build its people capacity. There are a number of key elements involved in implementing this model. They are:

- ▶ align staff to purpose and strategy
- ▶ build a strong, leaderful senior leadership team
- ▶ drive results through coaching
- ▶ embed reflective practice

- ▶ strengthen planning and contracting processes
- ▶ explore the use of shared services for key functions.

A diagrammatic representation of the implementation path described above is attached to this report at Appendix A.

What will success look like?

In its four-year business plan 2016-2019 MPP states that as a small department, it has to think smarter, be smarter and use its limited resources in the best way it can, by:

- ▶ focusing its resources and interventions into areas that make the greatest difference
- ▶ working through others using a partnership approach
- ▶ improving its organisational performance.

This is consistent with the implementation challenge we have outlined above. MPP further describes a strategy - “Our Evolving Space” - through which it seeks to embed these changes. This is shown in the diagram attached to this report at Appendix B.

To describe what success will look like for MPP we have taken the rather passive approach described in “Our Evolving Space” and restated this as a more active approach which we describe as “Our Leadership Space”. This is also shown in Appendix B.

When MPP is successful in “Our Leadership Space” it will have moved its core business to a proactive model, where it has clear influence and leverage points and established pathways to implement solutions that work for Pacific Peoples.

It will:

- ▶ be the centre of intelligence of what works for Pacific Peoples to inform policy across government
- ▶ lead collaboration across government through purposeful networks and relationships to design solutions that work for Pacific Peoples
- ▶ have identified areas, through its research and community intelligence, where new solutions are required
- ▶ have built with partners an evidence based evaluation framework which is used , together with community feedback, to determine effectiveness for Pacific Peoples
- ▶ communicate with urgency and passion the benefits of Pacific-focused solutions to Ministers, partners and communities
- ▶ embed successfully piloted programmes in line agencies. Using new insights and innovations to inform new programme design.

The transition from the present somewhat passive model to the active model we have described will have been facilitated by an operating model built around the research – convene – deliver framework.

System Challenges

For the reasons set out in the *Environment* section above, getting traction on what matters for Pacific Peoples in ways that will work for them is important for our future and is something we have not done consistently well in the past. Without a fully effective MPP the system will not achieve what it needs to with respect to Pacific Peoples. Yet MPP is trying to do work across the system, something that the system finds very difficult. It requires looking at individual interventions and the interaction of a range of interventions from the perspective of Pacific Peoples. Appendix C summarises the shift we think necessary.

Lifting MPP's impact will require at least two levels of response from others within the broader System.

Capability

MPP is a very small Crown agency that will not have all the capability that it requires all the time. Right now it needs to lift its policy capability, redefine the role and modus operandi of its community facing capability (and then give effect to the results) and improve its ability to turn the results of its engagement with its communities into intelligence. MPP needs to be able to call on the resources of its colleagues and partners to help it build the capability it requires internally and access the capability it needs periodically. From time to time, to provide the input required from it by larger line agencies, it will need people from those agencies to come and work with it to augment its capability.

Our suggestion with respect to Research would, we think, be best achieved by MPP being able to access the support of Chief Scientists and science networks that already exist in other agencies and sectors, building on that foundation, rather than developing their own capability de novo.

Working as a leader in MPP is in many ways more challenging than undertaking that role in a larger agency. Leaders need to be doers and managers, they need to be prepared to operate across a broad canvass and they can only be effective by networking and influencing. Yet undertaking these roles can, in effect, be career limiting in the eyes of future employers. There needs to be tangible recognition that the skills, experience and insights gained from working in a small population based agency are career enhancing and to be valued and sought after.

There is a need to develop Pacific leadership capability, for MPP, for the system generally and more broadly. MPP and its CE are champions of Pacific leadership development but they need the support of others to develop and maintain the pipeline of future Pacific leaders.

Convening and Partnering to Deliver

We have described in this Report what MPP needs to do to undertake the convene and deliver roles. But to be effective it needs to be able to connect effortlessly with those it needs to influence (especially those in government). The broader system needs to recognise and respond to diversity and disparity (to the needs/expectations of different customer segments) by:

- ▶ seeking out and supporting an expert understanding of the implications (positive and negative) of diversity and the drivers of disparity and of what will work for those communities
- ▶ designing and evaluating interventions in light of that understanding.

While we heard about the reticence of MPP staff when participating in inter departmental processes, we also heard about MPP being expected to comment on proposals out of the blue and with little time to do so let alone engage with their networks. We heard about MPP being called in to support the delivery of policies and interventions after those policies and interventions had been developed and designed.

MPP will need support from others (led from the centre) to:

- ▶ understand and influence the short and longer term work plans of lead agencies
- ▶ co-create interventions that will work for Pacific Peoples
- ▶ co-evaluate the impact of interventions.

We see the need for a system response supporting MPP to engage with the collective of lead agencies which undertake functions that need to work well for Pacific Peoples. This will be more efficient for MPP (given its scarce resources) and will facilitate a singular and shared view of the customer (Pacific Peoples) across government. Lessons can be shared but more importantly connections and gaps will be more readily identified.

We also believe there may be advantage in supporting a 'community' of population based agencies.

Jacqui Graham
Lead Reviewer

Dr Paul Reynolds
Lead Reviewer

Central Agencies' Overview

Improving the wellbeing of Pacific Peoples and the ability of all Pacific Peoples to participate will be necessary if New Zealand is to be the cohesive, diverse society that we need to be.

We need a capable MPP confidently and expertly fulfilling the *Research, Convene and Deliver* roles described by the Lead Reviewers. We also need lead agencies who actively seek out and embrace the insights that agencies such as MPP can provide about what matters and what will work for Pacific Peoples. This is fully aligned with the customer centric model that the State Services have adopted and the concept of evidenced based policy design.

Overall we endorse the proposed Agency Response to the Review. There are a number of aspects of the Review that go beyond what MPP can achieve on its own and where the System needs to respond to enable MPP to be as effective as it needs to be.

Research

MPP needs to target its limited resources to those areas of greatest importance when it comes to making a difference for Pacific Peoples and to support its ability to evaluate the impacts of policies and programmes.

The research role identified by the Lead Reviewers requires MPP to know what research is being or has been undertaken, that is relevant to Pacific Peoples, draw connections and identify gaps. MPP's engagement with Pacific Peoples will enable it to identify where there are gaps in the research undertaken or planned. That engagement will also, of itself, provide insights into what matters to Pacific Peoples, and what works.

MPP needs great analytical capability and access to science providers and funders and science advisory capability. A number of agencies have appointed science advisors, have science committees and/or have strong relationships with the science community. We will support MPP's Chief Executive to develop a relationship with the network of Government Chief Science Advisors so that the network is able to act as a broker between MPP and the science community.

Convene and Deliver

MPP's insights into what works for Pacific Peoples, will make it essential for lead agencies individually and collectively (because Pacific Peoples are shared customers) to ensure that MPP is contributing to the right conversations and is intimately involved in the design of interventions that need to work for Pacific Peoples. As already noted, given its limited resources, MPP will need to be very clear about where it needs to focus.

MPP will need to ensure that it is well connected to and have a good understanding of the priorities and constraints within which lead agencies are operating so it can exercise influence effectively. Similarly it needs to understand and take advantage of new opportunities as they arise (eg the Social Investment Approach). We will use our influence with lead agencies to encourage these connections.

MPP has identified what it proposes to do to add value to the work of its colleagues. Both the Lead Reviewers and MPP itself have identified the need for lead policy and delivery agencies to recognise the diversity of their customers and the implications of that diversity, to develop improved 'receptors' so they are both inquisitive and well informed.

In part this is simply about good, evidenced based, policy development processes which are supported by the Policy Project being lead out of DPMC. But it is also about agencies supporting and leveraging their Pacific capability (whatever it is and however it is configured) by ensuring it is well linked to MPP and to other similar capability in other agencies, supporting a network of Pacific capability.

Capability

We will support MPP in its capability building process by using the leadership development tools and Career Boards to make it career enhancing for the best and brightest to work in and with MPP. We will do what we can to get the right people to 'parachute in' and reward them for doing so. We will encourage all agencies, and in particular those agencies who can make the greatest contribution to improving outcomes for Pacific Peoples, to identify and pursue opportunities for their staff to work in and with MPP to the mutual benefit of MPP and the home agency.

Peter Hughes

State Services Commissioner

Ratings Summary

Results

Element	Rating	
Government Priorities		
	Value for customers and New Zealanders	Increased value over time
Core Businesses		

Organisational Management

Element	Rating
Leadership and Direction	
Purpose, Vision and Strategy	
Leadership and Governance	
Values, Behaviour and Culture	
Review	
Delivery for Customers and New Zealanders	
Relationships	
People Development	
Financial and Resource Management	

Note: There have been four significant upgrades to the Performance Improvement Framework since it was implemented in 2009. The first was the inclusion of the Four-year Excellence Horizon in October 2011. The second was the Strategic Financial Management upgrade in December 2012. The third was the Better Public Services upgrade in January 2014. The most recent is the Customer refresh which is being applied in this review. These upgrades affect comparability with previous PIF reports.

Rating System

Rating	Judgement	What it means
	Strong (Excellent)	Best practice/excellent <ul style="list-style-type: none"> ▶ High level of capability and sustained and consistently high levels of performance ▶ Systems in place to monitor and build capability to meet future demands ▶ Organisational learning and external benchmarking used to continuously evaluate and improve performance.
	Well placed	Capable <ul style="list-style-type: none"> ▶ Delivering to expectations with examples of high levels of performance ▶ Evidence of attention given to assessing future demands and capability needs ▶ Comprehensive and consistently good organisational practices and systems in place to support effective management.
	Needing development	Developing <ul style="list-style-type: none"> ▶ Adequate current performance – concerns about future performance ▶ Beginning to focus on processes, repeatability, evaluation and improvement and management beyond and across units ▶ Areas of underperformance or lack of capability are recognised by the agency ▶ Strategies or action plans to lift performance or capability, or remedy deficiencies are in place and being implemented.
	Weak	Unaware or limited capability <ul style="list-style-type: none"> ▶ Significant area(s) of critical weakness or concern in terms of delivery and/or capability ▶ Management focuses on tasks and actions rather than results and impacts ▶ Agency has limited or no awareness of critical weaknesses or concerns ▶ Strategies or plans to respond to areas of weakness are either not in place or not likely to have sufficient impact.
	Unable to rate/not rated	There is either: <ul style="list-style-type: none"> ▶ No evidence upon which a judgement can be made; or ▶ The evidence available does not allow a credible judgement to be made.

Agency Context

MPP is a small (42 person) agency focussed on the success of Pacific Peoples (principally Samoan, Cook Island, Tongan, Niuean, Fijian, Tuvaluan and Tokelauan). Its Head Office is in Wellington and it has a major presence in Auckland (Tamaki and Auckland Policy Office) and a smaller presence in Lower Hutt and Christchurch.

Its 2016/17 budget is comprised of \$7.004 million operational expenditure (\$1.87 million for Policy Advice and \$5.134 for Communications, Projects and Relationships). It also has a budget of \$2.817 million which it pays to others to provide skills development, employment opportunities and business support to Pacific Peoples and as scholarships and awards.

The performance improvement journey so far

The then Ministry of Pacific Island Affairs (MPIA) was reviewed in 2011 with a Follow-up Review in 2012.

The 2011 Review noted that MPIA lacked the depth and breadth of skills and experience found in larger departments. It had a broad mandate in terms of its community liaison role, its policy influencing and operational delivery roles. It had the same compliance and support pressures as other larger departments. Second tier managers had to function at both a strategic level and carry operational and management responsibilities.

The key findings were:

- ▶ the then Chief Executive provided strong intellectual leadership and had gained the attention and respect of his counterparts in other agencies
- ▶ MPIA had organisational weaknesses which, for the most part, related to organisational leadership and people development. The Lead Reviewers had questions about MPP's role in contract management and the nominations service
- ▶ recent initiatives and the actions then underway should enable MPIA to make significant gains in these areas.

It was acknowledged that progress was being made, and that the (then) Chief Executive was building MPIA from a low base.

The Follow-up Review noted that since the 2011 Review MPIA had built a solid platform for its future. For the future the Review noted:

- ▶ Pacific Peoples were one of New Zealand's fastest growing populations, and that significant improvement in the situation of Pacific communities would be needed in the years ahead as a contribution to raising New Zealand's economic performance
- ▶ MPIA would need to take a deliberate leadership role with its partner agencies, promoting joint planning and strategies to improve the outcomes for Pacific Peoples in early childhood education, attainments at NCEA Level 2, employment levels, housing standards and health and crime statistics.

If successful in these endeavours MPIA would:

- ▶ be held in high regard by partner agencies and its Pacific Peoples
- ▶ be seen as a leader of positive initiatives to promote the well-being and development of Pacific Peoples and be regarded as the centre-of-excellence for advice and guidance on Pacific issues.

Ministers and the Government would feel able to rely on MPIA's policy advice and on its capacity to facilitate broad Government engagement with Pacific Peoples.

Results Section

Government priorities

This section reviews the agency's ability to deliver on its strategic priorities agreed with the Government. While the questions guide the Lead Reviewers to retrospective and current performance, the final judgements and ratings are necessarily informed by scope and scale of the performance challenge

Performance Rating: **Needing development**



Education, Qualifications and Skills

MPP has delivered work in a number of areas to support this priority including:

- ▶ encouragement of the participation of Pacific Peoples in early childhood education
- ▶ celebrating and recognising the success of Pacific young people through the Prime Minister's Pacific Youth Awards
- ▶ encouraging the participation of Pacific students in the Youth Enterprise Scheme, which has a focus on entrepreneurship and business
- ▶ working with the New Zealand Qualifications Authority to deliver workshops focused on encouraging families to understand the NCEA system to better support their child's learning
- ▶ working with the Ministry of Education and others on the *Pasifika Education Plan 2013-2017* and the *Pasifika Power Up* pilot programme aimed at boosting the number of Pacific students achieving NCEA.

With respect to its work in early childhood education, MPP in collaboration with the Ministry of Social Development (MSD) worked hard to achieve the target of the pilot, which was to get 100 Pacific early childhood referrals that would be submitted to ECE providers and Ministry of Education for enrolment. It achieved this by working directly with Pacific parents and communities. This approach, which was in fact a systemic change in method, was not effectively transmitted to the line agency and hence a valuable perspective, probably essential to the programme's success, was lost.

Employment and Entrepreneurship

MPP has delivered work in two key areas: the Pacific Employment Support Service (PESS) and the Toloa STEM Scholarships.

The highly successful PESS programme, aimed at improving the employment prospects of Pacific youth, was delivered between 2010 and 2015. An independent evaluation suggested that this programme is having an impact, and has reduced long-term liability to the Crown by \$24M. Notwithstanding this apparent success the programme has not been picked up by the appropriate mainstream agency (we comment further on this later in this report). The programme has been further supported to run from 2016 to 2020. MPP's next point of focus needs to be on looking into a joint agency approach which will help to support mainstreaming of the PESS programme.

There is a suggestion that MPP could have lifted the performance of this programme further had it promoted and communicated the programme into the Pacific community more effectively. It was, however, able to drive a collaborative contract with multiple providers that lifted performance. This is something that mainstream competitive tendering works against. Again, this approach, for whatever reason, has never gained traction in the line agency.

MPP successfully delivered the Toloa STEM Scholarship pilot programme in 2015/16. Further funding has been provided to support the programme for another four years. Toloa is the only programme funded by Government which offers STEM tertiary scholarships specifically for Pacific students and STEM community funding for Pacific community groups.

Language, Culture and Identity

The signature work in this domain of MPP's work programme is the seven annual Pacific Language Week Series (Samoa, Cook Islands, Tonga, Tokelau, Tuvalu, Niue and Fiji). Some of the people we spoke to suggested that MPP needed to reassess the extent to which it was directly involved in planning and mounting language weeks. It may be 'crowding out' communities that, in some cases, could deliver a successful language week themselves. This does not suggest that MPP should not provide support to those communities with respect to that activity.

It may well be that the focus for MPP should be culture (of which language is a part) and that attention from MPP should turn with more particularity to the increasing percentage of New Zealand-born people in the population and the changing nature of the demographic, as a result of intermarriage.

The Ministry has done some good work and has some individual successes. In order to be well placed it needs to achieve system impact by:

- ▶ lifting its core policy expertise
- ▶ developing a strategic policy framework to allow it to advise Government on new priorities
- ▶ increasing its capacity and capability by linking to other agencies
- ▶ successfully transferring piloted interventions to line agencies.

Core business

This section reviews how well the agency delivers value to customers and New Zealanders and how well it demonstrates increased value over time. While the questions guide the Lead Reviewers to retrospective and current performance, the final judgements and ratings are necessarily informed by scope and scale of the performance challenge.

Performance Rating (Value to Customers and New Zealanders): **Needing development**



Performance Rating (Increased Value Over Time): **Needing development**



MPP's core business falls into three areas. These are policy advice, programmes and partnering. These are the right areas of focus for MPP. We have made some comments already about the need for a lift in the policy, research and evaluation capacity and capability of MPP. It is seen as being too reactive and not strategic enough in its thinking to provide meaningful insights into the resolution of seemingly intractable problems.

Not enough time and resource is being allocated to the longer term stewardship thinking that needs to inform policy advice given to any government of the day. For example, acquiring financial modelling capacity that, with a strong solution focus, can build investment cases to put innovative interventions into the mainstream system and building good practice models that assist line agencies in picking up solutions developed at MPP. It is important to remember that MPP, as a population Ministry, has a role as chief advisor to government to drive results in the population and the system must also respond to these signals.

The current state of play in the policy function of MPP will present some challenges in bringing together a suitable analysis and options for Ministers to consider. Whilst some work has been done on mechanisms by which policy options could be analysed, there is as yet, no body of work that supports the analysis itself.

A repeated theme in our conversations with stakeholders was that many do not understand what MPP is achieving or how it is working. MPP needs to lift its game significantly in communicating what it has done, both inside MPP and outside to other government agencies, non-government organisations and communities. MPP currently has a visibility problem. Even when it is contributing to improving the outcomes for Pacific Peoples in mainstream programmes it needs to be able to lay claim to the catalytic or facilitative role it may have played. The *Pasifika Power Up* pilot programme was a good example of MPP working collaboratively with an agency (Ministry of Education) and this programme now forms a part of the line agency's work to support Pacific students with NCEA level 2.

It needs to partner with others to incubate new ways of working and embed these in mainstream delivery.

MPP needs to be aware of information needs, know how to access that information and appropriately use it. As the key advisor to government on Pacific Peoples it needs to be the expert in what works for them.

In its core business MPP needs to move from a somewhat passive and reactive model, which does not have clear influence and leverage points or established pathways to implement solutions that work for Pacific Peoples in the mainstream, to one that is active.

To be well placed in terms of creating value for Customers and New Zealanders, as well as lifting the capability and capacity of policy analysis, attention needs to be given to research and evaluation. MPP needs to become more active and convene consideration of what works for Pacific Peoples based on research and analysis. Further to this it must always work collaboratively with others to ensure that what works is delivered.

In addition to this, MPP needs to be clear about the model of practice under which its community based teams will operate. There is some confusion about role, both in the teams and in the communities. These teams are vital in feeding back context to the policy function of MPP so that it can deliver on its mandate as the population agency for Pacific Peoples. They need to provide vital cultural intelligence to the policy machine. Where failures or inefficiencies in the service delivery of line departments are found, MPP needs to intersect with the policy functions of these agencies to rectify the problem.

MPP sits at the nexus of a triangle with state, market and civil society at its apices. To discharge its responsibilities in this system, and to give increased value over time, it needs to build its convening power. Strong evaluation of programmes will assist in convincing line agencies to embed new approaches in the mainstream. In building evaluation and research capacity MPP will also create an opportunity for it to become active in evaluating mainstream (and even Whānau Ora) programmes for their effectiveness at delivering outcomes to Pacific Peoples.

Organisational Management Section

This section reviews the agency’s organisational management. While the questions guide the Lead Reviewers to retrospective and current performance, the final judgements and ratings are necessarily informed by scope and scale of the performance challenge.

Leadership and Direction	
Purpose, Vision and Strategy	
How well do the staff and stakeholders understand the agency’s purpose, vision and strategy?	
How well does the agency consider and plan for possible changes in its purpose or role in the foreseeable future?	
Performance Rating: Weak	

Leadership and Governance	
How well does the senior team provide collective leadership and direction to the agency and how well does it implement change?	
How effectively does the board lead the Crown entity? (For Crown entities only)	
Performance Rating: Needing development	

Values, Behaviour and Culture	
How well does the agency develop and promote the organisational values, behaviours and culture it needs to support its strategic direction and ensure customer value?	
Performance Rating: Needing development	

Review	
How well does the agency encourage and use evaluative activity?	
Performance Rating: Weak	

Purpose, Vision and Strategy

MPPs purpose is to be the Crown’s principal advisor on policies and interventions that improve outcomes for Pacific Peoples. Its Vision is ‘Successful Pacific Peoples’. MPP recognises that to achieve that vision it will be necessary for it to:

- ▶ focus on the areas of greatest impact
- ▶ increase collaboration and partnership approaches
- ▶ adopt an operating model that aligns its knowledge and networks with the resources of other agencies that are focussed on pacific outcomes.

We have referred to its express priorities and the fact that these do not resonate with staff, communities and other stakeholders as being the areas where MPP should be setting out to have its greatest impact.

A range of views exist, amongst staff and in the community, about MPP's purpose, vision and strategy. The most recent staff engagement survey shows a decline in understanding of the mission/purpose of the organisation, down from 4.18 in 2015 to 3.87 in 2016. Many in the community believe that MPP's role is to advocate for their needs or even to compensate directly for the non-performance of some line agency programmes.

The organisation needs a strategy that describes its direction of travel (what it expects to achieve) and provides a framework against which potential priorities can be tested.

The senior team is not as well connected to the staff as it needs to be in a time of continuing change. In the latest engagement survey there were significant drops in the scores relating to *Mission and Purpose* and *Opinions Count*. The senior team needs to spend more time in this area so that it can provide all-important context into the organisation, particularly to its Level 3 managers who are charged with the responsibility of running the day-to-day business.

The communications function also needs further development. MPP needs to communicate its purpose much more clearly both to stakeholders and internally to get its people more aligned. Some thought might be given as to whether, for a short time at least, this function needs to be at the top management table. The customer need is not as yet clearly articulated and the value proposition of MPP not widely understood or even agreed on.

Leadership and Governance

The Leadership Team in a small agency is unavoidably heavily committed to the delivery of the agency's outputs. In addition two of the team have been secondees and there has been recent turnover of half of the Team. We are not decrying the use of secondments, they provide development opportunities for the secondee and enable MPP to access capability that they need. But there is an impact on team dynamics and effectiveness over time.

The Team has done a good job in landing a stretching infrastructure rebuild and in the changes made to ensure a more community engaged and focussed organisation.

As noted above it now needs to do more work to build and communicate a compelling strategy for developing the influence it needs to have to obtain the results that need to be achieved. It then needs to enhance the operating model to support that strategy.

Values, behaviour and culture

There is no doubt that people in MPP are strongly committed to improving outcomes for Pacific Peoples. It is also clear that many, in particular those located with their communities, are motivated to go the extra mile to help resolve the problems that members of the community have. This is a very valuable asset which requires better focussing (by ensuring alignment to strategy) and an enhanced operating model to support effectiveness.

Review

MPP is open to independent review. For example, its PESS programme was reviewed and evaluated and found to be successful. However, as noted earlier, part of MPP's value proposition requires that it develop review and evaluation capability as an integral part of the research, convene, and deliver model we have described.

Delivery for Customers and New Zealanders

Performance Rating: **Needing development**



Customers

MPP, as a population Ministry, has as its customers the 344,000 Pacific People who live in New Zealand¹. Members of the Pacific community interviewed during this process said that MPP is important to Pacific People supported by comments such as: 'we would march in the streets if they tried to close it down' and 'it is the only independent voice for Pacific People.'

Pacific communities and organisations are strongly supportive of their population Ministry. MPP has the ability to stand alongside communities as they deal with issues and to provide cohesion in situations where communities may struggle to find common ground.

In a customer and brand sense these are the comments that are usually associated with what are termed 'lovemark' brands. However at this stage, MPP's offerings fall short of attaining this status.

There is confusion about what MPP does and with a small team of staff it cannot possibly meet the individual aspirations of every single Pacific person who lives in New Zealand.

Pacific People themselves have identified MPP as the independent voice of Pacific People. When MPP is able to articulate what works for Pacific People it will have a platform and basis for collaboration with strategic partners that will deliver value to customers.

MPP staff are deeply committed to being of service to their community. This leads to staff helping their communities both in a paid and unpaid capacity over a vast array of activities many of which centre around interacting with the public system and accessing services. Staff at MPP have a predisposition to act and help the person in front of them. This means that the activity they are engaged in often is not reflective of the work plan of their team or organisation.

However they are serving the customer and they are meeting unmet need. The value that is not being realised is an understanding of the systemic barriers to access for Pacific People.

Customer facing staff would be better equipped to deal with these situations if they were trained in design thinking methodology. This would enable them to use a shared approach to deeply explore with Pacific People their needs and barriers to access. This is rich intelligence for government departments and, if supported by research and collaborative relationships, could be a catalyst to improving performance across government.

¹ Statistics New Zealand, Population Estimates

MPP can add immense value by leveraging its operating model to become the centre of intelligence for what works for Pacific People. It will do this by harvesting the rich knowledge gained in real time from front line staff supported by targeted research.

One interviewee summed up the value that MPP could add by saying: 'they would be formidable if they were coming up with solutions for our own people.'

Operating Model

The agency identified in its Statement of Intent 2015 - 2019 that: "it needed a number of structural changes so that we could position resources in areas they are needed to be - closer to the community, as well as changes to the way we work."

This has involved a significant restructure and this model has largely been achieved with community teams based in Auckland, Lower Hutt and Christchurch, the national office based in Wellington and an outreach unit based in the Auckland Policy Office.

Staff based at sites with other central government agencies spoke of the benefit of collaboration with colleagues and the learning that occurred in these environments. By contrast the South Auckland Team based in Tamaki are not located with collaborative partners and the proposed move of this team to Manakau will be helpful on a number of fronts.

There needs to be a fundamental shift however in the operating model to enable it to support the delivery of government priorities and core business in a deliberate and systematised way.

As reflected elsewhere in this document a better understanding of the role of regional advisors in MPP is required. This may, for example, require the development of more structured mechanisms to drive the engagement of regional advisers with the communities. An ad hoc response function is not what is needed here. The linking of community concerns, community perspectives and community innovations to MPP's policy processes and to the policy networks in government is at the core of MPP delivering on its mandate as the population Ministry for Pacific Peoples.

MPP has also brought in people from other agencies on secondment with the aim of supporting and building staff and addressing skill gaps and expertise. MPP needs to deliberately target the policy capability of mainstream policy agencies working on issues that are relevant to Pacific Peoples. It should invite those agencies to embed their staff in MPP to both help lift MPP's capability and to develop their understanding of Pacific Peoples and their context.

MPP has developed a supporting infrastructure of systems and processes and technology including the delivery of its Kupenga system and a wider Technology Programme. It expects that Kupenga will assist in streamlining access to information across the organisation and regions. MPP will need to ensure that expectations that all staff use the system is supported by training and monitoring.

The operating model currently has all support services being provided by MPP. The follow up review of MPIA in June 2012 recommended that the agency explore options for shared services. Whilst the focus has been on shared accommodation there are other support services that warrant further exploration. These areas may not realise vast savings but moving to a shared services model should deliver a higher level of service and focus in-house resource to achieving the purpose.

MPP also has a unique opportunity to act much more like a nimble start up. In terms of a start up its number of staff are actually large and so, instead of comparing itself to the larger state service organisations and finding itself wanting, it needs to reposition its thinking. It could be an agency where you gain diverse skills not always available in larger organisations (where positions tend to be more specialised in nature), and where your contribution and achievements are highly visible and celebrated.

Collaboration and Partnerships

MPP as a smaller agency has no choice but to collaborate with others to deliver results for Pacific People. Collaboration and partnerships are central to its operating model and achieving results.

Stakeholder interviews demonstrated just how large this task is for a smaller agency, with expectations of MPP high. In some circles MPP is held in high regard and in others it is not. The change in operating model to focus the agency on becoming the centre of intelligence for what works for Pacific People, and having as part of the team staff who are recognised thought leaders, will assist with credibility and pride. A well thought through stakeholder management plan supported by a strong communication strategy will also be of assistance.

Whilst providers largely spoke positively of the programmes that MPP oversees, contracting and continual changes in staff were identified as points of frustration. MPP has identified that contract management is an area where improvement is required and they intend to focus on streamlining systems and processes this year.

The Pacific Business Trust (PBT) is a non-government organisation the board of which is appointed by the government. MPP contracts for services. PBT has undergone change at Board level and a new CEO is currently being recruited. A collaborative relationship between the two agencies will be of benefit to assisting the aspirations of Pacific People.

Experiences of the Public

The public experience of MPP is mainly through festivals, undertaking annual surveys and through their social media platform. These are typically focussed on being visible and sharing information.

Relationships
Performance Rating: Needing development 

MPP has made progress in its Ministerial servicing but, like any agency, has more work to do here. It provides second opinion advice to its Minister on a range of issues going before Cabinet that may impact on Pacific Peoples. This advice is often provided under severe time constraint as MPP is either not aware of issues coming forward or has only had limited involvement. There is an opportunity for MPP to manage the time pressure here by getting ahead of issues so that it is engaged with line agencies on issues, influencing them and creating some headroom so that when second opinion advice is tendered it is more considered.

Its Minister wants the agency to be nimble and to influence other policy agencies to effect positive change. This needs MPP to be connected to communities and to work well with other organisations. It means MPP must bring original thinking to the table backed by evidence that captures the interest of line agencies, which are largely driven to finding generic solutions.

The key expectation of MPP is that it will be able to bring insights to sectoral tables (health, education, skills etc) about what matters for Pacific Peoples and what will work for them. The Chief Executive has been very effective in building relationships of influence with her peers. However, it was often noted that while MPP staff were present at meetings they were not active in participating. As noted elsewhere in this Report we believe this is in part down to MPP's policy capability and capacity but also to MPP not deliberately focussing its efforts on developing the insights that would enable it to be influential.

MPP also needs to strengthen its wider leadership role and contribution when participating in cross government initiatives. Stakeholders reported that MPP staff attend meetings and forums but are often silent. MPP staff need to be 'choiceful' about what meetings they attend and they need to develop the skills and confidence to contribute.

People Development	
Performance Rating: Needing development	

Leadership and Workforce Development

Whilst most of what would be regarded as the baseline management HR hygiene issues highlighted in previous reports have been attended to it is now time for MPP to move its people performance to another level. Building a high performing team will need a focus on aligning staff with the new direction and developing systems that support them to realise peak performance.

MPP has completed a significant change process and it is now time to reset.

It is accepted universally that leadership starts at the top. The June 2012 follow up review noted that 'the main task of the incoming Chief Executive will be to maintain the momentum of continual improvement.' The degree of change management required at MPP was significant and as an external appointment the incoming Chief Executive would have welcomed and benefited from a higher degree of induction, support and coaching.

As a smaller agency within the wider public service MPP often finds it hard to attract the right staff, as the wider public sector often views roles within smaller agencies negatively. MPP has actively tried to address this by encouraging secondments from other agencies and promoting the breadth and diversity of experience available in smaller agency roles. The CE has also been actively involved through Careers Board in promoting the development of a pipeline of leaders across the public sector and successfully progressed emerging leaders careers into the system.

Smaller agencies due to their size cannot realise their purpose without top talent and there is a wider perception that needs to be addressed. Secondments into these agencies need to be regarded by the wider system as career enhancing and be actively promoted.

MPP as a small Ministry is operating in a complex environment and as part of its operating model should consider active recruitment of some wise, experienced, public servants. These positions could mentor and support less experienced staff walking alongside them as they build capability and confidence.

Difficulty in recruiting staff has resulted in non-Pacific staff being recruited to roles. Whilst this is understandable, interviews with external stakeholders indicated that this is viewed negatively. Stakeholders felt that this gave a message that there were no Pacific People good

enough for the role and that it was not congruent with the vision of the organisation – Successful Pacific Peoples. MPP needs to acknowledge and respond (in an appropriate manner) to these concerns and perceptions. It should not do this in an apologetic way but by focussing on what it is doing to build the pool of potential successors to those roles.

As noted earlier MPP needs to strengthen policy capacity and capability and its ability to commission and manage a research agenda. It also needs to develop design thinking skills, particularly in customer facing roles.

Management of People Performance

The staff at MPP are inspired by their vision of Successful Pacific Peoples. However there is a misalignment in the mission and overall outcomes and the three priority areas. This has led to staff feeling frustrated and that their roles and contribution are not understood or valued.

A number of staff reported that they did not have plans that detailed their work and focussing on this area will realise considerable value both in terms of staff engagement and delivering on MPPs work plan. An organisational rhythm of planning needs to be built into the fabric of the organisation; ninety day plans are a useful approach to achieving this. Such plans would see organisational top challenges supported by ninety day challenges and reflected in both team and individual staff member ninety day plans.

A highly engaged workforce at MPP will only be realised through developing and linking all planning processes and cycles supported by a shared coaching model which sees every single staff member accessing coaching that they value.

Some staff reported that the coaching that they received was often by video conference and was usually activity focused. Anyone undertaking coaching should be trained; a shared coaching model and language is best practice. Having skilled coaching within MPP which is able to focus on individual 90 day plans, training, career development and personal support will deliver value with speed.

Systemised reflection processes for all staff are not in place and a formalised reflection process as part of team planning and individual coaching will assist not only in closing the loop and evaluating what worked and what didn't but assisting staff to reflect on their own practice and training and career development needs.

This in turn will see MPP becoming a place where people want to work. A place where their skills and contribution are highly visible and a launch-pad to a successful career in the wider public service.

Engagement with Staff

MPP has just completed its 2016 staff engagement survey and it is noted that engagement levels, apart from at senior management team level, have dropped. A key finding noted in the survey was that clarity of expectations were weaker.

This result was supported by staff interviews with many commenting on the misalignment between purpose, focus areas, expectations and activity. One of the organisations top challenges is to be clear about the model of practice under which community based teams operate. Although the Kupenga system is part of the answer the Ministry needs to also look closely at other components of its operating model including the practice of regions, MPP infrastructure and monitoring and evaluation processes. This model is detailed in Appendix C of this document.

A clear, compelling vision of MPP’s role together with the new focus and staff seeing where they can make a difference will go a long way to developing a highly committed workforce.

The agency is small and has the unique opportunity to bring all staff together. It will be of considerable benefit for staff to come together and see themselves as one team. This national forum should be used to align staff, set the scene for a new united way of operating, have fun and build trust. This will go a long way to addressing alignment and communication issues across the organisation and a forum like this should occur, as a minimum, annually.

To improve its performance in the area of People Development, MPP will need to;

- ▶ continue its efforts in the wider sector to develop a pipeline of talent
- ▶ align all staff to the new focus and organisational challenges
- ▶ develop a formalised system that links organisational challenges, team work plans individual work plans and reflection processes
- ▶ train all staff who provide coaching in one model.

Financial and Resource Management	
Performance Rating: Well placed	

The PIF performance ratings are set against the systems expectations of public sector agencies in general. Small agencies inevitably find it difficult to develop critical mass of core competencies in some or all of these areas. MPP’s financial management systems are fit for purpose – significant improvement in both basic systems and in the management of resources has been noted over the past couple of years. MPP has identified the need to invest more effort into procurement and contract management capability. We heard evidence of it encouraging a collaborative approach to provider management.

MPP is actively seeking opportunities to acquire shared services to reduce costs, improve services and reduce the burden of compliance. Doing so will make MPP more resilient and enable internal resources to be freed up from transactional functions to focus on strategic support.

MPP needs to develop better information about actual staff inputs to work programmes planned and unplanned so as to ensure staff time is devoted to priority activities and to identify the opportunities to use staff resources more effectively.

In 2015 MPP developed an Information Technology Strategy. It has made a significant and thus far effective investment in technologies to support a mobile, field based and connected workforce. In building this infrastructure MPP has made use of all of government services.

Significantly it has invested in an electronic content management system (ECMS) to support its evolution to an intelligence rich and insightful organisation. MPP's challenge will be to ensure that staff are trained and motivated to use the system so that the benefits are in fact delivered – this is about behaviours not just technology.

Risks are identified and considered by both the ELT as a regular agenda item and reported quarterly to the Minister. MPP has a Risk and Audit Committee with external membership. The capacity to undertake significant internal audit activity is limited within such a small agency.

Appendix A

Successful Pacific Peoples

VALUE: FOCUS

Centre of Intelligence for Pacific Solutions

Research – our research will be relevant, accepted as expert and position us to influence policy across government. We will:

- Leverage community presence and networks
- Be experts in what works for Pacific Peoples
- Engage research leaders and networks
- Inform and develop Pacific relevant Policy frameworks

Convene – we will lead conversations on what works for Pacific People based on research and analysis

- Build an across government network focussed on designing/tailoring interventions that work for Pacific Peoples
- Leverage relationships and innovation across government, providers and communities

Deliver – we will always work collaboratively with others to deliver what works

- Use government, non-government and community to deliver evidence based interventions that work for Pacific Peoples
- Sometimes incubate new ways of working with a line of sight to who the possible future deliverers will be
- Discontinue or embed programmes in mainstream service delivery

ORGANISATIONAL CHALLENGES

Internal environment

Build our people capacity to deliver a new future

- Align staff to purpose and strategy
- Build a strong SLT
- Recruit key capability
- Strengthen planning processes
- Drive results through coaching
- Embed reflective practice
- Explore the use of shared services for key functions.

Do what matters – be relevant for our communities

- Be clear about the model of practice under which our community based teams will operate
- Know what information we need, how we access it and what we do with it
- Communicate brilliantly.

Be Experts in what works for Pacific Peoples

- Identify a Chief Scientist to assist us to access the research community
- Appoint a Pacific Research Committee
- Build relationships with researchers, their organisations and agencies that fund and commission research
- Build capacity to enable us to commission our own research

Partner with others to incubate new ways of working and embed in mainstream delivery

- Identify areas where through our research and community intelligence new solutions are required
- Build purposeful stakeholder networks and relationships and a reputation as the experts on Pacific solutions
- Build innovative system design capacity.

Appendix B

Strategy in Action

PASSIVE

Constantly reviewing effectiveness, efficiency, relevance, policy climate, understanding the landscape, emerging issues and legislative impacts that affect Pacific peoples in New Zealand

Understand models/policies/ practices and impacts on Pacific Peoples in New Zealand. What is already there and what are the gaps?

Policy intelligence. What worked, what didn't? Environment, collaborative partnerships, community intelligence



Innovative initiatives. Creative approaches and policy change consideration that could work for Pacific Peoples

Modelling, testing market response - piloting and collaborative partnerships

What worked, what didn't? How can we improve? What successes can we share? What have we learned? Best practice against the model/initiative

Research • Convene • Deliver

ACTIVE

Communicate with urgency and passion the benefits of Pacific – focussed solutions to Ministers, partners and communities.

Embed successfully piloted programmes in line agencies. Use new insights and innovations to inform new programme design.

With partners build an evidence based evaluation framework. Use this, together with community feedback, to determine effectiveness for Pacific Peoples.



Be the centre of intelligence of what works for Pacific Peoples to inform policy across government.

Lead collaboration across government by building purposeful networks and relationships to design solutions that work for Pacific Peoples

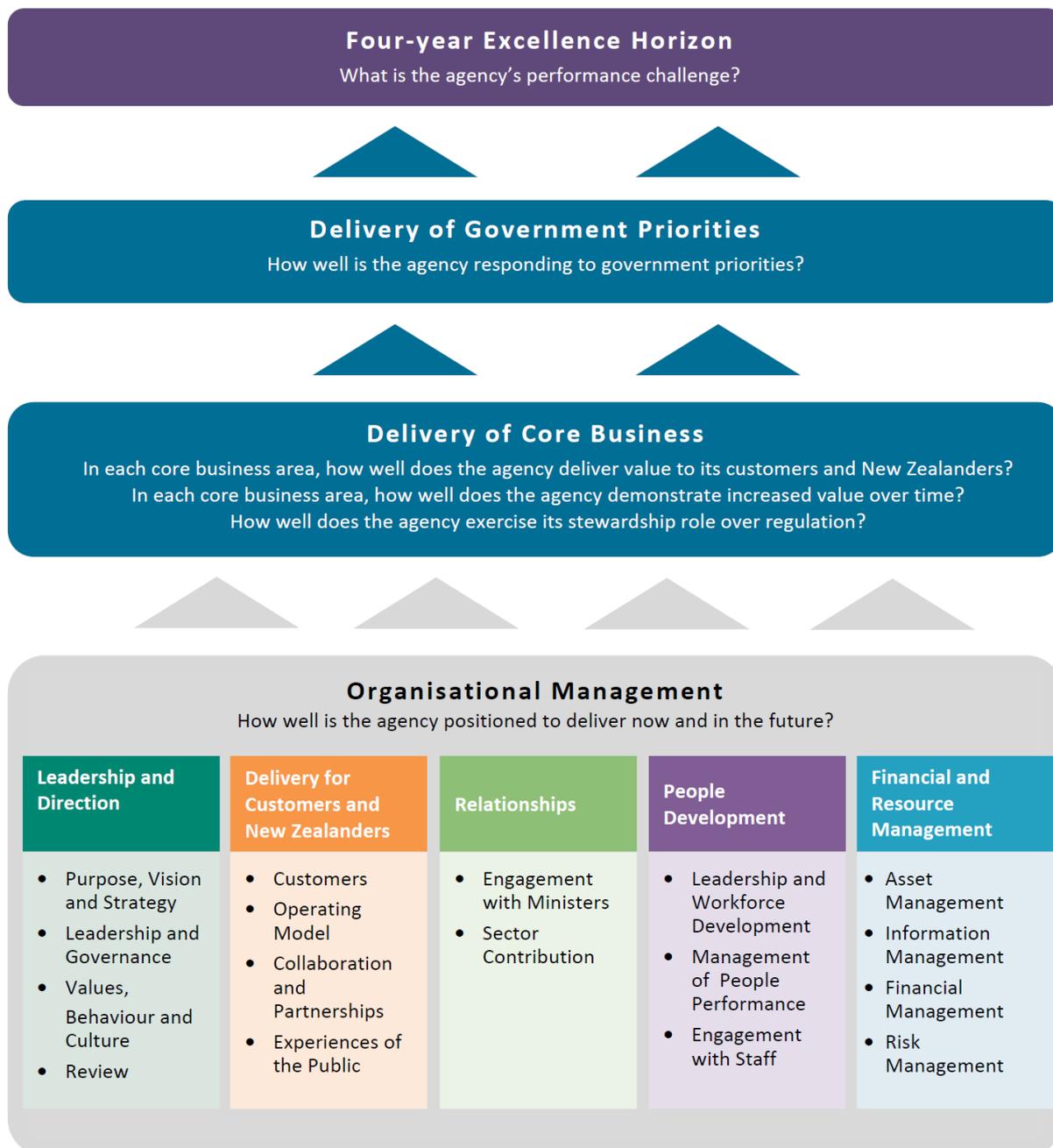
Identify areas through our research and community intelligence where new solutions are required. By supporting other agencies and in collaboration with them trial new interventions delivering solutions that work for Pacific Peoples

Appendix C

Current state	Future state
MPPs purpose will not be achieved through its current operating model or in the system in which it operates.	Four year excellence horizon achieved as the organisation delivers on its operating model and the system responds recognising its enabling role.
Key messages are not shared across the state sector – MPP as a small agency can't really achieve much, doesn't have much influence	Key messages from CE's across the system regarding the changing demographics and the need to have a strong population Ministry that can independently articulate what works for Pacific Peoples.
Attends meetings with other agencies and takes a passive role.	MPP convenes conversations around what works for Pacific Peoples based on research and analysis.
Second opinion policy agency, often last minute with little time to add value.	Influences policy agenda through research and insights which clearly articulates what works for Pacific Peoples.
Service in a smaller agency not viewed as career enhancing	Population agency experience viewed as career enhancing. Position descriptions in relevant agencies list this experience as desirable
Hard to recruit skilled staff	Secondments into MPP sought after as this will assist in gaining future roles.
Starts programmes but finds it hard to embed in mainstream.	Always works collaboratively with others to see that solutions that work are implemented. Sometimes incubates. System responds as a partner and mainstreams successful programmes.
Not used by the system to evaluate Pacific programmes	Offers an independent highly valued evaluation function to line agencies on Pacific programmes

Appendix D

Overview of the Model



Four-year Excellence Horizon

What is the agency's performance challenge?

Results

Critical area	Lead Questions
Government Priorities	1. How well is the agency responding to Government Priorities?
Core Business	2. In each Core Business area, how well does the agency deliver value to its customers and New Zealanders?
	3. In each Core Business area, how well does the agency demonstrate increased value over time?
	4. How well does the agency exercise its stewardship role over regulation?

Organisational Management

Critical area	Element	Lead Questions
Leadership and Direction	Purpose, Vision and Strategy	5. How well do the staff and stakeholders understand the agency's purpose, vision and strategy? 6. How well does the agency consider and plan for possible changes in its purpose or role in the foreseeable future?
	Leadership and Governance	7. How well does the senior team provide collective leadership and direction to the agency and how well does it implement change? 8. How effectively does the Board lead the Crown entity? (For Crown entities only)
	Values, Behaviour and Culture	9. How well does the agency develop and promote the organisational values, behaviours and culture it needs to support its strategic direction and ensure customer value?
	Review	10. How well does the agency encourage and use evaluative activity?
Delivery for Customers and New Zealanders	Customers	11. How well does the agency understand who its customers are and their short- and longer-term needs and impact? 12. How clear is the agency's value proposition (the 'what')?
	Operating Model	13. How well does the agency's operating model (the 'how') support delivery of Government Priorities and Core Business? 14. How well does the agency evaluate service delivery options?
	Collaboration and Partnerships	15. How well does the agency generate common ownership and genuine collaboration on strategy and service delivery with partners and providers? 16. How well do the agency and its strategic partners integrate services to deliver value to customers?
	Experiences of the Public	17. How well does the agency employ service design, continuous improvement and innovation to ensure outstanding customer experiences? 18. How well does the agency continuously seek to understand customers' and New Zealanders' satisfaction and take action accordingly?
Relationships	Engagement with Ministers	19. How well does the agency provide advice and services to Ministers?
	Sector Contribution	20. How effectively does the agency contribute to improvements in public sector performance?
People Development	Leadership and Workforce Development	21. How well does the agency develop its workforce (including its leadership)? 22. How well does the agency anticipate and respond to future capacity and capability requirements?
	Management of People Performance	23. How well does the agency encourage high performance and continuous improvement amongst its workforce? 24. How well does the agency deal with poor or inadequate performance?
	Engagement with Staff	25. How well does the agency manage its employee relations? 26. How well does the agency develop and maintain a diverse, highly committed and engaged workforce?
Financial and Resource Management	Asset Management	27. How well does the agency manage agency and Crown assets, and the agency's balance sheet, to support service delivery and drive performance improvement?
	Information Management	28. How well does the agency manage and use information as a strategic asset?
	Financial Management	29. How well does the agency plan, direct and control financial resources to drive efficient and effective output delivery?
	Risk Management	30. How well does the agency identify and manage agency and Crown risk?

Appendix E

List of Interviews

This review was informed by input provided by MPP, a number of MPP staff, by central agency officials and by representatives from the following businesses, organisations and agencies.

Agency/Organisation
Air New Zealand
ATEED
Audit New Zealand
Cook Islands Development Agency of New Zealand
Committee for Auckland
Education Collective
Fonterra
In Work
Ministry of Education
Ministry of Health
Ministry for Social Development
New Zealand Customs Service
New Zealand Qualifications Authority
Office of the Auditor General
A number of Pacific Community Leaders
Pacific Education Centre
Pacific Leadership Forum
Pacific Youth Leadership and Transformation
West Health Fono
Pacific Business Trust
Victoria University of Wellington
Young Enterprise Trust