



Te Kawa Mataaho
Public Service Commission

Performance Improvement Review of the Ministry for Pacific Peoples

MAY 2024



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Lead Reviewer Acknowledgement

Tālofa lava, Mālō nī, Kia Orāna, Fakaalofa lahi atu, Mālō e lelei, Ni sa bula Vinaka, Talofa, Noa'ia e mauri, Halo ola keta, Malo le soifua maua ma le lagi e mama, Tēnā koutou katoa.

It was a privilege to be invited by the Public Service Commission and the Ministry for Pacific Peoples to conduct this Performance Improvement Review.

We would like to thank the leadership team at the Ministry for Pacific Peoples, and all of the staff who gave their time to share free and frank views about the objectives, challenges and opportunities of their work and the capability required to deliver it. Similarly, we are indebted to the those from Pacific communities, other government agencies, and partners and providers to the Ministry, who made time to speak with us and share their valuable insights. Our review would not have been possible without the wide range of generous engagement and rich perspectives shared with us. To the team at the Public Service Commission – our thanks for guiding and keeping us on track through the new review process, and providing essential support to organise and bring all the strands of the many documents, interviews and discussions together to produce our final report and recommendations.

Introducing the Lead Reviewers



Anaru Mill

Anaru is an experienced consultant and public policy advisor with expertise in the Māori-Crown relationship, economic and social development, and technology.

Anaru was commissioned as co-lead of the Vulnerable Communities workstream for the All-of-Government COVID-19 Response. Other recent assignments include advising on Resource Management Act reform, the waters reform, and the recent response to severe weather events. He has also been involved with providing advice or negotiations on Māori interests and Treaty matters, and has led and support a range of projects across a number of different government organisations including the Department of the Prime Minister and Cabinet. Anaru is a member of multiple Boards and was also a Performance Improvement Framework (PIF) Lead Reviewer.



Doug Craig

Doug brings strong experience as a senior public service leader in both New Zealand and Australia.

Doug previously held the role of Deputy Commissioner at the State Services Commission. He also held roles as Deputy Chief Executive of the Ministry of Social Development, and Deputy Secretary Policy and Strategy and Deputy Secretary-Housing in the Department of Human Services in the Victorian Public Service.

Doug has also been involved as a consultant in a number of significant reviews including reviews of organisational culture, machinery of government, governance and regulation as well as advising on organisational design and change for both central and local government organisations.

Executive Summary

About this Review

We conducted this Review across mid-2023. This report draws on findings from the Ministry for Pacific Peoples (MPP) corporate documents, and insights from interviews with MPP staff, community leaders, expert advisors to MPP, other government departments, and central agency officials.

The Review assessed all aspects of MPP using the Performance Improvement Model. At the request of MPP's Chief Executive, the Review focused on matters of organisational hygiene: organisational capabilities to facilitate, process, and encourage behaviours that result in efficient and effective decision-making.

At the time of this Review, MPP was going through a change process to determine its future shape and organisational structure. Most of the interviews and analysis supporting this Review were completed before the new structure was in place. Where possible, we comment on how the change process may impact MPP's future capabilities. However, given this structure is not yet embedded, we did not assume capabilities resulting from the change process when assigning our ratings (unless this is expressly stated).

About the Ministry for Pacific Peoples

MPP is the principal adviser to Government on achieving better outcomes for Pacific peoples. It is uniquely placed to look across portfolios – such as health, education, employment, housing, business development, culture, and justice – and influence government to better meet the needs of Pacific peoples in New Zealand.

Future Excellence Horizon

What does success look like for MPP over a five-year timeframe?

Pacific peoples are an integral part of our society, making up eight percent of New Zealand's population.¹ However, they face a range of inequities

and unmet needs. Pacific people earn less, face higher unemployment rates, have higher rates of negative health outcomes such as obesity and diabetes, and have lower rates of educational attainment compared to the general population. Without more effective intervention, Pacific peoples will continue to face repeating social and economic disadvantage.

As a small population agency MPP needs to be clear about what is achievable given its size and capabilities. MPP has multiple functions and is driven by a wide-ranging whole-of-government strategy that focuses on a broad set of outcomes. MPP's effectiveness will depend on its ability to prioritise and focus its scope, functions, and resources towards actions that create the greatest positive impact for Pacific peoples.

We will know MPP is successful when it:

- Is able to effectively prioritise effort in line with available resources and a clear and focussed purpose and mandate that gives direction on the following elements:
 - **Public value proposition** – What unique value can MPP contribute for Pacific peoples and New Zealand? What is cost effective and has the most impact in terms of improving outcomes for Pacific peoples?
 - **Authorising environment** – What aligns with wider government work programmes, priorities, and funding settings?
 - **Operating capability** – What can be effectively delivered given MPP's size, resourcing, and operating model?
- Can draw data, insights, and relevant government reports² together into 'state of the nation' reporting which reports on the outcomes government is delivering for Pacific peoples. MPP should then be able to use these insights to drive accountability across government agencies

¹ Pacific Aotearoa Status Report a Snapshot, MPP (2020).

² Examples include the Treasury's [Pacific peoples' wellbeing - Background Paper to Te Tai Waiora: Wellbeing in Aotearoa New Zealand 2022](#).

for the outcomes they deliver, and to ensure data and research on outcomes for Pacific peoples is more comprehensive and widely understood, discussed, and used to improve the effectiveness of government policy and services.

- Has a ‘seat and is influential at the table’ as a valued participant in policy development across the system. MPP is a small agency, so needs to target its focus and involvement to the sectors and policy issues where it can have the greatest impact. MPP should avoid duplicating effort, and support in areas where the system is delivering well for Pacific peoples.
- Has a detailed Lalanga Fou implementation plan, which also identifies the most significant actions (prioritising three to four areas) to improve Pacific outcomes.

What outcomes do New Zealanders expect?

Over a five-year timeframe, Pacific communities expect tangible progress across each of the focus areas defined in Lalanga Fou:

1. Thriving Pacific languages, cultures, and identities
2. Prosperous Pacific communities
3. Resilient and healthy Pacific peoples
4. Confident, thriving, and resilient Pacific young people.

What contributions will MPP need to make to achieve these outcomes?

It will take an all-of-government approach to deliver on Lalanga Fou. MPP’s contributions need to complement and support the work of other agencies to deliver these outcomes. To achieve the vision and goals of Lalanga Fou, we recommend MPP focus on the following areas, in order of priority:

- **Policy advice** – MPP needs focused policy expertise and capability to identify how effort is prioritised – both within MPP and across government – to provide the greatest impact for Pacific peoples. This capability needs to draw on insights and evidence to be credible. Credible and proactive policy advice will help

MPP influence investment and design decisions of Ministers and other government departments which impact Pacific peoples.

- **Communications and engagement** – MPP needs culturally relevant and context sensitive communication and engagement capability to ensure Pacific peoples are engaged in the development and implementation of policies that impact them. Communication and engagement methods need to be tailored to reach the full range of different Pacific communities and cohorts.
- **Pacific knowledge, data, and insights** – MPP needs to draw data and insights together from its own initiatives and connections with Pacific peoples, and from across government, to present a comprehensive ‘state of the nation’ view of Pacific outcomes. This should include a range of well evidenced Pacific outcome indicators which help MPP to measure all of government performance and impact, and influence contributing agencies across government.
- **Partnerships and leadership** – MPP needs reputable, experienced, senior public service and community leadership capability. This will enable MPP to build meaningful and sustainable partnerships with public and private sector stakeholders that it can use to help design and deliver programmes to advance Lalanga Fou. This leadership capability is particularly important for MPP to influence across government and build trust and confidence with communities.
- **Innovation** – MPP needs to partner with Pacific communities to identify, facilitate, and support innovative design and delivery of initiatives to improve Pacific outcomes. To do this, MPP needs strong analytical and project management capabilities, along with clear off-ramps to either move successful projects to long-term funding, or wind them down in favour of more promising initiatives. If MPP progresses the implementation of a commissioning function, this function should reflect insights from the Office of the Auditor-General’s recent report on Whānau centred approaches.³

³[How well public organisations are supporting Whānau Ora and whānau-centred approaches \(oag.parliament.nz\)](https://oag.parliament.nz).

What will this mean for Pacific peoples?

If MPP can meet this Future Excellence Horizon, Pacific peoples in New Zealand will experience engagement and services from government that respond more effectively to their needs and lead to more equitable and positive outcomes. This should occur across all government portfolios that impact Pacific peoples. Pacific whānau, communities, and organisations will have a better connection to policy making – either through or assisted by MPP – and their views and needs will be reflected in policy design.

Performance challenge

MPP has a strong base to build on

MPP has a strong base to work from to achieve the Future Excellence Horizon. MPP's vision and Lalanga Fou is well supported by staff and stakeholders which provides it with a good implementation platform. MPP's staff demonstrate a palpable spirit of service to the communities they serve – from which most of these staff belong to themselves. MPP's workforce connection to these communities eases engagement and helps MPP accurately reflect these views in policy.

MPP also demonstrated its ability to pivot quickly and leverage its community contacts and Pacific insights to support the Government's COVID-19 response.

MPP needs to focus its efforts towards the greatest impacts for Pacific Peoples

Lalanga Fou has set high public expectations and Pacific communities now expect MPP to deliver against these expectations. This is a considerable challenge for MPP, given the breadth of these strategies, and the limits of MPP's resources and capability.

MPP's largest and most significant challenge lies in calibrating its resources and capability to where it can create the greatest impact for Pacific peoples. Given the breadth of Pacific issues, there is a constant risk that MPP spreads itself too thin. MPP needs to understand its unique value proposition, and then focus on maximising it. This will require MPP to step away from some areas, and step into others, prioritising the capabilities necessary to support these shifts (and deprioritising less important capabilities).

Some areas of capability need focus

We see some other challenges that MPP will have to address to reach the Future Excellence Horizon:

- Policy advice is predominately reactive and does not present a clear view of the actions and initiatives required to achieve the outcomes sought by Lalanga Fou and Pacific peoples. There needs to be more clarity on which sectors and issues are most important for MPP to focus on. To inform this, MPP needs to have a clearer, system-wide view of Pacific outcomes and how agencies are collectively delivering for Pacific communities.
- MPP does not have a comprehensive and up-to-date view of Pacific outcomes that is drawn from quality data and insights from across government.
- MPP's current operating model and capability does not result in clear functional connections across the organisation and is not yet fit-for-purpose to deliver on its core purpose and strategic intentions.
- MPP currently lacks a clear and comprehensive workforce strategy, which means it does not have a consistent approach to building the required capability and prioritising resources – including remuneration – towards roles that are particularly critical to delivering Lalanga Fou and influencing government policy on improving Pacific outcomes.

Insights and opportunities

MPP needs to confirm its mandate and focus

Ahead of all other actions recommended in this report, we recommend MPP work with Central Agencies to understand MPP's unique value proposition. This will help inform the best way for MPP to work with and across other agencies to deliver outcomes for Pacific people. Once this value proposition is defined, MPP should take this forward into a mandate to confirm with Ministers. MPP currently relies on informal mechanisms (relationships and goodwill), and confirming its mandate provides a more formal mechanism to support MPP's ability to prioritise its efforts, and communicate prioritisation decisions with Pacific communities and other agencies.

To define its unique value proposition, MPP needs to map the landscape of Pacific issues, and how the current system of government and non-government actors work to address these issues. Once this mapping is complete, we recommend MPP forms a view of the most acute Pacific issues, and consider where its effort should be prioritised to create the greatest impacts. This includes addressing gaps in current systems, and improving existing interventions and system settings (for example, working alongside the Ministry of Social Development (MSD) to improve the way MSD supports Pacific peoples). In this exercise, MPP needs to be clear about its capability and capacity as a small population agency.

We expect a key aspect of MPP's value will lie in its system stewardship role to look across government and monitor agencies performance and delivery for Pacific peoples. This includes driving delivery in areas where further progress, different policy, design, and investment decisions are needed to advance Pacific outcomes.

To help MPP reach the Future Excellence Horizon, we also recommend MPP focus on the following opportunities:

Immediate opportunities

- Secure high quality, experienced change management capability to ensure MPP gets the full benefits from its change process and insights from this report.
- Ensure the right people are in place at the Senior Leadership Level to support the Chief Executive and the capability shifts required to reach the Future Excellence Horizon. MPP should also ensure tools and processes are in place to support its leaders and good governance practices.
- Develop an operating model that ensures key functions (such as policy, leadership, and data and insights) are resourced and focused to deliver and monitor the vision and goals of Lalanga Fou. It should support a continuous improvement approach which draws on evaluation, data, and evidence to adapt the model over time.
- Refine and embed internal communication resources that articulate a clear and common understanding of how MPP will deliver on its role as principal advisor to government and deliver on the Future Excellence Horizon.

- Develop an MPP data and insights plan to support and enable system performance measurement and reporting, and contribute to other elements of MPP's role and functions (e.g. policy, service design, innovation, and stewardship). The plan should include the identification of key strategic and operational data partnerships, and identify the role of MPP in relation to data work being progressed across government.

Medium-term opportunities

- Improve policy advice capability while simultaneously strengthening data and insights about Pacific peoples to support policy proposals, service design, and programme development.
- Develop and agree a Pacific outcomes framework with government agencies. The framework should be detailed, fully formed, and contain robust indicators and targets to measure improvements in Pacific outcomes resulting from the work of MPP and government agencies.
- Develop and then implement a clear prioritisation approach to confirm three to four top priorities for MPP to progress over the next three years, while in the short-term developing additional capability and capacity to deliver on and address other government priorities if and when they arise.
- Develop and implement a comprehensive and nuanced external communications and engagement plan that recognises the changing Pacific population and targets approaches in line with Lalanga Fou.
- Improve third party procurement processes to ensure funded programmes are sustainable, effective, and connected with strategic frameworks and defined outcomes.
- Develop a workforce development plan which links to MPP's strategic priorities and provides a staged approach to identifying and then recruiting and retaining critical capability (such as policy and leadership capability). This should be supported by a clear performance management system.

1

Responding to the Challenge

This section contains MPP and the Public Service Commissioner's responses to the findings of this Performance Improvement Review. These responses provide the platform to build on the insights coming out of this report and review process.

In this section:

- Agency response
- Public Service Commission response

Ministry for Pacific Peoples response

Introduction

When I assumed leadership of the Ministry for Pacific Peoples (the Ministry) in February 2023, it was clear that our changed operating context required a reorientation of the Ministry to position us for future challenges and better focus on delivering outcomes for New Zealand's Pacific communities.

I therefore commissioned the Performance Improvement Review (the Review) to establish a baseline for the Ministry and identify what was working well, what needed to be improved, and how our direction of travel aligned with our strategic priorities.

Alongside the Review, we also embarked on a comprehensive change process to streamline our structure and focus our resources on actions that create the greatest benefit for Pacific peoples. Through this process we re-developed our organisational mission and values, so staff have clarity about our purpose and way of working. We also reduced our management layers and consolidated functions where possible so that we are leaner, faster, and more efficient.

The findings of the Review are timely in this context, as we are now in a much-improved position in terms of our structure and systems. As recognised by the Review, this is a useful starting point, and the Ministry is committed to the significant further work that is needed to improve our capability in key areas.

Charting our way forward

Refreshing our strategic focus

The Ministry currently takes its strategic direction from the 2018 Lalanga Fou report which was developed in close consultation with New Zealand's Pacific communities. While reflecting overall community aspirations and needs, this strategic framework needs to better align with a post-pandemic and post-election context. Over the coming months, we anticipate further work to align the Ministry's strategic direction with the new government's priorities.

Improving our capability

Through our new operating model, we have mapped our key functions and consolidated capability where possible. Our focus is now twofold: develop and embed an identity and strategic mission that aligns with our Pacific communities' lived experience, and use this to inform a more deliberate, methodical approach to building our leadership and capability.

The Review highlighted several areas for future improvement activity. These align with what we have found during our change process, and work is already underway to address some of the more pressing challenges. We have refocused our Policy function as the primary mechanism for enabling and leading cross-agency action on Pacific outcomes. A new Data and Insights function is being set up to ensure we systematically approach the development of a Pacific evidence base and provide government and communities with Pacific insights for decision making. Our partnership with Pacific communities is a core strength and we have dedicated more resources in this space to reflect the increasingly diverse and regional Pacific communities. Our commissioning approach is also being redesigned to gain efficiencies in service delivery and ensure we are meaningfully addressing community needs and aspirations.

Developing Pacific leadership

We have reset our leadership structure and brought on-board capable and experienced senior leaders across the Ministry. With this comes a culture of mutual accountability and continuous improvement that is being established across our organisation. I am confident that this, along with the breadth of experience and knowledge in the Ministry's executive and senior leadership teams, leaves us well-placed for navigating the future.

Looking ahead to the future

The Review and our internal change process have been invaluable for establishing our current state and identifying a pathway to our future excellence horizon. A transparent, planned approach to achieving the commitments from these processes will be essential. We have an implementation plan already being developed, which will be in place by the end of April 2024 to guide our work in implementing the findings from the Review, and the Ministry's change process. I am encouraged by the Ministry's new planning and reporting processes, and confident that the systems we now have in place will enable us to track and measure our progress going forward.

The last 12 months have been a challenging time for the Ministry and our Pacific communities. I am encouraged about the future for Pacific peoples and what lies ahead, and I am sincerely looking forward to taking up the challenge of leading this mahi.

la manuia,



Gerardine Clifford-Lidstone

Secretary for Pacific Peoples

Public Service Commission response

Introduction

Pacific peoples are a young and vibrant demographic in New Zealand who enrich our society – something that benefits all New Zealanders. However, Pacific peoples face repeating social and economic disadvantages compared to other population groups. To achieve improved results for society, we need a targeted approach to support Pacific peoples to realise their aspirations and potential.

This report highlights the significant challenges and opportunities that lie ahead. I agree with the Lead Reviewers that the Ministry of Pacific Peoples (MPP) is uniquely positioned to play an important system leadership and stewardship role focusing on leading, supporting, and influencing across government. Through this role, MPP can help government deliver on the vision outlined for Pacific peoples in Lalanga Fou.

Lalanga Fou articulates broad expectations of outcomes for Pacific peoples, which are informed by extensive engagement with Pacific communities and stakeholders. A key challenge in meeting these expectations is for MPP to maintain credibility and legitimacy among Pacific communities while also successfully influencing within government systems.

MPP has existing strengths in leveraging its community and stakeholder networks to communicate with and understand the holistic needs of Pacific communities. Building data and policy capabilities can help capitalise on these existing strengths. MPP needs to ensure data and research on outcomes for Pacific peoples is comprehensive, and widely understood, discussed, and used to improve the effectiveness of government policy and services. If MPP can bring these capabilities together, it can drive stronger public sector performance and accountability, and help improve the way that cross-government investment and systems deliver for Pacific peoples.

This review also highlights the organisational challenges that MPP will need to address to reach its Future Excellence Horizon. Many of the challenges relate to MPP's relatively rapid growth, and the gap between MPP's current capabilities and those needed to deliver on the expectations established by Lalanga Fou.

How will we support MPP?

This review emphasises that MPP's effectiveness relies on its ability to prioritise and focus its scope, functions, and resources towards actions that create the greatest positive impact.

MPP's greatest impact will come from being an effective system leader and steward. While some delivery activities will continue to be necessary going forward, we agree with the Review that MPP should avoid duplicating services and initiatives that are better delivered elsewhere across government. Ultimately, Pacific peoples will receive the best outcomes when government – as an overall system – is co-ordinated and aligned to deliver.

The scale of MPP's performance challenge is considerable – it cannot overcome this challenge alone. The Commission will support the Secretary for Pacific Peoples to take a strategic view on system performance for Pacific peoples, implementation of government priorities, and on specific matters of importance for Pacific communities.

We can also offer support in other ways including, for example, working with MPP and other agencies to identify and access talent across the Public Service to help build MPP's policy and leadership capabilities. The Commission can also support discussions with other public sector leaders, Central Agencies, and Ministers to understand new government priorities and to confirm MPP's mandate in a way that delivers on outcomes that matter most to Pacific communities, and that best leverages MPP's expertise. It is important that we ensure MPP is well connected with system and functional leads to build capability such as strengthening policy and system leadership.

Opportunities to leverage the Public Service to help unlock MPP's potential can also include supporting strong connections between MPP and other government agencies to better access and utilise Pacific data, and facilitating greater engagement between population agencies to better understand how they can work efficiently and effectively within the context of broader government systems.

The Commission is committed to supporting MPP to improve outcomes for Pacific peoples. We would like to thank the agency for its active participation in this review process and for the work it already has underway. Collectively, these actions will ensure that the Ministry is able to be adaptive and responsive to changing government priorities and the needs of the communities it serves, and to continue to deliver the performance they expect of it.



A handwritten signature in blue ink, appearing to read 'Heather Baggott'.

Heather Baggott

Acting Public Service Commissioner

2

Context

This section presents context about this Review, and MPP's operating context. It presents MPP's mandate and functions, and explores key strategic and MPP-relevant themes, including how these themes may develop over the medium term.

In this section:

- Scope of the Review
- MPP's mandate and functions
- Strategic context
- MPP's organisational context

Scope of the Review

This Review assessed all aspects of MPP using the Performance Improvement Model. At the request of MPP's Chief Executive, the Review focused on matters of organisational hygiene: organisational capabilities to facilitate, process, and encourage behaviours that result in efficient and effective decision-making.

During the Review, MPP was undertaking a change process. Most of the interviews and analysis supporting this Review were completed before the new structure coming out of this change process was implemented. Where possible, we comment on how the structure may impact MPP's future capabilities. However, given this structure is not yet embedded we did not assume capabilities resulting from the change process when assigning our ratings (unless this is expressly stated).

MPP's mandate and core functions

MPP is a department under the Public Service Act 2020. In 2015, the Ministry for Pacific Island Affairs was renamed MPP and its role defined as "principal adviser to Government on achieving better outcomes for Pacific people".⁴ MPP's current vision is a *confident, thriving, healthy, resilient, and prosperous Pacific Aotearoa*.⁵

Core functions

MPP currently describes its core functions as follows:

- **Policy advice** - providing expert policy advice to Ministers and partner agencies supporting the development of effective strategies and programmes targeted at Pacific communities.
- **Innovation** - co-designing and delivering innovative programmes with our communities and identifying valuable policy, research, and implementation insights.
- **Pacific knowledge and expertise** - gathering intelligence on Pacific issues and opportunities and using this to inform our policy advice, enhance engagement practices with our Pacific communities, and influence decision making regarding Pacific peoples across government.

- **Communications and engagement** - working with, and for, our Pacific communities to ensure Pacific stakeholders and audiences shape and have access to information and support available to them from the Ministry and other government agencies.
- **Partnerships and leadership** - partnering with a wide range of organisations across the private and public sectors to identify and promote future Pacific leaders and Pacific success.

Strategic framework

MPP's current overarching strategic framework is set by Lalanga Fou. Lalanga Fou articulates the goals Pacific peoples' identified as critical to their future. It was developed in 2018 using a year-long talanoa process, and approximately 2,500 Pacific peoples' input across New Zealand.

The four goals of Lalanga Fou, along with key MPP initiatives are presented below:

1. *Thriving Pacific languages, cultures, and identities*

- Implementing and leading the Pacific Languages work programme in partnership with the Ministry for Culture and Heritage (MCH), the Ministry of Education (MOE), and the Ministry of Foreign Affairs and Trade (MFAT).

2. *Prosperous Pacific communities*

- Management of the transformation of the Pacific Business Trust and the Pacific Business Village to provide well-coordinated and comprehensive services to Pacific business people.
- Establishing a sustainable pathway and all-of-government model for the Tupu Aotearoa programme focused on Pacific peoples not in employment, education, or training.

3. *Resilient and healthy Pacific peoples*

- Working with key agencies (the Ministry of Health (MOH), Te Whatu Ora, Ministry of Social Development (MSD), Oranga Tamariki,

⁴ Cabinet Economic Growth and Infrastructure Committee Minute (15) 16/5.

⁵ MPP Strategic Intentions for 2023-2027.

and Ministry of Justice (MOJ) to develop and deliver shared work programmes aimed at improving health outcomes for Pacific peoples.

- Working with the MOH to monitor the effectiveness of community health initiatives funded through Te Whatu Ora.

4. Confident, thriving, and resilient Pacific young people

- Delivering the Toloa Science, Technology, Engineering, Architecture, and Maths (STEAM) programme to increase Pacific people’s employment in New Zealand’s workforce sectors.
- Working with the Ministry of Business, Innovation and Employment (MBIE), New Zealand Qualifications Authority (NZQA), and the Ministry of Youth Development (MYD) to develop and deliver shared work programmes aimed at improving outcomes for Pacific young people.

Additional focus areas that align with the Lalanga Fou goal areas:

- Lalaga Potu – Pacific Cultural Values: This focus area is about holding programmes, policies, and outcomes to account to Pacific values.
- Fale Fono – Partnership and Governance: This focus area is about enabling Pacific peoples to take leadership roles in decisions, design, and delivery that affect their lives.

- Vaka Moana – Performance and Improvement: This focus area is about measuring outcomes for Pacific communities.
- Te Kupega – Capability: This focus area is about growing a Pacific workforce in Government.

In addition to the four Lalanga Fou goals, MPP also have two organisational-focused goals:

- System Leadership and Strengthening the Ministry to deliver.
- A focus on Research and Intelligence, Advice, Leadership, and Operational Delivery.⁶

Monitoring and Evaluation


















MPP currently reports on Lalanga Fou progress against Pacific wellbeing indicators and baselines set out in its 2023 Strategic Intentions. These measures were developed in consultation with other agencies. However, stakeholders recognise these measures – while helpful as a starting point – are not fully formed and comprehensive.

Strategic context

Pacific communities will continue to grow more diverse

Pacific peoples make up 8 percent (381,642 people in 2018) of New Zealand’s population. There are now over 18 Pacific ethnic groups residing in New Zealand, each with their own language, culture, migration, and settlement stories.⁸

Figure 1. Number of Pacific Peoples in New Zealand (2018)

1	2	3	4	5	6	7	8	9	11	12	13	14	15	16	17	18	19
																	N/A
Samoa	Tongan	Cook Islands Maori	Niuean	Fijian	Tokelauan	Tuvaluan	I-Kiribati	Tahitian	Papua New Guinean	Ni Vanuatu	Rotuman	Indigenous Australian	Solomon Islander	Hawaiian	Pitcairn Islander	Nauruan	Other
182721	82389	80532	30867	19722	8676	4653	3225	1737	1131	990	981	795	777	429	216	135	3060
47.9%	21.6%	21.1%	8.1%	5.2%	2.3%	1.2%	0.8%	0.5%	0.3%	0.3%	0.2%	0.2%	0.2%	0.1%	0.05%	0.03%	0.8%

⁶ Briefing to the Incoming Minister for Pacific Peoples, February 2023.

⁸ All statistics – including the below diagram – in this section are drawn from MPP Long-term Insights Briefing 2022, Improving Pacific Data Equity – Opportunities to enhance the future of Pacific Wellbeing.

The Pacific population in New Zealand is also relatively young with a median age of 23 years old, compared to other ethnic groups such as Māori (25.4 years), Asian (31.3 years), and European (41.4 years). The Pacific population also has the third highest number of bilingual speakers in New Zealand.

Over time, the Pacific population is expected to grow more diverse. It is also likely to become more geographically dispersed. While Auckland remains the largest concentration of Pacific peoples (one in three), Pacific communities are growing across the regions (such as Canterbury and the East Coast) and in rural areas.

Improving outcomes for Pacific people will continue to be a challenge

Outcomes for Pacific peoples are worse compared to other population groups. For example:⁸

- Pacific peoples experience worse health outcomes across a range of key health measures, compared to other ethnic groups. Obesity among Pacific adults is the highest of all ethnic groups (2.3 times as likely to be obese compared to non-Pacific adults).
- 24 percent of Pacific peoples (compared with 8.5 percent of Europeans) report not having enough money to meet their everyday needs.
- Around 21 percent of Pacific peoples own their own home compared to 52 percent of the total population.
- Around 4 in 10 Pacific people (compared to around 1 in 9 for the general population) live in crowded homes with 46 percent of Pacific people living in damp houses (compared with 24 percent overall).
- Pacific peoples earn a median income of \$24,300 which is lower than the median income for the total population of \$31,800.
- The biggest gender and ethnic pay gap in New Zealand are between European men and Pacific women at 27 percent, and Pacific men at 22 percent.

While outcomes projections can be unreliable for Pacific peoples due to data quality, based on existing trends, these outcomes are likely to persist over the medium term.

Conditions in the Pacific Region will continue to influence Pacific peoples in New Zealand

Pacific peoples in New Zealand are closely tied to Pacific Island countries through education, business, and particularly family and village connections. Therefore, conditions in the Pacific directly impact the wellbeing of Pacific peoples living in New Zealand. These conditions may directly contribute to migration pressure, and they can also influence the level of remittances and other forms of economic support provided by New Zealand-based communities to communities in the home countries.

Climate change, and climate action will have a significant impact on the Pacific. MFAT has also identified other growing threats to the Pacific, including for example, domestic cyber vulnerabilities, transnational crime, and the growth of strategic competition within the Pacific region. These factors may further impact domestic Pacific communities.⁹

MPP's organisational context

MPP has recently delivered a range of initiatives

The MPP *Annual Report for the year ended 30 June 2022* and the *2023 MPP Briefing to the Incoming Minister* highlights a range of recent MPP achievements, including the following:

- **Supporting Pacific Languages.** In 2022 MPP funded 170 community led language initiatives totalling \$1.85 million.
- **Supporting Pacific peoples into meaningful training and/or employment opportunities through the MPP Tupu Aotearoa programme.** 2,872 participants successfully completed the programme in 2021/22, and 1,485 were successfully placed into employment. 429 were in sustained employment for more than 12 months - a significant increase on previous years.

⁸ MPP Long-term Insights Briefing 2022, p9.

⁹ Ministry of Foreign Affairs and Trade, *Navigating a Shifting World*, July 2023.

- **Supporting Pacific peoples through education pathways into science, technology, engineering, arts, and maths through the Toloa programme.** Toloa STEAM funding has enabled 425 learners to engage across nine partnership hubs across the country in 2021/22. Toloa funding has also provided 288 electronic devices to students in need and provided entrepreneurial and business mentoring to over 3,168 Pacific students through the Kaiārahi Ako programme.
- **Delivered financial capability programmes to support Pacific peoples’ access to safe and affordable housing.** 1,068 people have enrolled into these programmes, and 43 families have achieved home ownership goals. More than half of the participants had ownership plans established. Additionally, 12 Pacific organisations and churches are participating in the Housing Feasibility Support Service which should provide between 800 and 1,500 homes of affordable housing.

MPP has also led and supported responses to significant events working with the Pacific community, including:

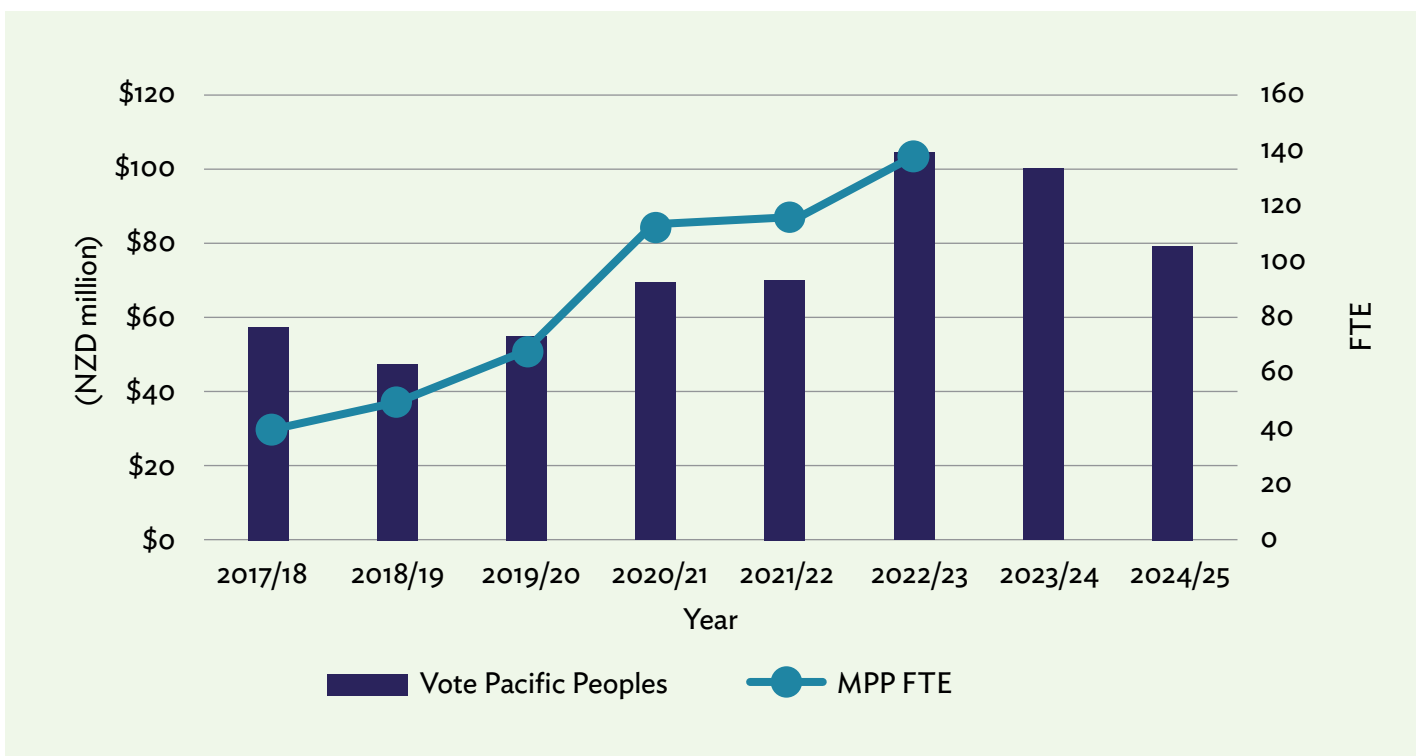
- the country’s COVID-19 response including working with MOH to engage with Pacific communities to drive up immunisation rates for Pacific peoples
- the health response to the measles and whooping cough outbreaks in Auckland
- the responses to severe weather events including Cyclone Gabrielle and Auckland’s flooding and severe weather events.

MPP has experienced increased investment in its operational responsibilities, programmes, and workforce

MPP’s full-time equivalents (FTEs) increased by 106, and its baseline increased by \$57 million between 2018 to 2023. This growth reflects MPP’s increased operational activities to meet the needs of Pacific communities during the COVID response, and several successful budget bids within Vote Pacific Peoples, including for Pacific housing, Pacific business development, and Pacific skills training and employment.

MPP’s baseline is forecast to decline in the coming years (see figure 2 below).

Figure 2. Vote Pacific Peoples and MPP’s Workforce – 2017/18 to 2024/25



Balancing policy and delivering initiatives directly

MPP maintains its predecessor's role as the government's principal advisor on policies and interventions that improve outcomes for Pacific peoples in New Zealand. Similarly, MPP continues to fund and support initiatives which gather data on service design and effectiveness and build stronger local relationships with Pacific communities.

MPP's involvement in service delivery has increased considerably since 2020. The Government's response to COVID-19 required MPP to lead some initiatives directly to meet the needs of Pacific communities. This has resulted in MPP delivering more Pacific housing, skills training, business, and language development directly.

MPP is going through a change process

Commencing in March 2023, MPP's Chief Executive has led work to consider MPP's operating model and organisational structure to better position it for the future. This work aims to take stock of MPP's considerable growth and new demands (driven by a changing social and economic landscape, and shocks such as COVID-19), and then reset to optimise MPP's structure, operating model, and capability.

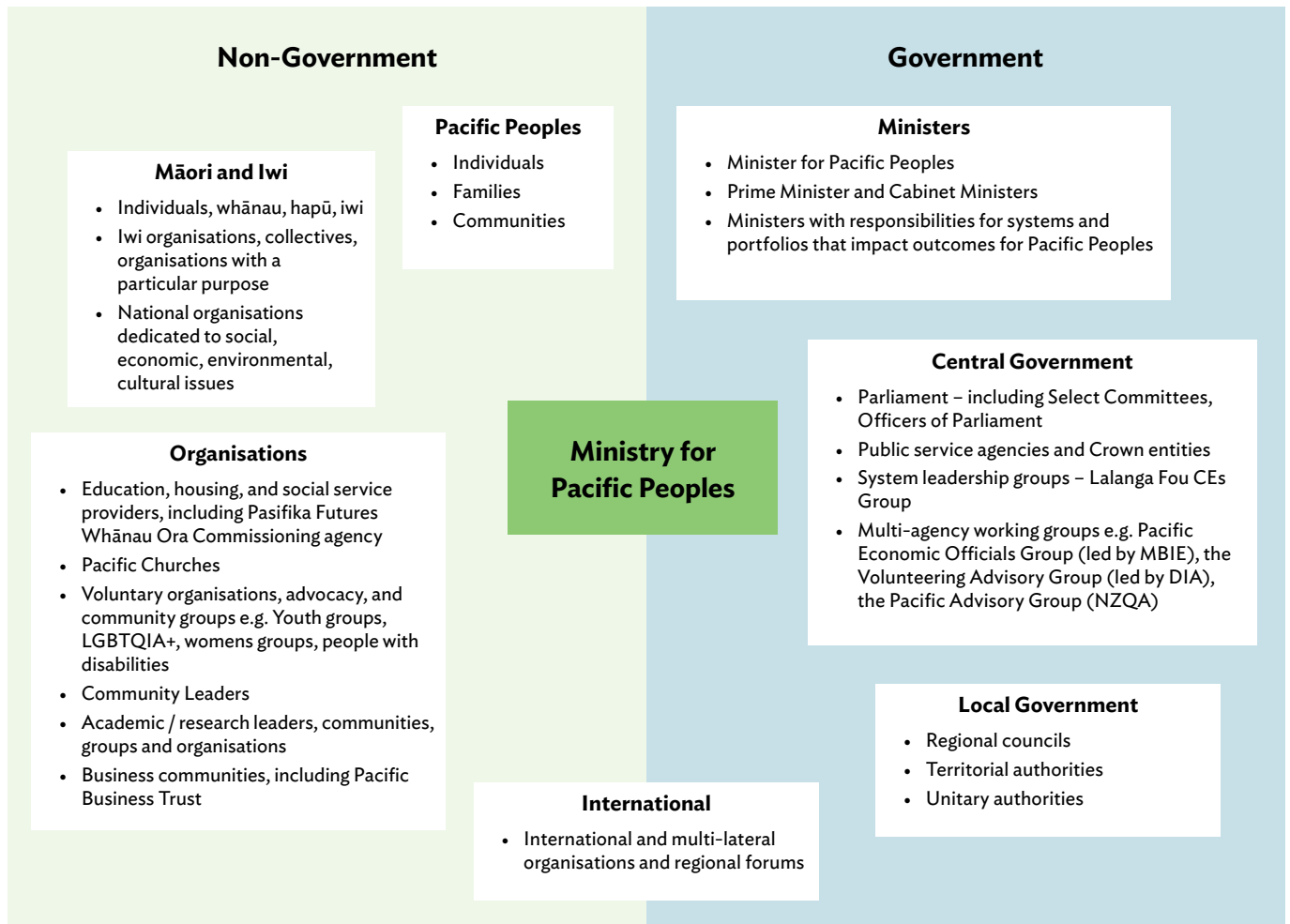
Staff and stakeholders were advised of the results of the change process on 27 July 2023. Structural shifts and changes to MPP's operating model were implemented in September 2023 – for example, changes have started to be implemented to governance arrangements and supporting processes.

MPP is currently implementing a refreshed approach to Business Planning 2023/24. It will place the Strategic Intentions (and, by implication, the Lalanga Fou goals) foremost in the planning and prioritisation of work programmes. Business Plans will also include measures to monitor and measure performance in terms of improved outcomes and associated results.

MPP engages with a range of stakeholders

There are a wide range of stakeholders within MPP’s current operating environment, including:

Figure 3. MPP’s stakeholders



The broad makeup of these stakeholder groups is unlikely to change over the next five years. However, Pacific communities will continue to grow more diverse, which will impact the way MPP reaches out to these communities.

3

Future Excellence Horizon

This section presents MPP’s Future Excellence Horizon, as developed by the Lead Reviewers, in close consultation with MPP and the Public Service Commission. This aims to answer the question: What is the contribution New Zealanders need from the agency in the medium term?

This section outlines the future goals that the agency is working towards. Ratings and discussions in the rest of this report are framed in reference to the contributions defined in this section.

In this section:

- Outcomes New Zealanders expect in the future
- Agency contributions necessary to deliver these future outcomes

Outcomes New Zealanders expect in the future

Given the wide support for Lalanga Fou, it is our view that over a five-year period, New Zealanders will continue to expect progress in each of the Lalanga Fou goal areas:

- Thriving Pacific languages, cultures, and identities
- Prosperous Pacific communities
- Resilient and healthy Pacific Peoples
- Confident, thriving, and resilient Pacific young people.

Agency contributions necessary to deliver these future outcomes

MPP needs to make a range of contributions over the coming years to deliver on Lalanga Fou goals. These contributions fall within MPP's self-defined core functions, although, we recommend further work is required to confirm MPP's mandate and to clarify which functions should be prioritised given its operating environment. Given MPP's resourcing and size it needs to deliberately focus its effort to have the greatest impact.

For each function below, we provide a view on the approach MPP should take, and the type of capabilities required for MPP to deliver the outcomes expressed by Lalanga Fou. We list the functions in a recommended order of importance, given the need to prioritise. When thinking about future contributions, we factor in the context discussed in the previous section, including what is reasonable for an agency of MPP's size, resources, and reach.

Core function: Policy advice

MPP needs to be able to provide targeted, high quality, well-evidenced, timely, and proactive policy advice to Ministers and partner agencies to support the development of effective strategies and programmes across government to deliver Lalanga Fou. It should be able to harness data, insights, and evidence about what works to improve Pacific outcomes, and use these to develop compelling and influential policy advice.

While MPP will continue to advise on policy within its direct reach, its greatest impact will come from

strong and visible leadership across government. MPP needs to be a genuine partner at the table shaping policy proposals and decisions using its expert advice, networks, and influence – particularly with larger agencies – to drive the delivery of Lalanga Fou. Building and fostering strong relationships with Public Service Chief Executives and policy leaders will be important to ensure MPP can effectively partner in policy development, particularly to give effect to the outcomes in Lalanga Fou. Supporting their Minister in the same way with their colleagues, will be critical to MPP's success as a policy ministry.

As part of this policy leadership function, MPP should be able to support agencies to better understand the needs and aspirations of Pacific peoples. This involves advocating for the use of frameworks – such as Kapasa (a Pacific Policy Framework developed by MPP) – which help other agencies reflect the needs of Pacific peoples in their policy processes. MPP should also work to inform implementation decisions, so policies are delivered in ways that work best for Pacific peoples. This could involve MPP facilitating strategic engagement with communities to reflect Pacific perspectives in policy implementation and delivery by agencies.

Given MPP's size, it will need to harness its policy capabilities, leadership, and influence strategically. Expertise and influence need to focus on the portfolios where MPP can have greatest impact. MPP will need to improve its technical policy capability, building a policy group with collective skills and experience to write well and articulate cases for policy and programmes, supported by robust arguments, analysis, and evidence.

MPP needs to be able to access and use high quality system and community data to track progress and inform its advice and the scope for a clear roadmap of actions across government, with Pacific communities. Part of this work will need to include clearly identifying, refining, and agreeing the key measures and indicators MPP uses to report progress and system performance on the improvement of outcomes for Pacific peoples.

Core Function: Communications and engagement

MPP needs to continue building culturally relevant, context sensitive, communication and engagement capability. This is necessary to engage Pacific peoples in the policies and programmes that aim to

support them. Effective engagement supports the flow of information which helps MPP prioritise and scope interventions to maximise positive impacts and influence policy across government.

Communication and engagement styles will need to reflect the changing demographics of Pacific communities in New Zealand. The Pacific population will remain youthful and increasingly multi-cultural (many Pacific peoples also identify with another culture, particularly Māori). In this context, MPP will have to go beyond existing models – such as working with the churches – to reach all Pacific peoples.

Core Function: Pacific knowledge, data, and insights

MPP is uniquely placed to provide centralised ‘state of the nation’ reporting about the outcomes for Pacific peoples in general, and specifically the impact of government (at a collective and individual agency level) services on those outcomes. There is an opportunity for MPP to work with government partners to collate and harness data, insights, and government research reports to present an overall picture of the outcomes Pacific peoples and communities are experiencing. This would enable MPP to more effectively use data and insights to inform policy priorities and development, and hold agencies to account for the outcomes they are delivering against the priority areas in Lalanga Fou.

To support this focus, MPP should develop a framework of well evidenced Pacific outcome indicators. This framework should establish a baseline of indicators with agencies who have a leadership role in delivering outcomes for Pacific communities, in line with Lalanga Fou. Clarity of impacts and outcomes will help to drive system performance, as well as accountability for, and improvement of, outcomes for Pacific peoples across government.

Core Function: Partnerships and leadership

MPP needs reputable, experienced, senior public service and community leadership capability. This capability will enable MPP to maintain and build meaningful and sustainable partnerships with a wide range of public and private sector stakeholders, which it can utilise and leverage to help design and deliver programmes to advance Lalanga Fou.

MPP will need to strengthen its leadership role across government with strong, purposeful, continuous leadership, and transparency about what is working and not working in relation to improving Pacific outcomes.

Navigating international demands

Pacific peoples in New Zealand will continue to be closely connected to Pacific Island countries, and conditions in the Pacific will continue to directly impact outcomes for Pacific peoples living in New Zealand.

MPP will have to strike the right balance between supporting government responses to matters in the Pacific region, and its policy and operational priorities with domestic Pacific communities. For example, MPP will need to consider the role (if any) it plays in supporting New Zealand’s bilateral and multilateral connections and arrangements across the region (for example in the Pacific Island Forum). Role clarity between MPP, MFAT, and other government agencies who engage with the Pacific region will help optimise the impact, efficiency, and effectiveness of New Zealand government efforts across the Pacific region.

Core Function: Innovation

In MPP’s context, innovation relates to the way MPP partners with Pacific communities to identify, facilitate, and support innovative design and delivery of initiatives to improve outcomes for Pacific people.

Over the medium term, MPP could become an incubator for Pacific outcome-improving initiatives that may not be provided for through mainstream delivery mechanisms. These initiatives will need to be evidence-based, or focussed on trialling new approaches designed to address specific gaps in government services to build a base of information around what works (and what does not work). Initiatives should be able to demonstrate potential to deliver sustained benefits for Pacific communities and not duplicate similar approaches being delivered by other agencies and providers. Through a strong focus on evaluation (including value-for-money), MPP can incubate and demonstrate successful models for adoption across government. MPP would work to pathway and transfer these successful initiatives to agencies with the resources to deliver them at scale on an ongoing basis.

MPP will need advisory, engagement, project management, and research and evaluation capability to co-design and support sustainable innovative programmes with Pacific communities and other system players, such as the larger government agencies.

MPP will need to provide more clarity to communities and providers about work it commissions from others, work it undertakes directly, and work it does in partnership with other agencies. An evaluation process should span all Pacific programmes, including MPP commissioned programmes and those commissioned by other agencies, such as Pacific Futures.

Ensuring programme sustainability with community partners

All investment decisions and commissioning of services led directly by MPP need to be sustainable from both financial and delivery perspectives. The current fiscal context will require MPP to be disciplined and rigorous in its funding and investment role. This requires clear investment cases underpinning funding decisions, particularly those that relate to innovation opportunities, and that these are clearly connected to the Lalanga Fou outcomes.

Long-term sustainability of delivery should also factor into the design of programmes before investment decisions are finalised. Programmes should include off-ramps which either move programmes to community providers or other agencies better placed to deliver, or wind programmes down which fail to deliver sustained benefits.

4

Delivery

This section assesses how the agency combines and uses its capability to deliver key functions. Ratings and rating justifications are provided, along with future focuses which identify factors which could impact capability over the time frame of the Future Excellence Horizon.

In this section:


- Responding to Government Priorities
- Stewardship
- Ministerial Advice and Servicing
- Core Function: Policy Advice
- Core Function: Communications and engagement
- Core Function: Pacific knowledge, data, and insights
- Core Function: Partnerships and leadership
- Core Function: Innovation

Capability Ratings

Ratings help to clarify relative strengths and highlight the priority areas on which to focus, given the challenges, risks, and opportunities in the medium term. Ratings are applied in terms of the future the agency is preparing for (the Future Excellence Horizon) and are not an assessment of current or past performance.

Indicator/level	What it indicates
<div data-bbox="172 645 392 734" style="background-color: #4CAF50; color: white; padding: 5px; text-align: center; font-weight: bold;">Leading</div>	<ul style="list-style-type: none"> Excellent current level of capability to support sustained and high levels of delivery Strategic and systematic approach to forecasting future capability challenges and responding accordingly Systems in place to monitor and build capability to meet future demands Organisational learning and external benchmarking used to continuously evaluate and improve Strong change management capability to deliver against Future Excellence Horizon
<div data-bbox="172 1048 392 1137" style="background-color: #8BC34A; color: white; padding: 5px; text-align: center; font-weight: bold;">Embedding</div>	<ul style="list-style-type: none"> Comprehensive and consistently good current capability and practices, with future capability gaps identified Demonstrates plans and activities to change and improve in areas of current and future capability gaps, and is well placed to continue improving Mostly aligned to Future Excellence Horizon Comprehensive and consistently good organisational practices and systems in place to support effective management
<div data-bbox="172 1350 392 1440" style="background-color: #C08040; color: white; padding: 5px; text-align: center; font-weight: bold;">Developing</div>	<ul style="list-style-type: none"> Weakness or gaps in current capability Only partial or limited understanding of future state Concerns in the agency's ability to have appropriate future capability and limited ability to execute change against the future state Some current and future capability gaps not clearly identified and forecasting of future capability challenges needs to be improve
<div data-bbox="172 1657 392 1747" style="background-color: #E53935; color: white; padding: 5px; text-align: center; font-weight: bold;">Weak</div>	<ul style="list-style-type: none"> Significant area(s) of critical weakness or concern in terms of delivery and/or capability and the agency has limited or no awareness of them Weakness or gaps in current capability Very limited or no view of future opportunities and challenges for the agencies Strategies or plans to respond to areas of weakness are either not in place or not likely to have sufficient impact
<div data-bbox="172 1892 392 1982" style="background-color: #34495E; color: white; padding: 5px; text-align: center; font-weight: bold;">Unable to rate/ not rated</div> <div data-bbox="252 1993 322 2060" style="background-color: #34495E; width: 20px; height: 20px; margin: 5px auto;"></div>	<ul style="list-style-type: none"> No evidence available to make a credible judgement

Responding to Government Priorities

Question	Rating
1. How does the agency respond to Government Priorities?	

What we found

MPP currently prioritises delivering Lalanga Fou, as noted in several of its corporate documents. MPP's existing strategic framework and directives provide a good basis to continue to respond to more recent government priorities, which Cabinet recently confirmed as being focused on the economy, education, health, housing, keeping communities and businesses safe, and action on climate change (CAB-23-MIN-0019 refers).

MPP's ability to deliver Lalanga Fou depends on its ability to prioritise and influence levers across government to lift outcomes for Pacific communities. We heard from different internal and external stakeholders that MPP is still building its understanding of how its contributions can best support its aims. For example, existing Lalanga Fou documents do not provide a clear description of MPP's role in achieving the sought outcomes, or how MPP relates to the role of other agencies. It also does not provide direction on how the goal areas should be prioritised in relation to each other.

MPP is establishing its capability in this area. For example, MPP is rolling out an improved business planning process which will help it understand linkages between MPP's work and the delivery of Government Priorities. However, we expect it will take at least another iteration of this business planning process for MPP to get to the level needed for MPP to understand how it can best prioritise and focus activities and engagements to support the Government's current and future priorities.


To succeed in the medium term, MPP needs to ground its organisational strategies more strongly in leading and supporting the achievement of Lalanga Fou goals. Due to MPP's size and capabilities, this approach needs to be nuanced and targeted to where MPP can contribute maximum value. This approach needs to be underpinned by a clear intervention logic that connects MPP's contributions and outcomes to the strategic outcomes sought.

Future focus

In addition to other critical capabilities discussed in this report, MPP should focus on:

- Confirming its mandate and focus which will enable MPP to focus its efforts to the highest priorities. MPP currently relies on informal mechanisms (relationships and goodwill), and Cabinet confirmation of a mandate would provide a more formal mechanism to support MPP's ability to prioritise its efforts, and communicate prioritisation decisions with Pacific communities and other agencies. To set the appropriate mandate and focus, MPP needs to be able to answer the following questions:
 - What unique value can MPP contribute for Pacific peoples and New Zealand? What is cost effective?
 - What is desirable and strategic within the context of wider government work programmes and priorities? What are the implications of funding settings?
 - What can be effectively delivered given MPP's size, resourcing, and operating model?
- Developing a clear prioritisation framework, and then using this to confirm three to four top priorities for MPP to progress over the medium term.
- Strengthening policy advice and data and insights capability which will help MPP understand the intervention logic of interventions aimed to improving outcomes for Pacific people (see further Core Function: Policy Advice, and Core Function: Pacific Knowledge and Expertise).
- Implementing indicators and targets to measure improvements in Pacific outcomes as a result of the work of MPP and other government agencies.

Stewardship

Question	Rating
4. How does the agency meet its system stewardship responsibilities (including regulatory stewardship)?	

What we found

MPP’s system stewardship responsibility should be understood as providing a government-wide, future focused view on how government is delivering services and improving outcomes for Pacific peoples. This understanding includes recognising the agency’s unique position between Pacific communities and government to influence programmes, initiatives, investment decisions and regulatory systems across government to improve the wellbeing of Pacific peoples. MPP should be able to consider impacts across the short, medium, and long term and prioritise its points of influence.

Currently, this vision of MPP’s stewardship role is not well understood across the organisation.

“...[MPP] should be the strategic thinking, supporting, critical friend of others.”

MPP’s capability to bring a future focused view to policy making is clear however, there are opportunities for improvement. Recent Ministerial advice we reviewed indicated a predominant focus on shorter term process and events, and some stakeholders described a lack of engagement by MPP on more strategic issues, such as how the immigration system impacts Pacific communities.

MPP needs to drive more future-focussed strategic thinking across government based on robust analysis of the longer-term needs and opportunities of Pacific peoples. ‘State of the nation’ style reporting about the outcomes delivered by government for Pacific peoples is a key tool to help support MPP’s system stewardship function.¹⁰ This will complement the role of other agencies who are often focussed on more immediate service delivery needs. To do this, MPP will need to build capabilities discussed in other parts of this report (particularly policy advice, Pacific data and insights, and leadership and partnerships).

Future focus

To build its stewardship capability, we recommend MPP focus on:

- Advocating and supporting the use of Pacific Policy Framework (Kapasa) across government policy leads. This tool can support government agencies to develop policy, and design and deliver services in ways which respond more effectively to Pacific community and business needs.
- Working with the Commission to identify if there are more formal system leadership and stewardship opportunities that can be activated, for example through membership on Interdepartmental Executive Boards.

¹⁰ Discussed further under Core Function: Pacific Knowledge and Expertise.

Ministerial Advice and Servicing

Question	Rating
5. How does the agency provide advice and services to Ministers?	

What we found

MPP tries to maintain a ‘no surprises’ approach with the Minister. It provides briefings on issues and events when requested by the Minister, or where MPP considers a briefing is relevant. MPP officials also meet with the Minister regularly. The Minister (at the time of the latest Ministerial survey) was satisfied (or above) with ministerial services across the following areas: Official Information Act (OIA) requests, Parliamentary Questions (PQs), Parliamentary Select Committee questions, and Briefings. MPP’s OIA timeliness performs well compared to other agencies.

MPP’s strength lies in its ability to provide reliable and fast advice and support on cultural events and matters. For example, the Minister described MPP’s support regarding a request to attend a recent high-profile cultural event as “outstanding” and wanted this level of advice to continue. However, advice does not often extend to more proactive policy design and implementation - rather it focuses on process related matters. The Minister also commented about a lack of quality advice about the impact of government investment for Pacific peoples.

MPP commented that other agencies frequently do not engage with it on important policy matters. This limits MPP’s ability to provide proactive Ministerial advice that positions the Minister well to engage with other Ministers, other parts of government, Pacific communities and stakeholders, and the public more broadly.

To achieve the system shifts required to deliver Lalanga Fou goals, MPP will need to increase its ministerial advice and servicing capability. While the Minister will continue to require events advice and support, MPP needs to move towards more strategic and future-focussed advice (discussed further in the Core Function: Policy Advice section below).

Future focus

To build its capability to advise and serve Ministers, MPP should focus on:

- Building a proactive and strategic approach to advising the Minister (and other Ministers where relevant) about initiatives, developments, and risks across government services and systems that impact outcomes for Pacific peoples. Advice needs to be able to report on specific and collective outcomes communities are experiencing, as well as where there are opportunities to drive improved performance.
- Building a highly capable workforce and ensuring these staff are in key roles (such as the Minister’s Office) to ensure MPP is well connected into the wider government context.
- Lifting the timeliness and quality of policy advice (discussed further in the next section) to help MPP consistently and confidently advise other Ministers, particularly for portfolios impacting Pacific people’s outcomes such as Housing, Education, Employment, Social and Economic Development, and Justice.

Core Function: Policy Advice

Question	Rating
2. For each core function, how does the agency deliver value and make a positive impact for New Zealanders?	
3. For each core function, how does the agency demonstrate increased value and impact over time?	

What we found

MPP’s policy advice quality is inconsistent. Recent statistics show 58 percent of policy papers were rated highly, yet 25 percent did not meet basic policy performance measures.¹¹ This inconsistency results from the variable policy capability spread across the organisation.

We reviewed recent policy advice documents and found several examples of good quality briefing papers related to Lalanga Fou. However, these documents were mostly high-level, with limited analysis of proposals and implementation. Most 2022/23 Ministers briefings related to process matters (such as budget matters or events). There was less proactive Lalanga Fou related advice, or analysis of other agencies or Ministers proposals impacting Pacific peoples.

Other government agencies provided mixed feedback on MPP’s quality of advice. Agencies were positive about MPP’s progress to bring agencies together to develop joint work programmes. However, we also heard that MPP – though willing to engage – lacks capability and capacity to participate consistently in policy discussions.

Unlocking value from MPP’s policy advice function will depend on a range of other capability uplifts signalled in this report. Providing data and insights to people with strong policy skills and experience will help generate effective advice, which MPP can leverage across agencies through a strong system presence. These capabilities are discussed in other areas of this report (see Data and Insights, Leadership and Partnership, and Workforce Development).

Future focus



To build its policy advice capability, MPP should focus on:

- Embedding a proactive approach to advising Ministers. Advice needs to focus on targets, system shifts, results, and specific policy proposals for implementation. This advice needs to be well argued, well evidenced, and timely to help shape policy and initiatives – not just within MPP, but across the government.
- Securing and developing experienced and highly skilled policy staff. This should include a greater level of technical and subject matter expertise.¹²
- Communicating expectations around when it engages on policy issues across the system (given MPP’s small policy team, and the breadth of key Pacific related work across Government, setting these expectations across agencies is very important).
- Incorporating data into advice so MPP insights can influence the system, and in turn the development of initiatives.
- Embedding consistent quality assurance process across the organisation.

¹¹ MPP Annual Report for the year ended 30 June 2022. Reported data noted that, based on a rating scale of 1-5 (5 being highest rating), 58% of policy papers were rated as 4 or more, 17% were rated as 3, and 25% were rated as 1 or 2.

¹² Discussed further in the Workforce section of this report.

Core Function: Communications and Engagement

Question	Rating
2. For each core function, how does the agency deliver value and make a positive impact for New Zealanders?	
3. For each core function, how does the agency demonstrate increased value and impact over time?	

What we found

We found MPP’s relationships – including its communications and engagements – with Pacific communities is generally well regarded. However, MPP’s communications and engagement approach is not guided by an overall strategy and there can be lack of consistency in how stakeholders experience engagement with MPP.

Stakeholders also highlighted opportunities for MPP to develop its communications and engagement approach:

“We are seeing the Ministry evolve its engagement approach, which is good, but they [MPP] need to push on more quickly with adapting their approach to reach all of our community, particularly our youth.”

MPP’s engagement and communication models will need to adapt to the changing nature of Pacific communities. We found MPP’s engagement channels – such as its traditional reliance on churches – have evolved, and will likely continue to evolve. It is important this evolution accounts for the relative youthfulness, the growing diversity, and geographical spread of Pacific peoples across New Zealand. This is particularly relevant for language programmes which will need to factor in the growing number of different Pacific languages spoken in New Zealand.



Some stakeholders told us MPP can strengthen in this area by growing the sophistication of its engagement processes – for example by deepening and expanding the methods MPP uses to reach out to communities, particularly with Pacific youth and other communities.

Future focus

To build its communications and engagement capability, MPP should focus on:

- Developing and implementing a strategic communication approach spanning all dimensions of engagement (from informing through to empowering). This strategy should also guide MPP to the best tools and methods necessary to meet engagement and communication objectives. This strategy also needs to account for the engagement needs of other government agencies who may need to engage with Pacific peoples.
- Adapting and adopting new channels which account for the relative youthfulness, the growing diversity, and geographical spread of Pacific peoples across New Zealand. A strong focus on leveraging digital solutions to connect across communities will be important.

Core Function: Pacific Knowledge, Data, and Insights

Question	Rating
2. For each core function, how does the agency deliver value and make a positive impact for New Zealanders?	
3. For each core function, how does the agency demonstrate increased value and impact over time?	

What we found

MPP has strong Pacific cultural expertise. MPP’s staff are mostly Pacific which gives it powerful insights into the Pacific communities they engage with. MPP engages regularly through its central and regional offices with Pacific communities – and this relationship is generally well regarded.

These engagements enable MPP to gather insights on issues, trends, and opportunities for Pacific communities. If recorded, organised, and used well, this is a source of valuable quantitative and qualitative data and information to inform MPP’s service delivery and policy advice functions, and to influence the work of other government agencies. There are examples where MPP has been able to use insights from communities, and its own cultural knowledge to progress its aims. Pacific communities supported Lalanga Fou because MPP was able to reflect their needs and aspirations in this strategy.

However, MPP’s ability to leverage this cultural knowledge and expertise is limited by other capabilities discussed in this report. MPP does not have a strategic way to draw data together from across government to present an overall picture of system impacts on Pacific peoples. Similarly, limited policy advice capability means it is not able to draw this Pacific knowledge and expertise into advice and influence across government for the benefit of Pacific peoples.

MPP also need to ensure its engagement strategy accounts for changes both now and in the future across the Pacific community in New Zealand. This will ensure MPP’s insights accurately reflect

the community (discussed in the Core Function: Communication and Engagement section).

MPP is uniquely positioned to combine its cultural expertise with data and insights to support government efforts to improve outcomes for Pacific peoples. It will need to play an active role in ensuring this intelligence is available to and actively being used by other agencies who have a role in improving services and outcomes for Pacific people. Given MPP’s size and the breadth of key Pacific related work across government, MPP will need to target its system leadership efforts to where its cultural knowledge and expertise has the most impact. Areas such as Pacific languages is where MPP can bring significant value:

“Role and strategy for language and culture is exactly right and this is definitely something they need to be leading.”

There is also opportunity for MPP to leverage and maximise the impact of existing government reports and research on Pacific peoples. For example, under the terms of the Public Finance (Wellbeing) Amendment Act 2020, the Treasury is required to provide an independent report on the state of wellbeing in New Zealand at least every four years. This recently resulted in the publication of Pacific peoples’ wellbeing - Background Paper to Te Tai Waiora: Wellbeing in Aotearoa New Zealand 2022 which provides a type of ‘state of the nation’ view of Pacific outcomes. MPP can more actively inform, utilise, and build upon these types of reports to ensure the information and analysis on Pacific peoples is comprehensive and more widely understood, discussed, and used.¹³



¹³ The Auditor-General published commentary on the Te Tai Waiora report in August 2023. He noted that it provides useful information, meets legislative requirements, and has been used to inform Budget and Treasury processes but that as a stewardship report, Te Tai Waiora will only reach its full potential if it is more “widely understood, discussed, and used”. <https://www.oag.parliament.nz/2023/te-tai-waiora-commentary/docs/te-tai-waiora-commentary.pdf> Accessed November 2023.

Future focus

To build its Pacific knowledge and expertise capability, MPP should focus on:

- Developing a systematic approach to how it gathers data and generates insights to strengthen its knowledge and expertise. MPP should consider options to work with the Social Wellbeing Agency to jointly develop a technology platform and data sources to support the framework and a Pacific Wellbeing Report that is updated dynamically (see further Data and Technology).
- Developing a 'state of the nation' report of key indicators and measures to provide a centralised view of the outcomes government is delivering for Pacific people. Insights and trends revealed through this report can then be used to monitor and influence MPP and wider government departments' delivery of outcomes for Pacific people.
- Ensuring its knowledge and insights remain accurate through engagement processes that reach all Pacific communities in New Zealand (see further Core Function: Communications and Engagement below).

Core Function: Partnerships and Leadership

Question	Rating
2. For each core function, how does the agency deliver value and make a positive impact for New Zealanders?	
3. For each core function, how does the agency demonstrate increased value and impact over time?	

What we found

We heard from stakeholders that MPP can operate effectively with partners where the objectives were clear and aligned to MPPs interests. However, this level of partnership and engagement is not consistent across the Ministry and all of its relationships. MPP understands the opportunity to increase its visibility across government agencies, however, there is no obvious approach or strategy in place to deliver on this opportunity. We have rated this core function as ‘embedding’ but note there are still areas for improvement.

Without a clear strategy, MPP lacks a consistent approach to guide engagements, lead on issues, or to supporting others in a following capacity. In some contexts, MPP lacks the ability to clearly define the purpose and outcomes sought from partnerships. In some cases, MPP was seen as a passive participant or absent from discussions or engagements, including some MPP had initiated. Some stakeholders described those situations as ‘hospital passes’ or MPP ‘setting unhelpful expectations’ with communities on which they or other agencies could not practically deliver.

MPP’s capability to be able to participate and influence at the system level will also need to be lifted and maintained for it to have more positive impact. Our interviews with a range of stakeholders highlighted challenges in the consistency of engagement, and stakeholders told us MPP need to “show up and participate in a more meaningful way in policy discussions affecting Pacific peoples”.



There are several other capabilities discussed in this report which MPP needs to address to fully realise its partnership and leadership potential – particularly across government. This includes its policy advice, data and insights, and workforce capabilities (these are discussed in other parts of this report).

Future focus

In addition to other capabilities signalled, to lift Partnership and Leadership capability, MPP should focus on:

- Developing a strong overarching communication strategy and engagement plan. This will provide structure to MPP’s approach in partnering arrangements with Pacific community organisations, business, and other agencies. These arrangements should be communicated with these groups to provide clarity on MPP’s value in the relationship and to set and calibrate the expectations of the Ministry. The plan will also help focus MPP’s efforts – which is critical given its size.
- Securing senior leaders – particularly those with policy expertise – to help MPP lead more effectively across the government.

Core Function: Innovation

Question	Rating
2. For each core function, how does the agency deliver value and make a positive impact for New Zealanders?	
3. For each core function, how does the agency demonstrate increased value and impact over time?	

What we found

As a small agency, MPP needs to be targeted and purposeful in where it focuses any opportunities to apply resource and effort towards innovation. MPP has demonstrated its capacity to pivot outside of its ‘business as usual’ functions to innovatively deliver programmes for Pacific peoples which address gaps left by other agencies. The key to MPP’s success is its ability to engage and mobilise the communities it serves.

Stakeholders were positive about MPP’s contribution to the Government’s COVID-19 response

We heard positive feedback and reflections from stakeholders and MPP staff on work MPP did to help the government manage and mitigate the impacts of COVID-19 on Pacific communities. We were told about the critical role MPP played in co-designing education campaigns and communicating information to Pacific communities (for example around traffic light settings, contact tracing, and the rollout of the vaccine).

Multiple stakeholders and staff also positively referenced MPP’s efforts to support COVID-19 vaccinations. We understand MPP supported engagement with 277,000 Pacific people to be vaccinated against COVID-19.¹⁴ This engagement helped lift Pacific peoples’ vaccination rates which at the time were significantly lower than other populations including Māori.

MPP’s programmes need to be sustainable and appropriately evaluated

MPP will have to do more to unlock greater value from its innovation function. MPP will maximise its impact when it works with communities to support innovation within larger agencies (which have the levers and resources to shift outcomes for Pacific people at a greater scale).

Recently, MPP has delivered programmes and services directly to address gaps left between larger government programmes. However, a lack of long-term planning has contributed to instability among providers and participants. For example, MPP has been delivering Tupu which provides education and employment support services to Pacific communities. While Tupu has been reported as successful, the long-term plan for the service is unclear. MPP has been unable to hand this service on to a larger agency, potentially missing the opportunity to strengthen and deliver it at a larger scale by an agency such as MSD.

We heard concerns about MPP’s programme evaluation processes. Agencies commented that the Tupu evaluation did not account for negative impacts in the broader system context. Future evaluation plans should be designed early and with input from larger government agencies to ensure findings will be considered viable (and therefore influential) by other agencies. High quality evaluations will help provide MPP with evidence on how and why different approaches work well for Pacific communities.

¹⁴ MPP Annual Report for the year ended 30 June 2022.

MPP needs to be clear about the role its commissioning function plays within the wider system

Through the change process, we understand MPP will introduce a new Commissioning Directorate to “lead all elements of the commissioning cycle – planning, design, monitoring, and review of services. It will be responsible for leading regional (and national when required) functions for investment, procurement, probity, and contract administration processes.”

At the time of this review, details about this Commissioning Directorate were not available to stakeholders. Despite this point, external stakeholders were concerned about the potential overlap and duplication of MPP’s commissioning function with other commissioning services across government. Currently, without the benefit of more information about the Commissioning Directorate, we are still unclear about how MPP’s commissioning function will differ from existing fund management and contracting arrangements that exist elsewhere in the system, including how it will complement similar approaches such as the commission role of Pasifika Futures.¹⁵

MPP staff told us previous attempts to innovate and then influence wider system design (for example by successful initiatives being mainstreamed by larger agencies) have not been successful. MPP’s commissioning function may succeed provided it is guided by a clear strategy and prioritisation process linking back to the Lalanga Fou goals and existing initiatives across government.

If MPP progresses a commissioning function, it should carefully consider the outcomes sought, and the cost effectiveness of this function – particularly over the medium to longer term. We recommend that MPP consider and take into account the insights and recommendations from the *How well public organisations are supporting Whānau Ora* and whānau centred approaches report released by the Office of the Auditor-General in February 2023.¹⁶

The Auditor-General noted that public organisations should consider whether to make greater use of Whānau Ora’s commissioning infrastructure before developing alternatives. On this basis, MPP should consider at what point it is cost effective to transfer the delivery of initiatives it establishes or incubates to other agencies with the scale and capability to lead them in the longer term.

MPP should also seek opportunities to drive and support targeted innovation through its other teams including, for example, those focussed on policy, data, research and evaluation, and partnerships. MPP needs to improve its ability to generate data and insights and use these to inform policy and service design and implementation decisions (see Data and Technology, and Core Function Policy Advice).

Future focus

To build its innovation capability, MPP should focus on:

- Adapting MPP’s operating model to ensure different parts of the organisation – such as policy, data and insights, and communications – can contribute to innovation and service design.¹⁷
- Defining and scoping MPP’s functions to complement existing functions elsewhere in government.
- Positioning itself as an innovation incubator for alternative service delivery models. This includes co-designing and trialling new initiatives to bridge gaps in the intervention logic supporting improved Pacific outcomes. Lessons learnt around what works for Pacific communities can then be adopted and scaled up by larger agencies.
- Develop strong evaluation methodologies, processes, and capabilities, and then influentially share these insights with key partners across government and other agencies.

¹⁵ [Pasifika Futures](#) has been a Whānau Ora Commissioning Agency, contracted by the Government since 2014. They are a large-scale organisation responsible for identifying and understanding the aspirations of Pacific families and developing, supporting, and investing in a portfolio of initiatives and programmes to deliver progress towards family outcomes. They commission a range of community partners to deliver services and initiatives to Pacific whānau.

¹⁶ *How well public organisations are supporting Whānau Ora and whānau-centred approaches* (oag.parliament.nz).

¹⁷ See further the Operating Model section of this report.

5





Capability

This section provides a targeted consideration of each element of an agency's capability. It considers the readiness of each capability to support the future contributions expected of the agency. Ratings and rating justifications are provided, along with future focuses which identify factors which could impact capability over the time frame of the Future Excellence Horizon.

In this section:

- Leadership, Culture, and Direction
- Collaboration and Delivery
- Workforce
- Public Finance and Resource Management

Leadership, Culture, and Direction

	Rating
<p>Purpose, vision, and strategy</p> <p>6. What is the agency’s capability to develop and articulate a relevant and aligned purpose, vision, and strategy to staff and stakeholders?</p> <p>7. What is the agency’s capability to consider and plan for possible changes in its purpose or role in the foreseeable future?</p>	
<p>Leadership and governance</p> <p>8. What is the agency’s capability to exercise relevant system and sector leadership roles?</p> <p>9. What is the agency’s capability to implement and adapt governance arrangements to support effective organisational performance and delivery?</p> <p>10. What is the capability of the agency’s senior leadership team to provide collective leadership and direction and to implement change?</p>	
<p>Values, behaviour, and culture</p> <p>11. What is the agency’s capability to develop and promote the Public Service and organisational behaviours, values and culture needed for the agency to succeed?</p>	
<p>Continuous improvement</p> <p>12. What is the agency’s capability to encourage, use, and learn from evaluative activity?</p> <p>13. What is the agency’s capability to report, monitor and use performance information?</p>	

Future focus for: Leadership, Culture, and Direction

To help MPP build the Leadership, Culture, and Direction capabilities necessary to deliver on the Future Excellence Horizon, we recommend MPP focus on:

- Providing greater clarity across the organisation regarding how it will deliver on its role and purpose.
- Ensuring MPP’s Chief Executive is supported by suitably experienced second and third tier leaders and managers, who individually and collectively, have the ability lead MPP and influence across other government agencies, and with other stakeholders.
- Developing consistent messaging on the behaviours and values MPP needs, and systematically and effectively communicating these to staff.

Purpose, vision, and strategy

MPP has a clearly articulated vision, purpose and stated strategic intentions to deliver against the government's priorities for Pacific peoples. Staff and stakeholders understand the alignment between MPP's strategic intentions aspirations and Lalanga Fou goals.

MPP's organisational values and culture align with MPP's goal and role. MPP's staff identify strongly with MPP's mission to improve outcomes for Pacific peoples (this is discussed further in the Workforce section of this report).

All MPP staff we spoke to identified MPP's role as principal advisor to government on policies and interventions that improve outcomes for Pacific peoples, but few were able to articulate how that will be achieved. In order to achieve the Future Excellence Horizon, MPP needs greater clarity across the organisation on how it will deliver on its purpose.

Leadership and governance

Stakeholders we spoke to have been especially positive about the current Chief Executive's leadership since commencing in the role. MPP's change process provides the Chief Executive with the opportunity to build a strong, focused senior leadership team who can collectively and individually lead the organisation to deliver MPP's stated purpose and vision.

MPP (particularly the Chief Executive and the senior leadership team) will need to have the capability to demonstrate strong leadership across the system on matters affecting Pacific peoples and their communities. Demonstrating an understanding of, and reflecting in the Ministry's leadership structures, the diverse Pacific communities MPP serves will continue to be important.

Leadership within the Ministry will need to authorise and drive a culture of connection, collaboration and be assertive of the role of MPP plays at the system level.

There have been several changes aimed at improving executive level governance as MPP grappled with ensuring these were fit-for-purpose in the face of significant growth. Changes include, for example, establishment of a Te Ivinui Tier 3 governance group

and an attempt by the Executive Leadership Team to distinguish between strategic, operational and compliance governance matters.

At present, MPP's leadership and governance is not well placed to provide collective leadership, ensure adaptive performance, and exercise system and sector leadership to deliver over the medium term. For example, there is limited forward planning for known strategic milestones and information is not always sufficient to ensure robust decision-making (such as risks/mitigations). The new Chief Executive has implemented some changes, and further work to improve the scope, processes and culture around governance is in the early planning stages.

To achieve greater impact, the Chief Executive will need support from suitably experienced second and third tier leaders and managers, who individually and collectively have the ability to take their place in MPP and across government, business and into Pacific communities.

Values, behaviour, and culture

MPP has a strong foundation to build the values, behaviours, and culture necessary for its success. A strong spirit of service ethos can be found across MPP's staff which is committed to serving the communities they often come from and are connected to. However, MPP is currently unable to capitalise on this foundation.

Two recent staff engagement surveys revealed a somewhat defensive, fragmented working environment in some parts of the organisation. Staff reported that they do not consistently see expected behaviours and values demonstrated, particularly at a leadership level. We understand this will be addressed in part through the change process underway, but it will also require further concerted effort to build a cohesive and positive culture across the organisation. This is particularly important given MPP's geographically distributed structure.

MPP has recently developed an Internal Communications Strategy, and an intranet will be established soon. MPP needs to consider how it can use these channels, and others, to provide consistent value and behavioural messages systematically to MPP staff.

Continuous improvement

A monitoring and evaluative approach and learning culture has not previously been a strong focus in MPP's work. We expand on this point below, however, as a small agency MPP's influence needs to flow from its ability to understand and report with authority on matters that make a difference to the lives of Pacific people, their whānau and the communities in which they live.

To be able to do this, MPP needs to be able to monitor, evaluate, and report on what works and what does not in terms of policy and service design and delivery, taking a continuous improvement, evidence-based approach.

MPP currently misses some opportunities to draw meaningful insights from current evaluative work. For example, we found that meeting statutory planning and reporting requirements tend to be extractive processes which lack ownership and insight across the Ministry, resulting in missed opportunities for reflection, learning and improvement.

Progress is being made in some areas. For example, there is now a small team at MPP focussed on research and evaluation, and we were also told of some examples of evaluation work that have been undertaken by MPP (for example of Tupu Aotearoa).

The Executive Leadership Team also approved a Monitoring, Evaluation and Learning Framework for the Ministry in April 2021. Key elements of the Framework are currently being implemented through a refreshed Business Planning approach for the Ministry's 2023/24 work programme. Sustaining this will require management buy-in and ongoing commitment.





More robust monitoring and evaluation processes and methodologies are required to provide data and insights to measure performance, and to improve the design and development of programmes and initiatives to track their contribution towards delivering those priorities.

Managers will also need to understand and have the capability to ask insightful questions about the progress and performance of the work programmes they manage, and to draw on monitoring data to continuously adapt and improve for optimal performance and impact.

There are no overall guidelines and standards for monitoring and evaluation across MPP, and we understand MPP has had limited success in influencing other agencies based on the results of some evaluations it has completed. A Research and Evaluation Strategy for MPP is currently being developed, which could potentially address these issues.

Overall, we concluded that taking more of an evaluative approach and embedding a learning culture across the organisation as a whole is an area of considerable opportunity for MPP. It may enable MPP to increase quality and ensure evaluation findings are more influential through early engagement with other agencies and sector experts on the design of evaluations.

Collaboration and Delivery

	Rating
<p>Customers, clients, and citizens</p> <p>14. What is the agency’s capability to understand customers, clients, and citizens’ medium and long-term needs, and using these to innovate and drive better experiences?</p> <p>15. What is the agency’s capability to employ service design, continuous improvement, and innovation in developing its services?</p> <p>16. What is the agency’s capability to be open, transparent, and accessible in actively engaging with stakeholders and citizens?</p>	
<p>Māori-Crown Relationship</p> <p>17. What is the agency’s capability to develop and maintain its engagement with Māori and to understand and incorporate Māori perspectives?</p>	
<p>Operating model</p> <p>18. What is the agency’s capability to develop and adapt an operating model to support delivery of Government priorities and its core functions?</p> <p>19. What is the agency’s capability to evaluate service delivery options?</p>	
<p>Partnerships and external engagement</p> <p>20. What is the agency’s capability to contribute to the success of the agency’s wider operating system(s), including collaborating with partners and providers?</p> <p>21. What is the agency’s capability to manage its context with external stakeholders and the public?</p>	

Future focus for: Collaboration and Delivery

To help MPP build the collaboration and delivery capabilities necessary to deliver on the Future Excellence Horizon, we recommend MPP focus on:

- Exploring alternative engagement channels to reach hard to reach Pacific cohorts.
- Implementing a continuous improvement approach to improve how MPP engages with Pacific people, communities, and providers. This should include seeking feedback from stakeholders, for example through use of surveys, and a more nuanced and tailored approach to working with individual stakeholders that aligns with MPP’s strategic aims set out in Lalanga Fou.
- Developing an engagement plan which recognises and reflects the engagement needs of various communities and stakeholders across the country.
- Implementing an operating model that ensures key functions (such as policy, leadership, and data and insights) are resourced and focused to deliver Lalanga Fou.

Customers, clients, and citizens

MPP has strong capability to understand Pacific peoples, particularly given the high proportion of Pacific staff with a lived experience of Pacific communities. However, there is an opportunity to develop its systems and capabilities to translate that experience into advice and service design that more effectively responds to the needs Pacific peoples medium and longer-term needs.

MPP recognises the opportunity to improve the customer experience (customers in this context means Pacific communities across New Zealand). Currently, MPP does not have a continuous improvement approach to the people and communities it serves. Feedback surveys are used infrequently and do not tend to capture the sort of information required to inform future services delivery. It also has limited ability to use the information it does have to drive innovation and better experiences for the people it serves. For example, engagement with clients tends to be reactive and transactional and it can be difficult for the 'customer' to contact MPP.

MPP understands customers find it difficult to navigate its website to access programmes and services. MPP told us its social media pages are its most effective communication channel followed by its website for its stakeholders. Regional offices also communicate with local communities. There are opportunities to improve engagement through other channels (for example, radio) to reach Pacific cohorts lacking access to digital communication and transport.

MPP has limited systems and processes to support designing services and ensuring continuous improvement. Evaluation does not adequately capture customer voices to help MPP improve business processes, contract monitoring is administration heavy, and the lack of operational policy causes an inconsistent application of rules.

Overall, MPP has a limited pool of capability for data and business analysis, and is often stretched in trying to support initiatives across the organisation. This is also true with overall capacity. The lack of foundational systems and processes means people are often stretched and not able to respond appropriately to providers and customers.

To reach the Future Excellence Horizon, MPP needs to maintain an active and strategic approach to

strengthening how it engages and works with the people and communities it serves on an ongoing basis.

Implementing a continuous improvement approach is necessary to ensure MPP is able to represent the growing and changing Pacific population and to ensure it has current and in-depth knowledge of issues and opportunities for Pacific peoples. MPP should develop surveys to help benchmark performance.

MPP, as part of this work, should consider and develop a clear approach to working with Pacific people and communities, and Pacific organisation and providers. A systematic approach to processing and using data about Pacific peoples is also necessary to successfully implementing a continuous improvement approach.

Māori-Crown Relationship

MPP has relatively strong capability to engage and understand the perspectives of Māori. MPP's commitment to supporting the Māori-Crown relationship is reflected in MPP's Te Tiriti o Waitangi Statement (signed by Tutua – MPP's senior leadership team – in December 2021) which commits MPP to:

- Partnership: Working together with Tangata Whenua (iwi, hapū, Māori organisations and mana whenua) seeking to connect, collaborate and engage meaningfully and at depth with Māori, especially on shared issues and initiatives of importance.
- Participation: Ensuring Māori have a say in decisions in the Ministry's work that could impact and affect them, to also acknowledge the present and growing population of Pacific peoples who also identify as Māori.
- Protection: Using Te Reo, kawa, tikanga, taonga and Te Ao Māori knowledge and resources, including providing opportunities for Te Tiriti o Waitangi training, in the most acknowledging, respectful, relevant, and appropriately fit-for-purpose ways.

Guidelines were prepared to assist managers with their business planning to include consideration of MPP's Te Tiriti o Waitangi commitments.

MPP has established Tauhi Vā/ Tauhi Vaha'a (a Te Reo and Te Tiriti learning programme) in order to strengthen Māori Crown relations and to contribute to the Whāinga Amorangi work programme. An independent review panel considered this

programme to be aligned with the Whāinga Amorangi Phase One Plan.

MPP's approach in working with Ngāti Whatua on the Dawn Raids apology and other local level initiatives in Tamaki Makaurau is an excellent example of a government agency working in the spirit of partnership with Iwi. We also heard from Te Arawhiti that MPP is easy to work with, noting Pacific peoples experience similar challenges to Māori. A Te Tiriti o Waitangi "audit" of 2023/24 Business Plans will also be conducted by the MPP internal Cultural Practice Lead to:

- Review business plans to identify opportunities for incorporating MPP's Te Tiriti o Waitangi commitments in MPP's work.
- Advise how best to incorporate these opportunities in relevant areas of work.
- Advise the identification of outcomes, indicators, and measures to monitor and account for MPP's commitment to Te Tiriti o Waitangi obligations.
- Establish a firm foundation for embedding Te Tiriti o Waitangi commitments into MPP's Business Planning in the future.

There is opportunity to develop further partnerships with Iwi and Māori in communities where Māori organisations are supporting Pacific families in urban and rural areas, such as those existing in the Tairāwhiti region. MPP also has an MoU with Ngāti Whātua in Tamaki Makaurau, and there is the potential to enhance this further to fully leverage the partnership.

There is opportunity for MPP to identify the regions and communities where it is strategically most important to build strong levels of Māori capability, and more deliberate action planning to ensure these areas maintain the right level of capability for engagement with whānau, iwi, and hapu.

Operating model

MPP acknowledges that its work – in particular its recent initiatives – is developed in a cross-functional way, drawing on the different functions of the organisation. In its most recent Briefing to the Incoming Minister, MPP notes this cross functional collaborative approach is critical to our effectiveness.

One example of MPP's cross functional work is the Pacific Aotearoa Community Outreach

Programme. The Programme brings together members from the Regional Partnerships, Service Delivery, Communications, Operational Policy, and Procurement teams.

During our interviews, we were also told of other examples, including work to develop and progress MPP's housing work programme.

However, we do see further opportunities to improve the operating model. Some MPP staff noted an opportunity for MPP to generate more insights from the initiatives and services it directly provides. These can be used to shape policy both within MPP and across other agencies.

Some stakeholders were concerned about duplication and inefficiencies resulting from MPP's shift towards a direct delivery and commissioning model (this issue is particularly acute in housing and Pacific business areas). These stakeholders think MPP could contribute to improved outcomes for Pacific peoples by focusing its operating model on MPP's policy and system leadership role.

"They [MPP] need to concentrate on policy and leave the delivery up to the big agencies who are well resourced to do those things."

Shifts required to improve MPP's operating model

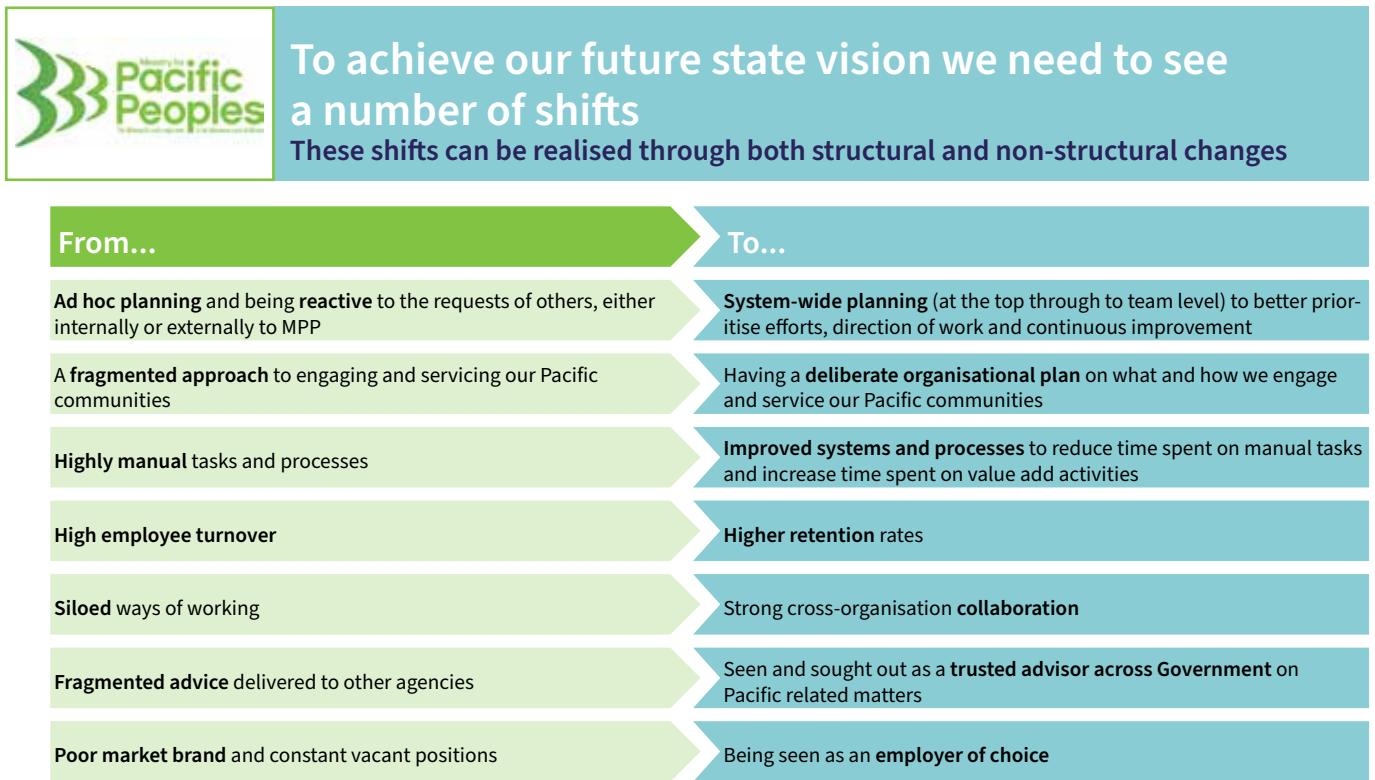
MPP will need to ensure that its operating model emphasises functions critical to delivering Lalanga Fou. This includes its policy advice, leadership, and data and insights functions.

As noted previously in this report, it is also important that the operating model functions are clear, do not unnecessarily duplicate and are well co-ordinated with the roles and operations of other agencies or government initiatives. MPP's operating model will add the most value if it is focused towards system oversight and monitoring activities and enabling MPP to play a more active policy leadership role.

A continuous improvement approach (learning by doing, stopping what does not work) which draws on evaluation, monitoring, data, insights, and evidence – will also be necessary to adapt the operating model over time.

We agree with the following shifts recently identified in MPP's change process to improve the organisation's operating model. (See Figure 3 on the next page).

Figure 4. Overview of shifts needed for MPP to succeed



We are encouraged by actions already underway to improve the operating model. MPP’s Chief Executive has recently established a small team (along with governance support) to develop the refreshed operating model. This work is in the early stages and will take some time to develop and implement. An implementation plan to accompany the final refreshed model is also being developed.

Partnerships and external engagements

Discussed previously in the Core Function: Partnerships and Leadership section, MPP needs to develop a range of capabilities to effectively partner and influence parts of the government system that have the most significant effect on Pacific peoples, such as education, health, housing, social development, and justice.

In respect to partnering and engaging with non-government stakeholders, MPP has built a sound foundation. It has strong relationships with Pacific communities, particularly in cities such as Auckland. We heard of some good collaboration with philanthropic, communities and providers. MPP is also represented and visible at key Pacific events.

However, MPP has received feedback that pockets of the community are asking for greater levels of support and assistance, tailored to the needs of

their communities, which differ across the country. This reflects the lack of a nuanced and focused engagement plan.



We also heard MPP has poor project planning practices, and low event management capability for Ministry-wide engagements:

“Events are really important for us, and we need to be able to plan for and deliver these professionally so they can be effective, and we can be proud of the difference they make in our work. That’s not where we are now.”

Given the role MPP plays in arranging events (both face to face and online), it needs to develop and maintain sufficient event planning and management capability to credibly fulfil this role.

Overall, to support MPP to reach the Future Excellence Horizon, MPP will need to develop a more nuanced approach to external engagement. MPP should develop an engagement plan reflecting the changing needs of different communities and identifying the roles of MPP’s central office and the regional offices. The engagement plan should also reflect the role different providers, partners, and government systems play in various communities. A systematic approach to capturing and using data from engagements is also necessary.

Workforce

	Rating
<p>Workforce development</p> <p>22. What is the capability of the agency to develop its people (including its diversity and leadership)?</p> <p>23. What is the agency’s capability to anticipate and respond to future capacity and capability, and how are they organised to meet demand?</p>	
<p>Performance focus</p> <p>24. What is the agency’s capability to promote and develop a high performing workforce?</p> <p>25. What is the agency’s capability to manage or improve performance that is not meeting expectations?</p>	
<p>Workforce engagement</p> <p>26. What is the agency’s capability to maintain positive and effective relationships with its employees, employee networks, and unions and other groups?</p> <p>27. What is the agency’s capability to develop and maintain a safe, inclusive, and engaged culture and workforce?</p>	

Future focus for: Workforce

To help MPP build workforce capabilities necessary to deliver on the Future Excellence Horizon, we recommend MPP focus on:

- Securing expert and experienced change management capability to support the current change process.
- Developing a workforce development strategy and plan which provides a staged approach to identifying, recruiting and retaining critical capability (such as policy and leadership capability). The plan should have clear linkages to MPP’s priorities and inform roles and competencies.
- Developing and implementing a clear approach to staff development that targets capability gaps (including policy advice skills), performance management, planning and project management, and equipping staff with professional tools and systems.
- Improving the performance management system to properly recognise, reward, develop and retain critical capability, and to address concerns performance is not managed adequately.

Workforce development

MPP has several courses and programmes in place to upskill their staff. Examples include the Te Reo and Te Tiriti courses that are regularly run for staff at all levels of the organisation, and that we understand have had good uptake by staff. MPP is also developing manager training for all people leaders. However, MPP has advised it has focused more on recruitment rather than developing existing staff.

MPP does not have a comprehensive organisation and workforce strategy. This has resulted in an inconsistent approach to workforce skill development. Due to the lack of forward-looking priorities, MPP struggles to plan for future workforce capability needs. MPP management said they are aware of these capability and capacity gaps, but they lack a plan for addressing these them.

We heard views from multiple stakeholders about the capability of MPP's senior leadership. MPP has a significant system role to play, however, views were expressed about MPP's ability to effectively 'be at the table' and have influence on key public policy matters affecting Pacific peoples. There were also concerns about senior leaders' ability to manage MPP internally. Governance arrangements are at times unclear and there are concerns about decision making and prioritisation processes. Improvements are underway as part of the change process, but these will need to keep pace with the expectations set by government and Lalanga Fou.

Some stakeholders were also concerned about the lack of diversity within MPP's leadership. There are perceptions that some Pacific communities are not well represented at MPP's executive level. Some stakeholders commented that cultural and status-related norms can impact engagement, particularly with an all-male leadership team, several of whom hold Chiefly titles.

The lack of a clear strategy to address workforce capability issues is a significant challenge for MPP given its size. We heard that MPP faces recruitment and retention challenges – particularly in respect to the remuneration it can offer, and particularly for more senior roles. Without a workforce development strategy and plan, MPP is unable to target recruitment and remuneration in a systematic way. This makes it difficult for MPP to attract and retain talent such as experienced policy staff and leaders (which is a critical skill MPP needs to deliver on Lalanga Fou).

MPP acknowledges it has ongoing issues with attraction and retention of high-quality staff. Staff retention and recruitment is an area where immediate attention is needed. This was highlighted in a recent all-staff survey and engagement conducted as part of the change management process. At the time of this review, the Chief Executive was considering ways she may be able to attract the capability required.

Looking towards the future, MPP should focus on:

- Acquiring expert and experienced change management capability – MPP should consider sourcing experienced capability to support the successful implementation of its new structure and building the workforce capability necessary to for MPP to deliver.
- Creating and implementing a workforce development plan – this plan is already in development as part of MPP's 2023 change process. The plan will need to provide a staged approach to identifying and then recruiting and retaining critical capability (such as policy and leadership capability, and system monitoring and data insights expertise). This plan should include clear interventions to target roles that are more difficult to recruit.
- Staff development – MPP needs to focus on lifting staff capability, particularly in areas that MPP staff identified as skill gaps, such as performance management, planning and project management, and equipping staff with professional tools and systems. MPP may wish to explore seconding staff to and from other Public Service agencies in order to grow in-house capabilities over the medium to long term.

Performance focus

Existing performance management systems and processes currently lack the maturity to sufficiently promote and develop a high performing diverse and inclusive workforce. Work is also required to link performance back more clearly to organisational outcomes.

Managing performance is an area requiring ongoing focus within MPP. Staff indicated to us a lack of confidence in MPP's ability to manage poor performance and feel existing performance management processes are not effective. The 2022 MPP Engagement Survey supports these findings: only 36 percent of staff agreed with the statement "Poor performance is managed effectively at MPP".

We heard from some internal and external stakeholders that there is a perceived culture of 'over promotion' within MPP, particularly at the manager and principal adviser level.

As a small agency, it is critical for MPP to get the most out of its resources – including its workforce. A clear workforce plan reflecting MPP's priorities is required, and competencies and roles should then be linked back to this. This will ensure a strategic approach to workforce development and will help demonstrate the need and focus for roles.

Along with strategically aligned competencies, the performance management system should include clear policies and processes that provides confidence to staff that performance management expectations and practices are fair, consistent, and clear. Managers need sufficient capability, processes, support, and tools to maintain oversight of performance and they need to be empowered to make decisions when performance is lacking.

Workforce engagement

MPP's staff are proud of the organisation's purpose and enjoy the work they do. We heard from current MPP staff and stakeholders that MPP's purpose to improve the lives of Pacific peoples is a significant factor attracting people to work at the Ministry.

We understand MPP also has a range of policies and systems in place to promote a safe workplace. Examples include Health and Safety, Bullying and Harassment, and Wellbeing policies. A Health and Safety committee also meets monthly to discuss

arising health and safety issues. Safety issues are taken seriously and are dealt with exclusively by the Human Resources team. MPP should continue to use and develop these systems.

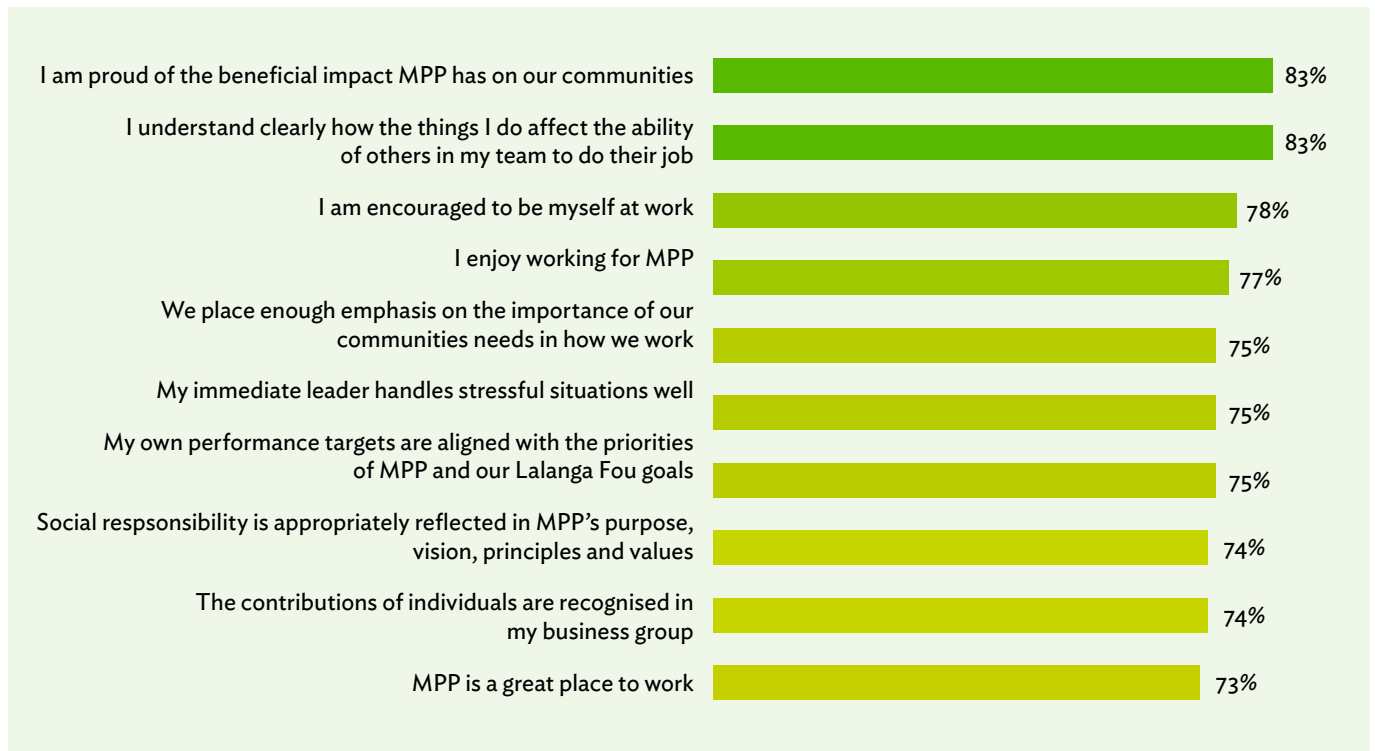
MPP's capability to manage employee relations is primarily managed by the HR team within the organisation and should issues arise, they work very closely with the relevant Ministry manager. This is appropriate but we have concerns given the small size of the HR Team and the size of the various staff recruitment, development, and performance management challenges ahead. We were also not aware of an employment relations strategy to support an approach – going forward this will be required to ensure HR effort is targeted to where it will have most impact in relation to the Future Horizon.

We commend MPP for its sustained efforts to understand its staff. For the past three years, MPP has completed engagement surveys with staff and reported the results back to staff. Recently, each MPP business unit developed an action plan in response to survey findings. This is a positive development, and we encourage MPP to find ways to use engagement information to build an effective organisation culture and staff engagement.





Some people identified concerns about the level of communications regarding the ongoing change process and poor performance management processes as a driver of disengagement. We note, however, that our performance focus recommendations should help address these concerns.

In terms of future focuses, MPP should continue to build and leverage the strong connection people have to the Ministry, and the spirit of service they show to the communities they serve (many of which come from those same communities). A stronger organisational strategy around how MPP will deliver Lalanga Fou will help support positive engagement. Developing and implementing an employment relations strategy is also best practice.

Figure 5. MPP's 2022 Engagement Survey excerpt



Public finance and resource management

	Rating
<p>Investment and asset management</p> <p>28. What is the agency’s capability to manage investment and assets to support service delivery and drive performance improvement?</p>	
<p>Data and technology</p> <p>29. What is the agency’s capability to manage and use information as a strategic asset?</p> <p>30. What is the agency’s capability to leverage technology to drive improvements in service delivery and outcomes?</p>	
<p>Public finance management</p> <p>31. What is the agency’s capability to understand, plan, direct and control financial resources to ensure sustainable value-for-money?</p>	
<p>Risk and assurance</p> <p>32. What is the agency’s capability to identify and manage agency, Crown, and system-wide risk?</p> <p>33. What is the agency’s capability to provide assurance that organisational risks are effectively managed and internal control environment improvements are appropriately prioritised?</p>	

Future focus for: Public finance and resource management

To help MPP build the public finance and resource management capabilities necessary to deliver on the Future Excellence Horizon, we recommend MPP focus on:

- Upskilling management and staff across MPP to leverage and drive benefits from recent technology investments in its organisational performance management system.
- Identifying and working with key data expert partners (such as the Social Wellbeing Agency) to strengthen MPP’s ability to access and use information.
- Developing regular reporting of key Pacific peoples’ outcome indicators.
- Embedding financial management responsibility across the organisation – particularly at senior leadership levels.
- Adapting third party procurement processes to build off-ramps for projects and to strengthen procurement and contract management processes to ensure the effective end-to-end delivery of funded initiatives delivered by MPP. Relatedly, contract outcomes should be tracked to understand how they support Lalanga Fou.
- Embedding a culture of risk awareness across MPP and ensuring timely risk information is available to decision-makers.

Investment and asset management

MPP administers a significant pool of non-departmental funding for community programmes and initiatives delivered by third parties. The ‘Public Finance Management’ section below addresses this function.

MPP has a small number of assets including vehicles, computer equipment and office equipment. It works closely with MBIE and MfE to ensure its assets are managed in line with wider Public Service priorities. For example, MPP’s capital plans have a strong focus on carbon footprint reduction.

MPP is scheduled to replace its vehicle fleet – its largest asset – with more environmentally friendly electric or hybrid vehicles. We were pleased to see this process follow procurement best practices. MPP is also committed to complying with the Government Chief Digital Officer requirements and ensure that any technology capability is compatible with other agencies. This commitment is reflected in its current laptop replacement programme.

We do not anticipate MPP’s assets or asset-types to grow or change over the medium term. Therefore, we think their current level of capability should be sufficient to meet MPP’s investment and asset needs over the medium term. There are opportunities for finance and resource management and governance capabilities to grow outside of the Corporate Group. For example, managers across the organisation do not always have the skills and experience to manage their team/project budgets well and in line with what would be considered common or best practice.

Data and technology

MPP is progressing technology improvements in its organisational performance management system. Examples include Kātoatoa (a fully integrated Information Technology system integrating financial management, grants management, and customer relationship management capabilities) and the implementation of PowerBI and dashboards. These capabilities support organisational management and continuous improvement.

MPP is also progressing work (Akono) to address Archives NZ’s Maturity assessment 2021 findings. Archives NZ recently reviewed MPP’s progress and noted that MPP’s maturity moved from “beginning” to “progressing” or “managing”.

While new technologies are being implemented, we found inconsistent willingness and ability to use these new technologies across the organisation. MPP staff commented that the Ministry has limited change capability to use technology to improve business processes, service delivery, and outcomes. To address this, MPP will need to train management and staff across the organisation to leverage and drive benefits from these technologies.

Using information as a strategic asset

We heard from multiple stakeholders that significant opportunities exist to improve how data and insights relating to Pacific peoples is gathered, analysed, and used to monitor impacts and improve the effectiveness of government systems and services for Pacific peoples. Data experts advised us that existing government data sets are not fully utilised. MPP also identified that MPP-administered initiatives provide sources of data and insights that are underutilised. There are opportunities to incorporate these data sources into Pacific peoples focused outcome indicators, and to report on these indicators regularly.

These opportunities are well understood. MPP’s Chief Executive highlighted data and insights as a focus area. Stakeholders were also encouraged by MPP’s efforts to progress some data initiatives. However, MPP’s current capacity and capability limits its data and insights progress. MPP also lacks a strategy to address these challenges.

Responsibility for unlocking the value of this data does not lie with MPP alone, given its size and capacities. MPP should focus on identifying partners (government data experts such as Social Wellbeing Agency (SWA) and Statistics New Zealand) and work with them to strengthen MPP’s ability to access and use information. MPP should also develop a data and insights strategy to clarify how it works with partners and address the capabilities MPP needs internally to utilise the data.

There is an opportunity for MPP to step in and play a more active system role through regular reporting of key Pacific people outcome indicators. This form of state-of-the-nation report can help support MPP’s leadership across the system.

Public finance management

Given the significant increase in its baseline over the past four financial years, MPP has taken considerable steps to grow its capabilities in public finance management. MPP has successfully delivered a new Financial Management Information System (FMIS) which will strengthen internal controls and reporting. The FMIS, alongside other tools MPP is implementing (new customer relationship management, human resources, and information management systems) should provide for greater transparency and accountability.

The challenge for MPP lies in distributing its public finance capability across the organisation. There is currently an overreliance on a small number of people to discharge their Public Finance Act responsibilities. This overreliance has resulted in gaps – highlighted in the sensitive expenditure incurred by MPP in relation to its outgoing Chief Executive in October 2022.

The Commission reviewed this expenditure and found that while the farewell had a justifiable business purpose, the expenditure was neither moderate nor conservative and approvals did not comply with MPP internal delegations. This event has eroded trust and confidence in MPP's ability to manage funding and resources in an appropriate manner. This event highlights the risks, and is a learning opportunity for MPP to embed a culture of prudent financial accountability more widely across the organisation.

Overall, we see a significant opportunity for MPP to lift its public finance management capability. This sentiment was reflected in interviews:

“MPP has ‘at level’ capability at the senior level to be able to operate effectively through the Budget process, but will need to widen and deepen the succession capability for some roles.”

MPP needs to focus on lifting and embedding financial management capability across the organisation. Managers across the organisation need to be able to effectively engage in business planning activities and properly understand and use appropriate financial controls to ensure public funds are support good outcomes for Pacific peoples. This capability is particularly important at the senior level to ensure public finance resources are used responsibly.

Contract management

MPP contracts third parties to deliver programmes for the benefit of Pacific communities. There are significant opportunities for MPP to build capabilities in this area to ensure contracts for services deliver the best value-for-money for the community.

We were told of risks to programme and provider sustainability that were being created due to a lack of forward planning. We also found that MPP's contracting approach focuses heavily on outputs rather than outcomes:

“MPP is behind other agencies in terms of how they do contracting...other agencies are well ahead compared to MPP in this regard, they have been working on outcomes based contracting models for some time now... MPP seem more interested in a ‘ticking box’ approach.”

MPP has an opportunity to reset its procurement and contract management approach to address these issues. Building off-ramps into contracts means successful programmes can be migrated to longer-term funding solutions, and less successful programmes can be wound down which frees that funding for relatively higher value programmes. A shift towards tracking outcomes will help MPP understand the impact of these contracts and how they support Lalanga Fou.

MPP should also consider how best to structure longer-term contracts given the opportunities presented by its appropriation structure. Recently, MPP was given a multi-category multi-year appropriation which provides it with greater flexibility to move funding over longer periods of time. We understand this was as part of a trial approach and we are not clear if this will continue. MPP will need to work with Treasury to understand future options and assess implications in relation to its contracting approach with providers.

MPP's proposed new Commissioning approach should aim to provide further clarity around improved contracting and funding arrangements.

Risk and assurance

MPP's risk management capability is currently underdeveloped, however, MPP has recently taken steps to lift capability and capacity in this area, including:

- Maintaining an Assurance, Risk, and Advisory Committee which advises the Executive Leadership Team and plays a governance and monitoring role over the Ministry's audit, risk, and financial management systems.
- Developing a framework and tools for identification and management of risks. The project began in 2022, and currently an updated Risk Management Policy and Framework is being developed based on AS/NZS ISO 31000:2018 and best practice.
- Developing MPP's first Internal Audit plan (due in 2024).
- Making better use of externally developed assurance tools, policies, and guides to drive continuous improvement within MPP, such as the Ministry's Protective Security Requirements and Privacy Maturity Assessment Framework and Archives Act compliance audit.

These are encouraging developments, and we believe that these actions over time will lift MPP's use of assurance to manage risk and improve delivery. However, this work is in early stages and being driven by a few key people in the organisation.

In addition to these actions, MPP needs to find ways to embed a culture of risk awareness across the organisation and ensure timely information is available to decision-makers. Risk management capabilities varies across the organisation – MPP needs to lift this capability across business groups and leaders.

Appendices

Appendix One – Purpose of Performance Improvement Reviews

The Performance Improvement Review Programme (the Programme) is an initiative to lift agency and system performance across the Public Service, to help advance the Government’s priorities and drive results and outcomes for New Zealanders.

The Programme provides a consistent basis for driving performance of agencies and systems and identifying the actions necessary to lift their performance. Performance Improvement Reviews take a forward-looking approach to identifying what is expected from an agency or system over the following 4-10 years, the capability of an agency or system to meet those expectations and the challenges they may face along the way.

The Programme has separate models for agency and system reviews, to reflect the differences in focus:

- During an agency review, independent Lead Reviewers use the Agency Performance Improvement Model to evaluate the performance and capability of the agency and to identify priority areas for improvement. Each agency is rated on a number of elements, including its delivery of Government priorities and core functions and organisational management. Organisational management covers aspects such as leadership and direction, how the agency focuses on delivery for customers, clients and citizens, and how it manages key relationships, its workforce, finances and other resources.
- System reviews take a broader lens to support groups of agencies and chief executives to work together to deliver shared outcomes and work across common customers, clients, and businesses. For example, they can be used to support the delivery of the Government Targets and other priorities that span multiple government agencies. They are also led by independent Lead Reviewers and are based on the System Performance Improvement Model.

The Programme provides independent, future-focused reviews to inform the strategic direction and performance of public service agencies. Reviews provide Ministers with an important lever to shape the long-term direction, focus and performance of their agencies, which helps position agencies to deliver on Government priorities. Reviews also aim to:

- embed a culture of continuous improvement across the Public Service, and
- provide useful insights to support wider shifts across the Public Service to lift its performance.

Reviews are undertaken by highly experienced independent Lead Reviewers, who bring a strong understanding of the Public Service operating environment and how organisations can build capability to lift performance. Most are experienced former chief executives and/or governance leaders.

The Commission publishes final reports on its website and incorporates review findings and recommendations into chief executive and agency performance management. Clear action plans and implementation plans to address issues identified through the reviews are developed by the agency or system lead. The Commission undertakes regular monitoring and assurance to assess implementation progress.

Appendix Two – Ratings overview



The Future Excellence Horizon in this report outlines the contributions that MPP will have to deliver to meet the outcomes sought by New Zealanders. These ratings below assess whether – given current conditions – these aspects of delivery and capability are at the level required for the agency to deliver on its contributions.

Delivery

Element	Rating
Overall ability to respond to Government priorities	
System stewardship responsibilities	
Advice and services to Ministers	

Core functions	Rating	
	Impact	Value
Core function 1 – Policy Advice		
Core function 2 – Communication and Engagement		
Core function 3 – Pacific Knowledge and Expertise		
Core Function 4 – Partnerships and Leadership		
Core Function 5 – Innovation		

Capability

Capability area	Rating
Leadership, Culture, and Direction	
Purpose, vision, and strategy	
Leadership and governance	
Values, behaviour, and culture	
Continuous improvement	
Collaboration and Delivery	
Customers, clients, and citizens	
Māori–Crown Relationship	
Operating model	
Partnerships and engagement	
Workforce	
Workforce development	
Performance focus	
Workforce engagement	
Public finance and resource management	
Investment and asset management	
Data and technology	
Public finance	
Risk and assurance	

Rating scale

This report uses the scale below to rate agency capability. For more information on this rating system, see Appendix Three.



Leading



Embedding



Developing



Weak



Unable to rate/not rated

Appendix Three – List of future focus areas

Delivery

Responding to Government priorities and serving Ministers

In addition to other critical capabilities discussed in this report, MPP should focus on:

- Confirming its mandate and focus which will enable MPP to focus its efforts to the highest priorities. MPP currently relies on informal mechanisms (relationships and goodwill), and Cabinet confirmation of a mandate would provide a more formal mechanism to support MPP's ability to prioritise its efforts, and communicate prioritisation decisions with Pacific communities and other agencies. To set the appropriate mandate and focus, MPP needs to be able to answer the following questions:
 - What unique value can MPP contribute for Pacific people and New Zealand? What is cost effective?
 - What is desirable and strategic within the context of wider government work programmes and priorities? What are the implications of funding settings?
 - What can be effectively delivered given MPP's size, resourcing, and operating model?
- Developing a clear prioritisation framework, and then using this to confirm three to four top priorities for MPP to progress over the medium term.
- Strengthening policy advice and data and insights capability which will help MPP understand the intervention logic of interventions aimed to improving outcomes for Pacific people (see further Core Function: Policy Advice, and Core Function: Pacific Knowledge and Expertise).
- Implementing indicators and targets to measure improvements in Pacific outcomes as a result of the work of MPP and key partner agencies.

Stewardship

To build its stewardship capability, MPP should focus on:

- Advocating and supporting the use of Pacific Policy Framework (Kapasa) across government policy leads. This tool can support government agencies to develop policy, and design and deliver services in ways which respond more effectively to Pacific community and business needs.
- Working with the Public Service Commission to identify if there are more formal system leadership and stewardship opportunities that can be activated, for example through membership on Interdepartmental Executive Boards.

Ministerial Advice and Servicing

To build its capability to advise and serve Ministers, MPP should focus on:

- Building a proactive and strategic approach to advising the Minister (and other Ministers where relevant) about initiatives, developments, and risks across government services and systems that impact outcomes for Pacific peoples. Advice needs to be able to report on specific and collective outcomes communities are experiencing, as well as where there are opportunities to drive improved performance.
- Building a highly capable workforce and ensuring these staff are in key roles (such as the Minister's Office) to ensure MPP is well connected into the wider government context.
- Lifting the timeliness and quality of policy advice (discussed further in the next section) to help MPP consistently and confidently advise other Ministers, particularly for portfolios impacting Pacific people's outcomes such as Housing, Education, Employment, Social and Economic Development, and Justice.

Core Function: Policy Advice

To build its policy advice capability, MPP should focus on:

- Embedding a proactive approach to advising Ministers. Advice needs to focus on targets, system shifts, results, and specific policy proposals for implementation. This advice needs to be well argued, well evidenced, and timely to help shape policy and initiatives – not just within MPP, but across the government.
- Securing and developing experienced and highly skilled policy staff. This should include a greater level of technical and subject matter expertise.
- Communicating expectations around when it engages on policy issues across the system (given MPP's small policy team, and the breadth of key Pacific related work across government, setting these expectations across agencies is very important).
- Incorporating data into advice so MPP insights can influence the system, and in turn the development of initiatives.
- Embedding consistent quality assurance process across the organisation.

Core function: Communications and Engagement

To build its communications and engagement capability, MPP should focus on:

- Developing and implementing a strategic communication approach spanning all dimensions of engagement (from informing through to empowering). This strategy should also guide MPP to the best tools and methods necessary to meet engagement and communication objectives. This strategy also needs to account for the engagement needs of other government agencies who may need to engage with Pacific peoples.
- Adapting and adopting new channels which account for the relative youthfulness, the growing diversity, and geographical spread of Pacific peoples across New Zealand. A strong focus on leveraging digital solutions to connect across communities will be important.

Core function: Pacific Knowledge, Data and Insights

To build its Pacific knowledge and expertise capability, MPP should focus on:

- Developing a systematic approach to how it gathers data and generates insights to strengthen its knowledge and expertise. MPP should consider options to work with the Social Wellbeing Agency to jointly develop a technology platform and data sources to support the framework and a Pacific Wellbeing Report that is updated dynamically (see further Data and Technology).
- Developing a 'state of the nation' report of key indicators and measures to provide a centralised view of the outcomes government is delivering for Pacific peoples. Insights and trends revealed through this report can then be used to monitor and influence MPP and wider government departments' delivery of outcomes for Pacific people.
- Ensuring its knowledge and insights remain accurate through engagement processes that reach all Pacific communities in New Zealand (see further Core Function: Communications and Engagement below).

Core function: Partnerships and leadership

In addition to other capabilities signalled, to lift Partnership and Leadership capability, MPP should focus on:

- Developing a strong overarching communication strategy and engagement plan. This will provide structure to MPP's approach in partnering arrangements with Pacific community organisations, business, and other agencies. These arrangements should be communicated with these groups to provide clarity on MPP's value in the relationship and to set and calibrate the expectations of the Ministry. The plan will also help focus MPP's efforts – which is critical given its size.
- Securing senior leaders – particularly those with policy expertise – to help MPP lead more effectively across the government.

Core function: Innovation

To build its innovation capability, MPP should focus on:

- Adapting MPP's operating model to ensure different parts of the organisation – such as policy, data and insights, and communications – can contribute to innovation and service design.
- Defining and scoping MPP's functions to complement existing functions elsewhere in government.
- Positioning itself as an innovation incubator for alternative service delivery models. This includes co-designing and trialling new initiatives to bridge gaps in the intervention logic supporting key Pacific related work across government outcomes. Lessons learnt around what works for Pacific communities can then be adopted and scaled up by larger agencies.
- Develop strong evaluation methodologies, processes, and capabilities, and then influentially share these insights across government.

Capability

Leadership, culture and direction

To help MPP build the leadership, culture, and direction capabilities necessary to deliver on the Future Excellence Horizon, we recommend MPP focus on the following:

- Providing greater clarity across the organisation regarding how it will deliver on its role and purpose.
- Ensuring MPP's Chief Executive is supported by suitably experienced second and third tier leaders and managers, who individually and collectively, have the ability lead MPP and influence across other government agencies, and with other stakeholders.
- Developing consistent messaging on the behaviours and values MPP needs, and systematically and effectively communicating these to staff.

Collaboration and delivery

To help MPP build the collaboration and delivery capabilities necessary to deliver on the Future

Excellence Horizon, we recommend MPP focus on the following:

- Explore alternative engagement channels to reach hard to reach Pacific cohorts.
- Implement a continuous improvement approach to improve how MPP engages with Pacific peoples, communities, and providers. This should include seeking feedback from stakeholders, for example, through use of surveys, and a more nuanced and tailored approach to working with individual stakeholders that aligns with MPP's strategic aims set out in Lalanga Fou.
- Develop an engagement plan which recognises and reflects the engagement needs of various communities and stakeholders across the country.
- Implement an operating model that ensures key functions (such as policy, leadership, and data and insights) are resourced and focused to deliver Lalanga Fou.

Workforce

To help MPP build workforce capabilities necessary to deliver on the Future Excellence Horizon, MPP should focus on the following:

- Secure expert and experienced change management capability to support the current change process.
- Develop a workforce development strategy and plan which provides a staged approach to identifying, recruiting and retaining critical capability (such as policy and leadership capability). The plan should have clear linkages to MPP's priorities and inform roles and competencies.
- Developing and implementing a clear approach to staff development. that targets capability gaps (including policy advice skills), performance management, planning and project management, and equipping staff with professional tools and systems.
- Improve the performance management system to properly recognise, reward, develop and retain critical capability, and to address concerns performance is not managed adequately.

Public finance and resource management

To help MPP build the public finance and resource management capabilities necessary to deliver on the Future Excellence Horizon, MPP should focus on the following:

- Upskilling management and staff across MPP to leverage and drive benefits from recent technology investments in its organisational performance management system.
- Identifying and working with key data expert partners (such as the Social Wellbeing Agency) to strengthen MPP's ability to access and use information.
- Developing regular reporting of key Pacific people's outcome indicators.
- Embedding financial management responsibility across the organisation – particularly at senior leadership levels.
- Adapting third party procurement processes to build off-ramps for projects and to strengthen procurement and contract management processes to ensure the effective end-to-end delivery of funded initiatives delivered by MPP. Relatedly, contract outcomes should be tracked to understand how they support Lalanga Fou.
- Embedding a culture of risk awareness across MPP and ensuring timely risk information is available to decision-makers.



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