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Te Paewai o te Rangi

A Framework for Measuring Iwi Outcomes

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James Tautari Hudson

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He Poroporoaki

E mihi ana ki a rātou

Kua ngaro i te tirohanga tangata.

Ki taku kuia, ki a Te Kani Cecilia Kingi,

Te whakaruruhau o te whānau.

Ki taku matua, ki a James Robert Hudson,

Nana nei au i poipoi mai rano. Taku tau kahurangi

Ka riro ki Paerau

Koutou ngā kurupounamu

Whakangaro atu i a koutou,

Haere, haere

Moe mai i roto i te Ariki.

Abstract

This Study is about the measurement of iwi outcomes and how progress, from an iwi perspective, might be considered. A conventional response to this question might simply reflect on established measures and indices – financial gains, land holdings, economic development opportunities or perhaps social statistics, health profiles or employment figures. However, the extent to which these types of measures, statistics, or indices match the needs and expectations of iwi is less certain. At the heart of this Study is the notion that iwi outcomes cannot easily be measured, and that while conventional tools or indicators can be useful, they may fail to capture the more subtle and less measurable aspects of iwi development. Although difficult to collect, measure, or compare, these nebulous characteristics of iwi progress may in fact hold greater relevance to the aspirations of iwi members and Māori communities.

In exploring this issue, a range of research methods and techniques have been applied, including reviews of literature, consultations, presentations, and key informant interviews. The methodological approach also garnered data from the analysis of two major tribal case studies – Ngāti Tūrangitukua (Turangi) and Ngaitai (Tōrerere).

Findings from the research reveal that in many ways Māori notions of progress or development are consistent with universal markers or indicators, such as economic

growth and prosperity, social development, health and well-being. However, a range of aligned measures, indicators, or preferences also exists. Many of these are unique to Māori and can be described as culturally specific. When these culturally specific and universal measures are combined, a more comprehensive measure of iwi development is possible.

The research has resulted in a framework – *Te Paewai o te Rangi* - that integrates principles, outcomes, constructs, indicators, and measures relevant to iwi. The framework's name translates loosely to the horizon that can be viewed by sea vessels navigating journey's across the ocean. The name was suggested during korero with whānau. The name was viewed as appropriate to convey the imagery of iwi navigating their way through a multiple of contexts into the future.

The framework and measures are designed to be used alongside more conventional indicators so that a more comprehensive impression of iwi development can be obtained. It is an integrated tool in that each component is linked and consistent with broader principles relevant to measuring iwi outcomes.

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And to my son, Tuhirangi. You have always – and I *will* always – inspire me with your indomitable spirit for exploration and experience. I will always be grateful for you.

Dedication

This thesis is dedicated to James Robert Hudson.

My father.

20 November 1948 – 2 July 2010

Preface

The impetus for this Study arose from a first meeting with (the then) Professor Mason Durie and a discussion about iwi moving into the future. I discussed my interest in exploring the ways in which the developmental aspirations of iwi could be nurtured, and how more holistic and integrated measures of progress could be developed. It was at this point that he introduced the notion of outcome measurement to me and the need to assess progress in ways that were more sensitive to the cultural aspirations of iwi, and which were better able to complement the more usual markers of progress, such as wealth creation, land holdings and resource capacity.

Mason explained how his interest in outcome measures and indicators went back to the days when he first attended medical school. He described arriving home in the holidays with his physics and chemistry textbooks and seeing his father with a puzzled look on his face. He recalled his father asking him, *“Do you think that all of that stuff you’re doing will make any difference?”* Mason replied, *“How do you mean?”* His father in turn asked another question, *“Will you be able to dig a posthole any quicker than you can do it at present?”* Mason responded, *“Dad, I think that’s the wrong indicator because the indicator that I’d be using, whether it makes a difference, is that I never have to ever dig a posthole again.”*

Mason explained to me that getting the right indicator for the right task was the important thing and that he thought about this idea frequently when treating his patients. The predominant question in his mind was, “*Does this treatment make any difference?*” He suggested that physicians should have thought about it more often but in reality didn’t; they would often just simply go through the process and say “*See you again next week.*” However, the experience sparked his broader interest in what indicators would be relevant, how he would know he was making a difference and whether or not conventional measures such as symptom ablation were appropriate, valid, or sophisticated enough?

While influenced by these early experiences, Mason didn’t reflect on these concepts again until his appointment to the Royal Commission on Social Policy in 1986. A paper submitted by Whatarangi Winiata on the Quantification of Iwi Resources reignited these initial concerns on how progress, efficacy, or development might be considered and that conventional measures were frequently incomplete. Moreover, that cultural perspective was often missing or more alarmingly disregarded. From his perspective, more was needed to better understand how efficacy was determined and what measures were ultimately appropriate.

While these issues and conversations provided an impetus for the Study and a level of confidence that the research would have utility, the hypothesis was still unclear and a research question still elusive. An interest in designing a tool for iwi outcome measurement had already been established but a number of approaches were possible – various questions could be asked and examined, and a range of sub-themes possible. However, after careful consideration (and particular advice from

my supervisors), it was suggested that a single question be examined – *How can a framework for measuring iwi outcomes be constructed?*

This question, while simple enough, would provide an appropriate platform for the Study. It could be examined in depth, from multiple angles, and in ways which satisfied the requirements of a doctoral study. At another level, the question would also be of interest to iwi and Māori and therefore satisfy an aligned but no less relevant objective – to make a measureable contribution to Māori development and the advancement of Māori people.

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