



Ministry of Health  
Te Ara Tohu: Strategic Management  
Plan for Maori Health 1994-1999  
1995

TE ARA TOHU

STRATEGIC MANAGEMENT PLAN  
FOR MĀORI HEALTH 1994 - 1999



# **TE ARA TOHU**

**Strategic Management Plan for Māori Health**

**1994 - 1999**

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TABLE OF CONTENTS

|  | Page |
|--|------|
| Foreword   | 5    |
| Introduction                                     | 7    |
| Te Kete Hauora                                   | 9    |
| Treaty of Waitangi Statement                     | 14   |
| Ministry of Health and Te Kete Hauora Priorities | 15   |
| Strategic Goals 1994 - 1999                      | 16   |
| Work Programme 1994 -1995                        | 19   |

Te Ara Tohu

## FOREWORD

Mā te huruhuru te manu ka rere ai!

E ngā mātā waka, tēnā koutou, tēnā koutou, tēnā koutou katoa.

The health status of Māori has been an area of particular concern for Government in recent years. At present, Government has indicated a commitment to improve Māori health, so that in the medium term Māori may enjoy the same level of health as non-Māori.

The Government's commitment to Māori health was outlined in the *Policy Guidelines for Māori Health 1995/96 - Nga Aratohu Kaupapahere Hauora Māori*. The policy guidelines stated that Government recognised the importance of the Treaty of Waitangi in relation to Māori Health, and that Māori health was a health gain priority area, in which Government specifically seeks to improve health status and promote independence. It also specifically requested, amongst other things, that consideration be given by purchasers (the regional health authorities and the Public Health Commission) to the establishment of new Māori providers and the development of medium term strategic plans to improve Māori health.

The Ministry of Health is the Government's chief policy advisor on health. Given the emphasis on improving Māori health, it is imperative that the Ministry places itself in a position to effectively respond to Māori health issues and needs as part of its core business. This is particularly so in terms of the development and implementation of health policy and advice to Government.

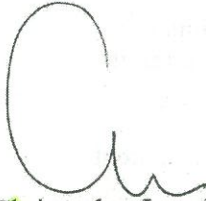
In light of the above comments, the establishment of Te Kete Hauora, the Māori Health Group in the Ministry of Health, is another milestone towards achieving an appropriate level of responsiveness to Māori. The appointment of a Deputy Director-General and staff to provide strategic policy advice on the improvement of Māori health will assist the Ministry in achieving that responsiveness. However, the role of Te Kete Hauora will not detract from the general responsibility of the Ministry as a whole to increase its awareness of Māori health issues. A Responsiveness Plan, *Te Tātai Urupare ki Te Māori o Te Manatū Hauora*, has been introduced to assist Ministry staff to incorporate responsiveness to Māori constructively into their respective work areas.

Te Kete Hauora has been deliberately positioned to provide high level strategic policy advice on the improvement of Māori health. Its primary role is to advise Government on meeting its primary health objective of improving Māori health. This will include monitoring and advising on the impact of health policies on Māori. This strategic plan reflects these goals, setting them in the context of a medium term strategy.

Te Ara Tohu

I look forward to the input of Te Kete Hauora into the core business of the Ministry of Health. I, along with the Ministry, expect to be challenged to improve Māori health. In accepting this challenge, we realise that it will ultimately enhance the Ministry's role in health policy development and implementation, and the quality of advice to Government. We also realise that this will not be an easy task, however, it is a task to which we are fully committed.

Whāia te iti kahurangi, ki te tūohu koe me he maunga teitei



Christopher Lovelace  
Director General  
Ministry of Health

## INTRODUCTION

He waka eke noa

[It is a canoe on which everyone can embark]

E ngā maunga, e ngā awa, e ngā mana kōrero o ngā tai e whā, tēnā koutou, tēnā koutou tēnā koutou katoa.

Kei te mihi atu; kei te tangi atu. Kei te tangi atu mō ratau i haere pērā i te rāngai mamao ka taka ki tua o Nukutaurua; e kore āmuri ratau e hokia. Ko ratau ki a ratau; ko tātau, ngā waihotanga ake o ratau, ki a tātau. Tēnā anō tātau katoa.

Te Kete Hauora, in developing its strategic direction for the next five years, kept asking itself one question:

What unique contribution can we make to improving Māori Health; what is our added value to the Ministry?

In our view, the long term success of Te Kete Hauora on the health sector is dependent on two key factors. Firstly, the extent to which the Group is able to influence and lead the health sector in the development of strategic Māori health policy. Secondly, the extent to which it is able to influence, facilitate and enhance the mainstreaming of Māori policy advice throughout the Ministry.

This dual focus is reflected in our strategic management plan, which identifies a broad strategic direction for the next five years, and a detailed management plan for 1994/95. It has as its foundation, a statement about the place of the Treaty of Waitangi in health. The Group's mission and values, strategic goals and objectives are consistent with the Minister's priorities, and the Ministry's own strategic objectives and outputs. These in turn flow into the Group's two major projects for 1994/95, consisting of twelve component projects. The projects traverse the activities of the Ministry, and it is intended to introduce a project management methodology which will involve all the groups of the Ministry.

The dual focus and the approach to managing the group's business will have widespread implications for the way in which the Ministry does its business, and signals managed organisational change over the next two to three years. It will require the development of structures, systems, roles and responsibilities which will increase the capacity of the Ministry to meet Māori health goals. Our vision is that within two to three years, Māori policy advice will be generated within each Group and be integral to its core business.

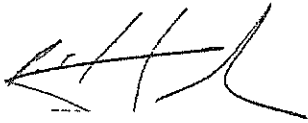
Several strategies will need to be implemented before we can achieve this result. The roles of Māori advisers within the Ministry will need to be clarified, supported and strengthened within each group. The establishment of a Māori caucus (Te Whakaruruhau) to encourage a cohesive approach to policy analysis and develop quality Māori policy advice, will contribute to the Ministry's strategic direction and potentially enrich the corporate culture.



Te Ara Tohu

Te Kete Hauora, in consultation with other groups within the Ministry of Health, will need to quickly establish clear criteria for managing priority work, separate out those issues in which it would expect to be closely involved and consulted, and identify those activities which will be the primary responsibility of another group. In all cases, the group will seek agreement on the level and nature of Ministry involvement to ensure that the Ministry fulfills its obligations to Māori.

The management plan forges a clear direction for Te Kete Hauora. It provides short, medium and long term strategies and goals which can be measured each year. Underpinning the plan is a commitment to achieve health gains for Māori over the next five years.



Kim Workman  
Deputy Director General, Māori Health

## TE KETE HAUORA

### The Naming of Te Kete Hauora

At a hui of kaumātua and kuia on Pipitea Marae, Wellington, Tohara Mohi, from Ngāti Kahungunu suggested that the naming of the group should originate in traditional concepts and values. He quoted an ancient tauparapara which related to exploits of Tane-nui-a-Rangi in his pursuits of knowledge. Tane climbed to the heavens and obtained the three kete of knowledge - te kete tuauri, te kete tuatea and te kete aronui.

For Māori, all knowledge originated from these baskets. Tohara then said:

Ki ahau, e whā pea ngā kete. Ko te kete tuawhā, ko te kete hauora.

[In my opinion, there are possibly four baskets. The fourth basket is the basket of health.]

Te Kete Hauora was then endorsed as an appropriate name for the Māori Health Group by all the kaumātua present. Niko Tangaroa, from Te Āti Hau-nui-a-Paparangi, supported the name because the concept of a 'kete' included the idea of ensuring that it was filled with appropriate knowledge of, in this case, health. He added:

Kia whakakikī te kete mātauranga.

[Ensure the basket overfills with knowledge.]

### Kaupapa

Ui mai koe ki ahau, he aha te mea nui o te ao?

Māku e kī atu, he tangata, he tangata, he tangata.

[If you were to ask me what is the most important thing in the world I would answer, it is people, it is people, it is people.]

## **VISION AND MISSION STATEMENTS**

### **Vision**

The Ministry of Health will lead the health and disability sector to maximise the health of New Zealand people, and contribute to the economic and social wellbeing of the nation.

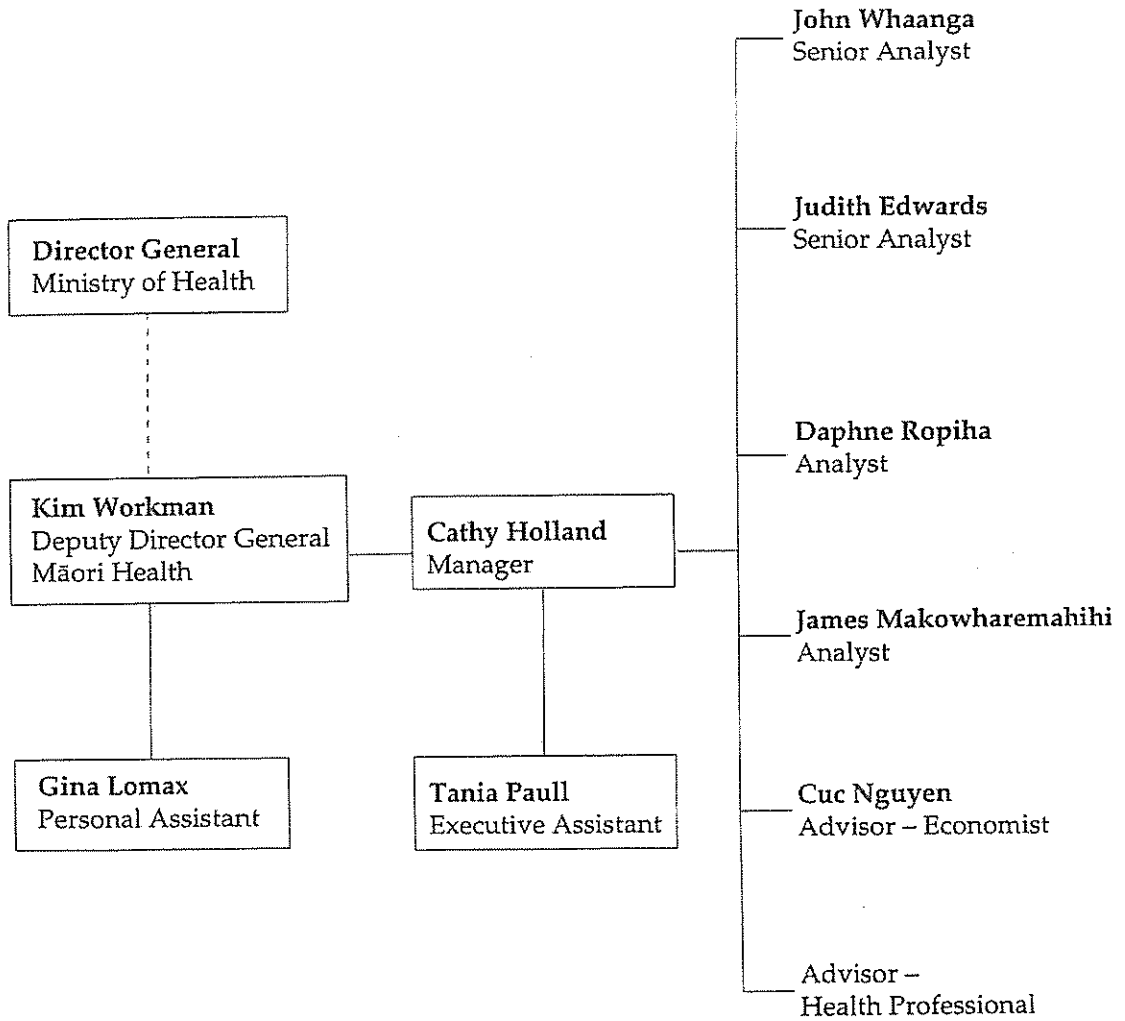
### **Mission of the Ministry of Health**

Leading the health and disability sector in promoting health through skilled policy advice, health protection, funding management and monitoring.

### **Mission of Te Kete Hauora**

To lead and influence the strategic direction of Māori health by providing informed policy advice to Government, and ensuring that the Ministry of Health meets its obligations to Māori as embodied in the Treaty of Waitangi, in order to improve Māori Health.

TE KETE HAUORA MANAGEMENT AND PERSONNEL



## **CORE VALUES**

Te Kete Hauora has a range of core values which will underpin the kaupapa of the group. These core values are:

- maintaining cultural and professional integrity;
- working as a team;
- a commitment to influencing our work area; and
- developing and maintaining effective customer relationships.

### **Maintaining cultural and professional integrity**

We will:

- give accurate, reliable and timely quality advice;
- provide an environment which ensures that our cultural values and integrity are maintained:
  - provide contestable advice;
  - provide advice which is open and transparent to Māori; and
  - resolve professional and ethical conflicts openly and collectively within the group.

### **Working as a team**

We will:

- respect and value each other and other people;
- be supportive of each other; and
- work towards consensus decision making.

### **Influencing our area of work**

We will:

- develop co-operative and collaborative relationships with key stakeholders;
- act as a catalyst to facilitate institutional, systems and behavioral change so as to improve Māori health;
- challenge views which are not consistent with improving Māori health;
- manage change; and
- monitor the effectiveness of the Ministry in delivering health to Māori.

### **Customer relationships**

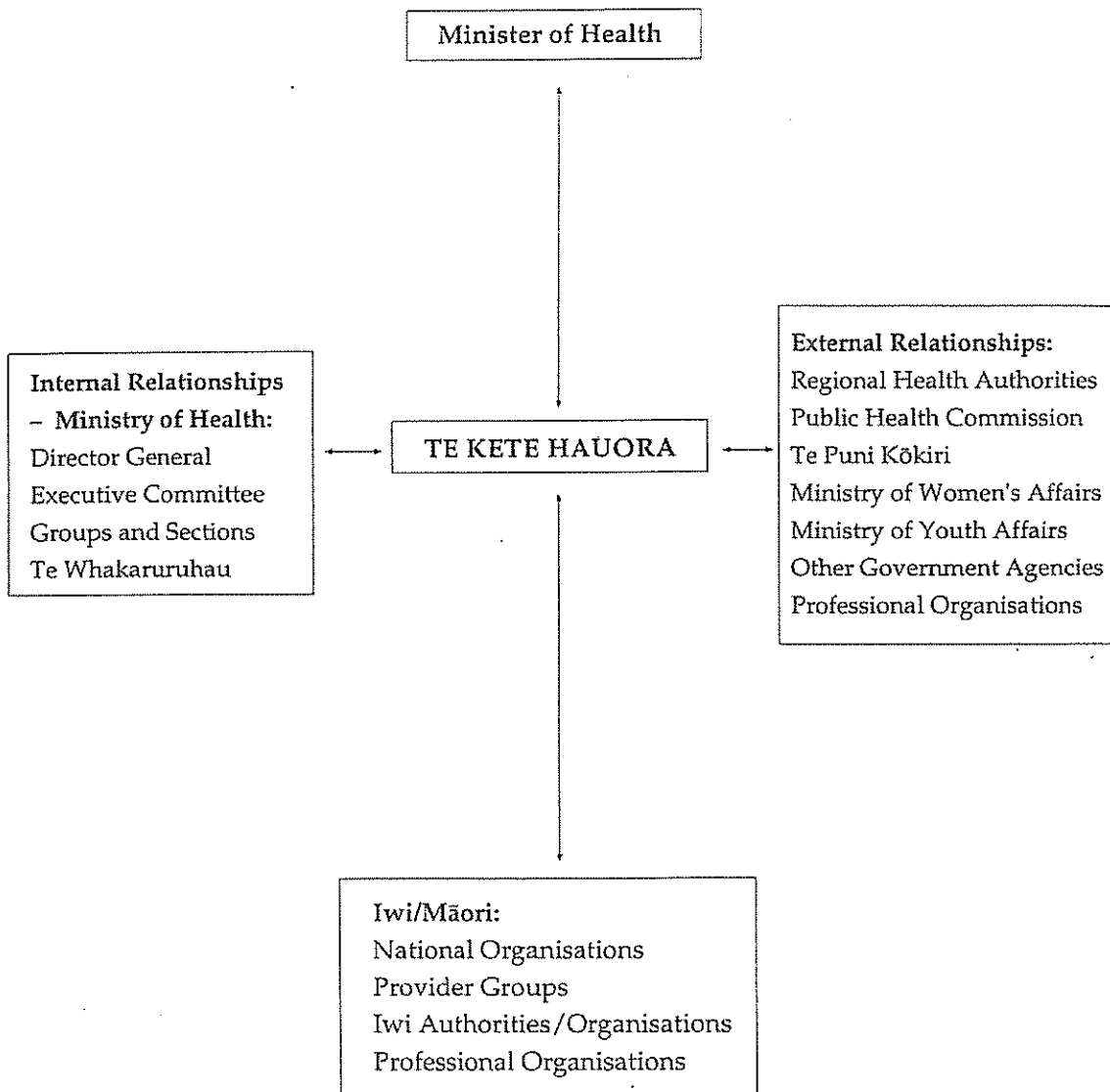
We will:

- be responsive to our client needs; and
- seek ongoing feedback from our clients and implement any improvements as a result of customer satisfaction surveys.



## CUSTOMERS OF TE KETE HAUORA

We are committed to providing accurate, timely and reliable advice to all our customers. In particular, we seek to advocate Māori views at all levels within the health sector in matters of policy, purchasing and service provision.



## TREATY OF WAITANGI STATEMENT

E ngā rangatira, whakarongo mai! Kāua e ūwhia te Tiriti i te kahu o Ingarangi, engari kia mau anō ki tōu kahu, te kahukiwi o Aotearoa nei.

[Distinguished people, listen! Do not place the Treaty on the flag of England, but rather pick up your own again, the kiwi feather cloak of this land.]

*Aperahama Taonui, 1840*

In recent times, there has been an increased recognition of the Crown's obligations under the Treaty of Waitangi. Analysis of the implications this places on government agencies has been at the forefront of current approaches to the resolution of Māori concerns.

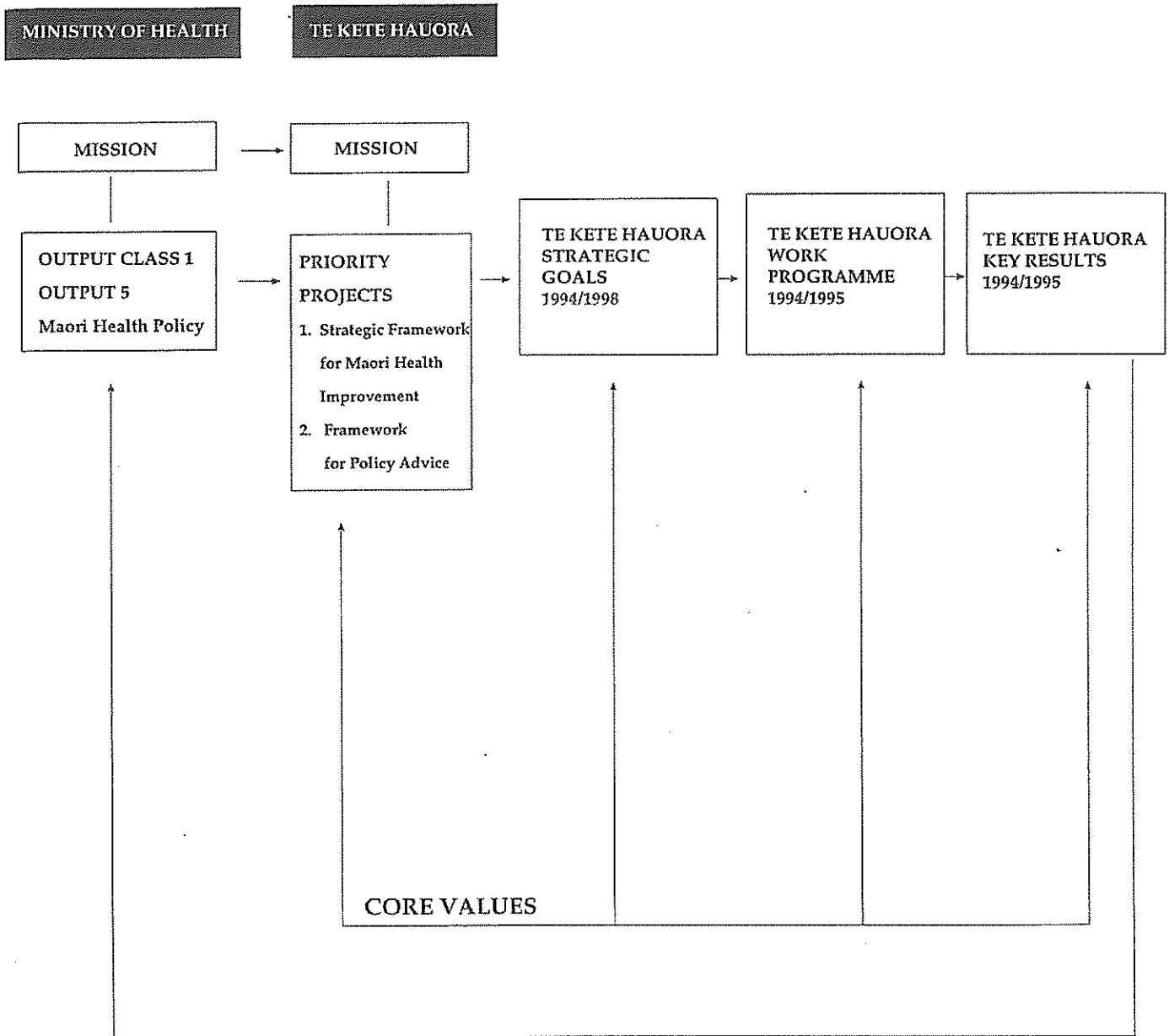
The Treaty of Waitangi is seen as occupying a dual position in the articulation of health needs and requirements by Māori; both as a consideration in itself, and as the cornerstone of other Māori health issues. The Treaty provides the historical and current basis for the development of a health partnership between Māori and the Crown. It certainly forms the basis for the work of Te Kete Hauora.

Simply put, the Treaty encapsulates an agreement in which kawanatanga/governorship (Article the First) was ceded by Māori in return for the active protection by the Crown of te tino rangatiratanga/Māori tribal authority (Article the Second), and conferral of equal rights/privileges (Article the Third). All three Articles have relevance to Māori health.

The interface between Māori health and the Treaty of Waitangi is complex. Successful analysis of this area will require a rigorous and comprehensive approach of all facets of the Treaty - nothing less will address the significance of the Treaty, or satisfy its potential. This is particularly crucial in terms of the development of high quality, contestable policy advice on Māori health and its improvement through coordinated strategic interventions.

Ko te pae tawhiti, whāia kia tata. Ko te pae tata, whakamaia kia tina!  
[Seek those distant horizons and cherish those you attain!]

MINISTRY OF HEALTH AND TE KETE HAUORA PRIORITIES



## STRATEGIC GOALS 1994/99

Te Kete Hauora has identified seven strategic goals to achieve in the medium (five year) term. The goals and descriptions are set out below.

A series of projects will be undertaken to achieve each goal, with key milestones and performance measures identified each financial year. The projects for 1994/95 are set out in the Business Plan following this section.

### Goal 1

An agreed understanding between the Crown and tangata whenua of the place of the Treaty of Waitangi that forms the basis for the improvement of Māori health.

#### *Description*

The Government has acknowledged the founding nature of the Treaty of Waitangi, and its consequential importance as an umbrella for the articulation and progression of Māori perspectives on health. The current Crown position on the status of the Treaty (refer to *Whāia te ora mō te iwi*) is likely to be the subject of continuing debate with Māori. As such, a rigorous and sustainable Crown position must be developed, agreed and promulgated.

### Goal 2

A model of Māori health is adopted as a framework for the development of policy, purchasing decisions and service delivery to Māori.

#### *Description*

The development of culturally appropriate services for Māori has been a prominent theme in the health reforms. However, there are some fundamental differences between Māori and the mainstream in terms of culturally valid models of health, and the philosophical basis for the development of those models. An appropriate model for Māori health may include the incorporation of accepted mainstream interpretations.

### Goal 3

Health funding is allocated in a manner that provides opportunities for the effective purchase of health services for Māori.

#### *Description*

In order to successfully address the Māori health gain priority area, debate needs to occur around contingent issues that currently prevent any constructive shift in resources. The project seeks to develop clear guidelines to enable purchasers to move resources to Māori health; of definition and subsequent movement from low to high priority; of emphasising early intervention and primary care as a more efficient and effective strategy for Māori; of promoting management and financial configurations which will advance Māori health; and of developing a funding model which takes account of the disparity in health status between Māori and non-Māori.

**Goal 4**

To increase the opportunities for providers of culturally appropriate services to enter the market/sector.

*Description*

This project focuses on two parallel strategies: the development and growth of Māori service providers, and the continued recruitment of a Māori health workforce.

Purchasers of health and disability services are responsible for the purchase of services only. There is no provision for venture capital and establishment funding to grow service providers. If the provision of services 'for Māori, by Māori' is acknowledged as a strategy which directly achieves health gains for Māori, then without the additional investment, new and potential Māori service providers are disadvantaged from entering the market place.

**Goal 5**

The Ministry of Health and purchasers have the capacity to target and measure the effectiveness of service delivery to Māori.

*Description*

The Government's expectations of purchasers and therefore providers is that services to Māori are able to be targeted, clearly measured and evidenced as making a contribution to the improvement of health. The tender document to RHAs and the PHC (Policy Guidelines) outlines the Government's expectation of service coverage; the response document (Purchase Plan) and resultant contract (Funding Agreement) between purchasers and the Crown are key points of intervention to ascertain any meaningful gains to the health status of Māori.

**Goal 6**

The Ministry of Health produces quality Māori policy advice as integral to its core business.

*Description*

A medium to long term expectation for the Ministry of Health, is that each of its groups/sections is able to provide quality advice on Māori health, on its own behalf. Therefore the development of a framework to support robust Māori policy development, independent of Te Kete Hauora, is required. Further strategies to strengthen the Ministry's capabilities include the recruitment of additional Māori staff in some strategic areas; the development of a Responsiveness Plan and a contractual requirement for all Ministry personnel through Performance Management and Development Agreements to actively contribute to Māori health.

**Goal 7**

To implement effective and efficient operational management systems to support the business activities of the Te Kete Hauora.



*Description*

As a new group within the Ministry, it is important to manage expectations that Te Kete Hauora will provide Māori input into all organisational activities. The development of structures, systems and protocols will be necessary to prioritise strategic work from demand driven activity with minimal returns to Māori health. Similarly, it is important to profile the role and function of Te Kete Hauora to people and organisations outside of the Ministry.

**WORK PROGRAMME 1994/95**

**Goal 1**

An agreed understanding between the Crown and tangata whenua of the place of the Treaty of Waitangi in the improvement of Māori health.

| Project title   | Description   | Project Key Tasks 1994/95   | Key Results 1994/95   |
|---|---|---|---|
| To establish and agree on the place of the Treaty of Waitangi in improving Māori health | Establish and agree to an understanding of the Treaty of Waitangi that forms the basis for the improvement of Māori health. | Identify, analyse and critique existing data and information on the position of the Treaty.<br><br>Consult with the key stakeholders to seek opinion of the Treaty in relation to health.<br><br>Develop a position paper to Cabinet.<br><br>Action the Crown decision. | Director General will approve a position paper on the relationship of the Treaty of Waitangi to Māori health by 30 June 1995. |

**Goal 2**

A model of Māori health is adopted as a framework for the development of policy, purchasing decisions and service delivery to Māori.

| Project Title          | Description  | Project Key Tasks 1994/95   | Key Result 1994/95   |
|------------------------|--|---|--|
| Māori health framework | To develop a Māori health framework to enable effective purchase and provision of health services for Māori. | Identify, analyse and critique practices of policy, purchasing and service provision.<br><br>Consultation with Māori and other key stakeholders.<br><br>Develop Māori health framework which includes concepts, values, structures, processes, anticipated outcomes and applications.<br><br>Validate Māori health framework with other key stakeholders. | The critical factors of successful purchasing strategies and service delivery to Māori identified by 30 June 1995. |

**Goal 3**

Health funding is allocated in a manner that provides opportunities for the effective purchase of health services for Māori.

| Project Title                    | Description  | Project Key Tasks 1994/95  | Key Result 1994/95  |
|----------------------------------|--|--|---|
| Effective resource allocation    | To develop and implement a funding strategy that maximises the opportunity to achieve Māori health gains for Māori.  | Identify, analyse and critique the existing situation.<br><br>Develop a funding strategy and funding model.<br><br>Consult and validate with key stakeholders.<br><br>Gain required approvals.     | A position paper is approved by the Director-General and key stakeholders in the resource allocation process by 30 June 1995. |
| Population based funding formula | To develop a funding formula which reflects the needs of Māori through the most appropriate adjustment factors as the basis of allocation of funds for personal health services. | Consult and validate with key stakeholders, a method of estimating costs to Māori.<br><br>Analyse estimation of costs and review results.<br><br>Develop paper on options for basis of allocation. | A position paper is approved by Director General and key stakeholders as basis of allocation of funds by 30 June 1995.        |

**Goal 4**

To increase the opportunity for providers of culturally appropriate services to enter the market/sector.

| Project Title | Description   | Project Key Tasks 1994/95   | Key Result 1994/95  |
|---------------|---|---|---|
| New Providers | To define the role and responsibility for the development of new providers. | Review current practices and policies of development of new providers.<br><br>Develop range of options.<br><br>Develop paper and gain approval. | The Director General will approve a position paper on new venture development by 30 March 1995. |

**Goal 5**

The Ministry of Health and purchasers have the capacity to target and measure the effectiveness of service delivery to Māori.

| Project Title                   | Description  | Project Key Tasks 1994/95   | Key Result 1994/95  |
|---------------------------------|--|---|---|
| Māori health purchase framework | To develop a framework to measure the effectiveness of purchasers in improving Māori health.     | Identify, analyse and critique current approaches.<br><br>Develop assessment framework.<br><br>Test and validate.<br><br>Review template.   | A tested template is approved for implementation by 30 June 1995.                                 |
| Māori performance indicators    | To develop and operationalise Māori performance indicators for monitoring purchaser performance. | Evaluate current monitoring framework from a Māori perspective.<br><br>Gain agreement and implement any adjustments to framework that are needed.<br><br>Develop Māori performance models and indicators. | Māori framework is incorporated into the Ministry's 1995/96 monitoring framework by 30 June 1995. |

**Goal 6**

The Ministry of Health produces quality Māori policy advice as integral to its core business.

| Project Title                                | Description   | Project Key Tasks 1994/95  | Key Result 1994/95   |
|--|---|--|--|
| Māori analysis framework                     | To integrate a Māori analysis process into the mainstream policy development.         | Review current process and practice.<br>Develop Māori policy analysis framework.<br>Pilot in two groups within the Ministry.<br>Report on pilots.  | An Executive Committee agreed policy analysis framework is piloted in two groups of the Ministry of Health by June 1995.     |
| Internal relations and consultation protocol | To identify the boundaries and principles of internal relationships and consultation. | Clarify, review and analyse responses to the Te Kete Hauora role survey.<br>Consider Te Kete Hauora's project workload with Māori Caucus and Te Puni Kōkiri.   | Protocol for internal roles relationships and consultation is approved by December 1994.                                     |
| Implementation of Responsiveness Plan        | Enhance the mainstream performance in respect of Māori.                               | Develop communication strategy for Responsiveness Plan implementation.<br>Action Responsiveness Plan.<br>Audit and follow up implementation.   | Implementation of the Responsiveness Plan by 30 June 1995.   |
| Role of Māori Caucus and Advisors            | Formalise the role of the Māori Caucus and Māori Advisors.                            | Review the current role of the designated Māori advisors and the creation of additional designated positions throughout the Ministry of Health.<br>Identify and confirm the role of the Māori Caucus.<br>Develop and monitor the implementation process. | Definition of roles, relationships and structures is approved by Executive Committee for implementation by 31 December 1994. |



**Goal 7**

Effective and efficient organisational management of Te Kete Hauora.

| <b>Project Title</b>   | <b>Description</b>  | <b>Project Key Tasks</b>  | <b>Key Results</b>  |
|------------------------|---|---|---|
| Work management        | To develop systems to manage ongoing and strategic work.                      | <p>Establish a project management methodology.</p> <p>Establish a system of prioritising, allocating and controlling work.</p> <p>Establish a group work approach.</p> <p>Extend specialised roles, areas of interest and responsibilities.</p>   | Effective management organisation in place by 31 December 1994.   |
| Communication Strategy | To effectively communicate Māori health strategy to significant stakeholders. | <p>Develop Te Kete Hauora communication / marketing strategy.</p> <p>Present Te Kete Hauora Strategic Management Plan.</p> <p>Develop and validate strategic direction paper on Māori health.</p> <p>Present role, direction and approach of Te Kete Hauora to the Ministry, Minister of Health, external groups and iwi.</p> | <p>Communication strategy developed by 31 August 1994.</p> <p>Communication strategy implemented by 30 June 1995.</p> |