



Māori Data Governance Co-design Review



TE KĀHUI RARAUNGA

January 2021

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Citation: Te Kāhui Raraunga. (2021). Tawhiti Nuku: Māori Data Governance Co-design Outcomes Report. Rotorua: Te Kāhui Raraunga.

He Karakia

E tau nei ki runga i a tātou katoa te wairua o
ngā mātua tīpuna
Nā rātou i whakatakoto te ara hei hīkoitanga
mā tātou ngā uri

I whatatōkia ō tātou ngākau ki ngā tikanga hei
aratakinga i a tātou
Kia ngākaunui ki te hāpai i ā tātou mahi katoa i
roto i te pono i te tika, i te māramatanga

Me te aroha anō o tētahi ki tētahi
E Rongo, whakairia ake ki runga kia tīna! Tīna!
Haumi e, hui e,
Tāiki e!

May the spiritual essence of the ancestors
settle on us
For it was they who laid the pathway for us,
their descendants

It was they who instilled in our hearts
the customs to guide us so we may
wholeheartedly uphold all our activities in
truth, in what is right, with enlightenment,

And with compassion for one another
Peace be upheld, become fixed! Permanent!
United, gathered,
So it is!

(Karakia composed by Huirangi Waikerepuru)

Te Whakarāpopoto Matua | Executive Summary

In September 2020, Te Kāhui Raraunga Charitable Trust commissioned AATEA Solutions Ltd and Creative HQ to facilitate a co-design process on Māori data governance between Māori leaders including iwi and national Māori leaders, representatives of Māori organisations with data interests, individual Māori data experts, and 16 Crown agencies. In addition to the co-design, the commissioned organisations were tasked to review the process with the following aims:

- to document the journey and how decisions were made;
- to identify lessons learned from the co-design process;
- to identify what is good co-design generally, and specifically what is good co-design from an ao Māori lens; and
- to create templates for future co-design engagements for use by Māori and other Indigenous peoples.

Review data was collected via surveys for both Te Ao Māori and Kāwanatanga (Crown) participants mid-way and at the end of the co-design, individual conversations with leaders of both participant groups and Kāhui Raraunga managers throughout the process, facilitators' summary notes of each individual and collective engagement (wānanga), and observations made by the review team.

The Māori-Crown Co-design Continuum was developed as an analytical framework for the review and demonstrates how co-design can be approached. The Continuum identifies three main types of Māori-Crown co-design: Mana Māori co-design; Ōritenga co-design and Participatory co-design; and two other design approaches where Māori and Crown design independently: Māori Motuhake and Crown Exclusive design. The Continuum can be used as a planning tool for future Māori co-design initiatives generally, whether they are initiated by Māori, or Māori are invited by Crown agencies to co-design. It is hoped that the Continuum will assist future Māori-Crown co-design processes to have greater clarity around participant involvement, expectations, resourcing and authorising power.

Using the Continuum as a framework to review the co-design process, it was clear that Te Ao Māori participants and Crown agencies had very divergent approaches, knowledge and expectations of Māori data governance and co-design. This occurred because of power dynamics and differing cultural lenses. Co-design is an increasingly popular approach used for Māori-Crown dialogues. An aim of this review is to highlight iwi and Māori approaches to co-design to achieve shared aspirations with clarity from the outset.

Te Ao Māori participants, led by Te Kāhui Raraunga, were engaging from a Mana Māori co-design approach and Kāwanatanga, coordinated by Statistics NZ, largely from an Ōritenga approach. The co-design resulted in important developments for Māori data governance and an agreed pathway spurred by a genuine desire to engage on both sides, strong enough facilitation to deepen trust, and informed leadership on both sides to find common ground within their diverse participant groups and between Te Ao Māori and Kāwanatanga.

The outcome of the co-design wānanga was the development of Te Waka Hourua model. Participants communicated a strong desire to continue working closely on Māori data governance. It was agreed to form an Ohu (working group) to develop pae tata (short-term) and pae tawhiti (long-term) strategic goals for Māori data governance, to identify model (Te Waka Hourua) testing projects, consider means of embedding Te Waka Hourua and associated roles, and securing next stage investment.

A key observation of the co-design was that it required more time than anticipated to build trust and establish shared understandings about Māori-Crown relationship approaches in

current government settings, and in iwi and Māori structures. There were tensions resulting from recent and historic actions around data that added to the sense of distrust. Time and resource constraints, along with this dynamic, resulted in the co-designed model being less developed at the end of the co-design. Notwithstanding, the co-design achieved more than the initial goals with a commitment from Kāwanatanga participants to work with Te Ao Māori participants to progress the co-design outcomes.

He Kōrero Whakataki | Introduction

Te Kāhui Raraunga commissioned a review of the Māori Data Governance co-design so that insights could be gained as to how the final outcomes were arrived at and in doing so reflect on lessons learned for the benefit of future co-designs. Specifically the review would:

- observe, record insights and recommend iterations at each stage of the co-design process (2 x Te Ao Māori wānanga; 1 x Kāwanatanga wānanga and 2 x co-design wānanga, and 5 x Ranga wānanga).
- develop a draft report, including;
 - working with the Ranga wānanga to iteratively finalise models.
 - develop evaluation findings.

The review does not focus on important Māori-Crown data interactions that preceded this co-design such as the Mana Ōrite Agreement (signed by Data ILG of the National Iwi Chairs Forum and Statistics New Zealand in October 2019) other than to provide context for this review.

Two Thought Leaders workshops in July 2020 were organised by Statistics NZ for Crown agencies that chose to participate in this Māori Data Governance co-design. The workshops were

attended by Tier 3 and 4 staff. The review team attended the second. An outcome of the workshops was a briefing paper for Crown senior executives attending the co-design. The workshops highlighted Crown agencies' varying readiness to enter into the co-design process. It also highlighted the scale of human and other resources available to the Crown compared to te ao Māori.

Both AATEA Solutions and Creative HQ staff conducting this review were actively involved in the co-design delivery as necessary, particularly with breakout group activities, giving in-the-moment feedback to the facilitators, and they were party to the planning at all stages.



He Horopaki|Context

The following conditions influenced the co-design process:



Mana Ōrite Agreement

This co-design was an outcome of the Mana Ōrite Relationship Agreement. Statistics NZ and Te Kāhui Raraunga developed a work plan that included this co-design project for Māori data governance.

Impact: A strong relationship between the two organisations was influential in building Te Ao Māori confidence levels that Kāwanatanga agencies would come to the co-design open to Māori data priorities and shared governance.



COVID-19

The global pandemic has impacted the safety and psyche of many countries including Aotearoa New Zealand during 2020. At the start of the co-design, Aotearoa was still in COVID-19 Level 2 restrictions.

Impact: Eight out of the ten engagements were held online to limit the risk of exposure to COVID-19.



NZ election impact

The New Zealand elections took place between the first and second co-design wānanga. It was clear at the second co-design wānanga that the Labour Party would form the next Government, though at that point it was still not announced who would hold Ministerial appointments or what a party governing alone would determine as its priorities.

Impact: This added an air of uncertainty as to how the co-design outcomes would be viewed if Government priorities changed.



Constitutional Perspectives

It is well documented that there are differing (Crown and Māori) perspectives of the Treaty of Waitangi and Te Tiriti o Waitangi, and how these are applied. This won't be discussed in detail here. However, this leads to differing framing and distribution of resources between the Crown and Māori collectives. This also influences attitudes to Māori policy which can confuse population-based approaches (e.g. ethnicity) versus tangata whenua-based approaches that acknowledge the mana of iwi and hapū (including Māori descent population).



The Public Service, the Public Sector Act 2020 and Te Arawhiti

According to the Public Service Commission (formerly State Services Commission), the Public Sector Act includes '... explicit responsibilities of Public Service leaders for developing and maintaining the capability of the Public Service to engage with Māori and to understand Māori perspectives'. Te Arawhiti, established in 2018 as the Office of Crown-Māori Relations, is key to assisting across government in understanding and planning for these responsibilities.

Impact: More accountability for government agencies to actively engage with Māori and having appropriate and timely data about, for, with and by Māori will be needed for the said agencies to achieve their outcomes for Māori.



Tension points

During the co-design, Statistics NZ acknowledged inadequacies in Māori data in the 2013 and 2018 censuses and was developing ways to address this important issue. (See 2018 Census iwi data: October 2020 update, published 12 October 2020).

Impact: The trustworthiness of the Crown to gather data and the negative impact on Māori health outcomes (and during a pandemic) caused the Government Statistician to address the group in the spirit of 'no surprises' as agreed in the Mana Ōrite Agreement. In addition, the co-design process, grounded in kaupapa Māori approaches, privileged Māori voices, leadership and decision-making. This rebalance of power dynamics expressed the collective rights of Māori as tangata whenua (Article 2), not their rights as individual New Zealand citizens (Article 3).

What the Co-design Involved



Māori-Crown Māori Data Governance Co-design Process 2020

The co-design included:

- 5 x Ranga wānanga: for the co-design lead group to work with the facilitation team to share their experience and help shape and create the co-design engagements. Participants were selected by Te Kāhui Raraunga;
- 1 x Kāwanatanga wānanga: an online preparatory hui for Kāwanatanga participants;
- 2 x Te Ao Māori wānanga: online preparatory hui for Te Ao Māori participants;
- 2 x co-design wānanga involving all participants;

Outside of the formal co-design process there was also an additional Thought Leadership Group arranged by Kāwanatanga.

Te Whakaritenga Rangahau| Review Method

Data Collection and analysis

The review included data from the following sources:



Te Kāhui Raraunga feedback from our weekly meetings. Observations made by the review team at the various wānanga.



Notes from the five Ranga wānanga, two Te Ao Māori wānanga, one Kāwanatanga wānanga and the two Co-design wānanga. Two surveys for Te Ao Māori participants and two surveys for Kāwanatanga participants.

Both groups were asked for feedback after their individual wānanga and after the second co-design wānanga. The rationale for a survey approach was to offer all participants the opportunity to provide commentary without adding an additional fixed time commitment in the form of an interview, and to comment privately. Survey response rates were low at between 25-40% but the data gathered was still very insightful if not representative.



Theoretical Framework

The theoretical framework for the review weaves three specific approaches: kaupapa Māori, Bottom-up (Hudson 2017) and primarily the Māori-Crown Co-design Continuum developed by the review team.



Kaupapa Māori Approach

This review has been conducted using a kaupapa Māori framework of Tika, Pono, Māramatanga and Aroha. These concepts characterise a clear approach and are the basis of the karakia ‘E Tau Nei’, composed by Dr Huirangi Waikerepuru (see the inside front cover of this report).



Bottom-up Approach

This review has used a “Bottom-up” approach in that the reviewers were a ‘critical friend’, actively involved in the delivery of the co-design to ‘strengthen capacity’.



Māori Crown Co-design Continuum

The third theoretical approach is the Māori-Crown Co-design Continuum. This tool has been created by AATEA for this review and in response to needs that were highlighted herein.

Kaupapa Māori approach

Concept	Implications for the Review
Pono	<ul style="list-style-type: none"> • All research methods will be applied in ways that are consistent with Māori cultural processes • AATEA ensures leadership by Māori team members who participate in and are recognised within their own marae, whānau, whakapapa and their respective kaupapa Māori contexts • Outputs will contribute to Māori self-determination
Tika	<ul style="list-style-type: none"> • Processes are inclusive, clear and agreed upon by the commissioning parties • The review is led by Māori • Use of qualitative and quantitative methods ensuring Māori worldviews are privileged • The review team have Māori language proficiency and other cultural skills necessary to fully engage with kaupapa Māori research
Māramatanga	<ul style="list-style-type: none"> • Links are made between the review and broader Māori development and wellbeing • The review supports iwi and Māori to achieve success on their terms • Evidence-based approaches from an ao Māori lens has primacy • Review findings have practical application for the future
Aroha	<ul style="list-style-type: none"> • All research methods uphold the mana of all participants • Positive outcomes for Māori collectives is a key indicator of the review • Participants are provided opportunity to contribute to findings • Findings reflect the view that ‘what’s good for Māori is good for all of Aotearoa-New Zealand’ • Acknowledges that partnership with whānau, hapū and iwi are essential to high-quality outcomes

Māori Co-design Continuum

	Māori		Māori-Crown	Crown	
	Design	Co-design			Crown Exclusive Design
	Māori Motuhake Design	Mana Māori Codesign	Ōritenga Codesign	Participatory Co-design	Crown Exclusive Design
Mana Whakahaere/ Decision making	<ul style="list-style-type: none"> By iwi and Māori, for iwi and Māori, with iwi and Māori. Little or no involvement of Crown agencies. Māori may choose to involve others i.e. private sector. 	<ul style="list-style-type: none"> Decisions made by authorised Māori voice, consulting with Crown agencies. Participants chosen by iwi/ Māori in consultation with Crown agencies. Crown or other input if desired. 	<ul style="list-style-type: none"> Shared decision making. Iwi and Māori determine who represents them. Acknowledges Māori and Crown authorising environments. 	<ul style="list-style-type: none"> Māori in an advisory role only. Māori input into Crown agenda and participants. Perpetuates power imbalance. 	<ul style="list-style-type: none"> By Crown alone. Little/no Māori input. Tokenistic gestures only. Homogenous.
Tūāpapa/ Process	<ul style="list-style-type: none"> Mātauranga Māori and iwi and Māori realities premise the process. Facilitation is reo Māori or bilingual. 	<ul style="list-style-type: none"> Mātauranga Māori and iwi and Māori realities premise the process and are amplified. Ongoing engagement required from both parties. Kaupapa Māori approach privileged. Bilingual facilitation. 	<ul style="list-style-type: none"> Bi-lingual and bicultural process. Equal explanatory power. Acknowledges different voices of Māori/Crown. 	<ul style="list-style-type: none"> Te Tiriti competence adhoc. Some reo Māori or tikanga (eg karakia) used. Kaupapa Māori minor feature. Facilitation largely Western. 	<ul style="list-style-type: none"> Tokenistic or no kaupapa Māori cultural competency. Intent not to engage or share power with Māori but more likely receive non-binding advice.
Resourcing	<ul style="list-style-type: none"> Māori determine best fit investment based on values, accessibility, and effective outcomes. Crown invests in Māori determined outcomes. 	<ul style="list-style-type: none"> Māori resourcing priorities are privileged. Fully resourced process for Māori determined outcomes. Crown invests in Māori determined outcomes. 	<ul style="list-style-type: none"> Resourcing priorities and sources are co-determined. Crown invests in Māori determined outcomes. Measures impact on Māori and Crown priorities. 	<ul style="list-style-type: none"> Few or no resources for Māori determined outcomes. 	<ul style="list-style-type: none"> Ad hoc and not centred in Māori aspirations. No ethnicity data to measure Māori outcomes.
Risks to Mitigate	<ul style="list-style-type: none"> Resourcing may be limited if Māori aspiration does not align with Crown agenda and priorities. May need to self-resource. 	<ul style="list-style-type: none"> Legislative environment restricts Māori aspirations. Politically appears too risky for the Crown. 	<ul style="list-style-type: none"> Conflicting priorities. Political cycles create instability of direction and long-term political will. Māori frustration from Crown inflexibility. 	<ul style="list-style-type: none"> Diverse Māori interests may compete. Unmandated individuals speak for iwi and Māori. Process becomes frustrating and time consuming. Māori representatives could risk loss of their base support. Māori disillusionment with Crown. Feeds transitional approach and not authentic relationship building. 	<ul style="list-style-type: none"> Status quo remains. Māori absence reduces diverse thinking. Systemic racism. Māori representatives could risk loss of base support. Māori disillusionment with Crown.

Māori-Crown Co-design Continuum

The following section describes the five design approaches in the continuum on the previous page. The three inner columns are co-design approaches, and the outer two are design approaches where Māori or Crown design independently. The top row of the table shows the shift in explanatory power between the parties.

1. Mana Māori co-design this form of co-design is rooted in the expression of Mana Māori motuhake. It is iwi and Māori led from the outset. The co-design is underpinned by mātauranga Māori and facilitated with tikanga Māori and Western co-design approaches as considered appropriate. The voice of Māori is privileged and amplified, and the outcomes defined by Māori. The decision-making authority (rangatiratanga) rests with Māori. Kāwanatanga fulfill their Treaty obligations by providing support, resourcing, and iterating the Kāwanatanga partner perspective as required, to include valuable information and data. This includes information about the readiness of their agencies to respond to the co-design outcomes, the impacts of and implications for the legislative and policy settings, and wider political context. Kāwanatanga do not hold the mana whakahaere but as partners their perspective is heard and valued.

If this form of co-design involves a nationally significant kaupapa, as was the case with this Māori data governance kaupapa, Māori participation would include mandated representation from iwi and national Māori organisations as well as invited expert Māori technicians. It would also involve Kāwanatanga participants in senior and system leadership roles.

2. Ōritenga co-design: Ōritenga is used to describe Māori and Crown perspectives and approaches having equal weighting, ōritenga in this sense, meaning balance of power, and the respective views of Māori and Kāwanatanga being afforded equal explanatory power. The design is planned by both parties; the facilitation is bicultural. Like the Mana Māori co-design, this model privileges Māori/iwi worldviews and the voice of Māori. This privilege acknowledges the pre-existing power imbalance between Māori and Crown agencies. Kāwanatanga processes are equally considered in this model. Ōritenga co-design should not be mistaken for the optimal approach. Māori Motuhake and Mana Māori would more likely be vehicles for iwi, hapū or whānau to enable rangatiratanga.

Clear communication of expectations and high levels of trust are paramount for successful outcomes. [The Mana Ōrite Agreement](#) is an example of what principles would be used in this form of co design between Māori and Kāwanatanga as equal partners.

3. Participatory co-design this co-design is defined by Crown agencies and can involve Māori/iwi to some extent but Māori are not involved in setting the agenda and do not have decision-making mana. The approach invites Māori to collaborate but in an advisory capacity without authorising mana. Māori are invited to participate, they may or may not have some influence on the agenda, they may or may not be mandated by their iwi, hapū nor selected by Māori organisations to participate. The voice of Māori is not privileged but heard as one of many viewpoints to be considered. Involving Māori is premised as a means to address social, economic and other forms of inequity rather than collaborating with a Tiriti partner. Their viewpoints are actively extracted rather than Māori being involved as a partner to Kāwanatanga. Decisions about what co-design outcomes are implemented and how Māori input is treated are made by Kāwanatanga at agency, Ministerial or Cabinet level. Te Ao Māori participants in the Māori data governance co-design strongly signalled that extractive approaches by their Tiriti partner are no longer tolerable.

4. Māori Motuhake Design is iwi and/or Māori-driven at all stages, where Māori are being Māori. It is based on the assertion of rangatiratanga and the confidence Māori have again in their own solutions embedded in mātauranga Māori creating the greatest outcomes for their people. Māori success on Māori terms is less likely to be seen as threatening than in previous generations but increasingly as beneficial for all Aotearoa New Zealand.

Māori may invite a degree of Crown agency participation in Māori Motuhake design but on Māori terms. Māori assert their independence and preferences. This does not negate Crown Tiriti responsibilities to iwi and Māori. Its' support must continue particularly as the Māori economic base is still in a fledgling state.

5. Crown Exclusive Design is the other end of the spectrum where Crown agencies design with little or no participation of Māori as Tiriti partners. The Crown designs alone; iwi and Māori are unconsciously or consciously excluded. Some processes include Māori features and include Māori participants and/or public servants but this can be by chance, or extractive in nature. Te Tiriti o Waitangi may be mentioned but there is little capability to make this meaningful. Māori outcomes are compared to the general population in an often deficit model.

Crown Exclusive facilitation and co-design favours the dominant worldview and power relationships to the exclusion of Māori/iwi aspirations, realities, rights and interests. Māori viewpoints expressed can be marginalised or considered too extreme. The facilitation in these engagements can be well intentioned but not inclusive of tikanga Māori or aufait with Māori worldviews.

Theoretical underpinnings, particularly to Te Tiriti informed the model above. For clarity's sake and the purposes of this review, the continuum has focussed on practical application.

Ngā Hua | Outcomes

At the close of the second wānanga there was acknowledgement both of the strong leadership shown in the room and the historical decisions that had taken place over the course of the wānanga. There was a strong desire to keep the momentum going. In particular three outcomes were proposed for development: the Waka Hourua as a governance model, the establishment of an Ohu, or working group, to drive the work forward and the role of Chief Māori Data Steward to be established.

Te Waka Hourua – concept

Participants developed a number of potential models for Māori data governance and decided that the Waka Hourua (double-hulled canoe) was the strongest.

A waka hourua is a robust vessel that houses people, sustenance and other taonga. It is designed for intrepid journeys, often to unknown places, using traditional indigenous navigation tools to face tides, wind shifts and other changing conditions. It requires significant expertise to meet the range of conditions and navigate safely to these new destinations.

“Set the destination – build a fit-for-purpose means to get there – leverage off existing tools – identify the gaps and build capacity and capability – plot the course – monitor the conditions – set sail and set the time frame to arrive where we all need to be... together!”

– Te Ao Māori participant

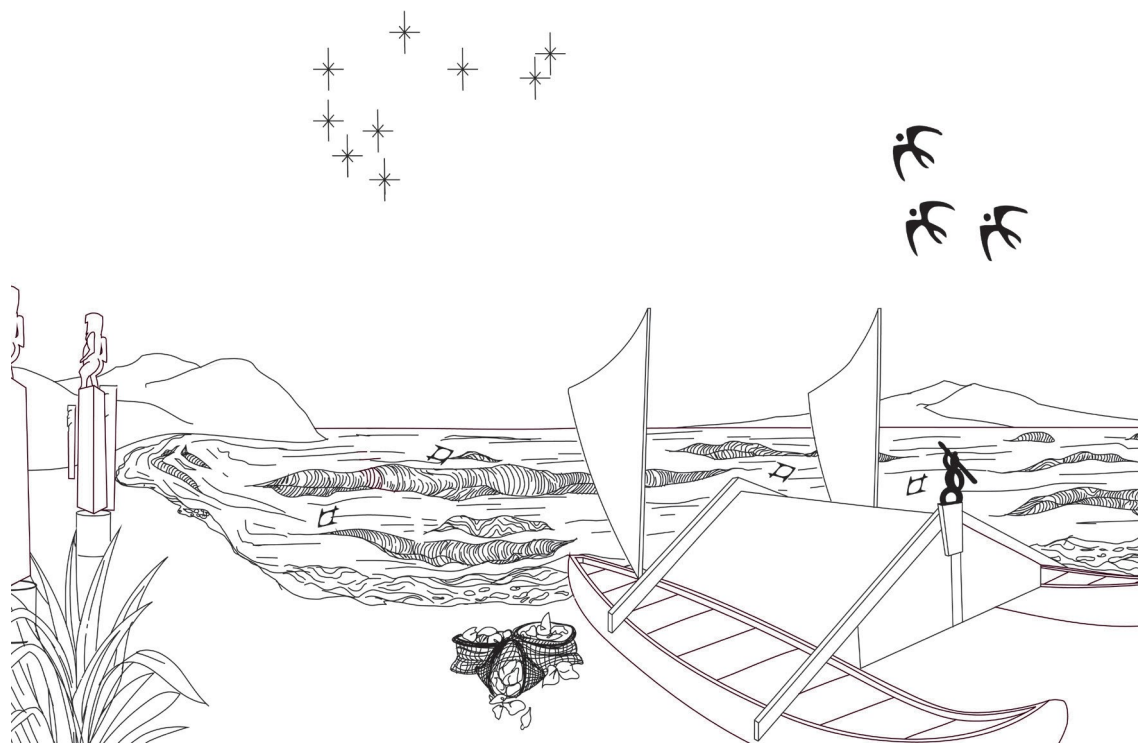
Māori (indigenous) perspectives are central to the Waka Hourua model. Such intergenerational mātauranga, or systems of knowledge, have been lost to many in ‘te kura huna’ – or the place of discoverable knowledge. Through the efforts of pioneer master waka builders and navigators, knowledge is being reinstilled in a new generation of seafarers. Through traditional navigation other knowledge is gained including: planning and preparedness; using appropriate karakia for the journey; clear processes of mapping and tracking progress to an end destination; working as a team with shared vision and purpose; keeping the waka balanced; being resilient in adverse conditions; clarifying and carrying out different roles; and ensuring there is sufficient provision on board to sustain life. These capabilities are needed to navigate Māori-Crown relationships for the Māori Data Governance Model to be realised and produce transformational outcomes for iwi, hapū and especially whānau.

The Waka Hourua sails on vast oceans that connect many islands. The islands are destinations that provide resting and resourcing points. The moana connects Māori to their whanaunga of Te Moana-nui-a-Kiwa and their shared culture and knowledge.

The Waka Hourua doesn't sail alone but as part of a larger flotilla. Each waka within the flotilla is enabled by the Waka Hourua but has its unique conditions with a degree of contextual independence. In the context of iwi leadership, each iwi has self-determination about their strategic direction and priorities. However, through the leadership of Te Kāhui Raraunga and other Māori data leaders, there should be clear benefits for iwi and Māori to align with a shared approach and direction around Māori data governance.

The same, too, could be said for cross-agency leadership around Māori data, and data in general. The Waka Hourua may be a platform where the Chief Māori Data Steward stands in the Māori hull, with a statutory role across government. The Waka Hourua becomes a flagship for kāwanatanga and te ao Māori.

While Māori will set the course for Māori data, the relationship with Kāwanatanga will be strong and through shared effort, the waka will reach its destination. Further, the double-hulled waka provides a framework, or a visual metaphor, for Māori-Crown relationships around data with equal explanatory power which can exist in the two parallel hulls.



He Ohu and Māori Data Steward

It was agreed to form an Ohu (working group) to develop pae tata (short-term) and pae tawhiti (long-term) strategic goals over a six month period. The Ohu would develop Te Waka Hourua model further by testing and refining it through jointly agreed projects. The Ohu primary focus would be ensuring sustained investment and arrangements to embed the model. Arrangements could include developing a well-resourced Māori Data Steward role, and a policy and legislative pathway to establish a Māori Data statutory body. It was agreed that Te Kāhui Raraunga leadership and expert participation required ongoing resourcing. Co-design participants communicated a strong desire that the Crown agencies and Māori entities continue to work together.



Ngā Kitenga|Findings

The Māori-Crown Co-design Continuum shows that the co-design was most akin to a Mana Māori co-design, in decision making and process. Te Ao Māori participants, led by Te Kāhui Raraunga, enabled Māori voice to be privileged in the co-design and Kāwanatanga participants were respectful of that. Resourcing and mitigating risk most resembled Ōritenga co-design. Key lessons learned in each of the following areas are identified.

The facilitation team supported Te Kāhui Raraunga’s approach which was, in hindsight, a combination of Mana Māori and Ōritenga co-design. Te Kāhui Raraunga used the Mana Ōrite relationship agreement as a starting point which then evolved into a predominantly Mana Māori, once the process started. The key enabler of success was to ensure that all engaged partners had a clear shared understanding of roles and expectations. In this process, there was a lack of shared understanding of roles and responsibilities which ultimately meant that the model was not developed to its fullest potential.

1. Decision Making

Mana Māori and Ōritenga examples of decision making were evident as shown to the right. Mana Māori decision making included Te Kāhui Raraunga determining who was in the Ranga wānanga and insisting on senior Crown representation

in the co-design. This was in keeping with the Mana Ōrite Agreement principle of mana to mana and mahi to mahi relationships. This came from the reasoning, “Te ao Māori were providing senior leaders, why not the Crown?” Ranga wānanga participants strongly guided the approach taken as would be expected by a lead group in any co-design. The Ranga wānanga accentuated Te Ao Māori participants’ thinking.

There were more Te Ao Māori participants than Kāwanatanga in the Ranga wānanga and relatively equal numbers in the co-design wānanga. Te Kāhui Raraunga ensured that the co-design was iwi-led and also invited national Māori organisations and Māori data experts to participate.

Decision Making	Māori		Māori-Crown	Crown	
	Design	Co-design		Design	
	Māori Motuhake	Mana Māori	Ōritenga	Participatory	Crown Exclusive
Participating organisations			x		
Ranga wānanga attendees		x			
Key comms messages		x			
Branding		x			
Hosting role		x			
Preferred models developed		x			
Facilitator selection			x		
Determining priority projects		x			
Defining key concepts	x				

Ōritenga decision making was observed when Crown agencies decided whether to participate in the co-design and who from their agency represented them from Tier 2 (DCE) level. Statistics NZ worked with Te Kāhui Raraunga in the procurement process including the selection of the facilitation team.

An area where decision making remained independent (i.e. Māori Motuhake and Crown Exclusive design) was the defining of key concepts such as Māori data, data sovereignty and governance. Kāwanatanga representatives were keen for Te Kāhui Raraunga to provide a definition of Māori data as a starting point. However, when given a definition, some Kāwanatanga participants felt the definition was too broad. There was also concern from some Ranga wānanga participants that the contrasting approaches, priorities and definitions would risk Māori and Crown parties 'talking past one another'.

“I felt we never really nailed the “scope” question – what data is within scope? Private data? All government data? Iwi registers?”

– Kāwanatanga participant.

Differing definitions of Māori Data Governance and the threat of talking past each other were identified early in the process and gave the group the opportunity to observe what it meant to

consider equal explanatory power in an applied context. Some questions that were posed to the group included, 'How do we operate within that tension?' and 'How do we use that tension in a positive way?' This was inspired by the kōrero from Dan Te Kanawa who spoke about the tension needed to weave a cloak. Both Te Ao Māori and some Kāwanatanga participants acknowledged that the risk of not 'getting this right' was measured in the failure of the system for children or the loss of lives and potential. Bringing both worldviews can strengthen resolve and increase possibility and solution seeking, taking into account the multiple perspectives that Māori and kāwanatanga bring. Trust through relationship building is more important than resolving to determine an agreed definition of Māori Data Governance.

Considerable discussion hinged around 'Big G' and 'little G' governance. Big G can be understood as Governance of data across the data system. Little G is about governance and advice over specific datasets or databases. If these elements are not held in balance and our scope remains too limited by solely focusing on project type activity, we will not achieve the ecosystem changes that are needed. As one participant framed it, "Transformative data governance is not just processes laid on top of the approach that already exists. At the start and the heart of it, it's about building out our own ecosystems."

Lessons learned about decision making

Key decision makers' involvement

Robust decisions require inclusive participation. Te Kāhui Raraunga deliberately wanted Tier 2 managers, at least, in this process as they saw them as critical decision-makers. This was observed to be true in some instances, however, some Tier 2 managers needed to seek permission from their agencies to commit to decisions. This reinforced the need to have both critical decision makers in the room with the support and backing from their home agency. Given the potentially significant implications for many Crown agencies, it would have been beneficial for the Crown's central agencies – the Treasury, Public Service Commission and Department of the Prime Minister and Cabinet (DPMC) to have participated or been consulted at the early planning stages. Treasury informally provided valuable advice for Co-design Wānanga 2 through the input of its Pou Tiaki – Director, Te Ao Māori Strategy & Performance.

Te Ao Māori participants' were diverse through Te Kāhui Raraunga inviting a wide range of Māori entities. However, more rangatahi voices could have been included, given the kaupapa and the implications for their future.

Delegate minor decision making

There were sometimes delays getting approvals from key personnel due to workloads. This slowed the communication flow with participants and hindered planning. When planning co-design at this high level, where participants have very limited availability, it's helpful that their staff or the co-design coordinators have the mandate to make some decisions to keep the project moving forward in a timely manner. This may seem to contradict the mana to mana, mahi to mahi approach. This also illustrates the imbalance of resources with te ao Māori when leading co-design processes in comparison to the Crown's resources.

Communicating aspirations in more detail at the start of the co-design may have helped participants better understand each other's desired outcomes, investment capability and concerns sooner and resulted in earlier decision making.

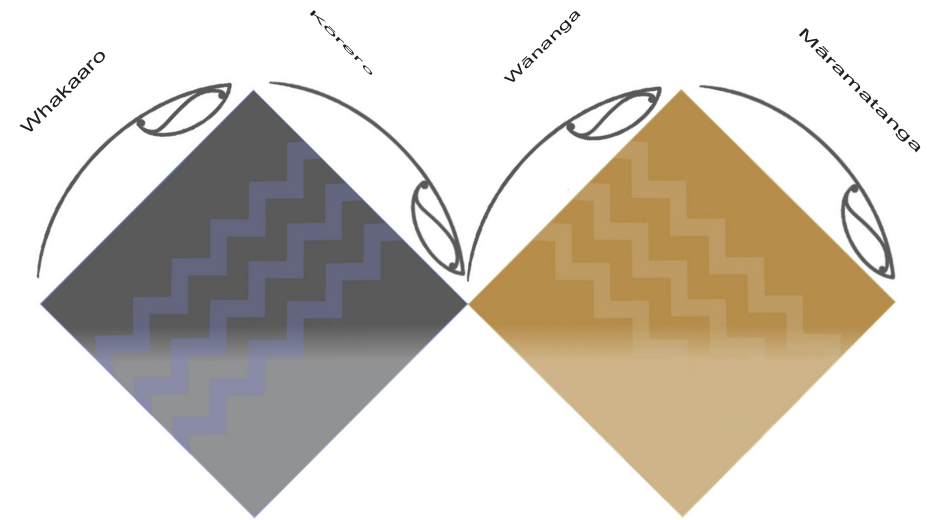
2. Process

The co-design process sits distinctly as a Mana Māori co-design with some Ōritenga features in terms of processes used. Te Kāhui Raraunga commissioned AATEA Solutions, a kaupapa Māori organisation, and Creative HQ, a design thinking agency to deliver a unique bicultural approach grounded in kaupapa Māori, with elements of design thinking and human centred design woven through. Specifically, the Request of Interest (ROI) called for:

“...a collaborative co-design process between a Te Ao Māori Group that represents Iwi and Māori interests in data sovereignty and a Kāwanatanga Group that represents key government agencies. However, the process and model(s) must centre Iwi and Māori voices. This is to address the dynamics that have led to the current situation and to ensure that the MDG is ‘client-focused’ and based on those Iwi and Māori voices.”

The facilitators used a Pātikitiki (twin flounder) model at every stage of the co-design that aligns with the design thinking Double Diamond model as the primary bicultural approach. The model progresses thought, to words, to discussion, to decisions based on understanding.

Pātikitiki Model



Nā te whakaaro ka puta te kōrero, nā te kōrero ka puta te wānanga, nā te wānanga ka poua he tikanga, kia puta ki te whai ao, ki te ao mārama. (The spark of thought motivates articulation, articulation provokes discussion, discussion drives decision making based on clarity and understanding.)

Examples of where processes sit with the Co-design Continuum are displayed below:

Process	Māori		Māori-Crown	Crown	
	Design	Co-design		Design	
	Māori Motuhake	Mana Māori	Ōritenga	Participatory	Crown Exclusive
Online/offline, venue & timing		x			
Comms approvals		x			
Speaking rights at co-design hui			x		
Workshop activities selected			x		
Facilitation approach		x			
Karakia, mihi		x			
Collation and analysis of data		x			

Participant engagement.

Statistics NZ in consultation with Te Kāhui Raraunga invited the Kāwanatanga participants to the process. Te Kāhui Raraunga were responsible for inviting Te Ao Māori members to the process.

Preparatory wānanga.

The facilitators designed preparatory wānanga for both Kāwanatanga and Te Ao Māori participants. These helped both groups form connections and shared understandings before engaging with each other. This was seen as a valuable part of the

process and many participants in both groups cited the value in connecting with their peers. An additional Te Ao Māori wānanga was conducted to give the group more time to understand each other’s aspirations, needs and vision.

Whakawhanaungatanga.

The emphasis on whakawhanaungatanga was a crucial element of the co-design. Creating connection, acknowledging whakapapa both biological and shared experience is always a key element of any Māori engagement and all the more so in this co-design due to the national significance of this kaupapa, and the leadership level involved. Additionally, matauranga Māori was prominent throughout the co-design. This was observed from the very first Ranga wānanga which began with an exploration of tupuna kōrero about the whakapapa of data, and how tupuna worked with data in all aspects of their lives.

The facilitators endeavoured to create a safe space whereby Te Ao Māori participants felt heard and could contribute in a meaningful way. This was reflected in the final survey where all Te Ao Māori participants indicated that they felt heard.

The process was distinctly bicultural. While the wānanga were facilitated primarily in English, te reo Māori was encouraged. The facilitators generally would weave some translation into the hui. Tikanga Māori was prominent in the proceedings. The facilitators

also alternated facilitating activities depending on who was best placed to navigate the two worldviews. An example of this was Di Grennell, who has rich experience as a Tier 2 in government, facilitating at certain times to pull together threads from both Crown and Māori in a way that resonated with Kāwanatanga.

“Love the duality of the facilitation process. I think that works really well to help kāwanatanga and te ao Māori bridge worlds through the co-design process.”
– Kāwanatanga participant.

Activities were designed to be accessible to both groups by using imagery and structures from te ao Māori that non-Māori government staff were familiar with. Other activities, such as the data sorting mat activity for the second co-design wānanga, were used to show in a light-hearted way that people have different perceptions of data.

“I really liked the respectful and inclusive nature of the event. It gives me a lot of confidence about the process we are engaged in.”
– Kāwanatanga participant.

Another intentional design element was to build in time for both groups to caucus in the co-design wānanga. This meant that both parties could discuss privately what they were willing to commit to for future steps.

Ranga wānanga

The Ranga wānanga played a key role in the process. The purpose of the Ranga wānanga was to work with the facilitation team to share their experience and help shape the co-design engagements. The word ranga denotes a grouping. It also means to advance, or move a kaupapa forward. The Ranga wānanga was a subset of the participant group and commissioning agency.

The group helped shape key elements of the process including the addition of a second Te Ao Māori wānanga, the resetting of ‘little g’ governance ideas and the development of conceptual frameworks. There was varying amounts of participation which meant that there was inconsistency in the group over the engagement period.

The bicultural approach meant that both Kāwanatanga and Te Ao Māori participants felt heard in the process and most felt they could genuinely contribute. Ranga wānanga enabled genuine and inclusive engagement with key people in a respectful and meaningful way and the de-escalation of potential “hot topics” when discussing complex issues by deliberately inviting and facilitating all forms of contributions in a spirit of curiosity, respect and care.

Observations of the Co-design Process

In line with the principle of equal explanatory power, the process was designed for both groups to contribute to the creation of a Māori Data Governance Model/s and the co-design wānanga were deliberately very interactive. However, key messages heard from both Kāwanatanga and Te Ao Māori groups was that there was an expectation that Te Ao Māori would create the model and then Kāwanatanga would assist to implement the model, not design it.



“I felt that we spent a lot of time trying to co-design what was desired. I don’t think that needed co-design – the iwi representatives should have been empowered to come up with that themselves and lay that down as the challenge. The co-design should then have been about how we navigate towards that.”

– Kāwanatanga participant.

“[We expected] a process where Māori would be able to identify a possible governance model over Māori data, and that this would privilege Māori needs and the Māori voice. This would address the power dynamics between Crown and Māori and acknowledge mana motuhake for Māori over things important to us (including data and what data helps inform). The end outcome would be that there is a governance model where Māori have more of a say over data governance.”

– Te Ao Māori participant.

This highlights the usefulness of the Continuum to ensure clear understandings between co-design leaders and the facilitators.

It was observed that some Kāwanatanga participants appeared hesitant to contribute. Some felt that it was Te Ao Māori participants' role to create the solution, or were hesitant to be seen as imposing a Kāwanatanga view. Some had limited experience of engaging in this kind of dynamic environment with iwi and Māori participants. Kāwanatanga participants who had long standing relationships with some Te Ao Māori participants appeared to engage more confidently.

Lessons learned about process

In hindsight, fewer engagements would have been preferable for the very busy rangatira and leaders involved in the co-design. Fewer Ranga wānanga with another co-design wānanga may have enabled Te Waka Hourua to be further refined. From the facilitators' perspectives, more time between the co-design wānanga in particular and fewer Ranga wānanga would have given them more time for participant follow-up, collating notes, and communicating with the commissioning team and making process changes.

A key lesson was that a future approach could have more clearly defined roles for the Kāwanatanga and Te Ao Māori participants from the start of the process. An alternative path, such as Mana Māori co-design, would mean the Te Ao Māori

group would create the draft model including outcomes, resourcing needs and framework. Then Kāwanatanga would play the role of looking at how, from a Crown perspective, this could be implemented. The definition and clarity of roles would have eased the tension of some Kāwanatanga members being unclear on how to best contribute and all Te Ao Māori participants' to know they were in the driver's seat of the model.

3. Resourcing

This project was resourced through the Innovation Fund. The application was made by Te Kāhui Raraunga and endorsed by Statistics NZ as in line with the requirement of partnering with a government agency to apply for the Fund.

The Fund enabled Te Ao Māori participants to be funded to attend. Crown agency participants attended as part of their work roles. The remuneration was a milestone for Te Kāhui Raraunga as historically their data technicians had been unpaid. This pattern has been observed in Māori-Crown interactions over generations.

Another key aspect of the resourcing was the importance of having equal numbers of the participating groups. Te Kāhui Raraunga were clear they did not want Te Ao Māori participants

– rangatira of their iwi and kaupapa – to be outnumbered at any of the wānanga by the Kāwanatanga group. This was one of the drivers behind not wanting the Thought Leadership Group to attend the Kāwanatanga Group wānanga originally, along with the primary reason that Te Kāhui Raraunga had a strong desire for decision makers from government to be the representatives from the Crown i.e. Tier 2 leaders. The one exception was during the Kāwanatanga wānanga where it was expressed that it would be beneficial to have both the Thought Leadership Group and the Deputy Chief Executives (DCE’s). This resulted in the inclusion of the Thought Leadership Group attending the Kāwanatanga wānanga with their DCE’s but establishing the expectation that they would be there in a support role as to not create perceived inequality in terms of numbers between the groups.

Future resourcing

To ensure that Māori data governance is meaningfully supported, as a demonstration of Te Tiriti commitment, genuine governance and sharing of resources needs to occur. Resourcing the establishment of a Māori Data Steward role and support system is one way this can be achieved.

Resourcing	Māori		Māori-Crown	Crown	
	Design	Co-design		Design	
	Māori Motuhake	Mana Māori	Ōritenga	Participatory	Crown Exclusive
Setting budget			x		
Resourcing future projects			x		
Determining scope of Māori Data Unit and Steward role		x			
Kāhui Raraunga resourced			x		

Lessons learned about resourcing – Investment estimates.

For Iwi and Māori resourcing is an area of frustration. Historically under-resourced and poorly compensated by the Crown, te ao Māori kaupapa often face an inequitable challenge to prepare, participate and leverage on a level footing. It would have advanced the outcomes of this co-design if Crown agencies had come prepared to talk about how they could invest in Māori Data Governance, whether funding, services or staffing. It would also have been beneficial if Te Ao Māori participants’ were resourced and briefed in a similar way as their Kāwanatanga counterparts. This was in-part why a second online Te Ao Māori wānanga was offered prior to Co-design Wānanga 1.

Mitigating Risk	Māori		Māori-Crown	Crown	
	Design	Co-design		Design	
	Māori Motuhake	Mana Māori	Ōritenga	Participatory	Crown Exclusive
Process adaptation		x			
Ensuring the facilitation team has the right mix of skills and experience			x		
Designing for participant needs		x	x		
Understanding authorising environment			x		

Clarity around the continuation of mana to mana, mahi to mahi. In terms of future work on this kaupapa, it was not clear who in each Crown agency would ultimately have mandating authority on issues relating to Māori data governance, although it was suggested that it could likely be the Chief Data Steward and StatsNZ (as leaders of the government system). Some DCE's expressed a strong desire to be part of the ohu/taskforce, some had operational mana, others in the policy area. Te Ao Māori gave clear support to Te Kāhui Raraunga to coordinate future steps. There were complexities on the Crown side as to who had mandating authority and decision making capability. It is recommended that this be addressed in the pre-work before the establishment of the Ohu, so that there is clear visibility of the mandating authority and the authorising environment, before embarking on pilot projects where clear lines of sight will be critical.

Ranga wānanga participation

The Ranga wānanga (the group formed to advise on the design of the process) was predominantly Te Ao Māori participants and with one or two Kāwanatanga participants. At times there was insufficient Kāwanatanga diversity as part of the Ranga wānanga group, this meant that at times there was pressure on Statistics NZ leadership to speak on behalf of all of Kāwanatanga.

4. Mitigating Risks

Throughout this co-design process intentional decisions were made in the design of each element, including planning, survey questions, facilitation and the makeup of the facilitation team. The procurement process involved Te Kāhui Raraunga, who had the ultimate decision-making power but also a Statistics NZ procurement advisor for government auditing purposes. The GETS website was also used for the purpose of sharing the Registration of Interest (ROI).

For future engagements, it is recommended that participants are selected based on the outcomes desired i.e. privileging Māori voice, and the facilitation team work with the commissioning agent to decide who the best people would be for the Ranga wānanga, what roles and perspectives should be included, and what gaps require filling, and how to adjust for power dynamics to create a balanced group.

Fear of talking past one another

It was expressed from both sides that there was fear that Te Ao Māori and Kāwanatanga groups would talk past each other. To mitigate the risk of talking past each other, we created an activity in the Co-design Wānanga 1, where participants could walk the room and read the data from the Kāwanatanga and Te Ao Māori Wānanga. Furthermore, activities were designed so that the groups had significant time to discuss ideas in diverse groups, so that shared understanding could build. For future engagements, it is recommended that there are specific wānanga dedicated to understanding perspectives before the co-design engagement, to ensure the baseline understanding of each group is clearly understood and enriched.



He Kōrero Whakakapi | Concluding Comments

This review has been delivered as an independent paper to provide insight into the design and learnings from this important Te Kāhui Raraunga commissioned co-design. There were considerable behind-the-scenes efforts by Te Kāhui Raraunga in the years leading up to and during this process. Statistics NZ and in particular the Mana Ōrite workstream team also committed to prepare and coordinate Kāwanatanga participants in this engagement.

Although co-design is a word commonly heard in iwi offices and the public sector, understanding and delivery of such an approach can vary greatly. It is hoped that the Māori-Crown Co-design Continuum will be useful to Te Kāhui Raraunga and iwi and Māori entities who wish to engage and lead their own co-designs in the future. The Continuum is adaptable to meet the needs of a range of kaupapa, whānau, hapū and iwi. The Continuum can be used at the start of an engagement to clarify expectations, design the model and throughout the course of an engagement can be referred to at key decision points.

The Public Sector Act and other recent legislation require the Public Service to engage with and demonstrate a commitment to Te Tiriti o Waitangi. The process of co-design, along the continuum of power-sharing, redistribution of resources and

amplification of Māori as designers of our own data narrative, requires the support of Crown agencies. With the normalisation of effective Māori-Crown co-design, the provision and sharing of resources and political will, it is anticipated that transformational outcomes for New Zealand and Māori will follow.

Quality data is a powerful conduit for rangatiratanga and transformation. Māori Data Governance enables all to contribute to Māori data aspirations and therefore improve outcomes for the country. Harnessing the momentum created through te ao Māori collaborations as well as government enthusiasm and responsibilities is essential. As one participant reminded us, “Transformative data governance is not just processes laid on top of the approach that already exists. At the start and the heart of it, it’s about building out our own ecosystems”.

Kia kaha ngā kaihoe, kia rere ai tēnei Waka Hourua i runga i te huka o Tangaroa.