

# TE MĀNGAI PĀHO

## STATEMENT OF INTENT

### 2016-2021



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## **TE MĀNGAI PĀHO STATEMENT OF INTENT 2016-2021**

Presented to the House of Representatives

Pursuant to section 149 of the Crown Entities Act 2004

**TE MĀNGAI PĀHO**

# TE MĀNGAI PĀHO

## STATEMENT OF INTENT

### 2016-2021



# Te Tirohanga Whakamua Me Te Koromakinga a Te Māngai Pāho

## Vision & Mission of Te Māngai Pāho

### VISION (Tirohanga Whakamua)

*Ahakoā kei whea,  
Ahakoā āwheā,  
Ahakoā pēwheā,  
Kōrero Māori!*

Māori language - everywhere, every day, in every way!

---

### MISSION (Koromakinga)

*Tuhia te hā o Te Reo Māori ki te rangi,  
e kaha ai te mapu o te manawa ora,  
e rekareka ai te taringa whakarongo,  
e waiwai ai te karu mātakitaki.*

Bringing the joy of Māori language to all listeners and viewers.



The design embodies our mission '**Tuhia te hā o te reo Māori ki te rangi.**'  
The design represents the nurturing of te reo Māori.  
The three uprights are called **Piki ki te rangi.**  
They represent the connections between heaven and earth.  
The base is **Te Māngai Pāho** - the mouthpiece which protects and nurtures.  
Within this is **Te Purapura - te kākano i ruia mai i Rangiatea**  
- the seed in the form of te reo me ōna tikanga Māori.  
It is this act of nurturing and promotion that is important in order for the Māori language and culture to thrive.

# Rārangi Kaupapa

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# Kupu Whakataki nā Te Poari o Te Māngai Pāho

## Introduction on behalf of the Board of Te Māngai Pāho

We are pleased to present Te Māngai Pāho's  
2016-2021 Statement of Intent.

This document sets out our long and medium term  
outcomes, and sets out the strategies we have  
developed in response to our environment. It also  
sets out how we plan to work towards our outcomes  
by setting out in broad terms our intended direction  
for the next five years.



Prof Piri Sciascia, ONZM  
**Te Māngai Pāho Board Chair**  
9 June 2016



Prof Rawinia Higgins  
**Te Māngai Pāho Board**  
9 June 2016

# Ko Te Māngai Pāho Tēnei

## About Us

Te Māngai Pāho is a statutory Crown Entity under the Crown Entities Act 2004. We are funded by Parliament through Vote Māori Development and governed by a Board that is appointed by, and accountable to, the Minister for Māori Development. Once operating, Te Mātāwai<sup>1</sup> will provide nominations to the Minister for three of the five Board members.

We are a Māori language agency operating in the online, broadcast and music sectors.

Our role is to promote Māori language and culture by funding broadcasters and Māori language programmes, Māori cultural programmes and music producers to create cost effective products that can be distributed via a wide range of media. We also have a role to make funds available for archiving programmes and content. The Māori Language Act 2016 expanded our role to include the ability to fund other activities to promote the Māori language and Māori culture.

The widespread use of electronic media in today's society means that our investments can be a catalyst for changing how people think, feel and behave. In order to harness the power of modern media we actively encourage development of content that is re-useable on a wide variety of different platforms, thus increasing the opportunity for it to reach the widest possible audience when and how they want it.

We were established in 1993 under the Broadcasting Amendment Act, giving life to the acknowledgement by successive governments that te reo Māori is a taonga warranting its active protection and support.

The core work of our small number of staff is to manage over \$55 million (GST exclusive) in funding contracts between the agency and various programme makers, service providers and broadcasters.

### Te Māngai Pāho's Māori Language Objectives

<i>Ko te reo kia tika</i>	High Quality
<i>Ko te reo kia rere</i>	Frequency and eloquence
<i>Ko te reo kia Māori</i>	Promote a Māori World View
<i>Ko te reo kia ora</i>	Normalisation of the Māori language

<sup>1</sup> Te Mātāwai is an independent statutory entity established by the Māori Language (Te Reo Māori) Act 2016 to provide leadership on behalf of iwi and Māori as kaitiaki (guardians) of the Māori Language. Its primary focus is on revitalising the Māori language at iwi, Māori and community levels.

# Whakaritenga Rautaki

## Our Strategic Intentions

### Challenges and Opportunities

#### *Faltering revival of the health of the Māori language*

The single largest challenge and opportunity we face is the faltering revival of the health of the Māori language. This matter has been brought to the fore in recent years through reports such as the Waitangi Tribunal Wai 262: Ko Aotearoa Tēnei report released in July 2011, and Te Paepae Motuhake's report on their review of the Māori language strategy and sector, Te Reo Mauriora Report released in April 2011.

Census results also highlight that, while the Māori and New Zealand populations are increasing, the number and proportion of people able to hold a conversation about everyday things in te reo Māori is declining.

Government has responded to this challenge by approving Te Rautaki Reo Māori (Māori Language Strategy) 2014 and passing Te Ture mō te Reo Māori 2016 (The Māori Language Act 2016).

The strategy outlines the Crown's approach to supporting the revitalisation of the Māori language and confirms our role as a lead agency, alongside the Māori Television Service, in Māori Language Broadcasting.

The Act affirms the status of Māori language as the indigenous language of New Zealand, as a taonga of iwi and Māori, as a language valued by the nation and as an official language of New Zealand. The Act also sets up Te Mātāwai to lead the revitalisation of te reo Māori on behalf of iwi and Māori.

In the lead up to the establishment of Te Mātāwai, and in the years following, Te Māngai Pāho will need to promote the development of improved language planning and policy amongst our broadcasters and production community. Once these techniques are well established, our funded organisations will be better equipped to follow Te Mātāwai's strategic lead.

Census	2001	2006	2013
Māori Ethnic population	526,281	565,329	598,608
<b>Māori that could hold a conversation about everyday things in te reo Māori</b>			
- number	130,482	131,613	125,352
- %	25.2%	23.7%	21.3%
<b>NZ usually resident population</b>			
NZ usually resident population	3,737,277	4,027,947	4,242,048
<b>People that could hold a conversation about everyday things in te reo Māori</b>			
- number	160,527	157,110	148,395
- %	4.5%	4.1%	3.7%

#### *Technological changes*

Within New Zealand and globally, the production sector is undergoing major change. Traditional broadcasting outlets have new competitors for audiences and revenue as telecommunications and broadcasting converge.

Television as we know it is changing dramatically. Broadcasting is being replaced by narrowcasting, with individuals increasingly able to choose both what they consume and when they consume it. These developments support today's society, where people want to interact with media and want products and services to come to them "Anywhere, Anytime, on any device". This means that programme producers of the future need to create products that can be distributed via a wide range of media eg. television, radio, interactive TV, mobile phones, smartphones and the internet.

The increased focus of producer and consumer activity on the internet, including social media, means that we need to encourage opportunities that provide access to programmes via the web. We also recognise that if we want the content

## Our Strategic Intentions (continued)

that we fund to reach the widest possible audience then we need to give greater consideration to that content that can be re-purposed in a variety of different ways.

Broadcasters and producers are rising to this challenge from their own resources and are utilising the programme content we fund for reuse on other platforms. This is a positive development, as it leaves us free to continue to concentrate the bulk of our scarce resources on developing quality programme content.

### *Government expectations*

The Government continues to be committed to a higher performing State sector that New Zealanders trust and that is delivering outstanding results and value for money. The Government's Better Public Services programme extends a strong theme of innovation to achieve better results, better value for money and stronger leadership across the State sector – both within each agency and at a sector and system level.

With limited resources, Te Māngai Pāho will continue to explore options provided by technology to streamline our funding management. We will also continue to identify opportunities to develop greater levels of co-operation and co-ordination of effort amongst sector agencies in the interests of collective impact.

### What we will do

As a Māori language agency tasked with promoting Māori language and culture by funding broadcasters and Māori language programmes, Māori culture programmes and music producers, our challenge is to ensure a language resource is accessible to the public that supports the ongoing language growth and development. We also have a role in raising public awareness of the dangers faced by the Māori language, protecting the integrity of its use, and extending and strengthening the range of contexts in which it can be used. In a

theoretical framework these are the notions of corpus, acquisition, status, and use which are the four outcome areas which give life to a language. This model seeks to create a situation of “critical awareness” established by a tensioning of activities between each of the four result areas. To influence language use and behaviours in each of the four result areas, a Language Planning and Policy (LPP) approach will be key. This recognises the roles of multiple levels of society and the need to support a diverse range of provisions to different audiences and groups. A Language Planning and Policy approach will help ensure that resources are directed to high priority areas and will strive for greater coordination of activity.

The passing of the Māori Language Act 2016 has caused us to reflect on the outcomes we contribute to and the way we carry out our work. We have confirmed that our aim is for the initiatives we fund to catalyse a positive shift in whānau, hapū, iwi and wider Aotearoa attitude toward Māori language and Māori cultural outcomes. We will work collaboratively with other Māori language agencies, Te Puni Kōkiri, Te Taura Whiri i te Reo Māori and Māori Television, to pursue this.

### How we will do it

The academic literature on language revitalisation is well-developed<sup>2</sup> and various theories have been applied in the development of strategies to address Māori language loss. These theories have also influenced how these strategies have been measured. More recent research has highlighted the important impact of societal ideologies, and the value and attitudes attributed to the language by society, on language revitalisation. Language values are an inherent factor of language choice amongst bilingual Māori communities. Against this background, current revitalisation strategies emphasise shifting this ideology to advance the Māori language and encourage normalisation across the nation.

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<sup>2</sup> See, for example, Fishman, Joshua (1991). *Reversing language shift: theoretical and empirical foundations of assistance to threatened languages*; Clevedon,: *Multilingual Matters*; Spolsky, Bernard (2003). *Reassessing Māori Regeneration*. (*Language in Society*, 32(4): 553-578).

## Our Strategic Intentions (continued)

In 2012/13 we adopted the ZePA model and the Right shift approach. The ZePA<sup>3</sup> model highlights how Right-shifting the position of an individual from **Zero** to **Passive** to **Active** can strengthen the position of the language within society. The key difference is that the emphasis is not simply on moving directly from Zero to Active. Right-shifting an individual from Zero to Passive can generate increased awareness and support for language revitalisation more broadly, and the subsequent right-shift from Passive to Active is then easier to achieve.

The evidence reported in the Te Puni Kōkiri surveys on the Health of the Māori Language<sup>4</sup> suggests that there has been continued left-shifting (hardening of attitudes against learning or maintaining Māori language and culture and decreasing the propensity of Māori language speakers to speak Māori in certain situations) in New Zealand over time that has contributed to the decline of the language, leaving the language in the precarious state described by Te Paepae Motuhake.

To successfully revitalise the language, Māori language initiatives need to both stem the factors that support this left-shift and proactively encourage a Right-shift - to increase the value, status and use of the language over time. Māori broadcasting is one such initiative, as we know that broadcasting can influence and shape societal values and it is society's attitudes that will ultimately determine the future of the Māori language and culture. Treasury research also suggests that broadcasting can be a cost-effective intervention to revitalise the language.<sup>5</sup>

We will continue to implement the ZePA model for language revitalisation that is tailored to the specific needs of the Māori language revitalisation environment and efforts.

To give effect to this, the model has been overlaid on our Purchase and Funding Framework, which specifies the categories of Māori language and Māori cultural content we seek from producers.

We will continue to invite producers to develop proposals that fall within the framework parameters and will gain a positive commitment from distributors.

Our approach sees us focusing our purchase and funding investments on those audiences among whom we are most likely to realise some appreciable Māori language gains. This includes providing:

- **Fluent speakers** with an environment that helps the language endure in their everyday lives across all the domains in which they are active
- **Second Language Learners** with the programming that supports them in their efforts to extend their Māori language abilities
- **Receptive Audiences** with access to a mix of opportunities to reinforce their interest and encourage and challenge them to pursue their own Māori language goals.

We do not target *Non-Receptive Audiences*, or broadcasting audiences that have little or no interest in either Māori language or Māori culture.

Our work builds on the base provided by our colleagues at New Zealand On Air, who through their Māori language strategy, Rautaki Māori, generally provide more broad-spectrum funding for Māori themed and general programming for audiences on radio and television. We also work closely with Māori Television and the iwi radio network in developing our approach.

Television and radio remain an effective means to reach and influence our target audiences. In May 2014, Statistics NZ released its first survey on Māori well-being, Te Kupenga 2013. This survey showed that, in 2013, 75% of Māori adults said they had watched a Māori television programme and 34% had listened to a Māori radio station.

A copy of our Purchase and Funding Framework follows.

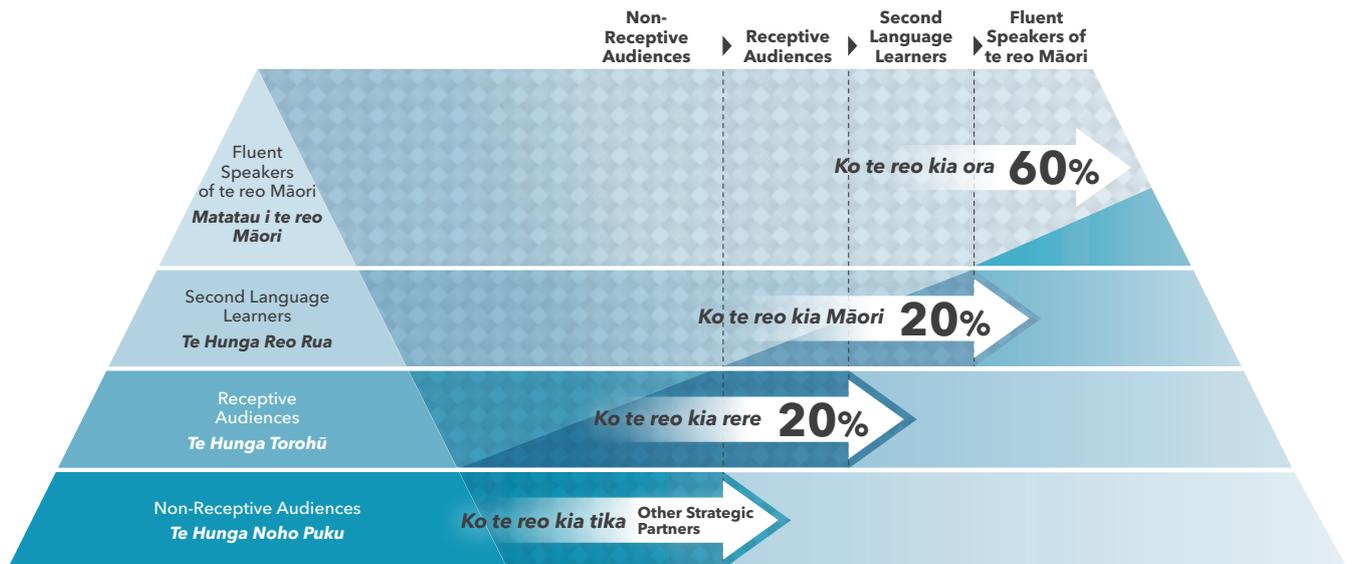
3 Higgins, R. & Rewi, P., *Indigenous Languages within the Entity*. (Language, Education and Diversity Conference paper. Auckland University June 2011).

4 Te Puni Kōkiri (2008). *Te Oranga o te Reo Māori 2006: The Health of the Māori Language in 2006*.

5 Grin, Francois and Vaillancourt, Francois (1998), *Language Revitalisation Policy: An Analytical Survey, Theoretical Framework, Policy Experience and Application to Te Reo Māori Working Paper 98/6*.

# Te Poutarāwaho Hoko, Toha Pūtea a Te Māngai Pāho

## Te Māngai Pāho Purchase & Funding Framework



Our purchase and funding framework is a representation of both our purchase intentions and our purchase objectives. The intervention triangle shows the four audience segments described above and the grid out to the right of the triangle shows our audience segments in a line on a language continuum under the ZePA model. As te reo Māori becomes increasingly accessible in homes throughout New Zealand, we would ultimately like to see audiences moving in a positive direction along this continuum.

The intention of our funding interventions is to Right-shift audiences along this continuum to increase awareness, acceptance and use of the language, particularly at a whānau and community level.

While 60% of contestable funding will be devoted to Fluent programming, it is important to note the broader impact of fluent language television programmes due to their availability to other audience groups by means of subtitles.

We appreciate that broad Right-shifting will not necessarily be accomplished through broadcasting alone. However, we do believe it is important that opportunities continue to be made available to support those who may be prompted to take their first or next steps on this journey.

# Whakaritenga Whakahaere

## Our Operating Intentions

Our vision is **Māori language - everywhere, every day, in every way!**

For it to be achieved we need **more people speaking more Māori and a greater awareness of Māori values, practices and views within Aotearoa.**

Our work focuses on exposing whānau, hapū, iwi, Māori communities and all New Zealanders to quality te reo Māori and tikanga Māori programmes in their own homes.

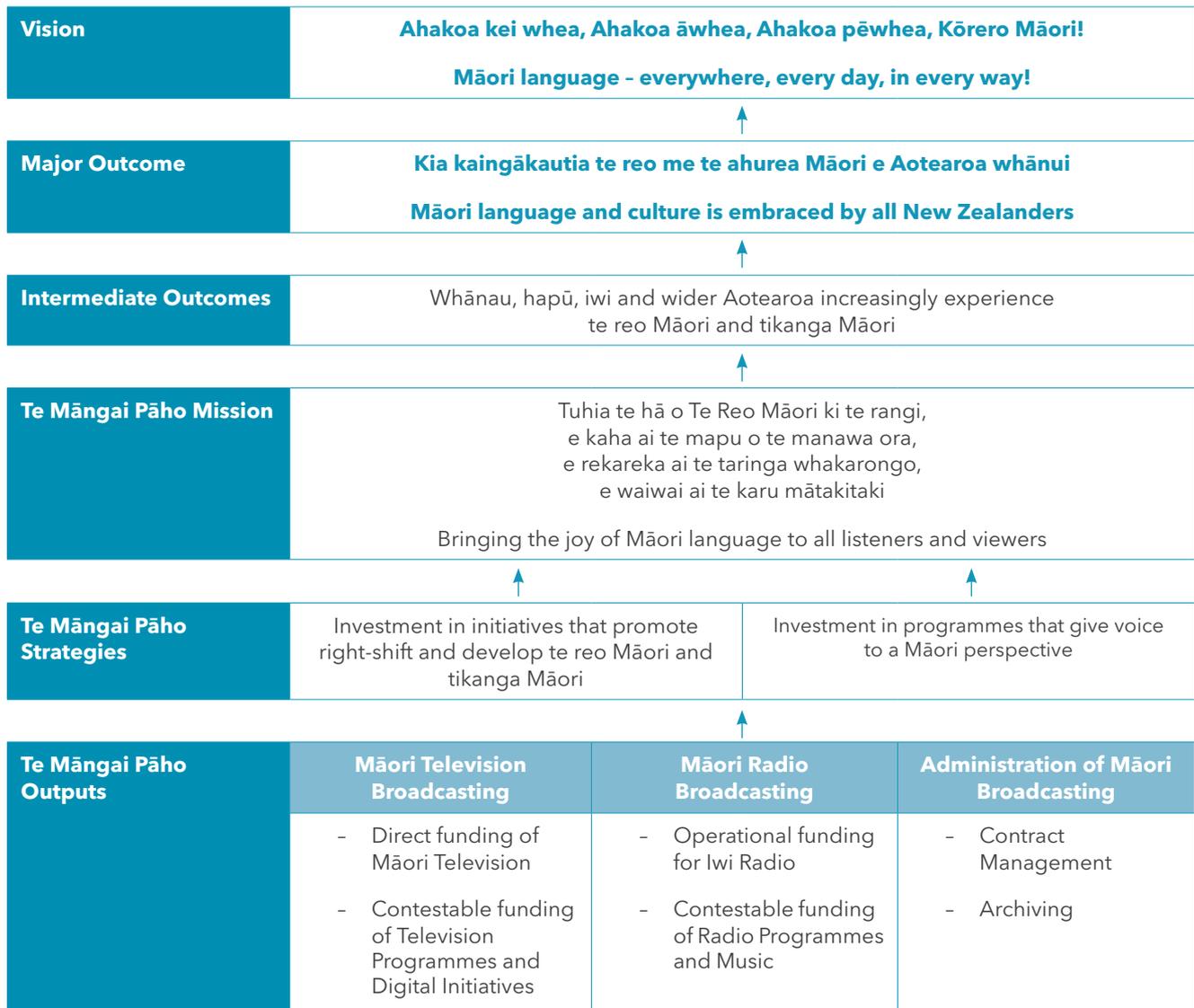
Our efforts are aligned with government's strategic policy goals and Māori aspirations for te reo Māori. This means:

- △ a focus on restoring Māori language among Māori people is a "first principle" to ensure the sustainable and proper guardianship of te reo Māori;
- △ the main platforms for Māori language broadcasting to Māori, namely the iwi radio network and Māori Television, must deliver quality Māori language outcomes appropriate to the needs of their audiences;
- △ an appropriate level of support must be provided by other national broadcasters for Māori language and cultural content within their programme schedules, in order that te reo Māori and tikanga Māori programmes are accessible to wider audiences; and
- △ our community must be supported to strengthen its te reo Māori and tikanga Māori capabilities in order to ensure that the demand for high quality, vibrant and diverse Māori programmes is adequately met.

These requirements are reflected in our outcome framework. The outcomes we seek are critical because they drive our short to medium-term funding policy, management and operational decisions.

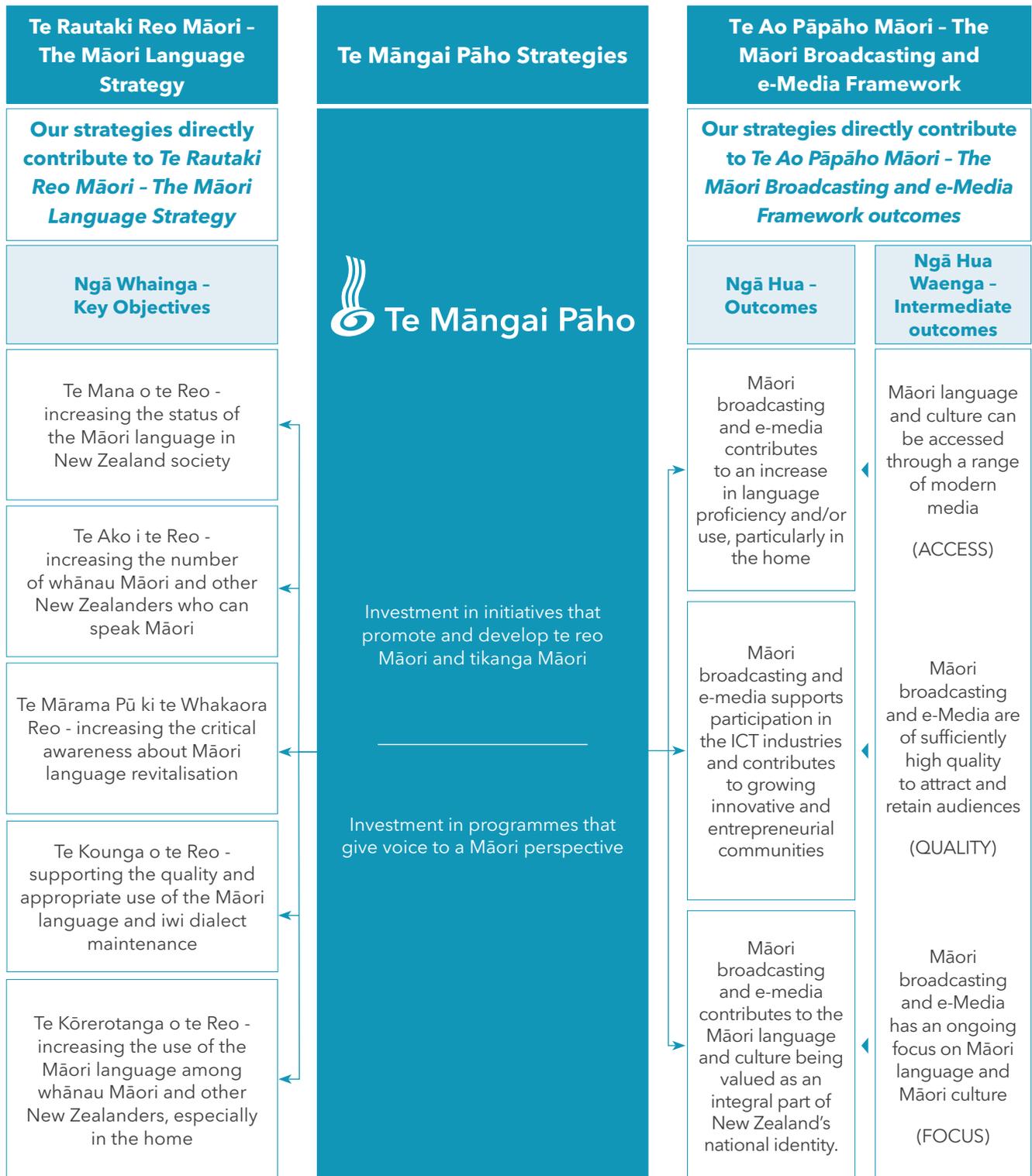
# Te Poutarāwaho Whakaputa Hua

## Our Outcome Framework



# Te Tautoko i ngā Rautaki me ngā Poutarāwaho a te Kāwanatanga

## How we Contribute to Government Strategies & Frameworks



# Putanga Hua, Rautaki Pae Tata

## Our Intermediate Outcomes & Strategies

Whānau, hapū, iwi and wider Aotearoa increasingly experience te reo Māori and tikanga Māori

Successive governments have recognised the value of culture and heritage for individuals, wider communities and for the country as a whole.<sup>6</sup> The Crown recognises that the Māori language is a taonga guaranteed to Māori by the Treaty of Waitangi and is committed to supporting the revitalisation of the Māori language.<sup>7</sup> It also appreciates that the attitudes of whānau, hapū, iwi, and wider Aotearoa, play an important role in the long term sustenance, ownership and use of te reo Māori and tikanga Māori.

Some Māori and non-Māori already value Māori language and culture as part of New Zealand's heritage. For New Zealand to maximise the benefits that Māori language and Māori culture can provide nationally and internationally as our nation's point of difference, there is a need for more New Zealanders to make an attitudinal shift toward accepting and supporting bi-culturalism. This outcome is crucial in terms of providing the best environment for right-shifting and ensuring the normalisation of Māori language across the nation.

The first step toward such acceptance and support is an increased understanding of the value of te reo Māori and tikanga Māori. One way to increase New Zealanders' understanding and appreciation of Māori language, culture and viewpoints is through the funding of broadcasting and the production of original, informative and entertaining programmes and music.

### Our strategy

**We will invest in initiatives that promote right-shift and develop te reo Māori and tikanga Māori and programmes that give voice to a Māori perspective.**

We will work together with iwi radio, to promote and celebrate hapū and iwi identity at a local level, and with Māori Television and other broadcasters/ programme producers to engage audiences at a national level on matters and issues important to Māori. We will also work with music producers and contracted archive providers.

In all contexts, we endeavour to ensure that programmes:

- comprise a substantive measure of quality te reo Māori and/or convey relevant aspects of tikanga Māori; and
- are produced and distributed across multiple platforms in a manner that attracts as wide an audience as possible, informing, entertaining and educating people of all ages and abilities.

Through our funding priorities and decisions, we encourage programme makers and broadcasters to take this approach with as many genre as possible, including documentaries, news, current affairs, drama and children's programmes.

We will also facilitate the development of programmes that provide Māori perspectives on, and insights into, current affairs and topical issues. We will promote awareness of current Māori issues by funding documentaries, debates, news and current affairs programmes that traverse current issues, diverse Māori viewpoints and historical contexts, and present them using different levels of Māori language content depending on the fluency level of the target audience.

We will work collaboratively with other agencies and entities in the sector to develop a shared understanding of the value of, and approach to, the promotion of te reo Māori and tikanga Māori to all New Zealanders.

We will support the Māori programming efforts of iwi broadcasters, Māori and mainstream national broadcasters so that New Zealanders can enjoy universal access to quality Māori programming. We will also support the development and consolidation of the Māori screen production industry, to ensure the ongoing provision of such programmes. We will fund programmes that promote, explain and/or raise awareness and appreciation of the benefits that New Zealand as a whole gains from te reo Māori and tikanga Māori.

<sup>6</sup> Te Manatū Taonga Ministry for Culture and Heritage. (2005). *Statement of Intent 2005-2009*.

<sup>7</sup> Te Puni Kōkiri (2003). *Te Rautaki Reo Māori - The Māori Language Strategy*.

## Our Intermediate Outcomes & Strategies (continued)

In carrying out our role, we will give particular focus to programmes and broadcasts that have whānau and community support and support the efforts of learners of the language, including students enrolled in Māori language education.

### Our focus

Over the next five years we will:

- △ fund quality reo Māori and tikanga Māori programmes, for distribution on multiple platforms and broadcast on radio and television;
- △ fund quality programmes for multiple platforms that reflect Māori perspectives and insights and are presented using varying degrees of Māori language content depending on the target audience;
- △ purchase core operational production and broadcast capability and te reo Māori content from iwi radio stations and purchase national programmes for distribution;
- △ purchase radio and television archiving services from Ngā Taonga Sound and Vision;
- △ support engaged and creative content production sector players who can deliver a range of content that will be accessible by, and attractive to, diverse audiences;
- △ maximise the accessibility and utilisation of programmes in which we have invested by ensuring our investment approach encourages, and allows for, programme re-use;
- △ work in a co-ordinated way with Irirangi Te Motu (NZ On Air) in terms of programme purchasing;
- △ work closely with Māori Television who have a specific long-term objective to “significantly contribute to te reo and tikanga Māori being increasingly valued and embraced”;
- △ work collaboratively with other agencies including Te Puni Kōkiri, Te Taura Whiri i te Reo Māori (The Māori Language Commission), Te Tāhuhu o Te Mātauranga (the Ministry of Education), Te Manatū Taonga (the Ministry for Culture and Heritage), Te Tumu Whakaata Taonga (the New Zealand Film Commission); Toi Aotearoa (Creative New Zealand); NZ Music Commission; and
- △ consult with, and respond to information provided by, our industry bodies such as Ngā Aho Whakaari and Te Whakaruruhau o Ngā Reo Irirangi Māori.

## Te Ine whakatutukitanga

### Measuring Performance

With the introduction of the Right-shift model, work is underway to refine our measures in order to monitor the effectiveness of the Right-shifting strategy. In the meantime we will use the following measures.

#### Whānau, hapū, iwi and Māori communities strengthen their te reo Māori and tikanga Māori

Investment in initiatives that promote and develop te reo Māori and tikanga Māori

Performance Indicator	2014/15 Audience Survey	2016/17 Target
<b>% of New Zealanders who indicate their understanding of te reo Māori has increased from watching or listening to Māori programming</b>		
Youth Māori	17%	18%
General Population of Māori	21%	22%
All New Zealanders	9%	10%

#### Investment in programmes that give voice to a Māori perspective

Performance Indicator	2014/15 Audience Survey	2016/17 Target
<b>% of New Zealanders who indicate their understanding of Māori culture has increased from watching or listening to Māori programming</b>		
Youth Māori	31%	32%
General Population of Māori	35%	36%
All New Zealanders	17%	18%

# Te Hauora me te Kaha o Te Māngai Pāho

## Our Organisational Health & Capability

To achieve our objectives, we need to ensure that we provide the right environment, the right tools and the right support to enable our staff to do their jobs effectively.

### People capability and organisational culture

We are a relatively small organisation with eleven permanent staff roles. Even so we have a diverse workplace profile in terms of age, gender and ethnicity, made up of a mixture of full and part time staff, Māori, non-Māori and Pasifika and a broad range of ages.

Our staff turnover is low, and our staff have an average length of service of eleven years.

Te Māngai Pāho is committed to being a 'good employer' and is also committed to upholding our obligations under the Crown Entities Act 2004. Te Māngai Pāho will continue to support and promote equal employment opportunities for all people. There are policies in place which provide for prevention and zero tolerance to bullying or harassment of any kind.

Te Māngai Pāho is committed to provide for the physical, psychological and emotional safety of staff and promotes a safe and healthy workplace where everyone takes responsibility for their own and others' health and safety.

Equitable recruitment, training and remuneration policies are in place.

### Improving our effectiveness

Our organisational make-up, and the Government priority of delivery of better public services to New Zealanders within tight financial constraints, provide the context for our future capability development considerations.

We strive to improve our efficiency and effectiveness, while at the same time meeting our obligations in terms of the Development Goals for the State Sector<sup>8</sup>.

Our development areas for the next five years are:

### External Relationships / Financial and Resource Management

We will review our current frameworks and spend to ensure they are evidence-based and deliver value for money in terms of use, capture, distribution and impact of the programmes we fund and the outcomes we seek. We will continue to invest in technology to assist our staff to carry out their work more effectively and efficiently.

### Leadership, Direction and Delivery/ People Development

We will continue to implement our internal Māori Language Strategy and capacity building initiatives. These initiatives will enhance the expertise and people resources we have available to carry out all aspects of our business.

### Risk Management

We will continue to develop a risk management programme to help manage risks that could affect our ability to achieve our outcome and impacts. Key strategic risks need to be identified and monitored to ensure that adequate mitigation strategies are in place. A key element of this process is our Audit and Risk sub-Committee which monitors our performance and provides assurance and risk management recommendations to the Board.

<sup>8</sup> State Services Commission (2005). *Development Goals for the State Services*. Retrieved April 2007 from <http://www.ssc.govt.nz>.



A misty landscape with a lake in the foreground, trees, and mountains in the background. The scene is captured in a soft, blue-toned light, creating a serene and atmospheric mood. The mist is thick and low, reflecting on the calm water. The trees are dark and silhouetted against the lighter sky, and the mountains in the distance are partially obscured by the haze.

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