
POUA WORK PROGRAMME

Iwi/ Māori

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DRAFT

Version 1

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Operational framework

Purpose

The Operational framework outlines the key pieces of work across the Commission that contribute to embedding the statutory and strategic requirements concerning the Tiriti and Iwi/Māori.

Poua definition

Poua means to establish, erect and sustain. Poua is a verb derived from the kupu (word) Pou, and plays on the name of the Commission, He Pou a Rangi. The Poua - Operational framework, therefore, is the manifestation of the Commission's purpose when it comes to Iwi/Māori.

Approach

The diagram below outlines the approach to operational planning for Iwi/Māori kaupapa:

- **Why?** What drives our approach to Iwi/Māori mahi?
- **What and who?**
What are the organisational mechanisms at our disposal to embed our imperatives?
- **How? and when?** How do we ensure this happens?



Statutory and strategic imperatives

Statutory imperatives

Climate Change Response Amendment Act 2002

The key statutory requirements regarding the Tiriti and Māori are outlined in the Climate Change Response Amendment Act 2002:

- CCRA s5M(f) provides that in performing all of its functions and in exercising any power under the 2002 Act, the Commission “must” – and so has a legal duty to – consider, where relevant the Crown-Māori relationship, te ao Māori and specific effects on iwi and Māori.
- CCRA s5N are in two stages:
 - a. first the Commission must consider whether there are relevant persons with whom it should proactively engage and/or whether public participation is necessary; and
 - b. second, where the Commission decides there would be relevant persons or that public participation is necessary, that proactive engagement or public participation must occur.

There are three pieces of advice that inform the interpretation and application of the statutory imperatives above within the Operational framework, this includes:

- s.9(2)(h) [REDACTED]
- [REDACTED]
- Dr Acushla Sciascia, Māpuna Consultants Ltd - Advice Report - 5Mf and 5N considerations. This advice provides considerations within the context of the 2050 Target review.

In addition to the above Iwi/Māori specific clauses, there is also the broader 5m section with application to and concerning Iwi/Māori. Below is the extract of Section 5m:

In performing its functions and duties and exercising its powers under this Act, the Commission must consider, where relevant, —

- (a) current available scientific knowledge; and
- (b) existing technology and anticipated technological developments, including the costs and benefits of early adoption of these in New Zealand; and
- (c) the likely economic effects; and
- (d) social, cultural, environmental, and ecological circumstances, including differences between sectors and regions; and
- (e) the distribution of benefits, costs, and risks between generations; and
- (f) the Crown-Māori relationship, te ao Māori (as defined in section 5H(2)), and specific effects on iwi and Māori; and
- (g) responses to climate change taken or planned by parties to the Paris Agreement or to the Convention.

s.9(2)(h)

- [REDACTED]
- [REDACTED]

Strategic imperatives

Enduring letter of expectation

Replaced from time to time, the Enduring letter of expectations outlines the expectations regarding equity and Māori-Crown relationships to Statutory Crown Entities

<https://www.publicservice.govt.nz/assets/DirectoryFile/Enduring-Letter-of-Expectations-to-Statutory-Crown-Entities.pdf>

The Iwi/Māori references in the letter can be summarised into three key areas:

- A unified value-based government for all New Zealanders

- Ensure your workplaces are diverse and inclusive
- Make substantive progress to close any ethnic or gender pay gaps and narrow the gap between the highest and the lowest earners in the workplace
- Supporting future-focussed Māori on relevant issues
 - Engaging appropriately and often on relevant issues
 - Pursuing further opportunities for partnership with Māori entities and businesses
 - Building staff Māori cultural capability including knowledge of tikanga Māori, New Zealand history and how to address institutional racism
 - Improving the Treaty-consistency of policy and practices (for example, considering where whanau centred policies can be used)
 - Supporting the Maihi Karauna by promoting and supporting the revitalisation of te reo Māori
- Contributing to improving wellbeing
 - Looking at intergenerational outcomes
 - Moving beyond narrow measures of success and considering impacts, both positive and negative

Strategic planning and reporting

The diagram below summarises the references to Tiriti and Iwi/Māori in the Commission's strategic planning documents:

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Document	Reference	Build	Connect	Deliver
Statement of Intent 2023-27	Matters we must consider (Pg.12)	"Giving consideration to the Crown Māori Relationship, Te Ao Māori and effects on Iwi/Māori"		
	NZ climate policy and action system (Pg.15)	"Upholds- Te Tiriti Waitangi, Treaty of Waitangi principles of partnership, participation, protection and equity"		
	Strategic framework (Pg.20)	"Uphold Te Tiriti o Waitangi, Treaty of Waitangi consistent with the Commission's mandate"		
Statement of Performance Expectation 2023/24	Strategic framework (Pg.10)	"Uphold Te Tiriti o Waitangi, Treaty of Waitangi consistent with the Commission's mandate"		
	Performance measures 2023/24 (Pg20)	"Advice is made with consideration to the Crown-Māori relationship, te ao Māori and specific effects on Iwi/Māori."		
	Assessment methodology (Pg21)	"All published reports are reviewed with consideration to te ao Māori, and specific effects on Iwi/Māori as per the Board approved QA/QC approach"		
	Why this measure matters	"This measure seeks to demonstrate that we have considered Iwi/Māori perspectives consistent with the Commission's mandate"		

Vote budget bid

In all Commission budget bids to date, there were resourcing requests for the Iwi/Māori business unit. In the 2022 Budget bid, this also included Pasifika community engagement and subject matter expertise. This budget bid was rejected. It is therefore important to highlight, that the Pasifika community engagement and subject matter expertise is excluded from the Iwi/Māori business unit and instead sits across the Commission's main functions and resourcing.

Operational qualifiers

The table below outlines operational qualifiers to assess workstreams on the extent of which they address 5M(f) and 5n against 5M.

CCRA s5M	CCRA s5M(f)			CCRA s5N
	Crown-Māori relationship	Te ao Māori	Specific effects on iwi and Māori	Engagement
a) current available scientific knowledge	<ul style="list-style-type: none">Partnership¹Improving the Treaty-consistency of policy and practices (for example, considering where whanau centred policies can be used)Pursuing further opportunities for partnership with Māori entities and businesses	<ul style="list-style-type: none">Active protection²Tikanga³Kōrero tuku iho⁴Supporting the Maihi Karauna by promoting and supporting the revitalisation of te reo MāoriBuilding staff Māori cultural capability including knowledge of tikanga Māori, New Zealand history and how to address institutional racism	<ul style="list-style-type: none">Redress⁵Kāinga⁶Equity⁷Contributing to improving wellbeing<ul style="list-style-type: none">Looking at intergenerational outcomesMoving beyond narrow measures of success and considering impacts, both positive and negativeEnsure your workplaces are diverse and inclusiveMake substantive progress to close any ethnic or gender pay gaps and narrow the gap between the highest and the lowest earners in the workplace	<ul style="list-style-type: none">The sliding scale operates from seeking Māori views, to intensive consultation and discussion, through to co-design, and Māori led and controlled processes⁸Requires the engagement to occur before the function/power is performed⁹not restrict its consultation with Māori to PSGEs¹⁰Engaging appropriately and often on relevant issues
b) existing technology and anticipated technological developments, including the costs and benefits of early adoption of these in New Zealand				
c) the likely economic effects				
d) social, cultural, environmental, and ecological circumstances, including differences between sectors and regions				
e) the distribution of benefits, costs, and risks between generations				
g) responses to climate change taken or planned by parties to the Paris Agreement or to the Convention				
	Enduring letter of expectation			

Operational qualifiers

Bar Index	Approximate Length (Relative)
1	95
2	92
3	25
4	5
5	95
6	92
7	95
8	92
9	95
10	92
11	95
12	92
13	95
14	92
15	95

It is important to highlight the following limitations of the operational qualifiers:

- No single output needs to meet all statutory obligations, and no single output can satisfy the Commission's statutory obligations. Instead, the Commission needs to be satisfied that the suite of outputs collectively contributes to meeting the statutory obligations; and
- This is not designed to be used to assess the content or substance of each output itself. For instance, it is not sufficient as a criterion to assess the statutory deliverables against. It is a simple operational management tool to support the prioritisation of mahi.

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Operational objectives and prioritisation

The overarching objective of the framework is to operationalise section 5N and 5Mf, in a way that is consistent with the following:

- **Effective** service delivery. To maximise value and performance of operations.
- **Efficient** and sustainable resourcing, including operating within allocated resources.
- Systematic and principled approach to **embedding** across the organisation. Including, clarity around responsibilities and interdependences and capability building.

The three objectives provide the foundation for a prioritisation matrix. This provides a methodical way of planning and allocating mahi, and maximising the value-add of outputs:

Objectives	Prioritisation		
	Effective	Efficient	Embedding
Effective service delivery. To maximise value and performance of operations.	Bottomline	Priority. This provides the circuit breaker to ensure we are not working in an adhoc way.	Futureproofing. This ensures a shared culture of working that is sustainable.
Efficient and sustainable resourcing, including operating within allocated resources.	Priority. This provides the circuit breaker to ensure we are not working in an adhoc way.	x	x
Systematic and principled approach to embedding across the organisation. Including, clarity around responsibilities and interdependences, and capability building.	Futureproofing. This ensures a shared culture of working that is sustainable.	x	X

Notes:

- If a proposed new workstream doesn't contribute to the statutory imperatives (effective) – it should not be entertained. E.g. A foundational question should be, how does this contribute to our statutory imperatives? This will likely provide clarity around our role as a Commission versus the role of government entities with responsibilities around climate change.
- It is not expected that all outputs tick all boxes, or one output is the silver bullet. Instead, the suite of outputs should collectively contribute to the operationalisation of the statutory imperatives.

Embedding

This section outlines the three organisational areas and their function when it comes to embedding the statutory imperatives.

Pou	Areas	Description
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Pou tuarongo – is the internal rear pou in a wharenuī	Organisational planning and reporting (Deliver)	Resource allocation and implementation monitoring of activities that will support the embedding of statutory deliverables
Pou kaiāwhā – this is the front external pou of a wharenuī and acts as a barrier to the elements	Organisational systems (Build)	Support mechanisms to efficiently and effectively embed statutory imperatives across the organisation
Pou tokomanawa – this is the centre pou that supports the ridge pole	Statutory deliverables (Deliver)	There must be evidence of the statutory imperatives in the development process and final deliverables

Output descriptions

Areas	Outputs	Description
Pou tuarongo - Organisational planning and reporting (Deliver)	Statement of intent	It sets the Commission's strategic direction (four years) and details how the Commission will carry out its purpose.
	Statement of performance expectation	This comprises the reportable outputs and the Prospective Financial Statements for the year, including the assumptions on which they are based.
	Annual report	Reports on the year's performance against the Statement of expectation.
Pou kaiāwhā - Statutory deliverables (Deliver)	Emissions Reduction Plans	To ensure that Aotearoa New Zealand keeps moving towards its climate targets, we give advice to the Minister every five years on the direction of its next emissions reduction plan .
	ETS unit limits and price control settings	The Commission must provide advice to Minister on the New Zealand Emissions Trading Scheme (NZ ETS), including recommending limits on units available each year in the NZ ETS, and price control settings. The purpose of our advice is to help ensure that the NZ ETS operates effectively and in accordance with the emissions budgets, nationally determined contributions, and the 2050 target.
	2050 Emissions Targets review	To monitor and review Aotearoa New Zealand's progress towards its emissions reduction goals. That includes monitoring progress towards meeting emissions budgets, emissions reduction plans and the 2050 target. The insights and lessons learned from monitoring can in turn help inform the Commission's future advice on opportunities to reduce emissions, limitations in Aotearoa New Zealand's approach and gaps in progress.
	National Adaptation Plan review	To provide a progress report on the implementation, progress and effectiveness of the Government's National Adaptation Plan
	Advice for Emission budgets	To provide independent evidence-based advice on what the budgets should be to help Aotearoa New Zealand meet its climate targets. We don't set the budgets ourselves. We produce independent expert advice on the system of emissions budgets to step Aotearoa New Zealand towards the 2050 emissions reductions targets.
	Monitoring and reporting: towards meeting	To advise on whether the budget we are advising on is technically and economically achievable. When we prepare emissions budget advice, we will also assess if there is a need to revise any

	emissions budgets, emissions reduction plans and the 2050 target	notified emissions budgets (that have not yet started) due to methodological changes in the way emissions are measured and reported or significant changes to the considerations on which the emissions budget was based.
	International Aviation & Shipping	The Commission will provide advice on whether the 2050 target should be amended to include emissions from international shipping and aviation, and if so, how the target should be amended.
	2026: National Climate Change Risk Assessment	Provides a national picture of how New Zealand may be affected by climate change-related hazards. It: <ul style="list-style-type: none"> identifies the most significant risks and opportunities for New Zealand highlights gaps in the information and data needed to properly assess and manage the risks and opportunities.
Pou tokomanawa - Organisational systems (Build)	Pou Herenga and secretariat	The Pou Herenga is a Māori advisory body established to support He Pou a Rangi Climate Change Commission, providing advice on aspects of the Commission's functions and responsibilities in areas relating to Te Ao Māori (as defined in the Climate Change Response Act 2002), and Te Tiriti o Waitangi/The Treaty of Waitangi.
	Māori data sovereignty strategy, policy and framework	Māori Data Sovereignty recognises that Māori data should be subject to Māori governance. This mahi includes policy through to implementation and integration.
	Iwi/Māori Engagement strategy and implementational plan (Connect)	For the purposes of this strategy, an Ao Māori approach is taken when using the following terminology. The term engagement means to korero with then to listen to and reflect the idea or Kaupapa of the discussion. The term consultation means to korero with to present ideas and gather feedback and responses to that idea. The term communication meaning to convey approved messages to our audience through several different platforms and channels.
	Analytical approach	This document sets out the Commission's high-level analytical approach to providing advice. It is intended to provide overview for staff on the stages of the process that should be followed when preparing advice and to help clarify what is required at each stage. Further guidance on how to apply the analytical approach can be found in the analytical product templates.
	Iwi/Māori cultural capability strategy and plan	The strategies and plan that outlines the key activities and resourcing to support organisational capability building when it comes to all things Māori.
	Writing style guide -Kaupapa Māori	This document outlines the Commission's presentation and writing style. It also provides resources to help you with the documents you create. Section 1.4. focuses on Kaupapa Māori considerations. This includes the management of translation services
	Poua work programme	The Operational framework outlines the key pieces of work across the Commission that contribute to embedding the

		statutory and strategic requirements concerning the Tiriti and Iwi/Māori.
	Ministerial services	There are different type of ministerial reporting. When providing these documents, is Māori perspectives being given on the subject matter.

Operational framework

The diagram below outlines the Operational framework that informs work programme development:

Area	Outputs	Timeframes	Responsibility	Operational qualifiers			
				CCRA s5M(f)			CCRA s5N
				Enduring letter of expectation			
				Crown-Māori relationship	Te ao Māori	Specific effects on iwi and Māori	Engagement
Organisational planning and reporting (Deliver)	Statement of intent	5years	Manager Strategy and performance with GM Māori consult	•	•		
	Statement of performance expectation	Annual		•	•		
	Annual report	Annual		•	•		
Statutory deliverables (Deliver)	Emissions Reduction Plans	5years	GM Sector analysis	•	•	•	•
	ETS unit limits and price control settings	Annual	GM Emission budgets, adaptation and markets	•	•	•	•
	2050 Emissions Targets review	5years	Chief Science advisor	•	•	•	•
	National Adaptation Plan review	2years	GM Emission budgets, adaptation and markets	•	•	•	•
	Advice for Emission budgets	5years	GM Emission budgets, adaptation and markets	•	•	•	•
	Monitoring and reporting: towards meeting emissions budgets, emissions reduction plans and the 2050 target	Annual & end of period	GM Emission budgets, adaptation and markets	•	•	•	•
	International Aviation & Shipping	One off	GM Sector Analysis	•	•	•	•
	2026: National Climate Change Risk Assessment	6yr cycle		•	•	•	•
Organisational systems (Build)	Pou Herenga and secretariat	Bi-monthly	GM Māori with Corporate services manager consult		•	•	
	Māori data sovereignty strategy, policy and framework				•	•	
	Iwi/Māori Engagement strategy and implementational plan (Connect)	3years	GM Māori	•	•	•	•

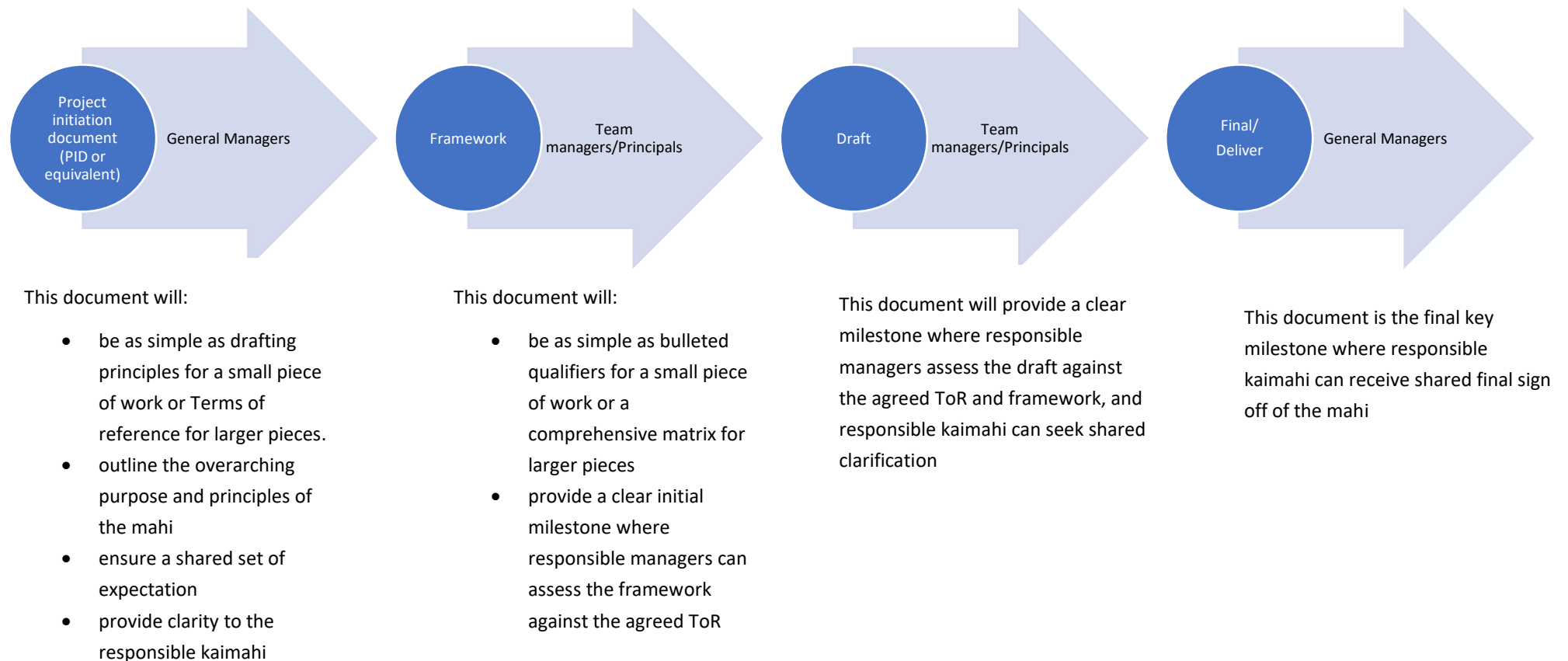
	Analytical approach	3years	GM Sector analysis, with GM Māori consult	•	•	•	•
	Iwi/Māori cultural capability strategy and plan*	3years & annual	GM Māori with Corporate services manager consult		•	•	
	Aratohu tikasnga tuhi - Māori writing style guide	3years	GM Māori with Communications & Engagement Manage		•		
	Poua work programme	Annual	GM Māori team	•	•	•	•
	Ministerial services	Ongoing	General Manager, Strategy, Engagement and Corporate Services	•		•	

Cross Commission interdependencies

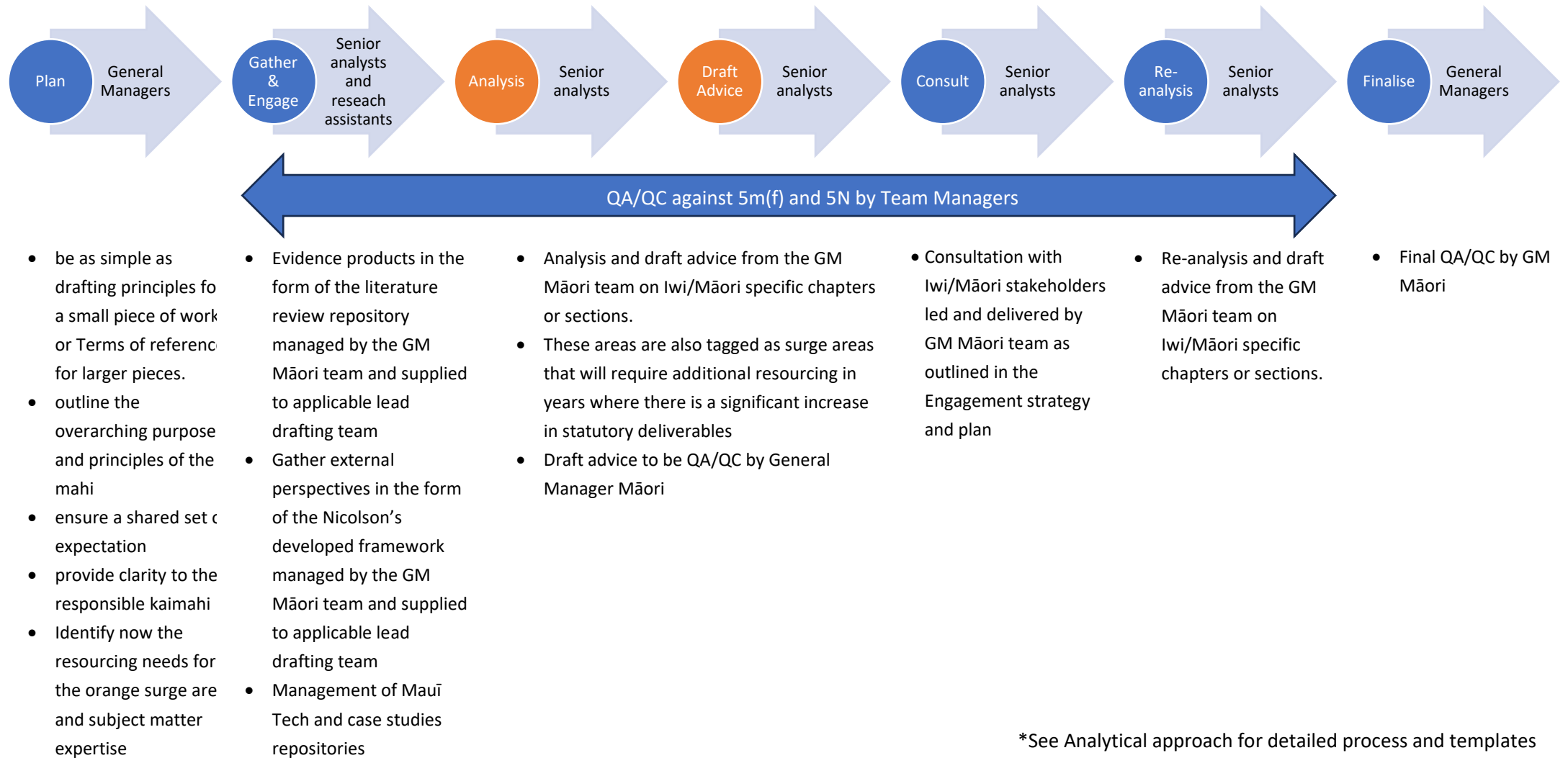
The diagrams below outlines the cross organisational interdependencies and key mechanisms to support a systematised way of working. This does not prescribe the engagement (internally or externally) required as part of the development process. Instead, it is about:

- Navigating shared delegated authority (financial and policy) efficiently and effectively
- A clear iterative process for the kaimahi holding the pen and reporting to more than one manager

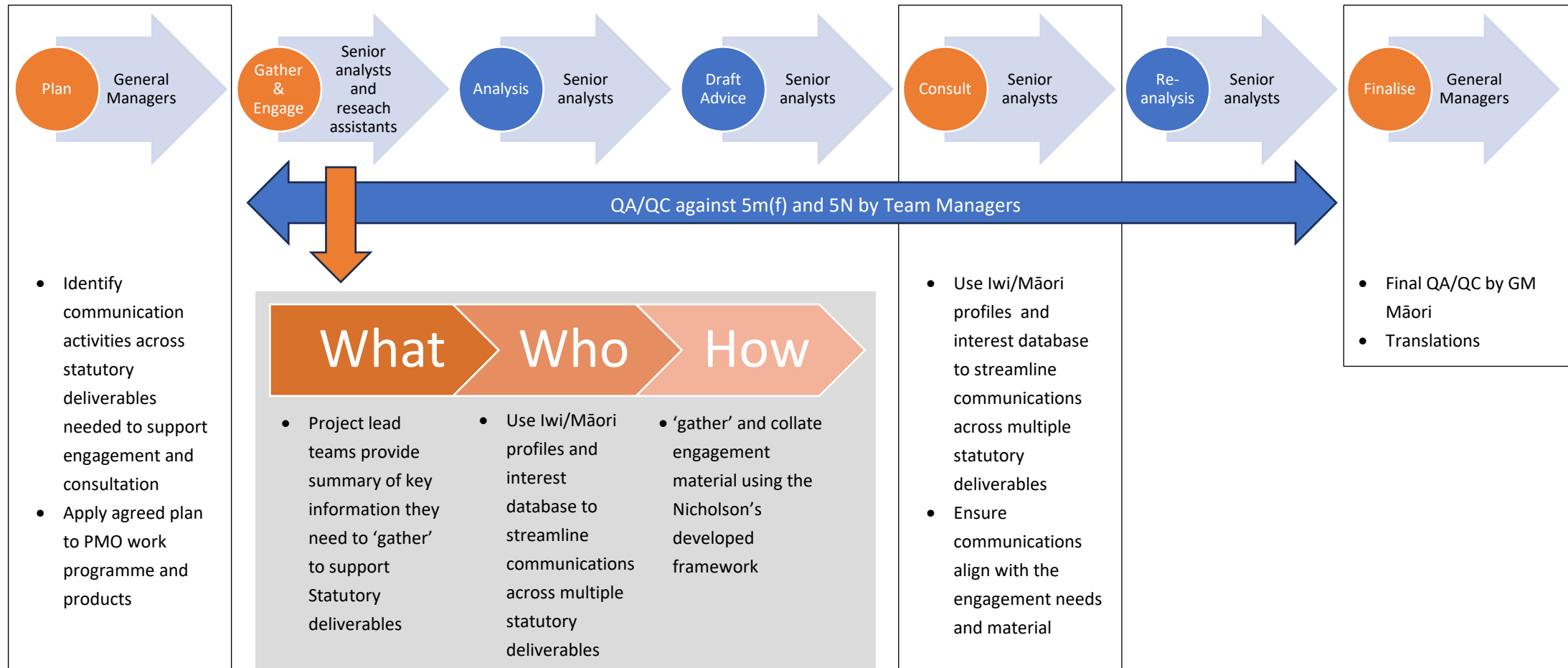
Organisational systems



Statutory deliverables – Internal co-design mandate

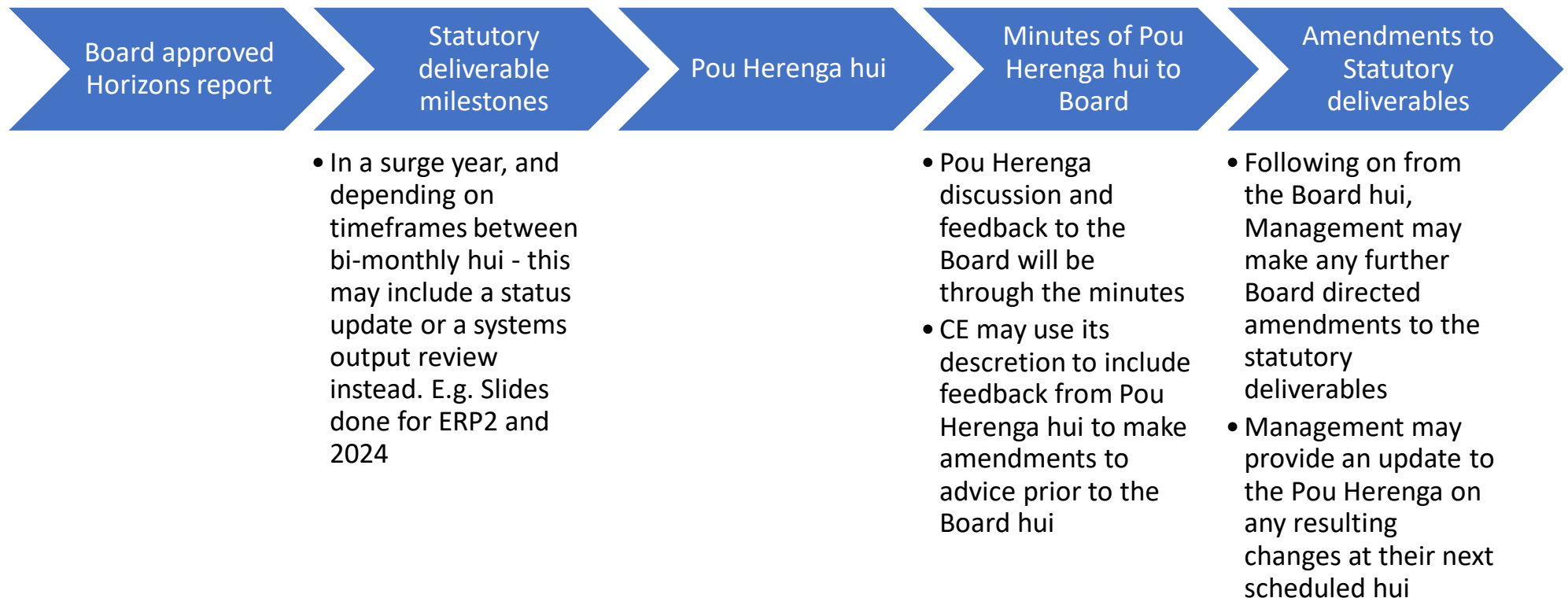


Statutory deliverables – Internal co-design mandate (Communications interface)



*See Analytical approach for detailed process and templates

Terms of Reference Defined Process



Work programme

Annual priorities

This section outlines the planned embedding actions identified over the next year to establish new systems or in most cases improve existing systems and outputs.

Pou tuarongo - Organisational planning and reporting

Outputs	Embedding actions
Statement of intent	NA, 4 year cycle
Statement of performance expectation	<ul style="list-style-type: none">Ensure key activities, particularly organisational systems identified in the Poua work programme are formalised and resourced under the SPE
Annual report	NA, dependent on SPE set

Pou kaiāwhā – Organisational systems

Outputs	Embedding prompts
Pou Herenga and secretariat	<ul style="list-style-type: none">Pou Herenga Policy manualPou Herenga deskfileAppointment of coordinatorDevelop an approach to best maximise the time and expertise of the Pou Herenga and apply it to the mahi of the Commission
Māori data sovereignty strategy, policy and framework	<ul style="list-style-type: none">Ensure Māori data sovereignty principles are a key driver to an organisational data management policyCreation of a Māori data sovereignty strategy to guide all current and future mahi and the treatment of matauranga Māori
Iwi/Māori Engagement strategy and implementational plan (Connect)	<ul style="list-style-type: none">Development of strategyDevelopment of implementation planDevelopment of key systems, including but not limited to, an Interests (E.g. as aligned with key chapters) matrix and database
Analytical approach	<ul style="list-style-type: none">s.9(2)(h)Adapting the ERP kaupapa Māori literature review into a multi-use literature review tool across all statutory deliverablesAdapt the Nicholson's engagement tool from ERP into a multi-source/engagement, multi-use tool to be used across all statutory deliverablesDevelopment of a Kaupapa Māori QA set of principles to be used across all statutory deliverables
Iwi/Māori cultural capability strategy and plan	<p>Ensure key people and culture processes are in place to ensure the Commission has the capability to deliver on 5m(f) and 5n, including, but not limited to:</p> <ul style="list-style-type: none">Ensuring Tiriti in key recruitment documents for all positions

	<ul style="list-style-type: none"> • Ensure there is always a panel member or appointment member capable of assessing capability in tiriti, Te reo Māori or Matauranga Māori when applicable • While there is a GM Māori rūpū, it is important that all units still identify cultural capability gaps in their team and actively address this gap through a mixed approach. • Induction plan that includes whakatau, hoa/buddy and other tikanga considerations • Māori procurement targets and actions (not just GM Māori team) • Diversity and pay parity targets • It is difficult to find Māori staff, this is a challenge faced by the sector. The Commission need to make a commitment to become the 'employer of choice' when it comes to Māori – an appoint, develop and retain strategy. This is a long game play, but it will ensure business continuity. Integrated planning and reporting method to ensure its delivered.
Māori writing guide	<ul style="list-style-type: none"> • Creation of a glossary of te reo Māori terms specific to the commissions mahi or climate change specific vocabulary • Additional clause of Te Reo Māori naming convention for key organisational documents • Additional clause outlining translation criteria
Poua work programme	NA
Ministerial services	<ul style="list-style-type: none"> • Review of drafting or review documents for 5m(f) prompts

Pou tokomanawa – Statutory deliverables

Outputs	Embedding prompts
Emissions Reduction Plans	<ul style="list-style-type: none"> • Implement and apply organisational system outputs (as outlined in previous section) • Allocate resourcing and responsibilities to analytical approach regarding 5m(f) and 5n
ETS unit limits and price control settings	<ul style="list-style-type: none"> • Sweep previous report for gaps or areas for improvement regarding 5m(f) and 5n • Systematise 5 m (f) prompts from sweep into methodology • Application of prompt to advice • QA considerations
2050 Emissions Targets review	<ul style="list-style-type: none"> • Implement and apply organisational system outputs (as outlined in previous section) • Allocate resourcing and responsibilities to analytical approach regarding 5m(f) and 5n
National Adaptation Plan review	<ul style="list-style-type: none"> • Implement and apply organisational system outputs (as outlined in previous section) • Allocate resourcing and responsibilities to analytical approach regarding 5m(f) and 5n

Advice for Emission budgets	<ul style="list-style-type: none"> • Implement and apply organisational system outputs (as outlined in previous section) • Allocate resourcing and responsibilities to analytical approach regarding 5m(f) and 5n
Monitoring and reporting: towards meeting emissions budgets, emissions reduction plans and the 2050 target	<ul style="list-style-type: none"> • Implement and apply organisational system outputs (as outlined in previous section) • Allocate resourcing and responsibilities to analytical approach regarding 5m(f) and 5n
International Aviation & Shipping	<ul style="list-style-type: none"> • Implement and apply organisational system outputs (as outlined in previous section) • Allocate resourcing and responsibilities to analytical approach regarding 5m(f) and 5n
2026: National Climate Change Risk Assessment	<ul style="list-style-type: none"> • Implement and apply organisational system outputs • Allocate resourcing and responsibilities to analytical approach regarding 5m(f) and 5n

Work programme

This summarises the phased outputs over the annual period, including key personnel. [Link here](#).

Merge up to date version when sharing as a PDF