

This article reports on the distribution of responsibility for administering capacity-building funds under the Reducing Social Inequalities programme¹, and looks at progress to evaluate the implementation of capacity-building initiatives. We intend to report to Parliament next year on progress to evaluate outcomes of the initiatives.

Capacity Building

- 6.1 The Government's Reducing Social Inequalities programme, as announced in Budget 2000, comprises a package of 33 initiatives to address social inequalities experienced by Māori and Pacific peoples. The programme funding is in addition to the core resources allocated to government agencies to target social inequality.
- 6.2 A key part of the programme is capacity building, which aims to assist Māori and Pacific communities to have the ability to achieve their goals. The assistance is provided through a mix of funding, information, services and support programmes.
- 6.3 In Budget 2000, \$112.7 million was appropriated over four years for targeted capacity-building initiatives.

Status of Capacity-building Initiatives

- 6.4 Since the programme was announced, some questions about capacity building have arisen, including:
 - Which departments now have responsibility for administration of capacity-building funds?
 - What is being done to find out how well capacity-building initiatives have been implemented?
 - Are departments evaluating the effectiveness of capacity-building initiatives for Māori and Pacific communities?

¹ The Reducing Social Inequalities programme was formerly called the "Closing the Gaps" programme.

- 6.5 These questions can be answered in specific cases by referring to the annual reports of the relevant departments. However, there is a lack of easily accessible information on the overall status of capacity building. This has given rise to speculation about how well the funding has been managed, and what the initiatives have achieved.

Our Approach

- 6.6 Given the above considerations, we have:

- Identified which departments were allocated capacity-building funds, the purpose of the funds, and in which Votes those funds were appropriated. (We sourced this information from the original media statements released to the public in Budget 2000, and from the *Estimates of Appropriations*).
- Asked the departments about their plans to evaluate:
 - implementation of capacity-building initiatives; and
 - outcomes of capacity-building initiatives.

- 6.7 Because the departments are at varying stages in carrying out their plans (see paragraph 6.10 on pages 73-74), we have not assessed the evaluation frameworks; nor drawn any conclusions about the quality or comprehensiveness of the evaluation approaches.

- 6.8 The departments' progress is summarised in Figure 6.1.



Figure 6.1 Targeted Capacity-building Funding – Current Administration and Evaluation Status

Department and Relevant Vote	Initiative	Purpose	Funding Commitment 2000-01 to 2003-04 (\$000 GST-inc)	Evaluation Frameworks: Status
<p>Department of Child, Youth and Family Services (CYF) Vote Child, Youth and Family Services</p>	<p>Iwi and Māori provider workforce development</p>	<p>Provide a workforce development fund including iwi social services – innovations fund for original proposals.</p>	<p>14,052</p>	<p>CYF has been carrying out process evaluations and feeding back information into the implementation process to improve delivery.</p> <p>Overall evaluation will involve:</p> <ul style="list-style-type: none"> • Implementation evaluation – a framework is being developed, and is expected to be completed by the end of June 2003; and • Outcome evaluation – a framework is being developed through a participative process with providers. <p>Both evaluations will be completed by 30 September 2004.</p> <p>... continued on next page.</p>



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Department and Relevant Vote	Initiative	Purpose	Funding Commitment 2000-01 to 2003-04 (\$'000 GST-inc)	Evaluation Frameworks: Status
<p>Department of Child, Youth and Family Services (CYF) Vote Child, Youth and Family Services <i>... continued.</i></p>	<p>Pacific Peoples' Provider Development Fund</p>	<p>Build the capacity of Pacific community-based organisations.</p>	<p>3,110</p>	<p>The evaluation is to be carried out by the Ministry of Social Development, using the resources appropriated for the purpose (see Vote Social Development below):</p> <ul style="list-style-type: none"> • The evaluation framework was expected to be completed by mid-May 2003; • A report on the development and early implementation of the Fund is expected by September 2003; • A final evaluation report, including implementation of years 3 and 4 funding, is expected in June 2004.

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Department and Relevant Vote	Initiative	Purpose	Funding Commitment 2000-01 to 2003-04 (\$'000 GST-inc)	Evaluation Frameworks: Status
<p>Department of Labour Vote Employment</p>	<p>Māori economic and organisational development</p>	<p>Capacity building for Māori, assisting whānau, hapū, iwi and Māori communities to identify needs and develop initiatives. To work at a local level with Māori, to realise the economic potential of under- or non-utilised multiply-owned Māori land by funding feasibility studies, and to assist with the implementation of solutions that provide economic benefits and local employment opportunities.</p>	<p>20,467</p>	<p>An evaluation framework was put in place for the following capacity-building initiatives: Māori land development, Māori local partnership, Māori organisational development, Māori Women's Leadership and Pacific organisational development. The evaluation has three phases:</p> <ul style="list-style-type: none"> • a process evaluation (Completed: September 2001 to February 2002); • a short-term outcomes evaluation (July to December 2002); and • a medium-term outcomes evaluation (July to December 2003).
	<p>Pacific peoples' organisational development</p>	<p>Develop and strengthen organisational capacity and capability of Pacific peoples' community groups.</p>	<p>6,931</p>	<p>... continued on next page.</p>



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Department and Relevant Vote	Initiative	Purpose	Funding Commitment 2000-01 to 2003-04 (\$'000 GST-inc)	Evaluation Frameworks: Status
<p>Department of Labour Vote Employment ... <i>continued.</i></p>	<p>Māori Women's Development Fund</p>	<p>To assist Māori women to access financial assistance and support to enter into or expand their business. Includes enterprise training skills, leadership training, mentoring, advice, support and information to Māori women, as well as some capital finance.</p>	<p>6,000 (13,968 was allocated in Budget 2000; the other 7,968 is applied to Māori Women's Leadership – see below)</p>	<p>The Department provides Māori Women's Development Incorporated (a private sector provider) \$2 million per annum from this funding stream. The provider submits six-monthly reports to the Department. No evaluations are planned at present.</p>
<p>Māori Women's Leadership (was part of Māori Women's Development)</p>	<p>Assistance for organisations to identify and develop potential Māori women leaders, whose development will contribute to their organisation's capacity.</p>	<p>7,968</p>	<p>This initiative will be evaluated using the evaluation framework applying to the Māori land development, Māori local partnership, Māori organisational development, and Pacific organisational development initiatives (see above).</p>	



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Department and Relevant Vote	Initiative	Purpose	Funding Commitment 2000-01 to 2003-04 (\$000 GST-inc)	Evaluation Frameworks: Status
Ministry of Education Vote Education	Needs analysis for registration of Kura Kaupapa Māori teachers	Training needs analysis of Kura Kaupapa Māori teachers.	275 (one-year funding)	This was departmental funding (i.e. not for distribution to communities). A research project was completed in the 2000-01 financial year, which examined Kura Kaupapa Māori teacher registration and qualifications. It also considered teacher supply. Not all the appropriation was used.
Te Puni Kōkiri (TPK) – Ministry of Māori Development Vote Māori Affairs	Capacity assessment	Increased funding to provide hapū, iwi and Māori organisations with ability to assess strengths, weaknesses/ preparation of development plans.	8,625	An implementation evaluation was completed in 2001. An evaluation framework was completed in 2002. An impact evaluation is currently under way which will provide evidence: <ul style="list-style-type: none"> • on whether capacity building is achieving its objectives; <i>... continued on next page.</i>

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Department and Relevant Vote	Initiative	Purpose	Funding Commitment 2000-01 to 2003-04 (\$000 GST-inc)	Evaluation Frameworks: Status
Te Puni Kōkiri (TPK) – Ministry of Māori Development Vote Māori Affairs ... continued.	Capacity building	Additional funding to implement initiatives in response to assessments provided by communities.	27,500	... continued from previous page. <ul style="list-style-type: none"> to assist with future decisions on the continuation of the programme; and on the range and extent of the capacity-building outcomes achieved. It is expected that the impact evaluation will be completed by 30 June 2003.
	Organisational capacity	Increased operating funding to improve capacity of TPK.	12,250	This funding was for departmental purposes, to increase the capability of the Ministry to administer regional operations.

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Department and Relevant Vote	Initiative	Purpose	Funding Commitment 2000-01 to 2003-04 (\$'000 GST-inc)	Evaluation Frameworks: Status
Ministry of Social Development Vote Social Development	Investing in Māori communities (Whānau Development Project)	Assisting whānau, hapū, iwi and Māori communities to identify their needs and support communities to develop their capacity.	3,000 (three-year funding)	An implementation evaluation has been completed. An interim outcome evaluation report was completed by the end of February 2003. A process evaluation report was due in April/May 2003. A final evaluation report (process and outcome) is due by the end of October 2003.
	Evaluation of Pacific Peoples' Provider Development Fund	Monitor and evaluate the development fund, to determine the success of this initiative in improving outcomes for Pacific children and young people and their families.	225 (two-year funding)	This is to be used to evaluate the Pacific Peoples' Provider Development Fund (see under, Department of Child, Youth and Family Services). <i>... continued on next page.</i>



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Department and Relevant Vote	Initiative	Purpose	Funding Commitment 2000-01 to 2003-04 (\$000 GST-inc)	Evaluation Frameworks: Status
Ministry of Pacific Island Affairs Vote Pacific Island Affairs	Pacific Island community workers	Establishment of Pacific community workers to assist in the implementation of capacity building. (This funding is now located in the Ministry's policy advice output class.)	2,252	An evaluation strategy is being finalised, and will be used for evaluating Pacific Capacity Building as implemented by: <ul style="list-style-type: none"> • other departments; and • the Ministry. The evaluation schedule is: <ul style="list-style-type: none"> • evaluators will be engaged in early-2003; • the implementation evaluation is expected by the end of 2003; and • the outcomes evaluation is expected by the end of 2004.
Total			\$112,665	

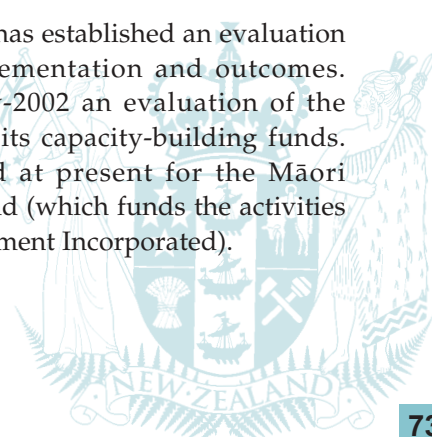
Our Observations

6.9 Some general observations can be made from our findings:

- The Department of Labour and the Ministry of Social Development administer the capacity-building funds that were being administered by the Department of Work and Income when Budget 2000 was announced.
- In Budget 2001, Vote Employment (managed by the Department of Labour) was also allocated \$1.2 million over three years, for Pacific Women's Leadership. The evaluation framework for Pacific Peoples Organisational Development also applies to this additional funding.
- Capacity-building funding administered by the Ministry of Pacific Island Affairs was used in 2000-01 for Pacific Island community workers, who helped to initiate the Programmes of Action for Pacific Capacity Building. It was used from 2001-02 to increase the Ministry's policy advice capacity to progress the Programmes of Action initiatives through the policy phase. Performance in respect to this funding is captured by the annual report of the Ministry.
- Funding for the Organisational Capacity of Te Puni Kokiri was departmental funding (i.e. not for distribution to communities). Performance in respect of this funding is reported in the annual report of Te Puni Kokiri.

6.10 Progress in evaluating capacity-building initiatives is mixed:

- The Department of Labour has established an evaluation framework for both implementation and outcomes. It also completed in early-2002 an evaluation of the process used to distribute its capacity-building funds. No evaluation is planned at present for the Māori Women's Development Fund (which funds the activities of Māori Women's Development Incorporated).



- Te Puni Kokiri has completed an implementation evaluation of its capacity-building programme and has established an evaluation framework. The Ministry is currently tendering for external contractors to provide a qualitative evaluation of projects funded through the programme.
- The Ministry of Social Development has an implementation framework for the programmes it administers, and is developing a framework for evaluation of the Pacific Peoples Provider Development Fund (administered by the Department of Child, Youth and Family Services).
- The Department of Child, Youth and Family Services and the Ministry of Pacific Island Affairs are in the process of developing frameworks to evaluate the implementation of their capacity-building initiatives, and the outcomes.

Concluding Comments

- 6.11 The Reducing Social Inequalities programme is in its third year and, in respect of capacity-building initiatives, three departments have established evaluation frameworks. The other departments that administer capacity-building funds are developing frameworks for evaluating the implementation and outcomes of capacity-building initiatives.
- 6.12 We are pleased that some evaluations will be completed in 2003, and that the remainder will be completed by the end of 2004.
- 6.13 We encourage the departments to release the findings of their evaluations to the public. This will help increase public understanding of the management of the capacity-building initiatives, and their impact on communities.
- 6.14 The evaluation deadlines listed in Figure 6.1 on pages 65-72, are a useful indication of the current intentions of the departments. We will be watching with interest the rollout of the evaluations, and intend to report to Parliament again next year on progress to evaluate outcomes of the programme's capacity-building initiatives.