



Te Puni Kōkiri  
REALISING MĀORI POTENTIAL

# Formative evaluation of the Whānau Ora commissioning agency model

An independent evaluation report



## Whakatauki

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Mā pango mā whero, ka oti ai te mahi.

With red and black the work will be complete – cooperation where everyone plays their part.



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## Tuku mihi

E ngā mana, e ngā reo, e nga karangatanga maha, tēnā koutou, tēnā koutou, tēnā koutou katoa. Ki ngā aitua kua mene ki te pō, kei te tangi, kei te mihi, kei te tangi. Hoki mai rā ki te wao-nui-a-Tāne, ki te hunga ora, ki a tātou e takatū nei i te ao hurihuri. Tēnā koutou, tēnā koutou, tēnā tātou katoa.

Tuku mihi ki nga rōpū o Whānau Ora; ko Pasifika Futures, ko Te Pou Matakana me Te Pūtahitanga o Te Waipounamu. Tēnei te mihi ki a koutou ngā manukura. Nau i whakaterere te waka nei o Whānau Ora. Tuku mihi hoki ki ngā kaimahi o ngā rōpū o Whānau Ora, mō tā rātou mahi tautoko mō tēnei aromatawai.

Tuku mihi ki ngā kaimahi o Te Pūni Kōkiri mō tā rātou mahi tautoko o te kaupapa nei. Tuku mihi hoki ki a Michael Quinn Patton, he tohunga arotake, mō tāna mahi manaaki, awhina hoki. Kei te mihi.

Tēnā koutou, tēnā koutou, tēnā koutou katoa.

**Nā mātou te rōpū kaiarotake,**

**Nan Wehipeihana, Louise Were, Shaun Akroyd and Tolotea Lanumata**

## Acknowledgements

We wish to express our deep appreciation to the Whānau Ora Commissioning Agencies; Pasifika Futures, Te Pou Matakana and Te Pūtahitanga o Te Waipounamu. Our thanks to the managers, staff and board members of the Commissioning Agencies for their assistance and contribution to this evaluation.

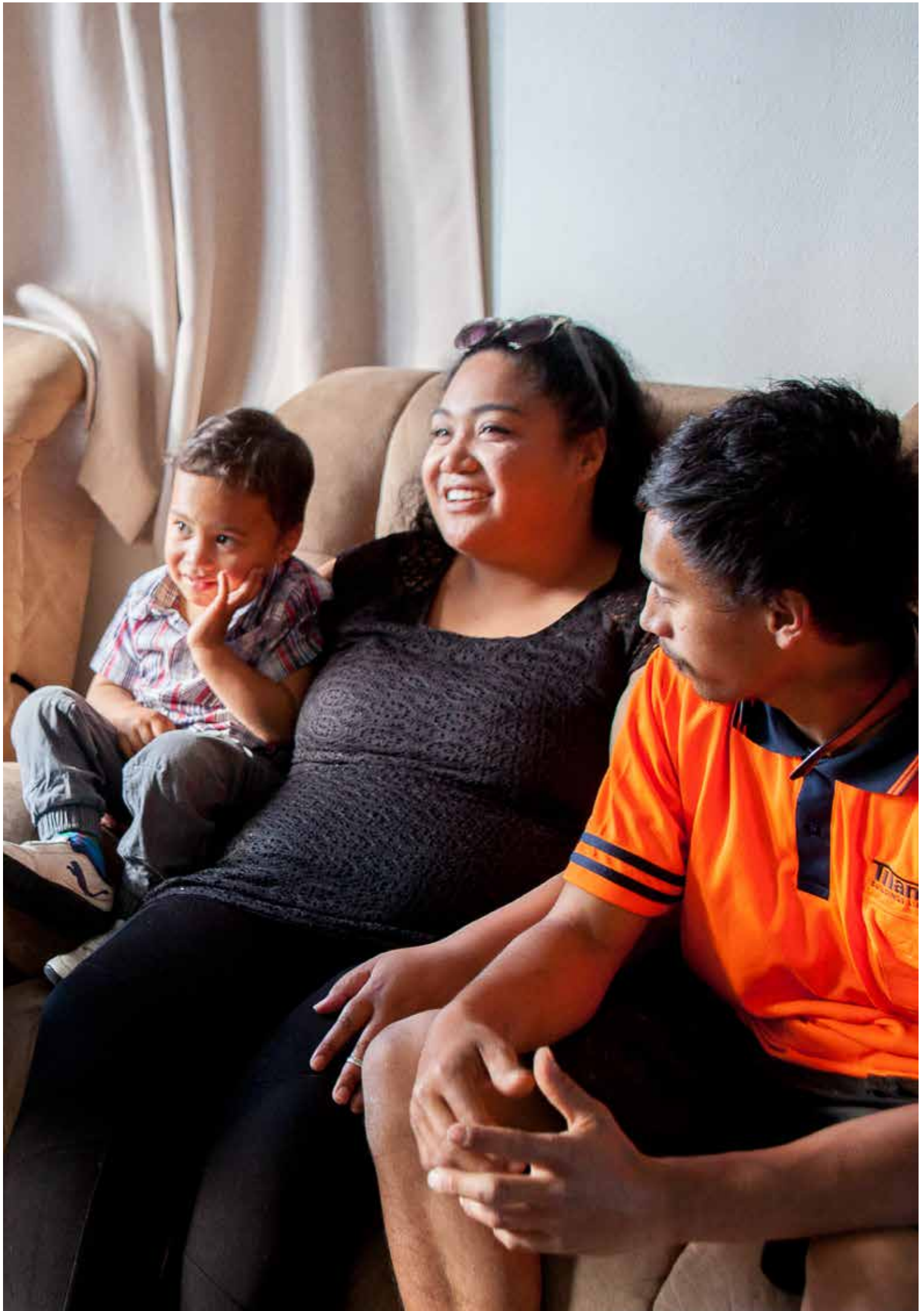
Our thanks to Te Puni Kōkiri for their assistance in facilitating engagement with the Whānau Ora Commissioning Agencies and the completion of the evaluation.

Our thanks to you all.

**The evaluation team,**

**Nan Wehipeihana, Louise Were, Shaun Akroyd and Tolotea Lanumata**











# Executive summary

## Introduction

1. This independent evaluation report has been compiled through a collaboration by Nan Wehipeihana, Louise Were, Shaun Akroyd and Tolotea Lanumata. Whānau Ora aims to support and build the capability of whānau to realise their aspirations. It includes services and opportunities to help whānau and families<sup>1</sup> to become more self-managing and take responsibility for their own social, cultural and economic development.
2. Whānau Ora is driven by a focus on seven key outcomes where whānau and families are:
  - self-managing and empowered leaders
  - leading healthy lifestyles
  - participating fully in society
  - confidently participating in te ao Māori (the Māori world)
  - economically secure and successfully involved in wealth creation
  - cohesive, resilient and nurturing
  - responsible stewards of their living and natural environments.
3. The first phase of Whānau Ora (2010–13) focused on building provider delivery capability to design and deliver whānau-centred services. The second phase of Whānau Ora (2013 onwards) focuses more directly on initiatives designed to build whānau capability using non-government agencies to commission activities to support whānau/family capability.
4. “In 2013 the Government established three not-for-profit Commissioning Agencies to administer Whānau Ora, including one for Pasifika. Te Puni Kōkiri ran a tender process to select these agencies, appointing Te Pou Matakana for the North Island, Te Pūtahitanga o Te Waipounamu for the South Island and Pasifika Futures.”<sup>2</sup> Commissioning Agencies’ contracts commenced in March (Te Pūtahitanga o te Waipounamu and Pasifika Futures) and April 2014 (Te Pou Matakana) and will end on 30 June 2017. The contracts may be extended for a further term.

*The key to Whānau Ora is in local solutions and that Whānau know best what works for them... We firmly believe our way of working and empowering whānau to find the solutions themselves is the right approach.*

*We envisaged that change could and would come from the flax roots and that the pathway of change to greater self-determination and choice would be created by whānau entrepreneurs and leaders operating on the ground and prepared to take their wider communities with them.*

*We saw Whānau Ora as an opportunity to do things differently. We were not bidding to be the Government's alternative welfare net; we were bidding to be an impact investor, to foster a pipeline of investment in whānau capability and innovation.*

**Tā Mark Solomon, 8 July 2016**  
**Te Pūtahitanga o Te Waipounamu Symposium**

1 Whānau and families are used when referring to the Whānau Ora initiative; whānau is used in relation to Te Pūtahitanga o Te Waipounamu and Te Pou Matakana and families in relation to Pasifika Futures.

2 New Zealand Productivity Commission. (2015). More effective social services, p. 9.

5. Whānau Ora Commissioning Agencies are “contracted to fund and support initiatives which deliver the Government’s Whānau Ora outcomes (as set out in paragraph 2). They act as brokers in matching the needs and aspirations of whānau and families with initiatives that assist them to increase their capability.”<sup>3</sup>
6. Each commissioning agency has developed and is implementing its own commissioning model to build whānau capability based on the priorities of the communities, whānau and families they serve and aligned to the seven Whānau Ora outcomes.

## Purpose of the formative evaluation report

7. The aim of the formative evaluation is to examine how well the Whānau Ora commissioning model is working across the three agencies. It addresses the key question, “How well has commissioning, as a model (or approach), positioned each agency to achieve the Whānau Ora outcomes?” The focus of this evaluation is on the model and not the performance of the commissioning agency nor whānau outcomes. A summative evaluation covering these aspects will be undertaken in 2017/18.
8. Document review, individual interviews and hui/group discussion were the main methods used in this evaluation. To be responsive to the different cultural contexts of each organisation, Māori and Pasifika evaluators were matched to Māori and Pasifika Commissioning Agencies respectively. Interviews were conducted with agency leaders, managers, staff and board members as well as with providers, navigators and some whānau. Interviews were also undertaken with Te Puni Kōkiri staff responsible for managing the contracts with each of the Commissioning Agencies.
9. A rubric<sup>4</sup> was designed to inform an evaluative assessment at this formative stage of the Commissioning Agencies’ approaches. The rubric assesses the level and degree to which the key features and success factors are present and embedded within each commissioning model. The following sections provide an evaluative assessment across the three Commissioning Agencies.

## Key features of commissioning<sup>5</sup>

10. The five key features of commissioning – strategic planning, service specifications and development, strong networks and stakeholder management, contracting framework, and research and monitoring functions – provide a framework for understanding how the Whānau Ora commissioning model is working. Each of the key features is assessed against the rubric scale, which goes from emerging (E), to developing (D), consolidating (C), and highly developed (H).

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3 Te Puni Kōkiri. Whānau Ora: Frequently Asked Questions: How does Whānau Ora Commissioning work. Retrieved 11 July from <https://www.tpk.govt.nz/en/whakamahia/Whānau-ora/frequently-asked-questions/>

4 See Rubric for decision making | Formative stage of commissioning for a detailed description of the rubric, p. 18.

5 Whānau Ora Commissioning Agencies Commissioning Approach, Te Puni Kōkiri, internal document.

11. **C Strategic planning** | Each agency undertook extensive initial consultation with whānau and this informed the development of its funding priorities and investment streams. Using co-design and collaborative processes with whānau, partners and providers, the agencies are designing whānau-centred, strengths-based pathways and opportunities for whānau to build their capability and realise their aspirations. This was evident in the 2014/2015 annual investment plans. Ongoing consultation with whānau, and Commissioning Agencies' review of their performance, are guiding adaptation and refinement of their investment streams in ways that keeps them aligned to whānau aspirations.
12. **C Service specifications and development** | Agency-specific investment streams, tailored communications and dedicated personnel (such as navigators, coaches and enterprise advisors) provide advice and guidance to whānau, partners and providers about the available support and funding opportunities. Commissioning Agencies have revised their systems because of partner, provider and whānau feedback and organisational reviews and evaluation. Agencies exhibit good and growing capability to develop clear specifications as a guide for contracting, to ensure the needs and aspirations of whānau and families can be met, and results delivered.
13. **H Strong networks and stakeholder management** | Commissioning Agencies highly value their relationships with partners and providers as these are the main conduit to whānau. All three agencies are variously engaging with regional and national agencies, advocating and educating them about Whānau Ora commissioning. Agencies are growing their networks and developing their capacity to manage stakeholders.
14. Commissioning Agencies also value their relationship with Te Puni Kōkiri. They believe the current reporting expectations do not align with a commissioning model. They describe the reporting requirements as prescriptive and restrictive and not aligned with their view of commissioning which intends to be responsive and innovative. Such a request points to the inherent challenges with a devolved, commissioning model involving public funding; and where Ministerial expectations and the accountability requirements of Te Puni Kōkiri need to be met.
15. Commissioning Agencies appreciate the inherent affirmation of their efforts in the recent Budget Vote transfer from the Ministry of Social Development and the potential to do more for whānau with this funding. However, Commissioning Agencies report the negotiations with the Ministry as challenging. In their view, the Ministry largely engaged from a contracting for services approach i.e. contracting to purchase tightly prescribed services as opposed to a commissioning approach, where commissioning agencies decide how best to utilise funds to achieve a set of agreed outcomes.



16. **C Contracting framework** | The Commissioning Agencies have progressively refined their contracting arrangements and now have in place systems and processes to ensure contracting for outcomes with partners and providers. Each agency has dedicated contracting personnel who work directly with partners and whānau to help them understand contractual expectations and reporting requirements. For example, the option to discuss outcomes and co-generate contracted milestones – particularly for innovative initiatives – facilitates an in-depth understanding of contract outcomes and expectations.
17. The Commissioning Agencies believe that their partners are best placed to connect with whānau and understand their needs and aspirations. As a result, they take an enabling and non-punitive approach to contracting arrangements and are flexible and open to changing the contract terms. Contracts have been renegotiated and values increased when significant underfunding has become apparent, and on occasion contracts have been downsized and funding reallocated due to partners not being able to meet their contracted obligations.
18. **D Research and monitoring functions** | All three Commissioning Agencies have progressively developed frameworks, tools, systems and processes to monitor, track and report on results for whānau. The foundational building blocks including outcomes frameworks, assessment tools and information management systems are evident, and agencies continue to test and refine these to improve the ability to track and report on whānau progress and achievement of outcomes.
19. The Commissioning Agencies have developed data collection tools and provide support to partners and whānau in the use of the systems and tools. At the same time, agencies are commissioning evaluation and research projects, undertaking organisational performance reviews and seeking feedback from partners and providers directly to monitor and track implementation and progress towards outcomes.
20. All three Commissioning Agencies are reflective learning organisations that are using data to inform ongoing organisational review, refine investment options and develop new or alternative activities and pathways for whānau. The agencies also acknowledge the variable data capture and reporting capability of partners, and they are responding to this gap in capacity by developing tools and offering training and tailored support where feasible. They continue to grapple with the significant challenge of stepping up and accelerating their evidence and reporting capability.

## Challenges and opportunities

21. This section discusses some of the challenges and opportunities evident in the Whānau Ora commissioning approach at this early stage of its development.

### **Scale is an issue – it impacts on capacity for evidence-based reporting**

22. Funding is allocated to Whānau Ora Commissioning Agencies based on four weighted factors; population, geography, deprivation and income. These factors acknowledge characteristics related to priority populations. While this funding formula is acknowledged, it means that Pasifika Futures and Te Pūtahitanga o te Waipounamu receive substantively less total funding than Te Pou Matakana. As a result, they have less funding to invest in whānau capability initiatives and comparatively less funding for organisational and staff capacity to implement their Whānau Ora commissioning models.
23. It is at the Commissioning Agencies' discretion as to how much resource they allocate to each stage of the commissioning cycle, including monitoring and reporting and research and evaluation. The operating costs (excluding research and evaluation) is capped at 20 per cent of the total funding over the life of their contracts. However, Pasifika Futures and Te Pūtahitanga o Te Waipounamu still have less total funding to develop and maintain the data capture and evidence-based reporting systems.
24. Irrespective of the quantum of Whānau Ora funding allocated to each Commissioning Agency, we suggest some consideration needs to be given to the minimum capacity needed to effectively carry out the collection, analysis and reporting of whānau outcomes and the need for agencies to be resourced to achieve this.

### **Scale is an issue – it impacts on reach into communities**

25. We contend that the investment funding allocation essentially determines the total number of whānau that Commissioning Agencies can reach acknowledging that there may be a trade-off between volume and intensity, scale and breadth. The Whānau Ora Commissioning Agencies are now beginning to look at the gap between their current reach (who they are currently working with) and their necessary reach (the number of whānau they need to engage with).
26. This is an important piece of work. Essentially a sizing exercise, this work aims to manage expectations about what is achievable within the current level of resourcing and allocation models. At the same time, it also informs discussion about the level of resourcing necessary, and over what timeframes, if Whānau Ora Commissioning Agencies and their partners are to reach the most vulnerable whānau and achieve deep impact in communities.

27. According to the Commissioning Agencies, and specifically Pasifika Futures, they are beginning to use their own data as well as regional and national data to identify leveraging and tipping points, i.e. the quantum of whānau that they need to support. This is an important consideration because it speaks to the impact that the Commissioning Agencies might be expected to achieve such as the number of whānau and the nature and quality of outcomes reached. It seems highly plausible that this type of analysis will be used to advocate for increased levels of funding but also as an explanatory variable in relation to the impact on population indicators and achievement of Whānau Ora outcomes.

### **Continue to build agency evidence, reporting and data capability**

28. Tracking and reporting on whānau outcomes is challenging. Recent publications<sup>6,7,8</sup> which discuss outcome measurement in the social sector, confirm the challenge facing the Commissioning Agencies in designing and implementing fit-for-purpose research, evaluation and monitoring systems.
29. Each whānau is unique, as are the goals, pathways and their journey. Starting from a whānau-centred base with a range of opportunities, initiatives and pathways – such as education, employment and resilience, for example – means that there is not a fixed set of whānau outcomes, indicators and measures. This does not preclude the development or use of a set of standardised measures, but it does mean that the measures are unlikely to be applicable to all whānau.
30. Whānau outcomes do not necessarily occur within a predefined period, and the timing and trajectory of progress may be unknown or impacted on by personal, whānau or external events and factors. Attributing outcomes to Whānau Ora is also challenging as some factors are outside the control of whānau or Commissioning Agencies, and changes can occur downstream from the original intervention.
31. Pasifika Futures and Te Pou Matakana have a sound, consolidated base from which to accelerate their evidence and reporting capability; and Te Pūtahitanga o Te Waipounamu is developing and refining its capability. The evaluators believe that additional resourcing is likely to be necessary if commissioning agencies are to further develop their capacity and capability to continue to tell a more nuanced whānau outcome story over time.

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6 Deloitte & NZIER. (2016). The State of the State New Zealand 2016: Social Investment for our Future.

7 New Zealand Productivity Commission. (2015). More effective social services.

8 Te Puni Kōkiri. (2015). Understanding whānau-centred services. Analysis of Phase One Whānau Ora research and monitoring results.



## **Prioritise agency data analysis capacity and capability**

32. As pointed out in the recent New Zealand Social Investment report, “The best quality data is near useless without the right people to interpret, manipulate and use it.”<sup>9</sup> The challenge going forward is one of technical capacity and analytic capability. Technical capacity is about the amplitude of the data storage systems to manage ever-increasing volumes of data, and analytic capability is about the internal resource to both analyse and report data to inform planning, service refinement, accountability reporting and decision-making. As the Social Investment report said, “there are not enough people in the public or NGO sector skilled in analytic techniques and insights to meet the future demand for those services.”<sup>10</sup>
33. All three agencies variously have on staff highly skilled researchers, evaluators and data analysts. Strategies and resources to retain and grow this capacity and capability across all three Commissioning Agencies should be prioritised, given the scarcity of this resource New Zealand-wide and the ongoing imperative to report on the achievement of Whānau Ora outcomes with increasing levels of sophistication.
34. As part of the establishment phase of the Whānau Ora commissioning approach, there has been time for agencies to develop evidence-based reporting systems. The next few years will see more emphasis on the question of the success of Whānau Ora and the quality and robustness of the evidence base for any claims. High-quality data systems and evidence-based reporting is critical for the long-term sustainability of Whānau Ora. “The challenge is to deliver sufficient results – sufficient wins and good news stories, so that Ministers, the public and government officials keep the faith and focused on the long-term outcomes.”<sup>11</sup>

## **What works for whānau will provide valuable insights for policy and co-investors**

35. Through their data collection systems, all three Commissioning Agencies are beginning to build a rich repository of whānau outcome data. Increasingly, they will be able to articulate what works for whānau in different contexts and settings and with different profiles, aspirations and needs.
36. The Commissioning Agencies’ whānau outcome data will also be attractive to government organisations. This is because of the holistic approach to data capture, that is, capturing data across a range of domains such as education, employment and health, the tracking of outcomes and indicators over time as part of an integrated data management and reporting system

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9 Deloitte & NZIER. (2016). The State of the State New Zealand 2016: Social Investment for our Future, p. 25.

10 Deloitte & NZIER. (2016). The State of the State New Zealand 2016: Social Investment for our Future, p. 25.

11 Deloitte & NZIER. (2016). The State of the State New Zealand 2016: Social Investment for our Future, p. 27.

37. In a real sense, they will become a key reference point for whānau information. On the other hand, they will need to develop ethical and operational policies to manage who has access to this information. They may also need to think about data access and confidentiality within the scope of their Whānau Ora Commissioning Agency contracts.

## Moving forward

38. The evaluation sought feedback from each of the Whānau Ora Commissioning Agencies about challenges, opportunities, and suggestions for change. The evaluators consider the following points warrant further consideration going forward.

### **Explore how best to balance the reporting requirements of Commissioning Agencies and the information and accountability needs of Ministers and Te Puni Kōkiri**

39. Rationale: Commissioning encourages and advocates for innovation, flexibility, agility responsiveness and adaptation. Commissioning Agencies, however, describe the current reporting as highly prescriptive and inflexible. The Whānau Ora commissioning approach is a devolved funding model, where Ministerial expectations and the accountability and reporting requirements of Te Puni Kōkiri also need to be met.
40. Te Puni Kōkiri should explore how best to balance the reporting requirements of Commissioning Agencies and the information and accountability needs of Ministers and Te Puni Kōkiri.

### **Increased advocacy of the Whānau Ora commissioning model by Te Puni Kōkiri**

41. Rationale: The Whānau Ora commissioning model is just over two years old and in this establishment and early implementation phase, Commissioning Agencies' relationships have largely, but not exclusively, been with Te Puni Kōkiri. The first Vote transfer from the Ministry of Social Development to Commissioning Agencies is a significant milestone, as it is a tangible example of the collaborative funding envisaged as the Whānau Ora commissioning model evolved.
42. Commissioning Agencies reported negotiations with the Ministry of Social Development as challenging; and in their view, demonstrated a lack of understanding about commissioning by the Ministry. Whānau Ora commissioning however, is new territory for the Ministry of Social Development as it will be for other government funders. At this stage of the implementation of the Whānau Ora commissioning model, the evaluators contend that the Commissioning Agencies and Te Puni Kōkiri are the most knowledgeable and informed about how the Whānau Ora commissioning model is evolving and working.

43. In anticipation of more collaborative funding arrangements, and the level of interest in Whānau Ora generally, Te Puni Kōkiri should consider how best to share information and exchange best practice about the Whānau Ora commissioning model with other government agencies.

## **Increased promotion of commissioning and showcasing what works**

44. Rationale: Whānau Ora is a high profile, government-funded initiative. It is a new, devolved model of public funding to NGO organisations to achieve Whānau Ora outcomes, accompanied by Ministerial expectations and accountability requirements for Te Puni Kōkiri as the lead government agency.
45. There is a need to demonstrate and articulate the value of the Whānau Ora commissioning approach. Commissioning Agencies are contributing to the evidence base about the value of their work through whānau stories, publications and national and international presentations. They see potential for a more prominent role, increased visibility and stronger presence for Te Puni Kōkiri in this space to share what works in commissioning and to provide information to the government sector.
46. Te Puni Kōkiri should explore how best to profile Whānau Ora commissioning and promoting what works with other government agencies.

## **Conclusion**

47. The Whānau Ora commissioning approach is at the forefront of social investment and effectively has a role as an early test case.
48. The Whānau Ora commissioning approach intends to build whānau capability, generate innovative and flexible delivery, and support whānau to identify and develop solutions to realise their aspirations. Commissioning Agencies were seen as more networked and connected to communities, closer to whānau and better informed about their needs. This formative evaluation confirms that the design and implementation of the Whānau Ora commissioning model positions Commissioning Agencies well going forward to achieve Whānau Ora outcomes.
49. Overall, the Whānau Ora Commissioning Agencies demonstrate the key features of commissioning in this formative stage – strategic planning, service specifications and development, strong networks and stakeholder management, a contracting framework, and research and monitoring functions. In a rapidly evolving commissioning landscape, they continue to work towards providing clear, timely information and support to their partner and provider networks to ensure clarity and understanding about how collectively they can make a difference with and for whānau.



50. The Commissioning Agencies also acknowledge that, across the partner and provider networks, some require additional and necessary time to reorient themselves to this new environment and the requirements to deliver across the investment streams to build whānau capability and to provide evidence of whānau transformation.
51. Measuring outcomes can be difficult, particularly when key factors affecting an outcome are outside the control of the agency, partner, provider or whānau and when changes in vulnerable people's lives are on a different timescale to reporting deadlines. Policy makers, politicians and the New Zealand public want, and indeed need, to see early and progressive results to be able to maintain faith in the current and long-term potential of Whānau Ora. Supporting Commissioning Agencies to evidence performance and achievement of Whānau Ora outcomes should be a priority focus in the next one to two years. For example providing technical and methodological information and expertise about: attributing whānau outcomes to Whānau Ora, demonstrating the sustainability of whānau outcomes over time, and assessing the value-for-money proposition of the Whānau Ora commissioning model (compared to business as usual models).
52. The Whānau Ora commissioning model could be strengthened and enhanced in a number of ways. These include:
  - **Maintaining a focus on relationships:** by continuing to encourage 'free and frank' conversations and robust exchange of ideas, and working to maintain a productive contracting relationship between the Commissioning Agencies and Te Puni Kōkiri, and with the new collaborative funders and government organisations.
  - **Prioritising agency capability to report to Whānau Ora outcomes:** by supporting the ongoing development of Commissioning Agencies' data capture, analysis and reporting systems to enable evidence-based reporting and to inform Commissioning Agencies' decision-making.
  - **Promoting the Whānau Ora commissioning approach:** by sharing the principles of commissioning and the Whānau Ora commissioning model to enable more informed engagement with future funders.
  - **Disseminating what is working in Whānau Ora:** by sharing what is working in Whānau Ora and provide information to the government sector and the New Zealand public to demonstrate the value of Whānau Ora in building whānau capability.

# Report Overview

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## Section 1: Introduction

This provides a brief overview of Whānau Ora and a description of a commissioning approach.

## Section 2: The evaluation

Outlines the formative evaluation measurement approach and analytical methods used to develop the findings in sections 3 and 4.

## Section 3: Key features of commissioning

This section synthesises the evaluation findings across the three Commissioning Agencies in relation to the key features of commissioning. It starts with a summary profile of each Commissioning Agency and its activities, and outlines the key features of commissioning.

## Section 4: Agency reports

Provides the results of the formative evaluation for each Commissioning Agency.

## Conclusion



# Section 1

## Introduction

### 1.1 Whānau Ora

53. Whānau Ora has been developed with the single overarching aim of getting the best outcomes for whānau and families. It includes services and opportunities to support the aspirations of whānau and families to become more self-managing and take responsibility for their own economic, cultural and social development.
54. Whānau Ora is driven by a focus on seven key outcomes where whānau and families are:
  - self-managing and empowered leaders
  - leading healthy lifestyles
  - participating fully in society
  - confidently participating in te ao Māori (the Māori world)
  - economically secure and successfully involved in wealth creation
  - cohesive, resilient and nurturing
  - responsible stewards of their living and natural environments.
55. The first phase of Whānau Ora (2010–2013) focused on building provider delivery capability to design and deliver whānau-centred services. The second phase of Whānau Ora (2013 onwards) focuses more directly on initiatives designed to build whānau capability using non-government agencies to commission activities to support whānau and family capability.
56. There are three non-government Commissioning Agencies: Pasifika Futures (Pacific peoples), Te Pou Matakana (North Island) and Te Pūtahitanga o Te Waipounamu (South Island). Te Puni Kōkiri contracts each agency to commission activities and innovation to build whānau and family capability. Each agency has developed and is implementing its own commissioning model based on the priorities of the communities, whānau and families they serve.
57. Te Puni Kōkiri contracted Research Evaluation Consultancy Limited (REC) in April 2016 to undertake a formative evaluation of the Whānau Ora commissioning model.



## 1.2 Background

### 1.2.1 What is commissioning?

58. Commissioning is a process that “intentionally focuses on contracting for outcomes or results with a non-government organisation or entity to purchase integrated or wrap around services.”<sup>12</sup>
59. “In the Whānau Ora context, a commissioning approach purchases the expertise, networks and knowledge of NGOs, which act as brokers to match the needs and aspirations of whānau and families with initiatives that will assist them to increase their capability. The organisations would identify needs using its networks and reach into communities, but would not be a ‘shop front’ through which whānau sought services directly.”<sup>13</sup> Rather, Commissioning Agencies support whānau to be self-determining and work with them to identify and develop solutions to realise their aspirations.
60. Whānau Ora Commissioning Agencies have the discretion to invest in any means that will achieve the intended outcomes for whānau, which may include, but are not limited to wrap-around services. They also have a high degree of autonomy to determine the nature and quantum of commissioning, provided they meet the targets specified in their contract.
61. The Whānau Ora commissioning model is a new, devolved model of public funding to NGO's to achieve Whānau Ora outcomes. Accompanying its implementation were new accountability and advisory structures “to provide a clear line of sight for parties with decision rights and holding financial accountability for public funds”<sup>14</sup>
62. “The role of The Whānau Ora Partnership Group is to act as a high-level forum to inform complementary efforts across ministerial portfolios and to identify opportunities between the Crown and Iwi to support shared development aims and their whānau and hapū membership.
63. Te Puni Kōkiri is the administering department responsible for managing the contract between the Crown and NGOs, Whānau Ora policy development, monitoring and evaluation and Ministerial reporting.”<sup>15</sup>

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12 CAB Soc Min (13) 14/3 refers.

13 New Zealand Productivity Commission. (2015). More effective social services. Draft Report. Appendix C, p. 18.

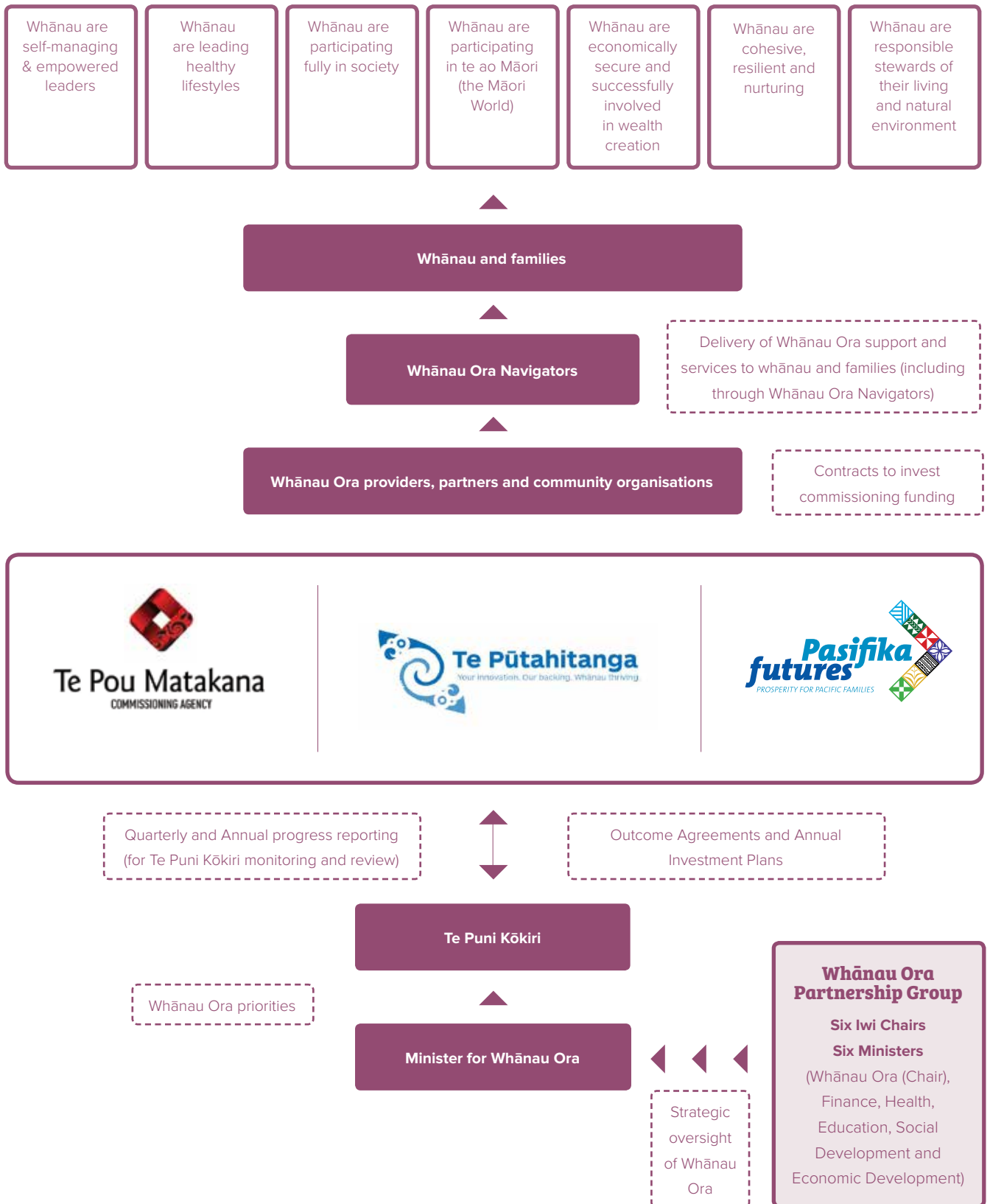
14 CAB Soc Min (13) 14/3 refers.

15 CAB Soc Min (13) 14/3 refers.



Figure 1: Whānau Ora Commissioning Model.

## Whānau Ora Commissioning Model



64. For Commissioning Agencies, the devolved funding arrangement means there are clear contractual and Ministerial expectations around reporting on impacts and results for whānau and robust data capture and evidence-based reporting systems to substantiate any claims.

## 1.2.2 Why a commissioning approach?

65. “Spending more in the social sector hasn’t always led to better outcomes. There is compelling evidence that too many people in our society are experiencing poor life outcomes, and too many of their children are at risk of following them. If left unchecked, many may be trapped in cycles of disadvantage.”<sup>16</sup> A social investment approach questions whether simply spending more on doing the same things is the right answer. Given the patchy relationship between higher spending and better outcomes in the social sector, the government has started to focus more on how it makes decisions and how money is spent to ensure we get the right results. Serendipitously, the Whānau Ora commissioning approach is a forerunner and early example of social investment in New Zealand.<sup>17</sup>

*The key to Whānau Ora is in local solutions and that Whānau know best what works for them... We firmly believe our way of working and empowering whānau to find the solutions themselves is the right approach.*

*We envisaged that change could and would come from the flax roots and that the pathway of change to greater self-determination and choice would be created by whānau entrepreneurs and leaders operating on the ground and prepared to take their wider communities with them.*

*We saw Whānua Ora as an opportunity to do things differently. We were not bidding to be the Government's alternative welfare net; we were bidding to be an impact investor, to foster a pipeline of investment in whānau capability and innovation.*

**Tā Mark Solomon, 8 July 2016  
Te Pūtahitanga o Te  
Waipounamu Symposium**

66. Whānau Ora starts from a belief in the positive potential of whānau. A foundational premise of Whānau Ora is that by empowering whānau to be self-determining and providing tailored support, encouragement and inspirational ideas and opportunities, whānau can be the architects and drivers of a positive future.
67. Whānau Ora is aspirational and strengths-based. Whānau Ora puts whānau in charge of decision-making, empowering them to identify their aspirations to improve their lives and build their capacity to achieve their goals.
68. The role of the Commissioning Agencies is to match the needs and aspirations of whānau to people, resources, initiatives and organisations that can help, and to coordinate and co-design options and pathways.
69. Whānau Ora, as a programme, also provides “the opportunity to test a commissioning approach as well as explore the scope for collaborative funding as the approach evolves.”<sup>18</sup>

## 1.2.3 Benefits of a commissioning approach

70. A commissioning approach was also seen to capitalise on government agencies’ understanding that NGOs offer two distinct advantages in delivering and procuring whānau and family services, which are:
- the inherent capabilities and expertise of NGOs
  - the advantage of NGOs sitting outside central government.

<sup>16</sup> Deloitte & NZIER. (2016). The State of the State New Zealand 2016: Social Investment for our Future, Foreword.

<sup>17</sup> Along with the social sector trials. (New Zealand Productivity Commission. (2015). More effective social services.)

<sup>18</sup> CAB Soc Min (13) 14/3, refers.

## NGO capability and expertise

71. NGOs are seen to:

- be closer to their communities and therefore closer to whānau and better informed about their needs
- have strong networks and expertise in working with and supporting whānau capability building
- have the opportunity to leverage off existing provider collectives, including the capacity and capability developed in the first phase of Whānau Ora
- use their community networks to broaden the investment scope beyond service providers to include community organisations, such as existing Whānau Ora provider collectives, iwi, marae, education providers, church groups, land trusts, community organisations or sports groups.

## Advantages of sitting outside central government

72. Other advantages were seen to accrue to NGOs as a result of being located outside central government including:

- more flexible and innovative approaches being possible – less encumbered by government bureaucracy
- greater appetite for risk, to give things a go with the right incentives in a permissive environment
- the potential to provide a clear performance focus, with the perception that there are too many outcomes frameworks and targets across government, which “has made the task of focusing on what matters even more difficult”.<sup>19</sup>

## The potential of a commissioning approach

73. A commissioning approach is seen as a response to some of the perceived weaknesses of programme management and development by government organisations. “There are weak incentives for individuals in the public sector to test and trial interventions rigorously, and report openly on performance in a way that permits learning from success and failure.”<sup>20</sup> And in relation to contracting out, “Contracting out is the primary service model used for non-government provision in New Zealand” and “high levels of control dampen bottom-up innovation. Top-down innovation is possible, but is often constrained by highly specific contracts and risk aversion.”<sup>21</sup>

74. Done well, successful social investment including the Whānau Ora commissioning approach offers the potential for “improved clarity on key measurable outcomes, better use of evidence data and population information, clear institutional incentives and accountability mechanisms, financial and delivery flexibility, and evaluation and evidenced-based feedback loops.”<sup>22</sup>

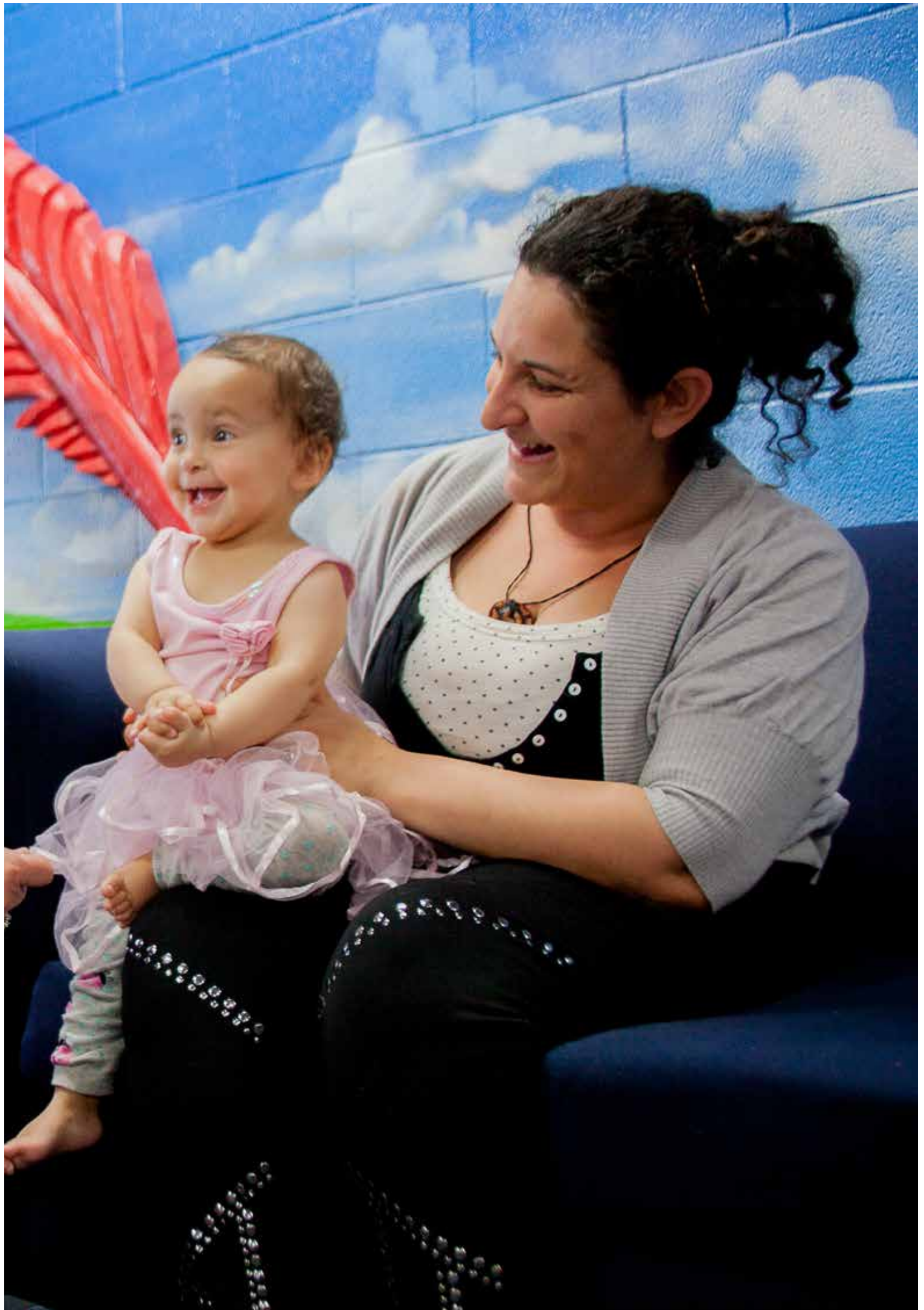
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19 Deloitte & NZIER. (2016). The State of the State New Zealand 2016: Social Investment for our Future, p. 24.

20 Deloitte & NZIER. (2016). The State of the State New Zealand 2016: Social Investment for our Future, p. 3.

21 New Zealand Productivity Commission. (2015). More effective social services, p. 138.

22 Deloitte & NZIER. (2016). The State of the State New Zealand 2016: Social Investment for our Future, p. 24.



## Section 2

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# The Evaluation

## 2.1 Formative evaluation

75. Formative evaluation is conducted during the development or implementation of a programme, model or product with the intention of providing feedback to improve it (Mathison, 2005; Scriven, 1991). The benefits of formative evaluation are primarily twofold. Firstly, it confirms things are on track and implementation is being documented, particularly context factors to inform more summative evaluations – such as around outcomes. Secondly, it acts as an early warning system, providing feedback to enable adaptive or corrective actions to be taken.

## 2.2 Evaluation aim

76. The aim of the formative evaluation is to examine how well the Whānau Ora commissioning model is working across the three agencies. In particular, how commissioning for Whānau Ora is undertaken by non-government organisations, what best practice looks like using a non-government commissioning agency model, and what steps agencies have put in place to realise the benefits expected of a non-government commissioning agency.
77. The evaluation also addresses the key question: “How well has a commissioning approach positioned each agency going forward, to achieve the Whānau Ora outcomes?”
78. The focus of this evaluation is on the model – not the performance of the commissioning agency or whānau outcomes. A summative evaluation covering these aspects will start in 2017/18.



## 2.3 Evaluation objectives

### **Key features of the model**

79. The evaluation seeks to understand how key features of the commissioning models are working for each agency. These features include:

- strategic planning – development of an investment plan
- service specification and development (to ensure the needs and aspirations of whānau and families can be met, including the delivery of results)
- strong networks and stakeholder management – manage stakeholder relationships to enable commissioning
- contracting framework – contracting arrangements and systems and processes
- research and monitoring functions – develop evidence to monitor, track and report on results for whānau and families.

80. Additional features also considered relevant include:

- cultural expertise and responsiveness – demonstrating cultural expertise, responsiveness, experience and understanding in delivering commissioning for whānau
- purchaser/provider split – ensuring the commissioning agency can focus on identifying, co-designing and purchasing an appropriate mix of initiatives to deliver on outcomes.

## The NGO commissioning model

81. The evaluation also seeks to understand how the NGO commissioning model is working by:
- defining commissioning generally and describing commissioning for Whānau Ora in particular
  - examining how the NGO commissioning model is working across each of the Commissioning Agencies
  - exploring how the model is enabling Commissioning Agencies to realise the benefits that were expected of it
  - identifying and examining the key elements of good practice and where improvements could be made.

## 2.4 Methodology

82. Document review, individual interviews, hui and group discussion were the main methods used in this evaluation. To be responsive to the different cultural contexts of each organisation, Māori and Pasifika evaluators were matched to Māori and Pasifika Commissioning Agencies.
83. Te Puni Kōkiri led the initial whakawhanaungtanga (to build relationships) meeting undertaken with each commissioning agency, in collaboration with the evaluation team. The aim of these meetings was to:
- discuss the purpose of the evaluation
  - agree the evaluation objectives and scope
  - confirm evaluation participants who would directly contribute to the evaluation (internal and external to the organisation)
  - clarify ways of working and expectations of the evaluation team and agencies.
84. Given the timeframe and formative nature of the evaluation, direct engagement with whānau was deemed out of scope, and secondary data sources would be used to elicit whānau experiences and perspectives.
85. The Commissioning Agencies provided significant assistance in setting up interviews as well as providing organisational documentation. Interviews were conducted with agency leaders, managers, staff and board members as well as with providers, navigators and a small number of whānau.

## Limitations

86. The evaluators reviewed documents provided by Te Puni Kōkiri and the Commissioning Agencies. Te Puni Kōkiri documentation included annual investment plans (2014/2015 and 2015/2016) and some quarterly agency reports across a similar timeframe. The Commissioning Agencies provided annual reports, evaluation and research reports, presentations and documentation about investment streams, data capture tools, frameworks and systems. The evaluators also sourced current and historical information from agency websites. Given the adaptive and evolving nature of the Commissioning Agencies' model, documentation was sometimes behind current practice. The range of documentation provided practical insight and understanding of each Commissioning Agency's model and implementation, it could not however be described as complete.
87. In hindsight, interviews with members of the Whānau Ora Partnership Group or review of the meeting minutes or reports would have provided another perspective beyond those intimately involved in the implementation of Whānau Ora commissioning approach (largely commissioning agencies, providers and Te Puni Kōkiri).
88. This is a formative evaluation and not an audit. As such, we did not check the veracity of information shared, beyond triangulating the information shared through interviews and document review. The exception being, in one Commissioning Agency, we had the opportunity to be a participant observer at a regular planning and reflection meeting with providers.

## Evaluative rubric

89. A rubric was designed to inform an evaluative assessment at this formative stage of the Commissioning Agencies' approaches. The rubric assesses the level and degree to which the key features and success factors are present and embedded within each commissioning model.
90. The rubric details the criteria by which an evaluative judgement has been made. Over time, as the approaches to commissioning mature, other rubrics may be developed that are attuned to the agencies' measures of quality in future phases of commissioning for Whānau Ora.

**Table 1:** Rubric for decision-making | Formative Stage of Commissioning.

<b>H</b>	<p><b>Highly Developed</b></p> <p>There is strong evidence to show this is embedded at all levels, across Commissioning Agencies and partners/providers, with a clear line of sight to the Whānau Ora outcomes</p>
<b>C</b>	<p><b>Consolidating</b></p> <p>There is good evidence to show this is consistently occurring. More work is required to embed within the commissioning agency or partner/providers.</p>
<b>D</b>	<p><b>Developing</b></p> <p>There is some evidence to show this is occurring, but an inconsistent application is evident in the commissioning agency and/or partners/providers.</p>
<b>E</b>	<p><b>Emerging</b></p> <p>There is minimal or no evidence of this occurring. The commissioning agency needs more time to implement this key feature internally and across partners/providers.</p>

## 2.5 Presentation of findings

91. The reporting for this evaluation has two components: a summary report for each commissioning agency and an overarching report, which draws out the learnings from across the agency reports.

### **Commissioning agency reports**

92. The agency reports prepared for each commissioning agency are structured around two frameworks: the Key Features of Commissioning Framework<sup>23</sup> and the Factors for Successful Commissioning Framework.<sup>24</sup> The evaluation also takes into consideration the factors for success identified by each commissioning agency. These reports provide a holistic and concise assessment to answer the central evaluation question.

### **Formative evaluation report**

93. The formative evaluation report is structured around the Key Features of Commissioning Framework and synthesises findings from across the three agencies.

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23 See section 4 for an outline and discussion of the key features.

24 See the Agency Reports, section 5 for an outline and discussion of the success factors.



## Section 3

# Key features of commissioning

94. This section synthesises the evaluation findings across the three Commissioning Agencies in relation to the key features of commissioning. It starts with a summary profile of each Commissioning Agency and its activities, and outlines the key features of commissioning.

### A summary profile of the Whānau Ora Commissioning Agencies

95. The following table provides a summary profile of each Whānau Ora commissioning agency as context for the evaluative judgement.

**Table 2:** Summary Profile of the Whānau Ora Commissioning Agencies.

Pasifika Futures	Te Pou Matakana	Te Putahitanga
Geographic area: New Zealand-wide	Geographic area: North Island	Geographic area: South Island
Core population: Pacific peoples	Core population: Māori	Core population: Māori
Organisational history: Built on a 20 year history of Pasifika Medical Association delivering health services.	Organisational history: Leveraged the expertise and experience of backbone partner Te Whānau o Waipareira.	Organisational history: A newly formed organisation; partnership of nine iwi of Te Waipounamu.
<p><b>Investment streams</b></p> <p>1: Core Commissioning involves commissioning providers across New Zealand to support Pacific families to achieve their dreams and goals by improving their family outcomes. Funded providers work with families across the spectrum of needs - high medium and low needs.</p> <p>2: Innovation Funding invests in the development of new, innovative projects to support Pacific families to achieve their dreams in one or more of the key outcome areas of financial freedom; lifelong learning; living longer, living better; and leading and caring for our families and communities.</p> <p>3: The Small Grant Fund supports small community organisations who leverage a largely volunteer community to support Pacific families.</p>	<p><b>Investment streams</b></p> <p>1: Kaiārahi work with whānau to identify their needs and aspirations, support their participation in education, primary health and employment and link and coordinate access to specialist services. Kaiārahi also work with whānau to build their capability to be self-managing in a range of areas.</p> <p>2: Whānau Direct aims to grow whānau resilience to respond positively in situations and enable whānau to access resources directly in 'moments that matter'. Direct investments of up to \$1,000 are available to whānau through Te Pou Matakana partners to achieve Whānau Ora goals and grow whānau capabilities.</p> <p>3: Collective Impact - recognising that solutions for whānau must go beyond a single programme or provider, 13 collective impact partnerships, working across the North Island and engaging over 100 organisations work together to support successful change for Whānau.</p>	<p><b>Investment streams</b></p> <p>1: Commissioning Pipeline comprises an open tender and selective procurement process. The open tender process supports innovative solutions; sustainable enterprise and programmes; whānau capability and capacity building; whānau transformation; and te reo Māori me ōna tikanga development.</p> <p>2: Whānau Enhancement - 32 navigators (expanding to 41) guide and assist whānau to identify their aspirations, develop whānau plans and apply for funding.</p> <p>3: Capability Development including a leadership programme to help grow emerging leaders, the accelerator model, growing ideas and supporting proposals to create far-reaching change, and whānau enterprise coaches.</p> <p>4: Te Punanga Haumaruru seeks ideas to strengthen whānau from the impact of family violence.</p> <p>5: Research and Evaluation</p>

## 3.1 Key features of commissioning

96. The five key features of commissioning are:

- strategic planning
- service specifications and development
- strong networks and stakeholder management
- contracting framework
- research and monitoring functions.

97. Each of the key features is assessed against the rubric scale, which goes from emerging (E), to developing (D), consolidating (C), and highly developed (H).

The following diagram provides an overview of the individual assessment for each Commissioning Agency and an overall assessment across all three agencies.

**Table 3:** Overview of the assessment ratings for individual Commissioning Agencies and overall

Key features of commissioning	Pasifika Futures	Te Pou Matakana	Te Pūtahitanga	Overall
Strategic planning	C	C	C	C
Service specifications and development	C	C	C	C
Strong networks and stakeholder management	H	H	H	H
Contracting framework	H	H	C	C
Research and monitoring functions	C	C	D	D

### A summary profile of the Whānau Ora Commissioning Agencies

98. The following table provides a summary profile of each Whānau Ora commissioning agency as context for the evaluative judgement.

## 3.2 Strategic planning

**Strategic planning** in the Whānau Ora commissioning context is about the development of an investment plan, including funding priorities and investment streams, which reflect a deep understanding of the needs and aspirations of whānau and families; and designing approaches to build capability to achieve Whānau Ora outcomes

C

99. The annual investment plan is the culmination of Commissioning Agencies bringing together a deep understanding of the needs, opportunities and aspirations of whānau and families and designing approaches to build capability.
100. Extensive initial consultation with whānau informed the development of funding priorities and investment strategies of each agency, and ongoing consultation with whānau informs the adaptation and refinement of opportunities aligned to whānau aspirations.
101. For example, Te Pūtahitanga o Te Waipounamu expanded the enterprise focus of its commissioning model to include a social capital focus, and the Pasifika Futures' investment strategy provides the flexibility to respond to one-off significant events in the community. Te Pou Matakana acknowledges that whānau have 'moments that matter' and seeks to mobilise partner organisations and investment strategies to respond.
102. Whānau-centred, strengths-based and aspirational focused initiatives are evident across a range of domains such as education, leadership, enterprise and job creation and provide a range of pathways and opportunities for whānau to build their capability and realise their aspirations.

## **Te Pūtahitanga Commissioning Principals**

### **Kotahitanga - Integrated Solutions & Collaborative Delivery**

*Investing in cross-sectoral,  
cross disciplinary solutions  
and prefer investment  
opportunities that have a  
team or partnership  
behind them.*

### **Kāinga Focussed - Local Solutions**

*Investing in ground-  
up solutions, identified,  
developed and driven by  
people who live within  
the community and are  
passionate about creating  
solutions for and with  
whānau.*

### **Panoni Hou - Innovation**

*Investing in opportunities  
that create change because  
the status quo is not working.  
We define innovation to  
include 'back to the future'  
thinking that brings traditon-  
based approaches into  
21st century applicability,  
and renewing successful  
initiatives.*

### **Kōkiritanga - Partnerships and Government Alignment**

*Prioritising investments  
that we can co-fund with  
partners.*

## 3.3 Service specifications and development

**Service specifications and development** in the Whānau Ora commissioning context is about the ability of Commissioning Agencies to develop clear specifications that can be contracted for, to ensure the needs and aspirations of whānau and families can be met and results are delivered.

C

103. Aligning their commissioning approach to a set of principles provides a platform from which Commissioning Agencies can create a shared understanding of key outcomes – and ultimately provides a platform for the needs and aspirations of whānau to be met.
104. Kotahitanga (integrated solutions and collaborative delivery), Kāinga-focused (local solutions), Panoni hou (innovation) and Kōkiritanga (partnerships and government alignment) are the commissioning principles for Te Pūtahitanga o Te Waipounamu.
105. Te Pou Matakana has ensured its principles are clearly articulated in a number of areas including its commissioning-for-outcomes framework and its guidelines for Collective Impact for Whānau. The Collective Impact for Whānau principles include the ability to provide culturally appropriate services that reflect:
  - “the kaupapa of Whānau Ora
  - and the principles of Te Tiriti o Waitangi, including tino rangatiratanga, tikanga Māori, uara (values), mātauranga (education), wairua (spirituality), kaupapa (philosophies), kōrero (legends) and whakaaro (concepts).”<sup>25</sup>
106. As a values-based organisation, Pasifika Futures is guided by the following stated values:
  - Families are the core of our communities.
  - Diversity – recognising and celebrating the diversity of all communities.
  - Strength-based – we focus on opportunity and what is possible.
  - Service – we are humbled by the privilege to serve our communities.
  - Leadership – we will lead with courage and boldness aspiring to excellence.
  - Integrity – we do what we say we will do.
  - Reciprocity – we will meet our obligations and nurture our partnerships.

<sup>25</sup> Te Pou Matakana. (2015). Guidelines: Collective Impact For Whānau, p. 9.

107. Agency-specific investment streams and funding priorities provide a more focused framing for the types of activities or initiatives that can be funded, while print, web and face-to-face communications provide further clarification.
108. For example, the agencies each run at least three main investment streams. In the case of Te Pou Matakana, these are: Whānau Direct, Kaiārahi and Collective Impact; and for Pasifika Futures these are: Core Commissioning, Innovation Funding Pool and the Small Grants Fund. Te Pūtahitanga o Te Waipounamu has five investment streams: A Commissioning Pipeline, Whānau Enhancement, Capability Development, Te Punanga Haumaru, Research, and Evaluation.
109. Providing innovation funding is common to all three agencies – either as a clearly targeted fund or through the scope and flexibility within each fund, which provides the ability for whānau to explore and pursue opportunities and build their knowledge, skills and networks.
110. There is evidence that agencies have variously revised their systems and processes because of partner/provider and whānau feedback as well as organisational performance reviews and evaluation.
111. All three agencies are consolidating their capability to develop clear specifications that guide contracting, to ensure the needs and aspirations of whānau and families, can be met, and results delivered

## 3.4 Strong networks and stakeholder management

**Strong networks and stakeholder management** in the Whānau Ora commissioning context relate to the capability of Commissioning Agencies to manage a range of relationships across government, providers and whānau, to enable successful commissioning.

H

112. Relationships with partners, providers and whānau are most evident for all three Commissioning Agencies.
113. The Commissioning Agencies highly value their relationships with partners and providers as these are their main conduit to whānau. In addition to formal contracting and reporting processes, a range of approaches support their engagement with providers including monthly Skype meetings, teleconferences and hui or fono. Face-to-face engagement with provider and commissioning agency personnel including kaiārahi, navigators, contract advisors and whānau enterprise coaches also contribute to the maintenance of relationships.

### **Te Pou Matakana Investment Streams**

**Whānau Direct** aims to enhance the skills and ability of whānau to grow resilience and respond positively in situations, and enable Whānau to access resources directly in 'moments that matter'. Direct Investments of up to \$1,000 are available to whānau through Te Pou Matakana partners to achieve Whānau Ora goals and grow whānau capabilities

**Kaiārahi** work with whānau to identify their needs and aspirations, support their participation in education, primary health and employment, and link and coordinate access to specialist services. Kaiārahi also work with whānau to build their capability to be self-managing in a range of areas.

**Collective Impact** is a commitment from a range of organisations to work together to support successful change for whānau. They recognise that solutions for whānau must go beyond a single programme or provider. Currently there are 13 collective impact partnerships working across the North Island engaging over 100 organisations.

114. The Commissioning Agencies value the inherent affirmation of their efforts in the recent Budget Vote transfer from the Ministry of Social Development and the potential to do more for whānau with this funding. However, they report negotiations with the Ministry as challenging. In their view, the Ministry engaged from a contract for services approach as opposed to a commissioning or Whānau Ora commissioning approach. With the assistance of Te Puni Kōkiri, the Commissioning Agencies would like to see more proactive engagement with potential funders and sharing of the principles, ways of working and rationale of commissioning as well as the Whānau Ora commissioning model.
115. Commissioning Agencies also value their relationship with Te Puni Kōkiri. On the one hand, they describe the current contract reporting as highly prescriptive and inflexible. However, on the other hand, accountability and reporting requirements of Te Puni Kōkiri also need to be met. These aspects are experienced as a competing tension. Te Puni Kōkiri should explore how best to balance the reporting requirements of Commissioning Agencies and the information and accountability needs of Ministers and Te Puni Kōkiri.
116. All three agencies are variously engaging with regional and national agencies, advocating and educating them about Whānau Ora commissioning. Commissioning Agencies are growing their networks and developing their capacity to manage stakeholders.

## 3.5 Contracting framework

**Contracting framework** in the Whānau Ora commissioning context is about Commissioning Agencies having contracting systems and processes and contracting arrangements in place to ensure contracting for outcomes with providers and recipients of funding. It also includes having strong contract negotiation and management practices in place.

C

117. The Commissioning Agencies have progressively refined their contracting arrangements and now have in place systems and processes to ensure contracting for outcomes with partners/providers and whānau. Each agency has a dedicated contracting resource (an individual or team) with responsibility for the implementation, quality assurance and oversight of contracting processes. For example, most contracts align the funded activities and the reporting of these to the agency outcome framework, capability domains and/or the Whānau Ora outcome framework. Contract advisors (or their equivalent) work directly with partners to help them understand contractual expectations and reporting requirements. Te Pūtahitanga o Te Waipounamu provides an option to co-generate contracted milestones and outcomes, which are used with innovative initiatives in order to facilitate an in-depth and personalised understanding of contracting for outcomes.



118. The Commissioning Agencies believe their partners are best placed to connect with whānau and understand their needs and aspirations. As a result, they take an enabling and non-punitive approach to contracting arrangements and are flexible and open to changing the contract terms. Contracts have been renegotiated, and values increased when significant underfunding has become apparent (or volumes renegotiated), and on occasion, contracts have been downsized and/or funding reallocated due to partners not being able to meet their contracted obligations.

## 3.6 Research and monitoring functions

**Research and monitoring functions** in the Whānau Ora commissioning context are about Commissioning Agencies demonstrating the capability to identify opportunities, aspirations and priorities, and report against outcomes, as well as the ability to monitor, track and report on results for whānau. It also includes the use of data and evidence to inform decision-making.

D

119. All three agencies have progressively developed and continued to refine tools, systems and processes to monitor, track and report on results for whānau. The foundational tools such as outcomes frameworks, assessment tools and information management systems are clearly evident, garnering independent endorsement and attracting interest from a number of government organisations. For example, the Whānau Tahī information management system for Te Pou Matakana was recently held up by Deputy Prime Minister and Minister of Finance Bill English as the type of system that government should be developing because it “provides a view of clients across a range of services”.<sup>26</sup>
120. The Pasifika Futures monitoring and assessment tool (M.A.S.T) is a standardised tool used with all families on entry, at least at six-monthly intervals (and more frequently for some families) and on exit. The tool measures point of entry and progress across the four domains of financial freedom, living longer (health), education and culture and leadership.<sup>27</sup> A centralised data capture system that tracks progress over time across a range of outcome domains is particularly attractive to some government organisations. The Ministry of Social Development and Statistics New Zealand have expressed an interest in working with Pasifika Futures on data-related projects.

<sup>26</sup> Minister of Finance Bill English, 13 July, speech at the Te Pou Matakana Measuring What Matters conference.

<sup>27</sup> Interview with Pasifika Futures, 8 June 2016.

121. Te Pūtahitanga o Te Waipounamu has recently developed an overarching comprehensive outcomes framework that builds on results-based performance accountability (RBA) and narrative reporting and incorporates the ORA<sup>28</sup> index. Te Pūtahitanga o Te Waipounamu has also enhanced its IT systems and brought in a dedicated online scorecard system, which tracks and trends performance data over time.
122. Broadening its commissioning activities, embracing thought leadership, and creative application, Te Pūtahitanga o Te Waipounamu has commissioned a number of new activities including a social accelerator programme and a rangatahi initiative to facilitate and understand rangatahi involvement in their marae and iwi.
123. It is important, however, not to overstate the research and evaluation capability of Commissioning Agencies. For example, the outcomes framework and IT systems of Te Pūtahitanga o Te Waipounamu are relatively new and have yet to inform reporting to Te Puni Kōkiri. Therefore, their efficacy in reporting comprehensively on whānau outcomes, in an applied sense, has yet to be fully tested. Pasifika Futures and Te Pou Matakana have a sound, consolidated base from which to accelerate their evidence and reporting capability. However, the extent to which their data capture and reporting systems will cope with more complex reporting and analysis such as the attribution of outcomes to Whānau Ora and the sustainability of outcomes over time, remains to be seen.
124. At the same time, agencies are commissioning evaluation and research projects, undertaking organisational performance reviews and seeking feedback from partners and providers directly to monitor and track implementation and progress towards outcomes.
125. All three Commissioning Agencies are reflective learning organisations using data to inform ongoing organisational review, refine investment options and develop new or alternative activities and pathways for whānau. The agencies also acknowledge the variable data capture and reporting capability of partners and whānau, and they are responding to this capacity gap by developing tools and offering training and tailored support where feasible. For Te Pou Matakana, its lead partner agency delivers this support to providers and whānau.

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28 ORA stands for Opportunity to Realise Aspirations, and the ORA index is a framework developed early in the commissioning development phase to provide assistance in identifying indicators of improvement that were linked to key outcome areas. The index has two outcome areas – quality of life and material conditions – demonstrated by nine indicators. The index contained a rubric for assessing performance.

## Section 4

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### Agency reports

#### 4.1 Commissioning for Whānau Ora

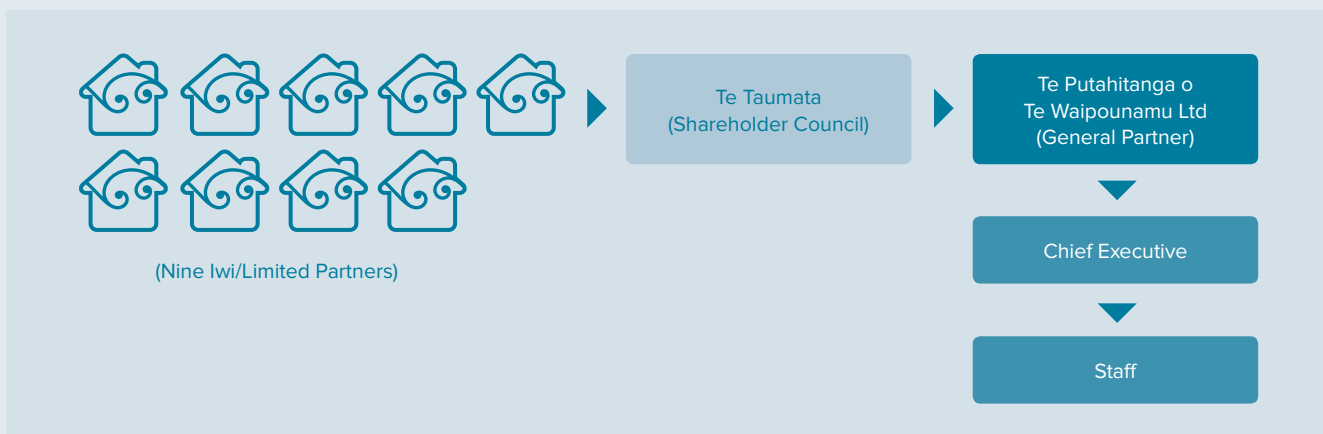
126. Te Puni Kōkiri has commissioned a formative evaluation of the Whānau Ora commissioning agency model. The evaluation addresses the key question: “How well has the Whānau Ora commissioning agency model positioned each agency, going forward, to achieve the Whānau Ora outcomes?”
127. The agency evaluation findings are structured around two frameworks: the Key Features of Commissioning Framework and the Factors for Successful Commissioning Framework. The evaluation also takes into consideration the factors for success identified by each commissioning agency.
128. Commissioning agency reports provide feedback against each framework and some concluding reflections on opportunities for future development. The reports do not restate organisational, structure, system and process information unless the specificity is needed for clarity of understanding, as the agencies know this information.
129. A rubric was developed to guide evaluative judgements at this formative stage. The rubric details the criteria of the evaluative judgement made regarding the level and degree to which the key features and success factors are present and embedded within each commissioning model.
130. Over time, as the approaches to commissioning mature, other rubrics may be developed that are attuned to the agencies’ measures of quality in future phases of commissioning for Whānau Ora.

## 4.2 Te Pūtahitanga o Te Waipounamu Agency Report

### 4.2.1 Commissioning approach: Overview

131. The Te Pūtahitanga o Te Waipounamu model is a unique iwi-based commissioning approach. Te Pūtahitanga o Te Waipounamu is a partnership between the nine iwi of Te Waipounamu – Ngāi Tahu, Ngāti Apa ki te Rā Tō, Ngāti Tama ki te Waipounamu, Ngāti Kuia, Ngāti Koata, Te Āti Awa o te Waka a Maui, Ngāti Toa Rangatira, Rangitāne o Wairau and Ngāti Rarua – providing strategic direction through a shareholders’ council known as Te Taumata. Te Taumata has appointed an independent governance board, which is responsible for the investment strategy.<sup>29</sup>

**Figure 2:** Overview of the organisational structure of Te Pūtahitanga o Te Waipounamu.



132. Te Pūtahitanga o Te Waipounamu has developed investment streams based on and responsive to whānau aspirations, and has a strong focus on innovation. Te Pūtahitanga o Te Waipounamu has developed a team and processes to support whānau at every step of their Whānau Ora journey, drawing on contract advisors, Whānau Enterprise Coaches and Navigators to work closely with whānau. For example, staff work with whānau of funded initiatives to co-design milestones and outcomes and to clarify and agree on monitoring and reporting expectations.

<sup>29</sup> Te Pūtahitanga o Te Waipounamu Investment Plan for Whānau Ora Commissioning, 2016, p. 6.

133. Te Pūtahitanga o Te Waipounamu proactively supports whānau to achieve their aspirations through direct engagement with iwi, marae, rūnanga and communities. This approach was evident in their establishment phase, when they held 56 regional workshops to socialise the model and invite whānau to engage in the expression of interest in their commissioning.
134. For Te Pūtahitanga o Te Waipounamu, Whānau Ora represents the potential for a shift from reliance to resilience – the journey from dependence to self-determination. The Outcome Agreement between Te Puni Kōkiri and Te Pūtahitanga o Te Waipounamu specifies further that the focus of commissioning will involve “*a fundamental shift in focus onto building the capability of whānau and families in ways that can help achieve Whānau Ora outcomes, in contrast to the historic emphasis on building the capability of Whānau Ora service providers*”. This will involve “*results-based performance accountability and incentives to encourage programmes and initiatives that make the most difference, including in areas where traditional service delivery models may have failed to deliver tangible progress towards achieving Whānau Ora outcomes*”.
135. Te Pūtahitanga o Te Waipounamu has interpreted Whānau Ora as providing the means for whānau to increase their capacity and capability to determine their own futures and to reduce their reliance, over time, on government-funded services. For them, Whānau Ora is about whānau transformation and is driven by the power of whānau to determine their own future.<sup>30</sup>

## 4.2.2 Commissioning in action: Key features

136. The five key features of commissioning – strategic planning, service specifications and development, strong networks and stakeholder management, contracting framework, and research and monitoring functions – provide a framework for understanding how the Whānau Ora commissioning model is working. Each of the key features is assessed against the rubric scale, which goes from emerging (E), to developing (D), consolidating (C), and highly developed (H).

**Strategic planning** in the Whānau Ora commissioning context is about the development of an investment plan, including funding priorities and investment streams, which reflects a deep understanding of the needs and aspirations of whānau and families, and designing approaches to build capability to achieve Whānau Ora outcomes.

C

<sup>30</sup> Te Pūtahitanga o Te Waipounamu Investment Plan for Whānau Ora Commissioning, 2016, p. 3.



137. Te Pūtahitanga o Te Waipounamu has identified four key factors underpinning its strategic approach to commissioning:
- partnerships with whānau and strategic partners
  - planning which is driven by whānau aspirations
  - a streamlined and robust procurement process which focuses on optimal outcomes for and with whānau
  - an approach to performance monitoring and evaluation which is based on results-based accountability.
138. Te Pūtahitanga o Te Waipounamu is committed to being whānau-centred and iwi-driven. Being whānau-centred supports whānau self-determination and development of solutions, enables oranga whānau and is co-generated. Te Pūtahitanga o Te Waipounamu attributed the importance of alignment with the strategic direction set by the Taskforce on Whānau Centred initiatives as a factor in its strategic approach. In 2009, the Taskforce led by Professor Sir Mason Durie agreed to a number of factors, which gave definition and distinctiveness to Whānau Ora. Whānau Ora is distinctive because it recognises a collective entity, endorses a group capacity for self-determination, has an intergenerational dynamic, is built on a Māori cultural foundation, asserts a positive role for whānau within society and can apply across a wide range of social and economic sectors.<sup>31</sup>
139. Iwi are collectively represented through the establishment of Te Taumata, a partnership between all nine South Island iwi, working cohesively to set the strategic vision and direction for Te Pūtahitanga o Te Waipounamu and to inform annual investment plans. Extensive and ongoing wānanga consultations with iwi, marae, rūnanga and whānau across Te Waipounamu have informed the development of the Te Pūtahitanga o Te Waipounamu commissioning model.

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31 Whānau Ora: Report of the Taskforce on Whānau-Centred Initiatives, 2009, p.30.

140. Te Pūtahitanga o Te Waipounamu has five investment streams through which initiatives receive funding, and all align with one or more of the seven Whānau Ora outcomes:
- *Commissioning Pipeline*<sup>32</sup> – has a procurement process that involves open tender and selective procurement. The open tender process supports innovative solutions; sustainable enterprise and programmes; whānau capability and capacity building; whānau transformation; and te reo Māori me ōna tikanga development.
  - *Whānau Enhancement* – as at 10 July 2016, had 38.1<sup>33</sup> navigators guide and assist whānau to develop and implement a whānau plan. This included five Rū Whenua<sup>34</sup> navigators (now referred to as “Navigators – Resilience”), and just over seven Pou Hākinakina<sup>35</sup> navigators (now referred to as “Navigators – Tīnana”).
  - *Capability Development* – includes a leadership programme (Te Kākano o te Totara) to help grow emerging leaders; the accelerator programme (Te Pāpori o te Whakarite), to grow ideas and support proposals to create far-reaching change; Whānau Enterprise Coaches; and the Symposium (Te Aho Mutunga Kore/The Eternal Thread), which is about showcasing innovative projects and sharing success stories.
  - *Te Punanga Haumarū* – seeks ideas to strengthen families, to establish sites of safety, and promote opportunities for flourishing whānau.
  - *Research and Evaluation* – includes opportunities for innovation, co-investment and the Rangatahi Succession work programme. The latter is about research into opportunities and challenges for rangatahi within Te Waipounamu.
141. The broad areas of funding streams have evolved over time as new funding became available to Te Pūtahitanga o Te Waipounamu and as they identified needs and trends either through community feedback and consultation, or through analysing applications through their open tender process.
142. To date, most Waves 1-3 have been funded through the open tender process as part of the Commissioning Pipeline.

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32 Te Pūtahitanga o Te Waipounamu Investment Plan 2015/16, p. 20.

33 40.1 equivalent positions are due to come into effect FY16/17 including navigators, Rū Whenua and Pou Hākinakina navigators.

34 Commenced 1 April 2016.

35 Commenced 1 July 2016.

143. To date, Te Pūtahitanga o Te Waipounamu has funded only a few applications under the selective procurement process as part of the Commissioning Pipeline: Te Ha o Kawatiri (Westport); Poutini Waiora – Te Whare Oranga Pai; Te Ha o Wharekauri (PATH training) and Corstorphine Hub.
144. Te Pūtahitanga o Te Waipounamu continues to adapt its commissioning model to provide opportunities aligned to whānau aspirations. Initially linked to an enterprise focus, it was broadened later to include a social capital focus and to be more tightly focused on the seven Whānau Ora outcomes.<sup>36</sup> The commissioning activities also align with Te Taumata and Ministerial expectations.<sup>37</sup>
145. A commitment to ongoing learning and adaptation has resulted in a number of changes to aspects of the Te Pūtahitanga o Te Waipounamu model and the addition of new commissioning activities. These include engaging rangatahi through a scoping analysis to explore rangatahi development, community conversations around the prevention of family harm, engagement with marae and appointing representatives within remote communities to ensure comprehensive coverage across Te Waipounamu.

**Service specifications and development** in the Whānau Ora commissioning context is about the ability of Commissioning Agencies to develop clear specifications that can be contracted for, to ensure the needs and aspirations of whānau and families can be met and results are delivered.

C

146. The commissioning approach implemented by Te Pūtahitanga o Te Waipounamu is based on a Whānau Ora ecosystem, driven by a focus on the seven Whānau Ora outcomes. The Te Pūtahitanga o Te Waipounamu ecosystem consists of a series of commissioned work streams that create pathways for whānau transformation. The initiatives range from 'high needs' to aspirational, and each strand acts as an entry point into the ecosystem. Once in the ecosystem, it is possible to move through the various strands, which include the Commissioning Pipeline; Whānau Enhancement including navigators; Capability Development including Whānau Enterprise Coaches; Te Punanga Haumarū ('sites of safety' including Tū Pono family violence campaign); and Research and Evaluation. The model places priority on whānau aspirations, rather than replicating a service delivery approach or referring to traditional providers.

<sup>36</sup> As approved by the Whānau Ora Partnership Group on 26 August 2015.

<sup>37</sup> In reference to the letters of expectations from Minister Turia and communication from Minister Flavell.

147. The Commissioning Pipeline application process involves applicants submitting proposals for funding and support consideration. Applications occur through an open tender process, where any applicant can apply for commissioning funds through an Expression of Interest process, or through a selective procurement process.
148. Whānau apply for commissioning funding as entities or initiatives. Te Pūtahitanga o Te Waipounamu, in its 2015/2016 Investment Plan (page 29), notes that the Coaching Programme has been a central initiative over the 2015/2016 period. This included recruiting coaches, developing a coaching model and actively coaching applicants for Te Pūtahitanga o Te Waipounamu investment, both those invested in and those assessed as not yet being investment ready.
149. Te Pūtahitanga o Te Waipounamu socialises the application process through direct consultation (wānanga) across Te Waipounamu, detailing clear expectations and specifications for each of the investment streams and the need for applications to align with Whānau Ora outcomes. A regional support person, Whānau Enterprise Coach or contract advisor provides follow-up support for an application as needed. The client relationship management (CRM) tool purchased by Te Pūtahitanga o Te Waipounamu enhances its IT systems and provides a virtual application form.
150. An independent assessment panel with experience in the Whānau Ora sector decides which initiatives to fund, based on their alignment with Whānau Ora outcomes, direct impact on whānau and likelihood of sustainability.
151. Te Pūtahitanga o Te Waipounamu staff provide information and support to successful and unsuccessful whānau before and after the application process, helping whānau to understand the funding criteria and to increase the quality of applications. The application process has always used an online application process. Two of the funding rounds to date have required a video presentation to accompany applications.

152. Te Pūtahitanga o Te Waipounamu contract advisors actively work with funded initiatives to co-design contracted milestones and outcomes and ensure that whānau needs and aspirations are achievable, and that outcomes align with expectations. The navigator coordinator works directly with the host navigator organisations for all contract and relationship management matters.

**Strong networks and stakeholder management** in the Whānau Ora commissioning context relate to the capability of Commissioning Agencies to manage a range of relationships across government, providers and whānau to enable successful commissioning.

H

153. Unique to Te Pūtahitanga o Te Waipounamu is the dual governance role of Ngā Iwi o Te Waipounamu – through Te Taumata, and the General Partner Limited Board. In tandem, they set the strategic direction and priorities for Te Pūtahitanga o Te Waipounamu. These governance entities signal the importance of relationships with rūnanga, marae, hapū, iwi and whānau, as well as with business, community and government sectors.
154. The Pūtahitanga o Te Waipounamu model affirms its relationship with ngā iwi o Te Waipounamu and given status across South Island rūnanga, marae, iwi and communities. This benefits successful commissioning, as Te Pūtahitanga o Te Waipounamu staff are able to liaise directly with rūnanga and marae to secure wānanga host venues and to reach whānau through local promotions with invitations to attend the wānanga. There has been greater leveraging of this relationship by Te Pūtahitanga o Te Waipounamu in its second year of operation. In its first year of operation, development of infrastructure was the priority.
155. Te Pūtahitanga o Te Waipounamu contract advisors provide support to whānau with their investment applications and, in remote communities, Te Pūtahitanga o Te Waipounamu has engaged Whānau Enterprise Coaches and mentors to support whānau, depending on the type of assistance they require.
156. Active and supportive relationships with Whānau Ora entities, particularly the 19 host navigator organisations<sup>38</sup> who manage 32 navigators (as at 30 June 2016)<sup>39</sup> are evident. Te Pūtahitanga o Te Waipounamu provides funding to support navigator engagement with whānau. Through this arrangement, navigators receive specialist training (PATH<sup>40</sup> facilitator training and Tetramap<sup>41</sup> training) to support improved whānau capability and sustainability.

38 Te Pūtahitanga o Te Waipounamu contract host navigator agencies to 'host' and manage the Whānau Ora navigators they 'employ' through Whānau Ora navigator funding. These agencies provide organisational support for the navigators while Te Pūtahitanga o Te Waipounamu provides Whānau Ora-specific training for navigators.

39 41.1. equivalent positions are due to come into effect FY16/17 including navigators, Navigator resilience (formerly Rū Whenua) and Navigator – Tinana (Pou Hākinakina navigators).

40 PATH is an acronym for Planning Alternative Tomorrows with Hope and is a visual and engaging tool for assisting whānau to determine their aspirations, goals and pathways and to direct the implementation of their PATH plan.

41 Tetramap is a flexible methodology that uses nature as a metaphor to develop a framework for effective communication, planning, collaboration and engagement – see [www.tetramap.com/read/how-we-can-help](http://www.tetramap.com/read/how-we-can-help)

**Contracting framework** in the Whānau Ora commissioning context is about Commissioning Agencies having contracting systems, processes and arrangements in place to ensure contracting for outcomes with providers and recipients of funding. It also includes having strong contract negotiation and management practices in place.

C

157. The organisational infrastructure for Te Pūtahitanga o Te Waipounamu has evolved through three distinct phases: Establishment, Transition and Operational. In the period between the transition to full-term commissioning and operational, a comprehensive organisational review was undertaken to ensure the organisation was fit for purpose. The establishment workforce was disestablished and the implementation team was built, balanced between strategic operations and commissioning practice. A commissioning manager was appointed to ensure that contracts with initiatives are progressed to signing in a quality and timely manner. Three contract advisors were appointed to work directly with whānau or initiatives to support and equip them to meet contracted expectations, for example to co-design contracted milestones and outcomes, and clearly understand expectations around data collection and reporting. The reporting process between initiatives and Te Pūtahitanga o Te Waipounamu is driven by Results Based Accountability (RBA), a customised scorecard mechanism to record data. Te Pūtahitanga o Te Waipounamu uses a narrative format for reporting to Te Puni Kōkiri. The organisation is also developing its own unique Opportunity to Realise Aspirations (ORA)<sup>42</sup> index. The overarching purpose of the outcomes framework is to define and measure improved outcomes/wellbeing for whānau in Te Waipounamu and to support accountability to whānau, to hapū, to iwi and to the government.
158. The navigator coordinator works directly with host navigator organisations for all contract and relationship management matters, and monitors reporting milestones and reviews quarterly reports.
159. Contracts have agreed milestones specific to the types of activities for which the funding is to be used, and Te Pūtahitanga o Te Waipounamu manages these relationships mainly through reporting requirements.
160. Te Pūtahitanga o Te Waipounamu values the principle and expression of whakawhanaungatanga, proactively connecting funded initiatives with other initiatives to foster connections, sharing ideas and support for each other.

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42 The ORA index is a framework developed early in the commissioning development phase to provide assistance in identifying indicators of improvement that were linked to key outcome areas. The new outcomes framework incorporates the ORA index.



**Research and monitoring functions** in the Whānau Ora commissioning context are about Commissioning Agencies demonstrating the capability to identify opportunities, aspirations, priorities and report against outcomes, and the ability to monitor, track and report on results for whānau. It also includes the use of data and evidence to inform decision-making.

161. Te Pūtahitanga o Te Waipounamu is growing its capability in relation to monitoring and reporting, having developed a unique outcomes framework with whānau, entities, government ministries (such as the Ministry of Business, Innovation and Employment), and iwi and marae representative partners over a period of 12–15 months.<sup>43</sup>
162. The outcomes framework was developed to capture the progress of the whānau entities and initiatives that receive commissioning investment and to support Te Pūtahitanga o Te Waipounamu to commission and invest only in initiatives that help achieve Whānau Ora outcomes. The outcomes framework builds on the existing results-based accountability (RBA) outcomes management framework and encapsulates wellbeing at three distinct levels – population, systems and initiatives. Te Pūtahitanga o Te Waipounamu describes the interconnectedness between each level as the ‘line of sight’ from population outcomes to client outcomes and vice versa.<sup>44</sup> Te Pūtahitanga o Te Waipounamu envisage that the framework will enable them to report to iwi and the government on whether or not it has invested in initiatives that have made a measurable and positive difference in the lives of whānau.<sup>45</sup> The new system has not been used to report to Te Puni Kōkiri. Given its developmental state, how well the framework facilitates high quality, evidence-based reporting is unknown. It will be subject to review by Te Pūtahitanga o Te Waipounamu.
163. Te Pūtahitanga o Te Waipounamu has also purchased a client relationship management (CRM) tool that builds upon its original ‘Line of Business’ software and enhances its IT system. The new CRM tool provides a virtual application form for applicants to submit their entity and initiative ideas. Te Pūtahitanga o Te Waipounamu notes that it is well utilised by staff and holds all navigator and commissioned initiative contracts. Te Pūtahitanga o Te Waipounamu is of the view that this tool will help them to report more efficiently on the status of contracts, from milestone completion to money expended.

43 Te Pūtahitanga: Making a measurable and positive difference in the lives of whānau in Te Waipounamu, p. 3.

44 Te Pūtahitanga: Making a measurable and positive difference in the lives of whānau in Te Waipounamu, p. 11.

45 Te Pūtahitanga: Making a measurable and positive difference in the lives of whānau in Te Waipounamu, p. 7.

164. Further, new systems have been developed to strengthen reporting.
- Each contracted initiative or project must report quarterly (based on calendar years) on their performance measurement data. The data is supplied to Te Pūtahitanga o Te Waipounamu and then uploaded into dedicated online scorecards, which track performance data over time.
  - Te Pūtahitanga o Te Waipounamu uses an online software package called Results Scorecard. Every quarter, each entity's scorecard is shared and actively used by Te Pūtahitanga o Te Waipounamu as part of relational contract management.
  - The scorecards have been set up so Te Pūtahitanga o Te Waipounamu can analyse data for each initiative, across multiple initiatives within work streams, across all initiatives at an ecosystems level and by region. In addition, real-time whānau/client data can be viewed in an aggregated or disaggregated format at any time.<sup>46</sup>
165. These new systems also have yet to be used in reporting to Te Puni Kōkiri, so the efficacy and utility for reporting is still to be established. They will be subject to review by Te Pūtahitanga o Te Waipounamu as part of the ongoing evaluative activities related to the framework.
166. An evaluation by Te Pūtahitanga o Te Waipounamu is underway that focuses on the first wave of initiatives in order to understand overall performance in relation to outcomes.

**Cultural expertise and responsiveness** in the Whānau Ora commissioning context is about the ability to demonstrate cultural expertise, responsiveness, experience and understanding in delivering commissioning for whānau.

H

167. Te Pūtahitanga o Te Waipounamu has a strong governance and cultural relationship with ngā iwi o Te Waipounamu through Te Taumata. Its operations are underpinned by tikanga of ngā iwi Māori o Te Waipounamu principles. Te Pūtahitanga o Te Waipounamu demonstrates manaakitanga and āwhina to whānau through its staff who have direct contact with whānau.
168. Due to the pace and enormity of setting up a brand new organisation and associated infrastructure in its first year, Te Pūtahitanga o Te Waipounamu had less direct engagement with whānau than it had envisaged. As a result of a comprehensive organisational review undertaken mid-July 2015 and ongoing whānau feedback, Te Pūtahitanga o Te Waipounamu adapted its processes and structures to be more responsive to whānau engagement and aspirations. This is evident in their kanohi-ki-te-kanohi (face-to-face) engagement and wānanga with iwi, rūnanga and whānau, socialising the model, dealing with applications and gaining feedback from whānau.

<sup>46</sup> Te Pūtahitanga: Making a measurable and positive difference in the lives of whānau in Te Waipounamu, pp. 18–19.

- 169. Te Pūtahitanga o Te Waipounamu reviewed its staff capability to improve responsiveness to whānau and understanding of their aspirations. Staff changes were made to employ staff with good community networks and specialist skills into new or revised roles including a commissioning/ contracts manager and contract advisors to improve contracting efficiency and provide direct support for whānau.
- 170. Improved responsiveness to whānau has also occurred through changes to the investment focus from a mainly enterprise purpose to also include a social capital focus. This means that Te Pūtahitanga o Te Waipounamu can now support whānau transformation through investment in highly entrepreneurial projects as well as smaller, personalised initiatives. The language and processes around applications have also been simplified to reduce access barriers.
- 171. Te Pūtahitanga o Te Waipounamu was also responsive to requests from whānau and rūnanga for increased numbers of navigators to work with them to support whānau affiliated to marae. Additional resourcing made available from Vote Māori Development to all Commissioning Agencies enabled this to occur. A new and separate commissioning workstream has been developed to focus on 'whānau enhancement'. As part of this, direct support to whānau is available through a limited funding support called Te Taura Tautoko.

**Purchaser/provider split** in the Whānau Ora commissioning context is about the separation between purchaser and provider, ensuring that the commissioning agency can focus on identifying opportunities, planning services or initiatives and that an appropriate mix of initiatives are available to deliver on outcomes.

H

- 172. Te Pūtahitanga o Te Waipounamu is clearly operating as a Commissioning Agency in accordance with its strategic drivers and priority outcomes. Te Pūtahitanga o Te Waipounamu does not provide services directly to whānau or communities; instead, its organisational structure, systems and processes are designed to facilitate commissioning activities to support local-level solutions, innovative ideas and whānau transformation.
- 173. The governance board of Te Pūtahitanga o Te Waipounamu plays a key role in ensuring that it complies with contractual obligations and responsibilities relating to reporting, outcomes and operating as a commissioning agency.
- 174. In response to commissioned research, whānau feedback about the implementation of the model and an organisational performance review, Te Pūtahitanga o Te Waipounamu has developed additional commissioning activities to support whānau to achieve their aspirations. These include funding assistance to navigator host agencies to provide targeted support for whānau and an accelerator programme to support the growth and development of innovative whānau ideas.

## 4.2.3 Commissioning in action: Factors for success

175. The outcome agreements in place between Te Puni Kōkiri and Te Pūtahitanga o Te Waipounamu as well as the other two Commissioning Agencies outline the factors for successful commissioning. Reflecting on the presence of the key features within the commissioning approach of Te Pūtahitanga o Te Waipounamu indicates, that within a concentrated formation period, Te Pūtahitanga o Te Waipounamu is demonstrating these factors for success.<sup>47</sup>

### Factors for successful commissioning

<p>Identify and understand the aspirations of whānau</p>	<p>Te Pūtahitanga o Te Waipounamu is identifying and supporting whānau aspirations primarily through direct engagement with iwi, rūnanga and whānau; and through investment streams that strengthen whānau capability driving for whānau transformation. The model is whānau-centred and iwi-driven. A statistical profile<sup>48</sup> created by Kirikowhai Mikaere has been useful in underpinning the demographic analysis of circumstances for whānau in Te Waipounamu.</p>
<p>Develop programmes and initiatives to deliver progress towards achieving Whānau Ora outcomes</p>	<p>There are five investment streams – the Commissioning Pipeline, Whānau Enhancement, Capability Development, Te Punanga Haumarū, and Research and Evaluation – that have been developed to respond to whānau aspirations and build whānau capability. Te Pūtahitanga o Te Waipounamu supports whānau through the use of staff, coaches, mentors and navigators in a tailored way.</p>

<sup>47</sup> The evaluative assessment was based on interviews, meetings and group discussion with Commissioning Agencies, providers/partners and a small number of whānau; and by reviewing a range of documents from Commissioning Agencies including reports to Te Puni Kōkiri.

<sup>48</sup> Mikaere, K. Te Pūtahitanga – Statistical Profile, October 2015.

<p>Monitor, evaluate and review these activities</p>	<p>Te Pūtahitanga o Te Waipounamu is a reflective, ongoing learning organisation and is using evaluative processes to inform its commissioning approach. From the outset, Te Pūtahitanga o Te Waipounamu has used an RBA outcomes framework and narratives to capture data on whānau outcomes with funded initiatives, and is using a narrative format when reporting to Te Puni Kōkiri. Recent developments including a revised outcomes framework and new IT systems complement previous existing monitoring and evaluation activities. The efficacy of these new systems will be assessed over time.</p>
<p>Support programmes delivered by a range of community entities that are innovative, operate at the local level and best meet the needs of whānau</p>	<p>Te Pūtahitanga o Te Waipounamu has a strong investment focus on innovation, for whānau to be determining of their futures and for sustainability of initiatives. This is evident in a range of activities from highly entrepreneurial initiatives with clear financial and capability outcomes to smaller personalised initiatives with clear social and cultural outcomes. Navigators play a key role in supporting whānau to develop aspirational whānau plans and apply for funding.</p>

<p>Involve results-based performance accountability and incentives to encourage programmes that make the most difference</p>	<p>Results-based performance accountability and narrative reporting is the foundational framework for data collection and monitoring. Each contracted initiative or project must report quarterly on its performance. Data is uploaded into dedicated online scorecards that track trend and performance data over time.</p> <p>As outlined in the quarterly reporting by Te Pūtahitanga o Te Waipounamu, each entity's scorecard is shared and actively used by Te Pūtahitanga o Te Waipounamu as part of relational contract management. All initiatives that receive investment are required to use these tools.</p> <p>Te Pūtahitanga o Te Waipounamu describes using a client relationship management (CRM) tool that builds upon its original software, enhancing IT systems and providing a virtual application form for applicants to submit their ideas. It provides the ability to report on the status of contracts from milestone completion to money expended.</p> <p>Contract advisors and the navigator manager monitor milestones and reporting of their respective initiatives, and host navigator organisations work with them to co-design milestones and outcomes and ensure reporting expectations are clearly understood.</p>
<p>Involves a fundamental shift from a provider capability focus to building the capability of whānau in ways that help achieve Whānau Ora outcomes</p>	<p>Te Pūtahitanga o Te Waipounamu is clearly operating as a commissioning agency in accordance with its strategic drivers and priority outcomes. Its organisational structure, systems and processes are designed to facilitate commissioning activities to support local-level solutions, innovative ideas and whānau transformation; and it does not provide services directly to whānau.</p> <p>Te Pūtahitanga o Te Waipounamu funds a few entities to deliver or support commissioning activities, for example, delivering leadership development and hosting and managing Whānau Ora navigators. Its main thrust is engaging and supporting whānau and whānau entities.</p>



## 4.2.4 Commissioning in action: Te Pūtahitanga o Te Waipounamu factors for success

176. Foundational to the commissioning model of Te Pūtahitanga o Te Waipounamu is having appropriate<sup>49</sup> relationships with iwi, rūnanga and whānau and a belief in inspiration and creativity coupled with stability, balance and adaptability. Te Pūtahitanga o Te Waipounamu highlights the following factors within its commissioning landscape as contributing to its success.

### Te Pūtahitanga o Te Waipounamu: factors for success

Success factor	Definition	Example from commissioning agency
Whānau-centred	Investing in whānau capability to achieve their aspirations and be determining of their futures	“Our focus is transformation. The fundamental driver of growth and development is the power of whānau to determine their own future.” Norman Dewes, Board Chair
Iwi-driven	The iwi partnership sets the strategic vision and direction for Te Pūtahitanga o Te Waipounamu	“... We’re driven by the iwi so that is who we are; that’s what the name comes from, the nine iwi of Te Waipounamu.” Helen Leahy, Chief Executive
Strengths-based	Whānau strengths, assets and ability are the starting place for future growth	“... So we’ve worked really hard, really, really hard to review our process and what it is we want out of it so that each engagement is meaningful, so that each activity really pushes the whānau that we’ve contracted and strengthens the whānau voice.” Maania Farrar, Commissioning Manager

49 This includes high-trust, respectful, useful and mutually beneficial.

<p>High-trust relationships supporting co-design</p>	<p>Working together to design and deliver solutions that elevate whānau potential for sustainable growth</p>	<p>“... A lot of the feedback that we get doesn’t come directly. It comes through the kūmara vine or it comes through those informal channels, which is very important for us because that’s what tells us that we’ve got the community’s trust because they’re not afraid to tell us ... And I’ve got my aunty ringing me up saying, ‘Why didn’t you guys come to us and... to a hui?’ That’s their way of saying, ‘We want you guys to come here.’ So it is based a lot on relationships.” Haydon Richards, Innovations Manager</p>
<p>Innovation</p>	<p>Creating space by reducing specificity to encourage unique co-designed approaches</p>	<p>“Innovation is paramount... You know, if we were satisfied with what we’ve got then we wouldn’t be asking for different approaches... You don’t want... more of the same. We do know that things need to change and that families have the answers themselves to make that [happen]. So you need to have an innovative approach to allowing the capacity of families to be transformational to actually occur.” Helen Leahy, Chief Executive</p>
<p>Agile and flexible</p>	<p>Reflect, adapt and respond rapidly for positive change</p>	<p>“I instigated a series of reviews, an organisational review of the capability of the workforce... [a] review of the workforce, a procurement review ... our procurement approach, our philosophy to contract management, looking at our financial management, our communications, and so really we did a forensic analysis of where we were going to as an entity.” Helen Leahy, Chief Executive</p>

<p>Permissive, while maintaining accountability and transparency</p>	<p>Being open to taking considered risk</p>	<p>“So the values manaaki, kōtahitanga are very important to us– that we are on this journey together; we’re moving along together and that’s in all aspects. We’ve grown amazing relationships and been able to have those courageous conversations as appropriate and when needed. And we’ve also been alerted quite quickly of risk where they’ve wanted support for us to help them move through it or where we see is a perceived risk and how we’re going to manage it with them.” Maania Farrar, Commissioning Manager</p>
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## 4.2.5 Looking backwards, looking forward

177. In just over two years, Te Pūtahitanga o Te Waipounamu has established itself as a brand-new commissioning agency. Having embedded infrastructure and systems a year into its operation, Te Pūtahitanga o Te Waipounamu undertook a comprehensive internal review and reconfigured its organisational structure, employing new staff into the new positions created. Benefitting from feedback from iwi and whānau, Te Pūtahitanga o Te Waipounamu continually looks to refine and improve its commissioning model in response to supporting the aspirations and capability of whānau, and demonstrating a clear line of sight between commissioning activities and Whānau Ora outcomes.
178. Te Pūtahitanga o Te Waipounamu reports having improved its operation through the strategic appointment of new and current staff. Appointing staff with the right expertise (professional skills and community engagement/links) was pivotal to improving their responsiveness to whānau. Te Pūtahitanga o Te Waipounamu reports improved efficiency following these appointments, for example, increasing the speed and quality of contracting, management and follow-up processes.
179. In this establishment phase, Te Pūtahitanga o Te Waipounamu has taken time to set up its systems and infrastructure. This resulted in an underspend in 2014/2015 and 2015/2016. Te Pūtahitanga o Te Waipounamu attributes the underspend to needing longer lead-in times in its establishment phase. The desire to spend funds prudently, the importance of consolidating relationships between stakeholder partners in the various initiatives and not exerting pressure on provider partners to apply for or expend funds unnecessarily also contributed to the underspend. Plans are in place to mitigate the underspend in 2016/2017.
180. Te Pūtahitanga o Te Waipounamu stands out for its social enterprise and social capital focus. It describes its role as growing and backing Māori social entrepreneurs, and believe that in whānau and communities, there are people with powerful ideas to create positive change and find solutions to some of the complex issues affecting whānau. This is at the cutting edge of innovation in the Whānau Ora commissioning context.
181. At the same time, it has been challenging to identify or develop relevant and appropriate indicators and measures for the social enterprise and social capital approaches. A lack of academic literature and evaluation tools to measure success and outcomes of these approaches has constrained the development of their performance monitoring and reporting systems.
182. Off the back of its RBA and narrative approach to reporting, Te Pūtahitanga o Te Waipounamu has developed a new outcomes framework coupled with a new online 'scorecard' reporting tool for providers, integrated within a new client relationship management system. Untested at this stage, Te Pūtahitanga o Te Waipounamu is of the view that this tool will help them to report more efficiently on the status of contracts, from milestone completion to money expended.
183. The Te Pūtahitanga o Te Waipounamu commissioning approach is based

on a Whānau Ora ecosystem, driven by a focus on the seven Whānau Ora outcomes. A distinguishing feature of the Te Pūtahitanga o Te Waipounamu approach is the prominence of their engagement directly with whānau and whānau entities. Whānau are at the forefront, in the driver's seat, or being supported and encouraged to nurture and grow their ideas, and to translate these into whānau plans and funding applications. While they have relationships with providers, primarily as navigator host organisations, they also have relationships with coaches and enterprise advisors who support whānau to generate, refine and implement their ideas. However, their relationship with whānau and particularly whānau entities is unique at this stage of the Whānau Ora commissioning approach.

184. Te Pūtahitanga o Te Waipounamu continues to innovate and look for new ideas to build whānau capability and to better understand how whānau capability is built. It has developed a number of new activities including a social accelerator programme and a rangatahi succession initiative to facilitate and understand rangatahi involvement in their marae and with their iwi.
185. There are still areas for growth and development, such as socialising the use of the recently developed outcomes framework and enhanced IT systems to improve data collection, analysis and reporting.
186. Te Pūtahitanga o Te Waipounamu is a responsive, whānau-focused, iwi-driven learning organisation, committed to adapting and refining all aspects of its improving commissioning model. Te Pūtahitanga o Te Waipounamu is continually striving to improve its ability to achieve its intended Whānau Ora outcomes.





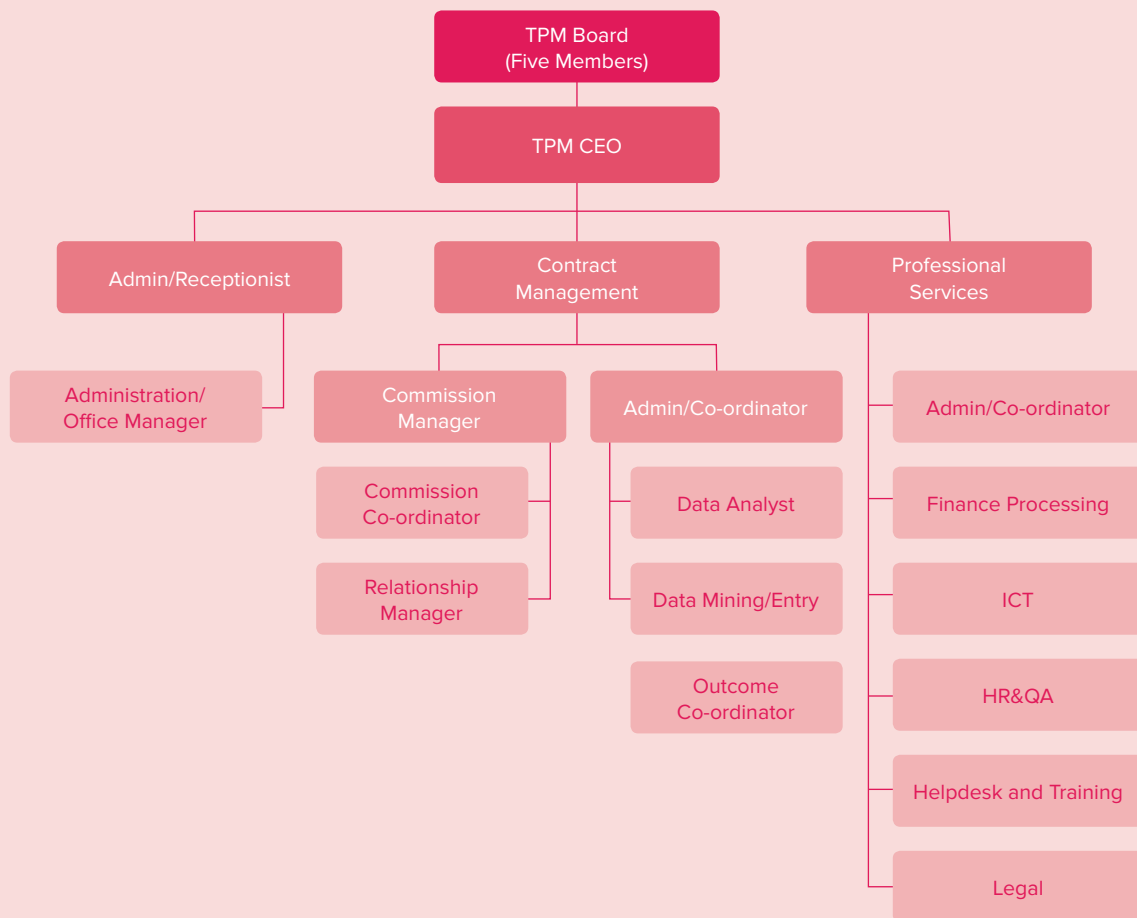


## 4.3 Te Pou Matakana Agency Report

### 4.3.1 Commissioning approach: Overview

187. Te Pou Matakana is governed by a board of five members who span tribal boundaries and have expertise in commercial business and Whānau Ora. The organisational structure of Te Pou Matakana has adapted since its inception in 2014, which is in part reflective of the evolving commissioning landscape and the need to be responsive to whānau and partners within this context. An overview of the current structure is documented in the figure below:<sup>50</sup>

Figure 3: Overview of the organisational structure of Te Pou Matakana.



50 The structure is described as per the Te Pou Matakana 2015/2016 Annual Investment Plan.

188. Since 2014, Te Pou Matakana has sought to design a whānau-centred model of commissioning for Whānau Ora.
189. Starting with a whānau first approach, Te Pou Matakana looks to whānau in its commissioning approach to identify aspirations and needs. It seeks to be informed by its communities. Fundamentally, Te Pou Matakana believes whānau are in the best position to identify their own outcomes to lead and sustain over time with the support of Whānau Ora providers.
190. Te Pou Matakana values the principles of co-design and co-production. This means that it builds relationships with partners who want to work together with Te Pou Matakana and whānau. In turn, this relationship enables whānau and partners to determine, design and deliver initiatives that meet the needs and aspirations of whānau. Complementing co-design and co-production is an iterative and adaptive approach that requires ongoing reflection and evaluative processes to inform commissioning approaches, decision-making and co-investment opportunities.

### 4.3.2 Commissioning in action: Key features

191. Key features of the commissioning model – strategic planning, service specifications and development, strong networks and stakeholder management, contracting framework, and research and monitoring functions – provide a framework for understanding how the Whānau Ora commissioning model is working. Each of the features is assessed against the rubric scale, which goes from emerging (E), to developing (D), to consolidating (C), to highly developed (H).
192. Te Pou Matakana is reflecting these features through its approach in the following ways:

**Strategic planning** in the Whānau Ora commissioning context is about the development of an investment plan, including funding priorities and investment streams, which reflects a deep understanding of the needs and aspirations of whānau and families, and designing approaches to build capability to achieve Whānau Ora outcomes.

C

193. With a commitment to being strengths-based and whānau-centric, Te Pou Matakana has designed its annual investment plan to ensure it provides a platform for investment via three distinct investment streams – Whānau Direct, Kaiārahi and Collective Impact.
194. These investment streams align to the aspirations and needs identified by whānau as well as with the seven high-level Whānau Ora outcomes. Through its partner conversations and engagement with whānau, Te Pou Matakana demonstrates how investing in whānau through its core investment streams ensures whānau success.
195. Te Pou Matakana is constantly adapting to secure and redeploy resources quickly. However, the rapid and evolving nature of the commissioning landscape can at times place pressure on systems and does not always allow partners to understand, adopt and embed processes as well as they could.

196. Balancing a rapid, adaptive approach with a means to document and actively support approaches and processes being embedded within partners would be beneficial.

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**Service specifications and development** in the Whānau Ora commissioning context is about the ability of Commissioning Agencies to develop clear specifications that can be contracted for, to ensure the needs and aspirations of whānau and families can be met and results are delivered.

C

197. Aligning its commissioning approach to a set of clear principles provides a foundational platform from which Te Pou Matakana and its partners can develop a shared understanding of key outcomes – ultimately creating the pathways for the needs and aspirations of whānau to be met.
198. To give effect to its commissioning principles, Te Pou Matakana has three investment streams – Whānau Direct, Kaiārahi and the Collective Impact – that provide multiple pathways and opportunities for partners to engage with and enable whānau to pursue their goals and aspirations.
199. The aims and purposes of each of the investment streams are clearly specified and now well understood by their provider partners. Te Pou Matakana has adapted and refined the investment streams, drawing on partner and whānau feedback, implementation and monitoring data and research and evaluation. For example, external evaluations<sup>51</sup> of Collective Impact and Whānau Direct demonstrate the use of evidence to inform programme review, adaptation and redesign. This has resulted in a more nuanced understanding by partners and whānau of the scope – what is permitted – and the potentiality – what is possible within each investment area.

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**Strong networks and stakeholder management** in the Whānau Ora commissioning context relate to the capability of Commissioning Agencies to manage a range of relationships across government, providers and whānau to enable successful commissioning.

H

200. Te Pou Matakana engages a range of partner organisations. Across the three investment streams, there are 13 Collective Impact partners, 26 partners delivering Whānau Direct and 60 partners employing kaiārahi (navigators) across Te Ika a Māui, with other cross-sector relationships extending the reach to whānau in priority communities.<sup>52</sup>
201. Te Pou Matakana values and builds relationships on its guiding principles to co-design and co-produce initiatives. What is emerging as a key feature of its commissioning approach is the importance of communication and advocacy.

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51 External evaluations commissioned by Te Pou Matakana and undertaken by Aiko Consultants (Whānau Direct) and Hapai Research (Collective Impact).

52 It is important to note that some partners may receive funding across multiple investment streams and that Collective Impact partners represent a broader network of partners who sit within the respective collectives. At the time of writing, the 13 collectives represented over 100 partner organisations.

202. For example, the CEO of Te Pou Matakana is a strident advocate for the Whānau Ora commissioning approach. Te Pou Matakana believes that this type of advocacy needs to extend “the reach of understanding” about commissioning and facilitate wider engagement with potential funders and government organisations more generally. At times, this level of advocacy creates tensions between Te Puni Kōkiri and the very agencies Te Pou Matakana wishes to positively influence.
203. Te Pou Matakana is being invited to present both nationally and internationally its work in outcomes measurement, commissioning for outcomes through the national data forums and various conference presentations.

**Contracting framework** in the Whānau Ora commissioning context is about Commissioning Agencies having contracting systems, processes and arrangements in place to ensure contracting for outcomes with providers and recipients of funding. It also includes having strong contract negotiation and management practices in place.

H

204. Commissioning for outcomes is the clear platform from which Te Pou Matakana enters into partnerships and contracting with Whānau Ora and other co-investment partners. Te Pou Matakana has a dedicated contract management team that works alongside executive management to commission, contract, administer and manage partner contracts.
205. While Te Pou Matakana prefers not to be in “regulatory” relationships with partners, mechanisms are utilised to guide, reinforce design and delivery, and share best practice. To encourage and promote a culture of excellence, forums and Collective Impact partnerships are drawn upon to share evidence and best practice.

**Research and monitoring functions** in the Whānau Ora commissioning context are about Commissioning Agencies demonstrating the capability to identify opportunities, aspirations, priorities and report against outcomes, as well as to monitor, track and report on results for whānau. It also includes the use of data and evidence to inform decision-making.

C

206. Te Pou Matakana seeks to be a reflective, learning organisation. It has developed a detailed outcomes measurement framework, an associated data collection platform and tools via Whānau Tahī. For each whānau, the relevant provider in each collective captures the assessments, planning and achievement of identified priorities, goals and outcomes.

207. Drawing on data in decision-making can be observed in a range of ways. Te Pou Matakana is consciously seeking to understand what works and potential scale-up across its network. Another example is the commissioning of external evaluation to explore areas of interest. Te Pou Matakana is using evaluation findings<sup>53</sup> to refine services, and to improve the interface between partners and Te Pou Matakana Whānau Ora systems.
208. There is variable data capture and reporting capability across Te Pou Matakana partners. To acknowledge this variability Te Pou Matakana has developed a suite of tools and training to support partner capability development.

**Cultural expertise and responsiveness** in the Whānau Ora commissioning context is about the ability to demonstrate cultural expertise, responsiveness, experience and understanding in delivering commissioning for whānau.

H

209. The foundations of Te Pou Matakana are embedded within te ao Māori. Its underpinning values and approach to Whānau Ora and its commitment to whānau are intentionally Māori. Te Pou Matakana, for example, seeks to “exert and affirm tino rangatiratanga”<sup>54</sup> – the recognition of whānau strengths and assets to co-design with partners the initiatives and ways of working that can address whānau needs and build capability.
210. Te Pou Matakana traces its commissioning model to an indigenous approach and undertakes research to identify and learn from other indigenous models. While it found no examples globally, the research suggested grounding commissioning in cultural principles and practices. Te Pou Matakana recognises that it is breaking new ground as it “shifts the paradigm from deficit-based programming to a strengths-based whānau capability development approach”<sup>55</sup>.

**Purchaser/provider split** in the Whānau Ora commissioning context is about the separation between purchaser and provider, ensuring that the commissioning agency can focus on identifying opportunities, planning services or initiatives and an appropriate mix of initiatives are available to deliver on outcomes.

C

211. Te Pou Matakana firmly believes its partners are in the best place to connect with and understand the needs and aspirations of whānau. A core tenet of its commissioning model is co-design and co-production, which sees Te Pou Matakana and partners come together to define and plan the appropriate mix and level of each of the investment streams.

53 External evaluations commissioned by Te Pou Matakana and undertaken by Aiko Consultants (Whānau Direct) and Hapai Research (Collective Impact).

54 Te Pou Matakana Early Commissioning Annual Investment Plan: October 2014 - June 2015, p. 3

55 Te Pou Matakana Early Commissioning Annual Investment Plan: October 2014 - June 2015, p. 3

212. It is also important to note that, through the Collective Impact strategy of Te Pou Matakana, partners have grouped together to establish regionally based collectives with a lead partner whom then provides support, resource and assistance to ensure all partners are adopting and applying quality practices.
213. Te Pou Matakana provides the backbone or the core functions to enable its Whānau Ora partners to lead and self-determine their response with and for whānau. Te Pou Matakana guides its partners through “ongoing facilitation, technology and communications support, data collection and reporting”<sup>56</sup> to create a network of partners with a deeper understanding of how to design and deliver initiatives that see whānau achieve their aspirations and build capability.

### 4.3.3 Commissioning in action: Factors for success

214. The outcome agreements in place between Te Puni Kōkiri and Te Pou Matakana as well as the other two Commissioning Agencies outline the factors for successful commissioning. Reflecting on the presence of the key features within the commissioning approach of Te Pou Matakana indicate, that within a concentrated formation period, it is demonstrating these factors for success.<sup>57</sup>

#### Factors for successful commissioning

Identify and understand the aspirations of whānau	Te Pou Matakana elicits and supports whānau aspirations. It starts with whānau at the heart of its approach to commissioning and includes partners being strongly grounded in communities.
Develop programmes and initiatives to deliver progress towards achieving Whānau Ora outcomes	Te Pou Matakana acknowledges and values the close relationship partners have with their whānau and communities, and endorses their local leadership in their respective rohe. Each collective has the autonomy to identify and set the high-level strategic outcomes that reflect the aspirations and needs of their whānau, for example, financial literacy and freedom.
Monitor, evaluate and review these activities	Te Pou Matakana values and is using ongoing reflection and evaluative processes to inform its commissioning approach. An iterative learning approach is evident in the design and refinement of the Mataora Assessment framework and tool.

56 Te Pou Matakana Collective Impact Initiative Formative and Process Evaluation, May 2016, p.14.

57 The evaluative assessment was based on interviews, meetings and group discussion with Commissioning Agencies, providers/partners and a small number of whānau; and by reviewing a range of documents from Commissioning Agencies including reports to Te Puni Kōkiri.

<p>Support programmes delivered by a range of community entities that are innovative, at the local level and best meet the needs of whānau</p>	<p>Te Pou Matakana has developed relationships with its partners who span a range of community entities, across the North Island. While innovation is supported and sought after, Te Pou Matakana has recognised via external evaluations that some partners require additional and necessary time to reorient to this new environment; and the requirements to deliver via the investment streams.</p>
<p>Involve results-based performance accountability and incentives to encourage programmes that make the most difference</p>	<p>Te Pou Matakana has designed a comprehensive outcomes framework that provides the mechanism for partners to check for and track that the intended impact of commissioning – improving outcomes for whānau – is achieved, in what ways and to what extent. The roadmap is operationalised through a range of engagement, assessment and planning tools situated within Whānau Tahī.</p> <p>Te Pou Matakana is clear that measuring outcomes per se will not lead to improved impact for whānau. Over the next 12 months, Te Pou Matakana has identified through an evaluative process that there is an immediate need to embed its measurement approach and strengthen its utilisation of data-based evidence to affirm and scale up programmes that make a difference.</p>
<p>Involves a fundamental shift in focus onto building the capability of whānau in ways that help achieve Whānau Ora outcomes (rather than a provider capability focus)</p>	<p>A focus on building whānau capability is at the forefront of the commissioning approach of Te Pou Matakana. It starts with appreciating whānau aspirations and the latent energy and potential of their communities. Working together as partners, Te Pou Matakana has co-designed investment pathways to reach whānau in ways and at times that matter.</p> <p>Te Pou Matakana reports that immediate and short-term outcomes are being realised by whānau across Te Ika a Māui and evidenced by partners through the outcomes roadmap and Whānau Tahī. Te Pou Matakana acknowledges the need to better understand and reinforce whānau to lead sustainable growth and change.</p>



## 4.3.4 Commissioning in action: Te Pou Matakana factors for success

215. Te Pou Matakana acknowledges the need for a grounded but iterative design process. It highlights the following factors that, within its commissioning landscape, are contributing to its success.

### Te Pou Matakana: factors for success

Success factor	Definition	Example from commissioning agency
Strengths-based	Whānau strengths, assets and ability are the starting place for future growth	“You can’t have a policy to enliven and enrich our vulnerable communities unless they are part of the solution – and a very meaningful part.” John Tamihere, CEO
High-trust relationships supporting co-design	Work together to design and deliver solutions that elevate whānau potential for sustainable growth	“It’s geared [towards] a high-trust permissive [relationship] that seeks out the strengths of that community through its leadership... [and] where they design their own frameworks for their own outcomes, of their own strengths.” John Tamihere, CEO
Innovation	Creating space by reducing specificity to encourage unique co-designed approaches	“When you’re always working at that thought-leadership end of new innovations, you have to have a risk appetite for change... but as a result of that risk appetite, you are seeing innovation and change happen.” Awerangi Tamihere, Director Strategy Innovation
Agile and flexible	Reflect, adapt and respond rapidly for positive change	“So rather than a top-down approach, saying these are what the outcomes are, we actually had to be a lot more agile and flexible and permissive... That allowed whānau to determine the outcomes first.” Awerangi Tamihere, Director Strategy Innovation

Permissive, while maintaining accountability and transparency	Being open to taking considered risk	“As a result, we wanted an agency that was permissive rather than prescriptive, that allowed whānau to make that decision first, [and] that we wrapped around what they wanted to do.” Awerangi Tamihere, Director Strategy Innovation
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## 4.3.5 Looking backwards, looking forward

216. In just over two years, Te Pou Matakana has become established as a brand-new Commissioning Agency. It has built relationships with over 100 provider partners, established three funding investment streams, undertaken and commissioned in-house and independent research and evaluation, and taken a proactive role in promoting Whānau Ora commissioning and Commissioning Agencies through national and international presentations and annual conferences.
217. In a rapid, evolving commissioning landscape, Te Pou Matakana continues to work towards providing clear, timely information and support to its provider network – to ensure clarity and understanding of how collectively it can make a difference with and for whānau.
218. Overall, Te Pou Matakana is demonstrating the key features and factors of success through its commissioning approach and ways of working in this formative stage.
219. Te Pou Matakana also recognises and accepts that, across its partner network, some partners require additional and necessary time to reorient to this new environment; and the requirements to deliver across the investment streams and to evidence whānau transformation. As each partner strengthens its shared ways of working, engaging and embedding the systems that underpin the commissioning model, the evidenced, tangible difference for whānau will continue to be realised.
220. Te Pou Matakana describes itself as continuously reflecting on evaluative and data-based evidence to spot potential “game changers” – approaches that show promise or initiatives that have the potential for transformative scale.

221. Strategically, Te Pou Matakana has prioritised at least four approaches that it believes are levers for change across the commissioning landscape.

- Thought leadership: creating forums across government where policy meets evidence-based practice to explore positive whānau outcomes.
- Advocacy: positioning Te Pou Matakana to share evidence of whānau outcomes and advocate for appropriate resourcing and the right response to support what whānau need on the ground.
- Sharing the commissioning approach: creating and harnessing opportunities for Te Pou Matakana to share its approach to commissioning for Whānau Ora.
- Co-investment: demonstrating value of enhancing and sustaining whānau capability to explore new ways of working across other government outcome domains.

222. Operationally, as Te Pou Matakana enters into its next phase of commissioning and continues to draw on the reflective and evaluative learnings such as utilising indicators of quality to drive organisational performance, this will only further enrich the commissioning approach that Te Pou Matakana has co-designed with and for whānau.

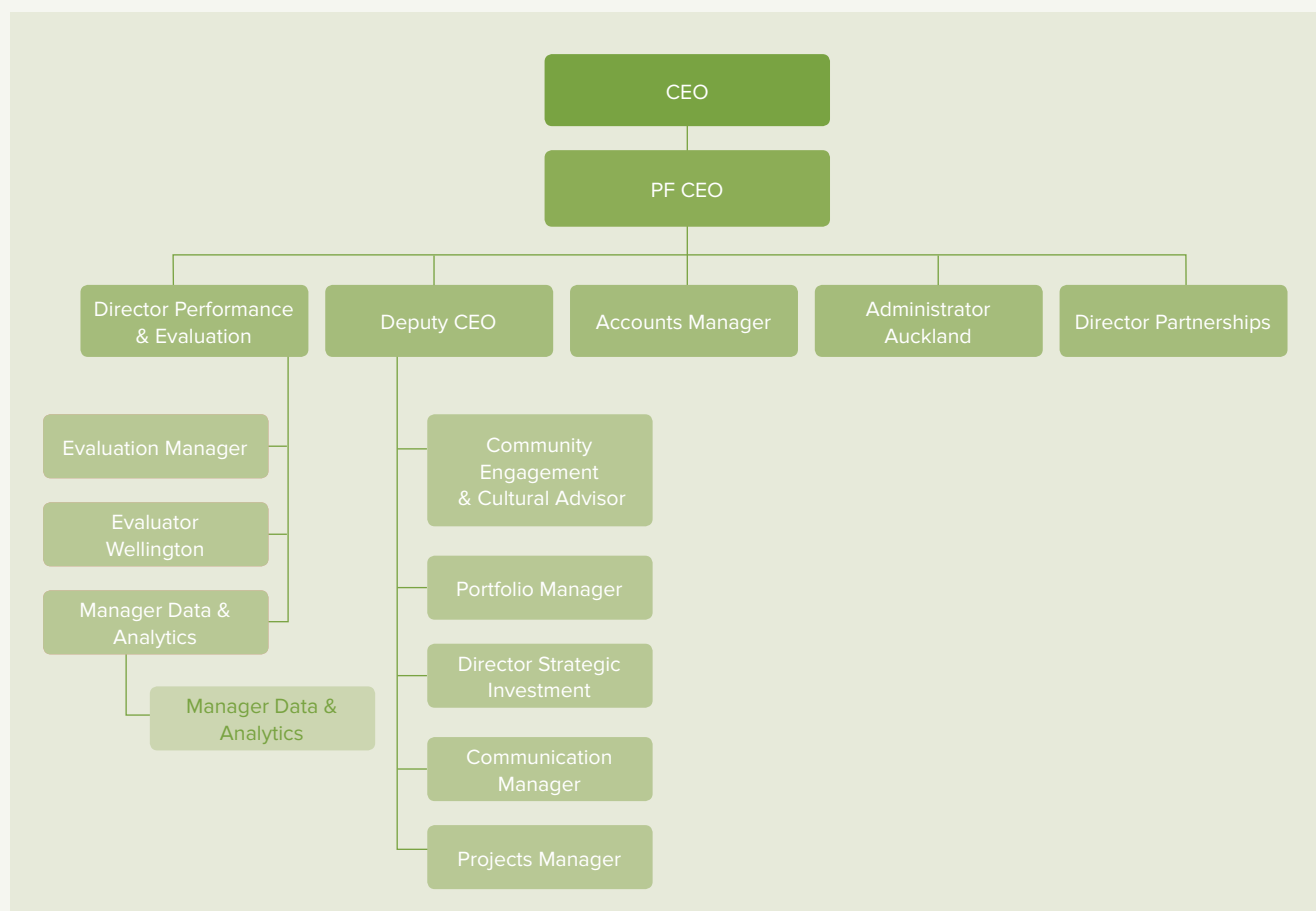
## 4.4 Pasifika Futures Agency Report

### 4.4.1 Commissioning approach: Overview

223. Pasifika Futures Limited is a Limited Liability Charitable Company established in 2014 and owned by the Pasifika Medical Association. It builds on the successful track record of Pasifika Medical Association in health and education over the last 20 years.

224. Pasifika Futures' organisational structure<sup>58</sup> is outlined below.

**Figure 4** Overview of the organisational structure of Pasifika Futures.



58 Pasifika Futures, 2015 Annual Report, pg.29.

225. The commissioning model of Pasifika Futures is family-centred; recognising that families are the starting point for commissioning and at the heart of it is self-determination to achieve prosperity for Pacific families. Pasifika Futures is collaborating with Pacific Providers to support Pacific families to realise their potential and achieve their aspirations and live sustainable and successful lives.
226. Pacific values such as Families at the core, Service, Diversity, Leadership, Integrity, Strength based and Reciprocity underpin all relationships formed with Pasifika Futures through Whānau Ora. There is genuine trust and honesty between Pasifika Futures and Pacific Providers in their partnership and commitment to building the capability of families, as noted by provider partners who participated in this evaluation.
227. Families are the core driving force of Pacific communities, and as such, Pasifika Futures is committed to working with and giving voice to the many cultures and communities that make up the Pacific community, with their commissioning approach structured for outcomes and families.
228. Pasifika Futures and partners are constantly monitoring, evaluating and reviewing data in order to inform and improve their commissioning approaches, decision-making and investment. As one staff member put it:

*“Our framework is revolutionary in terms of how we approach things. But our approach is evolutionary in terms of how we implement it.”*

## 4.4.2 Commissioning in action: Key features

229. The five key features of commissioning – strategic planning, service specifications and development, strong networks and stakeholder management, contracting framework, and research and monitoring functions – provide a framework for understanding how the Whānau Ora commissioning model is working. Each of the key features is assessed against the rubric scale, which goes from emerging (E), to developing (D), consolidating (C), and highly developed (H).

**Strategic planning** in the Whānau Ora commissioning context is about the development of an investment plan, including funding priorities and investment streams, which reflects a deep understanding of the needs and aspirations of families, and designing approaches to build capability to achieve Whānau Ora outcomes.

C

230. The aspirations and needs expressed by Pacific families through a nationwide consultation process with 1800<sup>59</sup> families is at the heart of Pasifika Futures’ commissioning approach and the priorities outlined in their investment plan. Pasifika Futures reviewed the evidence about social and economic outcomes for people and undertook an in-depth review of research, national and regional health and social sector statistics. A deep knowledge of Pacific peoples and communities, also informed the development of Pasifika Futures’ investment plan.

59 Pasifika Futures, 2015 Annual Report, p. 14.

231. Pasifika Futures has taken a strengths-based approach to supporting Pacific families to achieve their aspirations and are investing in four priority outcomes to strengthen and develop the capability of Pacific families. Clearly aligned to the Whānau Ora outcomes, the priority areas for Pasifika Futures' investment are succeeding in education, healthy lives, economically independent and resilient and leadership, culture and community.
232. Pasifika Futures utilises collaborative, reflective processes to design and map its strategic intentions. For example, at its formation, Pasifika Futures consulted nationally with Pacific families to shape its commissioning approach by understanding their aspirations and priorities, which was then brought together with international literature about solutions that may work for Pacific families.<sup>60</sup>
233. To support its commissioning approach, Pasifika Futures also harnesses the data collected from its families who work with partner organisations to measure and understand the journeys families embark on and iteratively refine its commissioning approach.

**Service specifications and development** in the Whānau Ora commissioning context is about the ability of Commissioning Agencies to develop clear specifications that can be contracted for, to ensure the needs and aspirations of whānau and families can be met and results are delivered.

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234. Pasifika Futures expresses a deep commitment to working with families and stakeholders to identify challenges and collectively develop its strategy to overcome potential barriers to a better future.<sup>61</sup> With its partner organisations, Pasifika Futures has now consulted with 1,800<sup>62</sup> families and commissions 12 organisations<sup>63</sup> to deliver core Whānau Ora services to 2,940<sup>64</sup> families.
235. Pasifika Futures work with regionally based providers to build the capability and capacity of Pacific families by funding programmes and activities through three main investment streams. In 2015, funds were allocated as follows: core commissioning (49%), innovation (47%) and small projects (3%).<sup>65</sup> There are clear expectations and specifications for each investment stream and each funded initiative must align to at least one of the four priority outcomes areas. Successful partner organisations were selected after a rigorous selection process following a call for expressions of interest.

60 Pasifika Futures, 2015 Annual Report, p. 13; Pasifika Futures, Annual Investment Plan 2014–2015, p. 18.

61 Pasifika Futures, 2015 Annual Report, p. 13.

62 Pasifika Futures, 2015 Annual Report, p. 14.

63 Pasifika Futures, 2015 Annual Report, p. 14.

64 Pasifika Futures, 2015 Annual Report, p. 14.

65 Calculated from figures in the Pasifika Futures, 2015 Annual Report, p. 29.

236. In 2015, seven innovation projects, 12 small grants were funded along with 12 core-funded organisations.<sup>66</sup>

237. **Core commissioning:** “The intention of core commissioning is that regardless of where a Pacific family lives, they are able to access Whānau Ora support services [from a provider organisation].”<sup>67</sup>

238. This is the largest funding stream with 83 per cent of the investment fund granted to established providers with a proven history of working successfully with Pacific families. Organisations must demonstrate the ability to provide a navigation service where they support families to develop a plan and to focus on achieving their family goals and outcomes. This includes leveraging off existing government funding and programmes to deliver support and services. It is a requirement that 60 per cent of the funding per family is to be provided in direct services to support families.

239. **Innovation funding pool:** Funding for innovation projects acknowledges the potential and innovation within Pacific communities through a flexible and responsive funding approach. The aim is to invest in the development of new, aspirational projects, centred on key outcome areas.<sup>68</sup>

240. “Innovation funding invests in the development of new, innovative projects to support families to achieve one or more of the key priority or outcome areas.”<sup>69</sup> For example, Whareora Trust provides support to families to help them buy their own home. This includes financial literacy and debt reduction and a strong economic empowerment component. This is new and innovative in the sense that they are the first Pacific provider to provide this kind of service as a pathway to home ownership for Pacific families.

241. **Small grants funding:** At the ‘heart’ of service to Pacific families is the work small community, often voluntary, organisations provide. Therefore, Pasifika Futures invests in a range of projects that span a wide range of issues.<sup>70</sup> They are often faith-based, ethnic-based and small community-based services, yet effective and successful. For example, the V.I.P Barbers Training School in Auckland provides a qualification in barbering with mentoring and employment support for students.

242. As one staff member commented:

*“The strength of the Pasifika Futures’ commissioning model is the fact that it was developed from an outcomes-base in the beginning.”*

243. Pasifika Futures is constantly working with providers through an iterative evaluation process sharing learning and approaches to improve outcomes for families.

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66 Pasifika Futures, 2015 Annual Report, p. 14.

67 Pasifika Futures, 2015 Annual Report, p.17.

68 Key outcome areas are financial freedom, lifelong learning, living longer, living better and leading and caring for families and communities. Pasifika Futures, 2015 Annual Report, p. 18.

69 Pasifika Futures, 2015 Annual Report, p.19.

70 Pasifika Futures, 2015 Annual Report, p.19.



**Strong networks and stakeholder management** in the Whānau Ora commissioning context relate to the capability of Commissioning Agencies to manage a range of relationships across government, providers and whānau and enable successful commissioning.

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244. Pasifika Futures has established relationships with a range of funders and providers. Pasifika Futures recognise that providers bring existing networks and relationships with Pacific peoples and close links to Pacific communities. Typically in and of the community, Pacific providers connect to Pacific families through village, kinship, church, sport, education, business and community relationships.
245. Reflective of their community the Pasifika Futures board members also bring their extensive personal and professional networks to Pacific communities, cultures and people throughout New Zealand. “As individuals who have dedicated their lives to serving Pacific communities, the relationships are deep and multi-faceted.”<sup>71</sup>
246. Reciprocity and respect are important Pacific values that guide the relationships that Pasifika Futures has with stakeholders, recognising the strengths that they bring and that more could be achieved by working cooperatively. With engagement that aims to be ‘constant and meaningful’<sup>72</sup>, it was evident<sup>73</sup> that Pasifika Futures keeps conversations and relationships with key partners focused on the shared outcomes they have both come together to achieve.
247. Partner organisations are also recognised for their existing networks, relationships and collaborations that they are able to leverage to strengthen their own Whānau Ora delivery.
248. While it is working to build relationships with other Crown agencies, Pasifika Futures recognises it has established a good working relationship with Te Puni Kōkiri.

**Contracting framework** in the Whānau Ora commissioning context is about Commissioning Agencies having contracting systems, processes and arrangements in place to ensure contracting for outcomes with providers and recipients of funding. It also includes having strong contract negotiation and management practices in place.

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71 Pasifika Futures, 2015 Annual Report, p. 5.

72 Interview with Pasifika Futures team.

73 The evaluators were participant observers in a monthly Pasifika Futures provider forum.

249. Pasifika Futures has set very clear expectations of its partner organisations and the way funding can be utilised. For example, core commissioning partners were selected following a due diligence process and demonstrated ability to deliver navigation support to families across the spectrum of need.<sup>74</sup> Partners must demonstrate the ability to provide a navigation service where they support families to develop a plan and to focus on achieving their family goals and outcomes. This includes leveraging off existing government funding and programmes to deliver support and services.
250. Pasifika Futures has also determined that Core Commissioning funding going to partners must be allocated on 60/40 basis; with 60 per cent used to provide support and services directly to families; 20 per cent for facilitation and 20 per cent for management. Providers accepted the funding split, recognising Whānau Ora commissioning as a new way of working. The expectation was that providers would leverage other government funding and programmes, both their own and those of other providers, to deliver support and services.
251. In practice, this is proving challenging. On the one hand, other programmes and services that providers offer are typically focused on addressing problems; and therefore do not align well to the aspirational focus of Whānau Ora. On the other hand, the Core Commissioning funding allocation encourages providers to build relationships and collaborate with other agencies and services.
252. As one provider commented:
- “The [Core Commissioning] model forces you to think about who are your partners to achieve best outcomes for families... and it forces them to build relationships with other services and not [simply] develop new services.”*
253. Penelope is the electronic contract monitoring and outcome reporting system used by Pasifika Futures to track progress and report on provider and family outcomes. As part of its change management process Pasifika Futures management team meets once a week to see where partners are in terms of change, and to identify what support is needed as partners move away from a provider-centred delivery and output focus, and towards a family-centred investment and outcomes approach.
254. Pasifika Futures notes that it takes time for system change to occur and this process should not be done quickly to enable new ways of working to become embedded. Key partners interviewed as part of this evaluation commented on the transparency and openness of their relationships and, as noted earlier, how the quarterly meetings with Pasifika Futures are used to share learnings and achievements.
255. In addition, a traffic light system provides a clear snapshot of provider performance and the progress of families, and reported quarterly to their board.

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74 Pasifika Futures, Annual Investment Plan 2014–2015, p. 17.

256. Pasifika Futures state that some of the current governmental funding processes constrain its ability to use the funding effectively. For example, they refer to the 21 May 2016 budget announcements and the transfer of funds in the existing financial year, with an expectation that these will be expended by June 30 of the same year. While the funding is appreciated, the six-week expenditure window is not.
257. Pasifika Futures also believe that the confirmation of funding on an annual basis limits or constrains their ability to utilise its funding as effectively as possible, in particular, the year-to-year planning and funding cycles.
258. The Chief Executive of Pasifika Futures further commented:
- “So there are issues around funding allocations. So, even though the last budget allocation spans four years, we do not have a funding agreement that goes across four years. Therefore you can only use it [funding] for a year which then restricts your ability to/how you apply it.”*
259. On the other hand, Commissioning Agencies’ total funding envelopes are confirmed on an annual basis to accommodate additional funding secured for Whānau Ora throughout the year.
260. The extent to which the government/Treasury fiscal operating policies and regulations can be influenced by Te Puni Kōkiri or are amenable to change is unknown, and probably highly unlikely. However, “the challenges to the wider implementation of social investment are not trivial” and runs “into the very culture and fabric of the way our public sector is run and managed.”<sup>75</sup>

**Research and monitoring functions** in the Whānau Ora commissioning context are about Commissioning Agencies demonstrating the capability to identify opportunities, aspirations and priorities and report against outcomes and the ability to monitor, track and report on results for whānau. It also includes the use of data and evidence to inform decision-making.

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261. As part of its evaluative approach, Pasifika Futures undertakes processes to review and gather the evidence of how Pacific communities and families are doing in New Zealand and identify priority areas of focus. It has also developed a streamlined outcomes framework and electronic Measurement Assessment Standardised Tool (M.A.S.T) utilised by all partner organisations, as well as reporting frameworks and indicators to measure progress.<sup>76</sup> The tool is used with all families on entry, at least six-monthly intervals (and more frequently for some families) and on exit. “So the tool measures point of entry and progress across the four domains of financial freedom, living longer (health), education and culture and leadership.”<sup>77</sup>

<sup>75</sup> Deloitte & NZIER. (2016). The State of the State New Zealand 2016: Social Investment for our Future, Foreword.

<sup>76</sup> Pasifika Futures, 2015 Annual Report, p. 13.

<sup>77</sup> Interview with Pasifika Futures, 8 June 2016.

262. Through the M.A.S.T tool and data management system, Pasifika Futures has developed a detailed data repository that enables them to look across the breadth of Pacific ethnicities (i.e. it records the ethnicity of individuals and families as opposed to the generic coding as Pacific. This allows for detailed analysis by ethnically specific Pacific populations e.g. Samoan, Tongan, Cook Island) and across the four outcome domains. This level of analysis has rarely been possible outside of a large government organisation, and even then, not all government organisations record ethnicity.
263. A centralised data capture system that tracks the progress of Pacific families over time (on entry, progressively and on exit) across a range of outcome domains is particularly attractive to some government organisations. The Ministry of Social Development and Statistics New Zealand have expressed an interest in working with Pasifika Futures on data-related projects. This is still under consideration by Pasifika Futures.
264. Pasifika Futures acknowledges varying levels of capacity and capability of their provider partners to capture and report on their own progress, and that of family. They provide support to partners (e.g. training in the use of tools and the database), and as part of their quarterly meetings with providers there is the opportunity for providers and Pasifika Futures to engage in dialogue and exchange and learn from one another.

**Cultural expertise and responsiveness** in the Whānau Ora commissioning context is about the ability to demonstrate cultural expertise, responsiveness, experience and understanding in delivering commissioning for whānau.

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*“All work done as part of Pasifika Futures will be grounded in Pacific ideologies, culture and connection and will be specific to each ethnic group.”<sup>78</sup>*

265. This is the foundation of Pasifika Futures’ approach to commissioning. Pasifika Futures gives effect to this purpose, through its values, through its organisational structure and its purposeful attention to the cultural capacity of its provider partners.
266. Pacific cultural expertise is evident at board, management and provider levels. At the board level, the all-Pacific composition of the board from the three largest Pacific ethnic groups in New Zealand sends a clear message of a Pacific-led organisation – by Pacific, for Pacific. Board members bring their own ethnic-specific cultural knowledge and understanding to their governance role; and this supports the ability to understand and relate to other Pacific groups. “The board of directors reflects the interests of Pacific communities, demonstrates strong governance skills and experiences and is able to operate within cultural frameworks.”<sup>79</sup>

78 Pasifika Futures, Annual Investment Plan 2014–2015, p. 6.

79 Pasifika Futures, 2015 Annual Report, p. 5.

267. All Pasifika Futures Limited staff are Pacific, represent six ethnic communities, and demonstrate linguistic and cultural leadership.
268. Pasifika Futures has established relationships with a range of funders and providers. Pasifika Futures recognise that providers bring existing networks and relationships with Pacific peoples and close links to Pacific communities. The diversity of providers also reflects the diversity of the Pacific population. This supports families to express their needs appropriately to providers in a way that is meaningful and uplifting.
269. A key principle of Pasifika Futures is that all engagement with families will be linguistically and culturally responsive to each specific ethnic group. Pasifika Futures also prioritises cultural expertise as one of the partner selection criteria. This expertise is evident in the Pacific language and cultural capacity of providers, and in the relationships partners have with Pacific peoples, communities and organisations.
270. Partner organisations must also be able to demonstrate responsiveness to their Pacific communities and utilise a cultural capacity-building model to connect families to the resources they need to achieve their goals.<sup>80</sup>
271. As one provider partner reported:

*“Pasifika Futures absolutely recognises that we are a Pacific provider and we’re going to do it in a Pacific way. So we are totally for Pacific by Pacific governance staff, the models that we practise are very much based on Pacific culture, and what Pasifika Futures brings to the environment is an absolute understanding of that and an expectation that that’s how we will operate.”*

**Purchaser/provider split** in the Whānau Ora commissioning context is about the separation between purchaser and provider ensuring that the commissioning agency can focus on identifying opportunities, planning services or initiatives and ensuring an appropriate mix of initiatives are available to deliver on outcomes.

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272. Pasifika Futures is an organisation with national reach whose values of service and leadership position it as a visible, credible entity within Pacific communities. A unique aspect of Pasifika Futures’ approach is the organisation’s desire to be able “to respond to acute issues within broader Pacific community [nationally and regionally]”.<sup>81</sup> However, its commissioning approach acknowledges that its provider partners have a deep knowledge of and networks into their communities.
273. As the commissioning agency, Pasifika Futures see its role as focusing on commissioning activities such as developing the investment priorities, funding allocation and contract management processes to build the capability of Pacific families and ultimately the achievement of outcomes.

80 Pasifika Futures, 2015 Annual Report, p. 5.

81 Pasifika Futures, Annual Investment Plan 2014–2015, p. 41.

274. Various mechanisms are in place to ensure partner organisations direct funding and support in the majority to families, such as ensuring that “families rather than organisations are the actual beneficiaries of the [Whānau Ora] programme” by requiring 60 per cent of core commissioning funding to go directly to families.<sup>82</sup>

### 4.4.3 Commissioning in action: Factors for success

275. The outcome agreements in place between Te Puni Kōkiri and Pasifika Futures, as well as the other two Commissioning Agencies, outline the factors for successful commissioning. Reflecting on the presence of the key features of Pasifika Futures’ commissioning approach indicates that within a concentrated formation period, Pasifika Futures is demonstrating these factors for success.<sup>83</sup>

#### Factors for successful commissioning

<p>Identify and understand the aspirations of whānau</p>	<p>Pasifika Futures consulted with 1800 Pacific families across New Zealand to identify their needs and aspirations.<sup>85</sup> This informed their funding priorities and investments streams.</p> <p>They stay connected to Pacific families through ongoing engagement with providers and through their monitoring and reporting.</p> <p>The board, management and staff of Pasifika Futures are Pacific, and are deeply involved in their community as part of their personal, family, church and cultural activities. This keeps them grounded in the day-to-day realities of Pacific families.</p>
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82 Pasifika Futures, 2015 Annual Report, p. 17.

83 The evaluative assessment was based on interviews, meetings and group discussion with Commissioning Agencies, providers/partners and a small number of Whānau; and by reviewing a range of documents from Commissioning Agencies including reports to Te Puni Kōkiri.

84 Pasifika Futures, 2015 Annual Report, p. 14

<p>Develop programmes and initiatives to deliver progress towards achieving Whānau Ora outcomes</p>	<p>Pasifika Futures has identified four priority outcome areas for Pacific families; succeeding in education, healthy lives, economically independent and resilient, and leadership, culture and community. They have developed three investment streams: Core Commissioning, Innovation Funding and Small Grants, which align to these outcome areas.</p> <p>They assess funding applications to ensure that the programmes and initiatives offered by providers are aligned to at least one of the outcome areas and providers also need to demonstrate how they will utilise the funding to build the capability of families.</p>
<p>Monitor, evaluate and review these activities</p>	<p>Pasifika Futures' has developed data capture and systems to review performance and the progress of providers and families.</p> <p>Penelope is the electronic contract and performance management system, and M.A.S.T is their Measurement Assessment Standardised Tool. In combination, these tools enable Pasifika Futures to monitor and track the progress of providers and families.</p> <p>The management team meets weekly to review the progress of each provider. They use this information to see where partners are in terms of change and to identify what support is needed.</p> <p>On a quarterly basis, Pasifika Futures meets with providers to share learnings about what is emerging with families, as well as discuss operational or administrative factors if required.</p> <p>Pasifika Futures continuously uses data to review and reflect on their own performance and that of their partners, and the progress of families to inform their commissioning approach.</p>



<p>Support programmes delivered by a range of community entities that are innovative, local level and best meet the needs of whānau</p>	<p>The Pasifika Futures Innovation investment stream is supporting providers and local community organisations to develop new and pioneering services to meet the needs of Pacific families. For example, the financial literacy programme for families living with disability.</p> <p>The Small Grants Fund supports primarily voluntary organisations such as faith-based and ethnic specific and small community- based services. These services are local, based in communities and work closely with families to address their needs.</p>
<p>Involve results-based performance accountability and incentives to encourage programmes that make the most difference</p>	<p>The flexibility of the Whānau Ora commissioning model has allowed Pasifika Futures to support and encourage promising programmes through increased funding. It does this by changing the investment stream through which providers are funded e.g. moving providers from Innovation to Core Commissioning funding.</p> <p>Pasifika Futures Limited utilises performance accountability to constantly improve services to families and to report against outcomes.</p>
<p>Involves a fundamental shift in focus onto building the capability of whānau in ways that help achieve Whānau Ora outcomes (rather than a provider capability focus)</p>	<p>Pasifika Futures recognises the unique opportunity and responsibility of working alongside Pacific families to support them to achieve their aspirations. It sees its key role as supporting Pacific families to shape a better future. “Families will set their own path if they have an opportunity to make choices for themselves. Pasifika Futures is about creating this opportunity.”<sup>86</sup></p> <p>Pasifika Futures also recognise that some partners are moving into a family-centred investment and outcomes approach versus largely having come from a provider-centred, service delivery and output focus. This requires a mind shift for some and they are supported and given time to embed this thinking and new ways of working. In addition, support is also given to providers to improve their monitoring and reporting systems, as this is critical for tracking and reporting progress.</p>

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85 Pasifika Futures, 2015 Annual Report, p. 8

## 4.4.4 Commissioning in action: Pasifika Futures factors for success

276. Pasifika Futures acknowledges the need for a grounded, but iterative, design process. It highlights the following factors that, within its commissioning landscape, are contributing to its success.

### Pasifika Futures: factors for success

Success factor	Definition	Example from commissioning agency
Service	“We are humbled by the privilege to serve our families and communities.”	“I see service as one of my cultural values. There’s an expectation where I come from of service and that you are going to look after your community.” Dr Kiki Maoate ONZM, Chairman <sup>87</sup>
Strengths-based	“We focus on what is possible, building on our collective strengths. We believe passionately in self-determination and working to empower our communities.”	“What was very obvious to us [during consultation] was that families took a very different approach, so when you talk to health providers, they say ‘Oh, people want their diabetes fixed.’ Well no-one said that to us. We talked to 1,500 people, and no-one said that. What families said was that they wanted to be able to be with their children, go to sports and to be able to exercise and live longer. But not one person said, ‘I want this X disease fixed’. And so that’s the difference between taking a service provision model, you know, where you are working in those narrow lines, to saying, ‘Actually how do families see their world in the context of the world?’” Debbie Sorensen, CEO

86 Pasifika Futures, 2015 Annual Report, p. 6.

<p>Reciprocity</p>	<p>“We value our partners and respect the relationships we have. We can achieve more working together. We will respect those we are working with and recognise the strengths they bring to our work. We value and nurture the relationships with our stakeholders.”</p>	<p>“We are a values-based organisation, which we live by... So what that means is that, if providers aren't doing well, then we have done something wrong. We've either got the wrong model with them, or we are asking them to do something that they don't know how to do... So in a traditional funding and contracting model, you say we are going to buy you 10 widgets, and if you don't get the 10 widgets then it's your fault, yeah? That's the Crown model. But for us, what we've quickly understood [is] we're values based, we are transparent, we are sensible... so let's try and work this out together.” Debbie Sorensen, CEO</p>
<p>Leadership</p>	<p>“We will lead with boldness and courage and aspire to excellence in all we do.”</p>	<p>“... There's an obligation, we live in a privilege[d] world, and we have a duty/ obligation to reflect back in the best way we can... It's not about us at the end of the day... Our task is to make this system work so well so that it's integrated... So sustainability is crucial to this whole thing, which is why we want to make it successful. So that's our obligation to the community – about the long term.” Dr Kiki Maoate ONZM, Chairman</p>

## 4.4.5 Looking backwards, looking forward

277. In just over two years, Pasifika Futures has become a brand-new Commissioning Agency.
278. The aspirations and needs of Pacific families are at the heart of the Pasifika Futures commissioning approach. Pasifika Futures – board, management and staff are Pacific and partners have Pacific capacity. They live and work in their communities, connected to Pacific families on a daily basis. They are close to their communities and their network of provider partners extends their reach and capability to engage with Pacific families from a position of cultural knowing and strength.

*“As Pacific Islanders, we understand that ‘it takes a village to raise a child’, it is how we have always lived. Whānau Ora enables us as a community to further develop and action initiatives and solutions from within our own ‘village’ that strengthen and build whānau ensuring positive outcomes for all.”<sup>87</sup>*

279. As the only commissioning agency with a national reach, Pasifika Futures is cognisant of and connected to the many Pacific organisations who work with and for its Pacific communities. Through its flexible approach, it has purposefully sought to commission voluntary groups and provider organisations who respond in innovative ways or leverage existing services to meet the needs and aspirations of its families.
280. Pasifika Futures continues to work towards developing high-trust relationships with its providers to ensure collectively they can be the point of difference and model the ‘change we want to see’ for Pacific families and communities.
281. The Whānau Ora commissioning model and approach is new territory for Pasifika Futures and its partners. Of note is their data capture, monitoring and reporting systems; the development of an outcomes framework that is focused on Pacific “Ora” (wellbeing), the M.A.S.T standardised assessment tool and database, and the integration of these elements.
282. Through ongoing engagement, they are sharing what is emerging and learning about adapting and refining its roles and delivery, ultimately for the wellbeing of Pacific families. One aspect of this, is the support they provide to partners to strengthen systems and delivery.
283. Overall, Pasifika Futures is demonstrating the key features and factors of success through its commissioning approach and ways of working in this formative stage.

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<sup>87</sup> Pasifika Futures, 2015 Annual Report, p. 7.

284. Looking up and out to the future, Pasifika Futures is continuously reflecting on and learning from its families, communities, organisations and data-based evidence. Strategic opportunities to strengthen Pacific commissioning and activities identified by Pasifika Futures include:

- strengthening Pacific Whānau Ora leadership. Also, recognised by Minister Flavell in 2015, Pasifika Futures continue to advocate for and invest in national Pacific Whānau Ora leadership<sup>88</sup>
- extending reach. Pasifika Futures is positioned to utilise data-driven evidence to highlight the gap between the nearly 2,940<sup>89</sup> families they are currently working with and the number of families they must work with to effect sustainable change for families
- leading and informing other agencies and Ministries about Pacific communities and what works in Pacific contexts. Additional investment to expand its dedicated Pacific evaluation and analysis capacity and capability will enhance Pasifika Futures' ability to advocate and inform policy and decision-making that impacts Pacific communities.

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88 Pasifika Whānau Ora and Aniva Pacific Health Workforce National Conference in Wellington, November 25 - 26 2015.

89 Pasifika Futures, 2015 Annual Report, p. 14



# Conclusion

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285. The Whānau Ora commissioning approach intends to build whānau capability, generate innovative and flexible delivery, and support whānau to identify and develop solutions to realise their aspirations. Commissioning Agencies were seen as more networked and connected to communities, closer to whānau and better informed about their needs.
286. Overall, the Whānau Ora Commissioning Agencies demonstrate the key features of commissioning in this formative stage – strategic planning, service specifications and development, strong networks and stakeholder management, a contracting framework, and research and monitoring functions. In a rapidly evolving commissioning landscape, they continue to work towards providing clear, timely information and support to their partner and provider networks to ensure clarity and understanding about how collectively they can make a difference with and for whānau.
287. The Commissioning Agencies also acknowledge that, across the partner and provider networks, some require additional and necessary time to reorient themselves to this new environment and the requirements to deliver across the investment streams to build whānau capability and to provide evidence of whānau transformation.
288. Measuring outcomes can be difficult. Ministers, policy makers, and the New Zealand public want to know that the Whānau Ora Commissioning model is working; and that whānau are building their capability and achieving Whānau Ora outcomes.
289. The Whānau Ora commissioning model could be strengthened and enhanced in a number of ways. These include:
- **Maintaining a focus on relationships:** by continuing to encourage 'free and frank' conversations and robust exchange of ideas, and working to maintain a productive contracting relationship between the Commissioning Agencies and Te Puni Kōkiri, and with the new collaborative funders and government organisations.
  - **Prioritising agency capability to report to Whānau Ora outcomes:** by supporting the ongoing development of Commissioning Agencies' data capture, analysis and reporting systems to enable evidence-based reporting and to inform Commissioning Agencies' decision-making.
  - **Promoting the Whānau Ora commissioning approach:** by sharing the principles of commissioning and the Whānau Ora commissioning model to enable more informed engagement with future funders.
  - **Disseminating what is working in Whānau Ora:** by sharing what is working in Whānau Ora and provide information to the government sector and the New Zealand public to demonstrate the value of Whānau Ora in building whānau capability.



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## Published by

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Te Puni Kōkiri  
ISBN: 978-0-478-34590-2  
Tihema/December 2016

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REALISING MĀORI POTENTIAL

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