



WHĀNAU ORA REVIEW



Tipu Matoro ki
te Ao

Final Report to
the Minister for
Whānau Ora

5 Whiringa-ā-rangi 2018



Tipu Matoro ki te Ao literally means to grow, prosper and share with the world. The kaupapa of Whānau Ora has been through the growth phase and is now at a stage where it needs to prosper and become the way that the entire Government ecosystem operates. *Te Raumawhitu Kupenga*



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Foreword

Tēnā koe e te Minita

The Independent Whānau Ora Review Panel is pleased to present to you the report on our review of the Whānau Ora commissioning approach. The report is a culmination of six months of work involving Commissioning Agencies and their partners, government agencies, interested stakeholders and, most importantly, many whānau across Aotearoa.

Keeping the wellbeing of whānau at the heart of our work has been central to the approach we have taken during the review. We have assessed how the Whānau Ora commissioning approach is effecting change for whānau, commented on the accountability and transparency of the approach and provided a view on the potential for wider applicability of whānau-centred approaches such as Whānau Ora to help improve outcomes for whānau.

Our review shows that Whānau Ora, as delivered through a commissioning approach, has resulted in positive change for a large number of whānau across New Zealand. That positive change has been relative to the situations of each whānau and measured by the change in the outcomes. Most importantly, whānau themselves have been instrumental in driving their own change.

During the review we identified some challenges and areas for improvement in respect of the commissioning approach and the environment in which it is operating. We have made recommendations in these respects. Our review also shows that because of the positive changes achieved for whānau to date, there is potential for whānau-centred approaches to be applied more widely across government. However, there is still work ahead for policy-makers across a range of government agencies, and in the wider social sector, in order for whānau-centred approaches to be embraced and fully utilised. One example we see is the opportunity for the lessons learned from measuring the outcomes of Whānau Ora to be applied in the development of the Living Standards Framework.

The panel wishes to acknowledge the many organisations, individuals and whānau who contributed to the review process; in particular, all those individuals, whānau and organisations who participated in the public submission process, Te Pūtahitanga o Te Waipounamu, Pasifika Futures, Te Pou Matakana, and all of their partners, Te Puni Kōkiri, government agencies and other Whānau Ora stakeholders, past and present.

Finally, we wish to thank those whānau who were prepared to share those stories of positive change with us - stories that exemplify the different living conditions and situations that whānau are experiencing, from crisis to aspiration, and how whānau have been empowered to effect positive change for themselves.

Minister, we commend this report to you, your ministerial colleagues and wider government, with hope that the conclusions and recommendations contained within contribute to the strengthening of government's contribution to supporting the wellbeing of whānau. Our final thoughts, in the words of Tā James Henare, are:

“Kua tawhiti kē tō haerenga mai, kia kore e haere tonu. He tino nui rawa ōu mahi, kia kore e mahi nui tonu.”

“We have come too far, not to go further. We have done too much, not to do more.”



Caren Rangī, Chair, Independent Whānau Ora Review Panel



Executive Summary

Whānau Ora is a culturally anchored approach, shaped by Māori worldviews, cultural norms, traditions and heritage. Its foundational premise is that by empowering whānau to be self-determining, and providing support, encouragement, and inspirational ideas and opportunities, whānau can be the architects and drivers of a positive future. It 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 goals¹.

It is currently in its second phase. The first phase was focused on building a whānau-centred approach, and provider capability to design and deliver whānau-centred services. Phase 1 was gradually wound down in tandem with the second phase being ushered in during 2014. The second phase fundamentally changed the emphasis towards building whānau capability and the delivery approach from government contracting with providers to outcomes being delivered through a new commissioning model.

In April 2018, the government agreed to conduct a review of this second phase, the Whānau Ora commissioning approach. This report is the outcome of that review. It provides a brief background to Whānau Ora, describes the current commissioning approach and addresses the core matters posed in the review Terms of Reference. Those matters were:

- i. The ability of the Whānau Ora Commissioning Approach to effect sustainable change in the wellbeing and development potential of whānau;
- ii. The extent to which the Whānau Ora service delivery model and commissioning approach is accountable and transparent in the achievement of outcomes for whānau; and
- iii. The applicability of a whānau-centred approach as a useful exemplar for improving outcomes for whānau across Government with an emphasis on the social sector.

The Current Commissioning Approach

In 2014, following government's earlier decision to revisit the arrangements for Whānau Ora, a tender process resulted in agreement to three community-initiated proposals to establish Commissioning Agencies. Those agencies are:

- i. Te Pou Matakana, supporting whānau and families in the North Island;
- ii. Te Pūtahitanga o Te Waipounamu, representing a grouping of nine South Island iwi, supporting whānau and families in the South Island (including the Chatham Islands); and

¹ Formative Evaluation of the Whānau Ora Commissioning Agency Model, Te Puni Kōkiri, 2016.

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- iii. Pasifika Futures, supporting Pasifika families across New Zealand.

The commissioning approach involves a number of core parties, each with distinct roles and responsibilities for Whānau Ora. They include:


- i. The Minister for Whānau Ora, with portfolio responsibility and parliamentary accountability;
- ii. The Whānau Ora Partnership Group, a Crown-Iwi relationship mechanism charged with strategic leadership of Whānau Ora and oversight of progress of the commissioning approach;
- iii. Te Puni Kōkiri, as the administering agency for the Whānau Ora appropriations;
- iv. The Commissioning Agencies, responsible for establishing outcome priorities for their constituent communities, and commissioning outcomes in pursuit of those priorities; and
- v. Whānau Ora partners, providers and whānau entities, engaged by Commissioning Agencies and working with whānau to achieve those outcomes.

One of the features of the Commissioning Approach is that it is permissive and flexible, designed to bring decision-making closer to communities, and ensure locally appropriate intervention. The intent is that Commissioning Agencies can develop their own outcome priorities (consistent with the broader Whānau Ora Outcomes Framework), and define the commissioning activities that will be delivered through them by Whānau Ora partners, providers and whānau entities, or in some cases directly by them.

Te Pou Matakana and Pasifika Futures commissioning activities include a mix of navigation and whānau planning, direct support to whānau, and focused projects often involving multiple partners. Te Pūtahitanga o Te Waipounamu has taken a social enterprise approach to its commissioning by investing in whānau-developed and local-level initiatives. It is also growing a Whānau Ora navigation approach to respond to the immediate and longer-term needs of whānau.

Has the Whānau Ora Commissioning Approach resulted in sustainable change for whānau?

The Whānau Ora commissioning approach creates positive change for whānau. In all areas we visited, and across all monitoring reports we reviewed, we have seen whānau progress towards achieving their self-identified priorities. However, the approach is relatively new, and we believe it is too early to form a view as to whether or not that positive change will be enduring. We believe that the intentions of Whānau Ora, aiming to build resilience and capability within



whānau to be self-managing and to be the architects of their own solutions, create the conditions to achieve sustainable change.

In addition to change for participating whānau, there are a range of other impacts, most of which have the potential to benefit whānau in the future.

We identified a number of features of the model that contribute to its success, including:

- i. That it is culturally anchored, whānau-centred and strengths-based;
- ii. That it is flexible, allowing Commissioning Agencies, partners, providers and whānau entities to progress issues of most importance to whānau;
- iii. That there is a high level of support provided by Commissioning Agencies to partners, providers and whānau entities; and
- iv. That it is supported by a committed and passionate workforce, who are able to connect with the whānau they work with and are invested in the success of their communities.

We also identified a number of challenges, both within the commissioning model and within the wider environment in which it operates.

In terms of challenges within the commissioning model:

- i. The extent of the geographic area that each Commissioning Agency serves impacts on their ability to remain closely connected to their constituent whānau and communities. We consider that there is scope to explore more localised commissioning options in the North Island;
- ii. Each Commissioning Agency invests in bespoke administrative arrangements to support the delivery and accountability of Whānau Ora. We consider that there is an opportunity for Commissioning Agencies to co-invest in administrative arrangements for which they have common requirements;
- iii. Demand for Whānau Ora outstrips the funding and resources available to partners, providers and whānau entities to provide support. In some areas, the level of demand was overwhelming, and fundamentally impacted on the approach taken by partners and providers, from being aspiration focused to providing short-term crisis-based interventions. This raised concerns that in some cases navigators were required to address situations that should be the domain of clinicians or qualified social workers, and that this mode of operation diverts valuable Whānau Ora resources from the intended approach of building resilience and capacity to be self-managing towards crisis intervention that should be the



responsibility of central government agencies and/or the NGOs they contract to provide this level of intervention;

- iv. There are a number of issues with and for partners, providers and whānau entities that are contracted by Commissioning Agencies. These are predominantly around funding concerns; and
- v. There are issues with reach, particularly reach into rural areas and to deprived populations.

There were also a number of challenges in the wider environment in which Whānau Ora operates, including:

- i. There have been difficulties in building understanding among government agencies (in Wellington) about the Whānau Ora ‘story’ – what it is, how it works, and how government agencies can work with Whānau Ora, leaving some of them hesitant and questioning as to its validity and robustness as an agreed government approach;
- ii. We believe that this has impacted on the extent of ‘buy-in’ and uptake of Whānau Ora among government agencies; and,
- iii. We were most concerned that central government agencies are opting out of their own responsibilities. We were told of numerous occasions where not only were Whānau Ora partners meeting the service delivery responsibilities of other agencies, they were also expected to do so.

Because we have found that the Whānau Ora Commissioning Approach has resulted in positive change for whānau, and we believe that the conditions are in place for this change to be sustainable, we have made a number of recommendations relevant to this aspect of the Terms of Reference. They include recommendations to:

- i. Continue and grow the investment in the Whānau Ora Commissioning Approach;
- ii. Ensure that government agencies meet their own service delivery responsibilities, and commit to engaging with Whānau Ora;
- iii. Extend the effort of Te Puni Kōkiri to provide a greater sense of leadership of Whānau Ora within government, and to better support other agencies to engage in Whānau Ora;
- iv. Encourage Commissioning Agencies to co-invest where they have mutual interests, and invest in getting closer to their communities; and
- v. Focus Whānau Ora partners and providers on its stated intent.



Is the Commissioning Model Accountable and Transparent?

We were asked to consider the extent to which the Whānau Ora service delivery model and commissioning approach is accountable and transparent in the achievement of outcomes for whānau.

There is a significant and formal accountability regime attached to the Whānau Ora Commissioning Approach. As is expected with public funding, that chain of accountability is formalised through all parts of the Whānau Ora system, and we consider that it is well adhered to by the parties to that system. However, given that the Commissioning Approach is outcomes focused, we would have expected an accountability regime that was principally focused on the achievement of outcomes: we found a significant focus on process.

We agree with Commissioning Agencies, and other parts of the Whānau Ora system, that there is a disproportionate level of external scrutiny applied to Whānau Ora. In its relatively short lifespan, it has been the subject of a number of external reviews, including reviews by the Office of the Auditor-General, the Productivity Commission, an independent evaluation and now this ministerial review. While Commissioning Agencies do not resile from being held accountable, they are frustrated that this level of scrutiny does not seem to be applied even-handedly to other government-funded initiatives.


Part of the accountability arrangements for Whānau Ora include a Whānau Ora Partnership Group, comprised of Ministers of the Crown and representatives of the Iwi Leaders Group. Concern has been raised in the Pasifika Whānau Ora community that there is no Pasifika voice in this mechanism, or parallel mechanism for Pasifika involvement at a strategic level. We chose not to make recommendations on the composition of the Partnership Group: it is a Crown – iwi relationship mechanism, and only the parties to it should consider its scope and membership. We do, however, consider that there is merit in establishing a reference group, to provide the Minister with independent views that can represent the whānau voice.

One aspect of the Whānau Ora accountability system that generated significant comment was the reporting tools that partners and providers are required to use to report to Commissioning Agencies. These were generally considered to be unnecessarily time-consuming, and not fit-for-purpose, as they did not properly capture the extent of effort, or the extent of change experienced by whānau.

We also found that there were checks and balances in place to support decision-making. However, there were concerns raised that there is no ‘downward transparency’ – that is, that the criteria, rationale and processes for decision making are not visible to partners, providers and whānau themselves.

We have made a number of recommendations in relation to accountability and transparency. They include recommendations to:

- i. Consider the strategic leadership arrangements for Whānau Ora;

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- ii. Promote Whānau Ora and whānau-centred approaches across government; and
 - iii. Examine and strengthen processes for downward transparency to partners, providers and whānau.

Is a Whānau-Centred Approach More Widely Applicable Across Government?

The Terms of Reference required us to scope the applicability of a whānau-centred approach as a useful exemplar for improving outcomes for whānau across government, with an emphasis on the social sector. While we were asked to consider the question of whether a whānau-centred approach is a useful exemplar, we have erred on the side of caution, favouring the term example. Exemplar could be interpreted as the best approach. As we have not assessed alternative approaches to social service delivery we do not believe that we can consider whether it is an exemplar.


We have already noted our findings:

- i. That the Whānau Ora Commissioning Approach results in positive change for whānau;
- ii. That it creates the conditions for that change to be sustainable;
- iii. That it operates within, and meets the requirements of, a structured accountability system; and
- iv. That it operates in a transparent manner.

In order to address the question of whether whānau-centred approaches could be more widely applicable across government, we have reviewed a number of recent reports on good social investment. We consider that Whānau Ora and whānau-centred approaches demonstrate a number of features that align closely with the success factors identified in these reports.

We therefore are of the view that there is the potential for whānau-centred approaches to be applied more widely across government. We were asked to scope how that might occur, and we have identified two key approaches to achieving this. The first is to embed reference to, and requirements about, whānau-centred approaches through levers available in the machinery of government, including:

- i. Influencing the Living Standards Framework, including Treasury's Budget instructions and guidance for the 2019 Wellbeing Budget;
- ii. Embedding requirements for the social sector to progress whānau-centred approaches through strategies and legislation that are currently being developed to support the wellbeing of New Zealanders;

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- iii. Completing a whānau-centred policy framework for use across government;
 - iv. Embedding whānau-centred approaches within the wider NGO sector; and
 - v. Improving the quality and availability of data about whānau.

We also believe that there is a culture shift needed within government, and to that end we have recommended that Te Puni Kōkiri work with other agencies to capitalise on opportunities, and address the perceived barriers that inhibit the uptake of Whānau Ora, and whānau-centred approaches.

We consider that this review report is the beginning, not the end, of the process to address the issues canvassed in the Terms of Reference for the review. We have noted that this is not a policy report, and we are not policy or machinery-of-government experts. We leave the policy work in the hands of those experts, and trust they will develop proposals to give effect to the intent of our recommendations.



Section One: Introduction



Panel engagement with Te Pūtahitanga o Te Waipounamu whānau entity and whānau at Ōmaka Marae, Blenheim



Background to the Review

Commissioning of the Review

1. Establishing a review of the Whānau Ora commissioning approach was signalled as an intention of the Labour Party as part of its 2017 manifesto. Following the 2017 General Election, this was confirmed in the Speech from the Throne, which noted that the new Government would: “... *review the Whānau Ora delivery model so it can achieve its full potential*”², and subsequently confirmed by Cabinet in April 2018³.

Terms of Reference and Objectives

2. The full Terms of Reference for the review are attached as Appendix One.

Primary Purpose of the Review


3. Our primary role as set out in the Terms of Reference was to:
 - i. Assess the ability of the Whānau Ora commissioning approach to effect sustainable change in the wellbeing and development potential of whānau;
 - ii. Explore the extent to which the Whānau Ora service delivery model and commissioning approach is accountable and transparent in the achievement of outcomes for whānau; and
 - iii. Scope the applicability of a whānau-centred approach as a useful exemplar for improving outcomes for whānau across government with an emphasis on the social sector.

Scope of the Review

4. The review focused on identifying opportunities and issues in the second phase of Whānau Ora (2014 onwards), and was also tasked with making recommendations on:
 - i. The wider service delivery and operational environment within which Whānau Ora operates;
 - ii. The achievement, accountability and transparency of measurable outcomes;
 - iii. The best practice monitoring and evaluation arrangements; and
 - iv. The efficacy of the overall Whānau Ora system, as it operates at national, regional and local levels.

² Speech from the Throne, 8 November 2017.

³ CAB-18-Min-0120.

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5. The review did not include an assessment of:
- i. The performance of individual commissioning agencies;
 - ii. The impact of outcomes for individual whānau within the current system; or
 - iii. Decisions already taken in relation to historic financial arrangements, or historic practice in relation to Whānau Ora (unless these matters are of direct relevance to Phase 2 of Whānau Ora).

Principles

6. The review:
- i. Reflects a strengths-based, whānau-centred approach in recommending system changes;
 - ii. Uses a whole-of-system approach to identify opportunities to enhance collective impact that will lead to better outcomes for whānau;
 - iii. Focuses on opportunities to improve the efficacy of the Whānau Ora system to drive better outcomes for whānau; and
 - iv. Is based on the best available evidence and robust practice.
7. In undertaking the review, we also recognised:
- i. That whānau are the centre of Whānau Ora;
 - ii. The importance of engaging with representatives of the Whānau Ora system as a whole, including Commissioning Agencies, providers, partners and entities, navigators and kaiārahi, whānau and families, government agencies and representatives of the Iwi Leaders Group and other stakeholders;
 - iii. That Whānau Ora takes many forms and is different for every family; and
 - iv. That as panel members of Māori and Pasifika descent, it was relevant and appropriate to apply our cultural lens to the review, given the cultural underpinnings of the Whānau Ora model and the cultural contexts in which the model has been applied.

The Review Panel

8. We were appointed by the Minister for Whānau Ora, Hon Peeni Henare, to deliver on the Whānau Ora Review Terms of Reference.
9. Members of the Review Panel are: Caren Rangi (Chair), Tania Hodges, Te Rau Kupenga, Donna Matahaere-Atariki, Kim Ngarimu and Brenda Steele. Appendix Two contains a brief background on each member.



Whānau Ora Review Panel with Minister for Whānau Ora

Secretariat

10. We were supported by a secretariat provided by Te Puni Kōkiri.

Timeframe

11. We were given a six-month timeframe to undertake the review, starting in April 2018. An interim report was delivered to the Minister for Whānau Ora in October 2018 and a final report in November 2018.

Methodology

12. We developed our methodology to elicit a broad range of input. We engaged directly with all three Whānau Ora Commissioning Agencies and a sample of Whānau Ora partners, providers, entities, navigators, whānau, government agencies and key stakeholders. We also invited public submissions, and undertook a documentary review of materials directly related to the commissioning approach, a broader set of documents related to Whānau Ora, and domestic and international reports on understanding good social investment. Appendix Three contains further information about our methodology.
13. Figure One provides a summary of our engagement during the course of the review.

Figure One: Review by Numbers



Panel engagement with Te Pūtahitanga o Te Waipounamu whānau, navigators and whānau entities at Omaka Marae, Blenheim



Panel engagement with Pasifika Futures whānau, navigators and providers, West Auckland




Panel engagement with Te Pou Matakana whānau, navigators, partners and lead provider, Kaikohe

Limitations

14. During the course of the review, we identified a number of limitations. These included:

- i. *Sustainable change:* The Terms of Reference required us to assess the ability of the Whānau Ora commissioning approach to effect sustainable change in the wellbeing and development potential of whānau. While it was clear to us that whānau are experiencing positive and measurable change as a result of participating in Whānau Ora, the commissioning approach is relatively new, having been established in 2014. We are of the view that given that Whānau Ora is seeking transformative change for whānau who have, in many cases, experienced inter-generational challenges, it is too early to form a view on whether the changes experienced by whānau will be sustainable into the future.
- ii. *Exemplar:* The Terms of Reference required us to scope the applicability of a whānau-centred approach as a useful exemplar for improving outcomes for whānau across government, with an emphasis on the social sector. In addressing this component of the Terms of Reference, we have considered features of the commissioning approach in terms of critical components of successful social sector investment identified in recent reports by the Productivity Commission, Deloitte, Harvard and Superu⁴. We have not, however, assessed the efficacy of the commissioning approach relative to other whānau-centred approaches, and more traditional service delivery approaches, employed across the social sector.
- iii. *Evidence base:* Accountability for public funding for Whānau Ora rests with Te Puni Kōkiri as the administering agency. Commissioning Agencies are in turn accountable to Te Puni Kōkiri for their results and activities. We relied on evidence that supports and reports on this accountability relationship.
- iv. *Confidentiality:* We have aimed to preserve the confidentiality of those who have contributed to this review. Where findings are

⁴ Superu was a government agency that focused on what works to improve the lives of families and whānau. It operated between 2004 and 2018 and closed on 30 June 2018 under the Families Commission Act Repeal Act 2018.



significant and unique to one Commissioning Agency, or government agency, we have identified that agency.

- v. *Policy*: This is not a policy report. It is a report based on what we have seen, heard and read. We are not policy experts, or machinery-of-government experts. We leave the policy work for those experts, and trust that they will develop proposals to reflect the intent of our recommendations.

What is Whānau Ora Today?

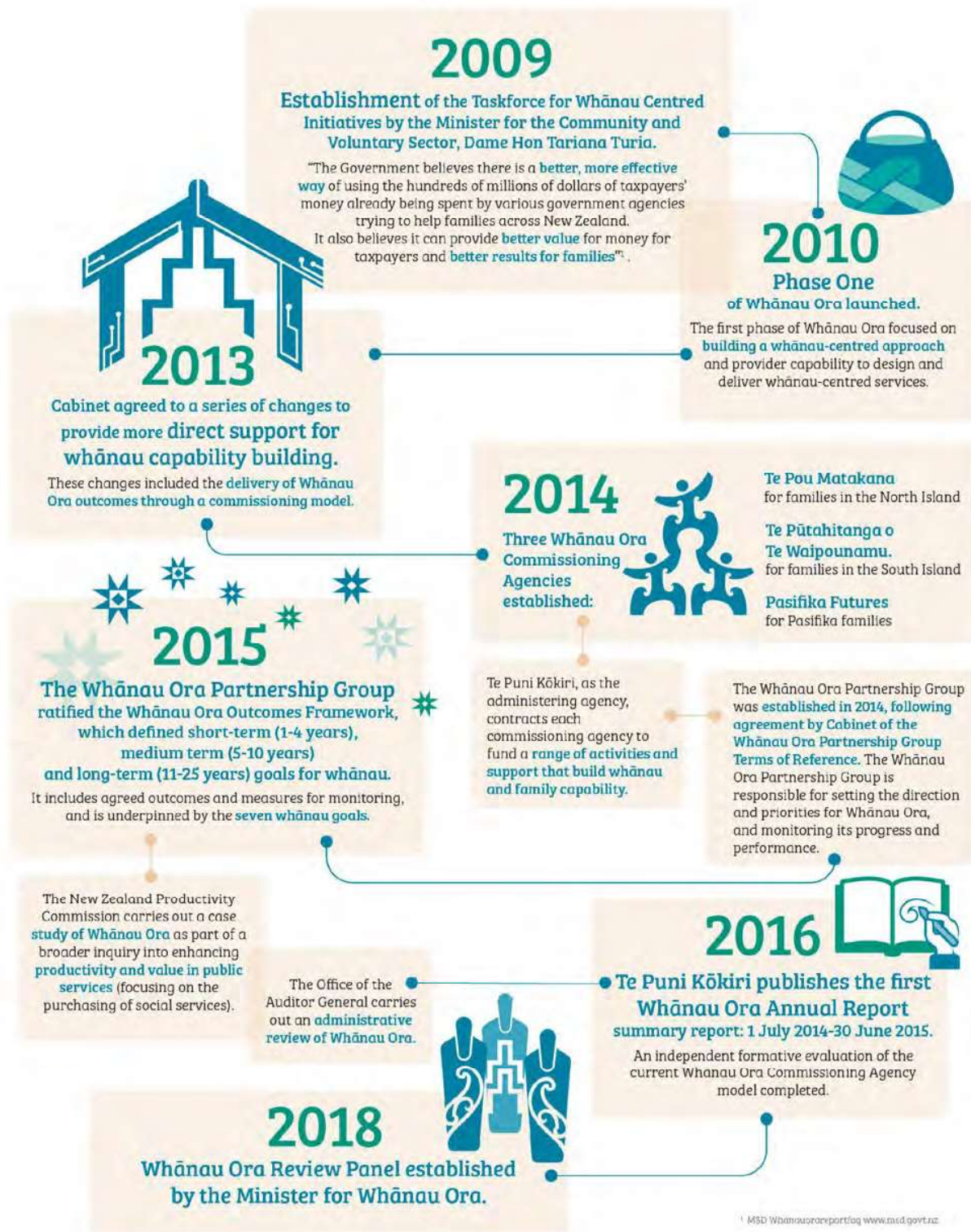
15. Whānau Ora is a whānau-centred approach to the delivery of support and services that assist whānau⁵ to achieve better outcomes for themselves. It recognises that whānau have multiple and complex challenges to overcome and aspirations to achieve. The approach places whānau at the centre of decision-making, empowering them to determine how to build on their strengths and work towards improved outcomes. The approach recognises that all whānau have different challenges at different stages of their lives, and some have a multiplicity of challenges to overcome. Whānau Ora focuses on whānau as a whole, and addresses individual needs within the context of whānau. This approach supports whānau and families to identify the aspirations they have to improve their lives, and builds their capacity to achieve their goals⁶.
16. Despite some misconceptions that it is a Māori and Pasifika-specific intervention, Whānau Ora is available to all New Zealanders. The Cabinet paper initially establishing the commissioning approach reflected this with the statement “*Whānau Ora is an inclusive approach to providing family and whānau-centred services and opportunities to all New Zealanders*”⁷.
17. We believe that these misconceptions have arisen because Whānau Ora is a culturally anchored approach, shaped by Māori worldviews, tikanga, cultural norms, traditions and heritage. We have been told that its Māori name has also contributed to these misconceptions.


⁵ ‘Whānau’ means a group bonded together, usually by kinship, and can include several generations. The term is used in this report as shorthand to also include Pasifika families and families of other ethnicities.

⁶ Whānau Ora Annual Summary Report 1 July 2016 – 30 June 2017, Te Puni Kōkiri.

⁷ Whānau Ora Reform Proposals to Implement a Commissioning Approach SOC (13) 80.

Figure Two: Evolution of Whānau Ora



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18. Whānau Ora is driven by a focus on seven key outcomes:
- i. Whānau are self-managing and empowered leaders;
 - ii. Whānau are leading healthy lifestyles;
 - iii. Whānau are participating fully in society;
 - iv. Whānau are confidently participating in te ao Māori;
 - v. Whānau are economically secure and successfully involved in wealth creation;
 - vi. Whānau are cohesive, resilient and nurturing; and,
 - vii. Whānau are responsible stewards of their living and natural environments.
19. The Whānau Ora Outcomes Framework (Appendix Four) was ratified by the Whānau Ora Partnership Group in 2015. It establishes the short, medium and long-term outcome objectives across the seven outcomes noted above.
20. In practice, whānau have a broad spectrum of needs and goals, from requiring crisis intervention on a single issue through to more aspirational intentions across multiple wellbeing domains. Since 2014, Whānau Ora has been delivered through a commissioning approach.

The Commissioning Approach

21. The commissioning approach to Whānau Ora was approved by Cabinet in 2013, and ushered in with the establishment of three Commissioning Agencies in 2014. Oversight and delivery of the commissioning approach rests with the Minister for Whānau Ora; the Whānau Ora Partnership Group; Te Puni Kōkiri; the Commissioning Agencies; and a wide range of partners, providers, whānau entities and community organisations that are contracted or invested in by the Commissioning Agencies.



The Minister for Whānau Ora

22. The Minister for Whānau Ora has full responsibility for the Whānau Ora portfolio, including accountability to Parliament. The Minister also chairs the Whānau Ora Partnership Group.

The Whānau Ora Partnership Group

23. The Whānau Ora Partnership Group was established in 2014, following agreement by Cabinet to the Group's Terms of Reference⁸. It was originally intended that the Partnership Group would act as a high-level forum to inform complementary effort across ministerial portfolios and identify opportunities between the Crown and iwi to support the shared development aims and aspirations of iwi and their whānau and hapū membership⁹. Appendix Five sets out the Terms of Reference for the Partnership Group.
24. The Whānau Ora Partnership Group consists of six iwi chairs, nominated by the Iwi Chairs Forum, and the Ministers of Finance, Education, Health, Social Development, Economic Development and Whānau Ora. The inclusion of these Ministers reflects the initial expectation that multiple sectors would be involved in Whānau Ora and that there would be evidence of collaboration between Whānau Ora agencies and collectives, on the one hand, and multiple government sectors, on the other¹⁰.
25. The Partnership Group has not met in the current term of government. The next meeting is pending the outcome of this review.

Te Puni Kōkiri

26. Te Puni Kōkiri is primarily responsible for administering the Whānau Ora appropriations and ensuring that Commissioning Agencies deliver on the activities and outcomes agreed, and comply with the requirements of their Annual Investment Plans and Outcome Agreements. As part of these roles, it undertakes a range of contract and relationship management functions, and provides assurance of the veracity of Commissioning Agency reporting through verification audits. It also provides policy advice on Whānau Ora, reports to the Minister for Whānau Ora on the activities of and results achieved through Commissioning Agencies, and acts as secretariat for the Whānau Ora Partnership Group.

⁸ CAB Min (14) 25/18.

⁹ Whānau Ora: Reform Proposals to Implement a Commissioning Approach, paper to Cabinet Social Policy Committee, June 2013.

¹⁰ Whānau Ora Annual Summary Report 1 July 2016 – 30 June 2017, Te Puni Kōkiri.



Commissioning Agencies

27. Following agreement by Cabinet in 2013, Te Puni Kōkiri, with the support of the Ministry of Business, Innovation and Employment, led a tender process that resulted in agreement to three community-initiated proposals to establish Commissioning Agencies. The three non-government Commissioning Agencies were established in 2014 to invest in and support initiatives that deliver Whānau Ora outcomes. The three Commissioning Agencies are:
- i. Te Pou Matakana, supporting whānau and families in the North Island;
 - ii. Te Pūtahitanga o Te Waipounamu, representing a grouping of nine South Island iwi, supporting whānau and families in the South Island (including the Chatham Islands); and
 - iii. Pasifika Futures, supporting Pasifika families across New Zealand.

Outcome Frameworks

28. Commissioning Agencies have the autonomy to shape their outcomes and approaches according to the needs of their communities. However, these must be aligned with the Whānau Ora Outcomes Framework (see Appendix Four) and contribute to the achievement of core Whānau Ora outcomes. Commissioning Agencies are also influenced by the priorities outlined in their annual Letter of Expectations from the Minister for Whānau Ora. Table One outlines the seven outcome domains of the Whānau Ora Outcomes Framework and the refined set of outcomes each Commissioning Agency has committed to focus on¹¹.

Commissioning Activities

29. Each Commissioning Agency has developed its own approach to Whānau Ora, developing descriptions of commissioning activities that form the basis of provision by contracted Whānau Ora partners, providers and whānau entities, and in some cases delivered directly through the Commissioning Agency. Te Pou Matakana and Pasifika Futures' commissioning activities include a mix of navigation and whānau planning, direct support to whānau and focused projects often involving multiple partners. Te Pūtahitanga o Te Waipounamu has taken a social-enterprise approach to its commissioning by investing in whānau-developed and local-level initiatives. It is also growing a Whānau Ora navigation approach to respond to the immediate and longer-term needs of whānau.


¹¹ Whānau Ora Annual Summary Report 1 July 2016 – 30 June 2017, Te Puni Kōkiri

Table One: Overview of Whānau Ora and Commissioning Agencies' Outcomes for 2016/17

Whānau Ora Outcome Framework	Te Pou Matakana Outcome Framework	Te Pūtahitanga o Te Waipounamu Outcome Framework	Pasifika Futures Outcome Framework
Whānau are self-managing and empowered leaders	Whānau are knowledgeable and well informed	Whānau are self-managing	Leading and caring for families, community and country
Whānau are leading healthy lifestyles	Whānau are healthy	Whānau are living healthy lifestyles	Healthy lives: seeing families living longer and living better
Whānau are participating fully in society	Whānau actively participate in communities	Whānau are participating fully in society	Succeeding in education through lifelong learning
Whānau and families are confidently participating in te ao Māori	Whānau are engaged in te ao Māori	Whānau are confidently participating in te ao Māori	
Whānau and families are economically secure and successfully involved in wealth creation	Whānau enjoy high standards of living	Whānau are economically secure and successfully involved in wealth creation	Economically independent and resilient families with financial freedom
Whānau are cohesive, resilient and nurturing	Whānau relationships are rewarding and empowering	Whānau are cohesive, resilient and nurturing	
Whānau and families are responsible stewards of their living and natural environment		Whānau are responsible stewards of their living and natural environment	

30. The commissioning activities of Te Pou Matakana include:

- i. The **kaiārahi** system: kaiārahi work with whānau to identify their needs and aspirations; support their participation in education, primary health and employment; broker access to other services and entitlements; and build whānau capability to be self-managing;
- ii. **Whānau Direct**, which aims to grow whānau resilience to respond positively in situations, and enables whānau to access resources of up to \$1,000 in 'moments that matter'; and
- iii. **Collective Impact**, which is the commitment of a group of partners and organisations from different sectors to work to a common agenda to support whānau to achieve specific outcomes.



31. The commissioning activities of Te Pūtahitanga o Te Waipounamu include:

- i. **Commissioning Pipeline**, which is run through an open tender and selective procurement process. It supports innovative solutions, sustainable enterprise and programmes, whānau capability and capacity building, whānau transformation and te reo Māori me ōna tikanga development;
- ii. **Whānau Enhancement**, which utilises navigators to guide and assist whānau to identify their aspirations, develop whānau plans and build their capacity to achieve their goals across a range of outcomes, and includes provision for some direct funding to whānau;
- iii. **Capability Development**, which focuses on investing in the growth and development of innovative ideas, organisations, projects and individual leaders with the potential to create a far-reaching social impact for whānau;
- iv. **Te Punanga Haumarū**, which focuses on commissioning initiatives that support whānau and communities to create safe and nurturing environments for tamariki, rangatahi and whānau, with a particular focus on encouraging positive behaviours and the prevention of bullying; and
- v. **Research and Evaluation**, which supports Te Pūtahitanga o Te Waipounamu to commission initiatives that are relevant, productive and efficient for whānau within Te Waipounamu.

32. The commissioning activities of Pasifika Futures include:

- i. **Core Commissioning**, which utilises a navigation model where families work alongside a navigator to develop a family plan, and are supported by the navigator to achieve their goals and access the resources they need to succeed;
- ii. **Commissioning for Innovation**, which invests in the development of new, innovative projects to support Pasifika 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; and,
- iii. **Commissioning for Communities through Small Grants**, which supports small community organisations that leverage a largely volunteer community to support Pasifika families.

33. This level of flexibility extends to the partner and provider layer of the commissioning model. Within the parameters of the commissioning activities, partners, providers and whānau entities are able to develop service specifications for their own local level delivery, or design their own proposals, consistent with the priorities and needs of the local populations they serve.

Commissioning Agencies' Organisational Arrangements

34. Table Two provides a high-level summary of each Commissioning Agency's organisational arrangements.

Table Two: Summary of Whānau Ora Commissioning Agencies' Organisational Arrangements

	Te Pou Matakana	Te Pūtahitanga o Te Waipounamu	Pasifika Futures
Geographic area	North Island	South Island	New Zealand-wide
Population focus	All New Zealanders	All New Zealanders	Pasifika families
Organisational history	Leveraged the expertise and experience of backbone partner Te Whānau o Waipareira	A newly formed organisation; partnership of nine iwi of Te Waipounamu	Built on 20-year history of the Pasifika Medical Association, delivering health services
Organisational form	New Zealand limited company with charitable status	New Zealand limited company and limited partnership	New Zealand limited company with charitable status
Current directors	<ul style="list-style-type: none"> Tatiana Greening Robin Hapi Tureia Moxon Merepeka Raukawa-Tait Suzanne Snively Pahia Turia 	<ul style="list-style-type: none"> Donovan Clarke Glenice Paine Trevor Taylor Lisa Tumahai¹² 	<ul style="list-style-type: none"> Francis Agnew Michael Niko Jones Tearikivao Maoate Siniva Sinclair
Ownership¹³	<ul style="list-style-type: none"> National Urban Māori Authority (88%) Te Whānau o Waipareira (9%) Manukau Urban Māori Authority (3%) 	<ul style="list-style-type: none"> Ngāti Apa ki te Rā Tō Charitable Trust Ngāti Koata Trust Kaikaiwaro Charitable Trust Board Ngāti Rārua Iwi Trust Te Rūnanga a Rangitāne o Wairau Inc Ngāti Tama ki Te Waipounamu Trust Te Rūnanga o Toa Rangatira Inc Ngai Tahu Development Corp Ltd Te Ātiawa o Te-Waka-a-Māui Ltd (11.11% each) 	<p>Pasifika Medical Association Ltd (100%)</p> <p>Three individual shareholders, each holding one-third</p>
Contract funding 2018–19	\$44,192,751	\$12,684,498	\$16,602,892
Appropriated funding¹⁴	\$42,841,000	\$12,037,000	\$16,603,000

¹² Mrs Tumahai has resigned as a director but remains in office pending her replacement being appointed.

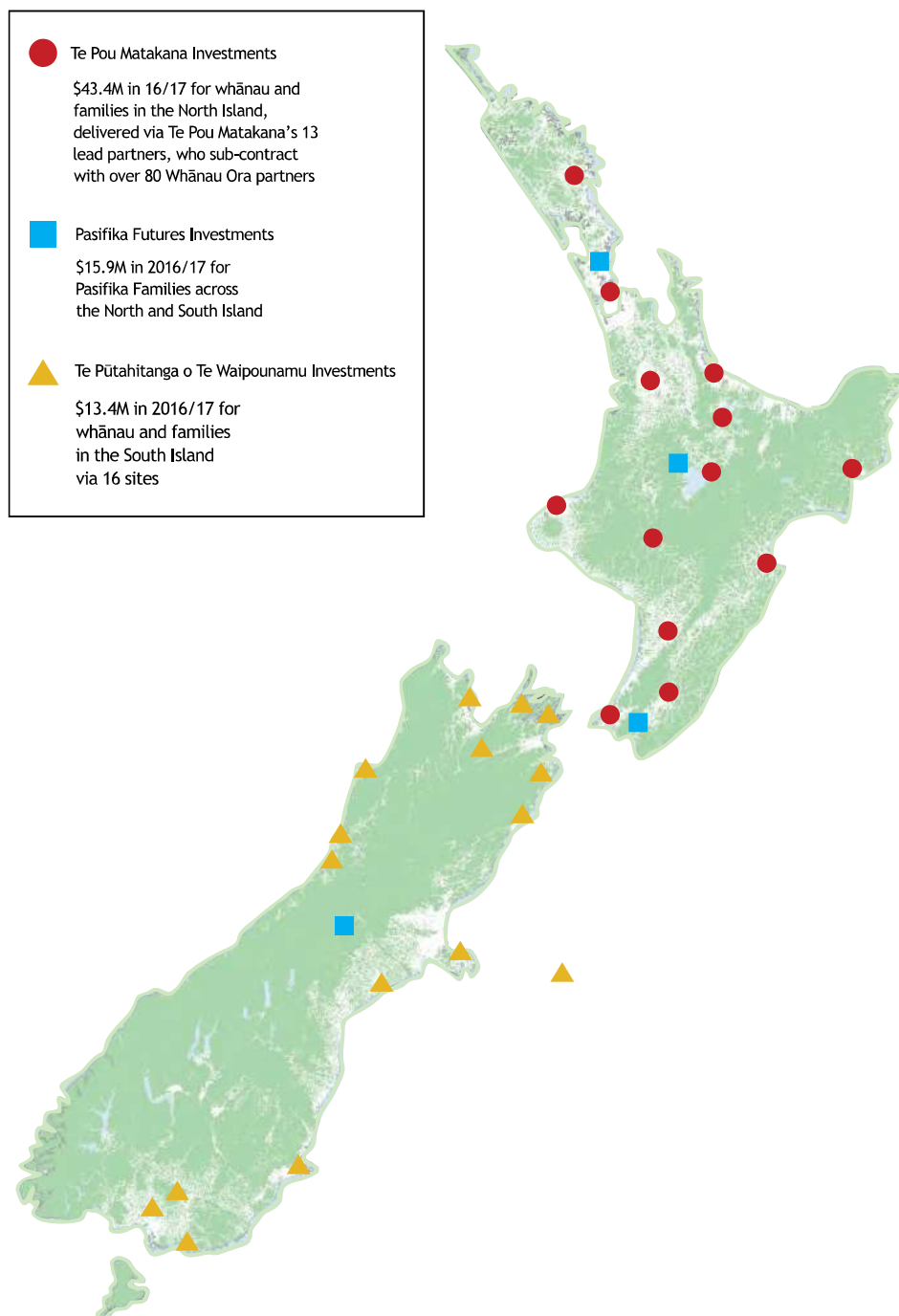
¹³ Companies Office.

¹⁴ The differences between appropriated and contract funding are due to an additional \$2m in Pou Hākinakina funding provided to Te Pou Matakana and Te Pūtahitanga, which is transferred from Vote Māori Development. A further \$4m has been appropriated in 2018–19, but not allocated to a Commissioning Agency. The Estimates of Appropriations indicate that this unallocated amount arises from an expense transfer from the previous year. It remains unallocated, as further investment decisions by Government have been delayed pending the outcome of this review.

Funding Distribution

35. Funding is allocated between the Commissioning Agencies by weighing a number of factors, including geographic reach, the socio-economic deprivation and income of regional populations and an allocation to commission navigators.
36. The map below shows the distribution of funding between Commissioning Agencies, and how it has been applied across New Zealand.

Figure Three: Funding Distribution Map





Accountability Arrangements

37. Section Three of this report discusses the details of the accountability arrangements for Whānau Ora. It is our view that they are considerable. Formal arrangements exist between the Minister and Commissioning Agencies through a Letter of Expectation; between Te Puni Kōkiri and Commissioning Agencies through Outcome Agreements, Annual Investment Plans and associated monitoring and reporting requirements; and between Commissioning Agencies and partners and providers and whānau entities.
38. Whānau Ora has also been subject to a range of external scrutiny over recent times, including by the Office of the Auditor-General, the Productivity Commission, an independent evaluation and now this ministerial review.



Section Two: Sustainable Change

The Ability of the Whānau Ora Commissioning Approach to Effect Sustainable change in the Wellbeing and Development Potential of Whānau



Te Tai Whenua o Heretaunga navigator with whānau. Photo credit: Josie McClutchie.




Introduction

39. The Terms of Reference required us to assess the ability of the Whānau Ora commissioning approach to effect *sustainable change* in the wellbeing and development potential of whānau. During the course of the review, it was made consistently clear to us that whānau are experiencing positive change as a result of participating in Whānau Ora.
40. We have interpreted 'sustainable change' as change that is enduring into the future, and that reflects an increase in the ability of whānau to respond to and manage their own circumstances and progress their own development and growth. We believe that change is most likely to be sustainable when it is led by whānau themselves, rather than externally led.
41. We are of the view that given that Whānau Ora is seeking transformative change for whānau who have, in many cases, experienced inter-generational challenges, it is too early to form a view on whether the changes experienced by whānau will be sustainable.

Summary of Findings, Conclusions and Recommendations


42. The Whānau Ora commissioning approach creates positive change for whānau. In addition to this, a range of other impacts have the potential to benefit whānau in the future.
43. The approach is relatively new, and it must be given the opportunity to bed in. Achieving positive change is a precursor to achieving sustainable change, but it is too early to tell whether changes achieved will be sustainable.
44. Early indications are positive. We believe that the intentions of Whānau Ora, aiming to build resilience and capability within whānau to be self-managing, and to be the architects of their own solutions, create the conditions to achieve sustainable change.
45. Whānau have a range of needs and goals, from crisis intervention on a single issue to broad sets of growth and development aspirations. Whānau Ora partners and providers are currently expending scarce resources on crisis intervention, which in many cases is filling gaps in central government service provision; this detracts from the intended focus on building whānau resilience and capability to be self-managing, and ultimately will compromise the success of Whānau Ora. It is imperative that central government agencies meet their own responsibilities for the populations they serve; particularly those with the highest needs.

- 
46. A number of features of the model contribute to its success. These include:
- i. That it is culturally anchored, whānau centred and strengths based;
 - ii. That it is flexible, allowing Commissioning Agencies, partners, providers and whānau entities to address the issues that are of most importance to whānau;
 - iii. That Commissioning Agencies provide a high level of support to partners, providers and whānau entities; and
 - iv. That Whānau Ora is supported by a committed and passionate workforce, who are able to connect with the whānau they work with and are invested in the success of their communities.
47. If Whānau Ora is to continue to succeed, these features must be recognised and valued: we are not convinced that this is currently the case. We particularly noted concerns that strong relationships with whānau and local agencies are a prerequisite for successful intervention and support, but that the significant level of effort required to build and nurture these relationships is not recognised or measured.
48. There are a number of challenges inherent in both the commissioning model and the environment in which it operates.
49. These challenges include the following:
- i. Each Commissioning Agency serves a large geographic area. How close they are to their constituent communities, and therefore whānau, has been questioned. Some partners, providers and iwi and entities not involved in Whānau Ora in the North Island have asked us to explore more localised commissioning. We agree that more localised commissioning should create more locally granular solutions and interventions, and consider there is merit in exploring this further in the North Island. We do not have views on what regional or local boundaries would be appropriate. We note the potential for cost escalation, and consider that any more localised commissioning should be subject to the same 20% back-office formula (ie, that a maximum of 20% of funding provided can be applied to administrative and management costs that are not commissioning activities). We also consider that more localised commissioning will further add to the complexity of conveying the aggregated Whānau Ora story, but that locally relevant intervention is a more important consideration.
 - ii. We have noted that Commissioning Agencies invest in bespoke administrative arrangements to support the delivery and accountability of Whānau Ora. We consider that there is an opportunity for Commissioning Agencies to co-invest in administrative arrangements for which they have common



requirements, for example through shared purchasing, research, evaluation and professional development.

- iii. There is a capacity gap. Demand for Whānau Ora outstrips the funding and resources available to partners, providers and whānau entities to provide support. In some areas, we found that the level of demand was overwhelming, and fundamentally impacted on the approach taken by partners and providers, shifting their emphasis from being aspiration to providing short-term crisis-based interventions. We had two key concerns: the first was that some Whānau Ora navigators that worked primarily at the crisis end of the spectrum were required to address situations that should be the domain of clinicians or qualified social workers. We do not doubt the intent and goodwill of navigators, but the fact that they are not all qualified as clinicians or social workers introduces risks, especially where specialist services are not available, or able, to take referrals. Our second concern was that this mode of operation diverts valuable Whānau Ora resources from the intended approach (building resilience and capacity to be self-managing) towards one (crisis intervention) that should be the domain of central government agencies and/or the non-governmental organisations (NGOs) they contract. However, this was not always the case: in a few cases we were told of, and some we observed, Whānau Ora Commissioning Agencies, partners, providers, whānau entities and government agencies recognised each other's role, and ensured their combined effort was effective for whānau. We consider that this type of shared effort offers the greatest potential for Whānau Ora.
- iv. There are a number of issues with and for partners, providers and whānau entities that are contracted by Commissioning Agencies. These are predominantly funding concerns, including the perceived short-term nature of funding contracts, the fact that funding is insufficient to ensure reach (especially to the most vulnerable whānau), perceived inequities in funding allocated to different partners and providers, and funding pressures to retain staff. We see this as an issue of value recognition. If government believes it is getting good results from Whānau Ora, it will increase funding. If it does not, it will not. We have not compared the results of Whānau Ora with the results of other social sector interventions, but we have no reason to believe that Whānau Ora is not producing good, or at least comparable, results. We do consider that broader consideration of the results of Whānau Ora vis-à-vis results arising from comparable interventions in New Zealand is warranted.
- v. There are issues with reach. Pasifika Futures has reached 23% of Pasifika families since it commenced Whānau Ora operations, but other Commissioning Agencies have not achieved this level. This is not surprising, given that the other two Commissioning Agencies have combined responsibilities to the whole of the New Zealand population. There are particular concerns about reach into rural areas and deprived populations, and with their current capacity



Commissioning Agencies would struggle to respond to any increased demand.

50. We also found a number of challenges in the wider environment in which Whānau Ora operates. These included the following:

- i. Whānau Ora is flexible and permissive: the commissioning approach has enabled Commissioning Agencies to customise their outcomes frameworks and commissioning activities. Along with the relatively new whānau-centred approach, this has resulted in difficulties in creating understanding among government agencies (in Wellington) about the Whānau Ora ‘story’ – what it is, how it works and how government agencies can work with Whānau Ora, leaving some of those agencies hesitant about the validity and robustness of Whānau Ora as an agreed government approach.
- ii. We believe that this has impacted on the extent of ‘buy-in’ and uptake of Whānau Ora among government agencies. However, we do not consider this to be acceptable, given that Whānau Ora is an agreed government approach, and that broad-based engagement among government agencies was envisaged at the time of its establishment. Other initiatives that are customised to the circumstances of the community in which they are based are similarly challenged to tell an aggregated story, yet this does not appear to inhibit agency participation in those initiatives.
- iii. We were also concerned that central government agencies are opting out of their own responsibilities. We were told of numerous occasions where Whānau Ora partners were not only meeting the service delivery responsibilities of other agencies, they were also expected to do so. In our view, there must be a stronger set of expectations that responsible agencies will meet their own service delivery obligations. Whānau Ora is not a substitute for government agency inaction.


Recommendations

51. We recommend that Ministers¹⁵:

Continue and grow the investment in Whānau Ora delivered through the commissioning approach; that is, they should:

- i. Reconfirm and reinforce government’s commitment to the Whānau Ora commissioning approach;
- ii. Consider options for more localised commissioning in the North Island, including:
 - New commissioning agencies that are more locally focused;

¹⁵ Generally our recommendations are directed to the Minister for Whānau Ora. In this case, they are directed to Ministers more generally.

- 
- Regional hubs based on existing provider collectives with the lead partner acting as the commissioner;
 - Newly formed regional hub arrangements outside of the current Whānau Ora practising community; and/or
 - A function-based commissioning arrangement (eg, a shopfront to integrate social service delivery);
- iii. Invite Commissioning Agencies to develop business cases for further investment to enable them to better respond to whānau demand for Whānau Ora. Those business cases should include:
- An assessment of the demand for Whānau Ora, and the extent to which the Commissioning Agency is able to meet that demand;
 - Confirmation or amendment of the commissioning activities undertaken through the Commissioning Agency; and
 - Full costings of the complexities of working with whānau experiencing high levels of deprivation, and of providing support in rural areas; and
- iv. Consider up-scaling successful initiatives;

Ensure that government agencies deliver on their own set of responsibilities to whānau, and commit to engaging in Whānau Ora; that is, they should:

- v. Establish a stronger set of expectations that government agencies will meet their own service delivery responsibilities;
 - vi. Agree on what form of commitment government agencies provide to Whānau Ora; and
 - vii. Reflect these requirements through levers available within the machinery of government, including:
 - Letters of Expectations to social sector Crown entities;
 - Chief Executive Performance Agreements; and
 - Agency Statements of Performance Expectations;
52. We recommend that the Minister for Whānau Ora:

Ensure that Commissioning Agencies focus on the stated intent of Whānau Ora.



53. We recommend that Te Puni Kōkiri:

Extend its effort in Whānau Ora; that is, it should:

- i. Distill, aggregate and better utilise the lessons and information gathered through Whānau Ora, to better inform:
 - The leadership (by Ministers and the Partnership Group), and strategic thinking around whānau-centred services; and
 - Policy, investment decisions and services provided by other agencies;
- ii. Identify more specifically where and why other agencies are failing in supporting whānau, and work with agencies to establish what advice, information and support they require to deliver on their responsibilities to whānau;
- iii. Provide more specific and targeted comments and policy advice to other agencies, to improve their services and approaches to and for whānau; and,
- iv. Promote the positive results of and lessons learned through Whānau Ora across government and to the wider public.

54. We recommend that Commissioning Agencies:

Focus on shared effort; that is, they should:

- i. Co-invest in management and administrative arrangements for which they have common requirements, such as:
 - Collective purchasing;
 - Research;
 - Evaluation; and
 - Professional development; and

Invest in getting closer to whānau; that is, they should:

- ii. Increase opportunities for whānau to influence decision-making, including through regular consultation with whānau on refining outcome priorities and commissioning activities; and
- iii. Ensure that Whānau Ora partners and providers similarly enable whānau input into the design of service specifications.

55. We recommend that Whānau Ora partners and providers:

- i. Strengthen their focus on building whānau resilience and capability to be self-managing.

What Actual Change has Occurred?

What Actual Change was Measured?

56. While the Whānau Ora commissioning approach is guided by the Whānau Ora Outcomes Framework (see Appendix Four), the flexibility of the Approach has permitted each Commissioning Agency to develop its own outcomes framework appropriate to its community's circumstances, and aligned with the parent Outcomes Framework. While this has supported whānau-determined priorities and locally appropriate intervention, it has created reporting challenges. Because the Outcomes Frameworks adopted by Commissioning Agencies differ, it is difficult to discern an aggregate 'story' of what has been achieved without retro-fitting agency-level results to the parent Outcomes Framework. Additionally, to do so would be inconsistent with the intentions of the approach: to be whānau-determined, flexible and locally appropriate.
57. For the purposes of this report, we have drawn off the results reported in the most recent Whānau Ora Annual Summary Report for the year ended 30 June 2017, published by Te Puni Kōkiri. It is important to note that the following information is for the stated reporting period. It does not reflect cumulative results since the commencement of the commissioning approach. Whānau enter and exit Whānau Ora according to their own needs and timeframes. Aggregating the results in each of the three Annual Summary Reports produced by Te Puni Kōkiri would result in an inaccurate picture, as whānau participation may span multiple years.
58. The information is presented according to the principal commissioning activities undertaken and outcomes achieved by each Commissioning Agency.

Table Three: Te Pou Matakana: Whānau Ora Outcomes

	2016–17		
	Whānau Direct	Kaiārahi	Collective Impact
Participation: whānau engaged	2614	5420	1333
Outcomes: (% of participating whānau)			
Improved standard of living	41% ¹⁶	28%	18%
Improved health	30%	29%	30%
Increased participation in the community	13%	10%	12%
Increased knowledge	10%	23%	36%
Improved whānau relationships	4%	9%	4%
Increased engagement in te ao Māori	2%	2%	2%

¹⁶ For example, this figure reports that 41% of whānau participating in Whānau Direct reported improved standards of living.

Table Four: Te Pūtahitanga o Te Waipounamu: Whānau Ora Outcomes

	Quarter Four 2016–17			
	Commissioning Pipeline ¹⁷	Whānau Enhancement ¹⁸	Capability Development	Te Punanga Haumarū
Participation: whānau engaged	1715 individuals 483 whakapapa whānau	1130 individuals 623 whakapapa whānau	Te Kākano o te Totara – 35 Te Pāpori o Whakatere – 8 Annual symposium – 200	Educational sessions – 272 Tū Pono – consultation phase
Outcomes (% of participating whānau)				
Educational outcomes	100% ¹⁹			
Health outcomes	100%	80–90%		
Wellbeing outcomes	100%	40–76%		
Life satisfaction		59–92%		
Culture and identity outcomes	100%			
Economic outcomes			80%	
- % in employment		40–61%		
- % with formal qualifications		31–48%		
- Sufficient income for everyday needs		21–33%		
Rangatahi leadership			100%	
Knowledge outcomes				94%

59. The Commissioning Pipeline workstream is undertaken through open tender rounds. As new initiatives prepare to enter, other initiatives may remain, or may be preparing to exit. As Te Pūtahitanga reports data on a quarterly basis, it is difficult to ascertain the totals for the year, as whānau participation and outcomes may be reported across multiple quarters and/or multiple years. Te Pūtahitanga and Te Puni Kōkiri are working together to create future data enhancements, including increased aggregate reporting of indicators according to Whānau Ora Pou, and an increased focus on producing year-to-date data. The snapshot represented in Table Two above is for Quarter Four of the 2016–17 year: for the reasons given above it is not a true reflection of the full year results.

¹⁷ Percentage of whānau participating in Commissioning Pipelines reporting achieving at least one of a number of outcome performance measures in each of the outcome domains of education, health, wellbeing, and culture and identity.

¹⁸ Progression of whānau from across three quarters. Data is not available for all quarters due to the establishment of a new reporting system.

¹⁹ For example, this figure reports that all whānau participating in Commissioning Pipeline education- and skills-related initiatives reported at least one positive educational outcome in the quarter.

Table Five: Pasifika Futures: Whānau Ora Outcomes

	2016–17		
	Core Commissioning	Commissioning for Innovation ²⁰	Commissioning for Communities through Small Grants ²¹
Participation: whānau engaged	2964	2857	573
Outcomes: (% of participating whānau)			
Financial literacy and debt outcomes	56% ²²	100%	
Education outcomes	75%	100% (excluding STEM programme – 88%)	Eg, improved computer literacy
Healthy families outcomes	53%		Eg, smoking cessation, improved health management
Culture and community networks outcomes	79%		Eg, increased knowledge of language and culture
Economic outcomes		<ul style="list-style-type: none"> • 64 new jobs • 22 business start-ups • 29 business training 	



Porirua Cook Islands women gather every Wednesday to revive one of the Cook Islands treasures, the Tivaevae (quilt) making, with the support of Taeaomanino Trust and Whānau Ora commissioning partner, Pasifika Futures. Photo credit - Adrian Heke.

²⁰ Commissioning for Innovation is undertaken with 11 partner organisations. Reported results across partners have been aggregated.

²¹ Outcomes achieved have been described but not reported in the Annual Summary Report in actual numbers or percentages.

²² For example, this figure reports that of families involved in Core Commissioning who had prioritised financial literacy and debt reduction outcomes, 56% had taken at least one step towards that (in this case, completion of a budget/debt assessment: 55% had started to reduce their debt).

What was not Measured?

60. We were consistently told by Whānau Ora partners, providers and navigators that whānau engagement with Whānau Ora is heavily dependent on the quality of the relationship that is built with them during the very early stage of their journey. That relationship is underpinned by a cultural connection, and whānau being defined by their membership of a community rather than their current level of crisis. The often raw and confronting circumstances that whānau present with, and the fact that they may have a history of unsuccessful engagement with other agencies that has led them to seek support through Whānau Ora, mean that significant effort is often required to create a trusting relationship with presenting whānau. This was characterised as returning to traditional models of support and practice.

“Working in kāinga is a privilege and an obligation. We leverage whakapapa to connect and establish relationships. Whānau Ora makes us do what whakapapa used to – and allows us to restore what whakapapa behoves us to do. The Commissioning Model just puts us in the space we should be in.”

[Whānau Ora partner]

“Whakawhānaungatanga takes a lot of time. They don’t trust the system. They have been burnt. I say if you are true and pono, I will go to hell and back for you. But you have to be pono. I deal with whānau, deal with Corrections, Police and Courts. First thing is to listen, then show aroha.”

[Whānau Ora navigator]

61. However, partners, providers and navigators noted that the effort required to build these relationships does not form part of the measurement of Whānau Ora results, and that because commissioning is for outcomes it is essentially an unfunded activity. They believe that the funding arrangements need to incentivise relationship-building with whānau participants and local agencies, as they consider strong relationships to be a prerequisite to achieving sustainable change. We agree that the effort that is applied to building relationships is an important dimension of Whānau Ora, and that it should be recognised and measured. However, we do not agree that it is an unfunded activity. The premise of commissioning is that outcomes, rather than outputs, are purchased, and building relationships is a necessary ingredient to delivering on those purchased outcomes. We believe that recognising and measuring that effort will enable more accurate costing of outcomes. We believe there is scope for Te Puni Kōkiri and Commissioning Agencies to address this issue.

Other Impacts

62. In addition to outcomes reported through Commissioning Agencies, we also observed a broader set of (in the main) positive results that have accrued from Whānau Ora, which we anticipate will translate into future benefits for whānau. These are as follows:

- i. *Structured leadership and capability development programmes:* Whānau Ora commissioning has included a number of leadership, rangatahi leadership and capability development programmes. While these have tended to produce results for individual and business participants, particularly results that enhance the capacity for wealth creation, we believe that they will generate longer-term gains for whānau, as those leaders and businesses bring their skills and opportunities to the fore. One Commissioning Agency described the potential for future benefit to us:

“This programme has supported individual capability development AND built a cohort of change agents.”

[Commissioning Agency]

- ii. *Local relationships:* The large geographic regions that Commissioning Agencies are responsible for²³, and the associated need for them to establish regionally based partner and provider groupings, has required iwi, hapū and provider groups to collaborate. In most cases this has been positive, most especially in the South Island, and pockets of the North Island, where we observed sets of iwi, hapū and whānau entities forming up together in the interests of the Whānau Ora kaupapa. That said, we also spoke with providers and partners in the North Island who felt they were compelled to participate in provider groupings with which they had little in common in terms of population needs or iwi association, and that this damaged rather than supported local relationships and dynamics. These partners and providers told us that their choice was to either participate within the grouping determined by Te Pou Matakana or lead partner or ‘miss out’ on being part of the Whānau Ora commissioning approach. We were also advised of one instance of a group of providers breaking away from their established collective and being directly funded by the Commissioning Agency, and of others that similarly wished to break away from the collective that they were part of, but were not permitted to do so by the Commissioning Agency.
- iii. *A shift in provider culture:* Where regionally based groupings were functioning well together, we were told of a fundamental shift in culture between providers, from a culture of competition for limited government funding to one of co-operation and collaboration to secure the best possible outcomes for their organisations and the

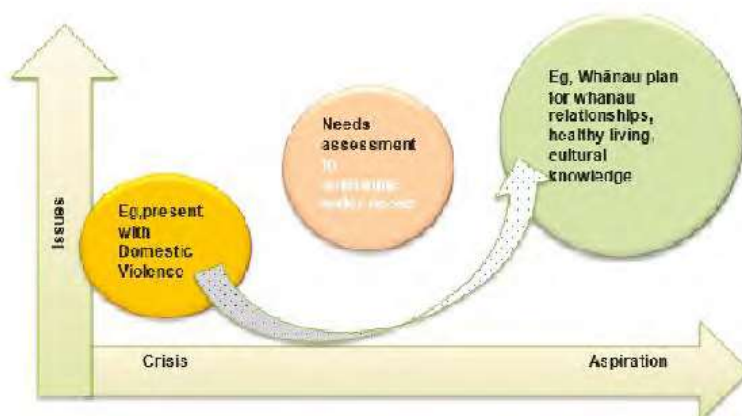
²³ Te Pou Matakana is responsible for the North Island population, Te Pūtahitanga o Te Waipounamu for the South Island population and Pasifika Futures for Pasifika people across New Zealand.

populations they serve. We note this is a continuation of the culture that began to develop among provider collectives in Phase 1 of Whānau Ora.

What Change were Whānau Seeking?

63. Whānau present to Whānau Ora partners, providers and entities with a broad spectrum of need, from crisis intervention through to whānau development aspirations.

Figure Four: Whānau Ora Spectrum of Presenting Need

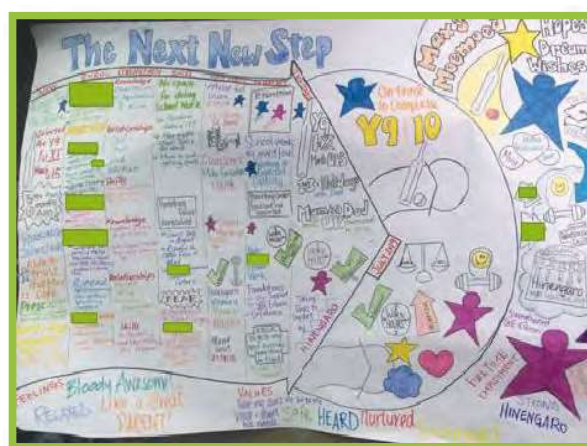
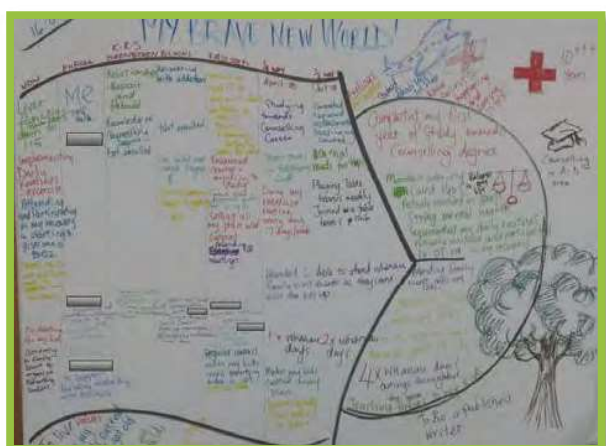


64. Typically, Whānau Ora navigators, or other staff, worked with whānau to assess their circumstances and need. Depending on the nature of their need, they might go on to develop a whānau plan setting out the goals, pathways and support necessary to achieve those goals, and navigators would support whānau to acquire the tools and capability to develop and work towards their own solutions. The aim is for a 'right shift' along the spectrum, from a crisis to an aspiration focus. The photographs below provide examples of plans that whānau have developed for themselves, with the support of navigators or experienced facilitators.



Whānau receiving support from a Whānau Ora Pou Hākinakina from Te Papa Tākaro o Te Arawa, to help them achieve their health and wellbeing goals. Te Papa Tākaro collaborates with Te Pou Matakana, the Whānau Ora Commissioning agency for Te Ika a Māui. Photo credit: Adrian Heke.

Figure Five: Examples of Whānau Plans



65. During the course of the review we met many whānau who were on a positive development pathway, seeking to grow their capability and potential. They described to us their aspirations and the nature of support they were receiving through Whānau Ora to empower them to transform their lives and turn their aspirations into their reality. Navigators working with these whānau were very focused on supporting whānau to achieve their aspirations, and clearly differentiated between this role and the more crisis-driven interventions that occur.

“Getting my passport [in my new legal name] was a passport to life, to exist”.

[Transgender Whānau Ora participant]

Whānau Story:

Ko te Reo o te Tangata Imene

Musician inspires community - supported by the Cook Islands Development Agency New Zealand through Pasifika Futures' Innovation Fund.

A Cook Islands musician with his own record label wanted to ensure his 13 children had the opportunity to choose a 'good path' through life. At the same time he was inspired to support all youth by using cultural and ancestral values to reconnect organisations and communities.

Because of his leadership abilities and aspirations, the Pasifika Futures Innovation Fund invested in his business. The enterprise now provides his family with a sustainable lifestyle, and brought prosperity to a connected, united community.

66. However, the vast majority of the whānau we met described very dire circumstances for which they were typically seeking urgent remedial intervention.

67. Despite whānau presenting with these types of circumstances, Whānau Ora navigators, in the main, aimed to support their immediate needs and focus them on future horizons.

“Whānau are not broken, they are brilliant. They may live different and interesting lives and have different and interesting circumstances, which creates opportunity for them to take charge.”
[Commissioning Agency]

“Whānau present in crisis, because that is when they think they can ask for help. There needs to be a mindset shift. The navigator workforce has a different focus and shifts them [whānau] from crisis to aspiration.”
[Whānau Ora partner]

68. The extent of change required depends on where along the spectrum whānau are at. Those currently requiring crisis intervention will take longer to achieve a right shift towards aspirational goals. Regardless of what level of need whānau present with, it appears to us that the most critical factor is that that need is self-identified, and that they are ready to embark on a journey to design and achieve better circumstances for themselves. If Whānau Ora interventions are not whānau determined, and whānau actioned, then change will be less likely to be sustainable, as whānau will be worked on rather than worked with.

Whānau Story: Te Reo o te Māmā

Whānau Ora navigator supports struggling mother through difficult times

The mother spoke of her experience as follows:

“I had a case of violence at home. A friend of mine introduced me to a Whānau Ora navigator. My navigator made it really easy to talk about things you don’t want to talk about.

“The father of my children went to jail and Oranga Tamariki got involved. Oranga Tamariki said my kids shouldn’t be with me. I said to my navigator, ‘This is what is going on; what do I do? People are trying to take my children away.’ My navigator said, ‘No, we can deal with this.’ Just like that she took it all in and came up with some solutions.”

The navigator said:

“This case came through at Christmas time. I talked to Oranga Tamariki; they tried to tell me what to do, but I know the process. Just like that, on the same day, Oranga Tamariki dropped the case. After all that uncertainty.

“I helped the father, who was in prison, by joining him up with Man Up – an anti-violence initiative. I had to work with the Court to lift his bail conditions first, so he could attend. He hadn’t seen his kids for six months, so I got the lawyer to approve supervised visits. The Court said that was ok as long as I would supervise the visit. So every fortnight, Sunday afternoon, I travel with the whānau for a supervised visit.”

Features of the Model that Enable Positive Change to be Achieved

69. We identified a number of features of the Whānau Ora commissioning approach as being key factors in whānau experiencing positive change. These features are closely related to the features and benefits of a commissioning approach identified in the formative evaluation of Whānau Ora, including that it is strengths-based, flexible and closer to communities and whānau²⁴.

A Culturally Anchored, Whānau-centred, Strengths-based Approach

70. Whānau Ora is a culturally anchored approach, shaped by Māori worldviews, tikanga, cultural norms, traditions and heritage. Its foundational premise is that by empowering whānau to be self-determining, and providing support, encouragement and inspirational ideas and opportunities, it can ensure that whānau are the architects and drivers of a positive future. It puts whānau in charge of decision-making, empowering them to identify their aspirations to improve their lives and build their capacity to achieve their goals²⁵.

“If you want to make a difference for Māori, you have to start with the unit of most importance to Māori, and keep it front and centre”.
[Commissioning Agency]

Whānau Story: Te Reo o te Kaimahi

A worker at a kindergarten in a low socio-economic area who refers families to their local Whānau Ora provider talks about Whānau Ora.

“We have Niue, Tuvalu and Cook Islands’ languages at our kindergarten and Tokelau and Samoan children. Many of the families are broken families.

“We ring the Whānau Ora navigator for families that need help. We have parents that are so shy they won’t share anything.

“It’s good we have Samoan speaking navigators so they can help the Samoan community and help them understand. When you are talking to the navigators, you are on the same level. It’s not like they ask a question and you give the answer they want.

²⁴ Formative Evaluation of the Whānau Ora Commissioning Agency Model, Te Puni Kōkiri, 2016.

71. Although Whānau Ora is universally available, it is anchored in Māori and Pasifika cultural underpinnings, focused on the whānau as a whole, and is principally delivered by culturally attuned organisations and staff, and thus resonates with Māori and Pasifika communities and tends to draw them in.

72. The ethnicity of the whānau engaged with was predominantly Māori for both Te Pou Matakana (between 85% and 89% across the different commissioning activities) and Te Pūtahitanga o Te Waipounamu (over 70%).²⁵ Each of these Commissioning Agencies also provided support to families of Pasifika, Pākehā and other ethnicities. Pasifika Futures provided support to Pasifika families, including families that affiliated to multiple Pasifika identities and some that recorded dual identity with Pasifika and Māori.

73. The over-representation of Māori and Pasifika whānau in Whānau Ora reflects the level of need of those who have struggled to engage, or not been engaged at all, in other government-funded interventions.

Whānau Story: Te Reo o te Koroua

A koroua with a disability who is supported by a Whānau Ora navigator shares his story

“I was originally with another provider, but they introduced me to my navigator, that worked well for me so I switched.

“The best benefit of Whānau Ora is that it is kanoahi-ki-te-kanoahi. You can’t underestimate how [relaxed] it makes the Māori person. It is energising and tikanga first.

“He Māori, koirā te mea nui. Ahakoa kāore āna mōhio ki te reo, he ngākau Māori tā te kaiārahi.”

²⁵ Formative Evaluation of the Whānau Ora Commissioning Agency Model, Te Puni Kōkiri, 2016.

A Flexible Approach

74. Flexibility is one of the key features of the Whānau Ora commissioning approach. It has enabled Commissioning Agencies to shape their priorities according to their communities' circumstances, and in turn enables partners and providers to further sharpen the focus of their efforts on the more localised needs of the whānau.

"It is unprescribed funding. They buy the outcome, we do the service description. This allows us to do what is actually important to whānau. It allows us to be innovative, and we don't have to justify or explain being Māori."

[Whānau Ora partner]

"Whānau Ora also gives us flexibility for a holistic approach. For example, we help with driver licensing, and people ask how is this connected to health. Licence means transport for work – employment means economic base – economic base opens the door for conversation about health."

[Whānau Ora partner]

75. Through partners and providers, this flexible approach enables whānau to determine the matters of most importance to them, and to co-design their own pathways towards achieving better results. This has resulted in highly customised interventions on a whānau-by-whānau and community-by-community basis, and has significantly contributed to whānau engagement with Whānau Ora and a sense of ownership over the process and results.
76. Where commissioning activities include the provision of direct funding support to whānau, the flexible and immediate nature of this funding, often providing same-day support in 'moments that matter', has been a key factor in building immediate trust and rapport between participating whānau and navigators. This type of support is provided through all Commissioning Agencies.

Support Provided by Commissioning Agencies

77. Commissioning Agencies are heavily invested in the success of their partners and providers, and have made significant investments to support them in achieving that success. Most important among these is what was described to us as 'relational contracting', in which real value was placed on the high level of confidence and trust that exists between Commissioning Agencies and Whānau Ora partners, providers and whānau entities. However, this was not reflected in all areas we visited.

"The Commissioning model is similar to mainstream. [The Commissioning Agency] is as far away from me as Wellington."

[Whānau Ora partner]

78. Commissioning Agencies have each provided a mix of research, reporting, evaluation, communications, and training and development support to their partners and providers. In the main, this has been valued by partners and providers, and ensures that they retain maximum capacity for Whānau Ora provision. The one exception to this is the reporting regimes, which have been consistently characterised as onerous and time consuming, and which partners, providers and navigators question the value of.
79. We are of the view that there is an opportunity for greater collaboration between Commissioning Agencies; they could co-invest in shared management arrangements for which they have common requirements (such as collective purchasing, research, evaluation and professional development), rather than each Commissioning Agency developing its own bespoke mechanisms.

A Committed and Passionate Workforce



*Staff from Pasifika Future's commissioning partner, Pacific Homecare, Auckland.
Photo credit: Pacific Homecare*

80. Whānau Ora is delivered with huge passion and goodwill by people who are committed to the philosophy of Whānau Ora and wanting positive outcomes for whānau. To them, their involvement is about more than having a contract, or a job.

"Whānau Ora: it's a social movement."

[Whānau Ora partner]

81. Whānau Ora navigators in particular are seen as crucial in helping whānau to heal the past, deal with the now and plan for sustainable change. Whānau we spoke with expressed high levels of confidence and trust in their navigators, particularly noting that they were part of the community and therefore invested in its success, and that they could establish cultural and in some cases familial connections with them. Submitters in the public submissions process made wide-ranging and mostly supportive comments about the role of navigators.

"I really appreciate the unprejudiced nature of their work. They are down-to-earth people who has [sic] the same experience as us, and the idea of empowering us to think about what is better for our family so they can support us".

[Submitter, Whānau Ora participant]

"I think with most families like mine money is the main issue; the amount of assistance we got helped our family hugely. The point of difference is the relationship we have with the navigator. The Whānau Ora programme is helpful because we have to talk about everything, which affects money, health, education, our identity and us. Whānau Ora is doing a great job for families."

[Submitter, Whānau Ora participant]

82. However, submitters expressed concerns about workload and availability, which also were a common theme from navigators themselves.

"The Whānau Ora navigator told us she was only part time, so I think an increase in her work hours would be beneficial so she is even more easily accessible to community users."

[Submitter, Whānau Ora participant]

"A complaint was made to the provider – apparently the Whānau Ora navigator was too busy to reply to phone calls. Please put more funding in to employ more Whānau Ora navigators, so all those in need get the attention and time they deserve. A proper job can't be done if navigators are too busy – the result is whānau being let down and disappointed and feeling worse than before."

[Submitter, Whānau Ora participant]

Challenges with the Commissioning Model

How close are Commissioning Agencies to the communities they serve

83. Each Commissioning Agency serves a very large geographic area:
- Te Pou Matakana serves the North Island;
 - Te Pūtahitanga o Te Waipounamu serves the South Island (and the Chatham Islands); and
 - Pasifika Futures serves the Pasifika population across New Zealand.
84. Te Pou Matakana in particular serves very diverse communities with wide-ranging dynamics, community circumstances and population needs, and experiences significant challenges in being able to meet the high level of demand for Whānau Ora.
85. In establishing and refining their priorities, each Commissioning Agency has sought the input of their partners and, in some cases, their constituent communities. However, there have been mixed reactions to this. While the efforts to ensure community consultation have been appreciated, there remain questions among partners and providers about the extent to which Commissioning Agencies really understand local level needs, priorities and the day-to-day realities of both communities and Whānau Ora partners and providers.

“There is no co-design, so no sense of ownership of the model.”

[Whānau Ora partner]

“We have not seen the leadership [of the Commissioning Agency] in our rohe. There is no leadership presence.”

[Whānau Ora partner]

86. Some of the Whānau Ora partners and providers that form part of the Te Pou Matakana-affiliated group asked us to explore the scope for more localised commissioning, as did some iwi and entities that are currently outside of the Whānau Ora delivery mechanism in the North Island. They saw this as an opportunity to be more directly responsible for establishing local priorities, and ultimately to better meet the needs of their local population, through more local governance and co-design of solutions with local agencies and whānau. They also considered there would be benefits by eliminating the costs of what they characterised as the commissioning bureaucracy. This issue was not raised with us by the partners or providers that form part of the Te Pūtahitanga o Te Waipounamu or Pasifika Futures Whānau Ora efforts. Rather we had a strong sense that these partners and providers ‘piri’ closely to their respective Commissioning Agencies.
87. The North Island, unlike the South Island, is characterised by a much bigger population, greater population diversity and a larger set of iwi dynamics. We agree that more localised commissioning should create more locally granular solutions and interventions, and consider there is merit in exploring this further in the North Island. We do not have views on what regional or local boundaries would be appropriate.
88. There are a range of options for more localised commissioning, including:
- i. New commissioning agencies that are more locally focused;
 - ii. Regional hubs based on existing provider collectives, with the lead partner acting as the commissioner;
 - iii. Newly formed regional hub arrangements outside of the current Whānau Ora practising community; and
 - iv. A function-based commissioning arrangement (eg, a shopfront to integrate social service delivery).

We do not offer a view on which of these options are better, but rather leave this to the policy experts to develop these options for decision-makers’ consideration.

89. We understand that concerns may be raised that more localised commissioning would add to the administrative costs of Whānau Ora. The current financial arrangements limit administrative and management costs to a maximum of 20%. We consider that this formula should apply to any more localised commissioning, to ensure that no lesser funding is applied to commissioning activities. We acknowledge that more localised commissioning will further add to the complexity of conveying the aggregated Whānau Ora story, but we believe that locally relevant intervention is a more important consideration.

The Capacity Gap


90. In all areas we visited, we found that Whānau Ora partners and providers were faced with a capacity gap: they did not have the requisite resources, in terms of staff, skills and funding, to meet all of the presenting demand.
91. In a small number of areas, we found that partners and providers were overwhelmed. The level of demand from whānau in crisis meant that they were largely responding in a transactional service delivery mode: entering whānau in the system, fixing their immediate crisis and moving them on to free up capacity to help the next whānau in the queue, with little scope to support whānau to build their resilience and capacity to face future life shocks. We were concerned that the practices they described, to a lesser extent echoed elsewhere around the country, were characterised as filling gaps in government agency service provision or undertaking the role of agencies that had failed to discharge their responsibilities to whānau. This mode of operation creates two key risks for Whānau Ora.
92. Firstly, Whānau Ora navigators have a variety of skills, but they are not, in all cases, qualified clinicians or social workers. Although not a widespread practice, we found instances of navigators stepping into clinical or social work situations, in our view creating risks for both the navigator and the whānau concerned. This especially occurred in isolated rural areas where there were not always the locally based services or specialists to refer whānau to, but also elsewhere where those specialist services had extensive waiting lists. Navigators were acutely aware of the risks, ensuring appropriate referrals where that was possible, and doing their best on their own where it was not. In one situation we heard about, our level of concern was such that we made immediate contact with the relevant Commissioning Agency so that it could intervene.

“We turn to Dr Google and become a meth educator.”

[Whānau Ora navigator: Far North]

“Services are limited in the North. Referrals can’t be acted on, as local services are full with waiting lists. We need funding to get that support alongside us; for example, a rehab service.”

[Whānau Ora navigator]

- 
93. Secondly, this mode of operation diverts valuable Whānau Ora resources from the intended approach, of building resilience and capacity to be self-managing, towards crisis intervention that is the funded responsibility of government agencies and their contracted providers.
94. We did find instances in which central government service gaps were recognised by the relevant agencies, which were seeking to work with Whānau Ora partners and providers to leverage their shared efforts.

“Service criteria can have the wrong incentives – anger management is a big issue, but is not funded unless it is domestic violence related. So intervention can be funded after an assault, and not to prevent one.”

[Whānau Ora navigator]

“Government agencies do want to work with Whānau Ora. They recognise they have gaps in their service approach regarding recognising the wider need than what presents. However, mainstream marrying up with Whānau Ora is not consistent with what we are trying to achieve – but we shouldn’t lock out agencies’ attempts to do better for Māori. We talk with agencies about how the system should be shaped for Māori. While there is a willingness from mainstream to do things differently locally, there is less evidence of this at a national level.”

[Whānau Ora partner]

95. On balance, we consider the more useful approach to be one in which Whānau Ora partners, providers and government agencies work together to provide comprehensive support for whānau as they move through their Whānau Ora pathway.

Issues for, and with, Providers and Partners

96. Whānau Ora partners and providers, and participants in Whānau Ora, told us of a number of issues that tended to fall within the categories of funding constraints and approach.
97. Partners and providers expressed concerns that their funding contracts were of short-term duration, which created uncertainty about the sustainability of the solutions they were implementing, and their future operations.

“Long-term goals may not be achievable within the contract term and limited family commissioning allocations.”

[Submitter, entity, partner, provider and other organisations]

98. We were also questioned about the formula for allocating funding to, and between, different partners and providers. Some contended that the basis

of funding allocation was not transparent, and that they believed they were being funded inequitably relative to other partners.

99. A particular issue that was consistently raised was funding allocated for navigators. We were told that the amount of funding for this was not sufficient to retain staff. In addition to competition from other employers, Whānau Ora partners and providers were beginning to experience a shift in staff expectations arising from recent employment bargaining in aligned sectors, including, for example, district health boards' Multi-Employer Collective Agreement settlements and the pay equity settlement for Oranga Tamariki social workers.

"Different/longer timeframes before whānau-led strategies are utilised need to be considered. When our whānau first come in to the where there are acute health needs, including detox, legal restrictions, etc that we are forced to take in to account and make a priority. Services/programmes that are new or don't have much evidence for success appear to be funded, whereas we struggle to fund our Whānau Ora staff despite over five years of successful outcomes, stats, case studies etc."

[Submitter, entity, partner, provider and other organisations]

100. An excess of demand was a feature for almost all partners and providers we visited. In some cases this has significantly impacted on the approach taken, especially in terms of navigational service delivery becoming more akin to transactional service delivery (as discussed in the section above on the capacity gap).

"We should abandon the mission of Whānau Ora if the focus is on delivery of social sector services. If we are just another social sector provider, then let's stop the pretence."

[Whānau Ora partner]

Reach

101. The capacity gap has also limited the reach of Whānau Ora partners and providers. Through the public submissions process, whānau not involved in Whānau Ora relayed concerns about lack of awareness of where and how to access Whānau Ora support.

"Wouldn't know what is available or where to start to find that out."

[Submitter, whānau not involved in Whānau Ora]

"Don't know how to access the support. Is it only for some providers you can get it from? Don't hear anything about Whānau Ora support that could help us."

[Submitter, whānau not involved in Whānau Ora]

“Not finding the right people to help advise what is required to initiate contact and lack of information delivered among whānau through iwi ... [Also the submissions process is very non-Māori].”

[Submitter, whānau not involved in Whānau Ora]

“We would consider it. Not aware it is available.”

[Submitter, whānau not involved in Whānau Ora]


102. Partners and providers are acutely aware of their limited reach, especially in terms of reaching their most deprived populations, but are reluctant to promote Whānau Ora beyond their current whānau cohort, as they are concerned about generating expectations that they would be unable to meet. They, along with Commissioning Agencies, also hold concerns about reach into rural areas, where whānau experience limited accessibility to services and wider social sector infrastructure available in urban areas.

Challenges in the Wider Environment

Commissioning for Outcomes is different, as is being Whānau Centred

103. The commissioning approach is relatively new. It was agreed to by Cabinet in mid-2013; Commissioning Agencies were selected through a tender process and became operational in 2014. During the early stages of the commissioning approach, Phase 1 of Whānau Ora continued to operate, as existing contracts were brought to their conclusion by the end of the 2015–16 financial year. Although Commissioning Agencies did not assume responsibility for existing commitments under Phase 1 of Whānau Ora, there were overlaps, with providers delivering under both the Phase 1 and commissioning regimes, and Te Puni Kōkiri being responsible for the administration of both regimes. Effort was thus dispersed during the early stage of Whānau Ora.
104. Whānau Ora has been referred to as *“a forerunner and early example of social investment in New Zealand”*²⁷. Despite being new, it is not the only or the newest such approach. Government has over a number of years invested in a range of similar localised social investment and commissioning type initiatives, including, for example, Place Based Initiatives, and earlier examples, such as Māori Co-Purchasing Organisations
105. What appears to us to be the real differentiating factor of Whānau Ora is its whānau-centred approach. While other agencies have told us they are moving towards more whānau-centred approaches, it appears to us that these are typically more client-centred, and focused on those agencies’ own service offerings. They generally do not place the client in the context

²⁷ More Effective Social Services, Productivity Commission, 2015.




of their whānau, nor do they typically consider the broader set of needs or aspirations of that client or whānau.

106. Together, the commissioning approach and the new whānau-centred approach have resulted in difficulties in conveying to government agencies (in Wellington) the Whānau Ora ‘story’ – what it is, how it works and how government agencies can work with Whānau Ora – leaving some of them hesitant about the validity and robustness of Whānau Ora as an agreed government approach. The customised approaches of each Commissioning Agency, including their customised Outcomes Frameworks and commissioning activities, add to the difficulty of articulating the aggregated Whānau Ora story. This has undoubtedly contributed to a lack of uptake by government agencies, and the high level of scrutiny that Whānau Ora is subjected to. We believe that there is a double standard at play here. Other initiatives that are customised to the circumstances of the community in which they are based are similarly challenged to tell an aggregated story, yet this does not appear to inhibit agency participation in those initiatives. Commissioning Agencies and partners are frustrated both with the lack of uptake and that they perceive they must prove the efficacy of Whānau Ora to a level that is not similarly expected of other government-funded initiatives.
107. Locally, government agencies are much more attuned to their local Whānau Ora providers’ approach, and in some places we observed effective working relationships and results.

Lack of Buy-in by Government Agencies

108. In almost all places we visited, Commissioning Agencies, partners, providers and navigators expressed concerns that there was a lack of buy-in and uptake from government agencies. This ranged from a lack of collaboration with Commissioning Agencies’ planning processes and a lack of participation in responding to whānau needs, including needs that should properly be met by those government agencies, through to a lack of co-investment by other agencies in Whānau Ora.
109. We sought information from 22 government agencies, and held a workshop attended by representatives of 16 of those agencies. Of those agencies, nine indicated that they had had some level of engagement with Whānau Ora commissioning, ranging from direct engagement with Commissioning Agencies and the Partnership Group through to separately contracting Whānau Ora providers to deliver services on their behalf. Of those nine agencies, for three of them that involvement was confined to contracting Whānau Ora providers to deliver services on their behalf, independently of any association with the commissioning model. We recognise that a number of those agencies have a sector stewardship role rather than a delivery role, and that their sector delivery agents may have some level of involvement in Whānau Ora commissioning.
110. We asked government agencies about the barriers to uptake of Whānau Ora, and applying whānau-centred approaches more generally. Their



responses tended to be about culture and perceptions within the agency, and across government. Identified barriers included:

- i. 'The Terrace culture', including a lack of trust in innovation, and systemic racism; and
- ii. The singular focus that agencies tend to take, characterised by a siloed approach to government service delivery, a lack of integrated leadership and a continued focus on individual outcomes, both in terms of outcomes for individuals and in terms of focusing on single outcomes rather than a more holistic approach.

111. They also identified perceived barriers within the Whānau Ora system, including the following:

- i. They considered that relationships with Commissioning Agencies were difficult to navigate;
- ii. They felt that there was no definition of 'whānau', and as such defaulted to household as a unit for policy and service consideration and performance measurement;
- iii. They considered that there was varying quality between the Whānau Ora collectives of providers; and
- iv. They considered that whānau readiness for support could be an inhibiting factor.

112. One Commissioning Agency told us that, as part of refining its Outcomes Framework, it consulted a wide range of government departments, with the view to ensuring broad-based understanding of what the Commissioning Agency was seeking to achieve, and the potential for government agency involvement in its work. The Commissioning Agency was disappointed, but unsurprised, that only four agencies provided feedback. We asked the Commissioning Agency if it perceived that a different appetite for risk might have been a contributing factor to this lack of engagement: its response was *"if you don't understand the approach, how can you assess the risk?"*

113. This theme was reflected by partner organisations who responded to the public submissions process, although their concerns were more centred on the lack of engagement of government agencies with the work of partners and providers.

"We love Whānau Ora and the notion that whānau are the best determiners of their futures. I love that whānau are the solution and not the problem. I love that our navigators get to journey alongside whānau, through the good and the bad, the highs and the lows, and that they are on the journey together for as long as it takes. I am frustrated by the fact that it is bureaucracy

and institutional racism that gets in the way of their tino rangatiratanga, mana motuhake and mauri ora.”

[Submitter, entity, partner, provider and other organisations]

“We have started inroads to sustainable change but are inhibited by other Ministries who are not aligned, or who do not have the ability to think outside of what is required of them.”

[Submitter, entity, partner, provider and other organisations]

114. The lack of wider buy-in was noted by participants in Whānau Ora.

“It would be great to encourage more government agencies to pick this up as an approach for their policy development – believe whānau are in the best position to know what they need and want, and support them. This would include Ministry of Justice, Department of Corrections, Oranga Tamariki, Ministry of Social Development, Ministry of Education and Ministry of Health.”

[Submitter, Whānau Ora participant]

Government Agencies Opting out

115. Earlier in this report we discussed the capacity challenges that Whānau Ora partners and providers face, and suggested that for some this is because they are overwhelmed by whānau requiring crisis intervention. It was of concern to us that these partners and providers, and indeed many others around the country, advised us that they were not only undertaking the core responsibilities of other agencies but were also expected by those agencies to do so.

“We are a dumping ground for Oranga Tamariki. They refer cases they haven’t touched for months and then claim the outcomes. We also undertake a lot of advocacy work, navigating whānau to receive entitlements from other agencies.”

[Whānau Ora navigator]

116. We support the approach of Whānau Ora partners and providers working in concert with government agencies and their contracted providers, in which navigators facilitate and broker whānau access to publicly funded services. This reflects the original way in which Whānau Ora was described to the public, as a means of co-ordinating the ‘ten cars up the driveway’. However, we consider that the situation described above, of agencies opting out of their own responsibilities, is unacceptable. In our view, there must be a stronger set of expectations that government agencies will meet their own responsibilities. Whānau Ora is not a substitute for central government inaction.



Section Three: Accountability and Transparency

The Extent to which the Whānau Ora Service Delivery Model and Commissioning Approach is Accountable and Transparent in the Achievement of Outcomes for Whānau



Panel engagement with whānau from Pasifika Future's commissioning partner, Pacific Homecare, Auckland. Photo credit: Pacific Homecare




Introduction


117. We were asked to consider the extent to which the Whānau Ora service delivery model and commissioning approach is accountable and transparent in the achievement of outcomes for whānau.
118. This section identifies and discusses the accountability requirements placed on the Commissioning Agencies and the extent to which these have enabled or hindered transparency in respect of the achievement of outcomes for whānau. In this respect, the panel has taken a broad view of what could reasonably be expected in terms of accountability and transparency requirements for a model that puts whānau at the heart of what the Commissioning Agencies do.
119. We have considered accountability and transparency in respect of the wider context of accountability for and reporting on outcomes, and the challenges inherent in measuring achievement of outcomes.
120. We note that there are recommendations in this chapter that are similar in nature to recommendations in the preceding chapter. While we are recommending similar actions, it is important to note the different factors giving rise to those actions in each case.

Summary of Findings, Conclusions and Recommendations

Summary of Findings and Conclusions: Accountability


121. There is a significant and formal accountability regime attached to the Whānau Ora commissioning approach. As expected in any such regime involving public funding, that chain of accountability is formalised through all parts of the Whānau Ora system, from the Minister for Whānau Ora and Te Puni Kōkiri's accountability to Parliament for the appropriations and overall service performance and the contractual arrangements in place between Te Puni Kōkiri and Commissioning Agencies through to the funded activities and support delivered by partners, providers and whānau entities.
122. The multiple layers of accountability, and intensive reporting and other compliance requirements, have created highly bureaucratic arrangements for the administration of Whānau Ora. Also, the accountability requirements are heavily focused on processes, rather than outcomes.
123. The formal governance and implementation arrangements reflect a Treaty partnership. They include a Whānau Ora Partnership Group comprising Ministers and iwi leader representatives, expectations of cross-agency support, and devolved delivery and funding to community-led NGOs. The Partnership Group has not met in this term of government, pending the outcome of this review.

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124. Commissioning Agencies and iwi representatives that we engaged with were supportive of the Partnership Group as a Treaty-based partnership, but made suggestions on how it could be improved.
125. Concerns were raised regarding the lack of representation of Pasifika and other stakeholder groups at the strategic oversight level of Whānau Ora. While we acknowledge these concerns, we do not make recommendations about changing the composition of the Partnership Group. To our minds, this is a Crown–iwi relationship instrument, and only the parties to it should consider its scope and composition.
126. We do, however, consider that there is merit in establishing a reference group that reflects the interests of whānau. This would provide a mechanism for a wider ‘user’ voice to be heard.
127. There has been significant effort applied to data collection, evaluation, and outcome and value measurement, by the Commissioning Agencies, their partners and the Partnership Group’s officials and iwi advisor group.
128. Each Commissioning Agency has invested in developing a bespoke tool to enable partners, providers, navigators and whānau entities to report on results. Our review found that these tools were generally considered to be time consuming and not fit-for-purpose by those who used them for reporting purposes. There is an opportunity for greater collaboration among Commissioning Agencies, to enable them to learn from each other, and share costs, in the development of these types of administrative tools.
129. Commissioning Agencies, partners and providers hold the view that they are subject to a disproportionate level of scrutiny. While they accept and embrace being held accountable for the efficacy of their activities and their use of public funds, they believe they are being held to a higher standard than other contracted providers, or indeed government agencies, who they consider have consistently struggled to demonstrate impact and results in the way those involved in Whānau Ora are held to. In addition, there is pressure placed on the Commissioning Agencies and Te Puni Kōkiri to demonstrate measurable achievement of outcomes in relatively short-term timeframes.

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130. Overall, Commissioning Agencies consider that there is a high level of accountability for Whānau Ora, as accountability expectations extend beyond the formal arrangements through to ‘street-level’ accountability to whānau. During the formative evaluation of the commissioning model in 2016, Commissioning Agencies expressed the view that they believed the current reporting expectations did not align with a commissioning model. Commissioning Agencies described the reporting requirements as prescriptive and restrictive, and not aligned with their view of commissioning, which they intended to be responsive and innovative.
131. Partners largely echoed this view, reflecting that community representation in the governance and operations of Whānau Ora ensured accountability to whānau. They considered that the ‘upward’ accountability arrangements were highly prescribed, but acknowledged a necessity to meet parliamentary requirements.
132. There was, however, an alternative school of thought about the overall accountability of Commissioning Agencies to whānau and the communities they serve. There was some criticism that Commissioning Agencies were disconnected from local communities, despite the rationale for their establishment being their proximity to local communities and whānau.
133. One view was that the commissioning approach would be better implemented on a regional basis. At least one of the Commissioning Agencies supported a regional approach, and has recently undertaken research in this respect that reinforces the efficacy of this approach.
134. The fact that one of the three Terms of Reference areas is focused on transparency and accountability suggested to us that there are reservations about whether the Whānau Ora commissioning approach is accountable and transparent. In our view, the formal systems demand high levels of accountability across all parts of the system, and the extent of external review of what is a relatively new approach to social sector investment provides additional surety that this is the case.

Summary of Findings and Conclusions: Transparency

135. Commissioning Agencies should demonstrate a higher level of transparency for many aspects of their decision-making, including:
 - i. The initial setting of priorities and development of Outcome Frameworks in consultation with whānau and communities; and,
 - ii. Selection of partners, through open tender processes.
136. Partners and navigators are transparent; this is largely demonstrated via a highly prescriptive reporting regime. There are processes in place to mitigate risks in respect of transparency of decision-making about direct funding to whānau.
137. At a practical level, the bespoke Outcome Frameworks of Commissioning Agencies present two key issues in respect of transparency:
 - i. The first issue is how they are applied within reporting frameworks. Although desired outcomes are tailored to each Commissioning Agency's circumstances, they are then standardised for the Agency's partners. Partners, providers and navigators have told us that outcomes do not always 'fit' with the needs and aspirations of whānau, requiring them to 'retro-fit' whānau goals to the reporting framework. We also observed this, seeing what began as highly flexible outcome specification opportunities for Commissioning Agencies translating into prescribed outcomes that partners, providers and navigators were required to work within.
 - ii. The second issue is that outcome priorities, indicators and measures differ across Commissioning Agencies. This presents challenges for reporting on outcomes at an aggregated level. One of the challenges facing Whānau Ora that has been referred to in external reviews (including the Productivity Commission review and the independent evaluation of the commissioning model) is that its successes need to be better communicated. The existence of different sets of goals invariably leads to different sets of activities and results, and therefore to each Commissioning Agency delivering a different Whānau Ora story.
138. There are fewer processes in place to enable strong transparency of Commissioning Agency decision-making to providers, whānau and other stakeholders.
139. Concerns were expressed through the public submissions process about the lack of transparency regarding criteria for decision-making on allocation of funds by some Commissioning Agencies.
140. These concerns included the point that despite Whānau Ora taking a whānau-centred approach, there was no independent and objective process for whānau to be involved in to review the performance of and raise concerns regarding Whānau Ora. However, we noted that all Commissioning Agencies had procedures for dealing with complaints from whānau, and that very few had been received.



141. One other question of transparency that has arisen during the course of this review is a policy and communications question. As we understand it, Whānau Ora is available to all New Zealanders. Two of the Commissioning Agencies were established with a geographic focus, and one with a specific focus on the Pasifika population across New Zealand. The foundation of the approach of those first two Commissioning Agencies is culturally anchored, which has created the perception that Whānau Ora is exclusively for Māori. This is not the case. Both of these agencies, through their partners, engage with, and provide support to, non-Māori whānau. But the fact that Whānau Ora is accessible on the basis of need and aspiration, rather than ethnicity, is not widely understood by the public, or indeed by partners.

142. A number of providers reported to us that they do not promote Whānau Ora, as they cannot meet current demand and do not want to raise expectations.

Recommendations

143. We recommend that the Minister, as Chair of the Partnership Group:

Consider the strategic leadership arrangements for Whānau Ora; that is, he should:

- i. Note that the iwi partner has expressed concern that the Partnership Group is currently inactive;
- ii. Raise with the Partnership Group the concerns that have been expressed about a lack of Pasifika participation in the strategic leadership of Whānau Ora; and
- iii. Invite the Partnership Group to decide whether to make any changes to its arrangements.


144. We recommend that the Minister:

- iv. Consider establishing a reference group to provide independent advice to him on Whānau Ora.

145. We recommend that the Minister and Te Puni Kōkiri:

Actively promote Whānau Ora and a whānau-centred approach across government; that is, they should:

- i. Use learnings and information from Whānau Ora to better inform other agencies’:

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- Strategic leadership and thinking on whānau-centred approaches and service delivery;
 - Policy design and development; and
 - Investment decisions; and,
- ii. Distribute data and information collected from Commissioning Agencies by Te Puni Kōkiri to other agencies on a regular basis.

146. We recommend that Commissioning Agencies:

Examine and strengthen processes for greater transparency to whānau and to partners and providers; that is, they should:

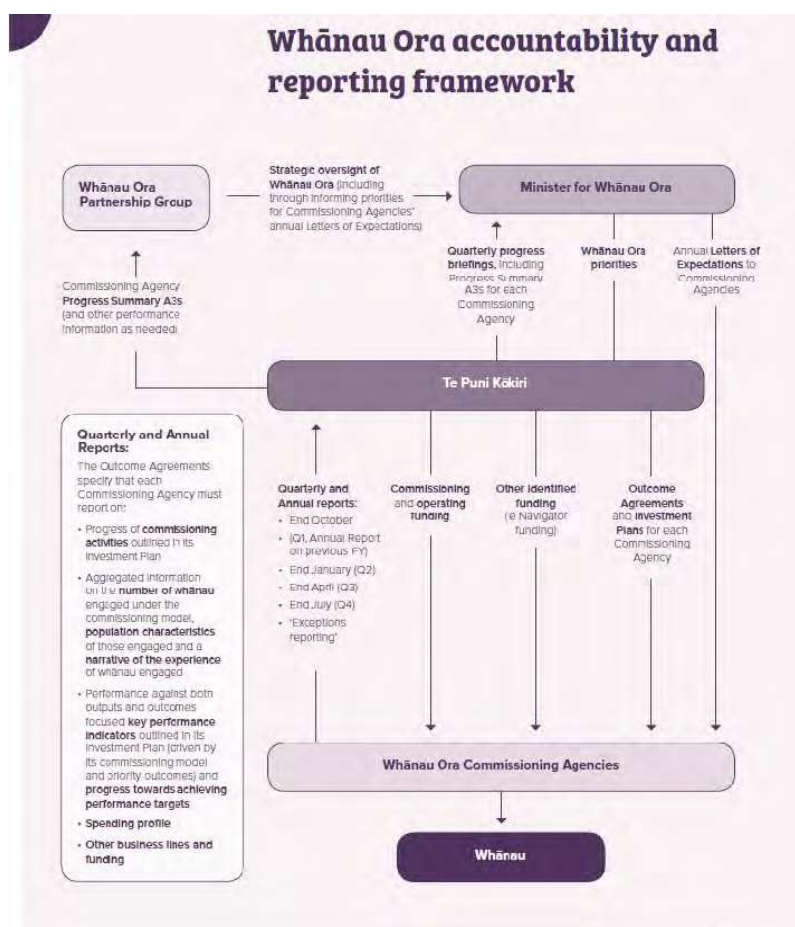
- i. Consider how whānau can play a stronger role in strategic decision-making, including determining commissioning priorities;
- ii. Consider how partners and providers can play a stronger role in strategic decision-making and delivery of commissioning of activities to whānau; and
- iii. Support partners and providers to consider how whānau can have a stronger role in determining commissioning activities at a local or regional level.

Discussion

What was Expected? – Multiple Layers of Accountability

147. There is a significant and formal accountability regime attached to the Whānau Ora commissioning approach. As expected in any such regime involving public funding, that chain of accountability is formalised through all parts of the Whānau Ora system, from the Minister and Te Puni Kōkiri's accountability to Parliament for the appropriations and overall service performance and the contractual arrangements in place between Te Puni Kōkiri and Commissioning Agencies through to the funded activities and support delivered by partners, providers and whānau entities.

Figure Six: Whānau Ora Accountability and Reporting Framework



Source: Building a Future for Whānau, A briefing for the Minister for Whānau Ora, Te Puni Kōkiri, 2017


Estimates of Appropriations

148. The Estimates of Appropriations establish the high-level accountability of Te Puni Kōkiri and the Minister for Whānau Ora to Parliament. In the 2018/19 year, they require Te Puni Kōkiri to monitor the achievement of outcomes detailed in the Annual Investment Plan for each Commissioning Agency, including outcomes achieved through Whānau Ora navigators. The performance measures require Annual Investment Plans from each Commissioning Agency to be received and subsequently approved, and an annual report on the previous year's commissioning activities from each Commissioning Agency to be received. The Minister for Whānau Ora is required to report this performance information in the Vote Māori Development Non-Departmental Appropriations Report.

149. These requirements have not differed significantly since the commissioning approach was introduced in 2014.

Te Puni Kōkiri Strategic Accountability Documents

150. Te Puni Kōkiri is required to prepare certain strategic documents that outline its high-level direction and priorities; two such documents are the



Strategic Intentions document and the Four-Year Plan. As these documents are high level, they do not lay out detailed accountability requirements; in terms of Whānau Ora they tend to reference the overall direction to be taken and emphasis to be applied by the Ministry.

Commissioning Agencies — Letters of Expectations

151. Each year, the Minister for Whānau Ora provides an annual letter of expectations to each of the three Commissioning Agencies, outlining the Minister's and the Government's expectations for Whānau Ora commissioning over the forthcoming financial year. The Minister also receives annual and quarterly reporting from the Commissioning Agencies about what they have achieved for whānau. As should be anticipated, the Minister's expectations have evolved over time as the commissioning approach has become more firmly embedded. The most recent Letters of Expectations have focused on some common and unique requirements for each Commissioning Agency:

- i. Participating in this review;
- ii. Advancing Whānau Ora, with particular reference to taking opportunities to publicise the positive impacts of Whānau Ora and continuous improvement to the quality of services and support provided to whānau;
- iii. Evidencing whānau transformation;
- iv. Increasing collaboration with other government departments and agencies;
- v. Demonstrating contributions to improved standards of living;
- vi. Continuing to improve outcome setting and results collation;
- vii. Continuing to provide understanding of the needs of Pasifika families to inform government as it drives greater collaboration between government agencies; and
- viii. A need to lift partners' capabilities and performance and secure the delivery of Whānau Ora outcomes.

Commissioning Agency Outcome Agreements


152. Each Commissioning Agency entered into an Outcome Agreement in 2014, which was subsequently varied and extended to cover the period 1 July 2017 to 30 June 2020. The varied Outcome Agreement requires the development of an Annual Investment Plan by each Commissioning Agency (an outline of the required content of this is provided below), and describes the performance measures to be met by the Commissioning Agency, the monitoring of the Commissioning Agency that will be undertaken by Te Puni Kōkiri (including review of and reporting against

the Investment Plan, conflicts-of-interest review and management meetings) and the reporting requirements of the Commissioning Agency (Quarterly Progress Reports and an Annual Report, as described below).

153. The Quarterly and Annual Reports require each Commissioning Agency to furnish a significant amount of information to Te Puni Kōkiri, as Table Six sets out.

Table Six: Reporting Requirements for Commissioning Agencies

Quarterly Progress Reports	Annual Report
<ul style="list-style-type: none"> i. Update on activities ii. Forecast of activities for the upcoming quarter iii. Progress against Investment Plan iv. Performance against output-focused and results-focused performance measures v. Narrative on experiences of whānau involved in Whānau Ora, and the impact on their whānau capability vi. Aggregated data on the geographic location and other population characteristics of those to whom services were provided vii. Expected delays against the Investment Plan and mitigations viii. Estimated operating costs for the period, including cost escalation and underspend information, provided on a cumulative basis ix. Total operating costs and commissioning funding the agency expects to incur for the year x. Confirmation that operating policies meet a set of mandatory requirements set out in the Outcome Agreement, including identifying any issues or concerns and complaints, and how these matters are being addressed, and an update on any such issues raised in earlier reports xi. Material changes proposed or made during the reporting period to management, governance, resourcing or organisational capacity, and a rationale for the change xii. Description of any risks, issue or changes arising from the periodic review and testing of the Business Continuity Plan 	<ul style="list-style-type: none"> i. Summary of activities for the financial year ii. Progress and evidential link between commissioned activities and the Whānau Ora Outcomes Framework iii. Performance against output-focused and results-focused performance measures iv. Narrative on experiences of whānau involved in Whānau Ora, and the impact on their whānau capability v. Aggregated data on the geographic location and other population characteristics of those to whom services were provided vi. Summary financial statements vii. Breakdown of spent operating costs, by activity type and amount



154. In addition to these reporting requirements, Commissioning Agencies are required to undergo an annual financial audit, and the Outcome Agreement imposes a wide range of other business and statutory requirements on them.

155. The Outcome Agreements include a partial payment by results component, in the form of an incentive payment. It rewards Commissioning Agencies for achievement of Whānau Ora outcomes in stretch or priority areas agreed with Te Puni Kōkiri. The incentive payment is included in each Commissioning Agency's total funding envelope, and is set as a proportion of the Commissioning Agency's total commissioning funding. The incentive payment mechanisms are agreed annually, and reflected in Annual Investment Plans. One of the impacts of such a mechanism is the enhancement of Commissioning Agency data collection and reporting.


Other Requirements of Commissioning Agencies

156. Given that the needs and aspirations of whānau sit at the centre of the Whānau Ora model, it is reasonable to expect that Commissioning Agencies and associated organisations will be accountable to the whānau they serve, in respect of the outcomes that they support whānau to achieve. It is also reasonable to expect that accountability relationships with whānau start with whānau determining the outcomes framework that the Commissioning Agencies will work to, right through to receiving reporting on outcomes achieved, and the interventions utilised to achieve those outcomes.

Our Findings

The Formal Accountability System

157. From our observations, the formal accountability system described above operates as intended. Te Puni Kōkiri as the monitoring agency is ultimately responsible for ensuring that it does so, and concurs that the system is operating as intended. Our considerations have turned more to the nuances in the accountability system, and the layers of accountability that are unstated in the formal system.


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158. Overall, Commissioning Agencies consider that there is a high level of accountability for Whānau Ora, as accountability expectations extend beyond the formal arrangements through to ‘street-level’ accountability to whānau. During the formative evaluation of the commissioning model in 2016, Commissioning Agencies expressed the view that they believed the current reporting expectations did not align with a commissioning model. Commissioning Agencies described the reporting requirements as prescriptive and restrictive and not aligned with their view of commissioning, which they intended to be responsive and innovative²⁸.
159. Partners echoed this view, reflecting that community representation in the governance and operations of Whānau Ora ensured accountability to whānau. They considered that the ‘upward’ accountability arrangements were highly prescribed, but acknowledged a necessity to meet parliamentary requirements.
160. There was, however, an alternative school of thought about the overall accountability of Commissioning Agencies to whānau and the communities they serve. There was some criticism that Commissioning Agencies were disconnected from local communities, and that the commissioning approach would be better implemented on a more regional basis.

“... the Commissioning Agency has failed to adequately contribute to hapu and whānau development in the ... community and has instead facilitated provider capture of contracts, which have become just another funding stream rather than a structured investment in community transformation. For ... I believe that a regional approach focussed on ... would work better than the current North–South Island approach, as it would place the commissioning activity directly in the communities they are serving.”

[Submitter, individual involved in Whānau Ora]

161. Alongside this, questions were raised about a lack of visibility of Whānau Ora in communities, and it was noted that many in need may not know about it, or about how to access support.

²⁸ Formative Evaluation of the Whānau Ora Commissioning Agency Model, Te Puni Kōkiri, 2016.

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162. In the Commissioning Agencies' view, the pertinent issue was that government agencies have not been held to account for their roles in supporting whānau. Commissioning Agencies had real concerns about the lack of engagement across government agencies with Whānau Ora.


Strategic Leadership Arrangements

163. When the Whānau Ora commissioning approach was initially agreed by Cabinet¹ it included establishing a Whānau Ora Partnership Group comprising stakeholder Ministers, Iwi Leaders Group representatives and expert advisors on Whānau Ora. The role of the Partnership Group is to provide strategic leadership to Whānau Ora, setting its direction and priorities as well as monitoring its progress and success. The Partnership Group also supports efforts to support Whānau Ora across other key government agencies and identify opportunities for the Crown and iwi to support shared development, aims and aspirations². The Partnership Group was noted as exemplifying “a *Te Tiriti o Waitangi*-based relationship”, underpinned by values that would enable a partnership between iwi and the Crown of good faith, trust and confidence³.
164. One of the complexities of Whānau Ora that the Partnership Group addresses is that it is the only mechanism by which North Island iwi can engage in the leadership of Whānau Ora. The Commissioning Agency for the North Island does not have an iwi platform as its basis, unlike the Commissioning Agency for the South Island, which was formed by, and is owned by, nine South Island iwi. The Terms of Reference of the Partnership Group recognise that iwi have a particular interest in the wellbeing and prosperity of their whānau, hapū and communities, and thus the Partnership Group is the mechanism through which iwi can assert and nurture this interest through Whānau Ora.
165. At the time that this review commenced, the Partnership Group included six iwi chair representatives, and the Ministers for Whānau Ora (Chair), Finance, Education, Health, Social Development and Economic Development. It has not met in this term of government. We were advised

¹ SOC Min (13) 14/3, rec 17, confirmed by Cabinet Office 8 July 2013.

² Building a Future for Whānau: A Briefing for the Minister for Whānau Ora, Te Puni Kōkiri, 2017.

³ Whānau Ora Partnership Group Terms of Reference, 8 September 2014.




that its meetings have been deferred pending the outcome of this review. This is an important issue for iwi leaders. When we met with representatives of the Iwi Leaders Group, they questioned whether the original intentions underpinning the Partnership Group would be honoured, and the basis of the future arrangements for the strategic leadership of Whānau Ora.

166. There were also questions raised about the absence of Pasifika representation on the Partnership Group, and the implied assumption that Pasifika issues could be adequately considered by the group's current membership. It was noted that, as the Partnership Group was principally a Treaty-based arrangement between the Crown and iwi, it was neither appropriate nor possible for the Partnership Group to provide strategic leadership in respect of matters for Pasifika communities. An alternative option was proposed of establishing a parallel Pasifika forum to enable engagement between Government Ministers and Pasifika communities.
167. In a similar vein to the issues raised regarding a forum for Pasifika views, other submissions queried the absence of avenues for other stakeholder groups to have input to the strategic leadership of Whānau Ora.
168. While we acknowledge these calls for particular voices in the leadership arrangements for Whānau Ora, we do not make recommendations about changing the composition of the Partnership Group. To our minds, this is a Crown–iwi relationship instrument, and only the parties to it should consider its scope and composition.
169. We do, however, consider that there is merit in establishing a reference group that reflects the interests of whānau. This would provide a mechanism for a wider 'user' voice to be heard. We do not envisage this as being in parallel with, or replacing any of the roles of, the Partnership Group, but rather as being a mechanism to advise the Minister for Whānau Ora on matters pertaining to Whānau Ora policy matters and the commissioning approach. Reference groups such as this are not uncommon mechanisms by which Ministers may receive contestable advice.

A Disproportionate Level of Scrutiny

170. The Whānau Ora approach, both during its first phase and during this commissioning approach phase, has been the subject of a number of external reviews, including a report by the Office of the Auditor-General in 2015, a review by the Productivity Commission also in 2015, an independent evaluation in 2016 and now this ministerial review. This level of scrutiny has been a point of tension for Commissioning Agencies, partners, providers and whānau entities. While they accept and embrace being held accountable for the efficacy of their activities and their use of public funds, they believe they are being held to a higher standard of accountability than other contracted providers, or indeed government agencies delivering social services, who they consider have consistently



struggled to demonstrate impact and results in the way they are required to do. They also note that participating in these types of review is resource intensive, redirecting valuable resources away from front-line activities.

“There is no latitude to address Whānau Ora as a pilot, which differs from approaches that are offered to mainstream providers. This creates a continual need to mine data, and prove the efficacy of the Whānau Ora approach. The degree of scrutiny is disproportionate.”

[Commissioning Agency]


“We have had 175 years of this, evidence building. Always under review, always another reform. Have hope. How do we influence the agencies? I don’t want to go through another 45 years teaching Pākehā how to do things. Our whānau context is different; we are very different. How many Pākehā have five kids, 10 kids, extended whānau? We are different; have different values. Accountability for the kaupapa? There is a heck of a lot more in Whānau Ora compared to other contracts we have.”

[Whānau Ora partner]

Whānau Ora Outcomes Framework

171. The 2010 report of the Taskforce on Whānau-Centred Initiatives laid the foundations for the Whānau Ora approach. The Taskforce identified six major whānau goals, each of which depends on capabilities within whānau. These goals have remained relatively constant over time, but have been further refined to become the Whānau Ora Outcomes Framework. The Partnership Group added a seventh outcome area. These desired outcomes are as follows:

- i. Whānau are self-managing and empowered leaders;
- ii. Whānau are leading healthy lifestyles;
- iii. Whānau are participating fully in society;
- iv. Whānau are confidently participating in te ao Māori;
- v. Whānau are economically secure and successfully involved in wealth creation;
- vi. Whānau are cohesive, resilient and nurturing; and
- vii. Whānau are responsible stewards of their living and natural environments.

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172. Commissioning Agencies have the autonomy to shape their outcomes and approaches according to the needs of their communities, provided they are aligned with the Whānau Ora Outcomes Framework and contribute to the achievement of core Whānau Ora outcomes. In shaping outcomes particular to their own communities' circumstances, Commissioning Agencies told us that they undertook extensive consultation with their constituent communities to ensure that their efforts were directed towards whānau aspiration and need. All Commissioning Agencies have developed a sharpened Outcome Framework appropriate to their community circumstances and aligned to the parent Outcomes Framework.
173. The Whānau Ora Annual Summary Report for the year ended 30 June 2017 provides a snapshot of achievement in terms of priority outcomes for each of the Commissioning Agencies. A summary of these achievements is set out in Tables Three to Five in Section Two.
174. At a practical level, Commissioning Agencies' bespoke Outcome Frameworks present two key issues.
175. The first issue is how they are applied within reporting frameworks. Although desired outcomes are tailored to each Commissioning Agency's circumstances, they are then standardised for the Agency's partners. Partners, providers and navigators have told us that outcomes do not always 'fit' with the needs and aspirations of whānau, requiring them to 'retro-fit' whānau goals to the reporting framework. We also observed this, seeing what began as highly flexible outcome specification opportunities for Commissioning Agencies translating into prescribed outcomes that partners, providers and navigators were required to work within.
176. The second issue is that outcome priorities, indicators and measures differ across Commissioning Agencies, which presents challenges for reporting on outcomes at an aggregated level. One of the challenges facing Whānau Ora that has been referred to in external reviews (including the Productivity Commission review and the independent evaluation of the commissioning model) is that its successes need to be better communicated. The existence of different sets of goals invariably leads to different sets of activities and results, and therefore to each Commissioning Agency delivering a different Whānau Ora story.
177. The issue of how outcomes that whānau achieve are attributed to Commissioning Agency efforts was also raised with us. One lead partner reflected that it would be useful to be able to evidence the Whānau Ora contribution to the achievement of other agencies' targets. One Commissioning Agency has employed an outcomes specialist to do so. She acknowledges issues with attribution, but considers that the more important concept is the contribution of Whānau Ora to whānau wellbeing; results should be attributed to whānau efforts rather than to funders. Others felt that central government agencies were claiming the results of their efforts.



Measurement Effort

178. It is our view that a significant level of effort on the part of Te Puni Kōkiri, Commissioning Agencies, partners and providers has gone into measuring the activities and results of Whānau Ora.
179. One Commissioning Agency described to us its emerging framework to measure social value. It noted that, while it was attempting to understand the value ascribed to every dollar it spent, government did not exercise the same disciplines. Its initial view estimated the social return on investment to be \$2 for every \$1 spent, which it conservatively discounted by 40%. It has since further developed this view to focus on measuring the value of the processes that underpin its work. Partners had a simpler, yet arguably equally valid view: that Whānau Ora should be funded on the basis of what it saves the taxpayer, rather than what it costs. We understand that this type of financial modelling has been undertaken by government: for example, the Cabinet paper establishing Manaaki Tairāwhiti (a place-based initiative that umbrellas governance of a range of social sector initiatives, including Whānau Ora in the Gisborne region) referred to the potential savings in care and protection, youth justice, the benefit system and corrections from investing in its social investment proposal²⁹.


Commissioning Agency and Te Puni Kōkiri Evaluations

180. We have been impressed by the level of evaluation activity that has been undertaken to inform Te Puni Kōkiri's and Commissioning Agencies' views on the efficacy of the commissioning model.
181. A formative evaluation of the Whānau Ora commissioning model in 2016 showed that the model is developing well, with evidence of good strategic planning and service specifications and strong networks and stakeholder management. Qualitative evidence (including case studies) and anecdotal evidence showed that Whānau Ora was making a real difference to the lives of whānau. Quarterly and annual reporting produced by Commissioning Agencies showed promising results but was still maturing, and reflected the different approaches and reporting systems used by the three agencies.
182. Commissioning Agencies are undertaking evaluations of their own activities and results, in order to inform their own future priority setting and planning. It will be important for Commissioning Agencies to ensure that this information is made publicly available: this was a specific issue raised during the course of our consultation.

Verification Audits

183. Part of the accountability process involves Te Puni Kōkiri undertaking verification audits to confirm, at the individual whānau level, the results-

²⁹ See <http://www.mt.org.nz/assets/Documents/Cabinet-Paper-OIA.pdf>



based measures against which Commissioning Agencies have reported performance. This involves an on-site verification by Te Puni Kōkiri to corroborate reported information, including: reviewing whānau documentation (including sighting evidence such as whānau CVs, health records and bank statements); reviewing monitoring tools to track the reporting of information about whānau progress towards their goals; and reviewing financial information and monitoring reports.

184. Partners have expressed concerns about this process. Most importantly, they have raised issues of trust and confidence. One lead partner told us that they had been subject to 70 unique whānau verification audits, and questioned whether there was truly a random selection for audit.

Partner and Provider Reporting and Accountability Mechanisms

185. Each Commissioning Agency has invested in its own tool to capture whānau-level information, support whānau planning and the determination of whānau goals and report on results arising from a Whānau Ora intervention.
186. These tools generated the most comment from partners, providers and navigators during the course of our engagement. They were almost unanimous in their criticism of them. Those criticisms ranged from the tools being a poor mechanism to capture whānau goals (requiring whānau to retro-fit those goals to predetermined outcomes) and not fully capturing the extent of effort applied (particularly by navigators) through to being excessively time intensive to comply with (some partners told us that up to 70% of navigator time was spent managing the reporting tool). Commissioning Agencies have sought to address these concerns through training and the provision of data-analyst support at the local level.
187. Concerns were also expressed about the mandatory nature of the Commissioning Agencies' reporting tools, and that, in the case of one Commissioning Agency, partners were required to purchase the tool.
188. Public submissions also commented on this issue.

"I do not think that the system is cost effective or helping to contribute to effective community outcomes. Moreover the fact that ... is owned by ... and made compulsory by ... does seem to be self-serving nepotism."

[Submitter, individual involved in Whānau Ora]

So did partners:

"... is just a money generator for ... and it isn't meeting all that it promised to deliver."

[Whānau Ora partner]

“... we provide 32 reports ... each quarter, so that's 128 reports per annum.”

[Whānau Ora partner]

189. There was a small pocket of opinion that the assessment and reporting tools were of value to partners, as they created discipline in their own expectations of themselves and their own performance, and offered potential to inform partners' practice and future decision-making.

“We're now better equipped to deal with reporting requirements and we have a database system that allows us to collect data and evidence the outcomes. This is ironic when government departments can't evidence their outcomes for whānau.”

[Whānau Ora partner]

190. Clearly there is an opportunity for greater collaboration among Commissioning Agencies and Te Puni Kōkiri in the development of these types of administrative and accountability tools, and improving the 'user-friendliness' of them.


191. *Data sovereignty*: During the course of day-to-day operations, Whānau Ora partners, providers and navigators are privy to, and capture, a lot of data and information about whānau. While we accept that this data and information informs reporting, we were not satisfied about issues relating to data sovereignty. In all cases, when we asked partners, providers and navigators the question as to who owned the data about whānau, they either did not know or presumed that whānau did, and that partners, providers and navigators were the custodians of it. This lack of clarity about data ownership, most particularly when the data is about vulnerable whānau, is a concern. In our view there must be clarity about data ownership, and protocols governing its use.

Transparency – What was Expected?

192. For the purposes of our review, we have considered a range of different dimensions of transparency. We took into account how transparency is determined in a public-sector context, as described by the Office of the Auditor-General. We looked at the transparency of decision-making at key decision points for Commissioning Agencies. We also considered transparency from a tikanga perspective.

193. In its publication Whānau Ora: The First Four Years, the Auditor-General states:

“effective public debate requires transparency, which strengthens public sector accountability and promotes fairer and more effective and efficient governance. In the context of



this report, transparency refers to a public entity's openness about its activities – the extent to which it provides information about what it is doing, where and how this takes place, and how it is performing”.

194. The Auditor-General goes on to say:

“transparency includes responding to requests for information. It is about providing people with the information they need to engage in the decisions that affect them. In that way, transparency is an ongoing dialogue between a public entity and its stakeholders about the provision of information. In New Zealand, individuals have powerful rights to transparency. These rights are enshrined in the Official Information Act 1982”.

195. We considered a range of decision-making points for Commissioning Agencies. These included how Whānau Ora providers and partners were selected, allocation of funding to provider collectives, and decisions about funding that flows directly into whānau.


196. In addition to considering the general expectations of accountability and transparency in terms of public-sector best practice, we also considered the expectations implicit within the tikanga foundation that underpins the Whānau Ora model. We note this here to highlight that cultural expectations of accountability and transparency are equally important as, if not more important than, those determined by the public sector. The notion of accountability and transparency through a Māori lens is regulated by tikanga Māori and principles that are rooted in cultural expectations and norms. Tikanga informs the code of conduct to make decisions and administer information responsibly, and to operate in a manner ‘kia tika, kia pono, kia ngākau māhaki’ – to operate with integrity, honesty and fairness. Tikanga illustrates the expectation that access to decision-making, decision-makers and information and thorough engagement is provided for kanohi-ki-te-kanohi, wānanga, whaikōrero and pao. Tikanga also demands that these principles are demonstrated through actions and relationships.

Transparency in Decision-making

197. We heard mixed views as to the transparency of Commissioning Agencies' decision-making at all layers of the implementation of Whānau Ora.

198. Whānau Ora priorities and desired outcomes are set through a process of consultation with constituent communities, are reviewed regularly and must align with the parent Whānau Ora Outcomes Framework.

199. Commissioning Agencies have clear and transparent processes for selecting partners, which have included open tender and due diligence



processes. Due diligence has been focused on service, financial and cultural capability.

200. Partners are required to conform to a detailed and highly prescribed reporting regime.

201. There is an element of Whānau Ora delivered at the local level that provides direct funding support to whānau in need. We have consistently advised that decision-making concerning approval of this direct funding support is removed from the navigators who are directly engaging with the whānau. We are also satisfied that partners, and their navigators, are alert to the potential for the system to be ‘gamed’, and that they are actively protecting against this.

202. Public submissions raised some concerns regarding lack of transparency.

“There is a lack of predictability and consistency within and across Commissioning Agencies in terms of consideration of proposals, which compromises not only accessibility but also accountability. This can be remedied by prescribing standardised decision-making criteria and requiring Commissioning Agencies to publicly disclose the reasons for their decisions on this basis.”

[Submitter, entity, partner, provider and other organisations]


“There should be a provision for challenging decisions made, and complaining about Commissioning Agencies. Such a mechanism should be visible, accessible and credible and should function in practice as an independent and objective check on Commissioning Agency authority. The operational autonomy of the Commissioning Agencies is only an advantage to Whānau Ora if this is regulated and validated by a robust monitoring mechanism.”

[Submitter, entity, partner, provider and other organisations]

“If you don’t subscribe to what the leader wants, they make it quite clear you will not receive funding. It’s often hard to distinguish between what is a personal slush fund handed out to ‘favourites’ [and] programmes that should be funded on merit.”

[Submitter, entity, partner, provider and other organisations]

203. We understand why providers and whānau might question the transparency of Commissioning Agency decision-making. While the accountability processes from the Commissioning Agency up to the funders are extremely rigorous, there are fewer processes in place to enable providers, whānau and other stakeholders to clearly see and understand rationales.



204. One further question of transparency that arose during the course of this review was a policy and communications question. As we understand it, Whānau Ora is available to all New Zealanders. Two of the Commissioning Agencies were established with a geographic focus, and one with a specific focus on the Pasifika population across New Zealand. The culturally based foundation of the approach has created the perception that Whānau Ora is exclusively for Māori. This is not the case. Both of these agencies, through their partners, engage with, and provide support to, non-Māori whānau. But the fact that Whānau Ora is accessible on the basis of need and aspiration, rather than ethnicity, is not widely understood by the public, or indeed by partners.



Section Four: Wider Applicability

The Applicability of a Whānau-centred Approach as a useful example for Improving Outcomes for Whānau across the Government with an Emphasis on the Social Sector




The Whānau Ora funded initiative, Te Puna Oranga, offers a range of services in Christchurch including a pick up and drop off service to and from school, in-house counselling, Drivers' Licence training and acquisition Whānau Ora navigation. Te Puna Oranga partners with Te Pūtahitanga o Te Waipounamu.



Introduction

205. The Terms of Reference required us to scope the applicability of a whānau-centred approach as a useful exemplar for improving outcomes for whānau across government, with an emphasis on the social sector. We note that our final conclusions on this question align with those of similar reviews, including the recent report by Deloitte, State of the State, published in June of this year.
206. We considered this question as the last part of our review. We believe that before considering the ongoing applicability of Whānau Ora, we must first form a view on its ability to effect sustainable change, and the extent to which it is transparent and accountable. If we had found material shortcomings on these matters, it would not seem sensible to be considering ongoing or wider applicability. As noted in preceding chapters, we found, albeit with some room for improvement:
- i. That the Whānau Ora commissioning approach results in positive change for whānau;
 - ii. That it creates the conditions for that change to be sustainable;
 - iii. That it operates within, and meets the requirements of, a structured accountability system; and
 - iv. That it operates in a transparent manner.
207. We have therefore turned our minds to consider this final question. We note that we only considered Whānau Ora during the course of this review. We acknowledge that the Whānau Ora model is not the only way in which a whānau-centred approach can be progressed. While most agencies are receptive to being whānau-centred, and indeed some believe that their approaches *are* whānau-centred, we found that in the main they tend to be more client-centred, with a focus on their own service offerings. For the purposes of our consideration, we have interpreted 'whānau-centred' as describing a model in which policy, service delivery, and/or performance measurement considers the client within the context of their whānau, and the wider needs of the whānau form part of the policy or service response.
208. While we were asked to consider the question of whether a whānau-centred approach is a useful *exemplar*, we have erred on the side of caution, favouring the term *example*. 'Exemplar' could be interpreted as meaning 'the best approach'. As we have not assessed alternative approaches to social service delivery, we do not believe that we can



consider whether Whānau Ora is an exemplar. On balance, we believe that Whānau Ora, and broader whānau-centred approaches, have the features of effective social service delivery, and that there is significant scope for their wider application in the social sector.

209. As our consideration of this question was informed by our findings during the earlier stage of this review, this section contains some repetition of material from preceding chapters. We have elected to include this so that this part of our report can stand alone.

Summary of Findings, Conclusions and Recommendations

Summary of Findings and Conclusions

210. As preceding sections noted, we consider that the Whānau Ora commissioning approach, albeit with some room for improvements:


- i. Results in positive change for whānau;
- ii. Creates the conditions for that change to be sustainable;
- iii. Operates within, and meets the requirements of, a structured accountability system; and
- iv. Operates in a transparent manner.


211. We therefore consider that there is merit in considering the applicability of whānau-centred approaches for improving outcomes across government.

212. We reviewed a number of recent domestic reports, and an international project, that sought to identify factors critical to achieving good social investment. Features of the Whānau Ora commissioning approach align closely with success factors identified in these reports. The most recent of these, State of the State by Deloitte, published in June of this year, included consideration of an international model that has been extensively trialled in Denmark. It concluded:

“The evidence of success in the Danish family-by-family approach is compelling and suggests that enhancing our Whānau Ora models is a feasible and desirable path forward ... It leverages the strengths that lie in communities and families, and thus builds resilience, which reduces the likelihood of a return to dysfunction and builds social and human capital.”

213. We also reviewed literature to identify the characteristics of a whānau-centred approach. This included Superu’s report What Works: Integrated Social Services for Vulnerable People. Superu drew on the work of the Taskforce on Whānau-Centred Initiatives, which remains the authoritative study on this matter, and has guided the evolution of Whānau Ora since its original establishment.

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214. Te Puni Kōkiri is undertaking work to build on this, developing a whānau-centred policy framework. We support this work, noting that building government agencies' understanding of whānau-centred approaches in terms of policy development, service provision and performance measurement will be critical if whānau-centred approaches are to be applied more widely across government.
215. The Cabinet paper establishing the Whānau Ora commissioning approach envisaged wider government support and complementary effort being applied to Whānau Ora. This was most particularly so with broad-based ministerial participation in the Partnership Group, and similarly that of Chief Executives in the Advisory Group.
216. We do not believe that the level of central government engagement in Whānau Ora that was envisaged has been achieved. Within our review, all parts of the Whānau Ora ecosystem, including government agencies, Commissioning Agencies, partners, providers, navigators and whānau themselves, expressed views that central government engagement with Whānau Ora was crucial to achieving better outcomes, but they also expressed disappointment with the level of central government engagement in and uptake of Whānau Ora. We especially noted hesitancy from some Agencies' national office representatives, and a willingness but uncertainty about how to gain traction within their organisation with others. However, at the local level, we did observe some instances of very high levels of engagement, co-operation and success between locally based agencies and Whānau Ora partners and providers.
217. We considered the opportunities for whānau-centred approaches to be applied more widely across government, especially within the social sector. These considerations principally focused on opportunities to embed whānau-centred approaches through levers currently available in the machinery of government. Foremost among these is the work that Te Puni Kōkiri and Treasury are undertaking on the Living Standards Framework. While this is still in its formative stages, we are encouraged to see that Treasury is working with Te Puni Kōkiri on the whānau dimensions of the framework, and we understand that the two agencies are nearing completion of a discussion document on this matter. The Living Standards Framework has the potential to become a tool that shapes and influences budgets, baseline reviews and government statistics, and is a significant opportunity to apply a whānau-centred approach.
218. We also consider that there is an opportunity to embed requirements for the social sector to implement whānau-centred approaches through strategies and legislation that are currently being developed to support the wellbeing of New Zealanders.
219. We note work that Te Puni Kōkiri is currently undertaking to develop a whānau-centred policy framework. Again, we applaud this work, and encourage Te Puni Kōkiri to ensure its completion, to disseminate it widely, and to provide support to other government agencies to apply it.

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220. We believe that whānau-centred approaches are relevant to all New Zealand families, and that there is scope to better embed them in the wider NGO sector that is contracted to deliver social services on behalf of government.
221. We note that limited whānau-level data is currently available in New Zealand, and are concerned that Treasury indicated there were limitations in the application of Te Kupenga, the Māori Social Survey. We consider that there is an opportunity to improve the collection of whānau-level data, so that government can undertake its whānau and families policy programme on a stronger evidential footing.

Recommendations

222. We recommend that the Minister:

Seek to embed whānau-centred approaches through levers available in the machinery of government; that is, he should:

- i. Commission a programme of work to embed whānau-centred approaches through levers currently available in the machinery of government, including by:
 - Influencing the Living Standards Framework, including through Treasury's Budget instructions and guidance for the 2019 Wellbeing Budget;
 - Embedding requirements for the social sector to apply whānau-centred approaches through strategies and legislation that are currently being developed to support the wellbeing of New Zealanders;
 - Completing a whānau-centred policy framework for use across government;
 - Embedding whānau-centred approaches within the wider NGO sector; and
 - Improving the quality and availability of data about whānau.

223. We recommend that Te Puni Kōkiri:

- i. Work with other government agencies to capitalise on the opportunities and address the perceived barriers it considers to be evident in the Whānau Ora system.

How do we Achieve Good Social Investment?

224. We undertook a review of recent domestic reports to identify the high-level critical components of a successful social investment initiative. The most

recent independent and relevant reports are Deloitte's State of the State³⁰, the Productivity Commission's report More Effective Social Services³¹ and Deloitte's The Challenges to Successful Social Investment³². We also reviewed the Harvard Project on American Indian Economic Development³³, and found strong parallels with Whānau Ora.

Deloitte: State of the State

225. We found Deloitte's State of the State article 'Building New Zealand's Social Capital: A Family-by Family-Approach' most compelling and relevant, and it reinforced a number of our findings. Not only does it consider social service delivery reform in New Zealand, it also considers an international example that has been extensively trialled in Denmark. We have reproduced the most relevant parts of this article below.

226. We considered Deloitte's review approach itself particularly whānau-centred, in that its starting point was the characteristics of families, and how to build strength and resilience, rather than a method to reform the system.

"Many reviews of social services systems start by looking at how the system should be restructured to meet the needs of families in crisis. Instead, we have looked at the characteristics of families whose needs are being met by the current system and focus on how families in crisis can be better supported to attain those characteristics."

227. The review differentiates between families that are secure and able to navigate public and social services and those who are not, and cannot.

"The majority of New Zealand families are able to provide safe and stable homes and achieve financial progress here. These families are able to successfully navigate public and social services to ensure they receive healthcare, education and superannuation, and their needs are largely able to be met by the existing system."

However, for a cohort of families who experience ongoing disadvantage, the current system is not meeting their needs. In many cases these families have been experiencing poor life outcomes for generations, with colonialism, displacement and systemic bias having a compounding role."

228. The article reinforces our findings about agencies typically being client-centred, focused on their own service offerings.


"The current system is typified by agencies operating largely independently to provide services to individuals who meet their

³⁰ See in particular 'Article 4: Building New Zealand's Social Capital: A Family-by-Family Approach'.

³¹ More Effective Social Services, Productivity Commission, 2015.

³² Downloaded from <https://www2.deloitte.com/content/dam/Deloitte/nz/Documents/public-sector/Challenges-to-adopt-social-invnz.pdf>

³³ See <https://hpaied.org/>



eligibility criteria. It is unable to respond effectively to families with complex and cross-cutting needs.

In our current social services system numerous government and non-governmental agencies offer services that are more like 'products' – relatively standardised in their accessibility and specification, with little emphasis on tailoring to the individual or delivering a client experience. The client's needs are understood mainly in relation to the scope of the product rather than what they need more holistically as a person.

Each agency focuses on delivering their products without much reference to the interplay between them. The products themselves are largely 'one size fits all' with some tailoring around the margins for larger customer segments."

229. The article goes on to discuss the impact of this service delivery approach on families in crisis, which, as we noted earlier, is the circumstance in which many whānau present to Whānau Ora partners and providers.

"It is left to individuals and families to navigate between the different agencies to access products to meet their needs and to resolve any service gaps or issues.

Families that are secure have the capacity and capability to analyse and organise their needs to align with the system. However, for families that are in crisis or at risk, the inability of the system to meet their needs in one domain can spill over into their ability to make use of the products and services from other parts of the system. For example, a lack of clean, dry, safe housing impacts children's ability to learn, the parents' ability to maintain employment and the family's need for healthcare.

To effectively meet their needs within the existing social services construct, a family needs to be able to:

- **Navigate the system effectively to meet their needs** – they are able to organise their needs to align with the system
- **Resolve any service gaps** – they have some discretionary purchasing power to backfill for the products and services they cannot obtain
- **Articulate their needs in the way that agencies look for** – they use their interpersonal skills to advocate for access to products and services when required.

The majority of families that are in crisis, or at risk, are unable to do at least one if not all of these things."

230. The article then comments on the need to improve our social service delivery approaches, and identifies three New Zealand models that show various levels of systemic reform. One of these is navigator models; another is commissioning models.

“There is an immediate and pressing need to improve current social service delivery to better meet the needs of families in crisis.

This requires a focus on two key objectives:

- 1. To create a system of greater resilience that enables more families to remain secure despite shocks; and*
- 2. To create the supports that move families who are currently struggling into a position of security.*

The further from a position of security that a family finds itself, the greater support is required to stabilise and move to a position of security. Less support is required to keep a family that is already secure in that space.

...

New Zealand and other countries have tried a range of approaches to better integrate services to better meet the needs of families in crisis. These approaches typically fall into three categories:


Integrated social services ... [one-stop-shop social services]

Navigator models create storefront integration for services while allowing service delivery to remain disaggregated. Navigator models do not seek to change the fundamental service delivery system, but rather create a new interface for families that enable them to access the right services and supports in a manner more aligned to their needs.

Navigator models in New Zealand and elsewhere are often limited by a lack of budget and clarity on objectives, and because navigators lack decision rights within the service delivery organisations. Whānau Ora is a good example of this, where navigators work closely with families and whānau to assess their specific needs and aspirations, and then connect them with the right services – but still have to work within the constraints created by mainstream government agencies.

Commissioning models create a budget pool or purchasing capability at a community, geography or cohort level. Commissioning models use budgets to remove barriers to service access for families in crisis. These models have shown some success in other jurisdictions.”

231. The article then weighs up a Danish model of service delivery, which it notes had been widely trialled. That model centres on individual cross-disciplinary plans for Denmark’s most vulnerable families, supported by



funding to achieve the interventions described in a central plan. Again, this model reinforces the Whānau Ora commissioning approach, with families being at the centre, considering the comprehensive set of needs of the family, focusing on moving a family to be secure (which is akin to being self-managing and able to navigate their own solutions and access to public and social services), a navigator component and flexible funding (including funding to spend outside of existing social service offerings, and directly funding families).

“This model supports families in crisis to attain the characteristics that enable more secure and resilient families to navigate the current system effectively. These include:


- A single powerful navigator for the family*
- The budget authority to spend outside the traditional service catalogue*
- Support from influential advocates who can exercise their ‘privilege’ on behalf of the family.*

It addresses the gaps seen in current models of social delivery, notably:

- Assessing a family’s circumstances against all domains of wellbeing, with a focus on moving the family to a position of security*
- Agreeing on a shared set of goals and aspirations between the family and all relevant agencies, and on how progress will be measured*
- Stopping, starting or re-sequencing programmes or interventions for the family based on a shared set of goals and aspirations*
- Providing purchasing power on behalf of the family to fill service gaps*

The evidence of success in the Danish family-by-family approach is compelling and suggests that enhancing our Whānau Ora models is a feasible and desirable path forward. It can be delivered within the existing envelope of social services budgets by spending money in a more client-led way. It delivers the benefits of social service integration for families in crisis, without requiring significant structural changes to the existing social service system. It leverages the strengths that lie in communities and families, and thus builds resilience, which reduces the likelihood of a return to dysfunction and builds social and human capital.” [Emphasis added]

232. This article was brought to our attention by our Secretariat, but was not mentioned by any other government agencies, Commissioning Agencies,



Whānau Ora partners or providers, despite having been published in June of this year. We are disappointed by this. It is the most recent relevant report, and one in which the features of Whānau Ora are lined up with a successful international model. We note that our findings and conclusions are aligned with this report. We can only presume that the report has not been widely accessed by those who have been a party to our review.

233. The following paragraphs briefly comment on the other reports we assessed to understand the characteristics of good social investment.

Productivity Commission: More Effective Social Services

234. The Productivity Commission's report *More Effective Social Services*, released in 2015, drew a number of conclusions and made a number of recommendations geared towards addressing the needs of the most disadvantaged New Zealanders, especially Māori. Those conclusions and recommendations included the following:

i. *"To address the needs of the most disadvantaged New Zealanders, the Government should devolve authority over adequate resources to providers close to clients. To be effective, this devolution would require:*

- *an adaptive, client-centred approach to service design;*
- *commissioning agencies to have responsibility for a defined population;*
- *commissioning agencies and providers to have clear accountability for improving client outcomes;*
- *commissioning agencies to have a way of prioritising the use of resources; and*
- *an information system to support decision-making.*

...


ii. *In making decisions about whether and how to devolve the commissioning and delivery of social services for Māori, government should be open to opportunities for Māori to exercise mana whakahaere. ... This should be based on the Treaty of Waitangi principles of partnership, and active protection of Māori interests and of rangatiratanga.*

...

iii. *The Government should let Māori propose arrangements within or outside the Treaty settlement process for devolved commissioning, rather than co-opt Māori groups into a process, or impose a process on them.*

...

iv. *Commissioning organisations should consider a wide range of service models, and carefully select a model that best matches client characteristics, the problem faced and the outcome sought.*

- 
- v. *Commissioning organisations should actively build the required skills, capability and knowledge base and use them to substantially lift the quality of commissioning.*

...

- vi. *Commissioning organisations should always consider client-directed service models, as they empower individuals and can lead to more effective services.*

...

- vii. *Organisations commissioning social services should look for opportunities to engage providers to design and try out innovative service designs. This will promote learning about what approaches are most effective in achieving desired outcomes.” [Roman numerals added]*

235. The government response³⁴ to the Productivity Commission’s report included a number of direct references to, or of direct relevance to, Whānau Ora. These included:

- i. In response to point i. above:

“Te Puni Kōkiri (TPK) commissions Whānau Ora outcomes from non-government commissioning agencies. This devolves funding and funding decisions closer to the community. The three commissioning agencies take an adaptive, client-and Whānau-centred approach to match the needs and aspirations of whānau, and their children, with initiatives and services that will most effectively and efficiently meet these outcomes. Through ongoing and periodic evaluation, TPK will work with the Ministries of Social Development, Health and Education to ensure lessons from this approach positively shape and inform future and more effective investment in social outcomes, particularly for Māori.”

- ii. In response to points ii. and iii. above:

“The Whānau Ora Partnership Group, whose membership consists of six Ministers and six Iwi Chairs, provides strategic leadership of Whānau Ora by setting priorities and monitoring progress towards the achievement of Whānau Ora Outcomes with contributions from government agencies, Iwi and the Whānau Ora commissioning agencies. Through this the Partnership Group helps demonstrate and ensure investment in Whānau Ora supports efficient and effective social outcomes for whānau.”

³⁴ Downloaded from <https://treasury.govt.nz/sites/default/files/2015-09/rec-response-nzpc-may17.pdf>

iii. In response to point vii. above:

“The Government agrees that many of the most difficult outcomes will require new and different service models and approaches to engaging with clients. This is going to require experience and input from people inside and outside government. The Government needs to strike the right balance between commissioning services that have good evidence of success and enabling innovative approaches to be tested and evidence to build around them.”

236. The government response also included discussion of commissioning approaches more generally, and indicated that government effort is being applied to better use of analytics, research, developing tools, methodologies and templates to support commissioning models, decision-making and activities and building capability and capacity in the market.
237. We trust that this work is being shared with Whānau Ora Commissioning Agencies, so that they may benefit from the efforts of government to improve commissioning more generally. However, our visits with Commissioning Agencies left us with the impression that they were independently developing their own systems and system refinements, undertaking their own research and evaluation, and developing their own professional and capability development tools. The fact that they were acting independently of each other in this regard led us to the view that a greater level of shared effort is warranted.
238. Again, the Productivity Commission’s review entailed similarities with our own review, particularly in terms of point i. above: concluding that providers need to be close to their clients; that there must be clear accountability for outcomes; that there must be effective processes to prioritise the use of resources (our review noted that Commissioning Agencies’ priority-setting processes are close to their constituent communities and whānau); and that there must be good (and reciprocal) information systems to support decision-making. Other similar conclusions and recommendations relate to building skills and capability across all dimensions of the Whānau Ora ecosystem, and a collaborative and learning approach being instigated by (government) organisations commissioning (or responsible for) social services.

Deloitte: The Challenges to Successful Social Investment

239. Deloitte’s earlier report, The Challenges to Successful Social Investment, identified five key factors critical to successful social investment. We consider that most of the five are consistent with our findings. The one area in which there is some divergence is the factor “*having clarity on key measurable outcomes*”. As we have indicated in earlier chapters, the flexibility afforded Whānau Ora has included flexibility for Commissioning Agencies to refine their own outcomes frameworks. While this has contributed to their ability to develop locally appropriate solutions, it has also contributed to poor understandings of the objectives of Whānau Ora, and to challenges with articulating the Whānau Ora story.



240. Deloitte's five factors were:

- i. Having clarity on the key measurable outcomes: having too few or too many outcomes can result in confusion on what to focus on, particularly where there are multiple agencies working towards the achievement of outcomes;
- ii. Good use of evidence, data and population information;
- iii. Clear institutional incentives and accountability mechanisms;
- iv. Financial and delivery flexibility; and
- v. Evaluation and feedback loops.

The Harvard Project on American Indian Economic Development

241. The Harvard Project aims to understand and foster the conditions under which sustained, self-determined social and economic development is achieved among American Indian nations. Its findings included the following:

“Sovereignty Matters. *When Native nations make their own decisions about what development approaches to take, they consistently out-perform external decision makers on matters as diverse as governmental form, natural resource management, economic development, health care, and social service provision.*

Institutions Matter. *For development to take hold, assertions of sovereignty must be backed by capable institutions of governance. Nations do this as they adopt stable decision rules, establish fair and independent mechanisms for dispute resolution, and separate politics from day-to-day business and program management.*

Culture Matters. *Successful economies stand on the shoulders of legitimate, culturally grounded institutions of self-government. Indigenous societies are diverse; each nation must equip itself with a governing structure, economic system, policies, and procedures that fit its own contemporary culture.*

Leadership Matters. *Nation building requires leaders who introduce new knowledge and experiences, challenge assumptions, and propose change. Such leaders, whether elected, community, or spiritual, convince people that things can be different and inspire them to take action.”*

242. We make particular comment on the point “culture matters”; it clearly matters to whānau. Whānau involved in Whānau Ora commented on this in the public submissions process.

"I know that if it (the programme) was delivered outside of my culture it wouldn't be as enjoyable and I wouldn't feel safe to open up about some of the challenges I have in my culture to save money or get out of debt."

[Submitter, whānau involved in Whānau Ora]

"It would be great if we had access to more Pacific Island workers who can relate to our cultural, religious and family situations."

[Submitter, whānau involved in Whānau Ora]

"Supporting the families with their participating in their community: that will help to strengthen their culture."

[Submitter, whānau involved in Whānau Ora]

243. We consider that the Whānau Ora commissioning approach demonstrates many of the features of achieving good social investment identified in the relevant reports. Table Seven below summarises these features, and highlights the extent to which we consider them to be evident in the Whānau Ora commissioning approach.

244. We have not included an assessment against Deloitte's State of the State report. That report, in its concluding comment, speaks for itself.

"The evidence of success in the Danish family-by-family approach is compelling and suggests that enhancing our Whānau Ora models is a feasible and desirable path forward ... It leverages the strengths that lie in communities and families, and thus builds resilience, which reduces the likelihood of a return to dysfunction and builds social and human capital."

Table Seven: Features of Good Social Investment, as Identified by Relevant Reports

Productivity Commission	Deloitte ³⁵	Harvard
Devolved resources	Outcomes clarity	Sovereignty matters
Mana whakahaere	Evidence	Institutions matter
Māori-proposed arrangements	Institutional incentives	Culture matters
Commissioning model to fit local circumstances	Accountability mechanisms	Leadership matters
Commissioning organisations to build skills, capability and knowledge	Evaluation feedback loops	
Client-directed service models		
Provider-designed innovation		

Key:

Feature is demonstrated in Whānau Ora commissioning approach

Feature is partially demonstrated in Whānau Ora commissioning approach

Conditions have been created for feature to be achieved

Feature is not demonstrated in Whānau Ora commissioning approach

³⁵ The Challenges to Successful Social Investment, Deloitte.

245. We commented earlier in this report on outcomes clarity. The Whānau Ora approach enables each Commissioning Agency to develop their own Outcomes Framework aligned to the parent Outcomes Framework. We believe that there is clarity at the local level about what each Commissioning Agency is seeking to achieve, but across the approach as a whole there remains confusion, most especially among government agencies and the wider public.
246. As the table indicates, we consider 'Māori-proposed arrangements' to be only partially demonstrated. The decision to establish a commissioning approach rested with government, as did the process to select Commissioning Agencies. Within those constraints, the arrangements proposed were led by the organisations themselves.
247. Similarly, we consider that 'provider-designed innovation' is only partially demonstrated. While it was apparent in some areas, we also heard of Commissioning Agencies refining provider-developed proposals to better fit with their own requirements and objectives.
248. The Harvard Project found that sovereignty matters. We consider that the Whānau Ora commissioning approach has created the conditions for this to be achieved. The description provided by Harvard included the comment that *"When Native nations make their own decisions about what development approaches to take, they consistently out-perform external decision makers"*. As we did not assess the results of Whānau Ora against the results of other service-delivery approaches, we are not in a position to say whether Whānau Ora out-performs other approaches. However, we believe that Whānau Ora's emphasis on building resilience and capability to be self-managing creates the conditions for positive change to become sustainable.



Panel engagement with Pasifika Futures whānau, Porirua

What are the Characteristics of a Whānau-centred Approach?

Superu: What Works: Integrated Social Services for Vulnerable People

249. Superu's report What Works: Integrated Social Services for Vulnerable People³⁶, published at the end of 2015, found that integrated social services align well to a whānau-centred approach to service delivery, and, drawing off the report of the Taskforce on Whānau Centred Initiatives³⁷, identified a number of principles underpinning whānau-centred delivery. Those were that whānau-centred delivery:

- *“incorporate a Māori kaupapa (values and beliefs)*
- *foster connectedness for whānau to engage with their communities and their people*
- *measure service delivery interventions in terms of the capacity for whānau to determine their own wellbeing*
- *establish a unified, coherent service delivery based on whānau needs*
- *acknowledge whānau integrity, accountability, innovation and dignity for wellbeing*
- *recognise the need for competent and innovative service provision to achieve whānau empowerment and positive outcomes*
- *allocate resources to attain best results, including indicators to measure outcomes of effective resourcing.”*

250. We consider these to be the authoritative set of characteristics of a whānau-centred approach; we have seen these characteristics, albeit to varying extents, during the course of our review.

What were the Expectations about Cross-agency Support?

251. The original Cabinet paper³⁸ establishing the Whānau Ora commissioning approach made references to the anticipated roles of other government agencies. The specific references included the following:

- i. Work is underway across the Ministry of Social Development and Ministry of Business and Innovation and Employment to develop more integrated social service commissioning models and improve contracting partnerships with NGOs. A new commissioning model for Whānau Ora would provide an early opportunity to apply aspects of this work (para 37).
- ii. Ministers proposed for the Whānau Ora Partnership Group: Prime Minister, Ministers of Whānau Ora, Health, Social Development, Tertiary Education, Skills and Employment, Education, Housing, Māori Affairs, Pacific Island Affairs and Finance.

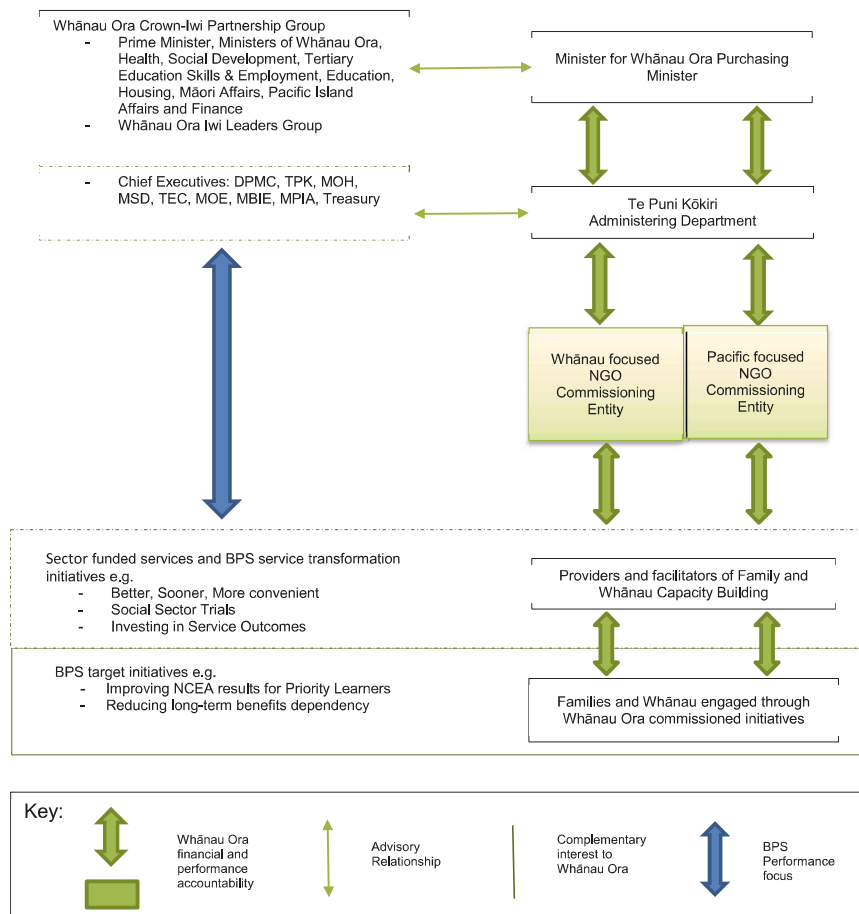
³⁶ Downloaded from <http://www.superu.govt.nz/integratedservices>

³⁷ Whānau Ora: Report of the Taskforce on Whānau Centred Initiatives, 2010.


³⁸ SOC (13) 80.

- iii. Chief Executives proposed for the Whānau Ora Partnership Group: DPMC, TPK, MoH, MSD, TEC, MOE, MBIE, MPIA, and Treasury [as set out in Figure Seven below].
- iv. I envisage that the Partnership Group would act as a high level forum to inform complementary effort across ministerial portfolios; and identify opportunities between the Crown and iwi to support the shared development aims and aspirations of iwi and their whānau and hapū membership (pg. 9, para 42).
- v. Critical success factor (in relation to the transitioning approach): Lead sector departments continue to foster and build service capability, delivery and partnering opportunities with the Whānau Ora collectives in order to achieve improved outcomes for vulnerable families and their members (pg. 10, para 53, point 5).

Figure Seven: Whānau Ora Commissioning Model and Structure as Originally Envisaged by Cabinet



252. While these were not directed through recommendations in the paper (with the exception of the Partnership Group, which was established by a



subsequent Cabinet decision³⁹), together they demonstrate that it was envisaged that other agencies would have roles within Whānau Ora. Importantly, the Whānau Ora Commissioning Model and Structure diagram in Figure Seven specifically recognised the complementary interests of other government priorities and Whānau Ora, and the relationship between the Partnership Group and the Better Public Services ('BPS' within the figure) performance focus. Inclusion of the broad-based ministerial representation on the Partnership Group, and the associated Chief Executives Group, further inferred a wide government social sector involvement in Whānau Ora.

253. The Government also established some more explicit expectations in the early days of Whānau Ora. For example, the Ministry of Health, in its guidance for district health boards' 2014–15 annual plans, included the following advice:

"Whānau Ora has been in the DHB Annual Plans for two years and continues to be a government priority in 2014/15.

DHBs are expected to support local the Te Puni Kōkiri-led Whānau Ora provider collectives and Annual Plans need to show the DHB's active engagement with the provider collectives, steps towards improving service delivery within these providers, and supporting the building of mature providers.

This will include a summary of the following – how the DHB is:

- *contributing to the strategic change for Whānau Ora in the district*
- *contributing information about Whānau Ora within the district at appropriate forums, including nationally*
- *investing in provider collectives through deliberate activities*
- *involving the DHB's governors and management in the Whānau Ora activity in the district*
- *demonstrating meaningful activity moving towards improved service delivery and building mature providers.*


The Ministry will be assessing all DHBs' activities to support Whānau Ora over the coming weeks and the 2014/15 DHB Annual Plans will be confirmed in June 2014."⁴⁰

254. At its meeting on 24 July, the Whānau Ora Partnership agreed that the Strategic Advisors Group would work with government officials to:

- i. Develop a tool kit and guideline for effective regional engagement with iwi and Whānau Ora providers and for the improved uptake of Whānau Ora and;

³⁹ CAB Min (14) 25-18.

⁴⁰ Downloaded from <https://www.health.govt.nz/our-work/populations/Māori-health/Whānau-ora-programme>

- 
- ii. Explore accountability mechanisms for Chief Executives of government agencies and iwi that will give effect to the commitments that their Ministers and Iwi Leaders have given to the success of Whānau Ora.

255. The Partnership Group also agreed that government agencies and iwi should continue to report annually to the Partnership Group on their respective engagement protocols with each other and their uptake of Whānau Ora.

256. At its meeting on 3 April 2017, the Whānau Ora Partnership Group took decisions that clearly reflected its expectations of a higher level of involvement by government agencies at both the national and regional levels in Whānau Ora.

“Five government agencies each tabled reports at the meeting that outlined their planned or current contributions to achieving the Whānau Ora outcomes. They were the Ministries of Health, Education, Social Development, and Business, Innovation and Employment; and Te Puni Kōkiri.”

“The Partnership Group agreed to the recommendations of three strategic discussion papers submitted to the meeting on data analytics, co-investment in Whānau Ora, and the development of mechanisms to strengthen regional government agency uptake and iwi involvement in Whānau Ora. These papers, aiming to strengthen Whānau Ora implementation across government and iwi, were developed by a wānanga of iwi and government advisors and officials.”

“Ongoing work on mechanisms to strengthen regional government agency commitment and iwi participation in and leadership of Whānau Ora will be reported to the following meeting on 24 July 2017.”⁴¹

⁴¹ Whānau Ora Partnership Group: Key Points of Meeting 3 April 2017.

How have Government Agencies Responded to Whānau Ora?

257. Government agencies we met with were positively disposed towards Whānau Ora, and genuinely interested in opportunities to achieve better outcomes for whānau. However, their descriptions of their service delivery approaches tended to be more client-centred than whānau-centred, and focused on their own service offerings. A notable exception to this was the information provided to us by the Department of Corrections, which clearly demonstrated its shift towards a more whānau-centred approach, and solutions that extend beyond its own offerings.

258. Government agency representatives identified a number of barriers and opportunities to more actively engaging with Whānau Ora and developing a more whānau-centred approach within their agencies. (These are discussed later in this report.) They also noted that where they were involved with Whānau Ora, their experience was that it had positive benefits for their own organisations, citing it as an effective and efficient mode of operating.

Department of Corrections:

Wrap-around Whānau Support

Improving Mental Health is a pilot service where mental health clinicians work in prisons and at Community Corrections Sites to support individuals with their mental health needs, and provide education to Corrections staff.

Wrap-around Whānau Support runs alongside this, to provide support to the whānau of the individuals receiving mental health support. A family support worker at each of the pilot sites will meet with the whānau to conduct a needs assessment. A range of needs may be identified, including social, educational and financial, that affect one or more member of the whānau. The family support worker then navigates the whānau to existing services in the community, including Whānau Ora providers, to address the identified needs.

Wrap Around Whānau Support is a pilot set up in early 2017 to run for two years, along with three other pilots, to address the high mental health needs of people under Corrections' care. Funding is currently from the Justice Sector Fund.


The aim of the service is to help whānau remain connected and able to support their whānau member on release from prison, or during their community sentence. Through working with the whānau, the service aims to improve the social, education and health outcomes of the individual.

The length of time the family support worker will assist each whānau varies, depending on the level of support required. The family support worker will ensure the whānau is linked into other community support services prior to completing the service.

An initial evaluation of the pilot was conducted in 2017. The report was unable to make any conclusive findings, due to the low number of whānau participating in the pilot and the short amount of time the service had been operating. Further evaluations will be conducted as the pilot progresses.

As of the end of August 2018, the service has received 143 referrals to the service, with no declines.

Corrections is exploring new ways to work in a Whānau Ora way to improve outcomes for the people we work with, and their whānau. There are opportunities to work more closely with Whānau Ora providers to continue to develop this pilot service.



259. However, one Commissioning Agency was firmly opposed to government agencies adjusting their service approaches to be more akin to Whānau Ora: it clearly lacked confidence in government agencies' ability to effectively deliver services in a whānau-centred manner. This Agency viewed partnership with government to be funding oriented, arguing that the most effective and transparent means of improving whānau outcomes would be for government agencies to purchase services from Commissioning Agencies.

260. Commissioning Agencies, partners and providers alike held strong views that improving whānau outcomes through Whānau Ora requires a high level of engagement, participation and support from government agencies. In the main, they were disappointed by uptake of Whānau Ora across government, and that the nature of government's involvement has been extremely limited.


"When it comes to things Māori and the hard-to-do box, they flick it off to Māori. For example, the Family Violence Committee meet every week; Oranga Tamariki, Police, Refuge, it seems like every whānau Māori they dump on us. It makes us annoyed: we think, 'what are you doing? You get funded this much – huge. We get nothing.' They ask us to help prepare for a [family group conference]. We feel aroha for the whānau. We don't like how they put down our whānau."

[Whānau Ora navigator]

261. Commissioning Agencies reported limited collaboration with government agencies, and stated that there was a lack of understanding and enthusiasm on the part of those agencies. There was also a degree of cynicism that where engagement did occur it was often driven by an agency's own accountability requirements to demonstrate its support for Whānau Ora, or by a desire to 'pass over' difficult case work.

"It's like Goliath asking David for help."

[Commissioning Agency]

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262. Public submitters were also critical of the government's uptake of, involvement in, and funding of Whānau Ora.

“Provide better education to government agencies of what Whānau Ora is and how each government agency contributes to that space to better support our families. Government agencies assume that the Whānau Ora provider can do it all! There is an opportunity to look at Whānau Ora as the wrap-around service/the connector. Government agencies are stuck in government/policy speak when their work is about people: people who feel, who worry, who are desperate. Grow it! The funding that is currently received to providers is minimal for what is needed.”

[Submitter, whānau involved in Whānau Ora]

263. In terms of funding support, to date there has been only one Vote transfer, in three tranches, from Vote Social Development, of \$11million, which was reported as challenging. Commissioning Agencies told us that there was limited negotiation about the transfer, with the funding attached to pre-existing contracts, and little performance information on the contracted providers was furnished to them. Commissioning Agencies perceived that the Ministry of Social Development was ‘off-loading’ contracts that they were struggling to manage.

264. Conversely, we observed situations in which there was a high degree of engagement between partners and government agencies at the local level. Where these relationships appeared to be operating effectively they were characterised by a high degree of collegiality and trust, the participation of decision-makers (including agency representatives from their respective head offices), data sharing and a shared willingness to test agency boundaries.

“A lot of what we do in this space is quite adventurous – out of the box from a government process perspective.”

[Government agency member of a Collective Impact initiative]

265. Appendix Six and Appendix Seven contain two case studies prepared for us: one by Pasifika Futures on its partnership with the Canterbury District Health Board, and one by Te Tihi o Ruahine Whānau Ora Alliance. These case studies demonstrate the value of collaboration between agencies within a Whānau Ora partnership.

266. On balance, we consider that the general lack of engagement by government agencies outweighs the pockets of good practice we observed. This observation links closely with our earlier findings on lack of uptake. We consider this to be a lost opportunity. There are mechanisms available in the machinery of government to incentivise, or require, action on the part of government agencies. Because Whānau Ora is an agreed government approach for which there is joint ministerial leadership responsibility and for which the Government initially envisaged broader support that has in the main not been forthcoming, we think that using such mechanisms is now warranted.

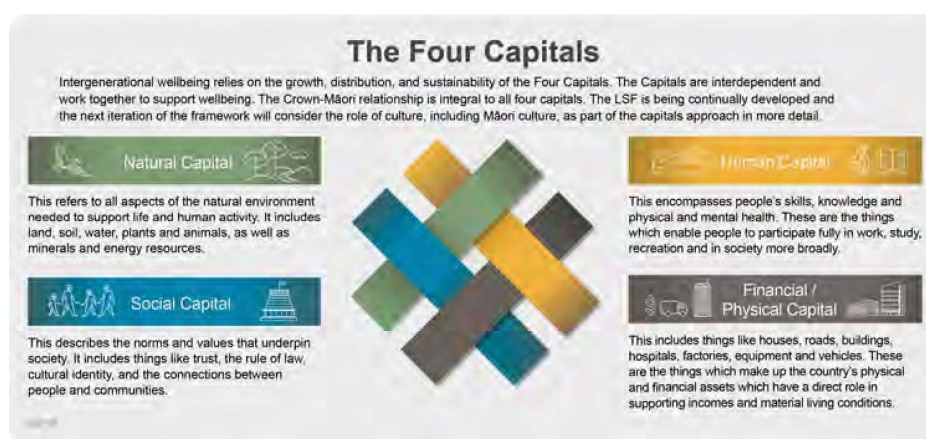
Opportunities and Barriers to Embedding a Whānau-centred Approach more Widely

Opportunities

Living Standards Framework


267. During the course of this review, we met twice with Treasury officials to develop our understanding of the Living Standards Framework and form a view on its potential linkages with Whānau Ora, and a more whānau-centred approach across government. Although Treasury has been contemplating living standards for a long time, its work on the Living Standards Framework is relatively new. The Framework is being developed to assist Treasury, and government, understand the impact of policies on inter-generational wellbeing. It builds on the OECD approach to wellbeing, organising indicators of wellbeing around the four capitals in Figure Eight below.

Figure Eight: The Four Capitals of the Living Standards Framework



Source: Treasury

268. There are 12 wellbeing domains and 60 indicators organised around these four capitals. Treasury acknowledged that work thus far entails significant gaps in terms of information about whānau. It identified Te Kupenga, the Māori Social Survey, as a potential data source, but indicated that there




are constraints around its use. This surprised us, as Te Kupenga was administered by Statistics New Zealand, and had significant input in terms of both funding and advice from Te Puni Kōkiri.

269. Treasury and Te Puni Kōkiri have been working together to develop a discussion paper on an indigenous approach to the Living Standards Framework. Treasury advised us that this process has proposed replacing the 12 wellbeing domains with the outcome descriptions from the Whānau Ora Outcomes Framework. We consider that this level of consideration shows a real willingness to explore whānau concepts of wellbeing in the wider government performance measurement context, and encourage ongoing work in this arena. The Framework has the significant potential to shape and influence budget prioritisation processes, baseline reviews and government statistics, and we applaud Treasury and Te Puni Kōkiri for their efforts at this formative stage of its development.
270. We wish to underscore the importance of this. In our view, influencing the frameworks that have the potential to drive whole-of-government effort is critical. This work will not, in any way, mean that the Whānau Ora Outcomes Framework is abandoned in favour of the Treasury Living Standards Framework, but rather will result in Whānau Ora informing the work of Treasury, and potentially the whole of government.
271. We also consider that if, as we understand, the Living Standards Framework will play a significant role in the 2019 Wellbeing Budget, future work could include shaping Treasury Budget instructions and guidance, sending a clear signal that government investment in the social sector will include consideration of how agencies are implementing whānau-centred approaches in their new spending proposals.

Legislation and Government Strategies Currently in the Making

272. This Government has a clear focus on wellbeing, and is currently in the process of developing a number of strategies, making policy proposals that will ultimately result in legislation, and drafting legislation to support that focus. These projects include, but will by no means be limited to:
- i. The Child and Youth Wellbeing Strategy;
 - ii. The Child Poverty Reduction Bill;
 - iii. The Oranga Tamariki (Serious Young Offenders) Legislation Bill; and
 - iv. The Oranga Tamariki (Youth Justice Demerit Points) Amendment Bill.
273. We consider that there is the potential to embed reference to whānau-centred approaches in these types of strategic and legislative instruments. We accept that there is likely to be concern that reference to whānau-centred approaches in legislation may create interpretation difficulties. We



do not believe that this is insurmountable. We have identified the authoritative characteristics of a whānau-centred approach, and believe that these can be accommodated by legislative drafting that is descriptive rather than prescriptive.

Te Puni Kōkiri: Whānau-centred Policy Framework


274. Te Puni Kōkiri is currently undertaking work to develop a whānau-centred policy framework. We were briefed on this work, and encouraged by its dimensions, the clear centrality of whānau it entails, and the guidance it offers to potential users. Alongside its work with Treasury on the Living Standards Framework (discussed above), we believe that the opportunity exists for Te Puni Kōkiri to cement a greater policy-level consideration of whānau-centred approaches across government. We applaud this initiative, and encourage Te Puni Kōkiri to complete this work, to disseminate it widely and to provide support to other government agencies to understand and apply it.
275. We also note that in its response to the Productivity Commission report, the Government stated that it was “*working with Māori researchers to develop a Whānau Wellbeing Framework which enables the measurement, monitoring and reporting of whānau wellbeing from a strengths-based Māori world view*”. Again, we find this type of commitment to be encouraging.

Setting Expectations for NGOs

276. We issue a caveat for the views we express here. Although this section provides our thoughts on the wider NGO sector, we have not met with any NGOs other than those involved in Whānau Ora.
277. That said, we consider that there is an opportunity for government contracting arrangements to include clear expectations that NGOs will operate in a whānau-centred manner. The vast bulk of social services are delivered either directly by government or by their contracted NGOs. Whānau Ora has demonstrated positive results for whānau. We believe that the lesser requirement, of delivering services in a whānau-centred manner, will help to establish momentum for whānau, and indeed be of benefit to other New Zealand families accessing services through NGOs. We do not believe this would be an onerous requirement. Typically, NGOs are already interested in families: a whānau-centred approach, with the features identified earlier in this section, should support them to meet the needs of the families that they are serving.

Whānau Data

278. We note that limited whānau-level data is currently available in New Zealand, and are concerned that Treasury indicated there were limitations in the application of Te Kupenga, the Māori Social Survey. Lack of data is often cited as a gap for evidenced-based policy. Within our review,



government officials identified it as a barrier to the wider applicability of whānau-centred approaches. We consider that there is an opportunity to improve the collection of whānau-level data, so that government can undertake its whānau and families policy programme on a stronger evidential footing.

Opportunities Identified by Government Agencies

279. During the course of the review, we surveyed government agencies, and subsequently held a workshop that was attended by representatives from 16 agencies, in order to gain a better understanding of their perspectives and understanding of both the Whānau Ora commissioning approach and whānau-centred approaches more generally. Those agencies collectively identified a number of opportunities for applying features of the Whānau Ora model more widely, and opportunities for improving the current model. In the context of considering the wider applicability of whānau-centred approaches, one critical opportunity they identified was the scope to move Whānau Ora, and whānau-centred approaches, beyond the social sector to other parts of government.
280. The balance of opportunities tended to fall into the broad categories of funding opportunities, relationship and contracting opportunities, information and learning opportunities, machinery-of-government related opportunities and opportunities to promote autonomy within the Whānau Ora system.
281. In terms of funding-related opportunities, agency representatives considered that the Vote system is not geared towards Whānau Ora, as it is top-down, flowing funding from agencies to whānau. They considered there was merit in exploring a more bottom-up system, where whānau needs form the core, and reach up into Votes. There seem to us to be some significant challenges entailed in this approach, including how it may work within the existing public accountability mechanisms. Its intent, however, of providing for Whānau Ora across multiple Votes, is one we consider that Government should explore.
282. Other funding-related opportunities identified included:
- i. Collective funding models, in which multiple Votes contribute towards a Whānau Ora funding mechanism;
 - ii. Resetting the funding model so that decision-making is closer to whānau; and
 - iii. Increasing the funding available to Whānau Ora, to provide for greater reach.
283. Relationship and contracting opportunities identified by agency representatives centred on strengthening relationships with the community sector, focusing government agencies on partnering rather



than purchasing arrangements with providers, and improving core contracting process across government.


284. Information and learning opportunities identified by agency representatives tended to reflect agencies' limited knowledge of Whānau Ora, and what we considered to be their genuine willingness to become more informed, and to increase their agencies' capability to be more whānau-centred. These opportunities included:

- i. Finding ways for insights and lessons from whānau to be communicated to departments and decision-makers, with a particular emphasis on how this can be systematised through data and performance measurement systems;
- ii. Improving information flow across the system, including between agencies and with Commissioning Agencies;
- iii. Better understanding how many, and what, government services already connect with Whānau Ora; and,
- iv. Telling the Whānau Ora story more effectively, so that both government and the wider public grow their understanding of what it is, how it works, and what it achieves.

285. Machinery-of-government related opportunities identified by agency representatives were focused on agencies working more closely towards shared objectives. They included:

- i. Agreeing and acting on shared outcomes across government;
- ii. Co-design of cross-agency frameworks with Māori: He kai kei aku ringa, the Crown–Māori Economic Growth Partnership, was cited as a specific example;
- iii. Ensuring that agencies properly understand whānau need before designing services for them; and
- iv. Better balancing accountability requirements.

286. Opportunities identified by agency representatives for promoting authority within the Whānau Ora system were centred on two main themes: recognising the authoritative voice of whānau and communities and enabling high degrees of authority and autonomy among Whānau Ora navigators. With respect to this last theme, our observations are that navigators already do have high degrees of autonomy. However, the levels of authority they exert – particularly decision-making authority over interventions and funding – are tempered by the necessary checks and balances for funding decisions, and the level of engagement of local agencies in terms of service interventions.



287. It was notable that government agencies considered that Whānau Ora needed to be able to bed in.

“Give it time to breathe – there needs to be time to deliver the evidence.”

[Government agency representative]

Perceived barriers

288. Government agency representatives identified a range of issues that they perceived as barriers to applying Whānau Ora and whānau-centred approaches more widely across government. These tended to relate to culture and perceptions within agencies, and across government. They included:

- i. “The Terrace culture”, including a lack of trust in innovation, and systemic racism; and
- ii. The singular focus that agencies tend to take, characterised by a siloed approach to government service delivery, a lack of integrated leadership and a continued focus on individual outcomes, both in terms of outcomes for individuals and in terms of focusing on single outcomes rather than a more holistic approach.

289. Agency representatives also identified perceived barriers within the Whānau Ora system, including the following:

- i. They considered that relationships with Commissioning Agencies were difficult to navigate;
- ii. They felt that there was no definition of ‘whānau’, and as such defaulted to household as a unit for policy and service consideration and performance measurement;
- iii. They considered that there was varying quality between the Whānau Ora collectives of providers; and
- iv. They considered that whānau readiness for support could be an inhibiting factor.

290. Some of these opportunities and barriers have already found their way into our consideration, and are reflected in the findings of this report. Others are new issues. We encourage Te Puni Kōkiri to pick up these issues with government agencies, as part of a wider project of building their understanding, receptiveness and ability to apply whānau-centred approaches.

The last words are from whānau

“Absolutely it has the potential to be the exemplar. Crucial that the government sector still sees it as one of those initiatives that have come around. I see Whānau Ora as a whole-sector change vehicle in how we work with whānau. It’s about how much we save as opposed to what it costs.”

“Whānau Ora is about a step change – we have an Outcomes Framework that is a permissible blueprint, evolving reporting and a workforce. Only ‘redneckery’ stops co-investment.”

Figure Nine: Word Cloud Identifying Commonly Occurring Words or Phrases in the Online Submission Process





Glossary Of Terms

Hapū	Kinship group, subtribe
Iwi	Kinship group, tribe, nation, people, nationality and race
Kaiārahi/Paeārahi/Navigator	Support worker helping whānau to plan and connect with the support they need to achieve their goals. They have cultural and local knowledge necessary to understand whānau situations and build relationships of trust and confidence
Kāinga	Home
Kaimahi	Worker, staff, employee
Kaupapa	Topic, policy, matter for discussion, plan, purpose, scheme, proposal, agenda, subject, programme, theme, issue issue or initiative
Marae	Courtyard in front of the wharenui, place of ancestral identity, communal meeting place
Pasifika Futures	Whānau Ora Commissioning Agency for Pasifika families across New Zealand
Rangatahi	Youth
Tamaiti	Child
Tamariki	Children
Te Ao Māori	The Māori world
Te Pou Matakana	Whānau Ora Commissioning Agency for Te Ika a Māui (North Island)
Te Pūtahitanga o Te Waipounamu	Whānau Ora Commissioning Agency for Te Waipounamu (South Island)
Te Waipounamu	South Island
Whānau	Extended family, family group. (used in this report as shorthand to also include Pasifika families and families of other ethnicities)
Whakapapa	Genealogy




Appendix One: Whānau Ora Review Terms of Reference

1. CONTEXT

- 1.1. The Government is committed to understanding how best to improve and grow outcomes for whānau.
- 1.2. This review of the Whānau Ora service delivery model and Commissioning Agency approach will help identify which aspects of the approach would lead to sustainable outcomes and improve lifetime opportunities for whānau.

2. BACKGROUND

- 2.1. Whānau Ora is a whānau-centred approach with the single overarching aim of getting the best outcomes for whānau and families. The approach recognises that all whānau and families have different challenges at different stages of their lives and some have a multiplicity of challenges to overcome.
- 2.2. Whānau Ora focuses on whānau and families as a whole and addresses individual needs within the context of whānau and families.
- 2.3. This approach supports whānau and families to identify the aspirations they have to improve their lives, and builds their capacity to achieve their goals.
- 2.4. The Whānau Ora Outcomes Framework agreed to by the Whānau Ora Partnership Group builds on the whānau goals identified through the Whānau Ora Taskforce Report. Whānau Ora is achieved when whānau and families are:
 - Self-managing
 - Living healthy lifestyles
 - Confidently participating in society;
 - Confident in language and culture
 - Economically secure and wealth creating
 - Cohesive, resilient and nurturing; and
 - Responsive to living and natural environments
- 2.5. The Whānau Ora Outcomes Framework recognises the long-term and progressive change required for whānau and families to achieve their aspirational goals by including short and medium-term outcomes. Short-term outcomes are the improvements in quality of life for whānau that can be achieved within one to four years. Medium-term outcomes focus on what can be achieved in five to ten years, while long-term outcomes focus on 11 to 25 years.
- 2.6. There have been two phases in the development of Whānau Ora since April 2010:
 - 2.6.1. The first phase of Whānau Ora (2010–2015) focused on building a whānau-centred approach and provider capability to design and deliver whānau-centred services.
 - 2.6.2. The second phase of Whānau Ora (2014 onwards) concentrated on initiatives designed to build whānau capability using non-government agencies (Commissioning Agencies) to commission activities to support whānau and family capability.
- 2.7. Three Commissioning Agencies were established in 2014 under the second phase of Whānau Ora:

- 
- Te Pou Matakana in the North Island;
 - Te Pūtahitanga o Te Waipounamu in the South Island; and
 - Pasifika Futures, who engage Pasifika families across New Zealand.

- 2.8. Te Puni Kōkiri contracts each Commissioning Agency to fund a range of activities and supports them to build whānau and family capability.
- 2.9. Each Commissioning Agency has developed and is implementing its own commissioning model based on the priorities of the communities, whānau and families they serve. They have a high degree of autonomy to determine the nature and quantum of commissioning, provided they meet the targets specified in their Outcome Agreements and Annual Investment Plans.

3. PURPOSE

- 3.1. The primary purpose of the Whānau Ora Review is to:
 - 3.1.1. Scope the applicability of a whānau-centred approach as a useful exemplar for improving outcomes for whānau across government, with an emphasis on the social sector;
 - 3.1.2. Assess the ability of the Whānau Ora commissioning approach to effect sustainable change in the wellbeing and development potential of whānau; and
 - 3.1.3. Explore the extent to which the Whānau Ora service delivery model and commissioning approach is accountable and transparent in the achievement of outcomes for whānau.
- 3.2. The recommendations of the Review will help inform:
 - Government policy as it relates to whānau development including future commissioning and funding approaches;
 - Government thinking about collective impact for social investment;
 - How to evidence the effectiveness of an integrated system; and
 - The funding considerations for Whānau Ora arrangements.

4. SCOPE

- 4.1. The scope of this Review will focus on the second phase of Whānau Ora (2014 onwards). The Review will identify opportunities and issues and make recommendations on the following:
 - 4.1.1. The wider service delivery and operational environment within which Whānau Ora operates;
 - 4.1.2. The achievement, accountability and transparency of measurable outcomes;
 - 4.1.3. The best practice monitoring and evaluation arrangements; and
 - 4.1.4. The efficacy of the overall Whānau Ora system, as it operates at national, regional and local levels.
- 4.2. The Review will not assess:
 - 4.2.1. The performance of individual Commissioning Agencies;
 - 4.2.2. The impact of outcomes for individual whānau within the current system; and
 - 4.2.3. Decisions already taken in relation to historic financial arrangements, or historic practice in relation to Whānau Ora (unless these matters are of direct relevance to Phase 2 of Whānau Ora).



5. PRINCIPLES

5.1. The Review will:

- Reflect a strengths-based, whānau-centred approach in recommending system changes;
- Use a whole-of-system approach to identify opportunities to enhance collective impact that will lead to better outcomes for whānau;
- Focus on opportunities to improve the efficacy of the Whānau Ora system to drive better outcomes for whānau; and
- Be based on the best available evidence and robust practice.

6. MEMBERSHIP AND CHAIR

6.1. The Review will be undertaken by an independent panel of six people, inclusive of a Chair, who have expertise or knowledge in:

- Whānau development;
- The Whānau Ora system as it has evolved since 2010;
- Frameworks for managing and monitoring the performance of outcomes;
- Quality management and assurance; and
- The contract and purchasing arrangements of the New Zealand Government and the non-government sector.

6.2 The Minita mō Whānau Ora, following consideration by Cabinet's Social Wellbeing Committee, will appoint the Chair and members of the panel.

6.3 Members shall be appointed for a period determined by the Minita mō Whānau Ora. Members may be reappointed at the discretion of the Minita mō Whānau Ora.

6.4 The Minita mō Whānau Ora may remove the chair or member of the panel from that role by issuing a written notice stating the date from which the removal of the member is effective.

7. REPORTING TIMELINE

7.1. The panel will have six months to undertake the Review. It will then report to the Minita mō Whānau Ora in writing no later than mid-November 2018.

8. SECRETARIAT

8.1 The panel will be supported by a dedicated secretariat, to be resourced by Te Puni Kōkiri. The Secretariat is directly responsible to the Review Panel. All data and information handled by the Secretariat will be managed ensuring privacy and independence of the Review Process is maintained at all times.

Appendix Two: Whānau Ora Review Panel



Caren Rangi is of Cook Islands Maori descent, from the islands of Rakahanga, Rarotonga and Aitutaki. She is a qualified accountant and governance practitioner, is the principal consultant for Ei Mua Consulting Ltd, her own company established in August 2008. Caren's skills and experience are in governance, auditing, facilitation and strategic planning. Her career includes roles in the Office of the Auditor-General, and senior consulting roles in the private sector. Since 2002, Caren has sat on various boards for government and the community, in New Zealand and in the Cook Islands.

Caren is currently a Member of the Charities Registration Board, Deputy Chair of the Arts Council of New Zealand, Deputy Chair of Eastern and Central Community Trust, Director of the Cook Islands Investment Corporation and a trustee of the Pacific Island Homecare Services Trust. She is also a Director of Pacific Co-operation Broadcasting Ltd.

Caren holds a Bachelor of Business Studies, has been a member of Chartered Accountants Australia New Zealand (CAANZ) since 1993, and was conferred as a Fellow in 2015.

In the Queen's Birthday Honours 2018, Caren was made an Officer of the New Zealand Order of Merit for services to the Pacific community and governance.



Tania Hodges has iwi affiliations to Ngāti Pāhauwera, Ngāti Ranginui, Ngāti Hauā, Ngāti Maniapoto and Ngāti Tūwharetoa. Tania is the Managing Director of Digital Indigenous with extensive experience in funding, contracting, strategy, change management, Māori and Iwi relationships, leadership, workforce and community development.

Tania holds several governance roles including a Ministerial Appointment to the Waikato District Health Board; Deputy Chair of Ngāti Pāhauwera Development and Tiaki Trusts; Director on the Ngāti Pāhauwera Commercial Development Limited.

Tania's previous experience with Whānau Ora was as co-chair of the Waikato Whānau Ora Regional Leadership Group during Phase One of Whānau Ora.

Tania has completed an MBA (with Distinction), BSocSci, Grad Dip Mgmt. St, PGCBR and Grad Dip (Te Reo Māori) to compliment her Registered Psychiatric Nursing qualification (RPN).

Tania is passionate about making a positive difference and strives for excellence in everything she does. "A social cultural conscience with a business edge."



Te Raumawhitu Kupenga belongs to Ngāti Porou, and hails from Ruatoria. Te Rau is the principal of Te Amokura Consultants, a 'Maori Policy Shop' in Wellington, providing strategic and specialist advice to iwi, as well as private and public sector clients.

Te Rau has a legal background, having worked previously as a lawyer specialising in litigation, as well as holding senior solicitor

positions in a commercial law firm in Wellington and with the Maori Trust Office.

Te Rau has held senior leadership roles in the Public Sector, including Deputy Secretary for the Environment, at the Ministry for the Environment, and as part of the Senior Leadership Team at the Ministry of Education, and has a strong understanding of the machinery of government, as well as the state sector system more broadly.



Donna Matahaere-Atariki was born in Tuatapere and is Ngāi Tahu, Te Atiawa, Ngāti Ruanui, Ngā Rauru and Ngā Ruahine. She has a background in education, health and social services both at a community and public sector level.

Donna is a Ministerial appointee to the University of Otago Council, a trustee at Well Dunedin Primary Health Network, a Gambling Commissioner, Chair of Te Rūnanga o Ōtakou, and a founding trustee of the Dunedin-based integrated health, education and social services provider Te Kāika.

In the 2018 New Years' Honours, Donna was made a Member of the New Zealand Order of Merit for her services to Māori and health.



Kim Ngarimu of Ngāti Porou descent, and resides in Gisborne. Kim is director and principal consultant of Tāua Ltd, a consulting company specialising in public policy and public management advice. Alongside her consulting business, Kim holds a portfolio of board directorships in the health, education, heritage, broadcasting and Treaty sectors.

Kim has a well-developed understanding of Whānau Ora having had policy oversight of its early stage, and subsequent policy involvement, when she was Deputy Secretary at Te Puni Kōkiri.

Kim is a previous senior public servant, having held the position of Deputy Secretary, Policy at Te Puni Kōkiri for 7 years, Acting Chief Executive of the then Ministry of Women's Affairs on a secondment basis, and Acting Director of the Waitangi Tribunal. She holds a Bachelor of Business Studies from Massey University.



Brenda Steele is of Te Aupouri, Ngāti Kuri, Te Rarawa and Ngāti Whātua descent, and is currently on the Auckland Council as the elected member for the Rodney Local Board, a role she has had since 2010. In this role, she is currently a member of the Kaipara Harbour Joint Political Committee and Deputy Chair of Te Poari o Kaipātiki ki Kaipara (Parakai Recreation Reserve) Board.

Brenda is also a trustee on the Whiti Ora o Kaipara Charitable Trust, the charitable subsidiary of Ngā Maunga Whakahii o Kaipara, the post settlement governance entity of Ngāti Whātua o Kaipara.

Brenda is deeply involved in her community and brings to the panel expertise and experience in local government and community mobilisation.



Appendix Three: Whānau Ora Review Methodology

The Review Panel established five separate information-gathering streams to inform the Review: these are summarised below⁴².

1. We directly engaged with the three Commissioning Agencies (Te Pūtahitanga o Te Waipounamu, Te Pou Matakana and Pasifika Futures) and a selection of Whānau Ora entities, providers, kaiārahi, navigators, whānau, family and aiga.
2. To ensure all interested parties could have their views heard, we also conducted an online public submissions process and invited feedback via email. We received 277 public submissions and a small number of emails. The majority of submissions came from individual whānau who had been involved in Whānau Ora.
3. We invited key Whānau Ora stakeholders to provide feedback, including the former Chair of the Taskforce for Whānau-Centred Initiatives, former Ministers for Whānau Ora, previous iwi members of the Whānau Ora Partnership Group and the New Zealand Māori Council.
4. We also invited government agencies with oversight or responsibility for the outcomes set out in the Whānau Ora Outcomes Framework to provide written feedback. The Review Panel held a half-day follow-up workshop with 16 of these agencies to further explore their views and experiences. We engaged separately with the Treasury in relation to Whānau Ora and the Living Standards Framework and the Mental Health and Addiction Inquiry.
5. We also undertook a review of written material (including reports, evaluations and monitoring and accountability documents).

The Review Panel sought assistance from the Commissioning Agencies, using established relationships, to connect with whānau, navigators, providers, partners and entities, to hear from those most closely involved in Whānau Ora directly in settings they felt comfortable in. We recognise that this approach had the potential to inhibit individual voices, but are comfortable our approach to the engagements provided opportunities for all voices to be heard: we invited people to talk with us one-on-one; provided details for them to contact us directly; and promoted the public submission process as another way of sharing feedback with us.

⁴² Further information is provided in Attachment One: Whānau Ora Review Engagements

Attachment One: Whānau Ora Review Engagements

1. Whānau Ora Commissioning Agencies' Partners (Providers, Entities), Navigators (Kaiārahi and Facilitators), Individuals, Whānau and Families

Over the course of the Review, members of the Review Panel hosted 27 engagements with Whānau Ora Commissioning Agencies' partners (providers), entities, navigators, whānau and families in the following locations⁴³:

- Kaikohe;
- West Auckland;
- South Auckland;
- Hamilton;
- Te Kūiti;
- Taranaki;
- Rotorua;
- Gisborne;
- Hastings;
- Palmerston North;
- Lower Hutt;
- Porirua;
- Blenheim;
- Hokitika;
- Greymouth;
- Westport;
- Christchurch;
- Dunedin;
- Invercargill.

Table One below lists the number of engagements undertaken by the Review Panel across each of the Whānau Ora Commissioning Agencies.

Table One: Review Panel Engagements with Commissioning Agencies' Partners, Providers, Entities, Navigators and Whānau and Families

					
Partners	48	Whānau entities	19	Partners	26
Navigators (Kaiārahi)	53	Navigators	27	Navigators (facilitators)	24
Whānau	73	Whānau	70	Families	41

Public Submissions

We received a combined total of 277 public submissions. Table Two sets out a breakdown of these by language of submission and interest group.

Table Two: Public Submissions by Language of Submission and Interest Group

Language of submission	Individuals, whānau and families involved in Whānau Ora	Individuals, whānau and families not involved in Whānau Ora	Entities, organisations or groups with a view of and/or interest in Whānau Ora
Te reo Māori	2	0	1
Samoan	1	1	1
Tongan	22	2	2
Cook Islands Māori	0	0	1
English	113	51	66
Other	1	0	15
Total (277)	139	54	84

⁴³ More than one hui was held in some locations. Taranaki, Hokitika, Greymouth and Westport hui were held via video conference.

Table Three: Public Submissions from Whānau/Families or Individuals Involved in Whānau Ora, by Region and Ethnicity

Region	Ethnicity	Number of whānau/families or individuals
Auckland	Māori	6
	Samoan	6
	Tongan	9
	Kiribati	3
	Fijian	2
	Nauruan	1
	Tuvaluan	2
	(blank)	4
Auckland total		33
Bay of Plenty	Māori	6
Bay of Plenty total		6
Canterbury	Māori	5
	Samoan	2
	Tongan	2
	Kiwi	2
	(blank)	1
Canterbury total		12
Chatham Islands	Māori	1
Chatham Islands total		1
Greater Wellington	Cook island Māori	6
	Māori	5
	Samoan	13
	NZ Pākehā but kids are Samoan/NZ	1
	Tokelauan	2
Greater Wellington total		27
Hawke's Bay	Māori	1
Hawke's Bay total		1
Manawatu-Wanganui	Māori	2
Manawatu-Wanganui total		2
Northland	Māori	2
	Pākehā	1
	Vanuatuan	1
Northland total		4
Otago	Australian	1
	Māori	2
Otago total		3
Southland	Māori	5
	Samoan	2
Southland total		7
Taranaki	Māori	4
Taranaki total		4
Tasman-Nelson-Marlborough	Māori	5
	Samoan	2
	Pākehā	1
Tasman-Nelson-Marlborough total		8
Waikato	Cook island Māori	15
	Māori	9
	Samoan	2
	Tongan	2
	Pacific Islander	2
Waikato total		30
(blank)	(blank)	1
(blank) total		1
Total		139

Table Four: Public Submissions from Whānau/Families or Individuals not Involved in Whānau Ora, by Region and Ethnicity

Region	Ethnicity		Number of whānau/families or individuals
Auckland	Māori		5
	Samoan/Scottish		1
	Tongan		3
Auckland total			9
Bay of Plenty	Māori		6
	New Zealander		1
Bay of Plenty total			7
Canterbury	Māori		5
	Pākehā		3
	New Zealander		1
	Samoan		1
	(blank)		1
Canterbury total			11
Gisborne	Māori		4
Gisborne total			4
Greater Wellington	Māori		1
	I-Kiribati		1
Greater Wellington total			2
Hawke's Bay	Māori		1
Hawke's Bay total			1
Manawatu-Wanganui	Māori		3
Manawatu-Wanganui total			3
Northland	Māori		5
	(blank)		1
Northland total			6
Tasman-Nelson-Marlborough	Māori		2
	Pākehā		1
Tasman-Nelson-Marlborough total			3
Waikato	Māori		5
	New Zealander		1
	Samoan		1
Waikato total			7
(blank)	(blank)		1
(blank) total			1
Total			54

Table Five: Public Submissions by Region and Number of Entity, Partners, Providers and other Organisations

Region	Number of entity, partners, providers and other organisations
Auckland	15
Bay of Plenty	5
Canterbury	8
Gisborne	7
Greater Wellington	7
Hawke's Bay	3
Manawatū-Wanganui	3
National	18
Northland	1
Otago	3
Southland	1
Taranaki	1
Tasman-Nelson-Marlborough	6
Waikato	8
Total	86

Government Agencies

The Review Panel invited government agencies to contribute to the Review by providing written responses to three key discussion topics:

- The role of the agency in achieving outcomes for whānau, particularly in regards to the Whānau Ora Outcomes Framework: Empowering Whānau into the Future;
- The extent to which the agency was involved in Whānau Ora commissioning; and
- Opportunities to align the work of the agency with Whānau Ora commissioning to accelerate the achievement of outcomes for whānau.

The Review Panel also hosted a workshop with government agencies to understand current whānau-centred approaches within a government context and barriers and opportunities to applying a whānau-centred approach as an exemplar for improving outcomes for whānau across government.

Agencies invited to participate in the Review by letter and or at the workshop were:

- New Zealand Police;
- Oranga Tamariki;
- Ministry of Health;
- Ministry of Social Development;
- Te Puni Kōkiri;
- Department of Prime Minister & Cabinet;
- Statistics New Zealand;
- Ministry for Business, Innovation and Employment;
- State Services Commission;
- Ministry for Pacific Peoples;
- Department of Corrections;
- Ministry of Justice;
- Social Investment Agency;
- The Treasury;
- Ministry for Culture and Heritage;
- Ministry of Education;
- Ministry for Women;
- Ministry for Civil Defence and Emergency Management;
- Ministry for Primary Industries;
- Department of Internal Affairs;
- Department of Conservation;
- Ministry for the Environment;

Appendix Four: Whānau Ora Outcomes Framework

Whānau Ora Outcomes	Whānau are self-managing & empowered leaders	Whānau are leading healthy lifestyles	Whānau are participating fully in society	Whānau and families are confidently participating in Te Ao Māori (the Māori World).	Whānau and families are economically secure and successfully involved in wealth creation	Whānau are cohesive, resilient and nurturing	Whānau and families are responsible stewards of their living and natural environments
Long term outcomes 11-25 years	<p>Whānau exercise responsibilities on a daily basis by being self-managing independent, and making informed decisions.</p> <p>Whānau recognise they are repositories of knowledge and themselves and their whānau are confident in their role in their communities' understanding of them.</p> <p>Whānau determine the nature of their own leadership according to their own traditions. They value and grow their leadership that represents their notions of a leader.</p> <p>Whānau are self-determining in the management, control and aims they determine for their collective assets and resources.</p>	<p>Whānau have a quality of life that meets their health needs and goals across their lifespan.</p> <p>Whānau members enjoy positive and functional relationships with others to meet their health needs and goals across their lifespan.</p> <p>Whānau are health literate and they have access to evidence-based information to make decisions about their health needs and goals.</p> <p>Whānau have timely access to exemplary and culturally adapt health needs and goals.</p>	<p>Whānau can demonstrate educational success by an increase in the number of Māori entering higher learning and professional careers.</p> <p>Whānau have opportunities for formal learning that equips them with the skills and knowledge to follow their chosen path to employment, advanced learning or self-fulfilment.</p> <p>Whānau are enjoying educational success across all ages.</p> <p>Whānau recognise, value and nurture leadership that supports and enables them.</p> <p>Whānau leaders actively engage with community leaders and institutions for collective good.</p>	<p>Whānau are secure in their cultural identity as Māori and actively participate in activities and events that celebrate their cultural make-up.</p> <p>Whānau are confident and proud that they are a valued integral part of Te Ao Māori and NZ Sign and able to transfer that knowledge to their members.</p> <p>Whānau access opportunities to be immersed in their culture and language in their communities.</p> <p>Whānau are major contributors to the cultural vibrancy and development of their own communities.</p>	<p>Whānau business leaders are innovative, entrepreneurial and successful.</p> <p>Whānau are active participants in research and development that advances their prosperity.</p> <p>Whānau are employed in occupations and positions that provide them with the income to achieve the standard of living they aspire to.</p> <p>Whānau have the knowledge and skills to manage their assets that enable them to achieve their life long aspirations.</p>	<p>Whānau relationships are positive, functional and uplifting of all members.</p> <p>Interpersonal skills between whānau members have improved and whānau conduct positive relationships and demonstrate good parenting.</p> <p>Whānau experience and contribute to the development and maintenance of safe and nurturing environments for themselves and their communities.</p> <p>Whānau access communication technology to sustain engagement with each other.</p> <p>All members of a whānau are valued.</p>	<p>Whānau exercise mana wakaheke (authority and control) and mana-kaitiaki over their natural environment.</p> <p>Whānau lead sustainable management of their natural environment.</p> <p>Whānau cultural, physical and spiritual wellness is nurtured by their access to, and engagement with, their natural environment.</p> <p>Whānau have choices about their living arrangements and in all cases, their living environment is safe, secure, warm, dry.</p>
Medium term outcomes 5-10 years	<p>Whānau are supported and enabled to take responsibility for their own lives and wellbeing.</p> <p>Whānau are making informed choices about the support they require and who they access support from.</p> <p>Whānau are able to draw on the skills of their own members to advance their collective interests.</p> <p>Whānau are actively participating in the management and growth of assets held in common.</p> <p>Whānau with disabilities participate equally in society.</p> <p>Whānau use, and understand the point of using, data both quantitative and qualitative to inform their decision making.</p>	<p>Whānau can model to other whānau members their ability to take personal responsibility for their own health and wellbeing by making choices about:</p> <ul style="list-style-type: none"> • Living drug free and smoke free. • Maintaining a healthy weight for their age and height. • Achieving exercise and fitness regimes for heart health. • Monitoring regularly the efficacy of their prescribed medicines or medical devices in conjunction with health professionals. • Engaging in health screening programmes. • The quality of the interpersonal relationships they have. 	<p>Whānau identify the added value they bring to a school community.</p> <p>Whānau can articulate the importance of early childhood education to the preparation of their children's future.</p> <p>Whānau choose and access culturally adapt schools for their children's learning.</p> <p>Whānau can articulate and implement healthy living habits in the home that will support their children's educational success.</p> <p>Rangitahi are achieving the knowledge, skills sets and qualifications to pursue training and employment that provides them with financial security and career options.</p> <p>More whānau members are trained and serving as public, community & cultural leaders.</p> <p>Whānau have access to quality and timely services that are fully responsive to whānau priorities and whānau values.</p>	<p>Whānau participate in their community using their language of choice.</p> <p>Whānau access cultural knowledge, engage in knowledge creation, and transfer that knowledge amongst themselves.</p>	<p>Increasing numbers of whānau are engaged in business, entrepreneurship, and innovation.</p> <p>Increasing numbers of whānau own their own businesses or benefit from the improved productivity and prosperity of their businesses.</p> <p>Whānau see improvements in the value of business they own.</p> <p>Whānau have increased financial literacy, improved access to capital and a practice of saving for key life milestones.</p> <p>Whānau achieve at least a living wage.</p>	<p>Whānau live in homes that are free from abuse and violence.</p> <p>Whānau transform their lives through support from rehabilitation services (when needed).</p> <p>Whānau are confident to address crises and challenges.</p> <p>Whānau are stable, organised, and provide their tamariki with the best possible start in life.</p> <p>Whānau understand the importance of school attendance and support and encourage their tamariki and mokopuna to attend school.</p> <p>Whānau are supported and nurtured in their transition to adulthood.</p>	<p>Whānau are active participants and contributors to responsible and sustainable environmental management.</p> <p>Whānau access a range of housing options and the support required to pursue those options.</p> <p>Whānau are increasingly satisfied with their housing situation.</p> <p>Whānau increase the use of their land to provide housing, food and food for themselves.</p>
Short term outcomes 1-4 years	<p>More whānau develop pathways to independence, including from government services and intervention in their whānau life.</p> <p>Whānau are knowledgeable about the capability that exists in their whānau network, and begin to tap into it.</p> <p>Whānau decision-making and planning is informed by timely access to personal information and data which is held about them by government or other agencies.</p> <p>Whānau are aware of their interests in assets held in common and knowledgeable about their rights and responsibilities in regards to those assets.</p> <p>Whānau are planning for emergencies, and taking appropriate action such as having insurance and plans for asset replacement.</p>	<p>Increased number of whānau are setting and achieving personal health goals across their physical, spiritual and mental wellbeing.</p> <p>Increased number of whānau are improving their knowledge and practice in healthy eating and physical activity.</p> <p>Whānau are managing chronic health conditions, including eczema, asthma and diabetes. And know when and how to access support to manage their conditions.</p>	<p>Rangitahi Māori are achieving NCEA level 2 as a minimum qualification and increasing numbers are achieving level 3.</p> <p>Increased number of tamariki and mokopuna enrolled and attending early childhood education.</p> <p>Increased number of whānau entering tertiary education or other advanced areas of learning and leaving with qualifications.</p> <p>Increased number of whānau exercising their democratic right in national and local council elections.</p> <p>Increased number of whānau engaged in sport and/or clubs or other community groups including kapa haka and waka ama.</p> <p>Whānau are choosing the services they wish to access, on the basis of good information.</p> <p>Whānau are confident to access services and advocacy in their own right.</p> <p>Successfully rehabilitate and reintegrate whānau who have had contact with the corrections system back into communities.</p>	<p>Increased number of whānau participating in iwi or cultural events or activities.</p> <p>Increased number of whānau exercising their democratic right in tribal elections.</p>	<p>Increased uptake by whānau in business training, skills development, professional development.</p> <p>Increased numbers of whānau are self-employed, and whānau businesses are growing.</p> <p>Increased number of whānau improving their financial literacy.</p> <p>Whānau are engaged in savings and investment.</p>	<p>Parents build skills and strategies to nurture and care and provide for their children.</p> <p>Where necessary, whānau address violence, addiction, substance abuse, and risk of self-harm through increased uptake of affordable and culturally appropriate support services.</p> <p>Increase the number of tamariki from vulnerable whānau who are attending school on a regular basis.</p> <p>Relationships between partners are strong and supportive.</p> <p>Whānau are developing nurturing environments that provide for their physical, emotional, spiritual and mental wellbeing.</p>	<p>Increased opportunity for whānau to participate in environmental management practices.</p> <p>Increased number of whānau accessing services to improve the health of their homes.</p>

Whānau Goals and Aspirations

9/6/2016

Appendix Five: Whānau Ora Partnership Group Terms of Reference

1. Background to Whānau Ora

IN CONFIDENCE

Since its inception in 2010, the Government's investment in Whānau Ora has focussed on achieving outcomes for whānau through effective service provision. With whānau-centred service delivery progressing well, the Government agreed to focus investment on supporting whānau to become more confident about making decisions to improve their lives and for developing the skills and accessing the support to achieve their goals.

The Government also accepted that it needed to reduce unnecessary compliance and bureaucracy while improving funding and accountability mechanisms to enable Whānau Ora to become more successful. Three Whānau Ora Commissioning Agencies have been established as part of the improved efficiency and accountability drive. These are:

- Te Pou Matakana;
- Te Putahitanga o Te Waipounamu; and
- Pasifika Futures.

Iwi have a particular interest in the wellbeing and prosperity of their whānau, hapū and communities. Te Tiriti o Waitangi (The Treaty of Waitangi) forms the underlying foundation of the Crown-Iwi relationship. The next transformative phase for Whānau Ora will be led by a new Whānau Ora Partnership Group, comprising Iwi Chairs and Ministers of the Crown (Ministers). This group supports the new accountability and institutional arrangements for Whānau Ora and represents the shared interest and desire for tenable and long-term solutions in respect of whānau well-being, prosperity and independence.

2. Purpose

These terms of reference formalises the relationship between Iwi Chairs and Ministers. The Whānau Ora Partnership Group has two key roles:

1) Set the direction for Whānau Ora by:

- I. establishing agreed Whānau Ora outcomes;
- II. agreeing on key Whānau Ora priorities; and

2) Oversee the progress and success of Whānau Ora by:

- I. monitoring progress toward achievement of Whānau Ora outcomes;
- II. identifying emerging opportunities and trends that may impact or contribute to the success of Whānau Ora.

Fundamentally these terms of reference will support Iwi Chairs and Ministers to be informed and engaged on Whānau Ora in good faith and confidence.

3. Values

The Whānau Ora Partnership Group exemplifies a Te Tiriti o Waitangi (The Treaty of Waitangi) based relationship and is underpinned by the following key values:

1. Whānaungātanga (Cooperation)

The Whānau Ora Partnership Group, when giving effect to the values within these Terms of Reference, accept that each must work within statutory frameworks



II. Tika (Transparency)

- The Whānau Ora Partnership Group will guide decision making for the development of opportunities that provide certainty of outcomes

III. Rangatiratanga (Accountability)

- Nothing in this agreement shall diminish the rights of Iwi Chairs to exercise their Rangatiratanga over those matters that are confirmed as part of an Iwi's Settlement legislation

These values underpin all the matters outlined in these terms of reference to enable a partnership between Iwi and Crown of good faith, trust and confidence.

4. Roles and Responsibilities

The Whānau Ora Partnership Group will act as a high-level forum to inform complimentary effort across ministerial portfolios and to identify opportunities between Iwi and the Crown to support shared development, aims and aspirations. Responsibilities to deliver on this role include:

- Developing a strategy that ensures the sustainability of Whānau Ora;
- Building Iwi and Crown collaboration on their shared and respective priorities for whānau;
- Informing the development of the Minister for Whānau Ora's priorities for incorporation into the annual Whānau Ora funding and commissioning agreement with the respective Whānau Ora commissioning agencies; and
- Sharing information on complimentary initiatives and approaches across sectors.

5. Membership

The Whānau Ora Partnership Group consists of equal membership comprising representatives from the Iwi Chairs Forum (identified by the Iwi Chairs Forum), and Ministers. The Chair will invite the following Ministerial portfolios to represent the Crown:

- Minister for Whānau Ora (Chair) or Minister of Māori Affairs
- Minister of Finance
- Minister of Education
- Minister of Health
- Minister for Social Development
- Minister for Business Innovation and Employment

Six positions will be reserved for representatives from the Iwi Chairs Forum and will be appointed by the Minister for Whānau Ora on advice from the Iwi Chairs Forum.


6. Term of Appointment

Appointments to the Whānau Ora Partnership Group will be up to a three year term.

7. Engagement Protocols

Good faith engagement and informed communication between Iwi Chairs and Ministers is critical as members on the Whānau Ora Partnership Group. This is an important step in the process of addressing tangata whenua values and interests in Whānau Ora and achieving shared outcomes.

There are three key desired outcomes underpinning the protocols for engagement:

- 
1. to enable informed engagement between Iwi Leaders and Ministers with the aim of finding mutually acceptable solutions to the development and success of Whānau Ora;
 2. to ensure Cabinet decisions on policies related to the success of Whānau Ora is informed by iwi views; and
 3. to ensure Iwi Leaders and Ministers can engage on Whānau Ora issues in good faith and with confidence.

7.1 Engagement Scope

The scope for engagement between the Iwi Chairs and Ministers covers discussions and agreed actions regarding Whānau Ora. It covers advice prior to Cabinet decisions on Whānau Ora.

Certain issues will fall outside this scope for engagement, although this does not prevent these matters being discussed between parties if and when they arise. Parties can table, discuss and agree to new issues arising which fall outside the scope of the Protocol.

7.2 Engagement between the parties

All engagement and discussions are to be conducted in good faith, with transparency and openness in the exchange of information. The parties agree that information disclosed will only be used for mutually constructive purposes and will not be disclosed to any individual or entity not subject to these terms of reference without the consent of the party that supplied the information.

Effort will be made to ensure there is the earliest opportunity for engagement and input. Where there are drivers which require a response within a certain timeframe, this will be disclosed in order to avoid a situation where feedback is unable to be incorporated into any relevant consideration or decision-making.

7.2.1 Ministers of the Crown Responsibilities

Where the Iwi Chairs request access to a draft Whānau Ora related Cabinet paper prior to consideration of the paper by Cabinet, lead Ministers will determine access to this on a case by case basis. The Iwi Chairs will have the opportunity to ensure their views are accurately represented prior to them being considered by Cabinet.

Ministers are clear that engagement with the Iwi Chairs through this forum does not preclude the Crown from consulting with other iwi or iwi representative groups. The Crown is aware of the necessity for engagement with iwi on a wider scale and will carry out such engagement at the appropriate time(s).

7.2.2 Iwi Chairs Responsibilities


The Iwi Chairs accept that they do not have a mandate to make binding agreements on behalf of other iwi and acknowledge that Government may have wider engagement with iwi where necessary in the ongoing development of Whānau Ora policy.

The Iwi Chairs accept that Settlement Legislation (for those Iwi who have completed settlement) does not prevent Iwi from consulting with other Ministries. Iwi are aware (as is the Crown), of the necessity for engagement with other Ministries on a variety of issues and will carry out such engagement at the appropriate time(s).

The model for engagement is appended to the Terms of Reference.

8. Meeting Cycle

The Whānau Ora Partnership Group will have a four-monthly meeting cycle per annum focusing on the following:

- 
- i. **First meeting:** identify and agree on key outcomes and priorities;
 - ii. **Second meeting:** monitor performance and identify any emerging opportunities and trends; and
 - iii. **Third meeting:** review performance.

To ensure Whānau Ora aspirations are fully considered and included in government funding and planning decisions, the meeting cycles will enable timely input into the annual purchasing agreement cycles between Ministers and government departments.

9. Confidentiality

In order to engage effectively, all parties need confidence that sensitive information will be received with an undertaking of confidentiality. If confidence is lost, it will become difficult to continue good faith engagement.

As such, parties' must keep confidential and secure, any information exchanged under this Protocol which would reasonably be expected to be sensitive or confidential (for example, identified by a statement of "IN CONFIDENCE"). If disclosure, use of circulation of such information is to occur, prior consent from the party that provided the information is required. Unless expressly indicated otherwise, all information should be treated in confidence.

10. Publicity

To maintain the confidence of both parties and as a matter of good faith, any party to this Terms of Reference will notify the other party prior to making any public comment or statements regarding matters being discussed under this Terms of Reference. In particular, the consent of the other party is required before either party may discuss the position of the other party publicly, including in any proceedings before the Waitangi Tribunal or the Courts.

11. Secretariat

Te Puni Kokiri will provide administrative support to the Whānau Ora Partnership Group. This role will include:

- Scheduling and coordinating Whānau Ora Partnership Group meetings;
- Taking minutes of discussions and key decisions of the Whānau Ora Partnership Group;
- Arrange travel and accommodation for members living outside of Wellington to attend Whānau Ora Partnership Group meetings;
- Administering payment of fees for Iwi Chairs and arranging reimbursement of reasonable expenses; and
- Administration of resources as negotiated and agreed to by the Whānau Ora Partnership Group.

12. Whānau Ora Partnership Group Officials

To enable the Whānau Ora Partnership Group to undertake their role and responsibilities they will be supported and informed by their respective officials comprising iwi technical advisors and crown officials.

All officials will meet regularly at mutually agreed times to report on the following:

- Information on upcoming Whānau Ora meetings/hui, events, announcements and speeches;

- All foreseeable input likely to be required before the next scheduled meeting;
- Updates on national policy related to Whānau Ora and related processes;
- Updates on engagement with wider iwi; and
- Other information as agreed.

The Whānau Ora Partnership Group will mutually negotiate and agree on resources required for officials to support the Whānau Ora Partnership Group. Key areas of resourcing will include:

- I. **Administration:** actual and reasonable travel-related costs incurred by officials to the Whānau Ora Partnership Group to fully discharge their functions;
- II. **Advisory:** actual and reasonable costs to provide specialist expertise, knowledge and advice by officials to the Whānau Ora Partnership Group in order to fully discharge their functions; and
- III. **Special Projects:** specific projects that have been mutually negotiated and agreed to by the Whānau Ora Partnership Group.

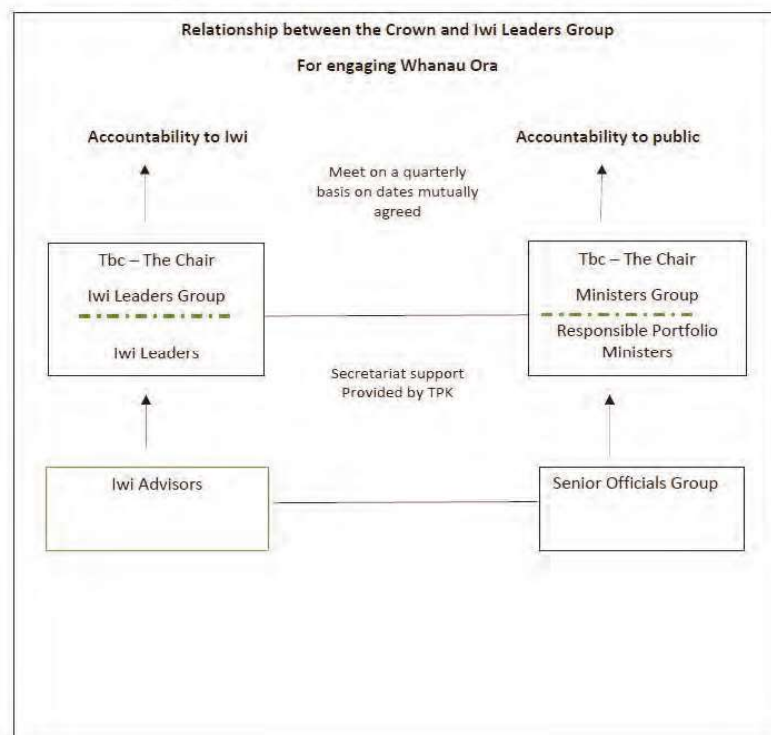
13. Remuneration

Iwi members on the Whānau Ora Partnership Group will be paid a daily rate for work related to preparing for, and attending the Whānau Ora Partnership Group meetings in accordance with the Cabinet Office Guidance of Fees and Allowances for their participation.

14. Review


The Terms of Reference will be reviewed jointly by the parties on an annual basis or other term as desired following the anniversary of the date of signing this Engagement Protocol.

Engagement Model



Appendix Six - Kāinga Whānau Ora Initiative, by Te Tihi o Ruahine
Whānau Ora Alliance





Kāinga Whānau Ora is a Collective Impact pilot initiative focused on whānau living in social housing. Te Tihi o Ruahine Whānau Ora Alliance secured dual funding streams through Te Pou Matakana and the Better Public Service (BPS) Seed Funding, both of which currently fund the pilot. Kāinga Whānau Ora has 15 cross-sector partners committed to the initiative and are represented on both the local and regional working group.

The pre-pilot started in December 2015 with one Kaiwhakaaraara-Whānau Ora Navigator engaging with 30 whānau over a 12-month period. After the success of our BPS Seed Funding application in December 2016, we were able to employ two more Kaiwhakaaraara-Whānau Ora Navigators in January 2017, thus enabling us to engage with the 100 households from this point onwards.

Kāinga Whānau Ora has four key high-level outcome areas for the initiative, which are:

- All whānau live in ***structurally safe, warm, dry homes within flourishing communities*** in Palmerston North;
- Provide ***pathways to education, training and employment opportunities*** in order for whānau to be able to make informed decisions regarding housing, but more broadly to other areas of their lives;
- Support ***whānau to live in safe and loving relationships*** that are free from violence; and
- Partner ***organisation system change*** (policy and legislation).

The current logic model for Kāinga Whānau Ora shows multiple outcome areas that connect to these four high-level outcomes (Appendix One). Each of these outcomes areas have touch points that enable the partners to share data to build a picture of the wider scope of change that occurs through making a collective contribution to whānau and to Kāinga Whānau Ora.

Te Tihi o Ruahine provides the backbone organisational support and leadership for the initiative. Te Tihi currently has three dedicated Kaiwhakaaraara-Whānau Ora Navigators, a Kaitātari –Data Analyst, two Kaiurungi-Systems Navigators and the Pou Whirinaki-Project Director. These roles make a large contribution to the progress of Kāinga Whānau Ora, and ensure the day-to-day operation of the initiative is meeting the four high-level outcome areas.

Key parties involved in Kāinga Whānau Ora

Collective Impact as an approach argues that no single intervention or entity can solve the increasingly complex problems that our whānau and communities face. On this premise, it is realised it will take multiple entities from different sectors to abandon their own agenda in favour of a joint common agenda to achieve sustainable outcomes. The local Kāinga Whānau Ora working group is comprised of representatives from key partner organisations in the Manawatū. These members have the ability to affect change and decision-making within their respective organisations. The current member organisations participating in Kāinga Whānau Ora include:



The Kotahitanga Alliance

The Kotahitanga Alliance is a central government-based group of senior officials who are represented on the local-level group. Their role is to provide strategic direction and also affect system and policy advice and change. The Whānau Ora Strategic Innovation and Development Group is a regional group that initially facilitated the development of Kāinga Whānau Ora, and it has an ongoing interest in how the pilot develops and grows.

This group, which is chaired by the Ministry of Business, Innovation and Employment, is comprised of Ministry of Social Development, Housing New Zealand Corporation, Te Puni Kōkiri, Palmerston North City Council, MidCentral District Health Board, Central Primary Health Organisation, Te Pou Matakana and Te Tihi o Ruahine Whānau Ora Alliance delegates. Each partner recognises the significance of challenging the status quo and creating a fresh approach to improving outcomes and equity for whānau. The Alliance will build on opportunities with a strengths-based approach allowing for innovation to thrive and creating spaces for organic development. The Alliance has agreed to work in the spirit of identifying and actively removing barriers to better outcomes at every level: from legislation and policy to agency and interagency planning and structure, service design and delivery, contracting and resourcing as appropriate.


How is this Kāinga Whānau Ora Different from What has been Done Before?

Te Tihi o Ruahine is a committed leader of Whānau Ora. Whānau Ora has provided the foundation to Kāinga Whānau Ora, requiring partners to shift their mindsets away from 'the problem' to allowing whānau to firstly articulate and then actualise their aspirations for themselves. It is no longer acceptable to assume that whānau cannot determine their own pathway to wellness, and Whānau Ora has ensured that this positioning is recognised throughout every aspect of the initiative.

From the pre-pilot, it was also recognised that current models of engaging with partners to drive grassroots and systemic change have often resulted in the repetition of old ways, with no new or beneficial outcomes for whānau or communities. Throughout the process of developing Kāinga Whānau Ora, Collective Impact was identified, as it provided a natural synergy that aligned with a whānau-centred, Whānau Ora approach.

There are five key conditions to Collective Impact that Kāinga Whānau Ora currently follow. These conditions support us to build the capacity and capabilities within the initiative. These conditions are: Common Agenda, Shared Measurement Systems, Mutually Reinforcing Activities, Continuous Communication and Backbone Organisation.

Each of these conditions has been viewed with a Whānau Ora lens, to ensure that, throughout the process, whānau remain central to the initiative. For example, a Common Agenda requires leadership and community champions to come together to develop a shared vision for change that extends beyond the interests of each individual partner and acknowledges the lived experience and aspirations of the



community they serve. Whānau Ora supports this point: whānau self-determination (as a key goal of Whānau Ora) is actualised when initiatives reflect the needs, realities and aspirations of whānau. Kāinga Whānau Ora is committed from the outset to ensuring the agenda is driven and led by whānau, as well as its future direction.

Whānau Ora as an indigenous approach seems to constantly be put under disproportionate state scrutiny. Consequently, measurement of Whānau Ora outcomes at a whānau, provider and population level is key to the ongoing implementation of Whānau Ora and Kāinga Whānau Ora. One of the most significant aspects that makes Kāinga Whānau Ora different is that all partners have a shared measurement agreement. The key partners currently provide data that is analysed and reported through the Whānau Ora Outcomes Framework (Appendix Two), with the key focus being on outcome measures determined by whānau, enabling the initiative to fund whānau and practice, not services. This is used concurrently not only to provide information to the initiative and funding partners, but also to be given back to whānau in a meaningful way so that they are able to see their own outcomes.


To fully maximise the diversity of Collective Impact, there is also the understanding that partners continue to pursue actions independently that are one piece of the wider whole. This requires partners to be cognisant to the ever-changing needs of whānau and be agile enough to be able to pursue their own actions independently to drive change from within their own organisations.

What's been Achieved?

With the unwavering support of the partners, Kāinga Whānau Ora has been able to offer whānau opportunities that are often not available. These opportunities have been driven through whānau sharing their aspirations and the partners collectively working toward either providing easier access to the needs of whānau, or collectively resourcing new opportunities. Some of these opportunities have included:

He Tangata Ahunui: a work readiness programme run over 11 weeks. Partners have actively contributed financially and opened doorways to accessing resources within their organisations to support whānau in the development of their skills and confidence. There have been 22 individuals who have engaged with He Tangata Ahunui over two programmes; nine of these people had entered into work or training by the end of the programme.

Dental treatment: Free dental treatment for whānau within Kāinga Whānau Ora – offered over a short one-week period (7–12 July 2018), for whānau to receive dental work that might otherwise not have been an option. The successful week with Dr Natalie Burkhardt and her assistant Shylah Elliot involved using the Carpenters Dental bus to deliver services to whānau. Dr Burkhardt runs her own private practice in the Far North, and it was through a relationship with one of our partners that she agreed to come to Palmerston North for this week to deliver this free service to whānau. We had 95 whānau booked in for initial assessments on the weekend, and 55 whānau were treated for fillings, extractions and deep cleans during the week. The estimated cost of this was \$68,895, with approximately 122 teeth removed and 113 filings completed.



Resources: We have been fortunate to distribute these resources to whānau as part of delivering the He Tangata Ahunui programme: bus passes, drug-testing kits, dress for work, wānanga and confidence building at Makahika Outdoor Pursuits Centre. This has been possible due to the contributions of partners in the pilot.

Placemaking: Working with whānau to create a more engaging and supportive community through placemaking activities driven by whānau.

Mana Ririki: Traditional Māori parenting programme offered to whānau wanting support with their tamariki. We have been able to provide this to any whānau who are caring for tamariki; not just to parents. We have a number of grandparents looking after mokopuna too.

Mean Dad Skills: This initiative was designed as a result of fathers identifying they would like to have their own space to talk about being a dad.

Indigenuity: A home ownership programme offered to whānau who have aspirations to own their own home. This was run by Indigenuity Ltd in Rotorua, who came and delivered the two-day wānanga in Palmerston North. As a result, we have three whānau who are in a position to start the home ownership process.

Partner-identified resource: The Ministry of Social Development, Housing New Zealand and Oranga Tamariki have reconfigured their current staffing to have a dedicated staff member working with whānau within the pilot. This decision was to ensure consistency of support and messaging to whānau. It also provides whānau with one touch-point, and reduces the need for information to be shared by whānau every time they engage with the service.

Data sharing: We have made some great strides forward with how we are able to collect and share data from partners, and we remain focused on finding the opportunities to present whānau data back to whānau. This will enable whānau to make more informed decisions based on the data and information held about them by organisations. We have been working alongside SIA in the development of the Data Exchange, and currently have several partners who have signed up to it. Our current data collection is very manualised, and this system will be more efficient. The connecting of data and information across partners will also ensure a more connected delivery of services to whānau who are engaged with multiple organisations.



Appendix Two:

Whānau Ora Outcomes Framework EMPOWERING WHĀNAU INTO THE FUTURE

Whānau Ora Outcomes	Whānau are self-managing & empowered leaders	Whānau are leading healthy lifestyles	Whānau are participating fully in society	Whānau and families are confidently participating in Te Ao Māori (the Māori World).	Whānau and families are economically secure and successfully involved in wealth creation	Whānau are cohesive, resilient and nurturing	Whānau and families are responsible stewards of their living and natural environments
Long term outcomes 11-25 years	Whānau exercise rangatiratanga on a daily basis by being self-managing, independent, and making informed decisions. Whānau recognise they are repositories of knowledge about themselves and their communities, and they contribute to their communities' understanding of them. Whānau determine the nature of their own leadership according to their own traditions. They value and grow their leadership that represents their notions of a leader. Whānau are self-determining in the management, control and aims they determine for their collective assets and resources.	Whānau have a quality of life that meets their health needs and goals across their lifespan. Whānau members enjoy positive and functional relationships with others to meet their health needs and goals across their lifespan. Whānau are health literate and they have access to evidence-based information to make decisions about their health needs and goals. Whānau have timely access to exemplary and culturally adopt health and disability services to meet their health needs and goals.	Whānau can demonstrate educational success by an increase in the number of Māori entering higher learning and professional careers. Whānau have opportunities for formal learning that equips them with the skills and knowledge to follow their chosen path to employment, advanced learning or self-fulfilment. Whānau are enjoying educational success across all ages. Whānau recognise value and nurture leadership that supports and enables them. Whānau leaders actively engage with community leaders and institutions for collective good.	Whānau are secure in their cultural identity as Māori and actively participate in activities and events that celebrate their cultural make-up. Whānau are confident and proud that they are at least bilingual in Te Reo Māori and English/Te Reo Māori and NZ Sign, and able to transfer that knowledge to their members. Whānau access opportunities to be immersed in their culture and language in their communities. Whānau are major contributors to the cultural vibrancy and development of their own communities.	Whānau business leaders are innovative, entrepreneurial and successful. Whānau are active participants in research and development that advances their prosperity. Whānau are employed in occupations and positions that provide them with the income to achieve the standard of living they aspire to. Whānau have the knowledge and skills to manage their assets that enable them to achieve their life long aspirations.	Whānau relationships are positive, functional and uplifting of all members. Interpersonal skills between whānau members have improved and whānau demonstrate positive relationships and conduct positive parenting. Whānau experience and contribute to the development and maintenance of safe and nurturing environments for themselves and their communities. Whānau access communication technology to sustain engagement with each other. All members of a whānau are valued.	Whānau exercise mana whakahaere (authority and control) and mana-kaitiaki over their natural environment. Whānau lead sustainable management of their natural environment. Whānau cultural, physical and spiritual wellness is nurtured by their access to, and engagement with, their natural environment. Whānau have choices about their living arrangements and in all cases, their living environment is safe, secure, warm, dry.
Medium term outcomes 5-10 years	Whānau are supported and enabled to take responsibility for their own lives and wellbeing. Whānau are making informed choices about the support they require and who they access support from. Whānau are able to draw on the skills of their own members to advance their collective interests. Whānau are actively participating in the management and growth of assets held in common. Whānau with disabilities participate equally in society. Whānau use, and understand the point of using, data both quantitative and qualitative to inform their decision making.	Whānau can model to other whānau members their ability to take personal responsibility for their own health and wellbeing by making choices about: <ul style="list-style-type: none">• Living drug free and smoke free.• Maintaining a healthy weight for their age and height.• Achieving exercise and fitness regimes for heart health.• Monitoring regularly the efficacy of their prescribed medicines or medical devices in conjunction with health professionals.• Engaging in health screening programmes.• The quality of the interpersonal relationships they have.	Whānau identify the added value they bring to a sector community. Whānau can articulate the importance of early childhood education in the preparation of their children's future. Whānau choose and access culturally adopt schools for their children's learning. Whānau can articulate and implement healthy living habits in the home that will support their children's educational success. Rangatahi are achieving the knowledge, skills sets and qualifications to pursue training and employment that provides them with financial security and career options. More whānau members are trained and serving as public, community & cultural leaders. Whānau have access to quality and timely services that are fully responsive to whānau priorities and whānau values.	Whānau participate in their community using their language of choice. Whānau access cultural knowledge, engage in knowledge creation, and transfer that knowledge amongst themselves. Increasing numbers of whānau are engaged in business, entrepreneurship, and innovation. Increasing numbers of whānau own their own businesses or benefit from the improved productivity and prosperity of their businesses. Whānau see improvements in the value of business they own. Whānau have increased financial literacy, improved access to capital and a practice of saving for key life milestones. Whānau achieve at least a living wage.	Whānau live in homes that are free from abuse and violence. Whānau transform their lives through support from rehabilitation services (when needed). Whānau are confident to address crises and challenges. Whānau are stable, organised, and provide their tamariki with the best possible start in life. Whānau understand the importance of school attendance and support and encourage their tamariki and mokopuna to attend school. Rangatahi are supported and nurtured in their transition to adulthood.	Whānau are active participants and contributors to responsible and sustainable environmental management. Whānau access a range of housing options and the support required to pursue those options. Whānau are increasingly satisfied with their housing situation. Whānau increase the use of their land to provide housing, sustenance and food for themselves.	
Short term outcomes 1-4 years	More whānau develop pathways to independence, including from government assistance and intervention in their whānau life. Whānau are knowledgeable about the capability that exists in their whānau network, and begin to tap into it. Whānau decision-making and planning is informed by timely access to personal information and data which is held about them by government or other agencies. Whānau are aware of their interests in assets held in common and knowledgeable about their rights and responsibilities in regards to those assets. Whānau are planning for emergencies, and taking appropriate action such as having insurance and plans for asset replacement.	Increased number of whānau are seeking and achieving personal health goals for their physical, emotional, spiritual and mental wellbeing. Increased number of whānau are improving their knowledge and practice in healthy eating and physical activity. Whānau are managing chronic health conditions, including eczema, asthma and diabetes, and know when and how to access support to manage their conditions.	Rangatahi Māori are achieving NCEA level 2 as a minimum qualification and increasing numbers are achieving level 3. Increased number of tamariki and mokopuna enrolled and attending early childhood education. Increased number of whānau entering tertiary education or other advanced areas of learning and learning with qualifications. Increased number of whānau exercising their right to vote in national and local council elections. Increased number of whānau engaged in sport and/or clubs or other community groups including kapa haka and waka ama.	Increased numbers of whānau take up Te Reo Māori programmes, participating in Māori cultural events or activities. Increased number of whānau registered with their Māi are exercising their democratic right in tribal elections. Increased uptake by whānau in business training, skills acquisition, education and professional development. Increased numbers of whānau are self-employed, and whānau businesses are growing. Increased number of whānau improving their financial literacy. Whānau are engaged in savings and investment.	Parents build skills and strategies to nurture and care and provide for their children. Where necessary, whānau address violence, addiction, substance abuse, and risk of self-harm through increased uptake of affordable and culturally appropriate support services. Increase the number of tamariki from vulnerable whānau who are attending school on a regular basis. Relationships between partners are strong and supportive. Whānau are developing nurturing environments that provide for their physical, emotional, spiritual and mental wellbeing.	Increased opportunity for whānau to participate in environmental management practices. Increased number of whānau accessing services to improve the health of their homes.	

Whānau Goals and Aspirations

9/6/2016



Appendix Seven - The Pasifika Futures and Canterbury District Health Board: Healthy and Prosperous Pacific Cantabrians

Purpose

At the request of the Whānau Ora Review Panel, this case study provides an overview of the partnership between Pasifika Futures and the Canterbury District Health Board (CDHB) as an exemplar of growing the Whānau Ora approach in traditional government settings. The partnership has been developing for the past two years, and has laid the platform for innovative, family-based solutions.

Background

Pasifika Futures began commissioning Whānau Ora services in Canterbury in 2014. In September 2016, Pasifika Futures commenced a contract with CDHB to commission primary and mental health services to Pasifika communities in Christchurch. While both parties accepted a commissioning approach as a means of achieving integration and better outcomes, the initial contracting arrangements followed the traditional prescriptive Ministry of Health approach and service agreement:

- the approach dictated service 'inputs' (FTE) and delivering 'outputs' with little regard for outcomes;
- services and reporting were individual 'patient' based, ignoring familial, cultural and socio-economic contexts; and
- the relationship created a 'funder-provider/master-slave' relationship as opposed to a partnership.

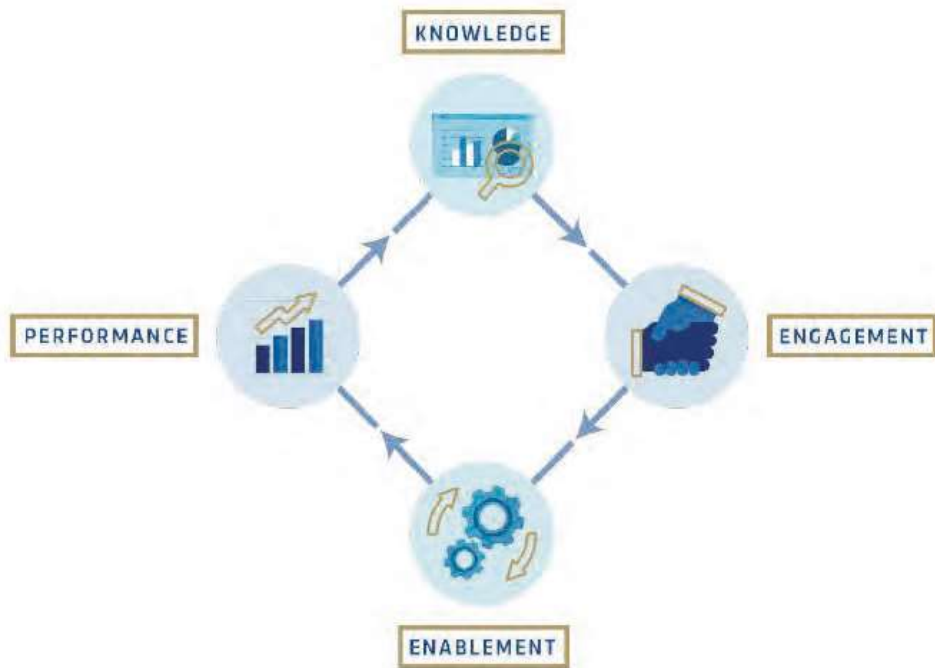
However, from the outset the senior leadership, which included Governors, Chief Executives and Executive Leaders of both organisations, were intentional in their desire to explore different ways of working more effectively for Pasifika populations. As a starting point, both organisations agreed that they would work to each other's strengths and unique capabilities to develop an outcomes-based commissioning framework to anchor the work, as opposed to service-based contracting frameworks. CDHB's capabilities were in innovative health systems design, management and resource and knowledge management. CDHB also had the mandate to engage all partners in the health system in Canterbury.

Pasifika Futures' capabilities were in knowledge and evidence of Pasifika wellbeing and innovative family-driven solutions from the Whānau Ora programme. Pasifika Futures also had the mandate to engage all Pasifika partners and leadership in the Canterbury community by virtue of long-standing relationships between members of Pasifika Futures and the Pasifika Medical Association (PMA) in the Canterbury area.

In addition, the strengths of the relationships between senior executives and governors of both organisations ensured a high-trust, good-faith relationship from the outset. This strongly enabled an 'explorers' mindset and appetite for innovation and risk.

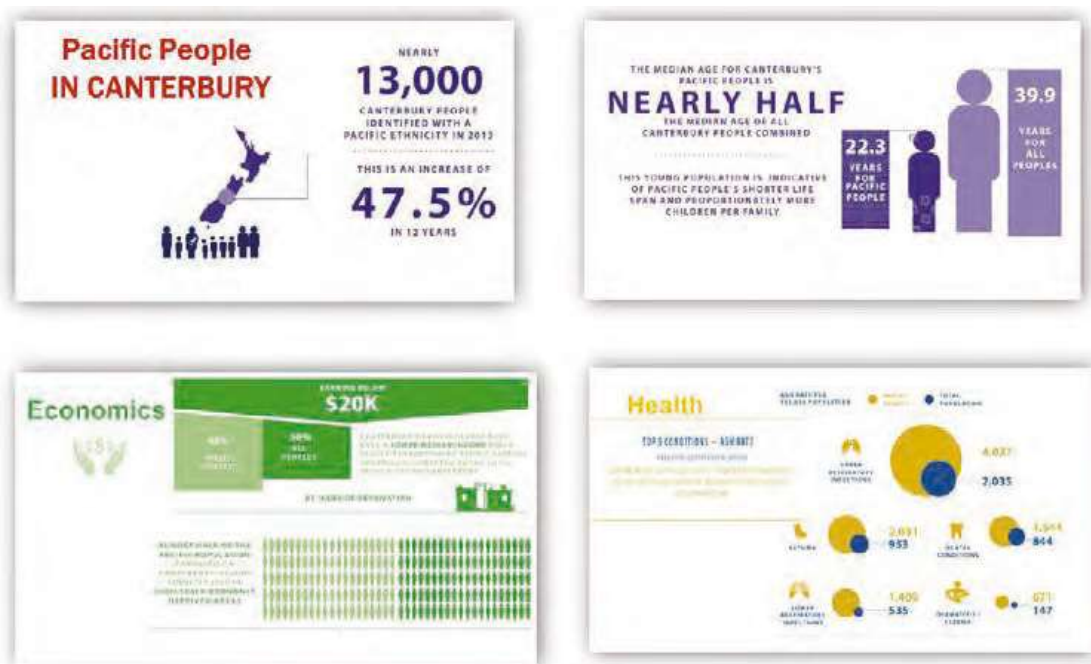
The Process: Knowledge, Engagement, Enablement and Performance

In early 2017, work began to move the partnership forward utilising the Pasifika Futures 'KEEP' (Knowledge, Engagement, Enablement, Performance) Framework as a steer. Joint working groups were established to undertake the stages of KEEP, as depicted below:



Knowledge

Canterbury health data was provided by CDHB and analysed by the Pasifika Futures quantitative and qualitative data teams. This was combined with data from Whānau Ora, as well as other indicators, including education, income, housing and cultural connection. The result was a complete and realistic picture of the health and social status of Pasifika peoples in Canterbury, and challenged previous assumptions that had informed system design. A selection of data from this work is outlined below:



Further, both organisations committed to seeking evidence-based interventions of 'what works'. This included a review not only of the evidence from Whānau Ora, but also of other indigenous culturally based models from around the world.

Engagement and Enablement

This knowledge and evidence was taken to Pasifika leaders, service providers and health leaders in July 2017 for a co-design workshop co-hosted and co-facilitated by CDHB and Pasifika Futures. Over 70 people 'co-created' the experiences and values that would build a long-term partnership between services and Pasifika families.



As a direct result, the community affirmed the central role of families, culturally based solutions and their strong desire to be *active* partners in better personal, family and community outcomes. The challenge was not to deliver appropriate health services, but to deliver a platform that was based on long-term relationships with Pasifika families and *enabled* them to be active partners in their wellbeing. Together with Pasifika communities, CDHB and Pasifika Futures co-created the following strategy, vision and purpose:

Strategy

Vision:	"Prosperous and Healthy Pacific Cantabrians"
Purpose:	"Partnering with Pacific families to shape a better future and achieve health and wellness"
Values:	We will lead with courage and humility
Leadership:	Are the core of our community and influence all that we do
Families:	Working together with families, communities and partners to improve outcomes
Shared Responsibility:	Is respected and celebrated, there is a place for everyone
Diversity:	We focus on opportunities and build on our collective strengths
Strength Based:	We exist to serve our families and communities with grace
Service:	We will act with integrity in all that we do operating in a transparent and fair manner
Integrity:	Are important and will be based on trust, care, respect and reciprocity
Relationships:	We believe in equity of access for our families to all services and are committed to ensuring this
Equity:	

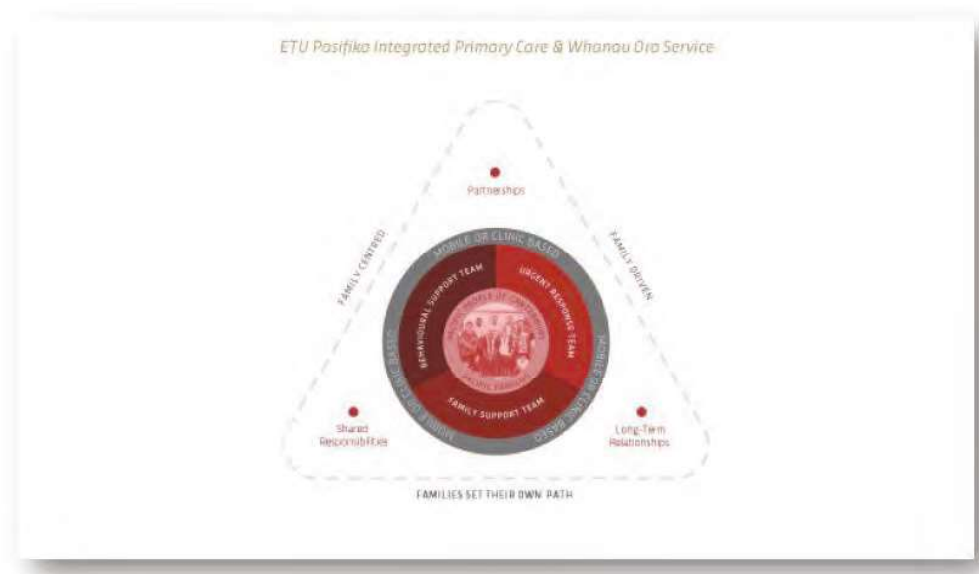
From this work, an Outcomes Framework was co-created to define the long-term goals of all partners, and the next stages of Pasifika service development:

Healthy and Prosperous Pacific Cantabrians Outcomes Framework				
	Succeeding in Education	Healthy Lives	Economically Independent & Resilient	Leadership, Culture & Community
LONG TERM – Achievement (6 – 10 years)	Lifelong Learning <ul style="list-style-type: none"> Increased achievement across all educational pathways 	Living Longer, Living Better <ul style="list-style-type: none"> Increased quality of life expectancy rate for Pacific families 	Financial Freedom <ul style="list-style-type: none"> Increased capital wealth Increase in average income levels Increase in home ownership 	Leading and Caring for our Families, Communities & Country <ul style="list-style-type: none"> Increased leadership in Pacific families, communities and country Increased number of Pacific people in leadership roles
MEDIUM TERM – Engagement (3 – 5 years)	<ul style="list-style-type: none"> Achieving educational success Supporting and nurturing educational success Technically literate 	<ul style="list-style-type: none"> Smoke free physically active and making healthy eating choices Managing their health in partnership with health professionals Actively participating in national screening programmes 	<ul style="list-style-type: none"> Economically independent and resilient Reducing their indebtedness Owning and operating their own businesses 	<ul style="list-style-type: none"> Living in healthy, safe & violence-free environments Strong leaders, influential, foster resilience and empower each other to improve their lives Accept and advocate for the inclusion of our diversity Involved and influential in their civic duties
SHORT TERM – Participation (1 – 2 years)	<ul style="list-style-type: none"> Well prepared for schooling Identifying their educational pathways Understanding how to support and nurture educational success 	<ul style="list-style-type: none"> Embarking on the journey to live a smoke-free and healthy lifestyle Partnering with health professionals in the management of their health Fully immunised Progressing towards achieving their aspirations for those living with disabilities 	<ul style="list-style-type: none"> Becoming economically independent Engaging with support to reduce their debt Engaged in a range of pathways that provide successful employment and business opportunities 	<ul style="list-style-type: none"> Taking leadership in providing healthy and safe environments for their families Strong in their cultural capital and sense of belonging Understanding the diversity of our communities Actively participating in their communities

This strategy, vision and purpose was accepted by the Boards of CDHB and Pasifika Futures as the basis of the strategic partnership between the two organisations in September 2017.

Performance

While still in progress, there has been substantial progress to deliver the aspirations of all partners. An innovative model of care has been developed for an integrated primary and Whānau Ora service as the 'cornerstone' of Pasifika Family development in Christchurch based on the principles and values co-created with Pasifika families. Implementation of this service began in July 2017. The model is outlined below:



With a focus calibrated towards outcomes and Pasifika family wellbeing, both partners are exploring innovative funding models, contracting and reporting arrangements that will enable the success of the partnership. Developing and implementing this framework will be the focus of the partnership within the next 12 months.

Conclusion

The partnership between CDHB and Pasifika Futures continues to develop innovative approaches to the development and funding of Pasifika health services in Canterbury. It has been an exploratory and incremental process which has seen the embedding of Pasifika Whānau Ora principles and values into the DHB's Pasifika business. Outlined below are some preliminary observations of the key success factors:

- **Partnership approach:** A strengths-based partnership approach based on high-trust and long-term relationships are critical starting points for a process that can be perceived as 'risky' and 'unknown'. From the outset, CDHB and Pasifika Futures saw themselves as equal partners with the Pasifika families and communities they serve.
- **Strengths-based approach:** The partnership acknowledged and supported the unique capacity and capabilities of all partners.
- **Leadership:** The leadership of Governors, Chief Executives and executive teams of both organisations is critical for ensuring momentum, direction and accountability. This also extended to the leaders of Pasifika community partners.
- **Outcomes focus:** Identifying and improving the wellbeing outcomes of Pasifika families and communities has been the anchor of the partnership, and provided the impetus for innovation and accountability.
- **Evidence-based approach:** Sharing and utilising the evidence from the Pasifika Whānau Ora programme alongside international evidence and best practice has ensured the development of options that align with the aspirations and values of Pasifika families and communities.

