Te Puni Kōkiri
REALISING MĀORI POTENTIAL

14 Here-turi-kōkā 2018

HE PĀRONGO | AIDE MEMOIRE

Information for a meeting of the Deputy Prime Minister with John Tamihere on Thursday 16 August

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Context

1. The Deputy Prime Minister has agreed to meet with John Tamihere to discuss Whānau Ora on Thursday 16 August.

2. John Tamihere is the Chief Executive officer of Te Pou Matakana, one of the three Whānau Ora commissioning agencies contracted by Te Puni Kōkiri to deliver wellbeing outcomes for whānau. Mr Tamihere will be interested in the Deputy Prime Minister's views on the current model for delivery of Whānau Ora, and its future direction. Mr Tamihere is also likely to raise questions around the current funding and accountability arrangements for Whānau Ora.

Background: the current model for the delivery of Whānau Ora

3. Whānau ora is a holistic, strengths-based approach to wellbeing that puts whānau at the centre of decision-making and supports whānau to achieve their aspirations. While many providers and organisations may take a whānau ora approach to improving outcomes for whānau, 'Whānau Ora' is also a specific area of Te Puni Kōkiri investment.

4. The investment portfolio developed in response to perceived failings of mainstream social services to improve the disproportionately poor socio-economic statistics amongst New Zealand's Māori and Pasifika populations. So while Whānau Ora support is available for all families in New Zealand, it has evolved from a kaupapa-Māori approach to improving wellbeing, and its greatest uptake has been within Māori and Pasifika communities.

5. In 2014, Te Puni Kōkiri devolved the responsibility of investing in Whānau Ora to non-governmental agencies. This devolution of responsibility allows investment decisions to be made closer to the communities and whānau who will benefit from the approach, and reduces the amount of bureaucracy involved in the investment process.

6. There are three non-governmental 'commissioning agencies' contracted by Te Puni Kōkiri to contribute to outcomes for families by commissioning social, health, financial and other services and support:

   a. Te Pou Matakana commissions support for families throughout the North Island;

   b. Te Pūtahitanga o Te Waipounamu commissions support for families throughout the South Island; and

   c. Pasifika Futures commissions support for Pacific Island families throughout New Zealand.

7. Each commissioning agency invests in services and initiatives based on the needs of their respective communities and each, therefore, takes a different approach to commissioning. Te Pou Matakana's primary commissioning activities involve three distinct work streams:

   a. Whānau Direct: assisting whānau with access to financial resources (up to $1,000) when it matters most, with the intention of making a positive difference to whānau;

   b. Collective Impact: 13 social service/support provider partnerships with unique initiatives, representing more than 80 organisations, working collectively to address the needs of families; and

   c. Kaiārahi: navigational support, where case workers work closely with families to help them define their aspirations, link them with relevant services, and offer additional day-to-day support and advocacy.

8. Te Pou Matakana also invests in data collection and outcome measurement systems, workforce training programmes, and innovative whānau-centred initiatives.

Funding arrangements with Whānau Ora commissioning agencies

9. Te Puni Kōkiri currently invests approximately $73.5 million per annum through Whānau Ora commissioning. Funds are distributed between the three commissioning agencies on the basis of a weighting model that takes account of four factors: population served, geographic area covered, deprivation, and average household income.

10. The current distribution of funds between the agencies is as follows:

    a. Te Pou Matakana: $44.2 million per annum (or 45% of the total available);

    b. Te Pūtahitanga o Te Waipounamu: $12.7 million per annum (or 22%); and

    c. Pasifika Futures: $16.6 million per annum (or 33%).

11. To keep the funding allocation model up-to-date, it will be reviewed by Te Puni Kōkiri officials as 2018 census data becomes available.

12. When meeting, Mr Tamihere may convey the view that Te Pou Matakana is inadequately resourced to serve the large population, and the many deprived and often isolated communities, throughout the North Island. Mr Tamihere might consider that Te Pou Matakana is tasked with solving the problems and gaps in all of the mainstream social services, to secure better outcomes for whānau, but is expected to do so with only a fraction of the resourcing available to Government agencies.

Accountability arrangements with Whānau Ora commissioning agencies

13. The relationship between Te Puni Kōkiri and each commissioning agency is governed by an Outcome Agreement. The original 2014 agreements, with some amendments, were extended in June 2017 for three years, and will conclude in June 2020.

14. Under these agreements, commissioning agencies are required to agree an Annual Investment Plan (AIP) with Te Puni Kōkiri each financial year. The AIP is the key accountability document, and must set out important strategic and operational objectives for the coming financial year, including:

a. the strategic direction and, in particular, the commissioning approach to be taken by the agency;

b. the outcomes framework for measuring achievement and priority outcome areas;

c. commissioning programmes and activities, including planned research and evaluation activities;

d. data collection methods, performance measures, targets, and reporting arrangements;

e. a risk assessment; and

f. financial information, including a spending profile.

15. Under the Outcome Agreements, each commissioning agency must provide Te Puni Kōkiri with quarterly reports on progress against their AIP. Te Puni Kōkiri, and the Minister for Whānau Ora, closely monitor the achievements and spending of each agency to ensure satisfactory performance. The Outcome Agreements provide dispute resolution processes and punitive measures, including withholding payments, for apparent under-performance. None of these processes or measures have been required in dealings to date with Te Pou Matakana.

16. The Outcome Agreements also make provision for an annual independent financial audit of each commissioning agency, and an annual verification of commissioning agencies' claimed outcome achievement by whānau, undertaken by Te Puni Kōkiri officials. The verification process is tied to an incentive payment,[1] and allows Te Puni Kōkiri officials to review the internal data collection systems and whānau files in a select number of outcome areas for each agency.

Withheld under section 9(2)(g)(i)

17. [redacted]

Other matters which may be raised at the meeting

18. Mr Tamihere may raise the Labour Manifesto promise of an additional $20 million over four years to support Whānau Ora.[2] He may feel that the Government has failed to honour this promise in Budget 2018. However, it is not clear from the Labour Manifesto whether the promise of additional funds was intended to bolster the current model of Whānau Ora delivery, or to support new Whānau Ora initiatives in the wake of an independent review of the current model.

19. In respect of additional funding, Mr Tamihere may also enquire about the current status of a specific transfer of funding and contracts from Oranga Tamariki to Te Pou Matakana. The transfer is the last instalment of a broader transfer process to support Whānau Ora, originally from the Ministry of Social Development, initiated under the previous Government. Authority to proceed with the transfer sits with the Ministers of Finance,

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[1] Commissioning agencies may opt-out of this process, but will lose eligibility to receive an incentive payment if they do so.

[2] Kelvin Davis, "Labour pledges more for Whānau Ora," Published 11 September 2017, <https://www.labour.org.nz/labour_pledges_more_for_wh_nau_ora>

Children, and Whānau Ora. Officials are awaiting the final written agreement of these Ministers prior to proceeding with the transfer.

20. Finally, there may be discussion on the progress of the current review of Whānau Ora. The Review Panel are currently receiving public submissions (the timeframe for submissions has been extended to 20 August) and travelling in the field to discuss Whānau Ora with various stakeholders. On Tuesday 7 August, the Panel travelled to Auckland to meet with whānau supported by Te Pou Matakana. You may wish to note that no whānau turned up to this meeting.

Recommendations

21. It is recommended that you:

    a. **Note** the contents of this aide memoire; and — Yes / ~~No~~

    b. **Agree** to share this aide memoire with the Deputy Prime Minister. — Yes / ~~No~~

Alana Ruakere

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Hon Peeni Henare Minita mō Whānau Ora
Date: 16 / 08 / 2018