



Office of Hon Anne Tolley

MP for East Coast

Minister for Social Development

Minister for Children

12 JUN 2017 Minister of Local Government

Ms Teuila Fuatai

Newsroom

Teuila.Fuatai@newsroom.co.nz



E-MAILED

Dear Ms Fuatai

On 12 May 2017, you emailed my office requesting, under the Official Information Act 1982, the following information:

- *A copy of the report submitted to your office regarding the progress of the Manaaki Tairawhiti initiative in the Gisborne and Wairoa regions.*

Manaaki Tairawhiti is a Place-Based Initiative which brings together local social sector leaders into a single governance group to improve the delivery of social services for at-risk families.

An increased collaboration between local social sector agencies will allow for better outcomes in the community by tailoring responses to reflect the specific local circumstances of those families.

Please find enclosed three documents that fall in scope of your request:

- Cabinet Paper titled, '*Tairawhiti Social Investment Proposal*', dated 6 April 2016.
- Cabinet Paper titled, '*Place-Based Social Investment in Tairawhiti – Next Steps*', dated 28 June 2016.
- Cabinet Paper titled, '*Manaaki Tairawhiti Place Based Initiative – Update*', dated 30 March 2017.

If you are not satisfied with this response, you have the right to seek an investigation and review by the Ombudsman. Information about how to make a complaint is available at www.ombudsman.parliament.nz or 0800 802 602.

Yours sincerely

Hon Anne Tolley

Minister for Social Development

Chair
Cabinet Social Policy Committee

Tairāwhiti Social Investment Proposal

Proposal

- 1 This paper presents a proposal to create a single social sector governance group for Tairāwhiti¹ as a first step to delivering better outcomes in that community. It has been developed, at my invitation, by the Tairāwhiti Social Impact Collective² (the Tairāwhiti Collective), a group of social sector leaders in Tairāwhiti. The proposal is attached as Annex A.
- 2 I seek your agreement, in principal, to this proposal and that I work with the Tairāwhiti Collective to identify the changes required to give effect to it. I will report back in July 2016.

Executive summary

- 3 Tairāwhiti has some of the highest proportions of at-risk people in New Zealand, with 22.5% of the 0-24 population being classified as at-risk.³ Over the past two decades the social sector has introduced a number of different cross-agency programmes and integrated service delivery models to respond to the needs of high-risk populations. While these initiatives have had some success, they have also resulted in complex governance arrangements and disconnected decision rights and processes. Local leaders do not have the flexibility to appropriately tailor responses to fit the specific needs of communities like Tairāwhiti because they are constrained by existing service specifications and decision rights.
- 4 In October 2015, the Tairāwhiti Collective asked the Chair of Te Runanganui o Ngati Porou to write to me outlining its initial thinking on how it could work with government to address these issues. In November 2015, I invited the Tairāwhiti Collective to meet with me to develop a work programme to take this forward. The proposal, attached as Annex A, is the result.
- 5 This proposal offers an opportunity to work with a community to take a social investment approach in a place, using data and analytics generated nationally and combining that with local knowledge and leadership to focus on the problems and people that matter. It has potential to get better results in one of our most vulnerable communities. Local measurement of results that supports changes where things are going poorly would also be enhanced with support from the national level. This includes building local evaluation and measurement capability and capacity over time.

¹ Tairāwhiti is defined in this paper as being the Gisborne and Wairoa Districts.

² The Tairāwhiti Social Impact Collective (the Tairāwhiti Collective) includes chief executives of the two major Iwi authorities (Te Runanganui o Ngati Porou and Te Rungana Turanganui a Kiwa), the chief executive of the Tairāwhiti DHB, the Child, Youth and Family Gisborne Site Manager, the Regional Director Ministry of Social Development, the Regional Director Ministry of Education, the Director of the Tairāwhiti Children's Team, the Tairāwhiti Area Commander NZ Police, representation from the Gisborne District Council, and local non-government organisations. It is chaired by the chief executive of Te Runanganui o Ngati Porou.

³ At-risk is defined as having two or more of the risk factors identified by government in the 0-5 and youth review work.

- 6 The proposal suggests that government work with the Tairāwhiti Collective to change how agencies join up in its community. It has long-term ambition but is tightly focused on the immediate steps described below and proving the concept before going further. The first step is to create a single governance group to:
 - 6.1 take on the governance for programmes and initiatives overseen by existing groups (around 12 groups with overlapping responsibilities)
 - 6.2 assume decision rights and responsibilities from these groups
 - 6.3 develop a single results framework and measurement approach
 - 6.4 better understand the cumulative impact of initiatives
 - 6.5 harmonise programmes before reshaping them to get better results
 - 6.6 develop the practice model for working with at-risk families (initially working with a small number of families)
 - 6.7 use lessons from this work to inform wider changes
- 7 Implementation would be phased. The Tairāwhiti Collective will focus on getting the single governance group established and propose Government identify an agency to work with it (rather than it having to work with multiple agencies).
- 8 Once the concept has been shown to have value, the Tairāwhiti Collective has ambition to expand its mandate and responsibilities to become a social investment commissioning body for Tairāwhiti.
- 9 A single governance group for the social sector in this community improves the ability for local social sector leaders to join up with the local leaders in the economic development sector where interests intersect (eg youth employment).
- 10 While this proposal has risks, the phased implementation approach would allow us to pursue it without committing upfront to significant investment or to significant transfers of decision rights. The rationalisation of existing governance and advisory groups can begin while the detail of what is required for, and implications of, the long-term vision for a social investment commissioning group are worked through.

Background

- 11 In October 2015, the Tairāwhiti Collective asked the Chair of Te Runanganui o Ngati Porou to write to me outlining its initial thinking on how they could improve the lives of the most vulnerable people in their community. They suggested leveraging the high level of existing collaboration in Tairāwhiti and rationalising local service provision and governance silos.
- 12 In November 2015, I responded that improving the delivery of social services for our most vulnerable communities is a considerable focus for the Government and that Ministers have a strong desire to reduce the “clutter” of existing initiatives. I signalled that Cabinet had given me authority to progress a proposal for Gisborne [SOC-15-MIN-0051 refers]. I invited them to work with me.

Tairāwhiti performs poorly against national health and social indicators – there is potential to make significant savings if performance improves

- 13 Tairāwhiti has some of the highest levels of socio-economic deprivation in New Zealand. There are over 4,000 children and young people aged 0-24 in Tairāwhiti defined as “at-risk” using the risk factors from the 0-5 work and youth review.⁴
- 14 Using the same methodology as the Northland and South Auckland proposals, if the proposal improves outcomes for 100 at-risk children and young people there are potential savings of up to \$7.5 million (up to when these children and young people are 21 years old). These savings are in care and protection, youth justice, the benefit system and in corrections.

Tairāwhiti has a complex service landscape that does not meet the needs of vulnerable people with complex needs

- 15 Adverse socio-economic circumstances are entrenched in Tairāwhiti despite the programmes and initiatives introduced to improve outcomes for at-risk families. In the attached proposal, local leaders in Tairāwhiti describe how their efforts to make a difference for families and whānau have been frustrated by a well-intentioned but confused patchwork of programmes and initiatives, complex governance arrangements, and disconnected decision rights and processes. There are at least 12 different governance and advisory groups and inter-agency networks overseeing programmes and services. Programme clutter stretches local leaders across overlapping initiatives, particularly at the governance level.
- 16 The ability of local leaders to appropriately tailor responses to fit their place and people is often constrained by service specifications that are nationally focussed and that do not reflect the specific local circumstances. They have a limited mandate to fix these problems locally.
- 17 Complex and overlapping reporting and accountabilities limit an understanding of the cumulative impact of services and inhibit shared responsibility for results. Social sector leaders in Tairāwhiti need clearer lines of sight on at-risk families and on the services intended to improve their lives. They also need to have the mandate to tailor services to the specific needs of their community. Integrating governance and advisory groups would enhance the likelihood that at-risk people are offered a co-ordinated mix of services, targeted to their specific needs, in a timely, convenient and effective way.

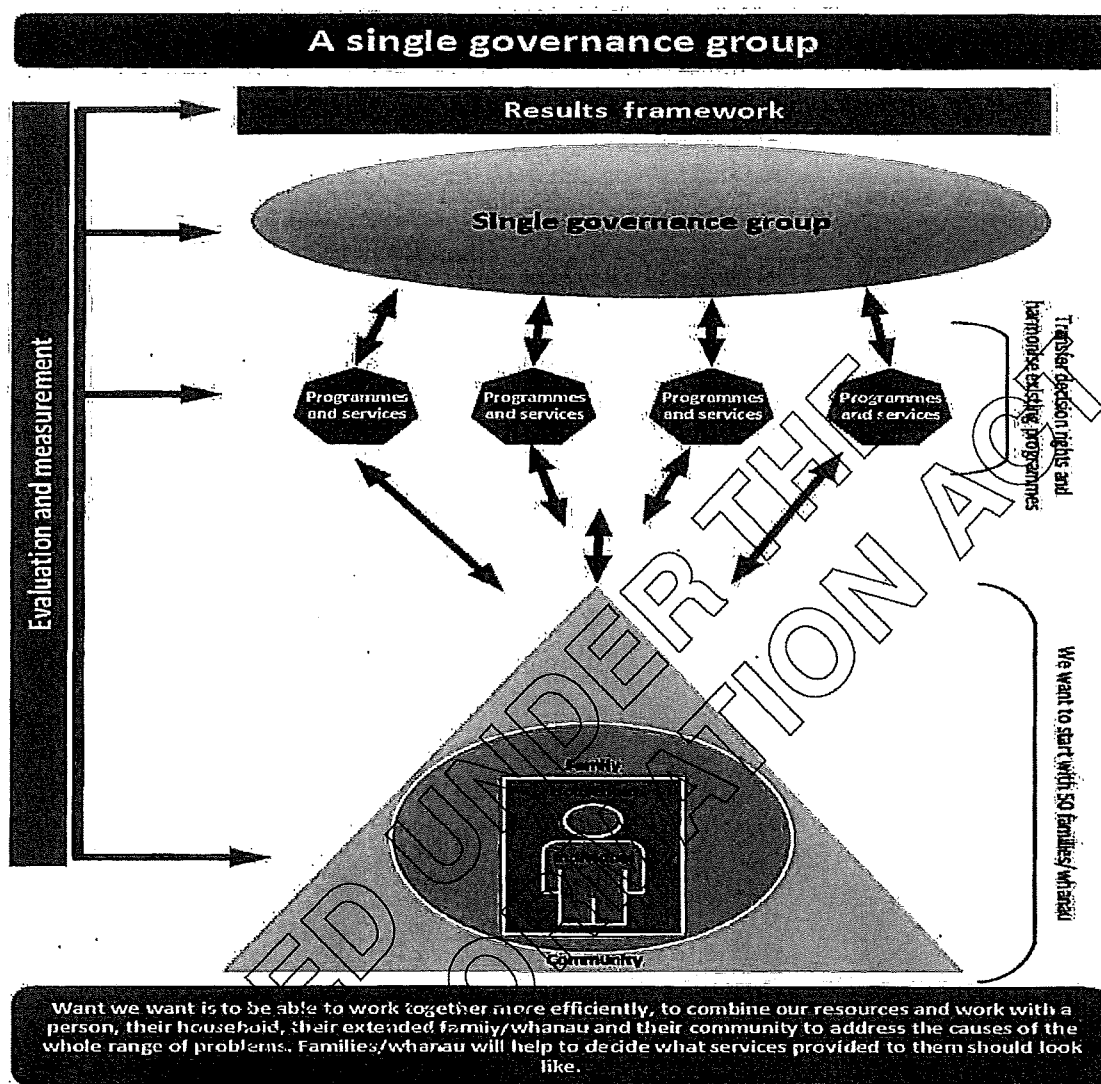
The proposal – a single governance group for Tairāwhiti

- 18 The full proposal is presented in Annex A. It is summarised here and the value for government and potential implications are discussed. I seek agreement to pursue this proposal with the Tairāwhiti Collective, working through the detail on what would be required to form the single governance group and other changes necessary to support its operation before reporting back in July 2016.
- 19 There are potential risks and the detailed implications for existing programmes and initiatives need to be understood. The phased approach to implementation allows these implications to be properly explored and any risks managed. It also promotes a focus on getting better value from existing resources before additional investment is considered.

⁴ Using a definition of having two or more of the risk factors agreed by Cabinet.

- 20 The Tairāwhiti Collective wants to build on the high level of collaboration in its community to change how agencies join up. The first step is to rationalise existing governance and advisory groups to create a single governance group. A single group will enable local leaders to have a clearer line of sight on what is currently happening in their communities and facilitate a shared understanding of what is needed to improve services and outcomes. An authorising environment where there is a single group better supports local leaders to harmonise current programmes (eg identifying synergies and overlaps) before they then move to address duplication, inefficiencies, and reshape lower quality investments. The governance group would:
- 20.1 take on the governance for programmes and initiatives overseen by existing groups⁵
 - 20.2 assume decision rights and responsibilities from these groups (but not acquire any new rights or responsibilities at this stage)
 - 20.3 develop a single results framework and measurement approach
 - 20.4 better understand the cumulative impact of initiatives
 - 20.5 harmonise programmes before reshaping them to get better results
 - 20.6 identify and introduce practice improvements when agencies are working collaboratively with at-risk families (within existing resources)
 - 20.7 use lessons from this work to inform wider changes.
- 21 The Tairāwhiti Collective has long-term ambitions but have focused on the immediate steps and proving the concept. Once the current clutter of governance has been cleaned up and the value of a single governance group demonstrated, the Tairāwhiti Collective's vision is to become a social investment commissioning group (a Social Investment Board) for Tairāwhiti as envisaged in the Productivity Commission's report *More Effective Social Services*.
- 22 The creation of a single governance group provides a platform for building towards this longer term goal. A single governance group will allow the Tairāwhiti social sector to lead improvements in the way the sector works with families and whānau in Tairāwhiti. The starting point should be to understand what is being achieved with the current investment in services and supports for at-risk children and young people and their families to identify and introduce improvements that maximise the value of the current level of investment.
- 23 The diagram below (from page 8 of the proposal) summarises the approach.

⁵ The existing governance and advisory groups are listed in the proposal. They include: Social Sector Trial Advisory Group; SAFE Tairāwhiti; Te Pā Harakeke Local Governance Group (Tairāwhiti Children's Team); Strengthening Families Management Group; Violence Free Tairāwhiti Network; East Coast Community Response Forum; Whānau Ora; Prisoner Integration Network; Attendance Service Stakeholder Network; Tairāwhiti Disability Working group.



- 24 The improvements we could expect to see from a single governance group include:
- 24.1 changes in how services are delivered (eg improved referrals, or engagement and retention in services)
 - 24.2 changes in what services are delivered (eg improved service quality, shifting funding from lower quality investments to higher quality ones)
 - 24.3 more flexibility so services can deliver better results by fitting the specific needs and issues facing individual families
 - 24.4 improvements that support joined up working around at-risk families.

Social investment

25 The proposal provides an opportunity to take the Government's social investment thinking and test its application in a "place" with the priority populations Government is focused on (at-risk 0-24 year olds as previously agreed by Cabinet). We could work with local leaders to support their understanding of social investment, agree outcomes, build their capability to use the data and analytics generated nationally and combine that with their local knowledge to improve the quality of social sector investments to deliver better results.

- 26 Unified governance in Tairāwhiti would provide a platform for government to work with local leadership in ways not possible if there are multiple and overlapping groups in a community. Unified local decision-making would allow the insights from data and measurement to be applied more quickly and flexibly. It also improves the potential for more effective information sharing.

The governance group will need support to be effective

- 27 The literature on collective impact demonstrates the importance of good “backbone” organisational support for effective collective decision-making. The governance group will need good evidence and local capacity to measure their impact and effectiveness. It will also need real time evidence to adjust quickly when it isn't achieving the desired outcomes. With resources and support from the national level, the group will be able to more effectively measure what progress is being made, what is not working, and what improvements need to be made to services.
- 28 A small local secretariat will be needed to provide this backbone support. It would work with Wellington to provide data and analysis, measurement of results and communications. This secretariat can be built by refocussing the relevant Social Sector Trials functions in Gisborne and adding stronger measurement, data and analytical capacity, and improvements in information sharing. This secretariat cannot be provided in its entirety from existing local resources.

A phased approach will allow the Tairāwhiti Collective to understand what is required to make it happen and time to prove the concept

- 29 The Tairāwhiti Collective propose that implementation is phased. They would start by amalgamating the current governance and advisory groups and move over time to a more formal commissioning body. This phased approach will allow time to:
- 29.1 develop and agree a clear, shared sense of purpose and direction
 - 29.2 understand and work through any implications of amalgamating the existing governance and advisory groups
 - 29.3 negotiate and agree roles and responsibilities
 - 29.4 put in place escalation and dispute resolution procedures that support and recognise joint accountability.

- 30 The implementation approach is summarised below.

Phase one – a single governance group (from now until late 2016)

- 31 The first step is amalgamating the existing governance and advisory groups into a single group. Attachments two and three of the proposal identify the existing groups and cross agency initiatives in Tairāwhiti. The groups that should be considered for consolidation into a single governance group include: Gisborne Social Sector Trial Advisory Group; SAFE Tairāwhiti; Tairāwhiti Children's Team; Strengthening Families Management Group; Violence Free Tairāwhiti Network; East Coast Community Response Forum; Whānau Ora; Prisoner Integration Network; Attendance Service Stakeholder Network; Tairāwhiti Disability Working Group; Vulnerable Pregnant Women project; and Tairāwhiti Community Voice.

- 32 As a transitional step the existing groups could be brought under the umbrella of the single governance groups as sub-committees. The new group would assume the decision rights, advisory functions, and oversight responsibilities for programmes and initiatives currently performed by these existing groups.

- 33 An early next step will be to work with the Tairāwhiti Collective to map the rights and functions of the existing groups in more detail. This will support the transition to new arrangements and identify any specific implications. It will allow any risks for the oversight of existing programmes and funding to be identified and managed. The group will need to be well supported to manage any differing levels of decision rights between services as they make the transition. A managed process will also allow for links with relevant national reviews to be made (eg Modernisation of Child, Youth and Family, Community Investment Strategy, and the Family Violence and Sexual Violence Programme).
- 34 Membership and terms of reference of the new single governance group will need to strike the right balance between representativeness and effective decision-making. The group will also need to agree on indicators of success.
- 35 Once established, the new group would focus on understanding the current social service investments. It will harmonise programmes to remove any duplication, and work with providers to improve the quality of services. The aim should be to ensure that the current investments are delivering the best value. Consistent with this aim, the proposed work with at-risk families will need to be achieved within existing resources. This work can help the group identify low quality investments and potential service improvements.
- 36 If Cabinet agrees in principle to progress this proposal, the Tairāwhiti Collective will work with Wellington to negotiate the amalgamation of the existing governance and advisory groups. To streamline this process, the social sector will need to mandate a single representative to lead work with the Tairāwhiti Collective on the detail. Good links between agencies will be required and support will need to be provided to this lead. This is discussed below (Under the National Level Support).

Phase two – expansion of the mandate of the governance group (from late 2016)

- 37 The single governance group will begin to reshape existing services in Tairāwhiti. It is likely that it will identify investments that could be reshaped but that are not currently under control of the governance group. The group will identify any decision rights that could be shifted to support better decisions about where to invest resources and target interventions. This could include assuming greater responsibility for services, programmes, results, and the delegation of decisions over services that are currently determined outside Tairāwhiti. Once it has addressed underperforming investments the group will be well positioned to identify areas where new investments may be required to deliver better outcomes.
- 38 The group may look to negotiate changes that include:
- 38.1 joining up relevant funding
 - 38.2 greater use of joint decisions around resources
 - 38.3 aligning relevant indicators across agencies
 - 38.4 introducing flexibility in some service specifications so they fit local need and support a stronger client/whānau focus.
- 39 As with other place-based models, for this locally-led model to work some control will need to be shifted to the local level. The expansion of scope will need to be managed so the implications are understood. Some changes in scope are likely to require Cabinet agreement.

Phase three – from a single governance group to a social investment board for Tairāwhiti

- 40 If the single governance group has been successful there is potential for it to become a social investment commissioning group for Tairāwhiti. There are a range of issues that will need to be worked through before taking this step.

National Level Support

- 41 The Social Investment Unit is developing a proposal for the national support arrangements for the three place-based approaches. In the meantime the Social Investment Unit will support the leads, and take the lead in ensuring there is an integrated national perspective on what we want to achieve through these place-based approaches and that they are developed in a way that meets expectations on matters such as use of data and evidence, information sharing, performance management and accountability. The Social Investment Unit will need to draw on support and expertise from social sector agencies, the Treasury and the State Services Commission.

Consultation

- 42 The attached proposal has been prepared by Tairāwhiti Social Impact Collective. The Treasury, Ministry of Education, Ministry of Health, Ministry for Social Development, Ministry of Justice, NZ Police, Department of Corrections, and the Ministry of Business, Innovation and Employment have been consulted. The Department of Prime Minister and Cabinet has been informed.

Financial implications

- 43 The focus of the proposal is to make better use of existing resources in Tairāwhiti. A small amount of funding will be needed to support implementation. The attached proposal sets out the estimated cost of supporting the governance group (between \$325,500 and \$505,000 per annum). This will cover the secretariat support functions for the governance group and includes \$50,000- \$75,000 to work with a small group of at-risk families to develop the practice model. As discussed, some of the support function could be provided by reshaping the Social Sector Trial.
- 44 To ensure that the focus is on streamlining governance, the removal of any inefficiencies, and a strong incentive on the governance group to target under-performing investments in Tairāwhiti, I do not propose to provide additional funding for service provision, at least initially. If Cabinet agrees in principal to the establishment of a single governance group, I will explore how secretariat support can be provided to the group within existing resources. This will be informed by the work on national level support for place-based approaches discussed above.
- 45 A separate paper on the future of the Social Sector Trials has been prepared. That paper proposes extending funding for the Gisborne Trial for six months from the July 2016. This will support the transition to a single governance group.
- 46 Membership for the governance group will be drawn from existing governance and advisory groups so will not require extra funding. Consolidation of duplicate governance arrangements would create efficiencies for members and offset any additional costs.

Human rights implications

- 47 The proposals outlined in this paper are consistent with the requirements of the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Legislative implications

48 There are no legislative implications at this stage.

Regulatory impact analysis

49 A Regulatory Impact Analysis is not required at this stage.

Gender implications

50 There are no gender implications from this paper.

Disability perspective

51 Disabled people may benefit from this proposal through improved access to services.

Publicity

52 None planned.

Recommendations

53 It is recommended that the Committee:

1 note that:

1.1 in October 2015, the Tairāwhiti Social Impact Collective (the Tairāwhiti Collective) wrote to me as Minister for Social Development proposing improvements in the delivery of social services to the most vulnerable in Gisborne

1.2 the Tairāwhiti Collective includes chief executives from Te Runanganui o Ngati Porou and Te Runanga Turanganui a Kiwa, and the Tairāwhiti DHB, senior regional officials from Child, Youth and Family, the Ministry of Social Development, the Ministry of Education, NZ Police, representation from the Gisborne District Council, and local non-government organisations

1.3 in November 2015 I was given authority to progress a place-based proposal in Gisborne [SOC-15-MIN-0051 refers]

1.4 I met with the group to progress this and on 17 March 2016 the Collective provided me with their proposal [attached as Annex A]

2 note that in this proposal the group suggests that in the Tairāwhiti community has a high level of collaboration that can be built on to deliver better results for at-risk families but that the current social sector environment is:

2.1 cluttered with overlapping governance and advisory groups

2.2 constrained by service specifications and decision rights that do not reflect specific local circumstances

3 note that the proposal developed by the Tairāwhiti Collective is to deliver better outcomes, starting with:

3.1 consolidating social sector governance in Tairāwhiti into a single group that:

3.1.1 takes on the governance currently spread across existing social sector governance and advisory groups

- 3.1.2 assumes the existing decision rights from these groups
- 3.1.3 develops a single results framework and associated measurement approach
- 3.2 applying this new leadership structure to improving the practice model when working collectively with at-risk families (starting with 50 families)
- 4 **note** that the benefits of the consolidation of governance is that it will support:
- 4.1 improved local understanding of the cumulative impact that current initiatives are making
- 4.2 harmonising current programmes and subsequent reshaping to improve the quality of current investments to support more effective results and to remove any duplication
- 5 **note** that further work on detailed implementation is required
- 6 **agree** in principle to the creation of single governance group in Tairāwhiti, subject to the report back in recommendation 8
- 7 **agree** that governance arrangements that should be considered for consolidation into a single governance group include: Gisborne Social Sector Trial Advisory Group; SAFE Tairāwhiti; Tairāwhiti Children's Team; Strengthening Families Management Group; Violence Free Tairāwhiti Network; East Coast Community Response Forum; Whānau Ora; Prisoner Integration Network; Attendance Service Stakeholder Network; Tairāwhiti Disability Working Group; Vulnerable Pregnant Women project; and Tairāwhiti Community Voice
- 8 **invite** the Minister for Social Development to:
- 8.1 work through with the representatives from the Tairāwhiti Collective the detail required to form the single governance group and other changes to support its operation
- 8.2 report back in July 2016 seeking agreement to any changes necessary to give effect to the proposal and with a proposed approach to how the governance group will be provided with secretariat support, data and analysis, and capability in the measurement of results within existing resources.


Hon Anne Tolley
Minister for Social Development

6/5/16

ANNEX A: SOCIAL INVESTMENT PROPOSAL FROM THE TAIRĀWHITI SOCIAL IMPACT COLLECTIVE



23 March 2016

Hon Anne Tolley
Minister for Social Development
Parliament Buildings
WELLINGTON

Tena koe e te Minita, e Anne

TAIRĀWHITI SOCIAL SECTOR PROPOSAL

On behalf of the Tairāwhiti Social Investment Collective I am pleased to submit this regional social sector change proposal to you for consideration.

As you know I wrote to you in November to seek the Government's support for a change of approach to social sector programme governance and coordination across the Tairāwhiti. In short, our iwi and social sector leadership wants to get real 'join up' across local programmes and services, starting with joined up governance and decision-making.

Your invitation to our regional leadership to put a change proposal to you, and your colleagues, was warmly received, as have been your follow up visits over the last three months.

Our proposal sets out a clear first step: to establish a single social sector governance board, mandated and focused on a common agenda to help our most vulnerable families. From there, we intend to build the experience, evidence and case to take on greater responsibility for social sector investments in our region.

Our leadership is committed to making scarce social sector resources work much better for our most at-risk families. We are in full agreement with ministers that Business As Usual will not deliver the step change needed in our region to tackle the poor health, justice and social circumstances that beset too many of our families.

With the Government's support we believe that we can make a real difference to the lives of vulnerable families within our region.

Kia tau te ia o te mauri kia tatau.

A handwritten signature in black ink, appearing to read "Selwyn Parata".

Selwyn Taneioa Parata
Chairman Te Runanganui o Ngati Porou
On behalf of the Tairāwhiti Social Investment Collective

TAIRĀWHITI SOCIAL INVESTMENT PROPOSAL

Executive Summary

This proposal has been prepared by the Tairāwhiti Social Impact Collective (the Collective). It seeks to deliver better results for vulnerable families in Tairāwhiti⁶. We are driven by our desire to do something about the region's poor performance against national health and social indicators and our frustration that, despite numerous programmes and initiatives in our community, we aren't doing well for many of our most at-risk families.

For some time our efforts have been frustrated by a well-intentioned but confused patchwork of programmes and initiatives with complex governance arrangements. Our ability to tailor responses to fit our place and our people is often constrained.

We want to work with government to fundamentally change how agencies join up. In October 2015, we asked the Chair of Te Runanganui o Ngati Porou to write to the Minister for Social Development, Hon Anne Tolley to outline our thinking. She signalled she had been given authority to progress an initiative and invited the Collective to meet with her to develop a proposal.

Our proposal has long-term ambition and scale but is tightly focused on the immediate phases and robust monitoring and evaluation to prove the concept before going further. As a first step, we propose creating a single governance group to:

- take on the governance for programmes and initiatives overseen by existing groups
- assume decision rights and responsibilities from these groups
- develop a single results framework and results measurement approach
- begin to understand the cumulative impact initiatives are making
- harmonise programmes before reshaping them to make a greater collective impact
- develop our practice model by working with 50 at-risk families
- use the lessons from these families to inform wider changes.

The proposal provides an opportunity to apply social investment thinking at the frontline. We want to create an environment that allows solutions to emerge and to be tailored for local circumstances. An environment where we try new things, monitor and evaluate them, and can adapt quickly to get better results.

Our implementation approach would be phased, starting by bringing together existing groups from June 2016, setting up the project with the first of 50 families, and identifying early opportunities to align existing programmes and initiatives. We want to work through any outstanding issues then move to a single governance group by late 2016, or earlier.

We will need the support of government to make this happen. Our phased approach allows for any issues to be identified and solutions developed as we go. It also allows for scaling up of the concept as we prove its value.

It takes resources to run the kind of collective impact approach we outline below. Details on the resources necessary to support the approach are provided. They are modest compared with the potential returns we can achieve by delivering better results for at-risk families when continuing to do what we do now will get us the same results we get now.

Introduction

This proposal builds on the current high level of collaboration in our community to deliver better results for vulnerable families in Tairāwhiti. We want to work with government to fundamentally

⁶ Tairāwhiti is defined as from Wairoa to the East Coast

change how agencies join up and mandate social sector leaders in Tairāwhiti to rationalise the existing governance in the region. This will support us to deliver much better results than we are getting now. We can start with two steps:

- cleaning up the current mess of programme governance
- working with at-risk families in a more co-ordinated way to realise their potential and reduce the input that agencies have in their lives.

These steps are critical to building the capacity of the social sector in Tairāwhiti to create transformative change in the lives of vulnerable families.

Our proposal has long-term ambition and scale but is tightly focused on the immediate phase and robust monitoring and evaluation to prove the concept. Once we have cleaned up the current clutter of governance and shown the value of this way of working, our vision is that we take on additional decision rights and responsibilities to become a social investment commissioning group for Tairāwhiti, expanding our scope, and assuming greater responsibility for services, programmes, and results.

It is our belief that if governments hold largely to the status quo our region will continue to achieve the same results – or they may get worse.

The proposal has been prepared by the Tairāwhiti Social Impact Collective, made up of the three major Iwi and Maori authorities, together with government agency and community leaders in the local health, justice, and social sectors, and the Gisborne District Council.

Why we have developed this proposal – messy governance and initiatives that don't align

For some time our efforts to make a difference for families have been frustrated by a well-intentioned but confused patchwork of programmes and initiatives. What we have been asked to deliver in Tairāwhiti is beset with complex governance arrangements and disconnected decision rights and processes. Our ability to tailor responses to fit our place and our people is often constrained by service specifications and decisions that do not reflect our specific local circumstances or those of the families we work with.

Collaboration between providers and integrated service delivery have become a common way to work with children, young people, and families with the most complex and intense needs. Over the past two decades governments and communities have trialled or piloted a number of approaches in our community. These trials and pilots have often not lived beyond the trial stage and more often than not have been superseded by a new pilot that hasn't applied the lessons learnt or the achievements realised. Mostly these experiments have been at the margins of agencies 'business as usual'.

Tairāwhiti has been the recipient of initiatives ranging from the Community Response Forums, Social Sector Trials, Children's Teams, Strengthening Families, Whānau Ora, and Safer Community Councils, through to Healthy New Zealand, Healthy Homes, Neighbourhood Policing Teams, and a number of integrated case management models such as Family Start, Whānau Ora navigation, the Youth Service, and Teen Parent Intensive Case Management (current cross agency initiatives are listed in Attachment Three).

These programmes have been introduced independently of each other with little regard to how they fit together or the fact that they are trying to meet the needs of the same or overlapping groups. Some focus on children, some on young people, some on households or communities, and some divide people up into categories like family violence victim or perpetrator, crime victim, or offender. Each of these programmes makes calls on local social sector leaders which means we spread our efforts thinly.

These arrangements prevent us from looking at people's needs as a whole and from tailoring the response. Many of the cogs of the service system don't connect and some cogs have seized up. Clutter continues to be added in an un-coordinated way.

Despite these various collaborative and integrated initiatives agencies are still working in silos. People are told that they need to work horizontally but the models, tools and behaviours they are supposed to work with continue to operate in a top-down, segmented, way. This is primarily driven by the way that funding is allocated, by different agencies' reporting regimes, and accountabilities to multiple places, all of which reinforce silos rather than breaking them down.

In October 2015, we asked the Chair of Te Runanganui o Ngati Porou to write to the Minister for Social Development, Hon Anne Tolley, to outline our thinking about what we could do to change this situation. In that letter we suggested we could organise ourselves to leverage the high level of collaboration in our community while also rationalising some of the service provision and governance silos that have emerged over the years. By making changes and working together we expect to improve the lives of the most vulnerable members of our community in ways not possible if we continue to operate as we do now.

Minister Tolley responded, in November 2015, that improving the delivery of social services for some of our most vulnerable communities has been a considerable focus for the Government, as has a strong desire from Ministers to reduce the "clutter" of initiatives. She signalled to us that she had been given authority to progress a proposal for Gisborne and invited the Collective to meet with her as soon as possible to agree a work plan.

To work more effectively with vulnerable families in Tairāwhiti we should start by creating a single governance group ...

.... and work with some of our vulnerable families to transform our practice model

The Collective is driven by our region's poor performance against national health and social indicators. We have some of the highest level of socio-economic deprivation in New Zealand. Adverse socio-economic circumstances are entrenched in our community despite the numerous programmes and initiatives designed to improve outcomes for at-risk families.

Changing this relies on social sector leaders in Tairāwhiti having clear lines of sight on at-risk families and on the services that work with them to enable them to improve their lives. As local leaders we need to be able to take nationally defined outcomes and tailor the response so that it fits our community and what will work for individual families. We also need to have the authority to lead the development of a practice model that delivers the best results, and the tools and capability to monitor and measure what we are achieving.

In short, we need to be measured on an outcomes basis and empowered to work in that way with families. Our proposal also provides a real opportunity to have families involved in the services they need and that work.

Overlapping governance and advisory groups in Tairāwhiti are a major roadblock to our efforts as it creates a cluttered and confused approach to planning and social service delivery. It:

- prevents us from understanding the cumulative impact of services and sharing responsibility for delivering results
- gets in the way of any attempt to understand the results that we are achieving collectively
- spreads resources and capability too thinly
- inhibits efforts to join up and work together with at-risk families.

As a first step, we propose **creating a single governance group** from the existing governance and advisory groups. This single group will:

- **take on the governance** for the programmes and initiatives overseen by the separate groups
- assume the **existing decision rights and responsibilities** from these groups
- develop a **single results framework** and associated results **measurement** approach (with support from Wellington)
- begin to **understand the cumulative impact** that the current initiatives are making
- **harmonise** programmes before beginning to **reshape** them to make a **greater collective impact**
- show that we can work together to develop our practice model by **working with 50 at-risk families and their whānau**
- **use the lessons** from these families, and information sharing and evidence of what is working, **to inform wider changes.**

We will demand of each other that we demonstrate the strength of collaboration by actually joining up, doing it, learning and improving.

We see great scope for this single governance structure because, not only does it stop our leadership capacity and capability being spread over too many groups, it means we can join up at a practice level to make a bigger difference.

A single governance group for Tairāwhiti will also improve the implementation of any new social sector initiatives or programmes in our community because it provides a way to align new initiatives with what already exists. It will reduce the risk that new programmes are designed and implemented in disjointed or uncoordinated ways.

Our proposal provides an opportunity to take the social investment thinking being developed by the Government and tailor it for the frontline. We can apply the tools and analysis being developed in Wellington and use them in a local context, combining them with local knowledge and leadership to deliver better results than we are getting now. We will use the existing tools and expertise of people already in place until we build new capabilities through the single governance group.

The proposal is informed by our experiences working collaboratively under current conditions as well as the literature on place-based and collaborative working. This literature suggests dealing successfully with complex problems relies on:

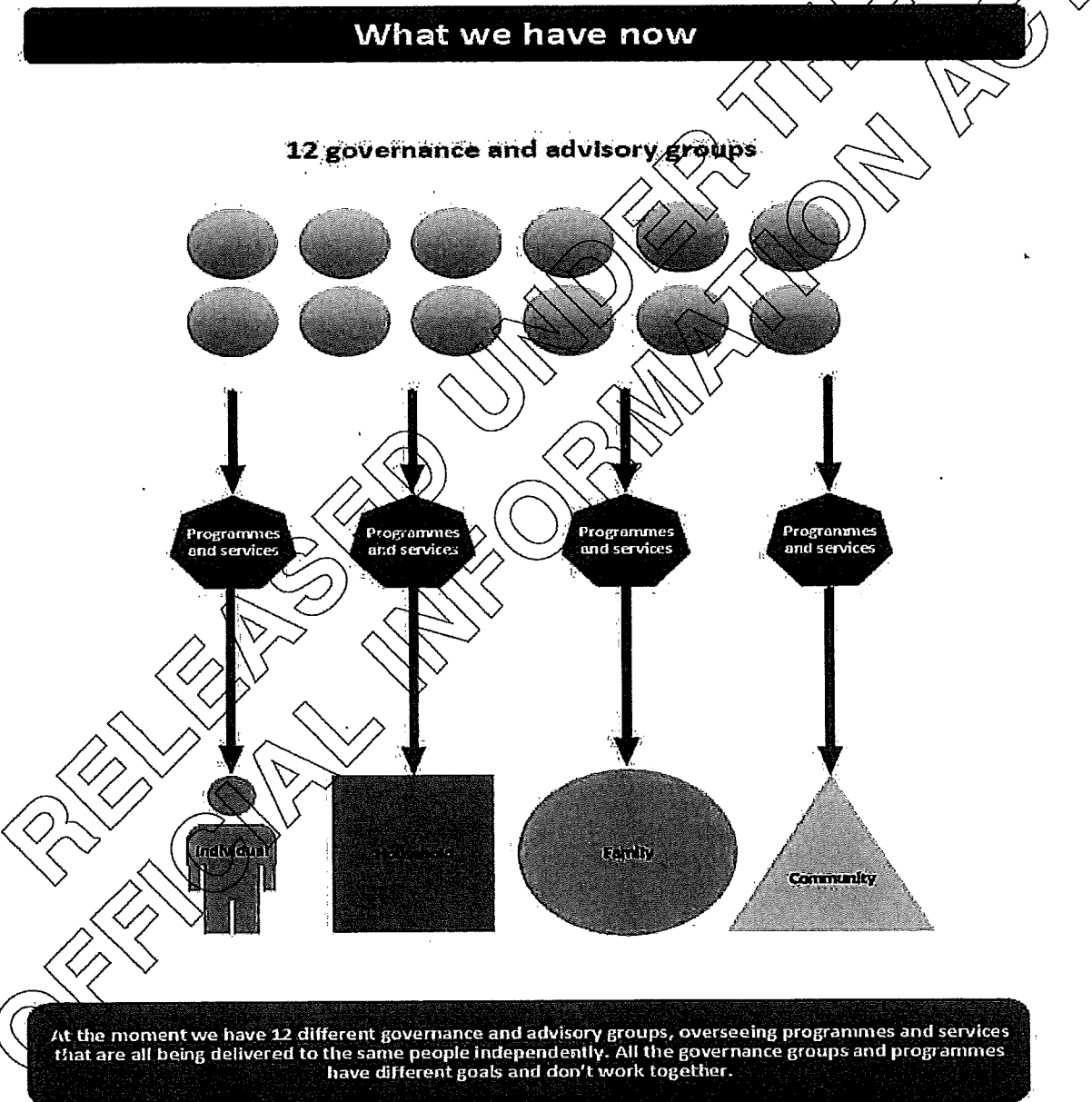
- having a clear, shared, sense of purpose and direction
- effective local governance and management
- well-functioning local networks
- a range of 'soft' factors, including trust, a style of leadership consistent with the way of working, dealing with power imbalances, clarity of roles, clear allocation of decision rights, and clear escalation and dispute resolution procedures (these factors can support the resolution of problems of joint accountability)
- reducing transaction costs
- aligning or consolidating community decision-making processes
- improving the accessibility of local data to support well-functioning local networks
- supporting local influence over decisions that impact on that community
- resourcing - it takes resources to run a collective impact process, in particular human resources (eg to support, facilitate, and participate in networks)

- providing for small investments that enable local harnessing of collective effort (these can make a real difference).

We want to create an environment in Tairāwhiti that allows solutions to emerge and to be tailored for local circumstances. An environment where we are able to try new things and monitor and evaluate them in ways that allow us to quickly adapt what we are doing to get better results.

The figures below illustrate our proposed approach and how we will get there. It is discussed in more detail in the sections that follow.

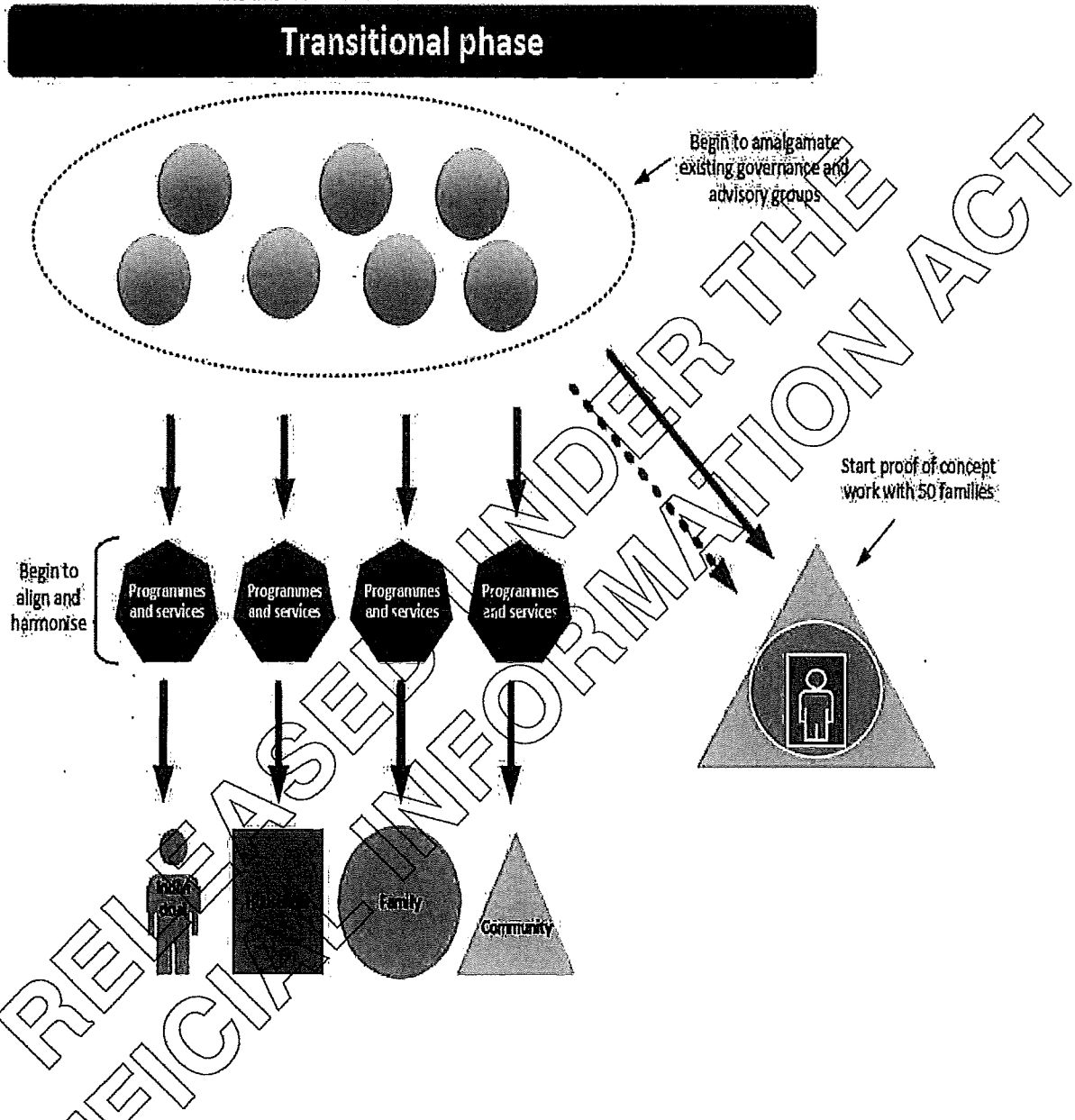
Figure One: Many Governance and Advisory Groups in Tairāwhiti



With your agreement we will begin to transition to a single governance group, bringing together the existing groups from June 2016 under the “umbrella” of the single advisory group, setting up work to improve our practice model (the work with 50 families described below), and identifying early opportunities to harmonise and better align existing programmes and

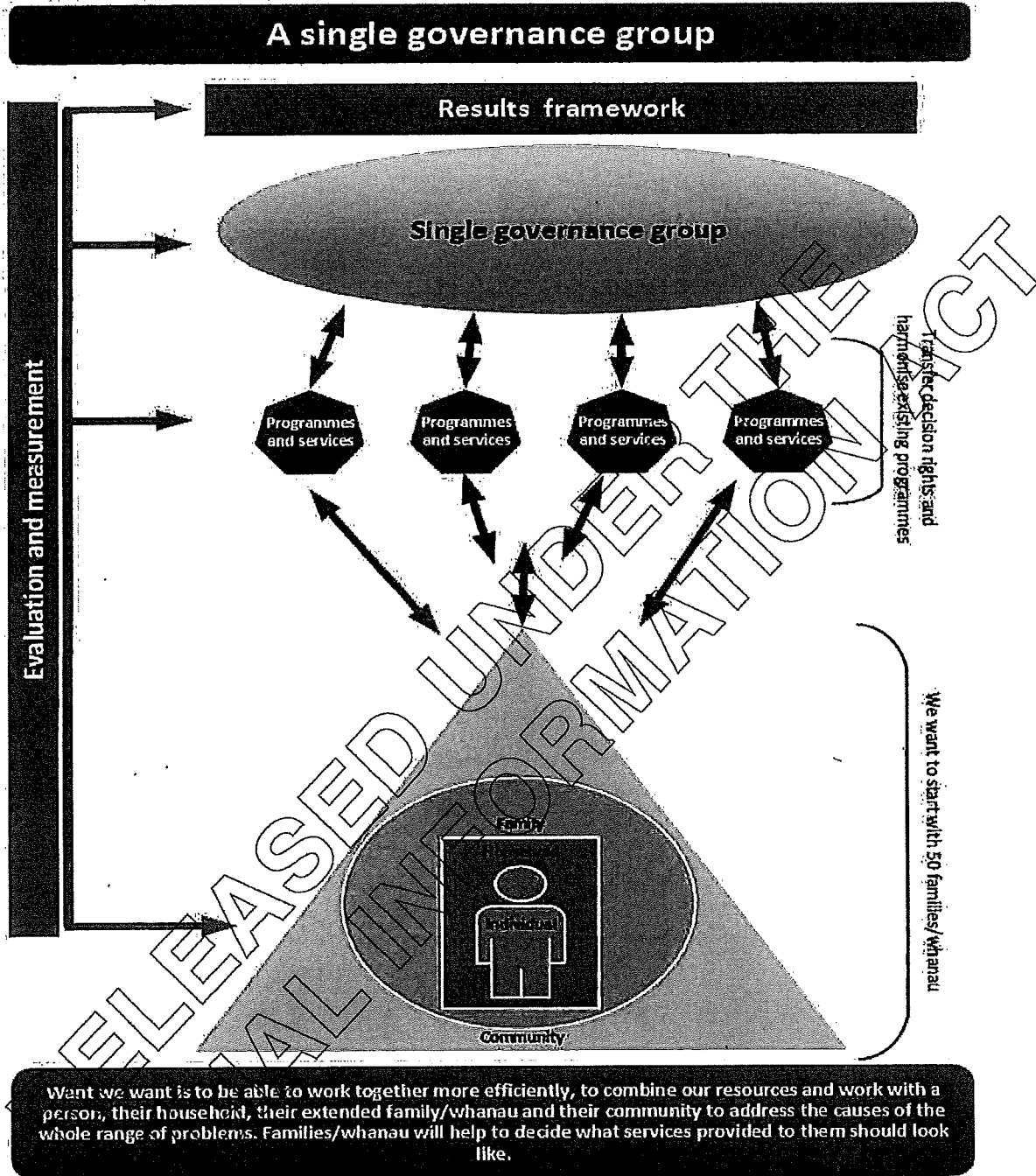
initiatives. We expect that this transitional stage will last approximately six months while we work with a single government negotiator to streamline reporting and monitoring and work through any outstanding issues.

Figure Two: The Transition to a Single Governance Group



As soon as we have worked through the transitional issues we will move to a single governance group. We expect that this will be in late 2016, or earlier.

Figure Three: A Single Governance Group for Tairāwhiti (late 2016/early 2017)



A single governance group positions us to go further

These first steps are critical to building our capacity to create transformative change across the social sector.

Once we have transitioned to a single group our vision is that we take on additional decision rights to become a social investment commissioning group for Tairāwhiti, expanding our scope and assuming greater responsibility for services, programmes, and results.

Benefits of a phased approach that starts with consolidation of governance

A single governance group for the social sector in Tairāwhiti would support a social investment approach. We would be able to more effectively use data, analytics, and local knowledge to improve decisions about how resources are used to deliver the best results for our community. A single group gives a clearer line of sight. With this we can develop a richer, shared, picture of our most vulnerable families and develop a shared understanding of what we can do to improve their outcomes.

With the right resources and support we will be able to be more nimble, more effectively measure what progress is being made against our agreed outcomes, where we are doing poorly, and what improvements are necessary. This could include changes in:

- changes in how services are delivered (eg improving referrals, or engagement and retention in services)
- changes in what services are delivered (working with providers to change their focus of service delivery, filling service gaps)
- having greater flexibility so resources are used to fit the specific needs and issues facing individual families
- Improvements to infrastructure that support joined up work or that create service efficiencies.

Any savings that are freed up through efficiencies (eg through streamlining reporting and monitoring) will be able to be re-directed to service delivery.

If we link up the governance of integrated programmes it provides us with the opportunity to harmonise these programmes so that they focus on all the drivers of poor outcomes. For example, making links between the values and beliefs held by parents about staying in and achieving at school, and programmes that focus specifically on keeping children in school. Linking up the governance makes it more likely that programmes look at children, young people and their whānau /family as a whole rather than taking a single problem focus.

By providing a single voice for the social sector a single governance group can make stronger links between economic and social outcomes. For example, for young people we could make better links between social development in childhood, educational attainment, trades, skills training and employment.

The streamlining of governance will also assist us to share information more effectively.

The transition process to a single governance group will ensure that there is continuity while we make the shift. For example, as an intermediate step we could bring the existing groups in as sub-committees of the single group.

Benefits of working with at-risk families in new ways

Government is putting a lot of money into families but this investment is not being used in ways that make sense to these families or their whānau. This needs to change.

Changing the governance model for the Tairāwhiti social sector will allow us to see more clearly new ways of working with families and whānau. We will begin by working with 50 at-risk families. This will allow us to apply our new leadership structure to improving our practice model for when we work together. By working with these 50 families we will learn how to understand their needs as a whole, understand how to best meet those needs (including by engaging wider whānau and the strengths that whānau bring), and what changes are required to do work this way. We can use what we learn to inform where we might put more resources.

We propose to phase the implementation of work with at-risk families so that so the approach can be prototyped and adjusted as we go. We could start with ten at-risk families, build to 25

by the end of the first year (June 2017) and 50 by the end of 2017. This would allow time to build capacity and prove the value of investing in this approach.

How would we do it?

(i) Consolidating social sector leadership

Most of the governance and advisory groups in our community have been established by government agencies. We need a mandate and authority from government to introduce a single local governance group. For this change to be made smoothly and efficiently we need government to mandate one government representative (agency) in Wellington. This government agency would lead negotiation with us of the amalgamation of the governance groups and other necessary changes including streamlining the existing reporting and monitoring requirements.

We have already come together voluntarily to improve our collective leadership. As a transitional step, the amalgamated group will take on the existing decision rights and responsibilities of the groups that it is formed from and assume oversight for the existing initiatives as they currently are. We will then begin to harmonise these initiatives, making better connections between them, before moving to explore how they could be reshaped to deliver better results. This will set the initial scope of the group.

The value of this initial step is that it provides a way to improve connections and relationships between services. This improved connectedness will help us to begin to realise better value services for families (eg improving referrals and the experience of families using multiple services, by better information sharing so that families are not retelling their stories to different services and so the service provider that engages with them is aware of their whole story).

As part of the transition to a single group we will look at membership and terms of reference and strike the right balance between representativeness and effective decision-making. Indicators of success will need to be agreed. We will also take opportunities to align where relevant with the Tairāwhiti economic development strategy. One advantage of a single governance group is that it will make it easier to make these linkages.

While we are not looking to take on additional purchasing decisions at the beginning we may find that there are some decision rights that need to be brought into scope to support the harmonisation of existing programmes. As we build trust and capability we expect to expand the scope of the group by taking greater authority over, and responsibility for, services and contracts. For example, we may need to seek delegation of decision rights over services currently determined outside Tairāwhiti. Our vision is that eventually the single governance group becomes the type of social investment commissioning body envisaged by the Productivity Commission. We recognise that there are a range of issues that will need to be worked through before we take these later steps. Our proposal is designed to support a phased and informed expansion of the role and responsibilities of the single governance group.

(ii) Working with at-risk families in new ways

Our work with 50 families will be strength-based and will include the at-risk families' whānau in the development of solutions. Our practice model will be designed to draw tacit lessons about what is working and what isn't. It will address the whole range of issues that are causing poor outcomes rather than just the presenting problem. This is because working in this way:

- supports effective collaboration
- recognises that every family has something that they can bring to the table
- allows for flexibility to address the real drivers of problems which vary amongst families presenting with very similar issues (eg rather than counselling and programmes it could be about supporting them to get a drivers licence so that they

can get a job because getting a job, and having a way to get around, is the most effective way to help them to do what is needed for their families).

This way of working will mean that contracts and services focus less on specifying how we get the outcomes and more on which outcomes are sought, for whom, and whether we are getting those outcomes. A single governance group is a way to get this flexibility and for the community to own the outcomes.

Working with 50 families and their wider whānau allows us to develop and try out a new joined up practice model and monitor and measure the effect. It will also support us to build more effective links between funders and frontline workers and better understanding about the results that are being delivered. Current services may not be working well for some of these families. This initiative provides a chance to deliver something of value to them while also informing changes to existing services that have not worked for this group. Even modest improvements in their outcomes will provide value to them, to the community, and to government.

We will identify the 50 families. Children and young people in these families will show many the indicators of risk that are of interest to government⁷. Big data is an important tool in identification but local judgement is also required. We will need to have the flexibility to work with some of the tamariki who are just on the margins of the most at-risk group. It is important that we get some success early so that we can learn what is working and apply that more generally. We will make it work.

(iii) Support function for the operation of the governance group and the work with at-risk families

The governance group will need robust data informed by local measurement, including real time evidence showing what is working to support quick adjustments to our approach. There are some areas of critical capability that will need to be strengthened or built. The group will need the capability to be able to understand what is being delivered in Tairāwhiti, who services are being delivered for, and what results are being achieved. This will need improvements in measurement and the use of data and analytical tools.

This capability can be provided through a locally based secretariat (or a backbone organisation in collective impact thinking) that services the group. It would work with Wellington to provide the governance group with data and analysis, measurement of results, and communications. Communications could include providing a single voice for Tairāwhiti, a single portal for access to information, and a better way to share learning about what works and what doesn't.

The "backbone" could be built by refocusing the existing Social Sector Trial function and adding stronger measurement, data and analytical capacity, and improvements in information sharing. While the single governance group shares the objectives of the Trial it would have a much wider scope. The Trial would, therefore, be absorbed into the secretariat and the current outcomes and focus of the Trial absorbed into the governance group. Costings for this function are provided below.

Alongside enhanced capability in measurement and evaluation, we will make improvements in how we share information both to support strategic investment advice and service delivery improvements. While we will need help with the technical detail about how we can share information safely we need to get on and try some things to test the boundaries of what is possible. A single governance group will support us to advance this issue locally, as will the proposal to work with at-risk families.

⁷ Work undertaken for government shows that as children they are more likely to live in households that rely on benefits, have a finding of abuse or neglect, have a parent or caregiver with a criminal history, and/or a mother with no formal qualifications. As they age (15-19) they are more likely to offend as teenagers, enter the benefit system early, have a disability or special needs, or use mental health services. As young adults (20-24) they are more likely to have a custodial history, be a jobseeker in poor health supported by benefit, or a recipient of long-term disability benefit (Supported Living Payment).

(iv) Greater flexibility in contracts and through streamlined monitoring and reporting

Making this work will require greater flexibility in how funding is used and streamlining of monitoring and reporting regimes. This means we spend less time on overlapping reports that are mostly aimed at compliance and more time measuring if we are achieving improvements in families' lives. The governance group will identify where some services aren't needed or where specifications may need change to suit local circumstances or tailored for individual families. We need to be able to negotiate these changes in a streamlined way with funders.

The changes that may be required to support the implementation of this proposal include joining up relevant funding, greater use of joint decisions around resources, and changes to align relevant indicators/KPIs across agencies. Some centrally determined service specifications may need to be adjusted or made more flexible so services fit local need and have a stronger person/whānau focus. Some decision-making will need to be delegated down within agencies so that the decision-maker is part of the single governance group.

Changes could be advanced by government mandating one person from one of the social sector agencies nationally to work with a representative from the governance group to identify the changes needed, how they can be made, and then take responsibility for making it happen.

We recognise work is underway to address some of these issues. However, there is an opportunity through this proposal to promote the streamlining of reporting and monitoring in a geographically discrete community like Tairāwhiti.

One example of an area where the governance group may look to get greater flexibility is in social housing where national criteria do not always fit our local circumstances. The national approach to allocation may not always fit our circumstances and it is difficult for a place like Gisborne to get recognition of its specific issues and circumstances when it is a small part of the national picture. Our ambition would be to have greater control over social housing in Tairāwhiti.

Risks

When communities take more risk, they have to have a safe environment to experiment and innovate. Mistakes will happen and some things will not work. If the community is given the mandate to innovate they will also own the mistakes and take responsibility for fixing them. This will rely on being given the mandate and the capability to effectively measure results and take informed investment decisions. This mandate needs to be enduring.

Tensions inevitably arise between the centre and the regions. We can manage them through a phased approach to implementing this proposal that allows for:

- a clear, shared, sense of purpose and direction to be developed and agreed
- the implications of amalgamating the existing governance and advisory groups to be understood and worked through
 - roles and responsibilities to be negotiated and agreed
 - escalation and dispute resolution procedures that support and recognise joint accountability and changes in control to be put in place.

Resourcing to support the proposal and demonstrate success

It takes resources to successfully run the kind of collective impact approach we have outlined and small investments that enable harnessing of collective effort can make a real difference.

The table below sets out resourcing to support the approach. The focus of this investment is on supporting the early phases (amalgamating the governance, streamlining reporting and monitoring, achieving efficiency gains and improvements to existing services, and developing our practice model). This investment will support us to establish our evaluation and monitoring

approach up front so we are able to demonstrate the difference we can make and support a case for additional investment that allow us to scale up.

Table One: Secretariat for Governance Group

Role	Description	Number of people	Cost	
			Low range	High range
Lead	Will have a key role in supporting the work of the governance group. Will manage external communications.	1	\$100,000	\$146,000
Measurement and Evaluation Adviser (2x 0.5 fte)	Will support the Governance Group with data, measurement and evaluation so it can understand client need, measure results, and identify service improvements and adaptations. Will support the Governance Group to feedback to Wellington.	2 x 0.5	\$70,000	\$100,000
Project manager/co-ordinator	Will manage the project to improve the practice model for at-risk families	0.75	\$67,500	\$90,000
Administration Support	Will co-ordinate meetings and provide general administration support.	0.5	\$15,000	\$25,000
Overheads	General overhead costs eg, location, computers, stationary.	n/a	\$50,000	\$75,000
Total		3.25	\$302,500	\$430,000

Table Two: Seed Funding for the project to improve the practice model for at-risk families

		Low range	High range
Seed Funding	A small pool of flexible funding to support innovation and purchasing additional services for at-risk families	\$50,000	\$75,000

Table Three: Total estimated costs (low and high estimates)

	2016/17	2017/18	2018/19 (see note one)	2019/20
Low range Total	325,500	325,500	325,500	325,500
High Range Total	505,000	505,000	505,000	505,000

Note one: after the second year it would be appropriate to review the seed funding component against results and the potential for additional families. We will also explore the potential for matched funding for the seed funding for the 50 families.

As discussed some of these functions could be provided by reshaping the existing Social Sector Trial (however, the Trial is not currently funded beyond June 2016). The local measurement and evaluation capability will need to be built working with Wellington. Governance group members will be drawn from the existing governance and advisory groups. Consolidation of duplicate governance arrangements would create efficiencies for members, which would offset any additional costs.

While at this point it is difficult to quantify the size of the efficiencies that could be achieved through a single governance group or the potential returns that a single governance group could deliver through the services and initiatives the group will oversee, it is possible to estimate the savings that could be achieved from the work with 50 families. There are over 4,000 children and young people aged 0-24 in Tairāwhiti that could be defined as "at-risk" using a definition of having two more of the risk factors identified by government. Using the methodology used by the Northland and South Auckland proposals and assuming that at least two at-risk children or young people live in each of the 50 families (ie 100 children and young persons) we plan to work with there are potential savings of up to \$7.5 million up to when these children and young people are 21 years old. This does not include savings in health and education and does not recognise that the governance group will be working with many more families than these 50 through the other services and initiatives that we will oversee.

Conclusion

We have a strong commitment to working together in Tairāwhiti to make this happen and see real value in what we propose. We want to work with government to make a difference to the children, young people and families that live here. Continuing to do what we are doing now will get us the same results that we are already getting.

We will need the support of government to make this happen, the power of government to remove road blocks, a mandate to make changes, and a willingness to engage with us in a joined up way to work out together what needs to change and how to change it. We are determined to make a difference and know we can.

Attachment One: Why Tairāwhiti - there are high needs and entrenched social problems that our proposal aims to improve

There is a high level of need across both the Gisborne and Wairoa Districts that justifies the effort to get governance right and improve our practice model.⁸

Gisborne District has a total population of 43,656 and Wairoa 7,890 (a total of 51,546). Gisborne has a younger population than the rest of New Zealand, with a median age of 37, compared with 38 for New Zealand as a whole. Wairoa District's population is slightly older than the national medium at 38.9 years.

Both Wairoa and Gisborne have a greater proportion of their populations aged under 15 years at 24.6% for both places, compared with 20.4% for the rest of New Zealand. The proportion of the population who identify as Māori is considerably higher than for all of New Zealand. In Wairoa 62.9% identify as Māori, while in Gisborne the percentage is 48.9%. The proportion of the population who identify as Māori is 14.9% for all of New Zealand.

Gisborne and Wairoa have lower average incomes than the rest of New Zealand. The median annual income for people aged 15 years and over is \$24,400 in Gisborne and \$22,000 in Wairoa. The national median income is \$28,500. In Wairoa 46.4% of people aged 15 years and over have an annual income of \$20,000 or less, compared with 38.2% for New Zealand as a whole. The percentage for Gisborne is 41.9%. Only 19.6% of people aged 15 years and over in Gisborne and 14% of people in Wairoa, have an annual income of more than \$50,000 (compared with 26.7% of people throughout New Zealand).

Māori living in Gisborne and Wairoa Districts have lower average incomes than Māori living in the rest of the country. For Māori aged 15 years and over the median income in Gisborne is \$19,900 and for Wairoa it is \$19,300, compared with \$22,500 for all Māori in New Zealand. Of Māori living in Wairoa aged 15 years or older, 51.6% have an annual income of \$20,000 or less. This is very similar to Māori aged 15 years or over living in Gisborne where 50.3% have an annual income of \$20,000 or less. Both these figures are higher than for Māori in the rest of the country at 46.3%. Only 13.4% of Māori aged 15 years or over in Gisborne, and 8.7% of Māori living in Wairoa, have an annual income of more than \$50,000, compared with 18.1% for all Māori in New Zealand.

The unemployment rate is higher than the rest of the country. The unemployment rate for people aged 15 years and over is 9.3% for Gisborne and 11.7% for Wairoa, compared with 7.1% for all of New Zealand. The unemployment rate for Māori aged 15 years and over in Gisborne District is 16.1%, and for Wairoa it is 16.7%, compared with 15.6% for all Māori in New Zealand.

People living in Gisborne and Wairoa Districts have lower levels of formal qualifications than the rest of New Zealand. In Gisborne 71.6% of people aged 15 years and over have a formal qualification, compared to 79.1% of people in New Zealand. In Wairoa the percentage is 62.6%. In Wairoa 7.2% people aged 15 years and over held a bachelor's degree or higher as their highest qualification compared with 20% of the rest of New Zealand. The percentage for Gisborne is 12.7%.

Formal qualification levels are also lower for Māori living in Gisborne and Wairoa. For Māori aged 15 or over in Gisborne, 64.5% have a formal qualification compared to 66.7% for Māori in New Zealand. In Wairoa, 58.2% of Māori aged 15 have a formal qualification. Finally, 9.1% of Māori aged 15 years and over in Gisborne, and 5.1% of Māori aged 15 years and over in Wairoa, held a bachelor's degree or higher as their

⁸ Figures are drawn from the 2013 Census

highest qualification This compares with 10% for New Zealand's Māori population as a whole.

Gisborne District has a high proportion of the target population, with 22.5% of the total Gisborne population being defined as having two or more risk factors. A similar picture is seen in Wairoa. The number of 0-24 year olds in the target population in Gisborne District is set out below, with comparisons with Northland and South Auckland in the next table. We have very similar proportions of children and young people in this target group as in the other two regions.

	Numbers of the at-risk population					Proportions of the at-risk population				
	Age	Age	Age	Age	Total	Age	Age	Age	Age	Total
	0-5	6-14	15-19	0-24		0-5	6-14	15-19	0-24	
Gisborne District	1188	1464	720	579	3951	27.7	22.6	19.9	18.4	22.5

Notes: At-risk is defined as having 2 or more risk factors. CYF risk factor for 0-14's includes children with a finding or period in care, and children aged 0-1 who have a sibling with a notification, finding or period in care

Comparison with Northland and South Auckland

0-24 target populations in three regions										
	Numbers of the at-risk population					Proportions of the at-risk population				
	Age	Age	Age	Age	Total	Age	Age	Age	Age	Total
	0-5	6-14	15-19	0-24		0-5	6-14	15-19	0-24	
Gisborne	1188	1464	720	579	3951	27.7	22.6	19.9	18.4	22.5
Northland	3753	4839	2223	1611	12426	29	24.4	19.8	17.7	23.4
South Auckland (Mangere-Otahuhu, Manurewa, Otara- Papatoetoe, Papakura)	7860	9735	4092	2949	24,630	23.3	22.1	17.3	12.3	19.6

Notes: At-risk is defined as having 2 or more risk factors. CYF risk factor for 0-14's includes children with a finding or period in care, and children aged 0-1 who have a sibling with a notification, finding or period in care

Attachment Two: Existing Governance and Advisory Groups in Tairāwhiti

Governance/Advisory group	Member Agencies	Focus
Social Sector Trial Advisory Group	Gisborne District Council Hauora Tairāwhiti NZ Police Ministry of Education MSD- Child Youth and Family MSD – Community Investment Te Puni Kokiri Te Runanganui o Ngati Porou Te Runanga o Turanganui a Kiwa (TROKAK) Principals Association A community member Careers NZ Ministry of Justice DIA Funders Forum Activate Tairāwhiti	Young People aged 12 – 18 years and the following outcomes: <ul style="list-style-type: none"> • Reduce Truancy • Reduce offending • Reduce AoD • Increase participation in education, training and employment
SAFE Tairāwhiti	Hauora Tairāwhiti NZ Police Turanga Health Te Runanganui o Ngati Porou A community member ACC	Crime Prevention Injury Prevention AoD Oversees the Ruia Gang Initiative
Te Pā Harakeke Local Governance Group (Tairāwhiti Children's Team)	Te Runanga o Turanganui a Kiwa Te Runanganui o Ngati Porou DHB, Hauora Tairāwhiti NZ Police Ministry of Justice, Community Corrections Ministry of Education, Regional Director and District Manager Special Education Ministry of Social Development, Regional Commissioner Ministry of Social Development, Senior Advisor Community Investments Ministry of Social Development, Child Youth and Family Site Manager Te Puni Kokiri, Regional Manager Gisborne District Council	Vulnerable Tamariki Provides local governance for the Children's Team model

Governance/Advisory group	Member Agencies	Focus
Strengthening Families Management Group	Ministry of Social Development - Child, Youth and Family, Ministry of Social Development – Work and Income Ministry of Social Development - Regional Director Ministry of Social Development - Community Investment Barnardos NZ Police Runanganui o Ngāti Porou REAP	Families with more than two agencies involved
Violence Free Tairāwhiti Network	Refuge NZ Police Te Puni Kōkiri Gisborne District Council Barnardos	Family Violence <ul style="list-style-type: none"> Community Engagement (Prevention)
East Coast Community Response Forum	Benita Cairns (Chair, Wairoa District Council) Di Petersen (Hawkes Bay) Molly Pardo (Tairāwhiti) Laine Higham (Tairāwhiti/Hauora Tairāwhiti) MSD - ex-officio	Community Engagement
Whānau Ora	Te Runanga o Turanganui a Kiwa Te Runanganui o Ngāti Porou Ngāti Porou Hauora Turanga Health Te Whare Maire O Tapuwae	Whānau
Prisoner Integration Network	Corrections (including a representative from Mangaroa Prison) NZ Police Te Runanganui o Ngāti Porou Tauawhi Mens Centre House of Breakthrough Te Whānau Aroha Out of Gate) Ministry of Social Development - Work and Income	Prisoners and their families
Attendance Service Stakeholder Network	Te Runanganui o Ngāti Porou Ministry of Education	Students aged 5 - 16

Governance/Advisory group	Member Agencies	Focus
Tairāwhiti Disability Working group		
Vulnerable Pregnant Women	NZ Police E Tipu E Rea CAMHS Plunket Maternity Services Turanga Health Ngati Porou Hauora Te Runanga o Tūrangānui a Kiwa	Enable appropriate professional to discuss concerns and establish a pathway of action Unborn child, pregnant women and their whānau
Tairāwhiti Community Voice (formerly the Gisborne East Coast Council of Social Services)		
Regional Intersectoral Forum		
Activate Tairāwhiti and Māori Economic Growth Strategy		

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Attachment Three: Cross agency initiatives in Tairāwhiti

Initiative	Focus
<p>E Tipu E Rea Conception to 5 years</p>	<p>Targeted approach to provide “whatever it takes” wrap around services to the most vulnerable tamariki/whānau.</p> <p>Incorporates whānau ora principles and uses an outcomes approach.</p> <p>Community delivered service by three Māori providers</p> <p>Service developed through engagement with wider stakeholder – co-design.</p> <p>Single point of entry through community hub based in one of the 3 Māori health providers.</p> <p>Across all of Tairāwhiti.</p>
<p>Children’s Team</p>	<p>Tairāwhiti Children’s Team development applied a strong community/whānau engagement approach.</p> <p>Governance group members are CEs from Iwi and government agencies. Can only be chaired by a Local Iwi Authority CE (current Chair Te Runanga O Turanganui A Kiwa). Across all of Tairāwhiti.</p>
<p>Social Sector Trial</p>	<p>Governance group members are CEs from Iwi, government agencies and Gisborne District Council.</p> <p>Service delivery limited to Gisborne city.</p> <p>Our collective desired end goal is to extend this initiative to cover all of Tairāwhiti.</p>
<p>Tairāwhiti Wellbeing Collective Impact Framework</p>	<p>Development of a Tairāwhiti wide Wellbeing Collective Impact framework.</p> <p>The intent of the framework is to enable removal of duplication triggered by individual agencies/services operating in silos, district wide accountabilities applying an outcomes approach, supported by strong community based engagement.</p>
<p>Ruia gang initiative</p>	<p>The Ruia initiative is a community based and owned initiative that has the following vision:</p> <ul style="list-style-type: none"> - Gang-affiliated individuals in Tairāwhiti are fully employed, educated and engaged with their whānau - Gang-affiliated whānau are free from crime and violence <p>Ruia is a community based, community owned and driven initiative, with government agencies, Council and Iwi in support as determined by the community.</p>
<p>Horouta whānau a - Healthy Families NZ, East Cape and Tairāwhiti</p>	<p>A collective of eight Iwi, Bay of Plenty DHB, Hauora Tairāwhiti, and nineteen community NGOs across Tairāwhiti and the East Cape. The approach is:</p> <ul style="list-style-type: none"> - Iwi centric - Iwi leadership - Iwi driven - Atua Matua <p>DHBs and other NGOs support the above approach.</p>
<p>Childhood obesity</p>	<p>New national Health Target</p>

<p>SAFE Tairāwhiti Community Trust (STCT)</p>	<p>STCT gained status as an International Safe Community in September 2011 with the formal signing occurring on 28 February 2012.</p> <p>Membership is range of organisations including the DHB, iwi, Police that deliver a number of services and programmes contributing towards a safe Tairāwhiti.</p>
<p>Hauora Tairāwhiti "Our Model"</p>	<p>Purpose: To improve access to effective health services in Tairāwhiti by using a co-design process in order to achieve better health outcomes and life expectancy for all, especially Māori.</p> <p>Objectives:</p> <ul style="list-style-type: none"> • To create a visual map of how health services work for people living in Tairāwhiti • To create a community in which the experiences of service users, whānau, staff and providers are valued and underpin how health services are delivered • To achieve greater life expectancy and health outcomes for Māori • To identify areas of inequity and strategies to move to equitable access, utilisation and outcomes from service delivery
<p>Tairāwhiti suicide prevention/post-vention plan</p>	<p>Develop using series of community workshops: approved by Ministry in June 2015.</p> <p>Objectives</p> <ul style="list-style-type: none"> - Support families, whānau, hapu, iwi and communities to prevent suicide - Support families, whānau, hapu, iwi and communities after a suicide - Improve services and support for people at high risk of suicide who are receiving government services. - Use social media to prevent suicide. - Strengthen the infrastructure for suicide prevention

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Chair
Cabinet Social Policy Committee

Place-based Social Investment in Tairāwhiti - Next Steps

Proposal

- 1 This paper reports back on how social sector leadership can be consolidated in Tairāwhiti¹ as the first step in applying social investment in a place. It also discusses the support necessary for this place-based social investment approach.

Executive summary

- 2 On 18 April 2016, Cabinet agreed in principle to a proposal from Tairāwhiti Iwi and social sector leaders to take a social investment approach in their community. This group, known as the Tairāwhiti Social Impact Collective (the Collective), identified consolidating local social sector governance as the first step to implementing the proposal. Consolidated governance will enable local leaders to drive service and practice improvements. Cabinet authorised me to work with the Collective to identify how governance will be consolidated. I was invited to report back in July 2016 [CAB-16-MIN-0179 refers].
- 3 The first step in applying a social investment approach in Tairāwhiti is to reduce the clutter of existing governance and advisory groups to create a single governance group. Consolidating local governance and advisory groups will strengthen local decision-making and networks. This will allow a social investment approach, paired with local knowledge and expertise, to drive service and practice improvements. In the medium term (three to five years), and if the concept is proved to be effective, the Collective aims to become a social investment commissioning group.
- 4 The Ministry of Social Development (MSD) has worked with the Collective to consider the 12 groups Cabinet agreed should be considered for consolidation [CAB-16-MIN-0179 refers]. Our analysis suggests that these groups (and some additional groups) have limited local decision rights and are focused on advising agency funders, supporting co-ordination of service delivery, or sharing information.
- 5 The Collective has not identified any significant impediments to bringing the groups within the Collective and it does not require further Cabinet decisions. For some local collaborative networks or cross agency projects, the intention would be to strengthen connections between them and the Collective rather than to transfer control. Appendix A provides more detail.
- 6 Consolidation will improve local leaders' line of sight on current services. This will allow them to develop practice and service improvements, strengthen the connections between service networks, enhance feedback loops, and develop a social investment approach in Tairāwhiti.

¹ Tairāwhiti is defined as the Gisborne and Wairoa Districts.

² The Tairāwhiti Social Impact Collective (the Collective) includes chief executives of the two major Iwi authorities (Te Rūnanganui o Ngāti Porou and Te Rūnanga o Tūrangānui a Kiwa), the chief executive of the Māori authority Te Whare Maire O Tapuwai, the chief executive of the Tairāwhiti District Health Board, the Child, Youth and Family Gisborne Site Manager, the Regional Director Ministry of Social Development, the Regional Director Ministry of Education, the Director of the Tairāwhiti Children's Team, the Tairāwhiti Area Commander NZ Police, representation from the Gisborne District Council, and local non-government organisations. It is chaired by the chief executive of Te Rūnanganui o Ngāti Porou.

- 7 Consolidation of governance over the next few months will support the Collective to develop a social investment business case for Budget 2017. This work should start by October 2016. As described in the Collective's proposal of 17 March 2016, the business case will focus on a cohort of at-risk, hard to reach families [SOC-16-SUB-0043 refers]. The outcomes will be consistent with those agreed for children and young people at risk by the Cabinet Social Policy Committee [SOC-15-MIN-0078 refers]. The Collective will determine the cohort that it will focus on initially, the specific outcomes it will achieve, and how this will be measured. They are clear that working with the selected cohort requires working with their families and whānau.
- 8 The Collective will need support including:
- MSD, as the lead agency, working with the Collective to make, or negotiate, any necessary changes to contracts or delegations³
 - local backbone organisational support made up of a lead, a project manager/co-ordinator and administration support
 - data and analysis, evidence, monitoring and measurement capability (provided from a place-based national support function).
- 9 In the short-term, resources can be transferred from the Gisborne Social Sector Trial to meet some of the costs of local backbone organisational support. Funding of \$151,000 in year one, and \$225,000 in year two is sought from the place-based contingency established in Budget 2016 for the costs of the backbone support not able to be met from this resource.
- 10 MSD, as lead agency, is continuing to work with the Collective to support it to implement the proposal. From July 2016, the Collective will work through the transition details, any outstanding issues, and develop an operational plan.

The Tairāwhiti Collective's proposal starts by consolidating governance

- 11 On 18 April 2016, Cabinet agreed in principle to a proposal from iwi and social sector leaders in Tairāwhiti that takes social investment and applies it in a "place". The first step in the implementation of the proposal is to consolidate local social sector governance to position local leaders to drive service and practice improvements. Cabinet authorised me to work with the group that developed the proposal, the collective, to identify how governance will be consolidated. I was invited to report back in July 2016 [CAB-16-MIN-0179 refers].
- 12 The first step in the Collective's social investment proposal is to build on the high level of collaboration in the community and change how agencies join up by rationalising existing governance and advisory groups. They will look to create a single governance group by September 2016. Local leaders will then have a clearer line of sight on what is happening in Tairāwhiti and a shared understanding of what is needed to improve services and outcomes. Mandating a single group will support local leaders to identify opportunities to improve services, remove duplication or inefficiencies, and to reshape lower quality investments.
- 13 Once the current clutter of governance has been cleaned up and the value of a single governance group demonstrated, the Collective's vision is to become a social investment commissioning group (eg a Social Investment Board). The creation of a single governance group provides a platform for building towards this goal. Moving to a commissioning group will require a number of issues to be worked through, including

³ Arrangements for lead agency support from 31 March 2017 are dependent on decisions about functions and system leadership for the new children's entity and the future MSD.

an expansion of the Collective's mandate and the transfer of control over a greater range of services and associated accountabilities to the commissioning group. A decision to move to a commissioning group would be made in the medium term (in three to five years) and will depend on the success of the concept in delivering better services and outcomes. It will also draw on the lessons learnt from the Te Tai Tokerau and South Auckland place-based initiatives.

- 14 In the next few months, the Collective will:
- negotiate and agree roles and responsibilities
 - put in place escalation and dispute resolution procedures that support and recognise joint accountability
 - build greater understanding of, and commitment to, social investment methodologies
 - simplify the accountability and reporting requirements to support effective governance.
- 15 Cabinet agreed that the 12 groups identified in the proposal should be considered for consolidation [CAB-16-MIN-0179 refers]. While these groups have different roles and responsibilities they can be grouped into the following categories:
- **Governance or advisory groups established to support the implementation of government initiatives**
 - Social Sector Trials Advisory Group, Tairāwhiti Children's Team Local Governance Group, Strengthening Families Management Group, Whānau Ora, and the East Coast Community Response Forum
 - **Governance groups established and owned locally**
 - SAFE Tairāwhiti
 - **Networks established to support collaborative service delivery**
 - Violence Free Tairāwhiti Network, Prisoner Integration Network, Tairāwhiti Disability Working Group, and the Vulnerable Pregnant Women Project
 - **Networks to share information and support local engagement**
 - Attendance Service Stakeholder Network, and Tairāwhiti Community Voice.
- 16 MSD has worked with the Collective to understand these groups' mandates, membership, roles and responsibilities, and the government initiatives they oversee.
- 17 Our analysis suggests that most groups have limited local decision rights and are focused on advising agency funders, supporting co-ordination of service delivery, or sharing information.
- 18 When considering the 12 groups, the Collective identified other initiatives where consolidated governance would support stronger connections and better results. The Collective also noted there is no local vehicle for engaging with government on social housing issues and recognised the importance of working with Activate Tairāwhiti, who lead the Tairāwhiti Economic Development Action Plan due to be launched on 31 August 2016.
- 19 Appendix A outlines the initial view of the Collective on the timing and approach to consolidation of these groups, including building more effective connections when consolidation is not appropriate.

There are no significant impediments to consolidating existing groups

- 20 There are no significant impediments to bringing most of the groups within the Collective relatively quickly. Cabinet decisions are not required and consolidation can begin by working with the Chairs of existing groups (most of whom are members of the Collective). However, some changes will require the consent of other parties (eg where the group is a Trust) or negotiation with social sector agencies in Wellington. The areas where further work is required to inform decisions on consolidation are identified in Appendix A.
- 21 Cabinet has agreed that the Gisborne Social Sector Trial should be transitioned into the Tairāwhiti place-based initiative over the six months to December 2016 [CAB-16-MIN-0282.01 refers]. Between July and September 2016, the Social Sector Trial Manager will work across both initiatives to be a conduit between MSD and the Collective. The Lead will support the setup of the place-based initiative and integrate the Trial's functions, programmes and services into other programmes of work. This will ensure the Social Sector Trial, as a stand-alone programme, has concluded by 30 September 2016. The Social Sector Trial Manager's role will then be refocused to support the place-based secretariat and the associated funding will be transferred. The Social Sector Trial Advisory Group will be consolidated into the new governance group between July and September 2016.
- 22 The Children's Team Local Governance Group has responsibility for the Children's Team strategic planning, and ensuring agencies are providing resourcing for the Children's Team. The Tairāwhiti Children's Team will necessarily be a core part of the Collective's approach to meeting the needs of vulnerable children. The Local Governance Group should, therefore, be brought into the Collective at the governance level. The day-to-day management and operations of the Children's Team will remain the same.
- 23 For some of the collaborative networks and cross-agency projects, the intention is to strengthen the connections between the network and the Collective rather than transfer it to the oversight of the Collective. Consolidating and strengthening these networks will provide a pathway for initiatives to advocate changes to resources, or services that better address the problems they are seeing for clients.

Consolidation is the first step towards a place-based social investment approach

- 24 The consolidation of governance will allow the Collective to lead improvements in the way the social sector works with families and whānau in Tairāwhiti. Stronger governance will support the community to develop a more complete picture of what is being achieved with the current investment for at-risk children, young people, and families. This will provide opportunities to identify improvements that maximise the value of current investments, identify gaps and duplication of effort, and improve alignment between related initiatives locally.
- 25 By moving quickly on consolidation, the Collective can begin to identify and introduce practice improvements for agencies working collaboratively with at-risk families (starting with a small number of families) [SOC-16-SUB-0043 refers]. This can begin by October 2016.
- 26 Once existing governance and advisory groups have been brought together, the new group will begin to connect local intelligence with data and analysis to identify the cohort of at-risk, hard to reach families that it will focus on initially. It will agree the outcomes it is looking to deliver for this cohort and how these outcomes can be measured. The outcomes will be consistent with the Cabinet Social Policy Committee's agreed outcome areas for children and young people at risk [SOC-15-MIN-0078 refers]. This work will provide the basis for a social investment business case for Budget 2017.

27 As noted in the accompanying paper “Place-based approaches: overview and proposal for national support functions”, each place-based initiative will be responsible for demonstrating the impact of its work, including to lead Ministers. The Collective will monitor and evaluate progress towards achieving its specific outcomes with assistance from the national support function. Each of the three places will take a common approach to data analysis and evaluation.

Local leaders will require support to take a social investment approach

28 While change will be led in, and from, Tairāwhiti, the Collective will require assistance from Wellington to take a social investment approach and introduce changes. It is possible that roadblocks will emerge and some necessary changes in contracts and delegations will be identified as the Collective works through the detail over the next few months. To streamline this process, MSD as lead agency, will work with the Collective to make, or negotiate, any necessary changes to contracts or delegations.

29 In order to take a social investment approach the Collective will need support. In the short term, the required support includes:

- a local leadership role to support and facilitate effective decision-making by the Collective, including ensuring it gets the right information and data
- project management – at least in the first phase
- data and analysis, evidence, monitoring and measurement capacity so the Collective can take a social investment approach. (This will be provided in the first two years from the national support function for place-based initiatives. The social investment business case for Budget 2017 will consider local capability requirements in these areas.)

30 This support cannot be provided from existing local resources, most of which are dedicated to fulfilling specific contracts. Governance group members will be drawn from the existing governance and advisory groups and will meet the costs of their participation. The estimated costs of the resources are set out in Table One below.

Table One: Costs for backbone support functions

Role description and costing assumptions	Full year cost 2016/17 (\$)	Full year cost 2017/18 and outyears (\$)
Local Leadership Support		
For a lead, project manager/co-ordinator, administration support and overheads	180,000	275,000
Less 'in kind' support	(25,000)	(50,000)
Social Investment Support		
For analytics and evaluation advice (from the national support function in the first two years) Local capability will be considered in Budget 17	150,000	150,000
Total	305,000	375,000

- 31 Between 1 July and 30 September 2016, local leadership support will be provided by the Social Sector Trial Manager. During this period, the design of the local leadership function will be finalised. For the period 1 October to 31 December 2016, the salary and associated funding for the Social Sector Trial Manager will be transferred to support the place-based initiative. These resources are funded until the end of 2016 only.
- 32 Funding is sought from the place-based contingency established in Budget 2016 for the costs not met by a transfer from the Social Sector Trials resources, or provided in kind, or from the national support function. In year one, this is an amount of \$151,000 which will fund the lead after December 2016, project management and co-ordination, and administrative support. These costs are \$225,000 in year two.

The Collective intend to begin implementation in July

- 33 The Collective will meet in July 2016 to begin to work through the transition in more detail and develop an operational plan. The plan will set out roles and responsibilities, the resources that are available to the Collective and a timeline for the transition. Supporting material, data, and facilitation will be provided to assist the Collective to make progress.
- 34 The broad implementation timeline is:
- July to September 2016: Consolidate governance and advisory groups.
 - From October 2016 to mid-2019: Apply this consolidated governance to social investment that improves outcomes (includes agreeing target group, outcomes and approach to measurement, developing a social investment business case, beginning to re-shape and improve services, monitoring and measuring success).
 - Mid-2019 to mid-2020: Moving to a social investment commissioning group for Tairāwhiti (reviewing the success of the concept and considering the expansion of the mandate to create a social investment commissioning group).

Consultation

- 35 This paper has been prepared with the Tairāwhiti Social Impact Collective. The Treasury, the Ministries of Education, Health, Social Development, and Justice, NZ Police, the Department of Corrections, Te Puni Kōkiri, and the Ministry of Business, Innovation and Employment have been consulted. The Department of Prime Minister and Cabinet has been informed.

Financial implications

- 36 In Budget 2016, Cabinet agreed to establish a place-based approach contingency of \$4 million operating in 2016/17, and \$5 million in 2017/18 and outyears [CAB-16-MIN-0186 refers]. I am seeking \$0.151 million for 2016/17 and \$0.225 million for 2017/18 from this contingency for the proposal. This will cover the costs associated with providing local leadership support for the Collective. The funding will be appropriated in Vote Social Development as a Departmental Output Expense (DOE) called 'Place-based Initiatives – Tairāwhiti Local Leadership'.

Human rights implications

- 37 This paper does not have any human rights implications.

Legislative implications

- 38 This paper does not have any legislative implications.

Regulatory impact analysis

39 This paper does not require a regulatory impact and compliance cost statement.

Gender implications

40 Women are well represented in the social services sector. This is demonstrated in the Tairāwhiti region with over half the membership of the Collective being women. As such, the proposals in this paper are expected to yield clear gains for women in Tairāwhiti.

Disability perspective

41 Disabled people may benefit from this proposal through improved access to services.

Publicity

42 The Collective will develop a communications plan to inform and respond to stakeholders locally. This will focus on the origins of the proposal, the proposed consolidation of groups, and the first phase of work proposed by the Collective. Support is being provided to the Collective with this plan.

Recommendations

43 It is recommended that the Committee:

1 **note** that on 18 April 2016, Cabinet

1.1 agreed in principle to the creation of a single governance group in Tairāwhiti

1.2 invited the Minister for Social Development to:

1.2.1 work with the Tairāwhiti Collective on the detail required to form the single governance group and other changes to support its operation

1.2.2 report back in July 2016 seeking agreement to any changes necessary to give effect to the proposal and with a proposed approach to how the governance group will be provided with secretariat support, data and analysis, and capability in the measurement of results within existing resources [CAB-16-MIN-0179 refers]

2 **note** that the Ministry of Social Development has worked with the Tairāwhiti Collective to identify the pathway to consolidation of existing local advisory and governance groups

3 **note** that of the groups considered:

3.1 most either advise funders, support service delivery co-ordination, or share information, and have limited decision rights over funding and resources

3.2 there are no significant impediments to bringing most groups together quickly although a small number of transitional issues will need to be worked through

4 **note** that:

4.1 to make effective decisions and meet its accountabilities, the new governance group will require local leadership support and social investment support

4.2 local support cannot be provided entirely from existing local resources, although in the short term, some support can be provided by redirecting resourcing from the Gisborne Social Sector Trial and through the proposed national support function

Gisborne Social Sector Trial

- 5 **note** that Cabinet has agreed that the Gisborne Social Sector Trial should be transitioned into the Tairāwhiti place-based initiative over the six months to December 2016 [CAB-16-MIN 0282.01 refers]
- 6 **agree** that:
- 6.1 between July and September 2016, the Social Sector Trial Manager work across both initiatives
- 6.2 the Gisborne Social Sector Trial conclude as a stand-alone programme of work on 30 September 2016 and that the Social Sector Trial Manager's role will then be refocused to support the place-based initiative and the associated funding transferred

Financial implications

- 7 **agree** to establish the following new appropriation:

Vote	Appropriation Minister	Title	Type	Scope
Social Development	Minister for Social Development	Place-based Initiatives – Tairāwhiti Local Leadership	Departmental Output Expense	This appropriation is limited to the provision of operational support for the place-based approach being led by the Tairāwhiti Social Impact Collective

- 8 **note** that the Ministry of Social Development will be the appropriation administrator for the Tairāwhiti place-based initiative funding, and will manage the appropriation
- 9 **agree** the following changes to appropriations to implement the Tairāwhiti place-based initiative, with a corresponding impact on the operating balance:

Vote Social Development Minister for Social Development	\$m – increase/(decrease)				
	2016/17	2017/18	2018/19	2019/20	2020/21 & Outyears
Departmental Output Expense: Place-based Initiatives – Local Leadership Support for Tairāwhiti (funded by revenue Crown)	0.205	0.225	-	-	-
Multi-category Expenses and Capital Expenditure: Social Sector Trials MCA Departmental Output Expense National Leadership and Administration of Social Sector Trials programme, and Individual-led Social Sector Trials (funded by revenue crown)	(0.054)	-	-	-	-
Total Operating	0.151	0.225	-	-	-

- 10 **agree** that the proposed change to the appropriations for 2016/17 in recommendation 9, above, will be included in the 2016/17 Supplementary Estimates, and that, in the interim, the increase be met from Imprest Supply

- 11 **agree** that the expenses incurred under recommendation 9, above, be a charge against the 'Place-Based Initiatives' tagged contingency established at Budget 2016, as follows:

Place-Based Initiatives	\$m – increase/(decrease)				
	2016/17	2017/18	2018/19	2019/20	2020/21& Outyears
Budget 2016 contingency [CAB-16-MIN-0186]	4.000	5.000	5.000	5.000	5.000
Tairāwhiti Place-Based Initiative	(0.151)	(0.225)	-	-	-
Remaining balance	3.845	4.775	5.000	5.000	5.000

12 **note** that:

- 12.1 quick consolidation of governance will support the development of a social investment business case for Budget 2017 focused on a cohort of at-risk, hard to reach families
- 12.2 further funding for the local leadership support for the Tairāwhiti Place-Based Initiative will be sought from the contingency as part of the Budget 2018 process.

Hon Anne Tolley
Minister for Social Development

_____/_____/_____/

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Appendix A: Assessment of Approach and Timing of Consolidation

Key

Green (G) = no impediments to consolidation

Yellow (Y) = some issues to be worked through in the next few months

Red (R) = defer because the decision is dependent on work currently underway or this is a community owned network that should remain separate

	Group	Description	Proposed approach to consolidate	Implications and outstanding issues
<i>Governance or advisory groups established to support the implementation of government initiatives</i>				
G	Social Sector Trial Advisory Group	Advises the Trial Lead on the Social Sector Trial Strategic Plan.	Cabinet has agreed to absorb the Trial into the place-based initiative. The role of the Advisory Group will be transferred to the Collective. The Trial Lead will transition into support for the Collective.	The role of the Trial Lead will change and will transition to focus on supporting the Collective's aims.
G	Strengthening Families Management Group	The Management Group oversees the Strengthening Families programme.	Strengthening Families funding has been transferred to fund the expansion of the Children's Teams to DHB boundaries in Northland and Canterbury during the 2016/17 financial year.	With the discontinuation of funding, the Management Group will be disestablished.
Y	East Coast Community Response Forum	Advises MSD's Community Investment on spend for the region.	Advisory role for Tairāwhiti/Wairoa transferred to the Collective. A separate Community Response Forum will remain for the Hawkes Bay.	The process, timing and practical implications of transferring the Tairāwhiti responsibilities of the East Coast Community Response Forum to the Collective will need to be worked through.
Y	Children's Team Local Governance Group	The group has responsibility for the Children's Team strategic planning and ensuring agencies are providing resourcing for the Children's Team.	Tairāwhiti Children's Team will necessarily be a core part of the Collective's approach to meeting the needs of vulnerable children. We therefore consider that the Local Governance Group should be brought into the Collective at the governance level.	The day-to-day management and operations of the Children's Team will remain the same.
R	Whānau Ora	Provides strategic direction for the local Whānau Ora collectives in Tairāwhiti.	The same clients and the strengths-based approach fit with the priorities of the Collective. Shared membership through iwi representatives allows for a strong network in the short-term.	The Collective will need to explore the connection to the Crown-iwi partnership arrangements currently under development.
<i>Governance groups established and "owned" locally</i>				
Y	SAFE Tairāwhiti	Local trust established to oversee work related to accidental injury, alcohol and other drugs, and crime prevention.	Projects overseen by the Trust can be brought under the Collective based on the overlapping membership (projects include the Ruia Gangs). The only trustee organisation not represented on the Collective is ACC.	Trustees will need to decide if they want to maintain the Trust as a legal entity.
<i>Networks established to support collaborative service delivery</i>				
G	Violence Free Tairāwhiti	Local co-ordination role. Reports to MSD Community Investment.	Shifting local oversight to the Collective will strengthen feedback to MSD.	Consider transferring control of contract to the Collective in the medium term.
G	Prisoner Integration Network	Local initiative involving operational discussions to support the work with re-integrating prisoners with their families.	The focus and population of interest aligns and the majority of agencies are also involved with the Collective.	A good connection with the Department of Corrections will need to be maintained. The Department could be invited onto the Collective.

Y	Youth Offending Team	Youth offending teams coordinate local cross-agency responses to young offenders.	Local oversight could be assumed by the Collective.	Operational detail and transition to be worked through
<i>Networks to share information and support local engagement</i>				
G	Attendance Service Stakeholder Network	The Attendance Service contract holder is required to report to a stakeholder group every term.	The Attendance Service provider will report to the Collective every three months. Other members of the Attendance Service Stakeholder Network will be invited as required.	Can be achieved without a formal contract change with the consent of the provider who is on the Collective.
Y	Regional Intersectoral Forum (RIF)	Te Puni Kōkiri established the forum for attendees to update each other on the work being done with Māori.	The Collective would fulfil this information sharing function.	This will need to be worked through by the Collective and the RIF.
R	Tairāwhiti Disability Working Group	Local advocates who have joined together to share information and advance projects for local disabled people.	A representative in the Collective provides them an avenue to communicate changes they would like to see or develop.	Voluntary community group whose members can collaborate as they desire.
R	Tairāwhiti Community Voice	Information network for service providers in the community.	Maintain as a separate network for hearing broader community voices and communicating back to the provider groups the priorities and direction of the Collective.	Voluntary community group whose members can meet as they desire.
<i>Other initiatives or issues identified by the Collective</i>				
G	Vulnerable Pregnant Women Project	Project is focused on the identification and case management of vulnerable pregnant women.	This project can be brought within the scope of the Collective immediately.	The day-to-day management of this project will remain the same.
G	E Tipu E Rea	This is a targeted approach to provide wraparound services to the most vulnerable zero to five year-olds.	E Tipu E Rea can be brought within the scope of the Collective immediately.	The day-to-day management of E Tipu E Rea will remain the same.
G	Whangaia Ngā Pā Harakeke	Developing a Police led Whānau-Centric family violence one stop shop.	This is still being established. It is expected that the Collective will provide the required governance.	This project is still being finalised by Police and other stakeholders.
Y	Social housing	Meeting held recently with the community who agreed further work would be picked up by the Collective.	The Collective has not decided how it wants to manage this gap.	There is an opportunity to use the Collective to improve local engagement on social housing issues.
R	Activate Tairāwhiti	Activate Tairāwhiti leads the Regional Economic Development programme for Gisborne region.	Activate Tairāwhiti will have a partnership arrangement with the Collective but remain distinct.	The Collective needs to decide how they will interact with the economic work in the region.
R	Sunrise Endowment Trust	A local endowment trust that provides funding to community groups and non-governmental organisations.	The Collective intends to develop a strategic relationship with the Endowment Trust.	Collective will need to engage with Trust to build this relationship

Chair
Cabinet Social Policy Committee

Manaaki Tairāwhiti Place Based Initiative – Update

Proposal

- 1 This paper asks the Social Policy Committee (the Committee) to note the progress made by the Tairāwhiti¹ Place-Based Initiative (PBI).

Background

- 2 In October 2015, a group of social sector leaders asked the Chair of Te Runanganui o Ngati Porou to write to me outlining its initial thinking on how they could improve the lives of the most vulnerable people in their community. They suggested leveraging the high level of existing collaboration in Tairāwhiti, rationalising local services provision and removing governance silos. I invited them to work with me to develop a proposal that aligns social investment thinking with local knowledge and leadership, to better target at-risk populations.
- 3 Tairāwhiti has a complex service landscape that struggles to meet the needs of vulnerable people with complex needs. Social sector leaders need a clearer line of sight on at-risk families and on the services intended to improve their lives. They also need mandate to tailor services to the specific needs of their community. Manaaki Tairāwhiti recognised that integrating governance and advisory groups would enhance the likelihood that at-risk people's needs are met in a more effective way.
- 4 On 18 April 2016 Cabinet agreed in principle to a proposal from iwi and social sector leaders in Tairāwhiti [CAB-16-MIN-0179]. The first step of the proposal was to consolidate 12 existing governance and advisory groups to create a single governance group. On 6 July 2016, I reported back to Cabinet outlining how social sector leadership can be consolidated in Tairāwhiti.
- 5 Cabinet agreed that once the governance groups had been consolidated into a single group, the next steps were for the group to expand its mandate to drive service and practice improvements in the region. Finally, the long-term ambition will be for the governance group to form a social investment commissioning board for Tairāwhiti.
- 6 This PBI provides the opportunity for the Government's social investment thinking to be tested in an area with the priority populations that Government is focused on (at-risk 0-24 year olds).
- 7 A unified governance group will provide a platform for government to work more effectively with local leaders, and to better support their understanding of social investment, to build their capability to use data and analytics. This, combined with Manaaki Tairāwhiti's local knowledge, will improve the quality of social sector investments and deliver better results for the community.

¹ Tairāwhiti is defined as the Gisborne and Wairoa Districts.

The Tairāwhiti PBI has consolidated its social sector governance into a single group, named Manaaki Tairāwhiti

- 8 Manaaki Tairāwhiti has achieved its initial goal of consolidating the 12 social sector governance groups² that were identified in their Cabinet proposal, who had been overseeing a variety of projects and trials occurring in Tairāwhiti under multiple levels of government and funding arrangements. Manaaki Tairāwhiti has also identified additional local governance groups to work with who may want to join governance under the PBI in the future.
- 9 Manaaki Tairāwhiti is co-led by two iwi chief-executives, and is gaining significant support across the social sector in the region. This has been achieved due to the existing relationships between members of the initiative and key stakeholders in the community. Manaaki Tairāwhiti has been well-received by the NGO community, who are working together on the development of a series of community-led action plans. Consolidating the groups involved a major change management process.
- 10 On 29 November 2016, Manaaki Tairāwhiti agreed and signed a Terms of Reference that sets out the purpose of the group; to have a locally-focused, united leadership to enable whānau experiences to influence and shape how services will connect, and sets out the responsibilities across the different agencies and sectors.
- 11 Manaaki Tairāwhiti is already able to appreciate an improved line of sight across various initiatives and services engaging whānau in Tairāwhiti. They can now begin to focus on developing and applying social investment methods locally, and learning about how to bring this together with local knowledge and local decision-making.

Manaaki Tairāwhiti has developed a cross-agency triage process for engaging with at-risk families in a more effective way

- 12 A cross-agency triage process has been developed that includes Whāngaia Ngā Pā Harakeke (a New Zealand Police & Iwi partnership to reduce Family Harm), Tairāwhiti Children's Teams, and the Hauora Tairāwhiti initiative, E Tipu E Rea (conception to age five service). The triage process ensures that there is a joined-up response to whānau with complex needs.
- 13 There is on-going discussion about increasing participation in the cross-agency triage process to include other relevant programmes.

Manaaki Tairāwhiti is working with social sector stakeholders to develop community action plans

- 14 Manaaki Tairāwhiti governance of the community-led action plans provides support for the 'bottom up' initiatives led by community, and alignment with the 'top down' agency-led programmes such as the Primary Prevention of Family Violence and the Whāngaia Ngā Pā Harakeke Family Harm Programme.
- 15 Manaaki Tairāwhiti is working with social sector stakeholders on community-led action plans, which align the work previously led by the various governance, advisory groups, and

² The groups who have agreed to join up their governance are; Safe Tairāwhiti Community Trust, Tairāwhiti Disability Working Group, Te Pa Harakeke Tairāwhiti Children's Team, Violence Free Tairāwhiti, Whāngaia Ngā Pā Harakeke Family Harm, Gisborne Youth Action Plan (formerly Social Sector Trial), Prisoner Integration Network, East Coast Community Response Forum and Hauora Tairāwhiti 'Our Model' including Childhood Obesity, E Tipu E Rea, Horouta Whanaunga Health Families, Suicide Prevention/Postvention and Vulnerable Pregnant Women.

networks. There has been a high level of engagement from NGOs in developing the community-led action plans.

- 16 The community-led action plans focus on; community safety, disability, primary prevention of family violence, social inclusion, social housing, suicide, youth, and Wairoa social sector leadership.

Next steps for Manaaki Tairāwhiti include testing their ability to make decisions and applying social investment thinking, in order to improve local practice

The 50 families/ whānau project will identify where improvement can be made

- 17 The next step for Manaaki Tairāwhiti is to develop the framework for identifying, intervening and monitoring a cohort of 50 families. The 50 families/whānau project will provide case studies to assist Manaaki Tairāwhiti to:
 - test current workforce capability and development needs
 - test the social service system's capacity to meet the needs of 50 families/whānau using a 'whatever it takes' approach
 - test the cross-agency triage process for joining up responses for people with complex needs
 - test boundaries of information sharing practices
 - capture the journey of 50 whānau through the social services system.

Whānau Voice research will capture the experiences of people who use social services in their own words

- 18 Manaaki Tairāwhiti has commissioned Te Paetawhiti Limited to undertake research that captures the voice of whānau and articulates their experiences as customers of social services in Tairāwhiti. The research findings will contribute to the knowledge base of the Manaaki Tairāwhiti group, and provide insight that informs future social sector decision-making.

Leading practice improvements will build practitioners capability across the sector

- 19 Manaaki Tairāwhiti has identified an opportunity to lead practice improvements by expanding the training that is currently available for lead practitioners in Children's Teams, and making it available to all practitioners across the sector.
- 20 A culture change is required across the workforce in Tairāwhiti to improve service delivery. The cost of this work has yet to be scoped.

Manaaki Tairāwhiti has provided a platform for government to work more effectively

- 21 Manaaki Tairāwhiti has provided a unified group for government to work effectively with at-risk groups. Some examples of this interface include:
 - the implementation of a new Ministry of Health programme to support women using alcohol and drugs during pregnancy

- supporting the Investing in Children programme to establish an innovation hub.

A place-based National Support team has been set up to assist the PBIs to apply social investment locally

- 22 The Place-Based National Support Team is assisting the PBIs to build local capacity so that social investment components become locally owned and are sustainable over time. The National Support Team also provides a strong link between agencies and the PBIs, helping to work through any barriers and share the learnings. The Team provides dedicated expertise and resources, such as data and analytical support that is in limited supply and policy support that is mostly located in Wellington, to avoid fragmentation and duplication.
- 23 The National Support Team is currently focused on:
- 23.1 *Providing access to useable data and evidence* – data and evidence is at the heart of the social investment approach. The National Support Team is working with the PBIs to access and interpret information from the Integrated Data Infrastructure (IDI) to assist them with their decision making. A data analyst is an on-going resource that is available to the PBIs.
- 23.2 *Working with the PBIs and agencies to determine if current decision rights allow the PBIs the flexibility they need to improve outcomes* – social investment is about trying to make better decisions. Having the necessary decision rights is important to enable PBIs to make effective collective decisions and achieve their outcomes. The National Support Team has done work to understand how agency decision processes connect with the PBIs. The PBIs' current decision making authority has not yet stopped them achieving their goals. The National Support team is working with the PBIs to identify points where this may happen and will respond as these are discovered.
- 23.3 *Finding out what works* – the National Support Team is developing an overarching framework to evaluate the effectiveness of the PBI model. While each PBI is responsible for evaluating its own progress, the overarching evaluation will assess if having local governance groups changes the way that decisions are made about how to improve outcomes for local at-risk populations, and if this leads to an improvement in outcomes for those populations.
- 23.4 *Setting up feedback loops* – learning from experience and using those learnings to update the approaches is crucial. This goes wider than formal evaluations. The National Support Team is facilitating the identification and sharing of key learnings both between the PBIs and with agencies. A shared workspace and regular liaison meetings have been set up for the PBIs to share information with each other. This will help to ensure that lessons learned are being fed back into the operation of the PBI models.

s9(2)(f)(iv) OIA Active Consideration

Consultation

- 28 This paper has been prepared with Manaaki Tairāwhiti. The Treasury, Ministries of Health, Education, Business Innovation and Employment, Justice, the Department of Corrections, Te Puni Kōkiri, State Services Commission, the Social Investment Unit and New Zealand Police have been consulted on this paper. The Department of Prime Minister and Cabinet has been informed.

Financial implications

- 29 In Budget 2016, Cabinet agreed to establish a place-based approach contingency over five years of \$4 million operating in 2016/17, and \$5 million operating in 2017/18 and outyears [CAB-16-MIN-0186 refers].

Human rights implications

- 32 This paper does not have any human rights implications.

Legislative implications

- 33 This paper does not have any legislative implications.

Regulatory impact and compliance cost statement

- 34 This paper does not require a regulatory impact and compliance cost statement.

Gender implications

- 35 There are no gender implications from this paper.

Disability perspective

- 36 Disabled people may benefit from this initiative through improved access to services.

Publicity

37 None planned.

Recommendations

It is recommended that the Committee:

- 1 **note** that on 18 April 2016 Cabinet agreed in principle to the development of a PBI in Tairāwhiti [CAB-16-MIN-0179]
- 2 **note** that in April 2016 Cabinet directed the three PBIs to report back the Social Policy Committee on progress [CAB-16-MIN-0179]
- 3 **note** that the Tairāwhiti PBI has achieved its initial goal of consolidating local social sector governance into a single group; Manaaki Tairāwhiti
- 4 **note** that Manaaki Tairāwhiti has developed a cross-agency triage process that integrates the processes for Whāngaia Ngā Pā Harakeke, Children's Teams and a Hauora Tairāwhiti (Tairāwhiti DHB) initiative
- 5 **note** that the next steps for Manaaki Tairāwhiti includes testing the governance group's ability to make decisions and apply social investment thinking, in order to improve local practice
- 6 **note** that the PBIs are being assisted by a National Support Team who are focused on providing useable data and evidence, facilitating the sharing of lessons between the three PBIs, setting up an overarching evaluation framework and identifying optimal decision right settings

Financial implications

- 7 **note** that in Budget 2016, Cabinet agreed to establish a place-based approach contingency of \$4 million operating in 2016/17, and \$5 million in 2017/18 and outyears [CAB-16-MIN-0186 refers]

Place-Based Initiatives	\$m – increase/(decrease)				
	2016/17	2017/18	2018/19	2019/20	2020/21 & outyears
Budget 2016 contingency [CAB-16-MIN-0186]	4.000	5.000	5.000	5.000	5.000
Tairāwhiti Place-Based Initiative	(0.151)	(0.225)	-	-	-
South Auckland SIB	(1.500)	(2.000)			
Te Tai Tokerau PBI	(1.645)	(1.683)			
National Support	(0.610)	(1.020)			
Remaining balance	0.094	0.072	5.000	5.000	5.000

- 8 **agree** that the remaining contingency balance of \$0.094 in 2016/17 be transferred to the remaining balance for 2017/18

Place-Based Initiatives	\$m – increase/(decrease)				
	2016/17	2017/18	2018/19	2019/20	2020/21 & outyears
Budget 2016 contingency [CAB-16-MIN-0186]	4.000	5.000	5.000	5.000	5.000
Tairāwhiti Place-Based Initiative	(0.151)	(0.225)	-	-	-
South Auckland SIB	(1.500)	(2.000)			
Te Tai Tokerau PBI	(1.645)	(1.683)			
National Support	(0.610)	(1.020)			
Transfer from 2016/17 to 2017/18	(0.094)	0.094			
Remaining balance	0.000	0.166	5.000	5.000	5.000

s9(2)(f)(iv) OIA Active Consideration

Hon Anne Tolley
Minister for Social Development

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