



Briefing to the Incoming Minister for the Community and Voluntary Sector



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Introduction

Welcome to the Community and Voluntary Sector portfolio.

The portfolio exists to ensure a strong, vibrant and active community and voluntary sector. Community organisations and communities provide opportunities for New Zealanders to get involved with issues and activities that are important to them, including the arts, conservation and the environment, education, social services, and sport.

Community organisations will advocate strongly to you on enduring issues, such as funding, which impact on the sector. Strong and well-functioning communities help increase social cohesion and community resilience. Many community organisations are also increasingly delivering vital social services to help address the needs of local communities and to empower community members.

Our role is to support you to deliver your policy priorities. We will work with you to understand the direction you wish to take.

We look forward to working with you, to support the delivery of your priorities.

Of 114,000 community organisations:

- the highest proportion (44%) are engaged in arts, sport and recreation; and
- the highest proportion of paid staff (47%) are in social services and education.

The sector contributed the equivalent of 4.4% to GDP in 2013. More than the total GDP for Otago.

Part One: Strategic opportunities and challenges

Communities are the foundation of our society ...

1. Volunteers, communities and community organisations are crucial for our nation's prosperity, stability and cohesion. Activities that are intrinsic to our way of life, such as coaching our children's sports, catering for manuhiri on marae, and rescuing people from mountains and seas, depend on volunteers, community groups and communities generally. The work of volunteers, and the money donated by New Zealanders, goes a long way to creating and sustaining a caring and cohesive society, which also support the wellbeing of families and children.
2. Community organisations reflect the needs of their communities to government, and provide a voice for those communities. The community and voluntary sector is able to support effective public policy by conveying information about local needs to government and by creating responsive services. Community organisations deliver many public services, in areas such as health, social services, emergency services and conservation. Volunteers play a vital role alongside paid staff. It is important that the sector has the capacity and resourcing to effectively deliver these vital services.
3. Relationships between government agencies and community organisations need to be based on trust, open communication, and respect for each other's expertise, knowledge and values. Community organisations seek timely, genuine consultation processes and a partnership approach by government in the design of policy and programmes.
4. The sector also provides important indirect benefits to society. For example, volunteering allows older New Zealanders to give their expertise to communities while remaining physically and mentally active. Volunteering also provides young New Zealanders with pathways into paid employment by giving opportunities to develop skills and on-the-job experience. Similarly, the sector provides pathways for recent migrants to feel welcomed and valued, and uses the skills that they bring to our country.

The sector has grown 65 per cent between 2004 and 2013, and contributes almost \$6 billion to our economy.

Statistics New Zealand Non-profit institutions satellite account, 2004 and 2013.

... but there are challenges ...

5. In 2013 (the year for which we have the latest figures¹), 1.23 million New Zealanders volunteered, working 157 million volunteer hours, with 114,000 community organisations. Most of these organisations run without paid staff. New Zealanders aged 65 and over were the most active volunteers, provide the mainstay of many community groups, and contribute valuable life skills and experience. We recognise that voluntary work by Māori may not be fully represented in the data. This is because for many Māori the concept of manaakitanga is relevant and does not transfer neatly to the Pākehā concept of volunteering.
6. We consider, however, that the sector faces three significant challenges:
 - sustaining the flow of volunteers and funding;
 - effectively regulating the sector while keeping compliance costs reasonable; and
 - allowing good ideas and approaches to emerge and flourish.
7. These challenges, and the opportunities they present, are outlined below. They impact on other portfolios, which rely heavily on volunteers, community groups, and charities, such as health, Māori development, education, sport and recreation, and conservation. Portfolio ministers will have clear sight of their part of the sector, but not necessarily of the challenges and opportunities for the sector as a whole. As Minister, you have an opportunity to work with other ministers to tackle these challenges, and to help develop constructive working relationships across the sector and other ministerial portfolios.

Sustaining the flow of volunteers ...

8. Any organisation which relies on volunteers struggles to find, recruit and retain people with time, experience, enthusiasm, and capacity to make a sustained commitment. According to the latest data, while more New Zealanders are volunteering than compared to 2004, they provide fewer net volunteer hours. There are indications that this challenge has become acute in recent years, given wider social and economic changes. These include:

¹ 2013 Non-Profit Institution Satellite Account is the latest dataset available from Statistics New Zealand.

Number of volunteers



1.02 million
In 2004

1.23 million
In 2013

Volunteer hours worked



270 million
In 2004



157 million
In 2013

90%

of NZ's community organisations operate without paid staff

- New Zealanders are 'busier', especially with work and family, and cannot find time to volunteer, especially in an ongoing and sustained way. Many want to contribute to their communities, but are looking for new, more flexible ways of doing so.
 - The financial costs associated with volunteering, such as transport, or the opportunity cost (say, of substituting time volunteering for time looking after children, an elderly parent or running a business), may put some people off volunteering.
 - Regulatory and compliance requirements such as health and safety and financial reporting can deter or drive away volunteers and can undermine their passion for what they do. Such requirements can also take up time that volunteers have to spend on voluntary work.
 - There is 'competition' for volunteers, with more groups, activities, and causes to choose from, and with new ways for people to feel engaged in community matters without needing to dedicate time, such as social media-based activism.
 - There is also tremendous diversity in New Zealand communities. With 25% of New Zealanders being born overseas, it is important to help develop a sense of belonging and meaningful links to local communities, such as through volunteering.
9. The community and voluntary sector has to adapt to this challenge, including diversifying opportunities for New Zealanders to participate. There is a role for government to work with the sector to help it gain a deeper understanding of these challenges, and of innovative ways of dealing with them, including those challenges that are emerging out of the experience of communities.

... and the flow of funding ...

10. Community groups spend a lot of money and time applying for funds from government agencies and other funding providers. There is a concern within the sector that many community organisations orient their activities and governance to meet the priorities of funding schemes, rather than the needs they see in the community. Other long-standing issues include increased compliance costs, multiple audits, and partial or short-term funding. More recent challenges include the complexity of measuring outcomes and data sharing.

“Some of the application and accountability requirements mean that we spend less time supporting our clients and more time assessing and reporting progress and outcomes.”

ComVoices, 2016 State of the Sector Snapshot.

11. As Minister, you are responsible for the allocation of \$21.183 million in Crown grants across various funding schemes. There is an opportunity to transform the Crown grants funding system into a modern, fit-for-purpose, and efficient system that minimises transaction costs. This would maximise benefits to communities by freeing up community organisations' time to focus on their goals, instead of continually applying for funds. There is an opportunity here to work with the sector to address their concerns and help develop longer-term funding cycles and more transparent contract processes.
12. You also have a role to play in working with other Ministers, such as the Minister of Internal Affairs, who is in charge of Lottery grants, and philanthropic grant providers, to develop a strategic and joined-up approach to allocating community grant funding.

Effectively regulating the sector while keeping compliance costs reasonable ...

13. Like other organisations, community groups and charities are subject to various regulatory regimes, covering matters such as the trustworthiness of leaders, the health and safety of volunteers, and financial probity. Some entities are responsible for delivering public services, and have to meet contractual obligations and reporting requirements. These rules ensure that community organisations, and those who run them, do the right thing by the people they serve, and account for the way they use public and philanthropic funding.
14. The challenge is to strike a balance between effective regulation, the public good it provides, and reasonable compliance requirements for community groups and charities. This is not easy. The sector is diverse, and different organisations have different levels of capacity to deal with government. Regulatory settings that are appropriate for large, well-resourced charities managed by salaried professionals do not work for community groups run on a shoestring by volunteers. Smaller, less-organised, groups may also be more vulnerable to abuses because of weak governance and supervisory practices.
15. As Minister you are responsible for the Charities Act 2005, which sets out the rules and requirements for charities. There is an opportunity to consider if our existing approach to regulating charities reflects best practice, and if it is flexible enough to cope with sector changes such as evolving financial and operating models. We would welcome an early discussion with you on ways to improve the regulation of charities.

“Regulation and red tape acts as a deterrent for volunteers as well as creating a barrier for the organisations who engage them. In many cases volunteers are having to complete more paperwork due to increased compliance requirements.”

Overview paper on the state of volunteering in New Zealand, Volunteering New Zealand, 2017.

16. Longer-term, it may be necessary to review how the sector is regulated. This could involve a conversation between regulators about how to develop a joined-up approach between agencies and regulatory regimes.

Allowing good ideas and approaches to emerge and flourish ...

17. The ability to generate good ideas to solve local problems and to seize opportunities, while 'weeding out' less successful ideas through trial and error, is a strength of the community and voluntary sector. Many good ideas emerge from the ground up, such as the recent emergence of large-scale, community-driven conservation programmes, supported by government, regional and local authorities, and philanthropic organisations.

... such as social enterprise ...

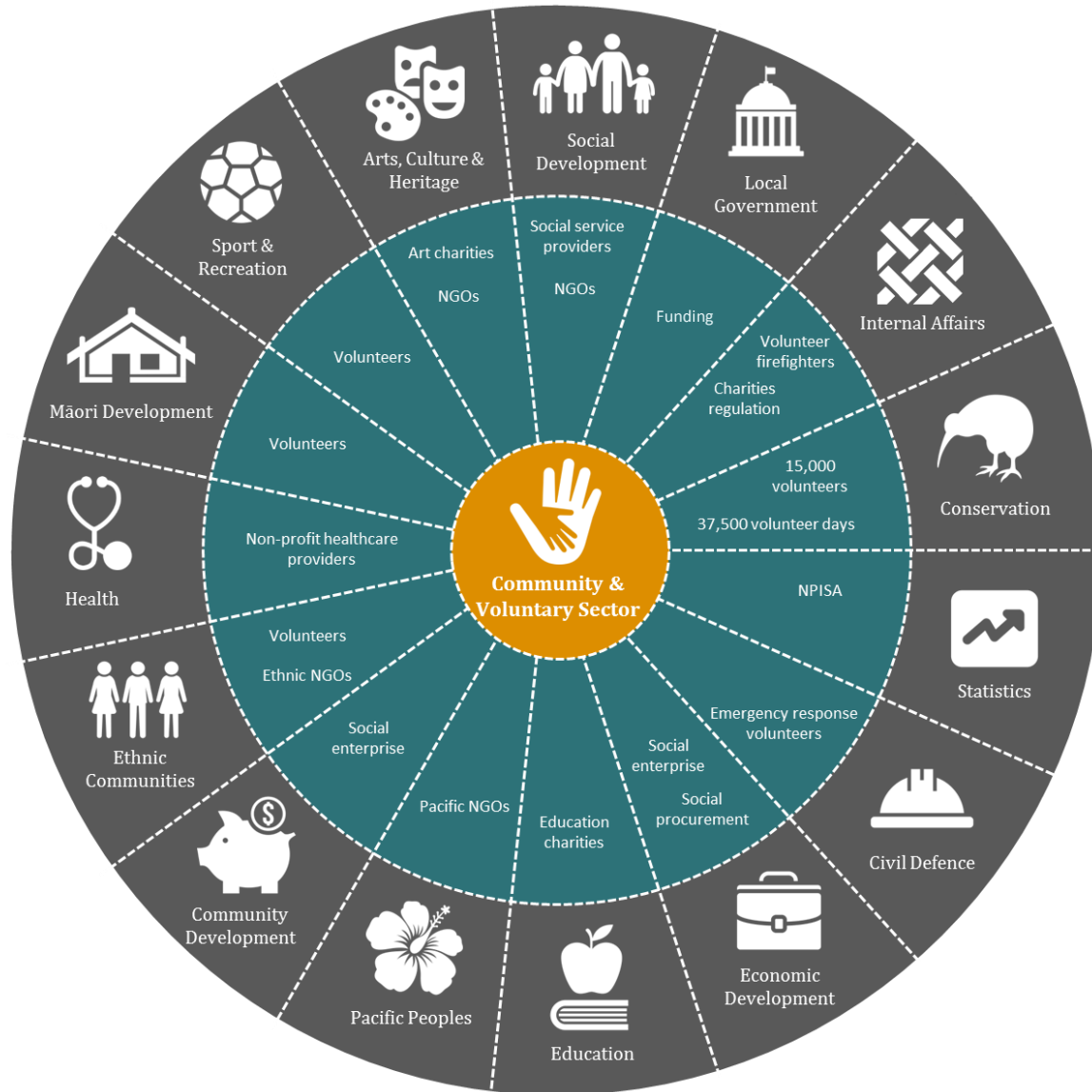
18. The social enterprise sector is an emerging sector that intersects with your portfolio. Social enterprises are organisations trading to advance societal goals including regional job creation and environmental sustainability. Social enterprise has the potential to support job creation, increase entrepreneurship and innovation, and attract finance from investors interested in both social and financial returns. A key challenge is to build the capability of social enterprises so that they are able to grow in scale and attract investment.
19. Social enterprise can be effective in creating jobs in regions, employment for groups disadvantaged in the labour market, and providing services in remote areas. The social enterprise model fits particularly well with Te Ao Māori, which embodies a holistic approach and sees the connections between economic, social and environmental benefits.
20. We are in the process of procuring a strategic partner to work with all-of-government to develop the social enterprise market. The strategic partner will provide specialised business development advice to social enterprises, stimulate investment in social enterprises and grow the sector.
21. An ongoing challenge has been obtaining good data and knowledge about the social enterprise sector. We are in the process of commissioning research to understand the size of the social enterprise sector. The recently held Social Enterprise World Forum in Christchurch brought global innovation and expertise in this area to New Zealand and allowed local social enterprises and officials to exchange ideas, knowledge and best practice.

Social enterprises are organisations:

- with social cultural or environmental missions that provide a public or community benefit;
- that derive a substantial portion of income from selling goods or services;
- that apply the majority of profit/surplus to the fulfilment of their mission; and
- that can take the form of for-profit businesses or more traditional community organisations.

... and empowering the sector to lead innovation

22. The challenge for government is to recognise and strengthen the sector's advocacy role, and help find ways of helping innovative ideas emerge and flourish. This applies equally to ideas pitched at the local level or specific problems, and to ideas that can be applied more widely across communities and regions. Over the last seven years the Department has run a community-led development programme to empower communities with funds, expertise, and resources to tackle multi-faceted problems. There are opportunities to consider if this programme could be expanded and enhanced.



Examples of how the Community and Voluntary Sector portfolio interacts with other Ministerial portfolios

Part Two: Roles and responsibilities

Your role as Minister for the Community and Voluntary Sector

23. Your role enables you to:
- liaise with and understand the views of community and voluntary sector leaders;
 - promote understanding of the sector and champion collaborative relationships;
 - work with your Ministerial colleagues, and undertake initiatives, to support the sector's strength and capability; and
 - oversee the Charities Act 2005, under which charities are registered and regulated.

Portfolio funding within Vote Internal Affairs

24. As Minister for the Community and Voluntary Sector, you are responsible for \$35.1 million of spending within appropriations relevant to the portfolio. See **Appendix B** for details of the appropriations. The briefing *Welcome to the Department of Internal Affairs* provides you with more information about:
- Vote Internal Affairs;
 - the Minister of Internal Affairs' role as Vote Minister and the Minister Responsible for the Department; and
 - coordinating budget planning.

The Community and Voluntary Sector

25. The Community and Voluntary sector portfolio includes a mix of stakeholders with varying levels of engagement with the Government. The sector has a strong advocacy role and provides perspectives on community issues and this is an important part of a healthy democracy. The sector is independent, diverse and has a range of perspectives and views about the role of government and the future of the sector.

The Department has a network of 79 regional community advisors who provide advice and resources to communities, giving you nationwide links to community organisations.

26. There are key national representative organisations with broad membership and national reach. There are also many community and business-oriented organisations at local and regional levels.
27. We will support you in meeting with stakeholders. We will provide briefings before you meet with stakeholders including biographies. We will support you to attend meetings if you wish.
28. Key national organisations are:
 - Ākina Foundation;
 - ComVoices;
 - Hui E!;
 - Inspiring Communities;
 - Philanthropy New Zealand; and
 - Volunteering New Zealand.
29. These organisations will seek to engage and meet with you, and we recommend that you meet with them during your first few months as Minister. We have included contact and other information about these organisations in **Appendix D**.
30. In addition to formal meetings, you are likely to receive a large number of invitations to community events. We can provide you with advice on any invitations and requests from communities to engage, as well as supporting you with events that you choose to attend.

The role of the Department of Internal Affairs

31. The Department seeks to work with communities to empower and support community resilience and self-determination. The following groups in the Department support the portfolio:
 - Charities Services registers and monitors charities, supports capability-building, and encourages and enforces regulatory compliance by charities;

- Community Operations administers community grant, trusts and fellowships and provides regional community development advisory services to community organisations, communities, hapū and iwi; and
 - the Policy Group provides policy advice to you on issues relating to the community and voluntary sector.
32. Other functions or initiatives in the Department also contribute to working with communities:
- engaging with local authorities;
 - the Office of Ethnic Communities, which links ethnic communities with government, provides policy advice to government and builds relationships between ethnic and other communities;
 - supporting the New Zealand Lottery Grants Board;
 - regulating non-casino gaming machines, (also known as 'pokies'); and
 - monitoring the Statutory Community Trusts.

Part Three: Briefings and decisions

33. The following table is a list of briefings relevant to your portfolio that, subject to your approval, we will provide you in the coming months. We will work with your office on the delivery of these briefings.

Date with Minister	Title	Detail	Priority
November 2017	2016/17 Community Organisations Grants Scheme (COGS) Profile	Seeking your approval of the 'Minister's foreword' section and to the full 2016/17 COGS Profile <i>For decision</i>	High
November 2017	Overview of the budget process	Overview of the budget process and your role as portfolio Minister <i>For noting</i>	High
November 2017	2017 October baseline Update for Vote Internal Affairs (Community and Voluntary Sector)	Update on any financial changes since the budget <i>For noting</i>	Medium
November 2017	Introduction to social enterprises	Introduction to social enterprises and opportunities <i>For noting</i>	Medium
November 2017	Introduction to charities and their regulation	Introduction to charities and their regulation, including key issues and opportunities <i>For noting</i>	Medium
November 2017	Statutes Amendment Bill 2018: Proposed amendments to the Winston Churchill Memorial Trust Act 1965	Proposals for the 2018 Statutes Amendment Bill <i>For decision</i>	Medium
December 2017	Introduction to Government's role in supporting volunteers	Introduction to volunteers including opportunities to support volunteers <i>For noting</i>	Medium

Appendix A: Legislation we administer

The following are the statutory responsibilities for the Community and Voluntary Sector portfolio.

Charities Act 2005

Purpose: The Charities Act 2005 creates the Charities Registration Board, as the decision making body on registering or deregistering entities.

Minister's statutory responsibilities: As Minister, you are responsible for the Charities Act 2005. The Charities Act 2005 seeks to promote public trust and confidence, and the effective use of resources in the charitable sector. You are responsible for appointing members to the Charities Registration Board. The Board consists of three members, one of whom you may nominate as Chair. All three current terms end on 30 June 2018. A briefing with a recommended appointment process will be provided to you by April 2018.

The Charities Registration Board acts independently and is not subject to ministerial direction. In practice, many decisions to register and deregister charities are made under delegation by Departmental staff in Charities Services. Charities Services is also responsible for supporting and monitoring charities' compliance with the provisions of the Act, educating charities about good governance, and investigating alleged serious wrongdoing in connection with registered charities.

Winston Churchill Memorial Trust Act 1965

Purpose: This Act establishes the Winston Churchill Memorial Trust Fund and the Winston Churchill Memorial Trust Board.

Minister's statutory responsibilities: This Trust is the responsibility of the Minister of Internal Affairs, delegated to the Minister for the Community and Voluntary Sector. The delegation means that the Minister for the Community and Voluntary Sector has overall responsibility for the Trust and for the tabling of the Annual Report. You are responsible for providing advice to the Governor-General on the appointment of the nine members of the Trust Board. The Chairperson and Members are appointed by the Governor-General on your recommendation.

There is one vacancy on the Board due to a resignation. The Department will provide you with advice on a recommended appointment process to fill the vacancy prior to the next application round commencing in July 2018. A briefing recommending a preferred appointment process will be provided to you in February 2018.

Appendix B: Appropriations

Vote Internal Affairs

Funding for the Community and Voluntary Sector portfolio is appropriated within Vote Internal Affairs. More information about the Vote and appropriations can be found in the *Welcome to the Department of Internal Affairs* briefing.

Community and Voluntary Sector portfolio funding

As Minister for the Community and Voluntary Sector you are responsible for all expenditure and services received under appropriations relevant to the Community and Voluntary Sector portfolio. The Community and Voluntary Sector portfolio appropriations are \$35.1 million (\$15.4 million departmental operating and \$19.7 million non-departmental).² The tables below outline the Community and Voluntary Sector portfolio appropriations based on Main Estimates of Appropriations 2017/18.

In November 2017, you will receive the October Baseline Update briefing, which provides you with more detailed information about the appropriations for your portfolio and any financial changes since the Main Estimates of Appropriations 2017/18.

² Departmental operating appropriations are outputs, other expenses, or expenditure incurred by the Department. The Department is responsible to the Minister for what is achieved with departmental appropriations. Non-departmental appropriations are where Ministers have decided to use a supplier other than a department to provide an output.

Departmental operating

You are responsible for \$15.4 million of departmental operating appropriations.

\$million	Departmental appropriations based on Main Estimates of Appropriations 2017/18
3.639	Administration of the processes supporting the government grant funding schemes, from receiving applications to monitoring grant recipients
4.584	Provision of advisory support and information to support community groups with community development, including information related to accessing grants*
0.202	Provision of services to Ministers to enable them to discharge their portfolio (other than policy decision-making) responsibilities relating to the community and voluntary sector*
0.611	Provision of advice (including second opinion advice and contributions to policy advice led by other agencies) to support decision-making by Ministers on government policy matters relating to the community and voluntary sector*
6.127	Delivery of services to register charities and contribute to promoting public trust and confidence in the charitable sector*
0.239	Provision of operational and secretariat support for grant funding bodies, and includes supporting member appointment processes. The focus of operational support is on processing grant applications and grant decisions on behalf of the grant funding bodies*
15.402	Total Departmental Operating

*Denotes a multi-category appropriation, which is a single appropriation made up of multiple categories (which can be different types of expenditure including output expenses, other expenses, and non-departmental capital expenditure) that all contribute to the same overarching purpose.

Non-departmental appropriations

You are also responsible for \$19.7 million of non-departmental operating appropriations.

\$million	Non-departmental appropriations based on Main Estimates of Appropriations 2017/18
Community Funding Schemes Multi-Category Appropriation: To support community organisations to become stronger, more cohesive and resilient as a result of the funding received	
12.500	Community Organisation Grants Scheme (COGS) - provides grants for essential support to community organisations. Funding decisions are made by 37 local committees, consisting of people elected by the community. A National Committee provides governance of the local committee structure and allocates funding to the committees.
5.560 ⁴	Community Development Scheme - which includes: grants for communities and hapū to employ community development workers to facilitate the development of strong, sustainable communities (\$1.520 million per annum budget in 2017/18 reducing to zero by 2019/20 as existing projects conclude); the Community-Led Development Programme which provides long-term flexible investment funding in communities (\$3.540 million in 2017/18 increasing by 2019/20 as participants increase); and the Community Leadership Fund (\$0.500 million) which supports whole-of-sector capability building.
0.231	Community Internship Programme - partnership grants to place interns from the public, private and community sectors with community organisations to assist capacity building.
0.502 ⁵	Support for Volunteering - promotes and supports volunteering in New Zealand, primarily through Volunteering New Zealand and the network of regional volunteer centres and Māori, Pacific and ethnic group projects.
0.200	Youth Worker Training Scheme - provides training grants and opportunities for youth workers.
0.150	Disarmament Education Grants Fund - supports New Zealand NGOs in the disarmament education field.
0.540	Digital Literacy and Connection - improving communities' access to and capability to use digital tools.
19.683⁶	Total Community Funding Schemes Multi-Category Appropriation

⁴ Increasing to \$6.060 million in the 2017 October Baseline Update.

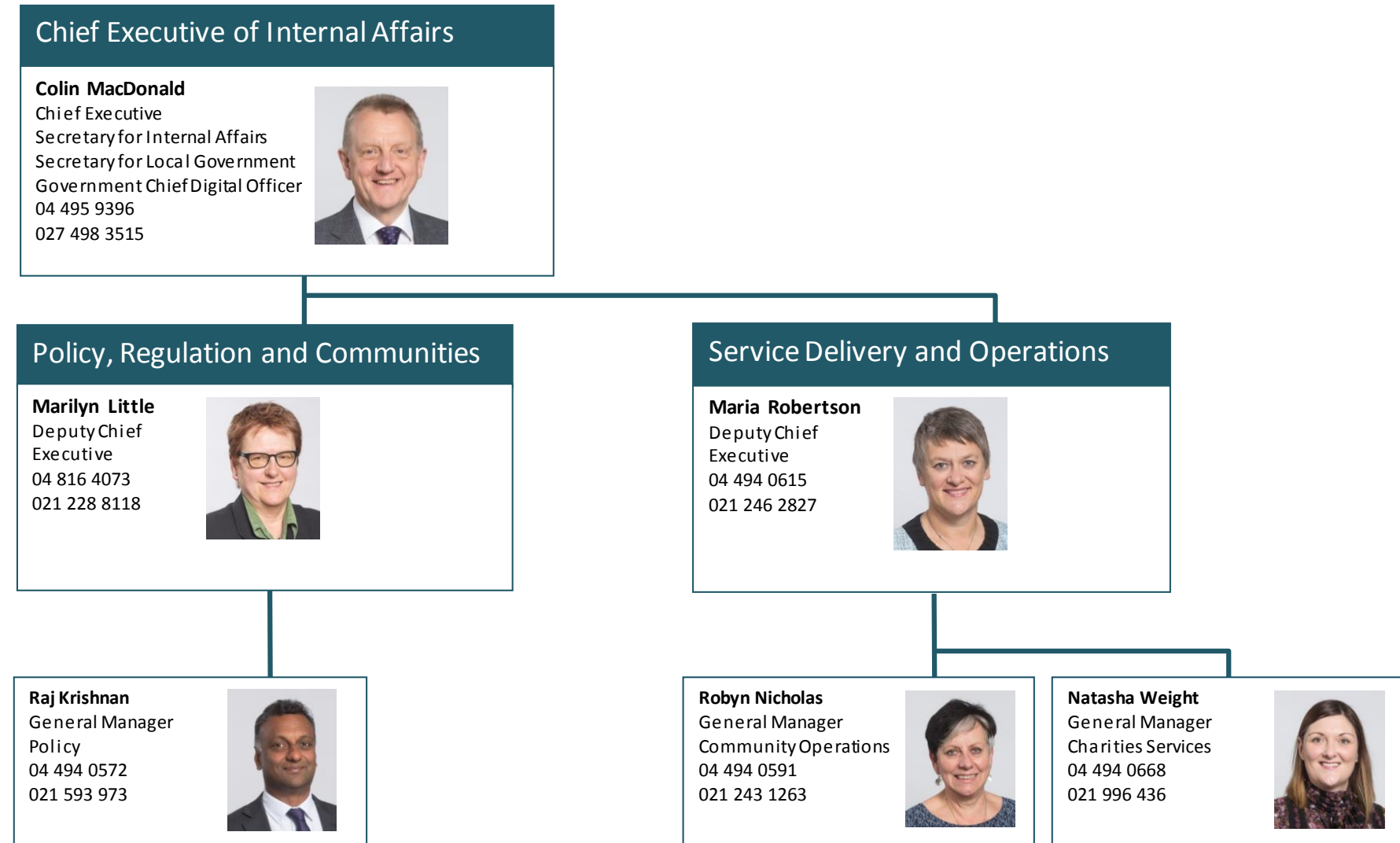
⁵ Increasing to \$1.002 million in the 2017 October Baseline Update.

⁶ Increasing to \$21.916 million in the 2017 October Baseline Update due to \$2.233 million in additional funding allocations (\$0.500 million in the Community-Led Development Programme; \$0.500 million in Support for Volunteering and \$1.233 million in Social Enterprise Market Development)

You are also responsible for the **administration of** other non-departmental operating appropriations, which are detailed in the table below.

\$million Non-departmental appropriations based on Main Estimates of Appropriations 2017/18		
The Minister for the Community and Voluntary Sector is responsible for the Department's administration of the following five Trusts, which are the responsibility of other Ministers		
0.250	Pacific Development and Conservation Trust - grants for projects that promote a peaceful, sustainable Pacific region where all cultures flourish and the natural environment is respected	Responsibility of the Minister of Foreign Affairs
0.450	The Peace and Disarmament Education Trust - Grants to advance education and promotion of international peace, arms control and disarmament	Responsibility of the Minister of Foreign Affairs
0.227	Viet Nam Veterans and their Families Trust - Support for New Zealand Viet Nam veterans and their families	Responsibility of the Minister of Veterans' Affairs
0.103	Winston Churchill Memorial Trust (see Appendix A)	Responsibility of the Minister of Internal Affairs
0.070	Norman Kirk Memorial Trust - Grants to promote the welfare and progress of the people of New Zealand and the South Pacific, especially those who have the capacity to benefit from further education, study or training	No responsibilities for any other Ministers are identified in the Trust Deed

Appendix C: Key contacts in the Department of Internal Affairs



Appendix D: Key stakeholders in the portfolio

The following tables list the statutory bodies and stakeholders in the sector. We will provide contact details to your office. It is standard practice for us to support you in meeting with stakeholders. We will provide briefings before you meet with stakeholders including biographies, and can attend meetings if you wish.

Statutory Bodies (as described in Appendix A)

Organisation	Contact	Role
Charities Registration Board	Chair: Roger Holmes Miller	The Charities Act 2005 creates the Charities Registration Board, as the decision making body on registering or deregistering entities. The Charities Registration Board acts independently and is not subject to Ministerial direction. In practice, many decisions to register and deregister charities are made under delegation by Departmental staff in Charities Services.
Winston Churchill Memorial Trust	Chair: Bronwyn Smits	The Winston Churchill Memorial Trust Board awards around 25 fellowships and an accompanying grant for purposes beneficial to the community. Awards are made to applicants who will contribute to the general advancement of any occupation, calling, trade, business or profession in New Zealand. The Board also makes awards for research that will be of benefit in general to New Zealand, or to the maintenance or advancement of the Commonwealth as a beneficial influence in world affairs. The grants enable Fellows to travel overseas for such purposes. Fellows provide a report on their return, which is made publicly available.

Community organisations

The following table includes stakeholder information for the key national-level community organisations. These organisations often provide their own briefings to incoming Ministers.

Community Organisation	Contact	Role
Volunteering New Zealand	Chair: Karen Smith Chief Executive: Scott Miller	Volunteering New Zealand is the national association of volunteer centres and national and other organisations with a commitment to volunteering. Current member organisations cover emergency services, health, welfare, education, culture, faith based services, community support, ethnic groups, sport and recreation, conservation, special interests, advocacy and international volunteering.
Philanthropy New Zealand	Chair: Sandra Kai Fong Chief Executive: Tony Paine	Philanthropy New Zealand is the national body representing and supporting philanthropy and grant making in Aotearoa New Zealand. Its members include trusts, foundations, community groups, individuals, investors, local government and iwi.
Hui E!	Chair: Simon Cayley General Manager: Anaru Fraser	An umbrella body for community organisations across New Zealand. It is focused on the needs of the broad Tangata Whenua, community and voluntary sector. Hui E! Community Aotearoa is registered as a Charitable Trust, with its powers vested in a Trust Board made up of between five and nine members.
Inspiring Communities	Chair: Donna Provost Manager: David Hanna	Inspiring Communities' mission is to accelerating effective Community-led change and to support and strengthen the emerging community-led development movement in New Zealand
ComVoices	Current Chair: Brenda Pilott, National Manager, Social Service Providers Aotearoa (SSPA) Chair: Rotates between member organisations	ComVoices is a network of national community and voluntary sector organisations. It was established so that sector organisations would have a more powerful voice at government level and in the community.
Ākina Foundation	Chair: Anake Goodall Chief Executive: Louise Aitken	Provides national support for social enterprise development to grow and support the New Zealand social enterprise sector.