Te Kāwanatanga o Aotearoa

Te Puni Kōkiri
REALISING MĀORI POTENTIAL

Building a Future for Whānau

A briefing for the Minister for Whānau Ora

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He Kupu Whakataki

Tēnā koe e te Minita.

Tēnei te mihi ki a koe i te wā ka tū koe hei Minita Whānau Ora.

Congratulations on your appointment as Minister. This is an important portfolio with many opportunities to improve outcomes for iwi, hapū, whānau and Māori, and therefore for Aotearoa New Zealand as a whole.

This briefing introduces you to your responsibilities as Minister for Whānau Ora and sets out some of the opportunities and challenges that are in front of you. This briefing also gives you an overview of the role of Te Puni Kōkiri, our functions and the capabilities.

We are ready to work on delivering your priorities and will bring a range of strengths to the table to ensure that your policies are successful.

In seeking better outcomes for whānau across areas such as housing, health, education, culture and economic development, it is important that government applies a whānau development approach. Whānau is where people get their grounding in language and culture, are influenced in their attitudes towards education and work, and are exposed to lifestyle choices. The whānau experience, whether positive or negative, can determine what outcomes people experience in their lives.

Government's investment in Whānau Ora plays a key role in applying a whānau development approach. Although grounded in kaupapa Māori, it is available to all New Zealanders. In the year to 30 June 2017 over 12,500 whānau received support through Whānau Ora initiatives.

While there have been positive developments, we still run the risk that in 2040 we will have whānau who are not achieving as they should. We cannot afford for that scenario to come true. It is therefore vital that we work to develop and harness the aspirations of our whānau, especially rangatahi. We are ready to work hard and smart with you towards a stronger future for our whānau.

Nā reira, kia tau te manaaki a to tātou Atua ki runga i a koe. Kia piki anō te ora ki a koe. Kia hora te marino, kia whakapapa pounamu te moana. Kia tere te karohirohi, ki mua to huarahi.

Michelle Hippolite
Toihautū | Chief Executive

Section 1

The Whānau Ora portfolio

This section describes your role in the Whānau Ora portfolio and how Te Puni Kōkiri supports you to achieve your priorities. Subsequent sections set out the key issues and decisions in your first months in office leading up to Waitangi Day 2018. A more detailed overview follows of the whānau development approach and in particular, government's current investment in Whānau Ora.

Role of the Minister for Whānau Ora

The responsibilities of the Minister for Whānau Ora include:

- alongside the Minister for Māori Development, promoting a whānau development approach. That is, integrated service delivery that supports whānau in achieving better outcomes for themselves
- leading the stewardship of the Whānau Ora investment across government.

The Minister for Whānau Ora does not have any particular statutory responsibilities.

Overseeing the investment in Whānau Outcomes

Whānau Ora is distinct from other social service approaches as it operates under a fully devolved model, with investment decisions made by community-based Commissioning Agencies.

There are three Commissioning Agencies:

- **Te Pou Matakana** – working with whānau in the North Island
- **Te Pūtahitanga o Te Waipounamu** – working with whānau in the South Island
- **Pasifika Futures** – working with Pacific Island families across the country.

The investment in Whānau Ora is governed through Outcome Agreements with Commissioning Agencies. These were extended for three years with the Commissioning Agencies in June 2017 and will finish in June 2020.

As Minister for Whānau Ora you provide an annual letter of expectations to the three Commissioning Agencies. You also receive annual and quarterly reporting from the Commissioning Agencies about what they have achieved for whānau.

In working with other Ministers, you have a role in promoting and normalising a whānau development approach across government. This includes influencing other Ministers towards investing in whānau success.

Key relationships

Whānau Ora Partnership Group

The Minister for Whānau Ora is responsible for chairing the Whānau Ora Partnership Group. The Partnership Group is currently made up of six Iwi Chair representatives and you and your colleagues, who are the Ministers of Finance, Education, Health, Social Development and Economic Development.

This group provides strategic leadership to Whānau Ora, setting its direction and priorities, as well as monitoring its progress and success. The Partnership Group also seeks to strengthen efforts to support Whānau Ora across other key government agencies and identify opportunities for the Crown and Iwi to support shared development, aims and aspirations.

The Group meets four times a year in line with government and Iwi annual cycles for planning, delivery and review.

Working with the Minister for Crown-Māori Relations and the Minister for Māori Development

There are many intersects between the portfolios of Whānau Ora, Māori Development and Crown-Māori Relations. There will be opportunities to work together with your colleagues to advocate for a focus on whānau development across government.

Activities within the Whānau Ora portfolio are supported by Te Puni Kōkiri and funded from within Vote: Māori Development.

Working with the Minister for Pacific Peoples

Whānau Ora includes a specific focus on Pacific families, through the establishment of a Pacific families Commissioning Agency. You may wish to discuss with the Minister for Pacific Peoples how the stewardship and agency administration of Whānau Ora could better meet the needs of Pacific families.

Te Puni Kōkiri – who we are and what we do

As well as having statutory responsibilities under the Ministry of Māori Development Act 1991, Te Puni Kōkiri has been mandated by successive governments as the principal advisor on Crown-Māori relationships. This involves providing guidance on the review and development of policy, and advice on engagement and consultation with Māori.

Te Puni Kōkiri has a wide reach despite being a relatively small Ministry. We have relationships at a national level and a regional presence that provides a direct connection with iwi, hapū, whānau and Māori. This is important in understanding the needs of Māori and for promoting better Crown-Māori engagement.

Role and function

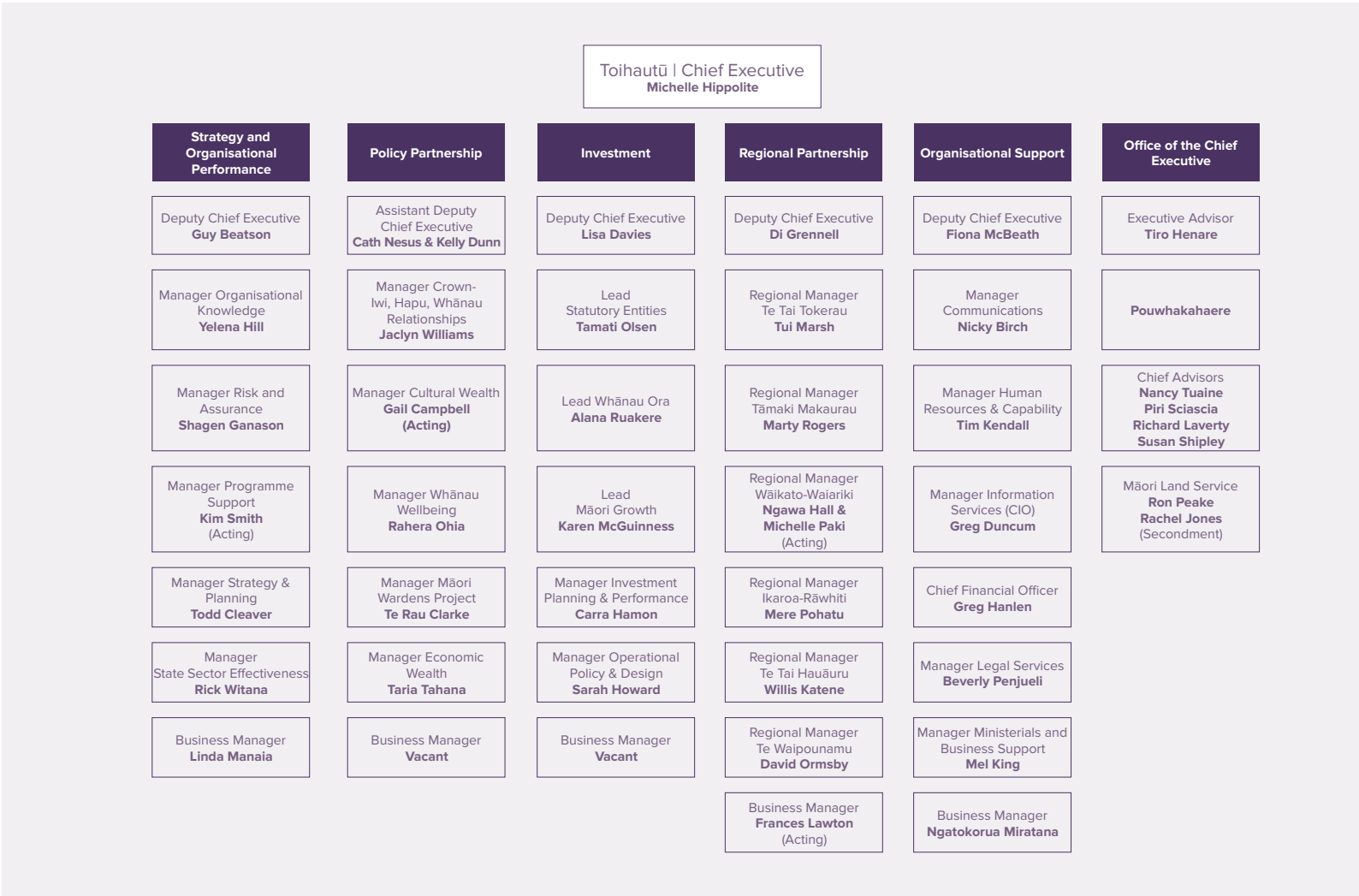
The role of Te Puni Kōkiri is as follows:

- **Ārahitanga** – provision of strategic leadership and guidance to Ministers and the State sector on the Crown's ongoing and evolving partnerships and relationships with iwi, hapū, whānau and Māori
- **Whakamaherehere** – provision of advice to Ministers and agencies on achieving better results for whānau Māori
- **Auahatanga** – development and implementation of innovative trials and investments to test policy and programme models that promote better results for whānau Māori.

Who we are

Our Executive Team is made up of the Chief Executive and six Deputy Chief Executives across five Te Puni. Also supporting the Chief Executive is a team of Chief Advisors who provide expert support and guidance on particular kaupapa, and Pouwhakahaere who provide cultural expertise.

Figure 1: Te Puni Kōkiri Senior Leadership Team



How we can support you

We support you to lead the Whānau Ora portfolio and to take a leadership role across government on improving social, economic, cultural and environmental outcomes for Māori. Te Puni Kōkiri is able to support you in the following ways:

- Utilising our networks across the motu so it is easy to connect with iwi, hapū, whānau and Māori, and ensure their voices are heard at a local level and in policy development. We have a presence in 17 sites across the regions
- Providing leading-edge advice on whānau development
- Providing evidence-based advice on key policy issues grounded in an understanding of Te Ao Māori
- Investing and co-investing with other agencies, Māori and non-government entities to make a real difference to the lives of whānau. These investments can road test different approaches that can provide lessons to wider government
- Developing strategies to help you advance key issues within the government's agenda.

Many public services are still explicitly or implicitly aimed at assisting individuals. However, we are encouraging approaches and services that apply a whānau lens. Te Puni Kōkiri can help you to understand the issues facing iwi, hapū, whānau and Māori - and the different ways that you can engage with them and other parts of government to address the needs and aspirations of Māori.

Section 2

Getting to Waitangi Day: immediate decisions and actions

Waitangi Day 2018 provides an opportunity for you to discuss with iwi and community leaders your priorities as Minister, and what you have achieved in your first months.

The following table outlines the critical decisions and actions you will need to undertake before Waitangi Day. In the coming weeks, Te Puni Kōkiri will engage with you in more detail on each of these kaupapa to help you decide the way forward.

Key Policy Issues

Kaupapa	Commentary
Whānau Ora	**Purpose** To outline a clear plan that shows how Whānau Ora relates to the wider social system. **Comment** Report to Cabinet anticipated on approach to data collection, measurement and evaluation.
Whānau Ora outstanding funding	**Purpose** To agree jointly with the Minister for Social Development and the Minister for Māori Development on the transfer of provider contracts from the Ministry of Social Development **Comment** Decisions required on outstanding funding intentions.

Operational

Kaupapa	Commentary
Annual Letter of Expectation to Commissioning Agencies	**Purpose** To set your priorities for Whānau Ora funding over the coming year. **Comment** Is due before the end of December
October 2017 Baseline Update	**Purpose** Make a decision on the content of a submission to the Minister of Finance on October 2017 Baseline Update submissions. **Comment** Due early November to fulfil government financial management requirements.
Budget Initiative process 2018	**Purpose** Put forward any Budget Initiatives consistent with wider government priorities.

Relationships

Kaupapa	Commentary
Commissioning Agencies	Hold short hui with each Commissioning Agency to meet key people and receive briefings from them about their approach and the progress they have made.
Whānau Ora Partnership Group	Next scheduled hui of the Whānau Ora Partnership Group is in November 2017.
Minister for Crown-Māori Relations and Minister for Māori Development	Meet the Minister for Crown-Māori Relations and Minister for Māori Development to discuss portfolio relationships.
Minister for Pacific Peoples	Meet Minister for Pacific Peoples to discuss portfolio relationships and Pacific Peoples' input into stewardship and agency administration of Whānau Ora.

Section 3

Why focus on whānau development?

What is meant by whānau development?

Traditionally, government has delivered services focused on individuals and their individual issues. Our view is that a greater impact can be achieved through whānau development – that is, by working with individuals and their whānau. Individual wellbeing is contingent upon whānau wellbeing.

A whole whānau typically involves three or more generations. We argue that an approach that engages the whole whānau is far more likely to shift intergenerational issues.

Government's investment in Whānau Ora is the best example of direct investment in a whānau development approach.

Intergenerational issues require intergenerational solutions

Aotearoa New Zealand needs to address a set of persistent social issues that manifest as child poverty, income inequality and homelessness. These issues disproportionately affect Māori and Pacific peoples. They are relatively young population groups with more children than the rest of the population.

While some indicators of Māori achievement are improving, others are static or are not improving as fast as for other ethnicities.[1]

This has led one commentator to say:

> *Today's young Māori (and Pasifika) will play an increasing role in determining New Zealand's economic future, and far greater attention to their education, training, health and wellbeing needs is an imperative*[2].

These problems are often so entrenched that they are described as being 'intergenerational'. Very young children can be strongly affected by the environment where they are raised, including factors like housing quality, diet, and the attitudes and choices of adults around them.

1 Marriott, Lisa and Sim, Dalice (2015) 'Indicators of Inequality for Māori and Pacific People' in Journal of New Zealand Studies NS20 (2015), p 24-50.

2 Jackson (2017) 'Introduction and overview' in Policy Quarterly, Volume 1 – Supplementary Issue – June 2017.

Figure 2: : Targeting individuals - vs whānau development approaches

Empowered whānau are more likely to achieve transformational change

Whānau have strengths and resilience that can support the individual. A whānau that has identified its aspirations, has a plan to achieve them, and knows how to access support is far more likely to achieve positive outcomes than a whānau without these things in place.

Empowered whānau are more likely to build on their own strengths and to access support through government, the private sector, and through their whakapapa, marae, iwi and hapū. At a whānau level, this is consistent with the practice of rangatiratanga, which is a key Māori aspiration expressed in Article 2 of the Treaty of Waitangi.

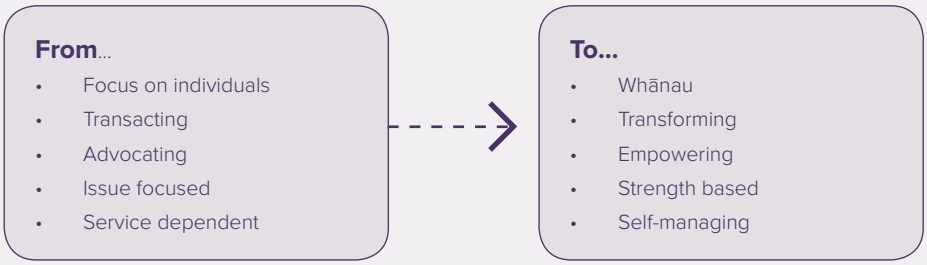
A holistic and coordinated approach across government is required

There are some whānau who have multiple and complex needs that cannot be solved through fragmented service delivery. The Productivity Commission noted that government agencies often fail to work 'with others such as family, friends, providers and community groups who each have potentially important influence on outcomes'.[3] For example, a programme about caring for young children that targets only parents is not effective when several members of the whānau are involved in the care and support of children.[4]

A child's behavioural difficulties may be related to strained relationships within the whānau, brought on by further stressful circumstances. An intervention that focuses only on a child's behaviour is unlikely to be as effective as a programme that holistically addresses other tensions in the home. A whānau development approach requires those working with a child to look at the broader context that they live in.

A report of the Taskforce on Whānau-Centred Initiatives (2010) recognised the need to overcome service fragmentation. It advocated for a holistic approach to build on whānau aspirations and address the multiple problems that may be standing in the way.

Figure 3: Moving from traditional service design to whānau-centred approaches



Knowing where and how to invest for greatest positive impact

Data and analytics are increasingly being used to inform investment in social services. Te Puni Kōkiri applies a whānau development lens to data and analytics so that whānau are at the centre of programmes and services. We are continuing to encourage agencies to look beyond the individual, and beyond the symptoms, to root causes. We also consider rich, real world information from our regional teams about what works and what does not in the preparation of advice on proposed work programmes.

3 Productivity Commission of New Zealand (2015), More Effective Social Services – Summary Version, p 7.

4 The Families Commission (2011), Submission to the Māori Affairs Select Committee on the Determinants of the Wellbeing of Māori Children, p 18.

Section 4

The Government's investment in Whānau Ora

How Whānau Ora works

Whānau Ora puts whānau at the centre of decision-making about their future. It recognises the collective strength and capability of whānau to achieve better outcomes in areas such as health, education, housing, employment and income.

Whānau Ora adopts a strengths-based approach to:

- identify those resilience factors whānau already possess which can be built upon;
- identify the aspirations of whānau, moving beyond crisis to develop medium and long term goals for sustained change;
- use a joined-up approach that focuses on all factors relevant to whānau wellbeing, including economic, cultural, environmental factors, as well as social factors;
- recognise that each whānau faces a different set of circumstances, and what works well for one whānau does not necessarily work well for another;
- develop a plan for whānau to access support through government, the private sector, and through their whakapapa, marae iwi and hapū; and
- support whānau to take responsibility for finding solutions across a broad range of social, health, cultural and economic outcomes, and ultimately gain control over their lives.

Background

The implementation of Whānau Ora occurred in two phases:

- **Phase One (2010 - 2014)** focused on building the capability of providers to deliver whānau-centred services. Te Puni Kōkiri worked with collectives of health and social service providers across the country to re-orientate the way they worked, placing whānau at the centre.
- **Phase Two (2014 - present day)** devolved implementation to three community based Commissioning Agencies, who are contracted to invest directly into their communities.

The use of Commissioning Agencies enables funding decisions to be made closer to communities. This devolution allows Commissioning Agencies discretion to develop innovative investment approaches to achieve agreed outcomes for whānau and families within their target cohort.

Funding

Funding for Whānau Ora comes from an allocation in the Vote Māori Development Fund, which is overseen by the Minister for Māori Development (see Appendix Three).

In 2016/17 Commissioning Agencies received a total of $73.5 million in funding, mostly through Te Puni Kōkiri, although just over $2 million came from the Ministry for Social Development (MSD). In recent years a number of existing MSD-administered funds for community-based activities have been identified as being more appropriately treated as Whānau Ora programmes and progressively transferred to the Whānau Ora portfolio under Te Puni Kōkiri.

One of the immediate priorities for this portfolio is to make decisions on the proposed transition of a portion of this funding to Te Puni Kōkiri. The Ministry of Justice also makes a small direct investment in Whānau Ora.

Funding is allocated between the Commissioning Agencies by weighing a number of factors, including geographic reach, socio-economic deprivation and income of their regional populations, and an allocation to commission 'Navigators'. In 2016/17 this saw funding distributed in the following way: Te Te Pou Matakana $44.2 million; Pasifika Futures $16.6 million; Te Pūtahitanga $12.7 million.

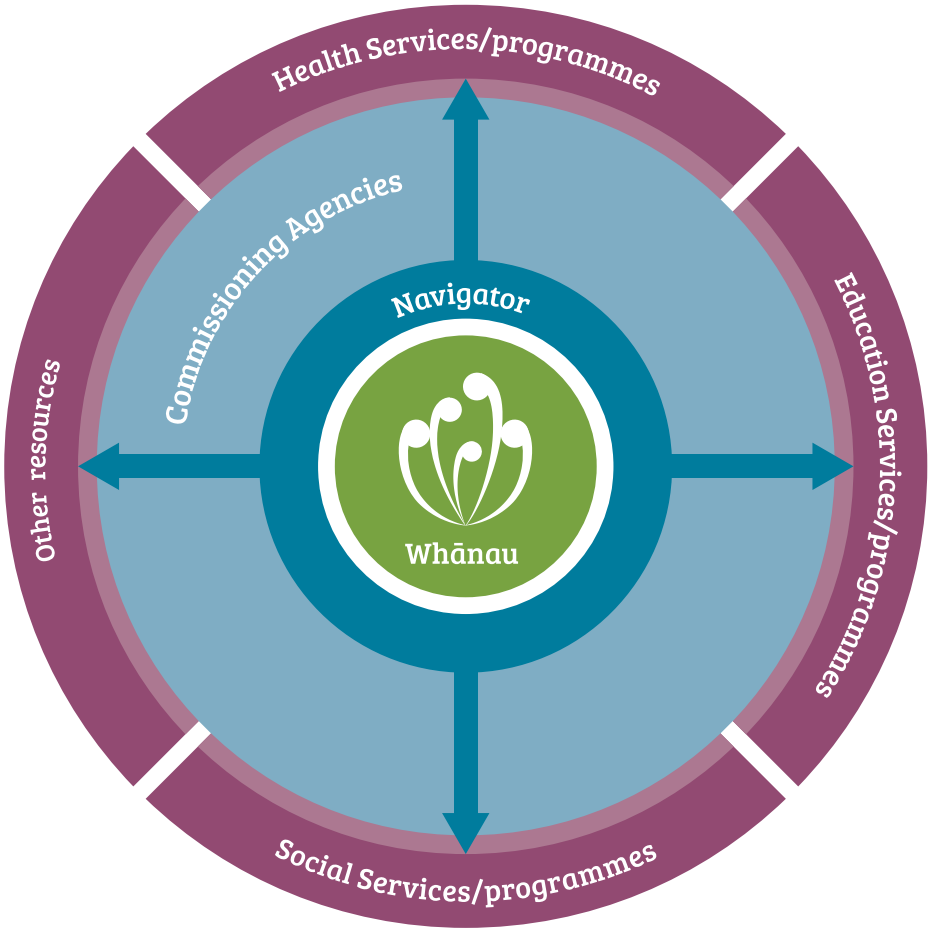
Commissioning activities

Commissioning Agencies contract local Whānau Ora service providers for:

- navigators to work alongside whānau;
- regional programmes;
- administration of direct grants to whānau;
- services delivered through provider collectives; and
- open tender investments (e.g. provision of low-cost health services in a particular area).

All three Commissioning Agencies fund navigational services. Navigators work directly alongside whānau to listen to their aspirations, identify their needs, and support them to access further assistance if required. As someone who sees all of the needs of the whānau, the navigator can also ensure they receive a coherent package of services and support. Building trust with whānau is a key part of the navigator's role, as many whānau may be isolated from services and other support offered by their iwi, hapū and wider community, and may also be mistrustful of any direct dealings with Government agencies.

Figure 4: Navigators assist whānau to identify their aspirations and connect with the services they need



Who is Whānau Ora reaching?

The reach of Whānau Ora support to whānau and families in need continues to grow since it was launched in 2010. In the year to 30 June 2017 over 12,500 whānau and families received support through Whānau Ora initiatives.

Although grounded in concepts of te ao Māori, Whānau Ora is available to anyone in need. Of the three community based Commissioning Agencies which make Whānau Ora investment decisions at the community level, one is dedicated to working with Pacific Island families, and approximately one-fifth of the families engaged by the other two Commissioning Agencies in 2016/17 were non-Māori.

Whānau Ora often deals with difficult issues, amongst hard-to-reach population groups. It is a nationwide programme operating with a fraction of the Government's wider social sector funding, yet the initial results are promising. A robust evaluation of the data will be a major focus over the next twelve months.

What is Whānau Ora achieving?

Whānau Ora Outcomes Framework

Commissioning Agencies must align their activity to the Whānau Ora Outcomes Framework. The Outcomes Framework, agreed to by the Whānau Ora Partnership Group, states that Whānau Ora is achieved when whānau are:

1. Self-managing;
2. Living healthy lifestyles;
3. Participating fully in society;
4. Confidently participating in Te Ao Māori (the Māori world);
5. Economically secure and successfully involved in wealth creation;
6. Cohesive, resilient and nurturing;
7. Responsible stewards to their living and natural environment.

For each of these seven outcomes the Framework identifies short term (1-4 years), medium term (5-10 years), and long term (11-25 years) outcomes.[5] This recognises that entrenched issues within whānau may take a generation to resolve but that there are also intermediate outcomes which can be targeted in the interim.

Figure 5: Whānau Ora outcomes

Whānau Ora insights and evidence

A formative evaluation of the Whānau Ora commissioning model, released in December 2016, showed that the model is developing well with evidence of good strategic planning, service specifications, and strong networks and stakeholder management.

Qualitative evidence (including case studies) and anecdotal evidence show that Whānau Ora is making a real difference to the lives of whānau.

Quarterly and annual reporting produced by Commissioning Agencies show promising results, as evidenced by some of the outcomes shown below, but is still maturing and reflects the different approaches and reporting systems used by the three agencies.

5 See: https://www.tpk.govt.nz/docs/tpk-wo-outcomesframework-aug2016.pdf

Figure 6: Examples of 2016/17 results to 30 June 2017

Te Pou Matakana supported whānau to achieve a range of results, including:

- 860 whānau are now living in a fully insulated home;
- 962 whānau have a financial plan or budget;
- 490 whānau are experiencing reductions in domestic violence/ violent offences;
- 120 whānau coming off job seeker benefits.

As a result of **Pasifika Futures** Core Commissioning activity:

- 1,309 whānau have a health plan;
- 840 whānau have reduced their debt;
- 714 whānau have enrolled their children in ECE;
- 407 whānau now live in smoke-free homes.

Pasifika Futures' innovative programmes also led to 22 new business start-ups, 259 apprenticeships and traineeships, and 72 jobs.

Te Pūtahitanga o Te Waipounamu achieved the following:

- 121 commissioned initiatives invested in through the Commissioning Pipeline;
- 57 Navigators supporting whānau across Te Waipounamu to achieve their aspirations;
- 483 whānau were supported through investment activities since 1 April 2017;
- 700 whānau attended hui about eliminating family violence.

Te Puni Kōkiri is working with the Commissioning Agencies to further develop the systems for reporting quantitative data. This includes accessing a wider range of data that will contribute to a summative evaluation of Whānau Ora, to be completed by the end of 2018, to provide a comprehensive picture of its effectiveness.

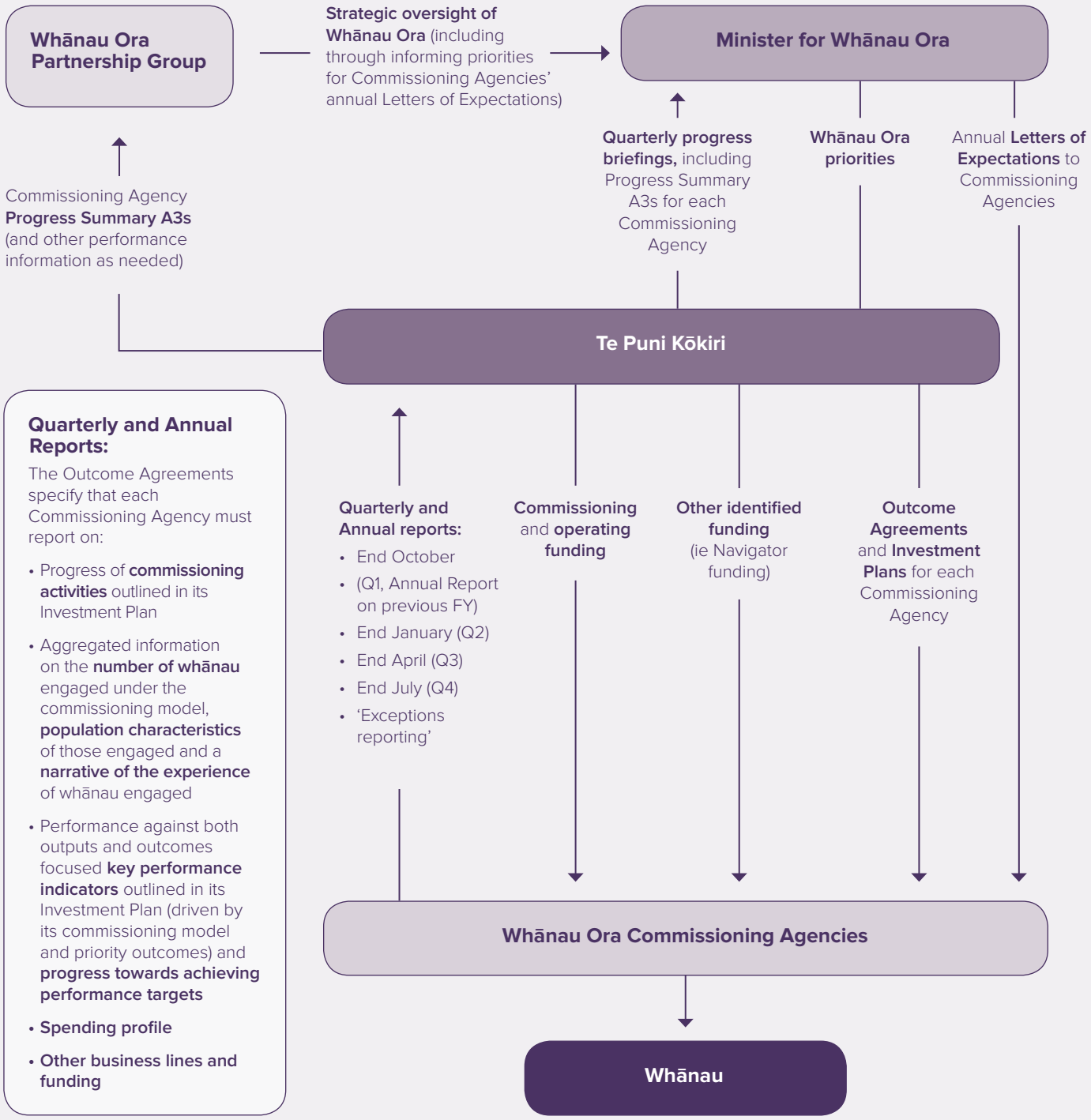
Appendix One

Whānau Ora Commissioning Agencies - key personnel

Te Pou Matakana	Te Pūtahitanga o Te Waipounamu	Pasifika Futures
• John Tamihere (CEO) • Merepeka Raukawa-Tait (Board Chair) • Robin Hapi, CNZM (Board member) • Suzanne Snively (Board member) • Pahia Turia (Board member) • Tatiana Greening (Board member) • Tureia Moxon (Board member)	• Helen Leahy (CEO) • Trevor Taylor (Board Chair) • Parekawhia McLean (Board member) • Lisa Tumahai (Board member) • Donovan Clarke (Board member)	• Debbie Sorensen (CEO) • Tearikivao (Kiki) Maoate (Board Chair) • Dr Siniva Sinclair (Board member) • La'auli Michael Jones (Board member) • Dr Francis Agnew (Board member)

Appendix Two

Whānau Ora accountability and reporting framework



Outcome Agreements:

The Outcome Agreements between Te Puni Kōkiri and each Commissioning Agency detail the content required for inclusion in Commissioning Agencies' Investment Plans (which are subsequently attached as schedules to the Outcome Agreement) and in their quarterly and annual reporting.

The Outcome Agreements also set out a range of accountability and monitoring mechanisms, including:

- **Discussion and approval of Investment Plans** (which must reflect the priorities signalled in the annual Letters of Expectations sent by the Minister for Whānau Ora) and incentive payment mechanisms.
- **Rights to request further information or assurance** in relation to reporting, operational policies and performance issues.
- Processes for dealing with **performance issues.**

Investment Plans:

The Investment Plans agreed between Commissioning Agencies and Te Puni Kōkiri detail the services and outcomes Commissioning Agencies are contracted to deliver, including:

- **Strategic direction** and intervention logic
- Commissioning Agencies' outcomes frameworks, **priority outcomes** and how these align with the Whānau Ora Outcomes Framework
- **Programmes and activities** that will be commissioned during the financial year, including the process for selecting investments
- Outputs (e.g. whānau engagement volumes) and outcomes based **performance measures,** including measures and conditions related to incentive payment mechanisms
- Commissioning and operating **budgets** for the financial year
- **Risks** anticipated for the financial year and mitigations to manage these risks.

Commissioning Agencies' report to Te Puni Kōkiri on the status of and progress against the activities and measures set out in their Investment Plans.

Appendix Three

Vote Māori Development funding for the financial year 2017/18 (Whānau Ora funding)

Key	
Minister for Whānau Ora appropriations	Minister for Māori Development's appropriations, but some funding deployed through Whānau Ora Commissioning Agencies

Departmental Appropriations	$000
Whakapakari Kaupapa Whānau Ora (Whānau Ora Commissioning Approach)	4,749

Non-Departmental Appropriations by Kaupapa	$000
Whakamahi I ngā Huanga a Whānau Ora (Commissioning Whānau Ora Outcomes)	71,481
- Hiki i te Ao Māori - Tautoko Tikanga me te Hākinakina Māori (Moving The Māori Nation - supporting Māori Culture and Sport)	3,500

These figures do not include any adjustments or transfers to be considered in the October baseline Update.

Published by

Te Puni Kōkiri
ISBN: 978-0-478-34599-5
Whiringa-ā-nuku/October 2017

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