

Office of Minita mō Whānau Ora

**Chair
Cabinet Social Wellbeing Committee**

WHĀNAU ORA - LASTING CHANGE: RESPONSE TO THE REVIEW FINDINGS

Proposal

1. This paper provides Cabinet with a report back on my response to the recommendations of the Review of Whānau Ora – Tipu Mātoro ki te Ao, and sets out an overview of my vision for Whānau Ora in line with the Government's wellbeing priorities.
2. It also seeks Cabinet agreement to set up an independent reference group which will provide strategic advice on Whānau Ora and whānau-centred approaches to me as Minister for Whānau Ora.

Executive Summary

3. In February 2019, I reported to Cabinet on the final report from the Review of Whānau Ora (the Review) and was asked to consider the implications of the Review and to report back on a response [CAB-19-MIN-0037 refers].
4. The Review found that Whānau Ora results in positive change for whānau and creates the conditions for that change to be sustainable. The Review also had a number of recommendations for Whānau Ora including growing investment in the commissioning approach, increasing cross-government engagement in Whānau Ora, and exploring localised commissioning opportunities.
5. My vision is for Whānau Ora and whānau-centred approaches to be integral to policies, programmes and services across government to improve the wellbeing of New Zealanders. This includes ensuring Whānau Ora is adequately resourced to support whānau to achieve their aspirations, is appropriately supported across government agencies, and that whānau are able to play a key role in local decision making regarding Whānau Ora support.
6. Whānau-centred policies and approaches such as Whānau Ora are shaped by the realities and experiences of whānau. They recognise whānau as agents for change and support individuals in the context of their whānau.

7. Budget 2019 initiatives to implement whānau-centred approaches in the health and corrections areas are a strong start towards expanding Whānau Ora and whānau-centred approaches.
8. To achieve my vision, however, more work needs to be done. In particular, we need to:
 - 8.1. embed a whānau-centred approach to policy, programmes and services across agencies, such as the work underway with DPMC on the Child, Youth and Wellbeing Strategy; and
 - 8.2. spread investment in Whānau Ora beyond just Vote Māori Development.
9. I am also seeking Cabinet approval to establish an independent reference group to provide me with independent and strategic advice about what a system of broadened whānau-centred approaches, that includes Whānau Ora, might look like.

Background

10. In mid-2013, Cabinet agreed to:
 - 10.1. implement a devolved commissioning-for-results model as the central feature of the implementation of Whānau Ora;
 - 10.2. establish three non-government Commissioning Agencies with a North Island focus, a South Island focus, and a focus on Pacific families;
 - 10.3. designate Te Puni Kōkiri as the administering department for the Commissioning Agencies; and
 - 10.4. support the Whānau Ora commissioning model with an outcomes-based payment structure, a robust performance monitoring approach, and a focus on bringing investments closer to whānau and families. [SOC Min (13) 14/3 refers]
11. In April 2018, I initiated a review of Whānau Ora to assess how well the devolved commissioning model is providing better outcomes in the community and responding appropriately to the diverse needs of whānau and families [CAB – 18-MIN-0120 refers].
12. In February 2019, Cabinet noted the report from the *Review of Whānau Ora: Tipu Mātoro ki Te Ao: Final Report to the Minister for Whānau Ora* (the Review), and asked me to consider the implications of the recommendations covered in the Review and report to SWC on the outcome of the review [CAB – 19-MIN-0037 refers].

Whānau Ora and whānau-centred approaches

13. Whānau-centred policies and approaches such as Whānau Ora are shaped by the realities and experiences of whānau. They recognise whānau as agents for change and support individuals in the context of their whānau.

14. Whānau Ora is an exemplar of a whānau-centred approach to the delivery of support and services that assist whānau to achieve better outcomes for themselves. The Government currently invests in Whānau Ora by funding three Commissioning Agencies to work with whānau, including through partner providers and navigators working directly with whānau. One of the Commissioning Agencies has a specific focus on Pacific peoples. Under this model, the three entities are funded to achieve outcomes set out in letters of expectation from the Minister for Whānau Ora.
15. This paper discusses the potential to expand both:
 - 15.1. whānau-centred approaches to policies and services developed, delivered and contracted by agencies across the state sector; and
 - 15.2. investment in Whānau Ora through the existing Commissioning Agencies as well as additional, more localised, commissioning options.

Review of Whānau Ora: Tipu Mātoro ki Te Ao

16. The Review commissioned in 2018 reaffirmed the success of the approach to date, concluding that Whānau Ora results in positive change for whānau and creates the conditions for that change to be sustainable.
17. The Review also made a number of recommendations to support the ongoing growth and improvement of Whānau Ora. The key themes of these recommendations include:
 - 17.1. **increasing investment in the commissioning approach:** the Review emphasised the positive changes achieved by whānau through the Whānau Ora Commissioning Approach and recommended the Government should 'continue to grow investment in the Commissioning Approach';
 - 17.2. **increasing cross-government engagement in Whānau Ora:** the Review noted the challenges involved, as well as the potential for whānau-centred approaches to be applied more widely across government. The Review also made a number of recommendations relating to the role of the wider public sector and the contribution a few critical agencies can make to modelling ways for whānau to lift their own wellbeing;
 - 17.3. **localised commissioning opportunities:** the Review noted that the large geographic areas covered by each Commissioning Agency affected their ability to remain closely connected to whānau and communities. It recommended exploring more localised commissioning options;
 - 17.4. **responding to increasing whānau demand:** currently, demand for Whānau Ora support outstrips the resources available and affects how support is provided to whānau;

- 17.5. **improving data quality and availability:** the Review highlighted the need to strengthen the quality and availability of data to demonstrate the benefit and potential of whānau-centred approaches; and
 - 17.6. **extending leadership within government:** the Review noted the importance of Te Puni Kōkiri extending its efforts to provide a greater sense of leadership of Whānau Ora within government and to better support other agencies to engage in Whānau Ora.
18. These recommendations provide a strong basis to strengthen the Whānau Ora approach over the coming years to ensure it is best placed to support whānau.

The future of Whānau Ora: building on strong foundations

My vision for Whānau Ora

- 19. The Review highlighted the potential of whānau-centred approaches to improve outcomes for whānau. My vision is for Whānau Ora and whānau-centred approaches to be integral to policies, programmes and services across government to improve the wellbeing of New Zealanders.
- 20. This includes ensuring Whānau Ora is adequately resourced to support whānau to achieve their aspirations, is appropriately supported across government agencies, and that whānau are able to play a key role in decision making regarding Whānau Ora support.
- 21. Cross-government engagement with Whānau Ora is a key recommendation of the Review. I consider this engagement is essential to our Government's medium-to-long term success in improving wellbeing outcomes for Māori and Pacific peoples.
- 22. Commitment by, and investment across, the wider public sector will be critical to fully realising the benefits of Whānau Ora and lifting wellbeing for all whānau. I believe there is a real opportunity to have an even greater impact for whānau by:
 - 22.1. investing collectively in Whānau Ora services and support from across portfolios and Votes; and
 - 22.2. making whānau-centred approaches by government agencies the norm. This will mean embedding a whānau-centred approach to policy, programmes and services across all government agencies.
- 23. Key public sector partners for me in this ambition are Ministers and your agencies, including the Prime Minister, and Ministers for Māori Development, Corrections, Social Development, Health, Education, Children, Justice, and Pacific Peoples. Other key partners include the three Commissioning Agencies, and most importantly the whānau who will help us to create the opportunities to help them achieve their aspirations.

Initiatives to strengthen Whānau Ora are already underway - 2019 Wellbeing Budget

24. The 2019 Wellbeing Budget signalled a strong intention by our Government to invest in lifting the wellbeing of whānau. This intention is clearly signalled in the Wellbeing Budget priority of 'supporting Māori and Pasifika aspirations' – which places investing in whānau at the centre of our focus on wellbeing. It is also reflected in the work undertaken to include an indigenous approach to living standards in how government thinks about wellbeing. This indigenous approach includes the Whānau Ora outcomes framework and whānau-centred approach.
25. Budget 19 has allocated \$80 million over four years to expand the coverage and impact of Whānau Ora. This includes more funding for the three existing Commissioning Agencies so they can reach more whānau. It also includes funding to develop and fund localised models for broadening the Government's investment in Whānau Ora and whānau-centred approaches to help whānau lift their own wellbeing.

Increased investment in the Whānau Ora commissioning approach

26. The Review recommended increasing investment in the current Whānau Ora commissioning approach, finding that the commissioning model:
 - 26.1. has resulted in positive change for whānau;
 - 26.2. creates the conditions for that positive change to be sustainable;
 - 26.3. operates within, and meets the requirements of, a structured accountability system; and
 - 26.4. operates in a transparent manner.
27. Commissioning Agencies' reporting shows they have growing numbers of whānau accessing their services. The Review found that demand outstrips current supply. Budget 2019 increases investment in the current commissioning approach to:
 - 27.1. enable Commissioning Agencies to extend their reach and build on a tried and proven approach that is working (as established by the Review), accountable, and transparent;
 - 27.2. respond to the findings that demand for Whānau Ora services outstrips the funding and resources currently available; and
 - 27.3. allow Commissioning Agencies to focus attention and resources on issues that are of most benefit for whānau.
28. My 2019/20 Letters of Expectations to Commissioning Agencies reiterate the importance of collaboration and developing new systems, and ensuring decision making is transparent to providers, whānau and other stakeholders.

Investing in Whānau Ora and whānau-centred approaches across government

29. Investing in Whānau Ora across government will see Whānau Ora has an even greater impact as we look to lift whānau wellbeing over the coming years.
30. Initiatives progressed through Budget 2019 mean Whānau Ora will be tested in new social sector contexts. This represents a strong first step to applying whānau-centred approaches more broadly. If whānau-centred approaches become the norm across wider mainstream services, for example in primary health care, then I believe this would have a huge impact on wellbeing in New Zealand, particularly for Māori and Pacific peoples. I also note work underway by the Ministry for Children (Oranga Tamariki) to develop partnerships with iwi and Māori organisations as part of their new statutory responsibilities.
31. Leveraging wider buy-in from across mainstream agencies is reflected in several of the Budget 2019 initiatives for Whānau Ora, including:
 - 31.1. **a kaupapa Māori approach to unite the threads of whānau and reduce the Māori prison population:** the Wellbeing Budget invests \$98 million into a Māori Pathway for people to experience a kaupapa Māori and whānau-centred approach while engaged with the Corrections system, from pre-sentence to rehabilitation and reintegration into the community. This funding includes \$35 million for Paiheretia te Muka Tāngata, an initiative that applies a Whānau Ora approach to support the tino rangatiratanga and mana of whānau, reduce reoffending and improve whānau outcomes and wellbeing.

By supporting Māori in prison and their whānau to maintain and strengthen their connections with each other, the initiative aims to improve intergenerational whānau wellbeing and reduce the Māori prison population. This initiative will be co-designed with whānau, hapū and iwi, Te Puni Kōkiri, the Department of Corrections, and the Ministry of Social Development (MSD);
 - 31.2. **testing whānau-centred approaches more broadly:** A total of \$1 million in funding will be used to research how whānau-centred approaches in primary health care can improve health outcomes for Māori and Pacific peoples. Te Puni Kōkiri will partner with the Ministry of Health, the Ministry for Pacific Peoples and providers in the health sector to design the research; and
 - 31.3. **enhancing Navigator capabilities:** Budget 2019 also included funding to develop and enhance the capabilities of Navigators to provide support in targeted areas. Te Puni Kōkiri in consultation with other stakeholders will work to develop training collateral and tools to support capability development in key areas, including:
 - 31.3.1. supporting tamariki within the context of their whānau in partnership with the Ministry for Children (Oranga Tamariki); and

- 31.3.2. building the skills of Navigators to support whānau to improve their financial capability in partnership with the Commission for Financial Capability and the Ministry of Social Development.
32. Another example of an holistic approach is the Family Violence Sexual Violence budget package, which is the outcome of co-ordination across ten agencies, and includes dedicated funding for whānau-centred, kaupapa Māori, providers.
33. I look forward to working with my Ministerial colleagues, Commissioning Agencies, the reference group proposed in this paper and other stakeholders in taking these initiatives forward.

Exploring localised commissioning approaches

34. My officials are developing a process to design, develop and deliver the localised commissioning approach. The operational detail of this approach is being confirmed by officials through formal project planning work.
35. Localised opportunities will be developed using a devolved commissioning for outcomes model that is consistent with the policy underpinning the existing Whānau Ora approach. Supplementing the existing model with a localised focus ensures that Whānau Ora has significant reach across geographic areas, and is also able to target and respond to the aspirations and needs of whānau in selected communities.
36. I propose that the process include engagement and agreement with the Minister of Finance to confirm the localised commissioning approach before allocating funding to any localised commissioning initiatives. The Minister of Finance and I therefore seek authority to confirm the localised commissioning approach and how Budget 2019 Whānau Ora funding will be allocated to maximise the benefit to whānau.
37. The detail around what these localised commissioning approaches look like will be developed through a planning and design process that will take place over the coming months.

Improving data quality and availability

38. The Review recommended improving the quality and availability of data about whānau outcomes. Promoting greater information collection and sharing across government and the NGO sector also continues to be a focus for me as Minister for Whānau Ora.
39. In line with this recommendation, Te Puni Kōkiri will be exploring how to improve data and information on whānau engagement and outcomes. This work will strengthen how we measure and communicate the success of Whānau Ora and the positive wellbeing improvements achieved by whānau.
40. As part of this work, officials will explore how information can be best collected and shared across government and the NGO sector to provide lessons for how whānau-centred approaches can be implemented more widely. Te Puni Kōkiri will also work with other agencies, including the Social Investment Agency, to

explore the extent to which agencies can work together to improve data quality and availability. This will include improving future demand forecasting for Whānau Ora support.

Further potential to expand whānau-centred approaches and Whānau Ora

Responding to increasing whānau demand

41. Several of the Budget 2019 initiatives outlined above will help to increase the availability of Whānau Ora support to respond to increasing whānau demand – including the additional funding for Commissioning Agencies, funding to explore localised commissioning, and funding to apply whānau-centred support in the health and corrections systems.
42. Increasing cross-government investment in Whānau Ora from outside of Vote Māori Development, and leveraging whānau-centred approaches more widely, can also help to respond to increasing whānau demand for support in future.

Increasing cross-government buy-in

43. A key strength of a whānau-centred approach such as Whānau Ora is its focus on the holistic wellbeing of whānau. As Minister for Whānau Ora, I have seen the impacts that Whānau Ora can have for whānau in multiple outcome areas across the Four Capitals under the Living Standards Framework.
44. The Review provided me with some thought-provoking and challenging findings around how to generate increased buy-in across the public sector for whānau-centred support. The Review made a number of recommendations relating to the role of the wider state services, and the contribution that mainstream agencies can make to enabling whānau to lift their own wellbeing. A key challenge is getting agencies, senior leaders and operational managers to look beyond existing strategic, policy, and financial constraints to explore new ways of designing and delivering services. This includes engagement and co-design with whānau, in particular whānau Māori and Pacific peoples.
45. Our Government has signalled a new era in Māori-Crown relationships where the Crown works more in partnership with whānau, hapū, iwi, Māori and communities to improve Māori wellbeing. Cabinet has recently noted all agencies need to build the capability and capacity to drive an uplift in Māori wellbeing outcomes [MCR-19-MIN-0017].
46. There has been considerable interest in the development of whānau-centred policy across government and how it can support the Government's priority areas, such as the Child and Youth Wellbeing Strategy (the Strategy). The Children's Act 2014 requires the Strategy to have regard to children and young people being viewed in the context of their families, whānau, hapū, and iwi, other culturally recognised family groups, and communities.
47. Engagement with Māori on the Strategy identified strong support for the Strategy taking a whānau-centred approach to the wellbeing of children and young people. Te Puni Kōkiri has been working closely with the Department of

Prime Minister and Cabinet to build the whānau-centred approach into the Strategy and will continue to contribute to further policy work in this area to advance the Strategy.

48. There is real value in using whānau-centred approaches to support whānau to be self-determining, and there is potential to apply whānau-centred support more broadly in line with the Government's wellbeing focus.
49. I intend to draw on the findings of the Review and work closely with my colleagues to increase cross-government collaboration to secure a step-change in whānau-centred service delivery approaches and whānau-led investment.

Extending strategic leadership within government

50. A key focus of the Review's findings is around the potential role of wider government in Whānau Ora. The Review recommended extending the effort of Te Puni Kōkiri to provide a greater sense of leadership of Whānau Ora across government.
51. As part of this work by Te Puni Kōkiri, a whānau-centred policy tool has been developed for use by agencies. This provides a framework to help agencies shift from a deficit model focused on problems and individuals, to a whānau-centred and strengths-based approach that is culturally anchored, holistic, and focused on improving the wellbeing of whānau. The framework offers the potential for agencies to collectively use this approach, to align support offered to whānau. Te Puni Kōkiri is currently holding workshops with a range of agencies.
52. The State Services Commission (SSC) has indicated it wishes to work with Te Puni Kōkiri, given the links to public sector capability and improving Māori outcomes. There is an opportunity to leverage existing mechanisms across the state sector to lift Māori wellbeing in line with the Whānau Ora Outcomes Framework.
53. Te Puni Kōkiri is continuing to provide strategic leadership for Whānau Ora and whānau-centred approaches throughout the public sector, and by working to influence the policy settings across wider government agencies. I am working through the implications for Whānau Ora of the recent decisions about repositioning Te Puni Kōkiri for strategic impact, with the Minister for Development. This includes considering the role of Te Puni Kōkiri as an innovator in the provision of support to whānau Māori.

Governance arrangements and independent reference group for Whānau Ora

Governance arrangements

54. As agreed by Cabinet in February 2019, I have disestablished the Whānau Ora partnership group, which was inactive during the period of the Whānau Ora review [CAB-19-MIN-0037 refers]. I am currently considering how future governance and stewardship arrangements for Whānau Ora can best reflect the Treaty partnership, and my vision for Whānau Ora. This includes

considering how kaitiaki arrangements could be implemented to protect the important Whānau Ora kaupapa. I intend to work with the Minister for Māori-Crown Relations to consider the potential kaitiaki arrangements, including the role of Ministers. I will also work with the Minister of Pacific Peoples to better understand the needs and aspirations of Pacific communities.

55. Arrangements at officials' levels to progress are being developed. I anticipate an existing Chief Executive/Deputy Chief Executive's forum will have oversight. A senior cross agency officials' working group specific to the kaupapa will also be set up to help progress the work.

Independent reference group

56. I am seeking Cabinet agreement to appoint an independent reference group to provide strategic advice on Whānau Ora, and broadening whānau-centred approaches across the public sector, to me as te Minita mō Whānau Ora.
57. The reference group will have an advisory role only and will not be responsible for policy development, decision making or commissioning work from agencies.
58. The reference group will have up to five members independent of Te Puni Kōkiri, the Commissioning Agencies and the Government.
59. The Reference Group will have a range of skills and attributes including:
- 59.1. knowledge and/or experience of innovative approaches to working with whānau generally to improve whānau wellbeing;
 - 59.2. future focussed thinking and the ability to offer strategic advice and innovative approaches;
 - 59.3. understanding of the range of whānau needs particularly for Māori and Pasifika peoples;
 - 59.4. being highly respected for their expertise in their field(s).

Next steps

60. On-going work to increase investment in the current commissioning approach across government will be grounded in core kaupapa Māori concepts and principles.
61. In implementing this programme of work, I have asked officials to focus on how Budget 2019 initiatives could be developed and implemented in ways that:
- 61.1. consider and reflect the needs and aspirations of whānau, hapū and iwi; and
 - 61.2. proactively and closely engage with key stakeholders throughout design, development and implementation.
62. I am proposing to report back to Cabinet in early 2020 on progress in implementing Budget 2019 initiatives as part of a general update on Whānau Ora.

Consultation

63. Te Puni Kōkiri prepared this Cabinet paper. The following agencies were consulted in its preparation: the Treasury, the Department of Prime Minister and Cabinet, the Ministries of Health, Education, Women, Justice (and Te Arawhiti), Pacific Peoples, Children (Oranga Tamariki), Department of Corrections, the Ministry of Social Development (and the Social Investment Agency), the Joint Venture (Family Violence and Sexual Violence prevention) and the State Services Commission.

Financial Implications

64. There are no financial considerations arising from this paper. Any financial implications will be addressed through usual budget processes. There is the potential to encourage greater collaboration between agencies adopting whānau-centred approaches to initiatives.

Legislative Implications

65. There are no legislative implications from this report back.

Human Rights

66. The proposals in this paper align with New Zealand's statement of support for the United Nations Declaration on the Rights of Indigenous Peoples (the Declaration), and in my view, are concrete measures demonstrating New Zealand's progress on the rights and aspirations for indigenous peoples contained in the Declaration. I consider the proposals are also consistent with progress under the United Nations Convention on the Rights of the Child, as children are at the heart of whānau aspirations.
67. There are no other human rights implications arising from this report back.

Gender Implications

68. The majority of whānau and family members engaged with Whānau Ora support are women. Whānau Ora supports the identification of the particular needs of women, within the context of their whānau, and has been successful in promoting the wellbeing of women across a range of outcomes. Women play an important leadership role within whānau, and this role will be acknowledged and supported in the future development of Whānau Ora.

Disability Perspective

69. There is over-representation of Māori in the disability population. Whānau Ora aligns with government strategies to improve outcomes for disabled people.

Proactive Release

70. Subject to Cabinet approval, please note my intention to release this Cabinet paper on Te Puni Kōkiri website within 30 working days of Cabinet approval.

Recommendations

71. I recommend the Committee:

1. **note** that the Whānau Ora Review reaffirmed the success of the approach to date, noting that Whānau Ora results in positive change for whānau and creates the conditions for that change to be sustainable;
2. **note** that te Minita mō Whānau Ora has further considered the findings and recommendations of the Review;
3. **note** that, in response to key findings of the Review, te Minita mō Whānau Ora is:
 - 3.1 progressing initiatives to respond to increasing levels of whānau demand through Budget 2019 initiatives, including growing investment in the Whānau Ora commissioning approach;
 - 3.2 developing new initiatives to apply whānau-centred approaches in new areas as part of increasing cross-government buy-in;
 - 3.3 exploring how local whānau-centred approaches could be developed and implemented at the community level to help extend the geographic reach and local responsiveness of support;
 - 3.4 exploring how new kaitiaki (stewardship) arrangements for Whānau Ora could be progressed, alongside the Minister for Māori-Crown Relations and Te Arawhiti; and
 - 3.5 exploring ways to enhance whānau data and information.
4. **authorise** the Minister of Finance and Minister for Whānau Ora to confirm the localised commissioning approach and how Budget 2019 Whānau Ora funding will be allocated to maximise the benefit to whānau;
5. **invite** te Minita mō Whānau Ora to report back to Cabinet in early 2020 on progress in implementing Budget 2019 initiatives as part of a general update on Whānau Ora;
6. **agree** to the establishment of an independent reference group to provide strategic level advice on Whānau Ora and broadening whānau-centred approaches across the public sector, reporting to te Minita mō Whānau Ora; and
7. **note** that te Minita mō Whānau Ora and officials will work through the details for the independent reference group, including its potential members.

Authorised for lodgement

Hon Peeni Henare
____/____/2019