



Te Puni Kōkiri
MINISTRY OF MĀORI DEVELOPMENT

He kōrero whakamārama mō te Minita Whānau Ora

Briefing to the Incoming Minister for Whānau Ora
Whiringa-ā-rangi 2020



Summary

This document has been developed to give you an overview of the Whānau Ora Portfolio under Vote Māori Development including the Ministerial role and responsibilities, the key opportunities for 2020-2023, and the decisions required in the first 100 days. It describes how Te Puni Kōkiri intends to deliver on its objectives that will result in meaningful contributions to Whānau Ora and Whānau Māori.

Mauria Te Pono

This waiata, regarded as an anthem for the Ministry of Māori Development, was composed by Piri (Bill) Prentice in 2004. It was created as part of a “Strengthening Te Reo and Tikanga” capability project for Te Puni Kōkiri staff.

Mauria Te Pono

Te Puni Kōkiri
Mauria te pono
Pūmau te kaupapa
Te whānau oranga
Hei manahia
i te tangata
Te iwi Māori e

Ko te aroha
Manaaki tāngata
Kia tū kotahi e
Te Rangimārie
Te Puni Kōkiri
A...hi!

*As people moving forward
Deliver the truth
Holdfast to the philosophy
of thriving whānau
Embrace all Māori people*

*With love and care for all mankind
Stand united in peace
As people moving forward*

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Cover image: Aspiring teacher and caring mother
Rebecca Le Lievre with her son Ruia in Wainuiomata,
Lower Hutt. Photographed by Adrian Heke.

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He Kupu Whakataki

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FOREWORD

Tēnā koe e te Minita

He mihi maloha i tō whakatūrangā hei Minita. He hirahira rawa tēnei kohinga ki te tautoko i ngā whānau ki te whakatutuki i ō rātou tūmanako, ki te hiki hoki i ō rātou oranga nui. He kawenga nui hoki ki te whakaaweawe i ngā whakaritenga o te rāngai tūmatanui ki te whakatutuki i ngā hua o te oranga Māori.

E rongohia tonutia ana te pānga a KOWHEORI-19 ki runga i te ohanga, i te pāpori, i te hauora huri noa i a Aotearoa. Ko te Tahua 2020 i oati i te 136 miriona tāra mō ngā tau e rua ki Whānau Ora e ea ai ngā hiahia o ngā whānau ki te whakaora, ki te hoki ora mai i te mate urutā. Ka ara anō a KOWHEORI-19, me kī pea i ēnei rangi 100 mai i tō tīmatanga, kāore e kore me rite ki te whakatau ki hea whakapau ai ngā pūtea me te utu hoki i ngā Umanga Whānau Ora, i runga i te pikinga o te tautoko mō ngā whānau e nui haere ana. He whiringa Whānau Ora e ngāwari ana, e whakakapi tere ana hoki i te tautoko āwhina tētehi āhuatanga matua o tā te Kāwanatanga whakautu ki te ara ake anō a KOWHEORI-19.


Ko te pūrongo 2018 o te Ministerial Whānau Ora Review, o Tipu Mātoro ki te Ao, i tohua kia whakaaroaro ki ētehi āheinga o mua hei para i te ara whakamuri. Ko te whiriwhiri i te āwhina “ā-rohe” o Whānau Ora tētehi āheinga ki te whakangao pūtea, ki te hoatu hoki ki ngā whānau ki te whakatau take. Waihoki, he āheinga hoki ki te mahi tahi me ngā umanga kāwanatanga ki te whakangao tahi ki te piki ake i ngā painga mō ngā whānau Māori.

He mahi anō e hirahira ana i tō kohinga nei, ko te whakatinana i ngā mahi arotake me ngā anga

ako hei whakapakari i ngā whakamārama kia tautoko i te hokonga, i te māiatanga, i te rautaki mahinga tahitanga o te whakangao ki roto i a Whānau Ora. Ka whakarahi ake i ngā raraunga me ngā tātaritanga e puta ai ngā kōrero, ngā whakamārama kia tautoko tonu, kia mārama pū hoki ki a Whānau Ora, me te āheinga ka whiwhi pūtea whakangao anō.

Ko te pae tawhiti mō Whānau Ora e iri ana ki Te Kāhui Anamata (Rautaki Whānau Ora), e mea ana: “Hei te tau 2040, e ora nui ana, e hauora pai ana, e whai rawa ana, e harikoa ana ngā whānau. Hei te 2040 hoki, e iti haere ana te tū a te Kāwanatanga ki roto i ngā oranga o ngā whānau. Ka riro i ngā whānau, hapū, iwi, Māori hoki te rangatiratanga o ō rātou rawa e tautoko ana i a rātou ki te whakatutuki i ngā wawata o ngā whānau”. Tāria ana e mātou te tautoko ki a koe, ki te whakarahi ake i te tūāpapa o Whānau Ora o te nāiane ki tōna pae tawhiti.

Nā reira, he pō kua moe, ao ake anō ana, kei te hurahura te ata.



David Tokohau Samuels

(Waikato-Tainui; Te Whakatōhea)

Te Tumu Whakarae mō Te Puni Kōkiri
Secretary for Māori Development



Tēnā koe e te Minita

Congratulations on your appointment as Minister. This portfolio is pivotal in supporting whānau to achieve their aspirations and to lift their wellbeing. It also has an important role in influencing the public sector's approach and achievement of Māori wellbeing outcomes.

COVID-19 has had and continues to have significant economic, social and health impacts across Aotearoa New Zealand. Budget 2020 committed \$136 million over two years to the Whānau Ora package to ensure whānau have what they need to rebuild and recover from the pandemic. Future resurgences of COVID-19, including any within your first 100 days, will likely require urgent decisions around funding allocations and payments to Whānau Ora Commissioning Agencies, as the demand for support among whānau inevitably increases. A Whānau Ora approach that can act with agility and provide rapid, wrap-around support remains a key feature of the Government's overall response to any COVID-19 resurgence.

The 2018 Ministerial Whānau Ora Review, Tipu Mātoro ki te Ao, highlighted opportunities to take stock of past achievements, and pave the way for the future. The exploration of "localised" Whānau Ora commissioning is an opportunity to move investment and decision making a step closer to whānau. Additionally, there are opportunities to partner with other government agencies to leverage investments to maximise the best outcomes for whānau Māori.

An important opportunity within your portfolio is the implementation of evaluation and learning frameworks to strengthen the evidence which

supports the commissioning, strengths-based, and collective impact strategies of the Whānau Ora investment. Improving the data and analytics capabilities will deliver the insights and body of evidence to support a compelling understanding of Whānau Ora and ultimately grow the investment opportunities.

The vision for Whānau Ora is encapsulated in Te Kāhui Anamata (Whānau Ora Strategy), which states: "In 2040 whānau are prospering, healthy, wealthy and happy. By 2040 Government's role is minimised in the lives of whānau. Whānau, hapū, iwi and Māori have autonomy and agency over the resources that support them and achieve whānau outcomes". We look forward to supporting you to build on the foundation of Whānau Ora from its current state toward achieving this vision.

Nā reira, he pō kua moe, ao ake anō ana, kei te hurahura te ata. A night has been slept, comes the dawn, the morning is unfolding.



David Tokohau Samuels

(Waikato-Tainui; Te Whakatōhea)

Te Tumu Whakarae mō Te Puni Kōkiri
Secretary for Māori Development



Section 1

Whānau Ora Overview

1.1 The history and purpose of Whānau Ora

The Whānau Ora programme was implemented to pursue a Māori-led, strengths-based approach to achieving wellbeing for whānau Māori. From the outset, it has been recognised that Whānau Ora can influence the standard ways of delivering social and health services more effectively to improve the outcomes for whānau Māori.

Whānau Ora was launched in 2010 as an innovative, whānau-centred approach to supporting whānau wellbeing and development. The development of Whānau Ora occurred after the Taskforce on Whānau-centred Initiatives presented a report to Government in 2009, providing the framework for Whānau Ora throughout Aotearoa.

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. While there is a strong emphasis on health and social services, Whānau Ora is also about building cultural capability across the whānau.

Whānau Ora adopts a strengths-based approach to:

- a. identify those resilience factors whānau already possess which can be built upon;
- b. identify the aspirations of whānau, moving beyond crisis to develop medium- and long-term goals for sustained change;
- c. use a joined-up approach that focuses on all factors relevant to whānau wellbeing, including economic, cultural, environmental factors, as well as social factors;
- d. recognise that each whānau faces a different set of circumstances, and what works well for one whānau does not necessarily work well for another;
- e. 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.



1.2 The outcomes we aim to achieve

The Whānau Ora Outcomes Framework (the Framework), agreed to by the Whānau Ora Partnership Group, states that Whānau Ora is achieved when whānau are:

- a. self-managing;
- b. living healthy lifestyles;
- c. participating fully in society;
- d. confidently participating in Te Ao Māori (the Māori world);
- e. economically secure and successfully involved in wealth creation;
- f. cohesive, resilient and nurturing; and
- g. responsible stewards to their living and natural environment.

The Framework, developed by the Taskforce on Whānau centred Initiatives in conjunction with whānau, hapū, iwi, and with input from Tā Mason Durie and Dame Tariana Turia, has been widely socialised across the public sector. However, further work is required to embed this within other work programmes, with an associated measurement approach, including suggested indicators.

1.3 How we operate and commission mahi

Whānau Ora is distinct from other wellbeing approaches as it operates under a devolved model, with investment decisions made by three community-based Commissioning Agencies that cover Aotearoa New Zealand:

- Te Pou Matakana (trading as Whānau Ora Commissioning Agency) – 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.

Whānau Ora is also now prototyping a localised commissioning approach with four entities, which is designed to provide support that is more responsive to whānau needs and aspirations within specific communities.

The Whānau Ora approach is one that models superior agility and can provide rapid, wrap-around support. Accordingly, it will remain a key feature of the government's overall response to COVID-19, and Māori wellbeing more generally.



Section 2

The Operating Environment

This Briefing to the Incoming Minister has been drafted in the wake of the COVID-19 pandemic response and at a time when unprecedented socio-economic upheaval and disruption is anticipated globally and for Aotearoa New Zealand.

2.1 Whānau Ora and COVID-19

Of particular importance for the current and future support for and delivery of Whānau Ora, is the significant impacts that the COVID-19 pandemic (COVID-19) has had on the Māori economy and workforce. With the emergence of COVID-19 in Aotearoa New Zealand, Whānau Ora played an important role in addressing the immediate impacts for whānau and communities. The Commissioning Agencies were able to activate their networks of iwi, hapū, marae and community to respond quickly and flexibly to those whānau who were struggling. The strengths of the Whānau Ora approach were evident in the speed and scale of the community-based response. This leadership is something that will be crucial and needs to be built on, as New Zealand prepares for improved management of any future resurgences of COVID-19.

Whānau Ora is founded on a belief in the strengths inherent in whānau Māori and their communities. It supports a whānau-led response to Māori challenges. In this respect Te Puni Kōkiri's analysis of the current and future impacts of COVID-19 for Māori, suggests that Whānau Ora can play a key role in minimising the impact.

Whānau Ora presents strategic and operational opportunities for Government as it considers how to address the impacts of COVID-19 for whānau Māori. Our focus must be on both responding to the immediate need and building self-management / tino rangatiratanga within whānau, which is at the core of the Whānau Ora approach.

Employment and enterprise is one important part of pursuing whānau aspirations and Te Puni Kōkiri's latest research has been focussed on understanding the impacts of COVID-19 for labour market participation and Māori business.

Analysis commissioned by Te Puni Kōkiri in April 2020 found that COVID-19 will most severely affect industries in which Māori are over-represented in the labour force, such as accommodation and food services, retail trade, manufacturing, and construction. The Māori unemployment forecast till February 2021 released by Te Puni Kōkiri in July indicates that Māori unemployment could reach 70,000, up from approximately 35,000 pre-COVID. For comparison, this forecast estimates that peak Māori unemployment could reach 20%¹. This compares to 15% at the peak of the GFC. Further detail of this analysis can be provided to you in early discussions with Te Puni Kōkiri.

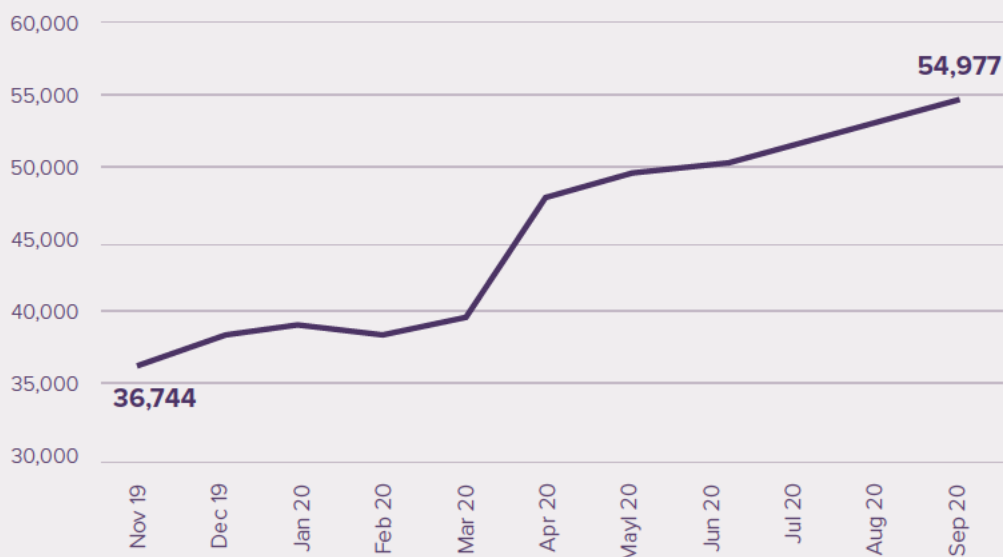
Over the last year, the number of Māori on the Jobseeker-Work Ready benefit has risen from a pre-COVID level of approximately 8% to just short of 55,000, approximately 16% (see the chart on the following page).

¹ Te Puni Kōkiri Publication: Economic Impact of COVID-19 (July 2020).



Māori on Jobseeker Work Ready Benefit over time

Source: Ministry of Social Development.



We also note that the June 2020 Household Labour Force Survey (HLFS) shows 12,000 Māori left the labour force altogether during the quarter. As these people were not actively seeking work, they were not included in unemployment numbers in the June HLFS, but many are likely to emerge in the September HLFS as unemployed. In addition, some Māori who have recently lost their jobs will have gone on to receive a Sole Parent Benefit or other 'non-work related' benefit.

For planning purposes, it is important to recognise that when economic shocks occur, it can take longer for Māori unemployment to return to 'baseline' levels, compared to non-Māori unemployment rate recovery.

This analysis is supported by other research, including that from The Treasury, which shows that COVID-19 will exacerbate the inequalities already experienced by many socio-economically disadvantaged groups, including Māori (He Kāhui Waiora: COVID-19: Impacts on Wellbeing, 2020).

This research and the Commissioning Agencies' own experience working with whānau Māori strongly suggest there will be an increased call on the support and services available through Whānau Ora, as a result of COVID-19. Budget 2020 committed \$136 million over the coming two years in recognition of the approximately 10,000 additional whānau that will be seeking assistance through Whānau Ora each year.

As the impacts of COVID-19 worsen, and critical decisions are made to address these, Whānau Ora will continue to be an important part of that process and response.

2.2 Localised commissioning

In a further evolution of the Whānau Ora approach, Te Puni Kōkiri is implementing "localised commissioning" which moves investment closer to and is more responsive to the needs of community and whānau. This approach is currently being trialled in four locations; Wairoa, Tauranga, Tokoroa and



Palmerston North. Localised commissioning demonstrates the flexibility and potential inherent to the Whānau Ora approach. It is responsive to community-led development of the organising infrastructure within a community and the specific framing of that community's opportunities and needs. Localised commissioning is a recommendation of the Whānau Ora Review, *Tipu Matoro ki te Ao*.

2.3 Future strategic opportunities for Whānau Ora

There are significant opportunities for Whānau Ora, to grow both the influence it has on the broader public sector, and also to grow its own investment portfolio. The model that underpins the Whānau Ora approach is somewhat unique across government, where commissioning for outcomes has occurred between the government and Māori organisations.

One of the opportunities for Whānau Ora is using the model to respond to community needs as an alternate to those services provided by government agencies. A priority example of this is progressing the implementation of Ngā Tini Whetū – the early intervention Whānau Ora Prototype to prevent whānau and tamariki entering the care and protection system. Officials are available to provide you with a further briefing on this.

The expanded 'footprint' of Whānau Ora can also occur either through public sector partnerships such as Paiheretia te Muka Tāngata (with the Department of Corrections, Te Puni Kōkiri and local iwi and Māori community), or through the broadening of localised commissioning whereby communities have identified the need to centralise cross-government service delivery under a devolved model of local-level responsibility.

The other key opportunity for Whānau Ora is in the impact it can have through influencing other public service agencies to change their approach to service design and delivery. For example, wraparound services for whānau who are empowered to determine the support they need and want to achieve their aspirations

There are three key forces that are driving other agencies to consider a Whānau Ora approach in how they implement their work; a need to strengthen the Māori-Crown partnership through genuine relationships based on the principle of *ōritetanga*, the need to re-design services that are people-centred at their core, and a commitment to lifting wellbeing outcomes for Māori, including addressing inequities and institutional bias. As the broader public sector attempts to give effect to these priorities, Whānau Ora can provide a template from which to learn and (re)design their organisations, strategies and operational approaches.

Te Puni Kōkiri has recently undertaken an operating model refresh, which has strengthened its role in providing strategic policy and influence across the public sector, to maximise positive impacts on Māori wellbeing. In this respect, Te Puni Kōkiri will develop a policy platform to assist other public sector agencies to adopt a Whānau Ora approach.

These strategic opportunities are brought further into focus when combined with the realities of COVID-19 and the impacts that Māori communities are likely to experience through ongoing economic and social impacts. Whānau Ora presents unique opportunities for the public service to make current spending 'go further', through investing in strengths-based, whānau-centric models that address immediate needs and build resilience and capability for future uncertainty and challenge.

2.4 Reviewing the kaitiaki arrangements for Whānau Ora

With the impacts of Covid-19, the ongoing development of a new Whānau Ora strategy, the strategic repositioning of Te Puni Kōkiri and reform across the health and social sector there is an opportunity to review the kaitiaki arrangements that best support the delivery of the Whānau Ora kaupapa. Officials are available to discuss this issue further with you.



Section 3

The Whānau Ora Portfolio

3.1 Role of the Minister for Whānau Ora

The Minister for Whānau Ora has overall responsibility for Whānau Ora, its priorities and strategic direction, and commissioning approach. The Minister for Whānau Ora is also responsible to report back to Cabinet on matters relating to Whānau Ora, including findings of reviews, new initiatives associated with the Whānau Ora approach and prototypes, and to the Parliament on expenditure and outcomes.

3.2 Te Puni Kōkiri overview

3.2.1 Who are we

Our Executive Leadership Team is made up of the Secretary for Māori Development, the Chief of Staff, and four Deputy Secretaries across four puni:

- **Te Puni Whakahaere Tikanga**
(Strategy, Governance and Public Sector Performance)
- **Te Puni Tautoko Whakahaere**
(Organisational Support)
- **Te Puni Rangapū ā-Rohe me Whakahaere**
(Regional Partnerships and Operations)
- **Te Puni Kaupapa Here**
(Policy Partnerships).

The key contact for each of these puni are detailed on the right.

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3.2.2 How Te Puni Kōkiri supports Whānau Ora

Whānau Ora is delivered by the Commissioning Agencies and their providers at the local level. There are however additional roles associated with Whānau Ora, which are provided by teams across Te Puni Kōkiri.

The development of the Whānau Ora Strategy and working with the Commissioning Agencies to agree the Annual Investment Plans are carried out within the specialised Whānau Ora operations team which is part of the Regional Partnerships and Operations puni. The Deputy Secretary Strategy, Governance and Public Sector Performance oversees the strategic, analytical and commissioning functions relating to Whānau Ora.

Our Policy Partnerships puni has accountability for the development of Whānau Ora policy and advice to the Minister for Whānau Ora, through the social policy team. This team develops policy that draws together learnings from Whānau Ora, evaluations, and the academic literature regarding whānau-centred approaches, and works with other public sector agencies to incorporate this into their work, or enable them to work directly with Whānau Ora and the Commissioning Agencies.

Te Puni Kōkiri has been developing a whānau-centred policy toolkit which has been workshopped with a number of agencies with the goal of influencing the public sector towards policy-making that is devolved, strengths-based, and meets the needs and aspirations of Whānau.

The whānau-centred policy approach provides a platform for Ministers to consider the impacts of policy and services on whānau. It can frame conversations to consider how systems can be more accessible and work better for whānau Māori. We are starting to see the uptake of the whānau centred language in Cabinet papers

- for example, whānau-centred approaches have been endorsed in the Child and Youth Wellbeing Strategy.

3.2.3 How we can support you

As a Ministry, we support you to lead the Whānau Ora portfolio in the following ways:

- a. utilising our networks across the motu so that 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.
- b. providing advice on Whānau Ora, whānau development and whānau-centred policy.
- c. providing evidence-based advice on key policy issues grounded in an understanding of Whānau Ora and Te Ao Māori.
- d. investing and co-investing with other agencies, Māori and non-government entities in Whānau Ora initiatives, prototypes, and joint ventures to make a real difference to the lives of whānau. These investments can road test different approaches that can provide lessons to wider government.
- e. developing strategies to help you advance key issues within the government's agenda.

We will also assist you in other areas of Cabinet and parliamentary business:

- Te Puni Kōkiri advises you on policy proposals that have significant implications for Whānau Ora and Māori wellbeing.
- Te Puni Kōkiri develops legislative vehicles for you to address matters that have statutory implications, supporting you with proposals and through all the necessary stages.
- Te Puni Kōkiri provides support for you to meet your parliamentary accountabilities, including drafting answers to written and oral questions.



Regular oral briefings

It is useful to hold regular meetings with you, where you can be briefed in person to supplement written briefings sent to your Office. We will work with your Office to set up regular meetings and other meetings that may be required to progress specific issues.

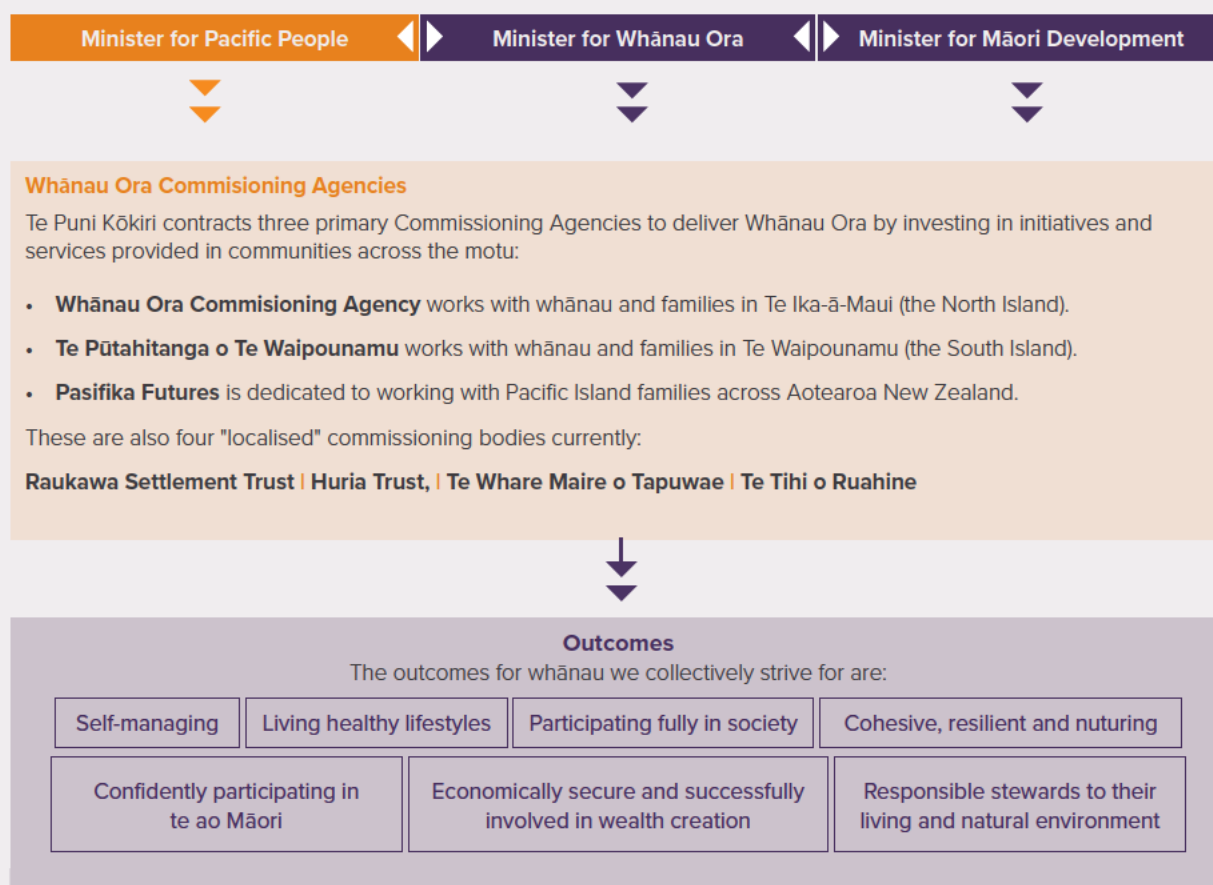
Working across portfolios

There are many connections between the Ministerial portfolios, and associated agencies, of Whānau Ora, Māori Development, and

Pacific Peoples. There will be opportunities for these Ministers and agencies to work together to advocate for a focus on whānau-centred approaches and outcomes across government.

The high-level roles of, and intersections between, these agencies are illustrated in the following diagram. There are also broader intersects with the Ministry of Health, the Ministry of Education, The Ministry of Social Development, Oranga Tamariki and in a COVID-19 environment, the Ministry of Civil Defence, which are not shown in this diagram.

How Whānau Ora, Te Puni Kōkiri and Tew Arawhiti collaborate to help whānau thrive



Important relationships for this portfolio are with the Commissioning Agencies, as well as with iwi, hapū and other rūpū, especially those who are within the networks of Whānau Ora providers.

The key Ministerial relationships for the Whānau Ora portfolio include those Ministers and ministries with whom collaborative projects are prioritised. Collaborative projects currently underway include Corrections, MSD, Oranga Tamariki and ACC.



Section 4

Key opportunities for 2020-2023

In 2018, an independent review of Whānau Ora was undertaken, and the findings were reported in 2019. The Whānau Ora Review Report, Tipu Mātoro ki te Ao, reaffirmed the success of the Whānau Ora approach to date, concluding that Whānau Ora results in positive change for whānau and creates the conditions for that change to be sustainable.

The Review also made several recommendations to support the ongoing growth and improvement of Whānau Ora. While the implementation of several of these recommendations has begun, there will be opportunities for you to continue and shape this important mahi. We look forward to discussing these with you.

The below sections outline some of the key work programmes that have been initiated in response to the Whānau Ora Review. A separate briefing outlining the Whānau Ora Review, including its findings and recommendations, is available to you on request.

4.1 Priorities over the next 12 months

The June 2019 Cabinet paper, Positioning Te Puni Kōkiri for Strategic Impact, set out a new strategic direction, including a stronger role in brokering opportunities for whānau, hapū, iwi and Māori across the wider public sector, while focusing our investment on innovative initiatives that build capability and support whānau to achieve their aspirations.

The investment to support Whānau Ora within the last and present financial years has expanded the breadth of the work programme. This has resulted in an increase in the volume of activity,

the diversity of work projects and the team's capacity and capability required to implement the work programme.

In Budget 2020 Whānau Ora saw the largest investment to date of \$136m over two years. This funding aims to support the immediate and near-term recovery of whānau from the COVID-19 pandemic, through a tailored response, recovery and rebuild platform with Commissioning Agencies.

There is also an increased rationale to strengthen the links between the learnings and insights coming through Whānau Ora and the strengthened role that Te Puni Kōkiri plays as an advisor that influences across the public service system, to deliver better for Māori.

Given this context, the following programmes have been identified as key priorities to accelerate delivery of over the next 12 months:

- Activating the Whānau Ora Strategy (Te Kāhui Anamata) which encompasses the successful implementation of Ngā Tini Whetu.
- Delivering the Annual Investment Plans.
- Lifting the data and analytics capabilities within Te Puni Kōkiri and Commissioning Agencies.

These priorities will be progressed alongside further exploration of the future administrative arrangements for Whānau Ora. Current work underway across the public sector, and in particular the health and social sector, is relevant to Whānau Ora and it may be timely to consider how Te Puni Kōkiri best executes its role as the administrator of Whānau Ora. Officials are available to provide you with further advice on this matter.



4.1.1 Activating the Whānau Ora Strategy

The long-term goal for Whānau Ora to 2040 is to shift to an environment where whānau have self-determination and autonomy, within a system where agencies respond to whānau aspirations. This will be achieved by using existing system-level enablers and levers such as relationships, funding, accountability, policy tools and frameworks, legislation, data, and workforce. Te Puni Kōkiri and the Minister for Whānau Ora have set out the vision for Whānau Ora to 2040.

Our Vision

In 2040, whānau are prospering, healthy, wealthy, and happy. By 2040, Government's role is minimised in the lives of whānau. Whānau, hapū, iwi and Māori have autonomy and agency over the resources that support them and achieve whānau outcomes.

Source: Te Kāhui Anamata

This presents an opportunity to restate our commitment to rangatiratanga by enhancing the whānau-driven nature of Whānau Ora, and to creating opportunities for whānau, hapū and iwi to play a more active role in investment decisions across the motu. As well as greater transparency and accountability.

Over the next 12 months, the focus for Whānau Ora will pivot from strategy development to strategy implementation. This influences our work with:

- Whānau, hapū and iwi – exploring new ways to ensure investment is whānau-driven, transparent, and allocated in a way that reflects the stated needs and aspirations of whānau and families.
- Commissioning Agencies – committing to living the strategy in the way Te Puni Kōkiri monitors Whānau Ora. As such, the relationship with Commissioning Agencies will move from a traditional provider relationship to a more relational, tikanga-based approach.

- Crown partners – increasing our data and analytic capability to tell a compelling story about the impact of Whānau Ora to help influence Crown investment decisions in favour of whānau centred initiatives.

Ngā Tini Whetū

Te Puni Kōkiri has been working closely with Oranga Tamariki, the Accident Compensation Corporation (ACC) and the Whānau Ora Commissioning Agency to develop a cross-agency initiative focused on providing early intervention services to whānau who are showing early signs of risk. The initiative seeks to mitigate the circumstances in which tamariki are typically referred to Oranga Tamariki's services by utilising a whānau-centred approach and deploying a Kaiārahi (Navigator) workforce who can coordinate whānau to the appropriate services they need.

The initiative will be delivered through the Whānau Ora Commissioning Agency's eleven providers and their extensive connections with iwi, hapū and whānau. Approximately 800 whānau will be supported over an initial two-year period across Te Ika-a-Māui, with 10 whānau allocated to one Kaiārahi at a time.

\$21.1 million has been allocated to the initiative per annum, comprising of \$7.95 million from Te Puni Kōkiri, \$7.95 million from Oranga Tamariki, and \$5.2 million from ACC. Te Puni Kōkiri will be the single point of contact for the Whānau Ora Commissioning Agency on financial matters relating to the initiative.

Discussions continue to take place between agencies and with the Whānau Ora Commissioning Agency to determine the operational details of the initiative, including the detailed delivery model, evaluation approach and selection of the independent evaluator, and the performance and outcome measures. As such, a soft launch is proposed for January 2020 to provide enough time to operationalise the initiative.



4.1.2 Delivering the Annual Investment Plans

The Annual Investment Plans are developed by the Commissioning Agencies and Te Puni Kōkiri working together to determine the investment approach, including how the whānau voice and feedback will be incorporated to better understand the impact of the investments made. The Annual Investment Plans specifies the activities to be undertaken across the year to support whānau, and sets performance goals, including engagement. The Minister for Whānau Ora influences this through the letters of expectation.

Commissioning Agencies and COVID-19

There are specific challenges for Māori and Pacific whānau in the wake of COVID-19 that require a specific response. It is estimated that at least 10,000 additional whānau will require support from Whānau Ora each year. In Budget 2020 the government committed a \$136 million Whānau Ora package over two years to ensure whānau have what they need to recover from the pandemic. This includes \$53.336 million being provided directly to Commissioning Agencies to ensure whānau are supported through the immediate impacts of COVID-19 and \$78.056 million allocated for increased commissioning activities to support additional whānau demand resulting from COVID-19.

We know that funding our Commissioning Agencies is the best way to provide efficiently financial and material support to whānau affected by COVID-19 because they have the social network with their providers and the community at large. We know that the Commissioning Agencies have the connections with iwi, hapū, health providers, food banks, and whānau themselves to be the key bridge to supporting those communities in need who have been impacted by COVID-19 and alert level restrictions. They have the agility and ability to mobilise resources at pace, in the case of a resurgence anywhere across Aotearoa New Zealand.

Localised commissioning approach

As previously noted, The Whānau Ora Review recommended more targeted commissioning at

a local level to move resources and decision-making closer to whānau. Some of the noted options for this localised approach included new commissioning agencies, regional hubs either within or outside the current Whānau Ora practicing community, or function-based commissioning arrangements, such as a shopfront to integrate social service delivery.

As part of Budget 2019, then Minister for Whānau Ora, Hon Peeni Henare, and Minister of Finance, Hon Grant Robertson, agreed to allocate \$2 million in Whānau Ora funding to test localised commissioning approaches.

Te Puni Kōkiri entered into funding agreements, with a value of \$500,000 per contract, with four local-level entities. As part of the funding agreements, entities were required to engage with whānau and the wider community to understand their needs and aspirations, and commission support accordingly. The entities are:

- Raukawa Settlement Trust – the funding agreement between this entity and Te Puni Kōkiri covers the period 1 March 2020 to 31 December 2020.
- Huria Trust – the funding agreement between this entity and Te Puni Kōkiri covers the period 1 March 2020 to 31 December 2020.
- Te Whare Maire o Tapuwae – the funding agreement between this entity and Te Puni Kōkiri covers the period 1 March 2020 to 31 December 2020.
- Te Tihi o Ruahine Whānau Ora Alliance – the funding agreement between this entity and Te Puni Kōkiri covers the period 1 June 2020 to 31 December 2020.

Further detail on each localised commissioning entity and their activities per the funding agreements can be provided to you on request.

Paiheretia Te Muka Tāngata

The Whānau Ora Review recommended increasing cross-government engagement with Whānau Ora and whānau centred approaches in order to ensure sustained, positive change for whānau. Paiheretia Te Muka Tāngata – Uniting the Threads of Whānau, is a cross-agency



initiative which draws on the Whānau Ora approach to improve outcomes for tāne Māori and their whānau engaged in the Corrections system. The initiative is jointly led by Te Puni Kōkiri, Ara Poutama Aotearoa (the Department of Corrections) and Te Manatū Whakahiato Ora (the Ministry for Social Development), in partnership with Māori.

The overrepresentation of Māori in the Corrections system is longstanding and substantial. Māori currently make up half of the prison population, despite being only 16 per cent of the national population. Further, young Māori are significantly and persistently over-represented in the criminal-justice system, both as victims and as people who offend, and those under 30 are also more likely to break the cycle and realise positive aspirations

Paiheretia Te Muka Tāngata aims to provide support from pre-sentence to rehabilitation and reintegration, including trauma and mental health support, expanded rehabilitation services for those in high security, housing transition support, dedicated employment services and increased whānau, hapū and iwi engagement. .

4.1.3 Strengthening the use of data and analytics

A persistent challenge of the current commissioning model is the lack of consistency in the data that is collected and supplied to enable a robust measurement of the impact of the government's investment and the investment decisions made by the Commissioning Agencies.

The Whānau Ora Review notes that greater evidence to support commissioning decisions would assist the Commissioning Agencies and

other entities across the public sector, to be clear about the impact targeted through funded initiatives. Robust data and insights generated from the Whānau Ora approach could also encourage the broader public sector to apply whānau-centred approaches that deliver more targeted and effective support for whānau Māori.

Our focus is therefore on harnessing the data and analytics possibilities within the Whānau Ora approach. This is part of a wider Te Puni Kōkiri strategic priority to develop a strong data and analytics capability to be utilised across the various puni to enable Te Puni Kōkiri to be the principal advisor to government on Māori wellbeing.

Initially this work will require the development of a data strategy across Whānau Ora (and Te Puni Kōkiri) that supports collection of consistent information to understand and evaluate the impact of interventions. The data strategy will be implemented alongside a new framework that provides a holistic assessment of Māori wellbeing. This will utilise indicators from across government and recognise the role of both government and te ao Māori in the enabling of wellbeing. The new framework will not just be for Māori but for all people across Aotearoa New Zealand. This, combined with the collection of stories and narratives that connect the local-level experiences and innovation to the data, will provide a better understanding of the impact of the investment in Whānau Ora and drive further growth and influence across government.

A secondary BIM will follow which will describe in more detail the data strategy, the proposed new framework, and indicators. Including the process and timeframes.



Section 5

Decisions required in the first 100 days

5.1 Policy decisions related to current programmes

Budget 2021 – Potential Whānau Ora submission

Whānau Ora successfully secured additional funding through Budget 2019 and Budget 2020. The funding secured through Budget 2020 was a time-limited funding increase for 2019/20, 2020/21 and 2021/22 in order to support whānau in the wake of COVID-19

Whānau Ora Commissioning Agencies have consistently maintained that ongoing funding is required to adequately provide whānau with appropriate services and support. Given this need, officials will meet with you to discuss future funding arrangements. More information on the Budget 2021 process and timeframes will be provided to you on request.

5.2 Cabinet decisions

You have a report to Cabinet on Whānau Ora during your first 100 days:

Kaupapa	Description	Milestone
Whānau Ora Budget 19 initiatives	Provide a cabinet update on the progress of the Budget 19 initiatives.	November 2020

5.3 Operational decisions

The following operational decisions are required within your first 100 days:

Kaupapa	Description	Milestone
Letters of Expectations	Provide an annual Letter of Expectation to each Commissioning Agency outlining your priorities and expectations for the 2021/22 financial year.	30 November 2020



5.4 Whakawhanaungatanga

As Whānau Ora is a holistic approach to supporting whānau of all ethnicities across Aotearoa New Zealand, it spans across multiple sectors and requires you and Te Puni Kōkiri to maintain numerous collaborative relationships.

A list of key relationships you must maintain is provided below.

Relationship	Description	Date
Whānau Ora Commissioning Agencies (NB. See Appendix 1 for Commissioning Agency key personnel)	The Commissioning Agencies would each like to meet with you to discuss the support they provide and your intentions as Minister for Whānau Ora. Following an initial meeting, it would be useful to meet with Commissioning Agencies on a regular basis to keep open lines of communication.	Initial meeting by 31 December 2020
Localised Commissioning Entities	We recommend you meet with each entity on a regular basis.	In early 2021
Paiheretia te Muka Tāngata	Paiheretia te Muka Tāngata is a cross-agency initiative in partnership with the Department of Corrections and the Ministry of Social Development.	March 2021
Ngā Tini Whetū	Ngā Tini Whetū is a prototype being delivered by Whānau Ora Commissioning Agency, with funding from Oranga Tamariki, ACC and Te Puni Kōkiri. The Joint Ministers who govern this work include yourself, the Minister for Children, the Minister of Finance and the Minister for ACC. As a governance group you will meet as required.	Next meeting of Joint Ministers around December 2020
Ministerial colleagues (NB. See diagram in section 1.3.2)	As opportunities or issues arise in the Whānau Ora space that are related to your and the Minister of Corrections must maintain similar messages and understanding of the initiative.	Meet with key Ministers involved in Whānau Ora activities by 31 December 2020



5.5 Events of significance

Kaupapa	Description	Milestone
Waitangi Day	Your attendance at Waitangi provides opportunity to draw attention to the significance of your achievements and initiatives that align with this Government's priorities. This information is intended to assist you to foster interest from iwi, hapū and whānau to participate.	6 February 2021
Rātana Celebrations	The 148th birthday celebrations for Tahupōtiki Wiremu Rātana (the Rātana celebration). This event is attended annually by a government delegation including Ministers.	January 2021


5.6 Upcoming Accountability Documents

Kaupapa	Description	Milestone
Budget 2021	Development of an overall budget strategy and individual proposals for the Māori Development portfolio.	November 2020-March 2021
Annual Report/Minister's Report	Reports provided to Parliament on the achievements of Te Puni Kōkiri for 2019/20 against departmental and non-departmental funding.	November/December 2020
Māori Affairs Select Committee – Annual Review	Appearance of the Chief Executive before the Māori Affairs Select Committee.	February/March 2021
Statement of Strategic Intentions	Te Puni Kōkiri plans to prepare its next Strategic Intentions document in early 2021 covering a four-year period from 2021 to 2025. We look forward to working with you on the new Strategic Intentions covering the changes arising from the COVID-19 pandemic, its impact on the Māori population and the consequent shifts in future Government priorities.	February/March 2021



Section 6

Appendices

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Appendix 1: Whānau Ora commissioning agencies – key personnel

Commissioning Agencies

Whānau Ora Commissioning Agency (WOCA)	Te Pūtahitanga o Te Waipounamu	Pasifika Futures
John Tamihere (CEO) 9(2)(a) 9(2)(a)	Helen Leahy (CEO) 9(2)(a) 9(2)(a)	Debbie Sorensen (CEO) 9(2)(a) 9(2)(a)
Merepeka Ruakawa-Tait (Board Chair)	Tā Mark Solomon (Board Chair)	Tearikivao (Kiki) Maoate (Board Chair)
Robin Hapi, CNZM (Board member)	Trevor Taylor (Board member)	Dr Siniva Sinclair (Board member)
Pahia Turia (Board member)	Sally Pitama (Board member)	La'auli Michael Jones (Board member)
Bernie O'Donnell (Board member)	Simon Heath (Board member)	Dr Francis Agnew (Board member)
Tureia Moxon (Board member)	Rebecca Mason (Board member)	
Glen Hawkins (Board member)		



Appendix 2: Vote Māori Development funding for 2020/21 (Whānau Ora funding)

6.1.1 Departmental Appropriations

Non-Departmental Appropriations	\$000
Whakapakari Kaupapa Whānau Ora (Whānau Ora Commissioning Approach)	9,759
Total Departmental Expenses	9,759

6.1.2 Non-Department Appropriations

Departmental Appropriations	\$000
Whakamahi inga Huanga a Whānau Ora (Commissioning Whānau Ora Outcomes)	91,078
Total Non-Departmental Expenses	91,078

As part of Budget 2020, Whānau Ora received **\$136.087 million** in funding over two years from the COVID-19 Response and Recovery Fund to support the immediate and near-term recovery of whānau from COVID-19. Whānau Ora took on more than 10,000 additional whānau during the COVID-19 crisis. This funding aimed to ensure Whānau Ora can continue to provide timely and flexible support as the health and socio-economic impacts of COVID-19 continue to affect whānau wellbeing over the next two years.

The figures in the tables above do not incorporate the \$136.087 million Budget 2020 increase as the appropriations document was published prior to the confirmation of that budget. The budget increase will be added in as part of the October Baseline Update.



The funding is broken down as follows:

- a. **\$53.336 million** for **Commissioning Agencies** (\$20.514 million for the remainder of 2019/20, and \$32.822 million in 2020/21), to ensure whānau are supported through the immediate and direct impacts of COVID-19;
- b. **\$78.056 million** over 2020/21 and 2021/22 to fund **increased commissioning activities** that support the additional whānau demand resulting from COVID-19 to achieve their aspirations and build resilience over the medium-term;
- c. **\$3.200 million** over the next two years (2020/21 and 2021/22) to ensure the **Navigator workforce** are equipped to respond to diverse whānau needs and aspirations; and
- d. **\$1.495 million** in 2020/21 for **Te Puni Kōkiri** to consider the ongoing structure, role, and strategy for Whānau Ora given the COVID-19 response.

The funding will be split across this year and the next two financial years as follows:

Workstream	2019/20 (\$m)	2020/21 (\$m)	2021/22 (\$m)	Total (\$m)
COVID-19 response and recovery	20.514	32.822	-	53.336
Whānau resilience in the wake of COVID-19*	-	38.028	40.028	78.056
Navigator enhancement	-	1.600	1.600	3.200
TPK strategy and development	-	1.495	-	1.495
Total (\$m)	20.514	73.945	41.628	136.087





Te Puni Kōkiri
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