BRIEFING

NAVIGATOR PERFORMANCE MEASURES FOR THE WHĀNAU ORA COMMISSIONING AGENCIES

Date:	28 April 2015	**Priority**	High
Classification	In-confidence	**Tracking Number**	28813

Action sought	**Date action required by**
a. **note** the performance measurement approach for navigation; b. **note** that the performance measurement approach is proposed to be applied in its entirety to Te Pou Matakana, which receives approximately 89.7% of the available funding; c. **note** that officials are currently negotiating the approach to incorporating the navigator funding and relevant performance framework into the FY15/16 Annual Investment Plans with each of the Commissioning Agencies; d. **note** that the relevant Outcome Agreements will be varied; and e. **note** that officials are available to discuss any issues arising from this briefing.	Friday 1 May 2015

Contact for telephone discussion (if required)				
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Other Agencies Consulted					
☐ MBIE	☐ MoJ	☐ NZTE	☐ MSD	☐ TEC	☐ MoE
☐ MFAT	☐ MPI	☐ MfE	☐ DIA	☐ Treasury	☐ MoH
☒ Other					

Minister's office to complete:

Comments:

☐ Approved ☐ Declined

☐ Noted ☐ Needs change

☐ Seen ☐ Overtaken by Events

☐ See Minister's Notes ☐ Withdrawn

Te Puni Kōkiri
REALISING MĀORI POTENTIAL

Te Minita Whānau Ora

NAVIGATOR PERFORMANCE MEASURES FOR THE WHĀNAU ORA COMMISSIONING AGENCIES

Kaupapa/Purpose

1. The content of this briefing relates to the Whānau Ora priority kaupapa.
2. This briefing provides you with an update on the proposed framework for developing the performance measures that will be applied to the navigator funding received by the three Commissioning Agencies.

Key Points

3. Budget 2014 secured an additional $5 million per year for navigation that has now been allocated to the three Whānau Ora Commissioning Agencies. The approach to how each of the Commissioning Agencies will use their navigator funds, and how this will be monitored and evaluated, is part of the discussions on the FY15/16 Annual Investment Plans.
4. The proposed approach to monitoring and evaluating the Commissioning Agencies' use of the navigator funding captures three aspects of the investments:
   a. Outputs based performance measures that enable an assessment of how well the funding is managed;
   b. Results based performance measures that enable an assessment of the effectiveness of navigation in achieving results for whānau and families; and
   c. An assessment of the financial impacts of the benefits of the intervention (based on the Treasury's cost-benefit analysis approach used to test Budget 2015 proposals).
5. Officials consider that the monitoring and evaluation approach proposed should be limited to Te Pou Matakana, which will receive 89.7% of the available funding. Requesting the other Commissioning Agencies to implement the same regime specifically for their navigator funding would put in place disproportionately high compliance on a small funding pool.
6. Initial indications are that the Commissioning Agencies are supportive of this approach. Officials are now working through developing the specific metrics and varying the Whānau Ora Commissioning Outcome Agreements (contracts) with each of the Commissioning Agencies.

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Recommended Action

7. Te Puni Kōkiri recommends that you:

   a. **note** the performance measurement approach for navigation;

   b. **note** that the performance measurement approach is proposed to be applied in its entirety to Te Pou Matakana, which receives approximately 90% of the available funding;

   c. **note** that officials are currently negotiating the approach to incorporating the navigator funding and relevant performance framework into the FY15/16 Annual Investment Plans with each of the Commissioning Agencies;

   d. **note** that the relevant Outcome Agreements will be varied; and

   e. **note** that officials are available to discuss any issues arising from this briefing.

Michelle Hippolite
Toihautū | Chief Executive

NOTED
Hon Te Ururoa Flavell Te Minita Whānau Ora
Date:_____ / _____ / 2015

Current Situation

1. Officials have commenced discussions with the Commissioning Agencies regarding the development of their FY15/16 Annual Investment Plans. These plans will address the administration of the $5 million of navigator funding secured through Budget 2014. Upon approval by Te Puni Kōkiri, the Annual Investment Plans will be incorporated into the Outcome Agreements between Te Puni Kōkiri and each Commissioning Agency.

2. As part of the condition of the navigator funding being administered by the Commissioning Agencies, you indicated that it is your intention to review the allocation and administration of this funding against a set of navigator specific performance measures on an annual basis.

Background

3. Budget 2014 announced additional funding of $5 million for navigators from July 2015. In November 2014, you were provided with a paper setting out options for how to administer the additional navigator funding (refer briefing #27787). You agreed to administration by the Whānau Ora Commissioning Agencies, allocated based on the current navigator workforce profile (i.e. the share of current navigator FTEs across the North Island, South Island and Pacific families).

4. The resulting funding profile is set out in the following table:

Commissioning Agency	Navigator funding allocation
Te Pou Matakana	89.7% $4,484,000 per annum Out of scope
[redacted]	

5. As noted above, the Commissioning Agencies' FY15/16 Annual Investment Plans will include performance measures for the navigator funding. The following sections set out the intended approach to monitoring and evaluating the Commissioning Agencies' administration of the navigator funding, as well as the achievement of outcomes for whānau and families through engagement with Whānau Ora navigators. This approach will inform Te Puni Kōkiri's negotiations with the Commissioning Agencies.

Proposed approach

6. The proposed approach to monitoring and evaluating the use of the navigator funding captures three aspects of the investments:
   - Outputs based performance measures that enable an assessment of how well the funding is managed;
   - Results based performance measures that enable an assessment of the effectiveness of navigation in achieving results for whānau and families; and
   - An assessment of the potential financial impacts of the benefits of the intervention (based on the Treasury's cost-benefit analysis approach used to test Budget 2015 proposals).
7. Based on conversations with each of the Commissioning Agencies, officials consider that the monitoring and evaluation approach proposed should be limited to Te Pou Matakana, which will receive 89.7% of the available funding.
8. Requesting Pasifika Futures and Te Pūtahitanga o Te Waipounamu to implement the same reporting and monitoring regime specifically for their navigator funding would be burdensome for the Commissioning Agencies, and would put in place disproportionately high compliance on a small funding pool.
9. Officials propose instead that their funding be applied to their existing commissioning models to support engagement with high-needs whānau and families, and that this be reported on using the same reporting regime in place for their broader Annual Investment Plans.

Part 1: Outputs measures

10. To determine how well the funding is administered, the monitoring and evaluation framework for Whānau Ora navigators includes measures that focus on the administration of the funding. They are:
    - Efficiency of the funding administration;
    - Volume of activity and reach of whānau engagement;
    - Reach into high-needs whānau and families; and
    - Quality of engagements with navigators.
11. Table 1 provides an overview of the types of performance indicators that will be used to determine how well the funding is managed. It is expected that these measures will be negotiated in line with the specifics of Te Pou Matakana's commissioning model.

Table 1: Performance indicators to measure how well funding is administered

Indicator	Measure
Efficiency of the funding administration	• Funding on a per FTE basis does not exceed $80,000 per navigator FTE
Volume of activity and reach of whānau engagement	• Navigators engage with XX number of families on average • Navigators are contracted through a range of providers
Reach into high-needs whānau and families	• XX% of whānau and families working with navigators are 'high-needs'
Quality of engagements with navigators	• XX% of whānau working with navigators report that the navigator takes a whānau-centred approach • XX% of whānau working with navigators report that the initiative has identified and responded to their specific priorities and needs

Part 2: Results measures

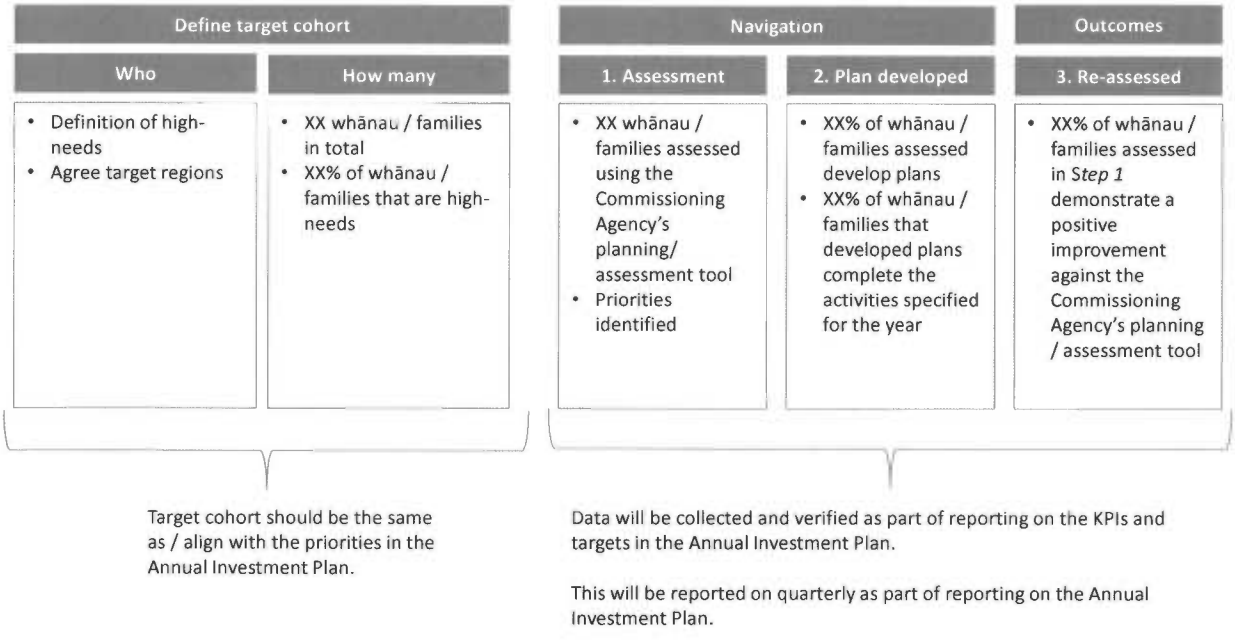
12. To understand the impact of navigation, Te Pou Matakana will be required to report specifically on the results of navigation for whānau and families.

13. The measures proposed take into consideration the role of navigators and scope of navigation activities. On this basis, the measures are split into three categories:

    - Measures relating to the target cohort;
    - Navigation measures; and
    - Outcomes measures.

14. Figure 1 shows the approach that will be used to set the performance metrics to determine the effectiveness of navigation. Each of these measures will be negotiated taking into account the specifics of Te Pou Matakana's commissioning approach and broader Annual Investment Plan targets.

Figure 1: Results of navigation



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Part 3: Measuring the financial impacts of the benefits of navigation

15. Treasury officials have signalled the intention to evaluate future Budget Bids using a return on investment or cost-benefit assessment. Incorporating this type of approach into the monitoring and evaluation of Whānau Ora navigators would provide for consistency with Treasury's process, and would enable you to articulate the benefit and impact of navigators in a way that is consistent with other social sector initiatives.

16. The cost-benefit model Treasury has developed (CBAX) is designed to assess the overall impacts of an intervention against the costs of delivering the service. However, the model is limited to considering the quantifiable impacts achieved through an intervention, and requires verifiable data to support the benefits attributed to an intervention. For this reason, officials consider that the outputs and results measures, which can capture the broad range of Whānau Ora outcome areas, are important to articulate a full picture of navigation.

17. The data collection required to evidence quantifiable impacts achieved across the broad range of Whānau Ora outcome areas would be resource intensive. As such, the focus of this aspect of the performance measurement framework will be on tracking the quantifiable outcomes achieved or negative impacts avoided for the cohort identified in part two of the framework.

18. Using a cost-benefit approach to evaluate the benefits of navigation would enable Government to quantify the benefits and the financial savings achieved through navigators working with this population, limited to the outcome areas that the model can cost, for example: education, employment, justice, aged care, children and youth.

19. Figure 2 sets out how the proposed approach would be implemented in practice. The outputs and outcomes measured would be agreed taking into account the specifics of Te Pou Matakana's commissioning approach, investment priorities and broader Annual Investment Plan targets.

Figure 2: Measuring the benefits of navigation

Inputs	Indicator	Outputs		Outcomes / impacts	
		Activities	Participants	First order	Second order
• $80,000 per navigator • Holistic, culturally-grounded approach to service provision • FY15/16 – XX navigators working with XX whānau / families • FY16/17 XX navigators working with XX whānau / families • FY17/18 – XX navigators working with XX whānau / families	***Education and skills***	• *Whānau planning* • *Facilitating access to relevant courses or activities* • *Encouraging educational (e.g. ECE) attendance*	• *Parents / whānau members* • *Children* • *Service providers*	• *Improved parenting skills* • *Children avoid foster homes*	• *Fewer incidents of juvenile offending and incarceration* • *Increased future employment prospects* • *Avoid job seeker benefit*
	Employment and earnings	• *Whānau planning* • *Facilitating access to training courses* • *Facilitating engagement with potential employers*	• *Whānau members* • *Potential employers* • *Service providers*	• *Whānau members pursue education* • *Portion of whānau members enter workforce at minimum wage* • *Increased tax revenue*	• *Avoid incarceration* • *Increased future employment prospects* • *Avoid job seeker benefit*
	Health	• *Whānau planning* • *Facilitating access to relevant programmes* • *Encourage screening activities*	• *Whānau members* • *Service providers*	• *Decreased smoking rates* • *Increased GP visits* • *Decreased hospital visits and healthcare costs*	• *Increased earning capability* • *Avoid job seeker benefit*

Commissioning Agencies' views

20. As part of the discussions with Commissioning Agencies on their FY15/16 Annual Investment Plans, officials will discuss how to incorporate the navigator funding and the relevant performance framework.

Te Pou Matakana

21. The first of these discussions took place with Te Pou Matakana on Friday 20 March. Te Pou Matakana was comfortable with the framework and proposed indicators described above, which are well aligned with their own approach to calculating the Social Return on Investment. Officials will therefore apply this framework and progress these discussions in line with the discussions on annual performance measures for all of the investments for FY15/16.

[redacted]

- [redacted]
  - [redacted]
  - [redacted]

Out of scope

Next Steps

Out of scope

Contract variation

25. In addition to negotiating the Annual Investment Plans for FY15/16, officials will also work with the Commissioning Agencies as appropriate to vary their Outcome Agreements to incorporate the new navigator funding.

26. Your office has asked officials whether the Outcome Agreements with the Commissioning Agencies could be amended to include the new funding, or whether a new contract is required. Te Puni Kōkiri Legal has advised that the Outcome Agreement with each of the Commissioning Agencies will need to be varied to include the new funding applied to navigation.

27. Given the scope of navigation includes providing services to children, the Commissioning Agencies (as relevant) will now also be required to adopt, as soon as practicable, a child protection policy that accords with the requirements of section 19 of the Vulnerable Children Act 2014, and to review this policy at three year intervals from its first adoption.

28. This is a new requirement for the Commissioning Agencies, as previously their scope of services did not fall within the scope of the Vulnerable Children Act 2014.