

HEI WHAKATAU | BRIEFING

Whānau Ora Commissioning: Procurement – additional advice

Date:	5 November 2024	Priority	Medium
Classification	In Confidence	Tracking Number	49589

Action sought	Date action required by
<p>It is recommended that you:</p> <ol style="list-style-type: none"> Note that Whānau Ora is a highly effective government investment which enables central government funding to be invested in whānau and communities. Note that the intent of Whānau Ora has always been to be a public sector model for investing in improved outcomes for and with whānau, but this has been limited due to lack of coordination at the system level. Note that the next step for Whānau Ora is for its potential to be realised through increased funding, in alignment with the social investment approach. Note that Te Puni Kōkiri is undertaking a procurement process for the expansion of Whānau Ora, which will: <ol style="list-style-type: none"> ensure stronger alignment with the social investment approach through improved data sharing arrangements. allow for responsiveness to changes in the sector, including the complexity of whānau and community needs create further opportunities for cross-agency investment that will facilitate the growth of Whānau Ora and drive better outcomes for and with whānau, including in key government targets and priority areas. Note that a refreshed communications and engagement strategy to support engagement with the Minister for Social Investment and Minister of Finance and your other ministerial colleagues has been provided as Attachment 2. Agree to forward this briefing to the Minister for Social Investment, the Minister of Finance, the Minister of Health, and Minister for Pacific Peoples. 	8 November 2024

Contact for telephone discussion (if required)				
Name	Position	Telephone	Mobile	1 st contact
Paula Rawiri	Deputy Secretary, Policy		9(2)(a)	✓

Other Agencies Consulted					
<input type="checkbox"/> MBIE	<input type="checkbox"/> MoJ	<input type="checkbox"/> NZTE	<input type="checkbox"/> MSD	<input type="checkbox"/> TEC	<input type="checkbox"/> MoE
<input type="checkbox"/> MFAT	<input type="checkbox"/> MPI	<input type="checkbox"/> MfE	<input type="checkbox"/> DIA	<input type="checkbox"/> Treasury	<input type="checkbox"/> MoH
<input type="checkbox"/> MHUD	<input type="checkbox"/> Other				

Attachments	Attachment 1: Summary of key reports on Whānau Ora Attachment 2: Whānau Ora Expansion Comms and Engagement Strategy Attachment 3: Backpocket Q+As - Whānau Ora Commissioning Procurement Attachment 4: Talking points – Whānau Ora Procurement
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Minister's office to complete:

- | | |
|---|--|
| <input type="checkbox"/> Approved | <input type="checkbox"/> Declined |
| <input type="checkbox"/> Noted | <input type="checkbox"/> Needs change |
| <input type="checkbox"/> Seen | <input type="checkbox"/> Overtaken by Events |
| <input type="checkbox"/> See Minister's Notes | <input type="checkbox"/> Withdrawn |

Comments:

Proactively released

5 November 2024

Minita mō Whānau Ora

Whānau Ora Commissioning: Procurement – additional advice

Purpose

1. This briefing provides you with an overview of procurement and expansion of Whānau Ora commissioning and seeks agreement for you to forward this briefing to the Minister for Social Investment, the Minister of Finance, the Minister of Health, and the Minister for Pacific Peoples.

Executive Summary

2. Te Puni Kōkiri is undertaking a procurement process to expand the commissioning of Whānau Ora services and improve the alignment of the current Whānau Ora commissioning model with the Government's social investment approach. This will strengthen the foundations for Whānau Ora to reach its full potential through increased investment from across government portfolios and through the Social Investment Fund, enabling the growth of Whānau Ora and its reach into communities.
3. Your priority for the Whānau Ora portfolio is to enable its adoption as a public service model for improving outcomes for Māori and all New Zealanders with distinct needs.
4. Since Whānau Ora was first introduced by the National-led Government in cooperation with the Māori Party in 2010, it has become a highly trusted and effective part of the social sector landscape, supporting thousands of whānau and families to set and achieve their own goals and aspirations. In addition, it has been able to deeply connect with communities to provide wraparound support in times of crisis, on relatively little funding.
 - a. Phase One (2010-2014) built up provider capability to achieve the best possible outcomes for whānau by addressing their urgent problems and then helping them identify and actively plan for the realisation of their own aspirations. This enabled 9,408 whānau to achieve 67 percent of the goals they set.¹
 - b. Phase Two began in 2014, with the introduction of the devolved commissioning model when Te Puni Kōkiri procured the three Whānau Ora commissioning agencies. The commissioning agencies and their connections to communities through provider networks supported over 37,000 whānau in 2023/24 to achieve a range of goals, such as in their health, education, and employment. The national coverage and unique agility of the Whānau Ora model has also proven its effectiveness in response to crises, such as through the COVID-19 pandemic and the critical uplifts to Māori vaccination rates, and the

¹ Understanding whānau-centred approaches – Analysis of Phase One Whānau Ora research and monitoring results. Te Puni Kōkiri, 2015.

2022 extreme weather events, when over 620 staff were redeployed to aid recovery efforts, integrating and coordinating supports to over 28,000 people.

5. Whānau Ora has achieved positive outcomes across a range of sectors through its integrated, holistic approach to service delivery for whānau. However, there has not yet been a systematic, integrated cross-agency approach to commissioning through this model. This has limited the potential impact of Whānau Ora.
6. The current re-procurement of Whānau Ora will begin the next phase in realising its full potential. Ensuring stronger alignment with the social investment approach through improved data sharing arrangements will create further opportunities for cross-agency investment that will facilitate the growth of Whānau Ora and its reach into communities. It is also intended to contribute to the credibility and accountability of the Whānau Ora portfolio.
7. You consider cross-agency investment and commissioning, with better data integration, will facilitate more whānau to be effectively engaged with more optimal outcomes.
8. The current commissioning arrangements with the three commissioning agencies have been in place for over 10 years when Phase Two of Whānau Ora began. Since then, the complexity of needs, the social sector and iwi landscapes have changed significantly, particularly with Te Tiriti o Waitangi/the Treaty of Waitangi (**Treaty**) claims settlements. The procurement process provides a significant opportunity to draw on the strengths of communities to deliver innovative and sustainable solutions that work for and with whānau and aligns with procurement best practice to go back to the market at regular intervals.
9. The number of commissioning agency regions is increasing from three to four. This will provide an opportunity to further target investment towards achieving better outcomes for whānau with the highest needs, including across the range of Government priorities and targets. It also enables greater transparency through the procurement process.
10. Te Puni Kōkiri expects interest in the procurement process from a range of entities, including Iwi and Hapū-based groups and entities from across the social sector, including from Pacific communities.
11. Registrations of Interest for Whānau Ora commissioning services have now opened, with a closed Request for Proposal stage commencing in late November 2024. The new contracts will need to be in place by 1 July 2025.
12. You have agreed to opening the tender to procure from existing and potentially new commissioning agencies for the purpose of the further expansion of Whānau Ora. You have requested for the number of commissioning agency regions to expand from three to four, with one of these being a national commissioning agency for commissioning Whānau Ora outcomes for Pacific families and the other three being situated broadly with one in Te Waipounamu and two across Te Ika-a-Māui.
13. You have confirmed that you do not envisage that the procurement process will change the core tenets of Whānau Ora (TPK 49277) – including the essential nature of Whānau Ora as articulated by the Taskforce for Whānau-Centred Initiatives in 2010² and the Whānau Ora

² Whānau Ora: Report of the Taskforce on Whānau-Centred Initiatives, 2010.

Outcomes Framework.³ However you expect the Government targets and priorities will guide the deliverables to be contracted through this procurement.

The Whānau Ora model was established in 2010 and has continuously improved

“We are at the starting point of major transformation in the way services are designed and delivered, contracts are arranged and the way providers work together. But most of all we are at the starting point of our cultural transformation celebrating the power and potential of a whānau-centred approach which will enable our people to flourish” Dame Tariana Turia, March 2011.

Whānau Ora supports whānau to take responsibility for their own development

14. The Government funded Whānau Ora approach, established in 2010, was developed to reflect the aspirations of whānau to be self-managing and take responsibility for their own economic, cultural and social development. Government invests in Whānau Ora outcomes, through and with networks of Whānau Ora partner and provider collectives including whānau, hapū, iwi and Māori organisations who are enabled to be flexible and innovative in how those outcomes are achieved. It is strongly focused on whānau capability and capacity building, rather than westernised traditional service delivery interventions and initiatives.

A long-term investment in intergenerational change

15. As noted in the 2018 review *Tipu Mātoro ki te Ao*⁴ (2018 review), Whānau Ora has created positive change for whānau and laid the foundations for positive outcomes to be enduring and sustainable.
16. The Whānau Ora Outcomes Framework sets out three tiers of outcomes: Short term (1-4 years), medium term (5-10 years), and long term (11-25 years). These outcomes were developed to align with the aspirations of both Iwi and Māori and Government, including the then Better Public Services targets. Given that the type of change being sought is intergenerational, we are only just now at the point where we could potentially see medium-term outcomes. Long-term outcomes should start to emerge over the next few years. The development of the framework, alongside the early iterations and reviews of Whānau Ora, were undertaken in partnership with different rūpū consisting of kāwanatanga, sector experts, and iwi representatives.⁵ These expressions of partnership recognise the unique value iwi provide in ensuring government processes do not interfere with the rangatiratanga and self-determination of Iwi and Hapū, especially in determining solutions that work for them.

A devolved commissioning model is at the heart of the approach

17. The delivery model has evolved since 2010, from a ‘direct purchasing approach’ led by Te Puni Kōkiri and the Ministries for Social Development and Health, to a ‘devolved commissioning’ for outcomes approach with NGOs as commissioning agencies. The

³ The Whānau Ora Outcomes Framework, Te Puni Kōkiri, 2016.

⁴ *Tipu Mātoro ki te Ao*: Final report to the Minister of Whānau Ora. Independent Whānau Ora Review Panel, 2018

⁵ Taskforce on Whānau-Centred Initiatives, Whānau Ora Working Group, Whānau Ora Partnership Group, and the Whānau Ora Ministerial Review Panel.

commissioning approach continues to provide efficiencies that appeal to the coalition government.

18. There are two key drivers for the devolved commissioning model:

- a. *Effectiveness*: As outlined in the Productivity Commission 2015 report *More Effective Social Services*,⁶ governments have recognised situations – both inside and outside social services – where top-down control leads to poor societal outcomes and accordingly have devolved decision making to organisations with varying levels of independence.

The effectiveness of Whānau Ora addresses the Ōritetanga domain of Te Tautuhi-ō-Rongo which enables whānau and communities to access and participate in quality services that reflect their background as tangata whenua. Devolved commissioning, for example, empowers local communities to draw on their own knowledge of local needs and ‘what works’, including beyond service delivery, and to pursue innovative solutions to meet those needs and to build family and whānau capability.

Commissioning agencies do this through providing ‘backbone’ support (including data and outcome reporting, facilitating cross-provider training and support, etc) to regional collectives of providers. The regional providers in turn source the supports that work for and with whānau in their rohe or enable this of whānau themselves, acknowledging and being sensitive to hapū and iwi and the important role they have as the experts and repositories of identity, language and culture.

- b. *Efficiency*: Government departments currently commission similar services separately with the same community providers, resulting in significant administrative burden on providers and inefficiencies in government. Devolved commissioning is a way to join up effort and resource for connected issues and outcomes. This gives effect to the Kāwanatanga domain of Te Tautuhi-ō-Rongo as Whānau Ora is a pathway to improve government systems in strengthening service delivery, and the achievement of whānau wellbeing outcomes, for Māori and non-Māori whānau.

The 2012 Whānau Ora Working Group report tasked with identifying operational efficiencies and improvements to Whānau Ora (2012 report)⁷ noted that: “Commissioning effectively integrates service provision to deliver specific outcomes, instead of relying on agencies to try to integrate contracts. Service integration enables a more effective use of public resources, reduces duplication, and creates sensible configurations for addressing social issues.”

- 19. Following the report of the Whānau Ora Working Group, the Government agreed to three commissioning agencies in 2013: one for the North Island, one for the South Island, and one for Pacific whānau (SOC Min (13) 14/3 refers). The current commissioning agencies were selected through an open tender process, with decisions made by the Minister for Whānau Ora and the Minister for Finance in consultation with the Minister of Pacific Island Affairs. They were supported by a Whānau Ora Governance Group including community sector representatives.

⁶ *More Effective Social Services*. Productivity Commission, 2015

⁷ *Report of the Whānau Ora Working Group: A Review of the Whānau Ora Approach to identify operational efficiencies and improvements*, 2012.

A cross-portfolio approach to enabling better outcomes

20. Whānau Ora was intended to be a cross-government approach to lifting outcomes for whānau, with participation from all agencies with responsibility for any aspect of whānau wellbeing. As articulated by the Taskforce for Whānau-Centred Initiatives which underpinned the Government's original Whānau Ora approach in 2010, key elements of the approach should include:
- a. commitment across government;
 - b. the establishment of an independent entity with a dedicated government appropriation drawn from relevant Votes;
 - c. a primary focus on best outcomes for whānau, through integrated and comprehensive delivery; and
 - d. strong regional direction.
21. The 2012 report noted that "an underlying assumption of Whānau Ora is that improving outcomes for whānau requires a cross-sectoral approach and service transformation amongst providers and government." Reviewing Phase One of Whānau Ora (2010 to 2012), the Working Group found that "while inter-agency collaboration has occurred at a programme administration level, there has been no concurrent 'transformation' in the integration of agency purchasing/funding approaches or service settings. Consequently, providers are being supported to build their capability to provide integrated services, and yet integrated services are not yet being purchased by government agencies."
22. This recognises that Whānau Ora contributes to outcomes across a range of portfolios and targets (noting the outcomes were developed with the 10 Public Service targets of the National Government that had been announced by the Prime Minister in March 2012). Whānau Ora can help support the progress and achievement of Government targets and portfolio priorities in a manner that is both effective and efficient (as outlined above).
23. Whilst Whānau Ora providers access and contract across various government entities, the cross-government approach envisaged has not materialised. This contributes to greater compliance by both government and providers compared to a cross-government approach.
24. The table below sets out how the outcomes map to the key current Government and key portfolio targets:

Table 1: The Whānau Ora Outcomes and link to Government Targets

Whānau Ora outcome	Key portfolios	Government and portfolio targets
Self-managing and empowered leaders	All	n/a
Living healthy lifestyles	ACC Health Mental Health	Immunisation targets for under 2s Shorter stays in emergency departments Shorter wait times for treatment
Participating fully in society	Education Social Development and Employment	Increased student attendance More students at expected curriculum levels

Whānau Ora outcome	Key portfolios	Government and portfolio targets
Confidently participating in Te Ao Māori	Māori Development Education Arts, Culture and Heritage	n/a
Economically secure and successfully involved in wealth creation	Child Poverty Reduction Social Development and Employment Economic Development	Child poverty portfolio targets incl. material hardship Fewer people on the Jobseeker Support Benefit Economic portfolio targets incl. doubling export growth
Cohesive, resilient and nurturing	Prevention of Family and Sexual Violence Children Justice Corrections	Mental health portfolio targets Justice portfolio targets Reduced violent crime Reduced child and youth offending
Responsible stewards of their living and natural environments	Housing Climate Change Environment Conservation	Fewer people in emergency housing Reduced net greenhouse gas emissions

25. This cross-sectoral approach is yet to be realised across commissioning, limiting the potential impact of Whānau Ora.

Key outcomes and achievements of Whānau Ora to date

26. Whānau Ora is highly effective, as the devolved commissioning model enables central government funding to be invested in communities through provider networks.
27. Since the inception of the three Whānau Ora Commissioning Agencies in 2014, they have consistently built their engagement with whānau across Aotearoa from 8,269 whānau in 2014/15 to 37,022 whānau in 2023/24 to achieve wellbeing outcomes and create positive change in their lives. In 2023/23, Whānau Ora engaged with over 57,000 whānau. This increase was attributed to the swell of additional whānau engaged through COVID-19 and extreme weather events.
28. Through their participation with the three Whānau Ora Commissioning agencies in 2023/24, whānau achieved a total of 79,277 outcomes within the outcomes framework. This included 3,996 families having a health plan with Pasifika Futures, 2,073 whānau members participating in sporting events with the correct gear through Te Pūtahitanga and 1,914 whānau increasing their whānau standards of living through Te Pou Matakana with the help of whānau ora navigators.
29. Pasifika Futures and its partners have supported 1,002 families to become smokefree in 2023/24. This offers profound long-term and inter-generational benefits for a family, significantly enhancing their overall health and well-being.
30. Other key achievements from this year⁸ include:

⁸ Te Puni Kōkiri Annual Report 2024

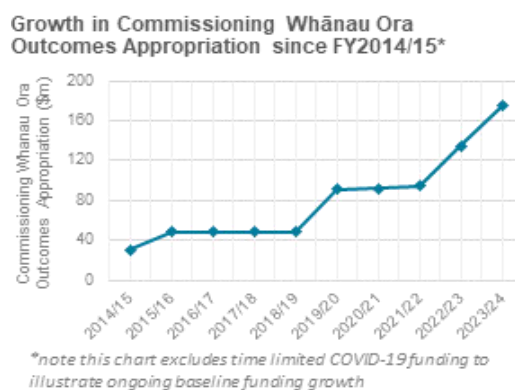
Table 2: Key Whānau Ora achievements in 2023/24

Performance indicator of planned outcomes	Number achieved
Number of whānau engaged through general commissioning	37,022
Number of whānau supported by commissioning agency navigators.	18,546
Percentage of whānau who achieved their budgeting or financial literacy goals with the support of Te Pou Matakana navigators	49%
Percentage of whānau who achieved their physical health goals with the support of Te Pou Matakana navigators	58%
Percentage of whānau who are better able to provide a stable home environment with the support of Te Pūtahitanga o te Waipounamu navigators	84%
Percentage of whānau who are now making positive healthy lifestyle choices with the support of Te Pūtahitanga o te Waipounamu navigators	89%
Percentage of whānau who have reduced their debt by five percent or more with the support of Pasifika Futures navigators	82%
Percentage of whānau who have become smokefree with the support of Pasifika Futures navigators	53%

31. Whānau Ora has national coverage and unique agility, removing bureaucracy to quickly pivot resources to deliver on urgent government objectives. This is particularly evident in Whānau Ora responses to crises such as COVID-19, natural disasters, and more recent extreme weather events. The effectiveness and value of the agility of the Whānau Ora model was highlighted during the COVID-19 pandemic, Auckland Floods, and Cyclone Gabrielle.
32. Through the COVID-19 pandemic Whānau Ora rapidly deployed pop-up and mobile vaccination clinics and testing stations throughout the country, disseminated accessible information (including translations) and supported whānau and families through isolation and mandated lockdowns with kai, PPE, emergency grants, and the provision of support packages. Key highlights included:
 - Over 1,000,000 vaccinations administered;
 - Over 1,000,000 tests administered; and
 - Over 1,200,000 support packages delivered
33. These activities made a significant contribution to the outcomes for whānau. Through the COVID-19 pandemic, once activated, Whānau Ora networks made significant positive contributions to Māori vaccination rates, supporting lifting first dose rates from 43% to 91% for Māori.
34. Following the devastation of the Auckland Anniversary Floods and Cyclone Gabrielle, Whānau Ora redeployed over 620 workers (including navigators, health professionals and other operational back-office staff) into affected areas to aid recovery efforts supporting over 28,000 people.
35. Whānau Ora was activated in May 2023 to increase Census engagement in the Tamaki region, contributing significantly to an uplift in Māori return rate which, in the final stages of census when Whānau Ora was deployed, increased from 65% to 74%.

36. Successive governments have recognised the achievements of Whānau Ora and have increased the appropriation over time, as outlined in Figure 1.

Figure 1: Growth of Whānau Ora appropriation over time



37. Multiple reviews, evaluations and research projects, including across Whānau Ora as well as individual commissioning agencies and initiatives, have confirmed the effectiveness of devolved commissioning for outcomes, particularly for whānau with complex and overlapping needs. Key evidence of note is included in **Attachment 1**.
38. While these outcomes are significant, more work is needed to understand the specific contribution of Whānau Ora to these outcomes, separately from other factors in the lives of whānau. The procurement process will require Whānau Ora data to be incorporated into the Integrated Data Infrastructure so that outcomes can be tracked over time and compared with other government interventions.

Whānau Ora has not yet reached its potential as a public sector investment model

39. Every year the Government invests more than \$70 billion into social services. The Government's social investment approach aims to lift the effectiveness of these investments to drive better outcomes for priority populations with complex needs. The procurement process is the first step in strengthening Whānau Ora to be able to access that funding, as a delivery vehicle that is trusted and is well-understood. Its reset through the procurement process will better align Whānau Ora with social investment methodology in the public sector, increase its frontline navigator workforce ensuring greater reach, and improve its data use and management.
40. The Government's social investment approach provides an opportunity to create a significant shift in three ways:
- Ensuring government agencies are operating effectively* - A key finding of the 2018 Review is that Whānau Ora provision is often filling the gaps where government departments' services and supports are falling short for whānau. By applying a social investment approach, the intention is that agencies may be able to identify where spending and actions are effective, and where they aren't. Reprioritising mainstream agencies' efforts away from low-effectiveness investments to high effectiveness investments will enable Whānau Ora to focus on building the capacity and capability of whānau to be self-

managing and take responsibility for their own economic, cultural and social development, rather than being pulled into 'crisis response'.

- b. *Reprioritising funding to strengthen the Whānau Ora approach* - One of the original intentions of Whānau Ora was that funding would occur through the repurposing of government spending which was not having the desired effect for whānau. As areas for 'decommissioning' are identified through the reviews of existing social sector spend, this may surface opportunities for re-purposing funding towards Whānau Ora.
- c. *Improving joined up investment in outcomes for the same whānau* - Government departments currently commission similar services separately with the same community providers for the same whānau, organised around specific portfolio outcomes. Joining up investment around whānau as the key unit of investment enables government resource to be better utilised for whānau with complex and overlapping needs.

41. The procurement process being undertaken now will lay the foundations for Whānau Ora to reach its full potential to support whānau to flourish, as well as achieving Government targets and priorities.

Procurement of commissioning agencies

What is being procured and why?

42. Te Puni Kōkiri has begun a process to procure Whānau Ora commissioning services. Commissioning services are being sought across the country, divided into four regions.
43. Any organisation interested in becoming a Whānau Ora commissioning agency, including existing Whānau Ora commissioning agencies, will be encouraged to demonstrate how they meet the criteria.
44. There are three key drivers for procurement of commissioning services:

A. Responsivity to changes in the sector

45. The current commissioning arrangements have been in place for 10 years without retesting the market. In that time the social sector, and the landscape across iwi, Māori communities and Aotearoa more broadly has changed significantly. Te Puni Kōkiri expects interest in commissioning from a range of entities reflective of these changes, including iwi and hapū based groups and Māori and Pacific organisations with backgrounds across different areas of the social sector.
46. Creating the opportunity for a range of organisations who could feasibly provide general Whānau Ora commissioning services to tender for service aligns with good procurement practice to potentially re-test the market ever 3-5 years (as advised by the Ministry of Business, Innovation and Employment). During the COVID-19 pandemic and the more recent extreme weather events this was not a practicable option, and contracts were renewed to provide the necessary services and support to vulnerable communities. This is a significant opportunity to draw on the strengths of communities to deliver innovative and sustainable solutions that work for whānau.

B. Strengthening the use of data

47. There is a need to further strengthen the use of data in Whānau Ora commissioning as part of the emerging social investment approach. A particular focus is on using the IDI to track outcomes which are of interest to the Government (particularly long-term outcomes), and to get a deeper understanding of the contribution of the Whānau Ora approach to those outcomes (noting the significant challenges in establishing attribution for intergenerational change and otherwise).
48. While work is underway through Whānau Ora prototypes such as Ngā Tini Whetū to improve how we track outcomes with cohorts over time, the new procurement gives the opportunity to provide for an improved and more standardised and consistent model of measuring progress across all commissioning agencies and other social service providers. As part of the procurement process, we are placing stronger emphasis on the use of data to drive decision-making and optimise outcomes. 9(2)(g)(i) :



49. The strengthened data approach will be refined in consultation with shortlisted respondents. Officials will provide further advice on the data strategy once details become available, but we are committed to collaborating closely with selected partners to establish robust, data informed methodologies.

C. Driving better outcomes for whānau, including in key Government targets and priority areas

50. Whānau Ora is available to all families and whānau who would benefit from whānau centred initiatives to support the achievement of their aspirations. There is an opportunity to better target the investment in whānau with highest needs or particular cohorts.
51. There are considerable differences in Māori population demographics, including social and economic dimensions, compared with the overall population. Data in relation to a range of Government targets demonstrate dramatic inequality of opportunity for Māori. For example approximately:
- a. 65% of persistent youth offenders are Māori;
 - b. 40% of all Jobseekers are Māori; and
 - c. 60% of the households in Emergency Housing are Māori.
52. Notwithstanding the high level of government investment in the 15% of highest needs citizens (who attract approximately 50% of the total social sector spend), there remains a cohort of Māori who continue to experience considerably lower outcomes than the general population.

You have outlined your vision for Māori development to ensure that government invests in an evidence-based targeted manner in Māori social development including Whānau Ora to ensure that Māori can better enjoy equality of opportunity, particularly alongside stronger whānau and communities.

53. Whānau Ora will be better utilised to drive targeted commissioning of key outcomes, including Government targets and priorities. This includes through:

- a. Building in the achievement of specific outcomes into contracts, and/or requiring particular reporting on key outcomes; and
- b. Directing Commissioning Agencies to focus on specific outcomes, for example, through annual Letters of Expectations.⁹

Other drivers

54. Other aims from re-setting the contractual requirements on commissioning agencies include shifting resource to the 'frontline,' increasing the number of navigators, and refocusing commissioning agencies' role to focus on backbone support functions only, rather than carrying out Whānau Ora activities as well. The current procurement process seeks to ensure that the proportion of funding for overheads is appropriate and that there is greater transparency and separation between commissioning and service delivery.

9(2)(g)(i)

Procurement process

56. On 26 June 2024, upon receiving your Letter of Expectation Te Puni Kōkiri paused the procurement work for Whānau Ora. On the 26 August 2024 we received confirmation and your direction for Te Puni Kōkiri to commence the procurement process for Whānau Ora services.

57. The procurement process is running in two stages. Following the issue of an Advance Notice on the Government Electronic Tendering Service (GETS), the first stage is an open Registration of Interest (ROI) process, from which a shortlist of suitably capable respondents will be invited to respond at the second stage to a closed Request For Proposals (RFP). The procurement process is being led by Te Puni Kōkiri in accordance with the Government Rules of Procurement. To ensure all potential commissioning agencies are treated fairly, all communications around the procurement will be issued and managed through GETS. Table 3 that follows provides the detailed procurement process timeframes.

⁹ We are currently reviewing the most effect methods for government communication with commissioning agencies, including an improved relationship and contract management function. The Letters of Engagement are one mechanism within this framework. Further information and advice will be provided to you as part of the transition planning for new contracts from 1 July 2025.

9(2)(g)(i)

Who is involved?

59. Any organisation interested in commissioning Whānau Ora services, including current Whānau Ora commissioning agencies, were encouraged to respond to the ROI.
60. The ROI has now closed. A strong response has been received to the ROI. The evaluation process is now underway with shortlisted respondents being invited to the Request for Proposal (RFP) stage, commencing late November.

Risks and benefits

61. The key benefit of undertaking procurement to stand up new commissioning agencies by 1 July 2025 is the opportunity to enable Whānau Ora to be fully utilised as a public service model as part of the Government's social investment approach.
62. The procurement process outlined in this paper is based on the understanding that to be strengthened for future growth, Whānau Ora will need to have contractual settings in place from 1 July 2025. These contractual settings will be set to enable the use of the IDI and give the best possible foundation for showing the ongoing effectiveness of Whānau Ora. The interim value and impact measurement standards will guide the contractual settings.

9(2)(g)(i)

Out of scope

Legal advice – sensitive/legally privileged¹¹

9(2)(h)

Out of scope

9(2)(h)

Next Steps

67. The steps and timeframes for the procurement process are set out in table 3 below.

Table 3: Detailed procurement process timeframes

Action	Indicative date
Pre-procurement	
<i>Advance notice published on GETS</i>	<i>13 September 2024 [completed]</i>
Procurement plan and ROI approved	<i>4 October 2024 [completed]</i>
ROI	
ROI advertised on GETS	<i>4 October 2024 [completed]</i>
Last date for Respondent questions	<i>17 October 2024 [completed]</i>

ROI closing date	24 October 2024
ROI evaluation to approved shortlist	24 October – 12 November 2024
RFP	
RFP approved and issued to shortlisted Respondents	22 November 2024
1:1 briefing/s with Respondents	23 November – 12 December 2024
Last date for Respondent questions	12 December 2024
RFP closing date	19 December 2024
RFP Evaluation (incl presentations / due diligence)	19 December 2024 to 13 February 2025
RFP Report approved to select preferred Respondents	13 February 2025
Respondents advised of outcome	17 February 2025
Negotiations and contract execution	
Outcome Agreement negotiations	February to April 2025
Recommendation to appoint successful respondents and execute Outcome Agreements	28 April 2025
Debriefs for Respondents (successful and unsuccessful)	May 2025
Transition and implementation	April to June 2025
Outcome Agreement award notice published on GETS	May 2025
Outcome Agreement start date	1 July 2025

Recommended Action

68. It is recommended that you:

1. **Note** that Whānau Ora is a highly effective government investment which enables central government funding to be invested in whānau and communities.
2. **Note** that the intent of Whānau Ora was established as a public sector model for investing in improved outcomes for whānau, but this has been limited due to lack of coordination at the system level across government.
3. **Note** that the next step for Whānau Ora is for its potential to be realised through increased funding for credible and effective delivery, in alignment with the social investment approach.
4. **Note** that Te Puni Kōkiri is undertaking a procurement process for the expansion of Whānau Ora, which will:

- a. ensure stronger alignment with the social investment approach through improved data sharing arrangements
 - b. allow for responsiveness to changes in the sector, including the complexity of whānau and community needs
 - c. create further opportunities for cross-agency investment that will facilitate the growth of Whānau Ora and drive better outcomes for whānau, including in key government targets and priority areas.
5. **Note** that a refreshed communications and engagement strategy to support engagement with the Minister for Social Investment and Minister of Finance and your other ministerial colleagues has been provided as **Attachment 2**.
 6. **Agree** to forward this briefing to the Minister for Social Investment, the Minister of Finance, the Minister of Health, and Minister for Pacific Peoples.

Yes/No

Paula Rawiri
Hautū, Te Puni Kaupapa | Deputy Secretary, Policy

Hon Tama Potaka
Minita mō Whānau Ora

Date: ____ / ____ / 2024

Attachment 1: Summary of key reports on Whānau Ora

Report	Key findings
How well public organisations are supporting Whānau Ora and whānau-centred approaches. Office of the Auditor General 2023	<p>Investigated the progress Te Puni Kōkiri and other public organisations have made in supporting and implementing Whānau Ora and whānau-centred approaches, more generally. It found that:</p> <ul style="list-style-type: none"> • Some public organisations had taken steps towards supporting and implementing whānau-centred approaches • Much of this work involved trialling small-scale and time-limited initiatives. • Overall, there was no significant shift, or any systematic consideration of where and when whānau-centred approaches would be appropriate. <p><i>Relevant recommendations included:</i></p> <ul style="list-style-type: none"> • Public organisations need to do more to supplement and implement Whānau Ora and whānau centred approaches including addressing barriers created by some public sector approaches • Te Puni Kōkiri need to prioritise improving the measuring and reporting on impacts from Whānau Ora and its contribution to improved whānau outcomes and: <ul style="list-style-type: none"> - Make monitoring, research, and evaluation information on Whānau Ora and whānau-centred approaches more accessible to public organisations and others. - Clarify its mandate to broaden whānau-centred approaches.
A fair chance for all: Breaking the cycle of persistent disadvantage Productivity Commission 2023	<p>While for many, disadvantage does not persist because they get through any temporary period of disadvantage by drawing on their own resources, in the absence of effective support, disadvantage that would otherwise be temporary can persist and compound, trapping people within multiple complex disadvantages. Our public accountability and funding settings do not yet adequately enable and support more trust-based and devolved ways of providing public services and the system often fails to respond to people experiencing multiple challenges at the same time. It recommends:</p> <ul style="list-style-type: none"> • Shifting system settings to support a connected, multi-sector approach to enable the public sector to make more effective progress towards improving the wellbeing of people experiencing persistent disadvantage. • Locally led, whānau-centred and centrally enabled approaches can provide more effective and responsive assistance to individuals, families, and whānau experiencing persistent disadvantage. • Such approaches that do exist are typically under-resourced/struggle to meet the level of need and aspirations within communities • The range of existing whānau-centred approaches to improve wellbeing and devolve direction setting and decision making to local communities, and efforts across government are piecemeal, not fully coordinated and lack long-term funding arrangements, which limits their potential effectiveness.
Let it go: Devolving power and resources to improve lives NZIER public discussion paper 2023	<p>The discussion paper focuses on the group experiencing the most severe and enduring disadvantage. NZIER's best estimate is that the group might number around 15,000 people. The New Zealand social assistance system does not meet their needs. Devolution is not a system based on contracts which fund organisations to undertake the activities the Crown has decided should be provided. Under a devolved system, power over what to do, when, how and even why rests with the people experiencing disadvantage and the organisations helping them build a better life.) It recommends that government should introduce a deliberate strategy of using a people-centred, devolved approach to address persistent disadvantage.</p>

Tipu Mātoro ki te Ao Independent Whānau Ora Review Panel 2018	<p>This review commissioned by the Minister for Whānau Ora found that Whānau Ora creates positive change for whānau and creates the conditions for that change to be sustainable. Aggregated together all the findings of the report provide a strong case for further policy exploration into the extent and sustainability of change reported by whānau and the efficacy of the whānau centred approach. The most compelling finding is the affirmation of the Whānau Ora approach as an approach that works.</p> <p>Two of the findings propose:</p> <ul style="list-style-type: none"> • Exploration of localised commissioning approaches • Strategic governance matters including the needs of Pasifika require more scoping.
Whānau Ora Iwi Leaders Group Report of the Strategic Consultation Hui-a- Iwi 2016	<p>Reports on 20 strategic consultation hui-a-iwi across New Zealand in June 2016 to gain insight and understanding of the current realities of Whānau Ora experiences and the gauge the progress of Whānau Ora. The WOILG distinguished between Whānau Ora contributions (services, programmes, interventions and infrastructure that whānau access from time to time to achieve their life goals) and Whānau Ora investments that enable whānau to plan, lead and implement their own goals according to their priorities. There were concerns that Whānau Ora was not filtering down to the regions and is trending towards the vulnerable; about under resourcing and about government taking over Whānau Ora and need for iwi support. Iwi were confident that Whānau Ora made a difference to whānau lives but there was need for greater data. Iwi were concerned about the limited spread of Whānau Ora. As a result, WOILG as the Treaty Partner involved in the governance of Whānau Ora felt able to reprioritise their focus and priorities.</p>
More effective social services Productivity Commission 2015	<p>Investigators identified four different categories of New Zealanders who accessed social services. Most New Zealanders (those in quadrants A and B) can navigate the system to access the social services that they require reasonably well. They may however choose to access services that employ a whānau-centred approach. The report found that the system badly lets down those in society with complex needs that span across the silos, and who lack the capacity to extract what they need for support and to help turn their lives around (particularly those in quadrants C and D). The Commission saw much potential to improve the social services system by greater and smarter use of devolution, particularly for clients in quadrant C and D. The report discusses different system architecture for the provision of social services. Whānau Ora was found to be particularly effective for those in Quadrant C (people with complex needs who have capacity to access services for themselves) and Quadrant D (those with complex needs who require assistance to access services).</p>
Whānau Ora: The first four years Case study of Whānau Ora Office of the Auditor General 2015	<p>Focused on the first phase of the whānau-centred initiatives 2010/11 and 2013/4 looking at how they have been carried out, how they were funded and the amount of funding available and spent. The OAG focused on Whānau Ora as it was an example of innovation and new thinking in service delivery. The report focuses on the delivery of whānau-centred initiatives through provider collectives. The focus of the first four years was on building provider capability so that providers would become more focused on whānau. Services were funded through integrated contracts. The first four years were delivered under the governance of Te Puni Kōkiri, supported by the Ministry of Social Development and the Ministry of Health and Te Puni Kōkiri. The OAG found that Whānau Ora has been a success for many families who now had a plan to improve their lives.</p>
Whānau Ora Working Group 2012 that recommended commissioning agencies – Dr Wira Gardiner	<p>The second phase of Whānau Ora resulted from a plan to work towards setting up a standalone commissioning agency. The Whānau Ora Working Party chaired by Dr Wira Gardiner recommended three commissioning agencies with three-year contracts that Te Puni Kōkiri could extend to five years in total. The report sets out the rationale and recommendations for the establishment of the three current Whānau Ora commissioning agencies, including funding and governance.</p>



Te Puni Kōkiri
MINISTRY OF MĀORI DEVELOPMENT

Te Kāwanatanga o Aotearoa

Whānau Ora Expansion

Communications and Engagement Plan- October 2024



Context and Background (1/4)

Whānau Ora

- Whānau Ora is a devolved commissioning model that is the government's flagship example of whānau-centred delivery. It is locally led and enabled by government. Whānau Ora services are accessible to all New Zealanders.
- In 2014, government established outcome agreements for commissioning Whānau Ora outcomes with three agencies: Te Pou Matakana, Te Pūtahitanga o Te Waipounamu, and Pasifika Futures. Agreements with the three Whānau Ora Commissioning Agencies were extended in 2017, and again in 2020.
- The agreements expired on 30 June 2024. All three agencies have now signed a one-year extension until 30 June 2025.

Achievements and Future Opportunity

- Whānau Ora has, over the last decade, achieved positive results for whānau in need.
- It is because of these positive outcomes, which were externally verified and publicly demonstrated during the COVID pandemic, that Whānau Ora became a government exemplar of devolved whānau-centred services; supported by government, but locally led from within communities.
- Whānau Ora future success is now constrained by its budget. To successfully build on its achievements and extend its use to better serve more people, it must be strengthened to access future social investment funding.
- Work is underway to improve its evidence base, demonstrate its impact and ability to support government targets.

Context and Background (2/4)

Aligning Whānau Ora to Social Investment

- The priority for the Whānau Ora portfolio is to enable the adoption of Whānau Ora as a public service model for improving outcomes for New Zealanders with distinct needs, a key element of this is consideration of how Whānau Ora and Social Investment complement one another.
- Alongside the Minister for Whānau Ora, Te Puni Kōkiri has developed a programme of work to reset Whānau Ora commissioning.
- At the end of August 2024, the Minister for Whānau Ora directed Te Puni Kōkiri to re-commence procurement processes for Whānau Ora commissioning services post 30 June 2025. The procurement process provides an opportunity to advance Whānau Ora and align it with the Social Investment approach.

9(2)(g)(i)

Context and Background (3/4)

9(2)(g)(i)

Proactively released

Context and Background (4/4)

Public Responses

- Public responses to the Whānau Ora procurement messaging may consist of a range of perspectives from various stakeholders, including Māori communities, politicians, Whānau Ora Commissioning Agencies and providers, and the general public.

Key themes in those responses could include the following:

- Impact on existing Whānau Ora Commissioning Agencies (WOCA's):** There are concerns from WOCA's that changes in the model will result in decreased funding. This could either constrain their ability to deliver services, depending on how funding is distributed. They may need to review their service delivery models and offerings.
- Political Debate:** The changes to the Whānau Ora model will become a point of political debate, with different parties expressing varying levels of support or opposition. This could lead to discussions about the role of government in Māori health and social services, and how best to balance oversight with autonomy.
- Community Engagement:** Public responses highlight the importance of community engagement in any changes to the Whānau Ora model.
- Media Coverage:** Media coverage of the changes will play a significant role in shaping public opinion. Reports often highlight both positive outcomes associated with the Whānau Ora approach and the challenges faced by agencies, contributing to a nuanced public discourse.

Purpose and Objectives



Purpose and Objectives (1/2)

Purpose of the Communications Plan

- The purpose of this communications plan is to promote awareness and understanding of the Whānau Ora Commissioning Procurement process, manage key messages, identify key Stakeholders, risks, and communicate effectively to both internal and external parties.
- The plan will ensure that messages are clear, consistent, and aligned with the strategic objectives of Te Puni Kōkiri and the direction of the Minister for Whānau Ora.

Objectives

The objectives of this communications plan include the following:

- **Inform the Public:** Provide accurate and timely information to keep the public aware of Te Puni Kōkiri activities, policies, and services.
- **Build Trust:** Establish and maintain public confidence in Te Puni Kōkiri by promoting transparency and accountability.

Purpose and Objectives (2/2)

- **Facilitate Engagement:** Work with iwi, hapū, whānau and key stakeholders to ensure that communications are relevant and resonate with communities.
- **Holistic Approach:** Recognise the interconnectedness of social, cultural, environmental, and economic factors in Māori communities. Tailor messages accordingly.
- **Targeted Messaging:** Develop messages that address specific needs, concerns, and interests of communities.
- **Coordinate Messaging:** Align communication across the Minister's office and public service agencies to present a unified message and avoid confusion.
- **Promote Policies and Initiatives:** Raise awareness and understanding of Te Puni Kōkiri policies, programmes, and initiatives to encourage public support.
- **Enhance Accessibility:** Ensure that information utilises communication channels that are preferred by Māori communities, including face-to-face meetings, community gatherings, social media and local media.
- **Monitor Public Sentiment:** Track public perceptions and attitudes toward Te Puni Kōkiri actions, policies and programmes to inform future communications and decision-making.

Key Messages

Proactively released



Key Messages

Core Message: We know that Whānau Ora works.

Minister for Whānau Ora

- We know that Whānau Ora works. This needs to be said upfront.
- If I take you back to 2010, the foundation of Whānau Ora was built on the wisdom and foresight of the Māori Party and the National led Government of the time.
- From the beginning Whānau Ora was about providing a holistic approach to well-being. Importantly it designed a service model to address the complex needs in our communities. Our support of this model and approach remains unchanged.
- Because we know the foundations of Whānau Ora and that it works, we've decided to continue building on the Whānau Ora Commissioning model, which has successfully delivered for New Zealanders over the past decade.

Minister for Whānau Ora (cont.)

- We're focusing now on stronger investment in our communities. Whānau Ora is an example of whānau-centred, locally led, government enabled service delivery. This aligns with our priorities to further devolve services to communities.
- The procurement of Whānau Ora Commissioning services better positions Whānau Ora to align with Social Investment. It is timely for government to fulfil duties of public accountability and open tendering. We are expanding and evolving.
- The procurement scope is for general Whānau Ora commissioning. We acknowledge that the uncertainty and changes introduced in the new contracts may impact on government's other Whānau Ora pilots and initiatives too. We are communicating with the sector, offering regular information to all, as the procurement process progresses.
- We have a wealth of talent across New Zealand in social service delivery and we are looking forward to existing and potential new Commissioning Agencies responding to the Procurement opportunity.

Key Messages

General

- We're strengthening the investment in New Zealand's families by improving data reporting and outcomes.
- We've decided to continue building on the Commissioning model, which has successfully delivered for New Zealanders over the past decade.
- We want to secure the future of Whānau Ora.
- Whānau Ora is a strong example of whānau-centred, locally led, government enabled service delivery.
- From the beginning, Whānau Ora was about providing a holistic approach to wellbeing. Importantly it designed a service model to address the complex needs in our communities.
- The seven elements of Whānau Ora, as articulated in the Whānau Ora Outcomes Framework of 2010, are fundamentals and will remain unchanged.
- We are expanding and evolving. The procurement of Whānau Ora Commissioning services better positions Whānau Ora to align with Social Investment and supports the movement of more 'frontline' services for communities.

Key Messages

General (cont.)

- We are expanding and evolving. The procurement of Whānau Ora Commissioning services better positions Whānau Ora to align with Social Investment and supports the movement of more 'frontline' services for communities.
- The current commissioning arrangements have been in place for 10 years without retesting the market. In that time the social sector, and the landscape across iwi, Māori communities and Aotearoa more broadly has changed significantly.
- It is timely to create the opportunity for a range of organisations to provide general Whānau Ora commissioning services. MBIE recommends that it is good procurement practice, to tender for service and to re-test the market every 3-5 years.
- This is a significant opportunity to draw on the strengths of communities to deliver innovative and sustainable solutions that work for whānau.
- Other aims from re-setting the contractual model with commissioning agencies include the ability to shift resource to the 'frontline', specifically working with providers to increase the number of navigators, whilst refocusing commissioning agencies' roles to focus on core commissioning services.

Key Messages

Government

- Te Puni Kōkiri has been working with the Social Investment Agency to identify how we can better measure the success of Whānau Ora commissioning by demonstrating the impact of Whānau Ora services on whānau through enhanced measurement and reporting.
- We will be working to enhance how we measure and report on the impact for whānau, so we can better articulate the social return on this investment for all New Zealanders.
- The procurement process is an operational matter led by Te Puni Kōkiri.
- Te Puni Kōkiri is working closely with officials from the Social Investment Agency to ensure that from 1 July 2025, Whānau Ora will be well positioned to be considered for future government investment.

Key Messages

Commissioning

- Te Puni Kōkiri is undertaking a competitive procurement process to identify, select and engage Commissioning Agencies for Whānau Ora. Te Puni Kōkiri is looking across Aotearoa New Zealand for Commissioning Agencies interested in commissioning to deliver improved outcomes for whānau in their region.
- The procurement of Whānau Ora Commissioning services better positions Whānau Ora to align with Social Investment. It is timely for government to fulfil duties of public accountability and open tendering.
- From the beginning Whānau Ora was about providing a holistic approach to well-being. Importantly it designed a service model to address the complex needs in our communities. Our support of that approach remains unchanged.
- The seven elements of Whānau Ora, as articulated in the Whānau Ora Outcomes Framework, are fundamental and will remain unchanged.

Key Messages

The Whānau Ora Framework (estb. 2010)

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
5. Economically secure and successfully involved in wealth creation
6. Cohesive, resilient and nurturing
7. Responsible stewards of their natural and living environments

Procurement Process

- An Advance Notification was issued on the Government Electronic Tender service (GETS) on 13 September.
- **Stage 1** - is a Registrations of Interest (ROI) whereby interested entities can register their interest and provide an outline of their capability and experience. An ROI was published on Friday 04 October.
- At the conclusion of the ROI stage (ROI closes 23 October 2024), a shortlisted respondents may be invited to submit written responses to a closed Request for Proposals (RFP). A 'closed' RFP means this stage will only be available to those identified through the ROI process.

Procurement Process (cont.)

- **Stage 2** - is the issuing of an RFP to shortlisted respondents. The RFP will set out further detail on the opportunity and requirements of future Whānau Ora commissioning services.
- New contracts will be in place for 1 July 2025. Continuity of service during the transition phase is a key priority for Te Puni Kōkiri. Ensuring business-readiness will enable smooth transition.
- The outcome of the procurement process is not pre-determined and existing Whānau Ora Commissioning Agencies and others interested in the Whānau Ora Commissioning opportunity will all be encouraged to express interest.

Communications and Media Lines (3/3)

For who, purpose	Key Messages	When
Initial High-Level messages for Minister to refer procurement enquiries back to TPK (as an operational matter)	<ul style="list-style-type: none"> • We know that Whānau Ora works. • Whānau Ora is a strong example of whānau-centred, locally led, government enabled service delivery. • We will be looking across Aotearoa New Zealand for those entities interested in commissioning better outcomes for whānau in their rohe. • All information on the open procurement process for Whanau Ora commissioning is at the Government's Electronic Tendering Service (GETS). • The Te Puni Kōkiri contact address for procurement related queries is RFP-WhanauOra@tpk.govt.nz 	Initial High-Level messages for Minister to refer procurement enquiries back to TPK (as an operational matter)

Key Stakeholders

Proactively released

Key Stakeholders: External

Below is the key stakeholders for this communications plan:

External

- Minister Potaka (Minister Whanau Ora / Minister Maori Development)
- Existing Whānau Ora Commissioning Agencies (Te Pou Matakana, Te Putahitanga o te Waipounamu and Pasifika Futures) and their providers
- Other WOCAs contracted to Te Puni Kōkiri (e.g. Localised Commissioning Entities)
- Other Whānau Ora suppliers directly contracted to Te Puni Kōkiri (e.g. Paiheretia Whānau Ora initiative)
- National Iwi Chairs Forum
- ACC
- Ara Poutama Aotearoa
- Te Puna Aonui
- Oranga Tamariki
- Social Sector Deputy Chief Executives
- Social Sector Chief Executives
- Media commentators
- Whānau (who receive support from Whānau Ora)

Key Stakeholders: Internal

Below is the key stakeholders for this communications plan:

Internal

- Te Puni Kōkiri Regional Directors and Regional SME representatives (regional contact points for stakeholders)
- Te Puni Kōkiri Whānau Ora Operations (front facing contract managers for existing Commissioning Agencies)
- Whānau Ora governance committee
- Te Puni Kōkiri Communications Team

How we engage and communicate, how we sound.

Engagement Principles

The principles guide the drivers and behaviours for all engagement. They are underpinned by Te Ao Māori as a reflection of the kaupapa, our stakeholders and how we can keep them and ourselves culturally safe.

- **Whanaungatanga:** Build, maintain and value relationships.
- **Mana-enhancing:** Uphold the mana of those that whakapapa Whānau Ora, past and present.
- **Manaakitanga:** Respect, generosity, care for people and their experiences. Whānau experiences come first.
- **Whakarongo:** Engage to achieve understanding.
- **Kaitiakitanga:** Protect and value what has been achieved and what is possible for the future.

Our engagement style reflects what will help us deliver our messages and enhance how we work as a team

- **Kaupapa Māori:** Approach is inherent and consistently referenced. We reflect often on the principles.
- **Open and fair:** To match the open procurement process and approach.
- **Proactive:** We're not reactive to challenges rather proactive to whānau, public, procurement and media inquiries or feedback. We share as much information as we can, as soon as we can.
- **No surprises:** We coordinate our engagement and share insights and reflections with each other.
- **Positive reframing:** Every challenge is an opportunity. We recognise the work done to date and the successes so far

Engagement tone

Our engagement tone describes how we will present ourselves and deliver our messages

- **Fact based :** At this stage of the project, we are going through a process. It includes exploration, design and consideration of what might be possible. We will clearly articulate the process and where we are at. We won't make assumptions about the future. Information shared will be at a level suitable for the intended audience.
- **Clarity and distinction:** We will be clear in ensuring that our messaging makes the distinction between the Whānau Ora kaupapa (approach) and Whānau Ora commissioning. We will avoid conflating these.
- **Quiet optimism :** We will be positive about the opportunity but avoid over selling. We will avoid emotive language that might over promise. This may come later in the project when the scale and nature of the future becomes more certain.
- **Non-government speak :** We will use plain language English / Te Reo Māori. We will avoid government terminology that we use to explain things amongst ourselves unless we are conversing with other government audiences.
- **Enduring change / multi-generational:** We will avoid over representing government-of-the-day policy settings – it is part of why we are doing things now but not entirely. Awareness of our environment. Our purpose as TPK and aligned to the organisational values.

Whānau Ora Expansion | Preparing for Engagement

Early engagement allows opportunity to clarify issues, support communications with the target audience and ensure potential responders are informed and able to mobilise. The activities below details the mahi that Operations feel is required before engagements can commence, noting it's important to the kaupapa and the people we serve that this process is considered, well thought out and planned.

Preparing for engagement		Comms released
Preparation of engagement	Pre-Engagement Activities	Comms Schedule (including who and how).
	<p>Desk top Review</p> <ul style="list-style-type: none"> Conduct a full desktop review of potential providers, Iwi, hapū, agencies who may be interested in putting through a submission. This includes the 3 Commissioning Agencies, Paiheretia te Muka Tāngata providers, Localised Commissioning entities and other known Whānau Ora providers <p>Outcome: To have list of potential and known responders including contact details</p> <p>Dependency: Confirmed scope of RFP requirements to support the identification of the target audience is eg: Established Commissioning entitles vs smaller scale business.</p>	<p>Communications package</p> <ul style="list-style-type: none"> Develop a full suite of communications to catered to all audiences including internal kaimahi comms and external facing comms and the method of delivery. The suite will include (but not limited to) ongoing scheduled Online comms (website, social media spaces, email), FAQs, Q&A session power point presentations including talking points and detailed comms schedule. Create of an email inbox space which is regularly managed to capture all necessary pātai, risks and issues. <p>Outcome: To have a suite of comms that is specific to each audience, that's clear and concise and includes the delivery channel</p> <p>Dependency: RFP Scope is essential as the comms content relies on this. This will also eliminate any unnecessary pātai.</p>
	<p>Potential delivery mechanism:</p> <ul style="list-style-type: none"> ➢ Email/Newsletter ➢ Social media platforms ➢ Online news platforms ➢ Teams' online sessions ➢ Kanohi ki te kanohi sessions ➢ Regional office networks 	<p>Audiences:</p> <ul style="list-style-type: none"> ➢ Current Commissioning Agencies and contract/agreement agencies ➢ Iwi, hapū ➢ Community groups across Aotearoa ➢ Target entities/business who deliver Whānau Ora related services ➢ Regional Directors and kaimahi ➢ National office kaimahi <p>The audience is dependent on scope of RFP and the outcome of the outcome of the desktop review</p>
	<p>Comms and Engagement schedule – Develop a full comms schedule including what, how, who and mechanism for delivery. Ensuring regular comms is planned and released including prompt response to pātai is an essential part of ensuring relationships are respected.</p> <p>Dependency: - Confirming scope of RFP including requirements is essential as this informs the comms.</p>	<p>Comms Package;</p> <ul style="list-style-type: none"> ➢ FAQs ➢ Online comms (Articles, socials, website) ➢ Internal comms prepared to support regional kaimahi with their kōrero to their networks ➢ Early GETS comms (Advance Notice) ➢ Powerpoint presentation for Q&A sessions (online and in person) <p>(This is not a comprehensive list)</p>

How We Work Together

Comms and Engagement Roles and Responsibilities

Each member of the project team have a role to play for comms and engagement.

Workstream	Role / Name	Responsibilities
Project leadership	Sponsor	Uphold comms and engagement principles Manage assigned stakeholder relationships
	SRO	Uphold comms and engagement principles Prioritisation and escalation Manage assigned stakeholder relationships
	Programme Director	Uphold comms and engagement principles and address issues Prioritisation and escalation Manage assigned stakeholder relationships
	Comms and Engagement Lead	Comms and engagement strategy and planning Production of communications collateral for whole project Comms and engagement activity assigned to owners; monitoring all activity Comms and engagement risks and issues management Reporting
	Comms and Media Advisor	Liaison with TPK Media team Media statements Supporting spokespeople Advice and QA of comms and engagement strategy, plans and collateral

Comms and Engagement Roles and Responsibilities

Each member of the project team have a role to play for comms and engagement.

Workstream	Role / Name	Responsibilities
Workstreams	Workstream Leads	Providing, information Socialise and uphold comms and engagement principles with workstream teams Track and update stakeholder engagement registers Escalate risks and issues to comms and engagement lead
	Project Co-Ordinator	Updating processes and registers as required
Project PMO	PMO / Scrum lead	Escalating risks and issues to comms and engagement lead
	Whānau Ora portfolio	Managing Whānau Ora Operations comms, including risks and issues with current agencies
TPK Communications Team		Sharing relevant information with project Peer review communications (as required)
TPK Ministerials	Team	Facilitating project communication with Ministers

Managing Key Risks & Feedback Mechanisms

RISKS AND ISSUES – Comms and Engagement Perspective (1/2)

Risks and Issues- Description	Comms and Engagement Mitigations
Tight Timelines: There is a risk that the timelines are tight as the ministerial papers and procurement process are being run in parallel (thereby little time to reflect changes of direction based on feedback).	Open and fair, proactive engagement style using fact-based tone. We will be clear what we know and what we don't know. We will be clear where we're up to in the project.
False Connections: There is a risk that media and other stakeholders connect the Te Pati Māori investigation to Whānau Ora funding and challenge the appropriateness or timing while an investigation is underway.	Ensure that messaging clearly state that the Whānau Ora Expansion project, is separate and unrelated to the current investigation of Te Pāti Māori.
Limited Engagement: There is a risk that without adequate external engagement, potential future commissioning agencies may not be able to tender and/or potential suppliers may feel disadvantaged as existing Commissioning Agencies are aware that a retender is coming.	Phased approach to ensure key stakeholders (existing and new) are engaged with to the best of our ability within timeframes available.
Public Misunderstanding. The key messages shared by Te Puni Kōkiri may be misinterpreted by the public, leading to confusion or misinformation.	Ensure that messages are straightforward, using simple language to avoid misunderstanding. Focus on key points to enhance clarity.
Loss of Trust: If the public perceives the information as misleading or incomplete, it can erode trust in Te Puni Kōkiri and/or the Minister.	Ensure that all messaging is clear, open and honest. Provide clear explanations for decisions and changes.
Political Backlash: Key messages may provoke criticism from political opposition, interest groups or current Whānau Ora Commissioning Agencies, leading to public and political backlash.	Thoroughly research key stakeholders and the current political landscape. Anticipate reactions and develop clear, considered and concise messaging.

RISKS AND ISSUES – Comms and Engagement Perspective (2/2)

Risks and Issues- Description	Comms and Engagement Mitigations
Official Information Act Requests: Information that was not intended for the broader public will be open to scrutiny. This could also carry reputational risk and lead to political backlash.	Develop a communications plan that involves proactive and strategic communication practices. A communications and engagement plan is currently underway.
Inconsistent Messaging: If Te Puni Kōkiri and/or the Minister issue conflicting statements, this may result in confusion and skepticism.	Establish a unified communication and engagement plan to provide consistent information and reduce confusion. Currently underway.
High Profile People Go To The Media: When public figures go to the media to express their disagreement in decisions made by the Minister or Te Puni Kōkiri, this can affect relationships, programmes and reputations.	Focus on open communication, stakeholder engagement and proactive relationships with public figures.
Data Privacy Concerns: There is a risk that sharing certain key messages might inadvertently expose personal or confidential information, violating privacy laws.	Implement robust security measures when sharing key messages.
Ineffective Reach: The message may not reach all segments of the community, particularly Māori communities, leading to inequitable access to information.	Disseminate information through various platforms (social media, press releases, public meetings, etc.) to reach a broader audience effectively.
Delayed Response: If the stakeholders and communities perceive Te Puni Kōkiri's communication as slow or inadequate during this process, it could lead to frustration.	Maintain a schedule to regularly update key stakeholders and the public with new information to keep them informed and engaged, particularly during ongoing situations.
Over-Communication: Releasing too many messages in a short period can overwhelm the public, causing key information to be overlooked. It is important to consider the sequencing and frequency to releasing comms messages.	Develop a communications plan that outlines the sequencing, frequency and regularity of releasing key messages. A communications and engagement plan is currently underway.

Feedback Mechanisms (1/2)

Feedback mechanisms are essential for evaluating the effectiveness of a government communications plan and ensuring that the public's voice is heard. Here are several feedback mechanisms that can be implemented:

- **Community Feedback:** Establish effective feedback mechanisms that allow communities to voice their opinions, concerns, and suggestions regarding communications, policies, programmes and decisions.
- **Social Media Monitoring:** Utilise social media platforms to monitor public discussions and sentiment. Engaging with comments and messages can provide real-time feedback for communications messaging and planning.
- **Hotlines and Call Centres:** Establish dedicated hotlines or call centres where the public or stakeholders can voice their feedback or seek clarification on key messages, policies and decisions.
- **Email and Online Submissions:** Encourage the public to send emails or use online platforms to share their feedback on communications, policies, initiatives or decisions.
- Continued overleaf....

Feedback Mechanisms (2/2)

- **Media Coverage Analysis:** Analyse media reports and coverage related to Ministers or Te Puni Kōkiri communications to gauge public interpretation and reactions.
- **Community Partnerships:** Collaborate with key stakeholders, community organisations and leaders to gather insights and feedback from diverse groups within the population.
- **Focus Groups:** Conduct focus group discussions with targeted demographics to gain qualitative insights into public perceptions and feedback on specific messages.
- **Public Reporting:** Publish reports or summaries of feedback received and how it has influenced decisions or communications, enhancing transparency.

Glossary

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Glossary of terms

The public sector uses a lot of words! Often using different words to mean the same thing. But to different audiences, they have very different connotations. We won't avoid this. The glossary is designed to help bring some degree of consistency.

Agency or agencies: When referring to a specific government department e.g. Te Puni Kōkiri.

Government: Use where possible instead of 'Central Government' or 'Crown'.

Locally or locally-led: To refer to entities, agencies, iwi or hapū etc who commission or deliver services for defined communities.

Commissioning agency: Respect, generosity, care for people and their experiences. Whānau experiences come first.

Devolution: The transfer of power. In this case, funding allocation, services and prioritisation of need is determined by commissioning agencies.

Evolution: Undertaking a gradual development over time. To be used until we are clearer what the future state could look like. Does not assume 'growth'. For example, we can't say it will reach more whānau or that we will have more funding or more commissioning agencies.

Develop: Create a better way of doing things than the way it is currently being done.

Backpocket Questions and Answers - Whānau Ora Commissioning: Procurement

What role does Whānau Ora play for all whānau in Aotearoa, both Māori and non-Māori, who choose to engage with its services?

- Whānau Ora is a visionary kaupapa — Government-enabled, locally led, and whānau-centred — launched by the National led government nearly 15 years ago.
- It's a holistic approach to facilitating and delivering outcomes through a whānau delivery model focused on the needs of Māori and, actually, all New Zealanders. It's inclusive of Māori and non-Māori.

Why fragment the Whānau Ora network, creating uncertainty for the hundreds of providers and the people they serve, when the current model is a proven success?

- This Government believes in the Whānau Ora kaupapa, hence why we have continued to commit the same budget level for Whānau Ora over the next few years as has been committed in the last year.
- We're also cognisant of the need to ensure that we have value for money in the delivery of better public services.
- It is important to undertake an engagement and procurement process for Whānau Ora, especially in light of the new targets, priorities, and objectives of this Government, and after 10 years of no formal procurement process, we thought it was important.
- Many Whānau Ora providers do not just rely on the allocation through the Whānau Ora allocation under Vote Māori Development but engage in funding from across Government, including Vote Health.

What is the Whānau Ora Procurement Process?

- The procurement process is run by Te Puni Kōkiri and is currently in progress with an advance notice being published on 13 September.
- It is being undertaken in two stages with the aim of having new contracts with Commissioning Agencies will be in place for 1 July 2025:

Stage	Detail	Date
Stage 1: Registrations of Interest (ROI)	A Registrations of Interest was published for interested entities to register their interest and provide an initial outline of their capability and experience. A shortlist of suitably capable and experienced respondents will be invited to submit written responses to a closed Request for Proposals	4 October – 23 October 2024

Stage 2: Request for Proposals (RFP)	The RFP will set out detail around the opportunity and requirements and will be issued to the respondents shortlisted from the ROI.	Mid November – mid December 2024
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How does Whānau Ora intend to apply the needs-based direction from cabinet, given that it is a kaupapa Māori service?

- Whānau Ora has always been inclusive and available to all who might benefit from it.
- Funding for Whānau Ora regional? commissioning services from 1 July 2025 will be targeted to those New Zealanders who need it the most, with funding allocated according to overall population deprivation statistics.
- There will also be a requirement for Whānau Ora commissioning data to be included in the Integrated Data Infrastructure (IDI) hosted by Statistics NZ so that we can better understand the contribution this has made to improving outcomes for and with whānau.

How can you prove that Whānau Ora works?

- As noted in the 2018 Review Tipu Mātoro ki te Ao, Whānau Ora has created positive change for whānau and laid the foundations for positive outcomes to be enduring and sustainable. Multiple reviews since have supported this finding, including the 2023 Auditor General Report into the use of Whānau Ora and whānau-centred approaches across government.
- There is a need to further strengthen the use of data in Whānau Ora commissioning as part of the emerging social investment approach.

How is Whānau Ora being strengthened to better support social investment?

- The new procurement for Whānau Ora commissioning provides an opportunity for an improved more standardised and consistent model of measuring progress. The new contracts will require a strengthened data approach including integration with the IDI to allow independent validation of the effectiveness of Whānau Ora interventions.

Why procure Whānau Ora commissioning services at all? If it works, what is the need for change?

- The current commissioning arrangements have been in place for 10 years. In that time the social sector, and the landscape across iwi, Māori communities and Aotearoa more broadly has changed significantly, particularly with Treaty of Waitangi claims settlements.
- This is a significant opportunity to draw on the wealth of talent across New Zealand in social service delivery and the strengths of communities to deliver innovative and sustainable solutions that work for whānau.

- The new contracts will also better position Whānau Ora to align with Social Investment and the Government's targets, and to support the movement of more services to the 'frontline'.

How will these changes grow government support?

- My priority for the Whānau Ora portfolio is to enable its adoption as a public service model for improving outcomes for all New Zealanders with distinct needs. A key element of this is consideration of how Whānau Ora and Social investment complement one another.
- Key shifts being sought through the procurement process include improved data, results measurement and reporting. We want to build a stronger understanding of the specific contribution of Whānau Ora to the outcomes whānau are achieving, separately from other factors in the lives of whānau. This will strengthen government's confidence that investment in Whānau Ora will see the results they are seeking.

Should the focus be on mainstream services, not Whānau Ora?

- We know Whānau Ora works. The Whānau Ora model is delivering to hard-to-reach communities that mainstream agencies struggle to reach.
- From the beginning, Whānau Ora was about providing a holistic approach to achieving outcomes. Importantly, it designed a service model to address the complex needs in our communities. We've decided to continue building on the Commissioning model, which has successfully delivered for New Zealanders over the past decade.
- Alongside this, we absolutely need to focus on ensuring mainstream services are more effective so that Whānau Ora isn't limited to being the 'ambulance at the bottom of the cliff' when mainstream services fail whānau. Our social investment approach will drive these shifts.

Why are four Commissioning Agencies better than three?

- We have increased the number of commissioning agencies to provide the opportunity to target investment towards whānau with the highest needs and geographically isolated communities with less access to services and support.
- Based on population and deprivation data, the whānau with highest needs are primarily located in Te Ika-a-Māui.

What certainty are you providing Pasifika providers?

- The Whānau Ora Commissioning procurement includes one national service focussed on delivery methodologies that can deliver for Pacific peoples across Aotearoa New Zealand.

If Whānau Ora is for all New Zealanders and about targeting need, why will one of the commissioning agencies be for Pacific peoples?

- The Whānau Ora approach resonates strongly with Pacific families. This is why, in 2014, a Pacific commissioning agency was established. Nevertheless,

families from all backgrounds are able to access Whānau Ora supports and services through the current Pacific commissioning agency (Pasifika Futures).

Has the Minister engaged with Iwi and Māori leaders regarding the procurement of Whānau Ora commissioning agencies?

- My officials have been in discussions with a number of iwi and Māori organisations who have an interest in Whānau Ora commissioning.

How does specifying the type of services to be provided align with a whānau driven, locally led approach?

- Navigators are based in local communities and are well placed to support local needs and aspirations.

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Talking points – Whānau Ora procurement

Background

- The foundation of Whānau Ora was built on the wisdom and foresight of the Māori Party and the National led Government of the time.
- From the beginning, Whānau Ora was about providing a holistic approach to well-being. Importantly it designed a model to address the complex needs in our communities, led by communities themselves. Our support of this model and approach remains unchanged.
- Whānau Ora contributes to outcomes across a range of portfolios. The Whānau Ora Outcomes Framework was developed by Māori and Government and aligned with the 10 Better Public Services targets of the National Government in 2012.
- Because we know Whānau Ora works, we've decided to continue building on the Whānau Ora Commissioning model, which has successfully delivered for New Zealanders over the past decade. This aligns with our priorities to further devolve services to communities.
- I believe Whānau Ora can make a significant contribution to a range of Government targets and priorities, if we get the settings right now to enable this.

Key achievements

- Since Whānau Ora was first introduced by the National-led Government in 2010, it has become a highly trusted and effective part of the social sector landscape, supporting thousands of whānau and families to set and achieve their own goals and aspirations.
- In addition, it has been able to deeply connect with communities to provide wraparound support in times of crisis, on relatively little funding.
- Since the inception of the three Whānau Ora commissioning agencies in 2014, they have consistently grown their engagement with whānau across Aotearoa to achieve wellbeing outcomes and create positive change in their lives.
- Beginning with 8,269 whānau in 2014/15, the three commissioning agencies are now engaging with 37,022 whānau in 2023/24.
- This year, Whānau Ora commissioning agencies and provider networks supported participating whānau to achieve a total of 79,277 outcomes across health, education, employment, housing and more. Key highlights include:
 - 49% of whānau supported by Te Pou Matakana navigators achieved their budgeting or financial literacy goals;
 - 58% of whānau supported by Te Pou Matakana navigators achieved their physical health goals;
 - 84% of whānau supported by Te Pūtahitanga o te Waipounamu navigators are better able to provide a stable home environment;
 - 53% of whānau supported by Pasifika Futures navigators have become smokefree; and
 - 82% of whānau supported by Pasifika Futures navigators have reduced their debt by five percent or more.
- Whānau Ora has national coverage and unique agility, removing bureaucracy to quickly pivot resources to deliver on urgent government objectives. This is

particularly evident in Whānau Ora responses to crises such as COVID-19, natural disasters, and more recent extreme weather events.

- Throughout COVID-19:
 - Over 1,000,000 vaccinations were administered;
 - Over 1,000,000 tests were administered; and
 - Over 1,200,000 support packages were delivered.
- These activities made a significant contribution to the outcomes for whānau Māori, supporting lifting first dose vaccination rates from 43% to 91% for Māori.
- Following the devastation of the Auckland Floods and Cyclone Gabrielle, Whānau Ora redeployed over 620 workers (including navigators, health professionals and other operational back-office staff) into affected areas to aid recovery efforts supporting over 28,000 people.

Rationale for procurement

- This Government believes in the Whānau Ora kaupapa, hence why we have continued to commit the same budget level for Whānau Ora over the next few years as has been committed in the last year.
- But we're also cognisant of the need to ensure that we have value for money in the delivery of better public services.
- The current commissioning arrangements have been in place for 10 years. In that time the social sector, and the landscape across iwi, Māori communities and Aotearoa more broadly has changed significantly, particularly with Treaty of Waitangi claims settlements.
- This is a significant opportunity to draw on the wealth of talent across New Zealand in social service delivery and the strengths of communities to deliver innovative and sustainable solutions that work for whānau.
- Through the new contracts with commissioning agencies, we will also be able to:
 - drive targeted commissioning of key outcomes, including Government targets and priorities; and
 - strengthen the use of data, including better utilising the Integrated Data Infrastructure or IDI.

Process for procurement

- Te Puni Kōkiri has begun a process to procure Whānau Ora commissioning services. Commissioning services are being sought across the country, divided into four regions.
- Te Puni Kōkiri will be looking across Aotearoa New Zealand for those entities interested in commissioning better outcomes for whānau in their rohe.
- All information on the open procurement process for Whānau Ora commissioning is at the Government's Electronic Tendering Service (GETS).
- Key steps include:
 - A Registration of Interest process, open to anyone (currently underway);
 - A Request for Proposals process for shortlisted candidates from November – December 2024;
 - Decisions on preferred commissioning agencies from January 2025;

Attachment 4

- New contracts in place from March 2025; and
- New contracts start from 1 July 2025.

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