



Briefing to the incoming Government

Social Sector Forum



**SOCIAL
SECTOR
FORUM**

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INTRODUCTION

This briefing is on behalf of the Social Sector Forum of Chief Executives of the Ministries of Social Development, Health, Education, and Justice, and the Department of Building and Housing.

The briefing reflects our current thinking on how we can work together as a sector to:

- get better results on social issues
- support individuals, families, whānau and communities facing the most complex issues.

We believe our ideas, which we would like to discuss with the Government, offer:

- the ability to direct collective investment and action to where it will have the biggest impact – potentially starting with vulnerable preschoolers, young people and their families or whānau
- a more agile social sector – smarter ways of sharing resources, responsibilities and information that could give Ministers greater choice in how they work with social agencies and non-government organisations (NGOs), and increase the effectiveness of support for people with multiple issues
- a pathway for making the changes needed to more effectively target results – using existing momentum to improve our information-sharing, research and evaluation, and funding and contracting arrangements.

Putting the focus where we can have the biggest impact

Not all issues call for cross-agency focus or action. It is important that we target our collective effort where it will have the greatest impact. We believe that right now this means working together as a sector focusing on New Zealanders most at risk of poor social outcomes. It means tackling complex issues before they escalate or become entrenched. Addressing risks early in life, or early in the life of the problem, increases the chances of better results later on, whereas delaying is often more costly and less likely to succeed.

Every person and family faces their own unique combination of life circumstances, but some situations are more complex than others. Vulnerable people or families may lack the education or skills they need, have trouble finding employment or appropriate housing, and be experiencing poor physical or mental health. They might have a criminal history or have been incarcerated. Any one of these issues can hold people back, but when combined they can add up to make life even harder. We know that families and whānau facing multiple issues are far more likely to have poor outcomes in life.

The preschool and adolescent years offer unique opportunities for the social sector to work together to positively influence the life course of vulnerable New Zealanders. The Government already invests a lot, through individual agencies, to improve outcomes for all young children and adolescents. However we know that no single government agency can provide the full mix of support that will make a difference to the preschoolers and young people, and their families, who are most at risk.

We believe that the Government's investment could be more effective if we take an integrated approach to the design, purchase and delivery of services, making sure that those most in need do not fall through the gaps. It means working smarter together as government agencies and with communities, NGOs, iwi and private sector organisations.

Agreeing a tangible, easily understood set of shared results could support this joined-up approach. A collective focus does not mean that action is not needed in other ways or through individual agencies. However, we think that sharing results would help to drive joined-up work.

Other activities currently under way, such as the Green and White Papers on Vulnerable Children, welfare reform and the Department of the Prime Minister and Cabinet's work on youth mental health, will also highlight significant areas for action. Therefore, the results areas we are suggesting could change as more information and evidence emerge. What is important is that we believe that as a sector we need to explore ways to work together to provide services for preschoolers, young people and families where good results are uncertain. This includes acknowledging that for Māori and Pacific groups more progress needs to be made across agencies.

Our ideas for creating a more agile social sector

Closer integration, sharing results and tackling problems early sounds simple, but we know that it isn't. We think that getting there means working differently from the way we have to date.

We have a number of ideas for how this could be achieved. These ideas will require further discussion and will, if they are of interest to the Government, involve changes to wider system settings. Our ideas include:

- flexible governance arrangements, including a possible 'departmental joint venture' that brings together resourcing, information, expertise and influence through shared ownership and responsibility for results
- information sharing to support the design and delivery of services
- research and evaluation to better understand what is working
- continued improvement in the way we work with communities, NGOs and other groups, and how we purchase services – taking what we have learnt already to ensure that best practice is shared and applied across the social sector.

We are conscious that activity is planned or under way in some connected areas. However, if Ministers are interested in these ideas, we would welcome the opportunity to discuss them further.

PART

1

Social Sector Forum: a shared focus

WHO WE ARE AND WHAT WE DO

The Social Sector Forum (SSF) is a formal cross-agency vehicle, mandated by and reporting to the Cabinet Social Policy Committee (SOC). It consists of the Chief Executive of the Ministry of Social Development (Chair), the Secretaries of Justice and Education, the Director-General of Health, the Chief Executive of the Department of Building and Housing, and senior officials from the State Services Commission, Treasury and the Department of the Prime Minister and Cabinet.¹ Other Chief Executives are invited to work on relevant initiatives.

As members of the SSF, we work together to:

- share information and best practice to make a bigger difference for the people we work with
- align services and programmes to deliver effective support and value for money
- develop innovative joint initiatives – for example pooling resources from different agencies, linking up services, and trialling new approaches to service delivery
- provide advice on emerging social issues.

The SSF works together to understand and address complex social issues, such as the cycle of benefit dependency or underlying drivers of criminal behaviour and victimisation. We focus on improving outcomes for individuals, families, whānau and communities with multiple and complex problems.

Individually and collectively, we have built on our efforts to tackle critical social issues over the last three years. In particular, the SSF has been responsible for a work programme of cross-sector initiatives focused on effective early intervention and new ways of delivering services to people with multiple issues. Feedback from the frontline is already indicating that we are making a bigger difference by joining up as agencies and with communities.

Further information on the initiatives that the SSF has an interest in is set out in Appendix 1. A summary of social sector expenditure is presented in Appendix 2.

WE WANT TO DO MORE COLLECTIVELY

For most New Zealanders social outcomes are improving ...

As a whole, New Zealand has continued to improve across most social outcome indicators: life expectancy continues to improve, smoking is at its lowest recorded level, and participation in education has improved at all levels (particularly in early childhood education). Our children are staying at school longer and are achieving more. Overall, offending has been declining.

While results are mixed in some areas, New Zealand performs well against most OECD countries.

... but some individuals and families continue to experience significant problems

Some individuals and families continue to experience significant problems and this impacts on the most vulnerable New Zealanders – children and young people.

For example:

- using European Union measures, approximately 20 per cent of New Zealand children (around 200,000 children) live in poverty²
- a survey of about 2,000 New Zealand children aged 9–13 years found that 27 per cent reported witnessing violence against adults³
- for the year ending 30 June 2011, 18,029, or 17.7 per 1,000, children and young people were found by Child, Youth and Family to have suffered emotional abuse, neglect, or physical or sexual abuse
- there are an estimated 20,000 children of prisoners in this country. Parental imprisonment is quite a strong risk factor for both child antisocial behaviour and mental health problems⁴
- a 2008 study carried out for the Centre for Housing Research Aotearoa New Zealand (CHRANZ) estimated that up to 20,000 at-risk young people (aged 12–24 years) are in unsafe and/or insecure housing situations.⁵

Though every family with multiple issues has their own set of circumstances, a number of factors are consistently linked with poor outcomes for children, including health problems, poor education and employment outcomes, and increased rates of criminal activity and incarceration. Housing issues, especially the safety and quality of the home environment, have been shown to affect health and other outcomes for children.⁶ While the presence of one or two factors may not have much impact, families with multiple risks are much more likely to have poor outcomes.

Most pronounced among these families are households that identify themselves as Māori or Pacific. While the social indicators of some Māori and Pacific individuals have improved over recent years, the experience of too large a number of Māori and Pacific households has been poor.

We will not make a lasting difference by tackling problems separately. Issues often interrelate and compound the effect of each other, making them more complex and harder to resolve. Working together as a sector to support families in addressing these issues is an important focus of our work.

However, we think that we could make faster, more substantial progress together if we focus our efforts in some key areas.

GIVING CHILDREN THE BEST START IN LIFE AND HELPING YOUNG PEOPLE TRANSITION SUCCESSFULLY TO ADULTHOOD

Evidence points to the gains that can be made by intervening early in life or early in the life of a problem:

A large body of research has demonstrated that targeted investment in high risk populations through interventional programmes pays social and economic dividends in terms of reduced incarceration, reduced arrest rates, higher employment and higher earning capacity later in life. (Gluckman et al (2011), Improving the Transition, p27).

The work of the Welfare Working Group, and subsequent policy advice, documents the growing costs (both financial and social) of long-term benefit dependency.

We believe that the preschool and adolescent years offer unique opportunities to act collectively to change the life course of vulnerable New Zealanders and to tackle problems early before more costly (and likely less effective) interventions are needed. Improving outcomes for at-risk children and young people has the potential to minimise avoidable future expenditure across the board – in areas such as long-term benefit receipt, secondary health care, second-chance education, and law and order.

A number of factors are associated with poor social and economic outcomes in later life for children. These include hardship, parental substance abuse, poor maternal mental health, poor parenting, exposure to violence, and unsafe or unhealthy living environments.⁷

While the presence of one or two of these factors may have little impact, it is increasingly clear that the children of families who have multiple risk factors are much more likely to have poor outcomes.

The Christchurch Health and Development Study, which has tracked a group of children and young people over time, showed that rates of severe behavioural disturbance were over 100 times more frequent in the most disadvantaged 5 per cent when compared with the least disadvantaged.⁸ Research shows how, in our most vulnerable families, problems interact and compound each other to undermine healthy development. For example:

- children of teenage parents are more likely to be raised in hardship, to go on to poorer educational achievement and lower incomes, and to become teenage parents themselves⁹
- young people from economically and socially disadvantaged backgrounds are more likely to have significant behavioural problems. In turn, these behavioural problems are generally a precursor to serious problems in adulthood, including antisocial behaviour, crime, mental health issues, suicidal behaviours, substance abuse, teenage pregnancy, inter-partner violence, and poor physical health¹⁰

- chronic child abuse and neglect can cause physical, emotional and neurological damage, increasing the risk of educational failure and poor mental health. This in turn can lead to further problems such as substance abuse and youth suicide. Suicide rates have been found to be 15 times higher among young people in contact with Child, Youth and Family than in young people in the wider community¹¹
- young people with Child, Youth and Family youth justice records have a significantly increased likelihood of getting a future Corrections sentence.¹²

Children who are exposed to intimate partner violence are more likely than other children to have behavioural, social and emotional problems. They also experience long-term impacts such as higher rates of adult depression and trauma symptoms and increased tolerance for and use of violence in relationships. In addition, they are at increased risk of child maltreatment.¹³

The transition to adulthood is a time in which serious problems, such as persistent disengagement from school, work or training, early criminal offending, and problem drinking or substance abuse, may become apparent for the first time. Failing to address these problems when they arise can mean significant social and economic costs, for individuals, families and society as a whole.

Five to 10 per cent of children aged 3–17 years have significant behavioural problems.¹⁴ Persistent offenders who begin offending early, generally before they are 14 years of age and often as early as 10 years, are responsible for around 40–60 per cent of youth offending in New Zealand. Persistent offenders are estimated to make up between 15 and 20 per cent of all youth offenders.¹⁵

To make a real impact at these crucial life stages for children and young people from families with multiple issues, we need to work together across agency and portfolio boundaries and with communities, NGOs, iwi and other organisations involved in this area. One agency cannot address these issues on its own. If vulnerable children and young people are to succeed, we must join up to provide seamless support and ensure that they and their families do not fall through the gaps.

Using results to drive collective action

If we are to make genuine moves towards a more integrated way of working, we believe it makes sense that we start by sharing responsibility for a set of results that we all have a role to play in achieving. These would provide a focus for action for all SSF agencies around contributing factors, such as safe, secure and healthy housing, or as direct purchasers or providers of social services like education and training. We believe that by sharing ownership of a number of results and working together to achieve them, including with communities, iwi and private and non-government organisations, we will be more efficient and effective.

We have been working to develop a set of clear, easily understood results for the vulnerable preschool children and at-risk young people on when we need to focus our combined efforts.

These result areas are still under development. They will be further informed by work currently under way for the Government, such as the development of the White Paper on Vulnerable Children and welfare reform, which we are overseeing, the

Youth Package and Youth Pipeline, and the Department of the Prime Minister and Cabinet's work on youth mental health. The Youth Package and the Youth Pipeline will together work to support disengaged young people into education, training and employment. The wider welfare reform programme also includes considerations around the provision of childcare, which will have implications for thinking about families with vulnerable preschoolers.

The initial result areas for further development and discussion we are proposing for preschoolers and young people are as follows:

Our young children are Safe, Achieving and Thriving:

- reducing exposure to violence, abuse or neglect – for example, reduced rates of substantiated child abuse
- increasing engagement and achievement in education – for example, increased participation in quality early childhood education and increased numbers of children achieving National Standards after their first year of school
- increasing the number of children starting school healthy and well – for example, an increased number of children doing well at the B4 School Check.

Our young people are Contributing and Achieving:

- increasing achievement in education – for example, more young people achieve NCEA Level 2
- fewer disengaged young people – for example, no 16- or 17-year-old goes directly onto a 'work-tested' benefit
- fewer young people experiencing poor mental health
- reduced offending and re-offending by children and young people.

We are working to refine our understanding of those most at risk of poor outcomes in these result areas, in particular how different characteristics such as geographic location could influence design and delivery of services.

Further work also needs to be done to determine how the results can be measured, including the identification of potential indicators.

PART

2

Enablers of change

OUR IDEAS FOR WORKING SMARTER AS A SECTOR

People with multiple issues often need support from many different government agencies and non-government providers. In some cases a number of providers will be working with the same individual or family – each focusing on a separate part of the person's or family's circumstances, rather than seeing the effect overall. We know that this can result in fragmented services, making it difficult for vulnerable groups to get all the support they need and potentially reducing the effectiveness of services that are provided.

Working on joint initiatives over the last three years has taught us a lot about the way in which different parts of the social sector work. It has also revealed some barriers to effective collaboration; for example efforts to join up services have often been hampered by such things as differences in agencies' decision-making processes, funding arrangements, information sources, data collection and administrative boundaries.

Over the last three years, several initiatives have aimed to improve this situation by better joining up services at the frontline. However, we increasingly believe that solutions need to go beyond this, to address barriers at the top of the system. Our experience has been that New Zealand's public management system encourages services and professional practices based on single viewpoints rather than shared ones. This view was highlighted in the Green Paper on Vulnerable Children. The Green Paper identified the absence of a common goal or framework to unite child- and family-focused work, despite the number of government and non-government agencies supporting children and families.

A related issue is a lack of common information between agencies and service providers because of privacy restrictions, professional practices and differences in data standards. This is a barrier to creating seamless services, sharing information for policy and planning, and evaluating the effectiveness of support for people and families with multiple issues. Although it is not always appropriate for information to be shared, a better balance could be achieved.

Based on our experiences, we believe that the key enablers of integrated ways of working are:

- sharing ownership and responsibility
- sharing information, at both individual and aggregate levels
- jointly evaluating our work
- working with communities, NGOs (including philanthropic organisations), iwi and private sector organisations.

We have developed some ideas on ways in which this could be achieved. They are still works in progress, but we are keen to discuss them with Ministers and, if you are interested in pursuing them, to work with you further to progress them.

Sharing ownership and responsibility

Leadership by a single agency in consultation with other agencies is often an effective and efficient approach to tackling a problem. However, we think that different arrangements may be needed to support children and families with the most complex issues. These arrangements should enable genuine sharing of responsibility, resources, information and action – not just at the frontline or with non-government groups, but also between agencies at the top of the system.

Cross-agency governance arrangements could be used to join up policy setting, planning, service mix and delivery for specific areas of collective focus. This would allow us to target our investments and design and deliver innovative services. For example, if our collective focus was young families with multiple issues, joining up would create a number of advantages:

- we could form an overall systems view of these young families so that we could focus on the factors that are holding them back
- existing services, programmes and contracts (including cross-agency initiatives) could be reviewed jointly – removing overlaps and duplication, and using economies of scale to invest in programmes and providers that work best
- we could pool resources, including funding, information and expertise
- we would gain a better understanding of the effectiveness of existing cross-agency initiatives
- we could integrate frontline systems for services provided directly by government (such as IT, networked service provision, assessment and referral processes)
- we could use our collective knowledge to design smarter systems, creating better identification and referral pathways and consistency across communication channels, departments, functions and people
- we could test innovative cross-agency workforce models
- combined purchasing power could be used to invest in tools such as data collection and research tools.

Possible approaches to cross-agency governance

We have been exploring how different approaches to cross-agency governance in the social sector could enable a greater focus on shared results. We have been particularly interested in the way private sector joint ventures could be used for a collective purpose, sharing ownership, responsibility and accountability for results.

We have learnt that sharing resources and investment decisions is possible within current public management legislation and convention, but genuine sharing of ownership, responsibility and accountability is far more difficult. We believe that the features of a joint venture could give Ministers (and agencies) the flexibility to truly integrate action on complex issues.

We have begun developing the concept of a *departmental* joint venture (DJV), which would be similar to a joint venture in the private sector. The aim would be to:

- get better results by allowing groups of departments to share decision-making power and accountability for results
- enable smarter use of resources with less complexity, duplication and cost
- give Ministers greater flexibility in working with social sector departments, with more ways to focus resources and action on complex issues.¹⁶

The State Sector Act currently does not allow for this kind of arrangement between public service departments, so amendments would be needed to establish DJVs as a new form of legal entity.

A DJV would mean that departmental chief executives and their departments could have collective accountability and decision-making authorities. Essentially, they could act as a single agency to drive action on areas of common interest, such as better results for at-risk young children. Although the DJV as a legal entity in its own right would be technically accountable to a responsible Minister, in practice participating chief executives and their departments would become *collectively* accountable for results. This approach differs from current arrangements based on collaboration, where chief executives and departments are only accountable for their individual contributions.

We recognise that not all situations involving cross-agency working will require this level of 'hard wiring'. The lead agency approach (which is being tested in the Social Sector Trials) could be useful for bringing together resources on smaller-scale cross-agency initiatives, or testing ideas before committing to hard-wired arrangements. Enhancing the environment and incentives for collaboration and co-ordination within the current system is also a valuable alternative.

Potential resources available to a cross-agency governance structure

To establish a cross-agency governance structure, Ministers and agencies would need to decide which entitlements, services and infrastructure fall under the governance arrangement, and to what extent. This would vary, but would probably include a mix of direct and indirect control of resources as well as influence over resourcing and initiatives outside the immediate scope of activity.

Arrangements that are hard-wired, such as a DJV, would be expected to have direct control over a larger pool of resources. This might mean that portions of widely focused entitlements, programmes and services could be unbundled and directed at at-risk preschoolers or young people and their families.

It would be equally important to agree which functions and services would remain the responsibility of individual agencies. For example, if cross-agency governance arrangements were applied to young children from families with multiple issues, we would expect that:

- Child, Youth and Family would continue to be responsible for the statutory care and management of children removed from their parents or caregivers

- the Ministry of Education would retain responsibility for the network of provision of early childhood education, including number and location, curriculum and teacher training
- the Ministry of Health would continue to be responsible for treating and managing illness and injury.

More work needs to be done to fully understand how any new governance arrangements would work.

This is our initial thinking only

We know that some of these ideas would require very different and innovative ways of working. Change would bring challenges as well as opportunities. For example, the Social Sector Trials are showing how social sector departments can work collectively alongside Crown Entities, including schools and District Health Boards, and with non-government organisations (including private business, such as early childhood education providers and general practices) without requiring structural change. This learning will be valuable as we develop our thinking around how a DJV could work in practice.

More collective ways of working would require a clear mandate from Ministers, as well as ministerial arrangements that support sharing resources and responsibilities. If the Government is interested in pursuing these ideas, we would be keen to develop our thinking with you, taking into account new information and ideas resulting from other relevant activities.

Information sharing and evaluation

Achieving better results for people with multiple issues requires us to design and deliver services with the person or the family 'in the centre'. A lack of information, especially at the system level, makes it difficult to see how, for example, at-risk children and their families are moving through services, how they are tracking over time, and whether services are proving effective.

A key lesson emerging from our cross-agency initiatives is that government agencies and community organisations do not always know when they are working with the same people. Better information sharing would reduce duplication and help us to provide better services to families with multiple issues. Information sharing is also the starting point for developing an investment approach as it supports better assessment, monitoring and evaluation of the impact of particular programmes and services. However, it is important to remain mindful of privacy and safety considerations.

Work is already under way in this area. This year, for example, a new Memorandum of Understanding was developed to share depersonalised information between the justice sector and Child, Youth and Family. Other opportunities will emerge in 2012 that could also be used to address some of these issues. For example, planned amendments to the Privacy Act, if pursued, would enable government agencies to enter into information-sharing agreements with other government and non-government organisations. The Government will also be responding to the Law Commission's Review of the Privacy Act, which included recommendations on sharing personal information between government agencies.

Evaluation

We need to put more effort into evaluating those services we fund or deliver directly – particularly how effective they are at getting better results for individuals and families with multiple issues. Better evaluation would ensure that Ministers have the whole story about services offered.

To start with, we know that there are opportunities for us, individually and collectively, to better evaluate what works in the area of young children. That could help us invest where it will be most effective, avoiding duplicated effort and cost.

Better access to social sector information

We are developing Social Services Mapping, which will make social sector information and data publicly available through a web-based application. This will allow users to integrate and map cross-agency and community-level information.

Public access to social services' funding details, service location, demographics and indicators will help promote accountability for taxpayer spend, inform decision-making and strategy at all levels, and support efficient, effective public service delivery.

Working with communities, NGOs and other organisations

We want to do more to harness the expertise of communities, non-government organisations and private sector organisations that provide social services.

Communities usually know what services and support they need. Many non-government, iwi and private sector organisations are already working alongside government agencies like MSD, schools and DHBs, to help people in their communities to get jobs and skills, and to access health care and support services. Local organisations are often best placed to respond to local needs, to join up services, and to try new things to help people succeed. Many of the cross-agency initiatives introduced over the last three years have drawn on these strengths. In the Social Sector Trials, support from local organisations (including businesses and charities) is contributing to the success of new programmes and services.¹⁷ The Social Housing Reform Programme shows another way in which agencies are working more closely with community organisations, fostering the growth of third-sector providers of social housing.

We need to keep building our partnerships with communities and organisations working with children, young people and their families to ensure that services are delivered in the right place, at the right time. This will mean applying what we are learning from existing cross-agency initiatives, taking care to balance further innovation with avoiding fatiguing communities.

Freeing up service providers to focus on results

The Social Sector Trials tell us that too much of providers' time is spent managing different contracting practices between agencies (such as contract types, terms, payment schedules, scope, reporting requirements and funding rules).

We are developing innovative ways of contracting with non-government service providers for use across the sector. This includes integrated and high trust

contracting, which both offer ways to reduce these compliance costs. However, they will not be the right approach in every case.

To help providers focus on results, rather than ticking boxes, we will refine these tools, identify where they can add most value, and ensure that best practice is shared and applied across the sector. There may also be opportunities to streamline standard contracting arrangements for social services.¹⁸

WORKING WITH YOU

Over the last three years, the Social Sector Forum has evolved from a co-ordinating mechanism to a formalised vehicle, mandated by and reporting to the Cabinet Social Policy Committee, to actively collaborate as a sector on ways to improve outcomes for individuals, families and communities with multiple issues.

We believe that over the next three years we can build on this if we focus our collective effort where it will have the greatest impact – improving outcomes for preschoolers and young people from families with multiple issues.

To do this, we want to use the lessons we have learnt from implementing cross-sector initiatives to work smarter, both with each other and with other funders and providers of social services. This means looking at the way we work, in terms of governance arrangements, information sharing, research and evaluation. It also means harnessing the expertise of communities, NGOs, iwi and businesses.

We would welcome the opportunity to discuss our ideas with you and can provide further briefings on the issues and actions we have raised.

We look forward to working with you.

APPENDIX 1: SIGNIFICANT SOCIAL SECTOR INITIATIVES

Initiatives where SSF has been mandated to oversee development and/or implementation

Trialling New Approaches to Social Sector Change (Social Sector Trials): the pilot of a new approach to delivering social services to youth (12–18 years of age) in six locations around the country. The trials are testing the ability of an appropriately mandated individual or NGO to use cross-agency resources to effect change in a community.

Whānau Ora: offering services and opportunities through social service and health providers to support the aspirations of whānau to become more self-managing and take more responsibility for their economic, cultural and social development. In some services, a Whānau Ora Navigator works with the whānau to broker access to support from agencies and NGOs.

Addressing Drivers of Crime: a cross-agency approach to reducing offending and victimisation that focuses on the issues and social circumstances that contribute to offending, victimisation and re-offending. It involves co-ordinating policy and service delivery across portfolios and improving referral pathways for clients with multiple needs.

Welfare Reform: reforming the welfare system with a focus on moving to an investment approach as an overarching framework for change.

Vulnerable Children's Action Plan: the Government has launched a discussion paper to give people and communities a say on how New Zealand can better protect abused, neglected and disadvantaged children. Public submissions close in February 2012. Once all the submissions have been received and analysed, a White Paper will be released outlining the Vulnerable Children's Action Plan.

Tamaki Transformation Programme: an urban regeneration programme to improve social and economic outcomes and the delivery of government services for residents of Tamaki (East Auckland suburbs). The programme involves partnerships between central and local government and NGOs.

Initiatives where the Social Sector Forum has an interest in the cross-sector implications of the initiative

Privacy Act and Information Sharing: amendments are being made to the Privacy Act 1993 which introduce a new mechanism to share data between government agencies and some NGOs.

Integrated Service Response/Community Link: an integrated cross-agency approach to provide support to individuals and families. Community Link sites provide the platform for the integrated service. Community Link in Courts enables wrap-around services to be provided to victims of family violence and offenders.

New Contracting Models:

Integrated Contracting involves a single, outcomes-focused contract between one provider and more than one government funder.

High Trust Contracting allows for a provider to have a simplified contract and reduced compliance requirements in recognition of the strong funder/provider relationship.

Mapping Social Services and Social Sector Data:

Contract Mapping is a web-based map portal that provides public access to information about government-funded and contracted social services.

Social Services Mapping is a web-based social sector mapping portal that is under development. It builds off the Contract Mapping concept to provide public access to a wide range of social sector data and contextual information.

APPENDIX 2: SOCIAL SECTOR SPENDING 1998–2011

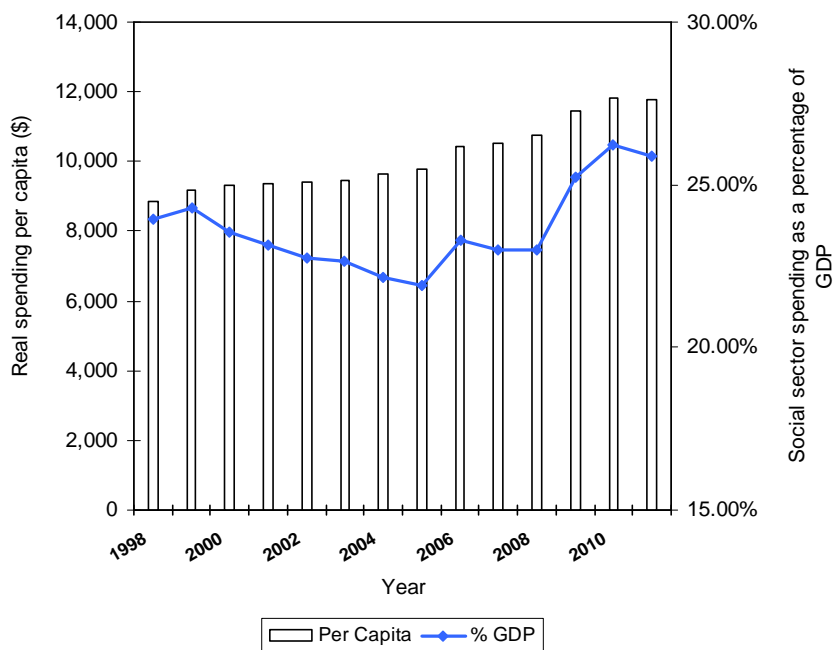
Social sector spending has increased as a proportion of GDP ...

Expenditure through the social sector accounts for 74 per cent of total government spending, with social sector spending for the fiscal year ended June 2011 around \$52 billion. This includes spending on health, education, law and order, housing, New Zealand Superannuation, benefits, and financial assistance for families.

Figure 1 below shows real social sector spending per capita and social sector spending as a percentage of Gross Domestic Product (GDP) from 1998 to 2011. Key points to note are:

- real social sector per capita spending grew by around 33 per cent in the 14 years to 2011
- social sector spending as a percentage of GDP averaged around 24 per cent between 1998 and 2011, ranging from a low of 22 per cent in 2005 to a peak of over 26 per cent in 2010.

Figure 1: Real social sector spending per capita and social sector spending as a percentage of GDP, 1998–2011



... and this reflects the impact of the recession and increased investment in health and education

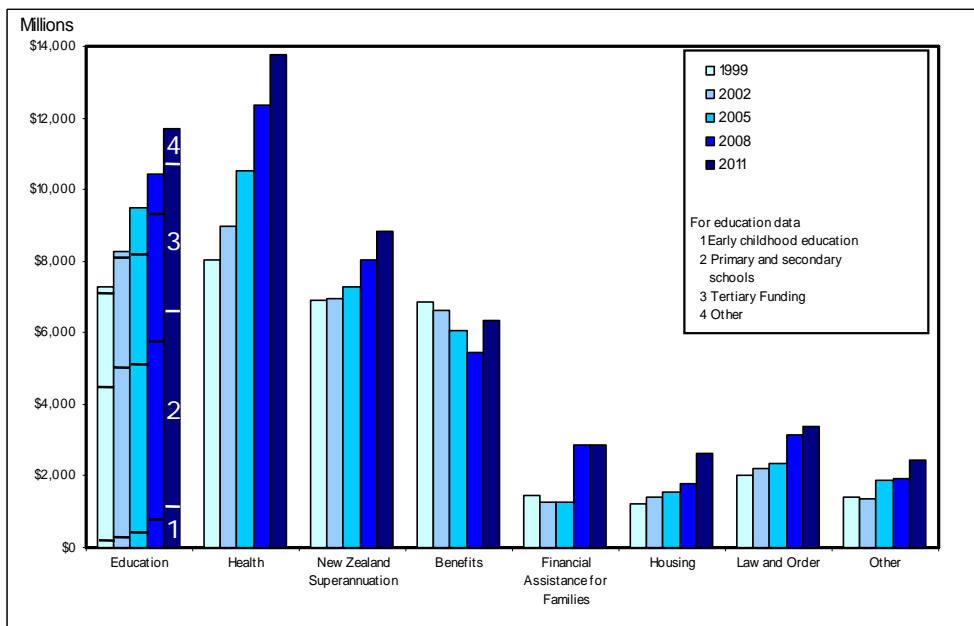
The rate of overall change in social sector spending from 2008 to 2010 increased more quickly than in previous years. This increase was largely due to demand-

driven increases in welfare spending following the economic downturn, and was added to by rapid increases in education and health spending.

Figure 2 below shows real social sector spending, by area of expenditure, from 1999 to 2011. Key points to note are:

- spending increased across all areas of the social sector: benefits had decreased, but saw a sharp demand-driven increase between 2008 and 2011
- the greatest dollar increases have been in health, education, and New Zealand Superannuation: increases have been driven by population growth, wage and other cost growth, and increased spending on the quality, affordability and supply of social services
- growth has continued in remedial services, for example in the area of law and order. Poor outcomes for, and under-achievement by, children and young people will progressively impact on national social and economic wellbeing (eg contact with the justice system undermines employability, which in turn reduces workforce productivity).

Figure 2: Real social sector spending, by area of expenditure¹⁹



ENDNOTES

¹ The Department of Building and Housing joined the SSF in 2011 in recognition of the important contribution stable and quality housing makes to social outcomes.

² Depending on the measure used, estimates range from 16 per cent to 22 per cent. See Perry, B (2011). *Household Incomes in New Zealand: trends in indicators of inequality and hardship 1982 to 2010*. <http://www.msd.govt.nz/about-msd-and-our-work/publications-resources/monitoring/household-incomes/index.html>

³ Carroll-Lind, J, Chapman, J and Raskauskas, J (2011). Children's perceptions of violence: the nature, extent and impact of their experiences. *Social Policy Journal*, 37, 1–13.

⁴ Murray, J, Farrington, D, Sekol, I and Olsen, R F (2009). Effects of parental imprisonment on child antisocial behaviour and mental health: a systematic review. *Campbell Systematic Reviews*, 4.

⁵ CRESA Public Policy and Research (2008). *Access to safe and secure housing for at risk and vulnerable young people*. Prepared for the Centre for Housing Research Aotearoa New Zealand [and Ministry of Youth Development?].

⁶ Australian Housing and Urban Research Institute (2010). *Housing and children's development and well being: a scoping study*. AHURI final report No. 149, July 2010, 10–21.

⁷ Ministry of Social Development (2011). *Vulnerable Children: Numbers and Risk Factors*. Centre for Social Research and Evaluation, June 2011 (unpublished), p4.

⁸ Fergusson, D (1998). The Christchurch Health and Development Study: An Overview and Some Key Findings. *Social Policy Journal of New Zealand*, 10: 154–176.

⁹ Ministry of Social Development (2011). *Vulnerable Children: Numbers and Risk Factors*. Centre for Social Research and Evaluation, June 2011 (unpublished), p7.

¹⁰ Fergusson, D, Boden, J and Hayne, H (2011). Childhood conduct problems. In *Improving the Transition: Reducing Social and Psychological Morbidity During Adolescence: A Report from the Prime Minister's Chief Science Advisor*, May 2011.

¹¹ Beautrais, A, Ellis, P and Smith, D (2001). The risk of suicide among youth in contact with Child, Youth and Family. *Social Work Now*, 19, 8–13.

¹² Ministry of Social Development (2011). *Flow rates from Child, Youth and Family to Corrections - January 2011*. Centre for Social Research and Evaluation, June 2010 (unpublished).

¹³ See for example Carlson, B E (2000). Children exposed to intimate partner violence: Research findings and implications for intervention. *Trauma, Violence, and Abuse*, 1(4), 321–340; Edleson, J L (1999). The overlap between child maltreatment and woman battering. *Violence Against Women*, 5(2), 134–154; Rossman, B B (2001). Longer term effects of children's exposure to domestic violence. In Graham-Bermann, S A and Edleson, J L (Eds.). *Domestic violence in the lives of children: the future of research, intervention, and social policy* (pp 35 to 66). American Psychological Association, Washington, DC.

¹⁴ Fergusson, D, Boden, J and Hayne, H in Gluckman, P. (2011) Towards better use of evidence in policy formation: a discussion paper. Office of the Prime Minister's Science Advisory Committee, Wellington.

¹⁵ See paper presented by Judge Becroft at Commonwealth Law Conference in London in 2005. <http://www.justice.govt.nz/courts/youth/publications-and-media/speeches/trial-and-treatment-of-youth-offenders>

¹⁶ The discussion in this section applies primarily to departments. We are interested in considering how the approach might be extended, to Crown entities providing key services such as education, health and housing, subject to Ministerial interest in the principles of the approach outlined here.

¹⁷ For example, local businesses supplying materials and labour to construct a youth wellness centre at Kawerau College; New World supermarket, Fonterra and Sanitarium supplying food for breakfast clubs in Taumarunui; and the D C Tynan Community Trust in Te Kuiti funding 'cardboard cops' – a youth offending initiative.

¹⁸ This includes work on common terms and conditions and reviewing reporting requirements.

¹⁹ The 'other' category includes funding for care and protection and youth justice work undertaken by Child, Youth and Family.