

Chair  
Cabinet Social Wellbeing Committee

## **PLACE-BASED INITIATIVES – EVALUATION FINDINGS AND LONG TERM FUNDING**

### **Proposal**

- 1 This paper provides an overview of the independent evaluation of the Place-Based Initiatives (PBIs) and reports back on their progress.
- 2 Due to the positive evaluation findings, the paper also seeks Cabinet agreement to:
  - bring the \$5 million per year PBI tagged contingency into the Ministry of Social Development (MSD) baseline, and
  - as part of this, extend core operational funding to the South Auckland Social Wellbeing Board (SASWB) and Manaaki Tairāwhiti for a further two years to 30 June 2022.

### **Executive summary**

- 3 The PBIs are a response to the growing body of evidence that collective approaches are required to address the needs of New Zealand's most at-risk children and families. The Three PBIs were launched in 2016 – the SASWB in South Auckland, Manaaki Tairāwhiti based in Gisborne, and Kāinga Ora in Te Tai Tokerau/Northland which ceased operating in 2019. The PBIs bring together local decision makers and practitioners from social agencies, iwi and NGOs to work with whānau to identify, test, and learn from what works (and what doesn't) in their communities.
- 4 In December 2018, Cabinet extended core funding of the SASWB and Manaaki Tairāwhiti to 30 June 2020 and determined that funding beyond that would be conditional on the findings of an independent evaluation. Funding for Kāinga Ora was discontinued. In October 2019 the PBIs also received the first two years of a four-year funding package from the Joint Venture on Family Violence and Sexual Violence (the Joint Venture).
- 5 The evaluation report completed in December 2019 found that the SASWB and Manaaki Tairāwhiti have continued to make good progress and achieve strong local buy-in. The evaluation found the PBIs to be: enabling collaboration and collective action across government agencies; showing positive service experience and short-term outcomes (without yet being able to quantify longer-term impact) for whānau; identifying and influencing practice and system improvements; and valued by local stakeholders.
- 6 On the basis of these positive findings, I consider that it is now time to confirm the PBI contingency into MSD baseline to simplify and streamline their support from central government. I propose that the SASWB receive \$2.5 million per year and Manaaki Tairāwhiti \$1.05 million per year for the period 1 July 2020 to 30 June 2022. This moderate increase on current funding (\$2.0 million and \$0.866 million respectively) will ensure the PBIs have the capacity to build on their current activities. Specifically, it will allow SASWB to more actively push system/performance improvements back into the operations of key agencies and Manaaki Tairāwhiti to increase its local analytical and evaluation capability. These steps will increase the extent of learnings that can be more widely applied across the social sector.
- 7 Advice on funding arrangements for the PBIs beyond 30 June 2022 will be developed by the end of 2021, drawing further on the evaluation findings and recommendations and the

success framework currently being developed. That advice will include: progress of the SASWB and Manaaki Tairāwhiti, including against criteria established by the success framework; their long-term strategies; funding arrangements for each beyond 30 June 2022, taking into account their capacity to be partially or fully self-sustaining; and any plans to shift funding to support the extension of PBI learnings more broadly.

## Background

- 8 The PBI model developed out of early social investment work exploring how to improve outcomes for at-risk 0-24 year olds. PBIs build on a range of cross-sector programmes to test different ways of working, including Whānau Ora, the earlier Social Sector Trials and the Police-led Whangaia Nga Pa Harakeke (WNPH) family harm triage pilots. The PBIs also responded to the 2015 Productivity Commission report on More Effective Social Services, which recommended a range of ways that social services could more effectively serve those New Zealanders who need them most.
- 9 In April 2016, Cabinet agreed to establish PBIs in three locations: the South Auckland Social Investment Board (renamed in 2018 as the Social Wellbeing Board, SASWB), led by the Minister of State Services; Kāinga Ora in Te Tai Tokerau/Northland, led by the Minister of Education; and Manaaki Tairāwhiti in Gisborne, led by the Minister of Social Development [CAB-16-MIN-0177, CAB-16-MIN-0178 and CAB-16-MIN-0179 refer]. A PBI tagged contingency of \$5.0 million per year was approved in Budget 2016, with two years' funding drawn down to 30 June 2018 [CAB-16-MIN-0186].
- 10 **The SASWB<sup>1</sup>** was initiated by South Auckland-based officials whose insights told them change was needed to how those most in need experience social services. Its independent chair from the outset has been Barrister Sandra Aloffivae. The SASWB's activities have been characterised by a focus on prototyping various collective, early intervention approaches to achieve better outcomes for children aged 0-5 years and their families.
- 11 **Manaaki Tairāwhiti<sup>2</sup>** was invited to be a PBI, having recently been established under the iwi leadership of co-chairs Ronald Nepe and Herewini Te Koha. Manaaki Tairāwhiti consolidated 12 existing governance and advisory groups into a single collective, and its activities have focused on system improvement, in order to work with families to better address their most important problems, and the development of a Manaaki Tairāwhiti 'way of working'.
- 12 **Kāinga Ora** was established to build on the work of the Northland Social Wellbeing Governance Group, an interagency group of local social sector leaders and iwi-mandated representatives. Its focus was supporting local leaders to advance what was already working and partner with communities to improve outcomes for the region's children, young people and their whānau.
- 13 In March 2018, Cabinet agreed to the drawdown of a further six months' funding to 31 December 2018 to allow for consideration of any realignment required to this Government's priorities and for Kāinga Ora to be repurposed [CAB-18-MIN-0119].

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<sup>1</sup> The SASWB Board comprises: Ministry of Social Development, Ministry of Health, Te Puni Kokiri, Ministry of Education, New Zealand Police, Ministry of Pacific Peoples, Ministry of Justice, Department of Corrections, Oranga Tamariki, Housing New Zealand, Auckland Council, and the Accident Compensation Corporation. Counties Manukau District Health Board is the host agency.

<sup>2</sup> The Manaaki Tairāwhiti Governance Group comprises: Te Rūnanganui o Ngāti Porou (co-chair), Te Rūnanga o Tūrangānui-ā-Kiwa (co-chair), Gisborne District Council, Ministry of Social Development, Tairāwhiti District Health Board, Te Puni Kokiri, Ministry of Education, New Zealand Police, Barnados, Tūranga Health, Department of Corrections, Oranga Tamariki, and Housing New Zealand.

- 14 In December 2018, Cabinet agreed to draw down \$3.225 million for the SASWB and \$1.582 million for Manaaki Tairāwhiti for the 18 months from 1 January 2019 to 30 June 2020. This recognised the two PBIs' continued progress and contribution to the Government's wider social wellbeing priorities. It was agreed that further funding decisions would be conditional on an independent evaluation to be commissioned by the Social Wellbeing Agency (SWA). Cabinet also agreed that:
- funding for Kāinga Ora, would be discontinued following implementation of an exit strategy through to 30 June 2019, led by the Ministry of Education as lead agency
  - I would be the lead Minister and MSD the lead agency for the remaining two PBIs
  - the National Support Team (based in the SWA) be disestablished, with support functions still needed to be transferred to MSD as the lead agency. [SWC-18-MIN-0185.]
- 15 In early 2019, the SWA commissioned evaluation specialist *Litmus* to evaluate (i) the place-based approach generally, including the assumptions underpinning the PBIs' establishment and the relative effectiveness of the three approaches taken (including in Northland), and (ii) the impact of local implementation and outcomes in each PBI. Litmus completed its report *Implementation and Emerging Outcomes Evaluation of the Place-Based Initiatives* in December 2019. Litmus is currently undertaking follow-up work with the PBIs to develop a success framework, including success criteria and performance standards for use by current and future PBIs and government – originally due for completion by 30 June 2020, this work will now be completed by September to allow for delays caused by the Covid-19 crisis.

### **The PBIs have made substantial progress during the current funding period**

- 16 The PBIs are testing new ways of working and culturally-responsive approaches that build local capability and decision-making mechanisms. They are taking client-centred approaches to reach a more holistic picture of client need, more joined-up responses, and meaningful early support aimed at improving children's life trajectories and alleviating future demand on services. The PBIs' longer-term objective is to move beyond prototyping services and towards a local service commissioning role. Learnings from the PBIs will be fed into the *Future of Social Sector Commissioning* workstream being led by MSD and Oranga Tamariki as this work progresses. The relevant insights gained by the PBIs as well as practices and innovations they have enacted at a local level will help to inform the Government's work programme to support a more effective and innovative social sector.
- 17 The PBIs established structures, connectedness to community, and trusted cross-agency relationships have allowed them to adapt their operations to address emerging Covid-19 related need. For the SASWB, this revolved around fast-tracking the operation of the combined agency/NGO Hub, which opened in April 2020, and a Multi-Disciplinary Cross-Agency Team (MDCAT) focused on the immediate triage, planning, and collective response for families experiencing family harm. NGOs have established an NGO Coalition (located in the Hub) to work together on triage through to service delivery. This work will inform a collective response in the recovery phase, when a further surge in demand is anticipated. Manaaki Tairāwhiti meanwhile is a strategic partner in the Rau Tipu Ora Tairāwhiti Regional Recovery Plan, and is supporting agency, community and iwi responses for whānau affected by Covid-19.
- 18 The PBIs' structures, current focus of activities and forward strategies are summarised below.

#### *South Auckland Social Wellbeing Board*

- 19 The SASWB continues to apply a whānau-centred early support and prevention approach to improving long-term outcomes for children. Its focus to date has been on five prototype areas: family harm (incorporating the two WNPH triage tables now operating in South Auckland due

to high volume); housing support to reduce transiency and increase social connection; the Start Well initiative providing intensive home visiting in the early years; early childhood settings to support improved outcomes for children and their families; and more responsive mental health and alcohol/drug support.

- 20 The SASWB's approach is based on embedding a collaborative way of working in South Auckland, and drawing evidence, insights and cross-cutting themes from the prototypes to: influence core business improvements; inform system change; and break down organisational barriers and silos.
- 21 A consistent theme across the prototypes is the complexity of underlying stressors for South Auckland families requiring collective agency support. Family harm/violence is a common symptom for families experiencing multiple stressors and a sensitive indicator of poor long-term outcomes. Supporting families to address these stressors requires an integrated collaborative approach and different ways of working across government agencies and NGO providers.
- 22 The SASWB is seeking an increase in funding of \$0.5 million per year to work with service delivery agencies to ensure the system and performance improvements identified through its prototype activities are appropriately embedded in those agencies' operations. This will replicate the work being undertaken by the MSD system improvement coaches with Manaaki Tairāwhiti, which the SASWB cannot resource under current funding.
- 23 Core areas of focus and activities for the SASWB are:
  - Further development of the Hub and MDCAT, which are a key focus of the SASWB's Covid-19 response.
  - Implementation of a local community response in Papakura, incorporating triage, planning, and collective response for families experiencing family harm/violence. Like the Hub, elements of this initiative have been fast-tracked in response to Covid-19.
  - Contributing (through the Start Well and Intensive Home Visiting initiatives) to the national Well Child Tamariki Ora review, working to improve Well Child Tamariki Ora core business and national contracts.
  - Further adaptation of the Play30 play-based tool (which builds executive functioning, self-regulation and emotional wellbeing) to South Auckland contexts; then roll this out to more children. (With partners Methodist Mission Southern and The Southern Initiative - TSI.)
  - Building on work underway with pilot schools on family harm alerts and enhancing school-based responses to psychological distress and trauma experienced by children exposed to family harm/violence.
  - Embedding iwi engagement facilitated by a Maori Strategic Advisory Forum, made up of representatives of the PBI's 13 member organisations.
  - Progressing collective commissioning prototypes as an enabler of a whānau-centred approach.
  - Strengthening central government engagement with system change opportunities.
  - Continuing to build strong partnerships with other place-based approaches, including TSI and Tamaki Regeneration.

#### *Manaaki Tairāwhiti*

- 24 Manaaki Tairāwhiti remains focused by united leadership under the iwi co-chairs and working with families/whānau to improve their experience of social services and, over time, reduce their need for support.

- 25 Manaaki Tairāwhiti is intent on moving towards a greater social service commissioning role. Similar to the SASWB, Manaaki Tairāwhiti has five key result areas: Child Wellbeing; Family Violence (also incorporating the local WNPH model); Housing; Addiction; and Government Contracting (focused on improving cross-sector effectiveness).
- 26 Manaaki Tairāwhiti continues to work closely with system improvement coaches in place since late 2017. (The coaches were previously part of the State Services Commission, before transferring to MSD in July 2018.) In conjunction with the '50 Families' prototype, this ground-up system thinking has enabled the development of the Manaaki Tairāwhiti 'way of working'.
- 27 The 50 Families prototype, which is currently working with over 130 families, applies a 'whatever it takes' approach working directly with families to identify their needs and test effective responses, also addressing gaps arising from entry criteria or thresholds for services. 50 Families navigators work with existing services, including facilitating cross-agency hui to enable a shared understanding of the family context and breadth of issues to be addressed. Key elements of 50 Families include:
- Bringing agencies together by consent of the whānau to safely share information on how to effectively intervene in a whānau-centred way. This coordination reduces duplication of effort and removes the need for multiple assessments and/or interviews that would otherwise require families to tell their stories multiple times.
  - Gathering evidence of barriers to families getting the support they need when they need it. This evidence allows agencies to work differently to improve the quality/availability of support they can provide.
- 28 Manaaki Tairāwhiti is seeking additional funding of \$184,000 per year to increase its local analytical and evaluation capability.
- 29 In 2019 Manaaki Tairāwhiti revised its governance structure in response to its growing range of activities, oversight and budget. This year Manaaki Tairāwhiti became a legal entity to enable a broader work programme. Current areas of focus include:
- Incorporating the local Children's Team, which came under Manaaki Tairāwhiti's operating structure and governance on 1 December 2019.
  - Developing a locally-led housing stocktake and strategy to respond to the urgent housing needs in Tairāwhiti. A Housing strategy released on 27 February set out actions that Gisborne District Council, iwi, private developers and social housing initiatives can take to increase housing supply. Manaaki Tairāwhiti is working with Trust Tairāwhiti to implement the strategy.
  - Increasing the capacity of early intervention support for families (eventually around 12 navigator-type roles as a result of the Joint Venture investment – see below).
  - Continuing and deepening the system improvement work, which is directly engaging a growing number of agencies and frontline staff – currently Corrections (three staff) and Work & Income (eight staff), Te Pa Harakeke Tairāwhiti/Children's Team (two staff), Whānau Resilience (five staff), with the WNPH (two staff) and Ministry of Education learning support coordinators (21 staff) in the process of being brought in.

*The PBIs are in the early stages of implementing proposals funded through the Joint Venture*

- 30 Joint Ministers agreed to PBI investment proposals with the Joint Venture in October 2019, with funding appropriated to MSD for years one and two of the proposals (funding for years three and four will be drawn down at a later date):
- **SASWB:** \$2.490 million over two years for a package to develop and expand interventions in the areas of intensive home-visiting support for young mothers, early childhood education and schools.

- *Manaaki Tairāwhiti*: \$1.906m over two years to expand 50 Families and shift delivery through NGO commissioning.

31 Implementation of the Joint Venture proposals, including engaging NGO partners and contracting specialist staff, is underway but has been interrupted by the Covid-19 crisis.

### The PBI evaluation has identified positive progress

32 The independent evaluation report *Implementation and Emerging Outcomes Evaluation of the Place-Based Initiatives* was completed in December 2019. In summary, the report found that the PBIs are:

- *Enabling collaboration and collective action across government agencies*. The evaluation found that central government funding has been important for enabling stable backbone staffing that has driven local collective action and development of new ways of working.
- *Showing positive service experience and short-term outcomes for whānau*. While not yet able to quantify longer-term impact for whānau, the evaluation recorded “very positive service experiences. Whānau felt heard. Whānau appreciated the holistic approach of working on issues important to them, and in working with their wider family”. Interviews indicate they benefit from the flexible, non-prescriptive, whānau-centred approaches of the frontline-facing prototypes of each PBI. Positive changes identified by whānau include learning new skills and being better informed about available support and how to access it.
- *Identifying and influencing a range of practice and system changes*. The evaluation found that the SASWB has influenced a range of policy and practice changes, including: changes to Housing NZ’s Intensive Tenancy Management (ITM) policy and recruitment (e.g. a mother earning income by providing in-home childcare prompted a review of the blanket prohibition of businesses operating out of its premises, and now including access to health expertise as part of ITM); enhanced access to Counties Manukau District Health Board respite care for mothers; and MSD-Justice cooperation to fast-track pre-employment checks for MSD clients. It found that Manaaki Tairāwhiti work with MSD’s System Improvement Coaches has set the foundations to influence system improvement both regionally and nationally, including through their initial work the PBI itself and client journey work with Corrections.
- *Valued by stakeholders*. The evaluation reported that all 28 SASWB and 28 Manaaki Tairāwhiti stakeholders interviewed value the PBI model in their region (22 and 23 respectively if PBI operational staff are omitted).

33 The findings are summarised in greater detail in **Appendix 1**.

34 Follow-up evaluation work with the PBIs is expected to be completed by September 2020 and will include the development of a success framework, establishing criteria to:

- help current and future PBIs and government to measure and learn from their future progress
- demonstrate to whānau/hapū and iwi how the PBI ways of working can make a difference for them
- inform the ongoing work of Manaaki Tairāwhiti and SASWB, and
- develop key performance measurements for MSD as lead agency to fulfil annual contractual reporting needs.

35 Robust and continuous insights and evidence gathering are key component of the PBIs prototyping work, and the funding proposed in this paper includes provision (likely between

0.5 and 1 FTE in each PBI) for ongoing local evaluation work by the PBIs, which will be supported as needed by MSD as lead agency.

### **Buy-in and in-kind support for the PBIs has grown steadily**

- 36 In December 2018 Cabinet signalled that in the next report back the PBIs would be asked to explain their plans for becoming self-sustaining, including resourcing that could become part of the collective business-as-usual activities of member agencies and other local entities. The PBIs remain some way off self-sustainability but have made substantial progress in terms of in-kind resourcing and take up of collective ways of working. As of March 2020:
- *SASWB*: in addition to participation at Board and Strategic Management Group levels, comprising all member organisations, and the Strategic Maori Advisors Group, member agencies are contributing seven staff (equating to roughly 3 FTE). This is on top of the seven Implementation Office staff (circa 5 FTE) and contracted specialist staff for the prototype/focus area work (9 – 10 FTE) funded by the PBI contingency. In addition around 80 staff from various agencies participate in the two WNPH family harm triage tables that have been brought under SASWB governance.
  - *Manaaki Tairāwhiti*: backbone staff and 50 Families navigators funded by the PBI contingency total 9.5 FTE, and around 60 local FTE are part of the Manaaki Tairāwhiti 'way of working'. This includes 22 FTE in the WNPH under the PBI's governance and the region's 21 new education learning support coordinators.

### **I propose to now bring the PBI contingency into MSD baseline and extend the SASWB and Manaaki Tairāwhiti's funding for a further two years**

- 37 I consider that the completed evaluation provides sufficient assurance of the value of PBIs to now bring their contingency funding into MSD baseline, from which they can receive ongoing funding in a more streamlined way for at least the next two years.
- 38 I propose that the SASWB receive \$2.5 million per year and Manaaki Tairāwhiti \$1.05 million per year for the 24 months to 30 June 2022 – a moderate increase on current funding levels to account for their increased activities. As noted above, the evaluation found that central government funding plays an important role in enabling the PBIs' backbone functions, prototyping work, and trialling new ways of working. In view of the demonstrated benefits of what is, and will remain modest core funding, I am comfortable with this funding being maintained.
- 39 Advice on funding arrangements for the PBIs beyond 30 June 2022 will be developed by the end of 2021, drawing further on the evaluators' findings and recommendations and the success framework currently being developed as part of the follow-up evaluation work. That advice will include:
- progress of the SASWB and Manaaki Tairāwhiti against criteria established by the success framework
  - the PBIs' longer term aspirations and strategies, likely based on a four-year reporting period, setting out pathways and milestones established using the success framework
  - the PBIs' continued progress towards becoming self-sustaining and capacity for continuing this progression in future years
  - any plans to shift funding to support the development of potential new PBIs or wider application of learnings
  - the emergence of sustainable, adaptive and collective models for funding social wellbeing initiatives applicable to the PBIs, as signalled by Cabinet in December 2018.

This includes the *Future of Social Sector Commissioning* work referred to in paragraph 16.

- 40 Clear and robust criteria will need to be developed for the identification of potential new PBIs before the funding of any such initiative is considered. Drawing from the evaluation findings, high-level criteria will likely include:
- *Strategic and operational thinking has advanced locally.* Initiatives “imposed” from outside will lack local credibility and face an uphill battle.
  - *An agreed vision has emerged locally for how the collective would work differently.* Success cannot depend on substantial new resourcing; central government support should be modest and unobtrusive, and not resemble a new bureaucracy.
  - *There is leadership with sufficient locally-derived mana to achieve buy-in and set direction.* Ideally this leadership will be demonstrably independent (not on the government payroll). The standing and influence of the independent chairs in South Auckland and Gisborne has been notably crucial in this regard.
- 41 With the PBI contingency transferred to baseline, I propose that future funding decisions be delegated to, jointly, the Minister for Social Development and Minister of Finance following consultation with the Social Wellbeing Board comprising government agency chief executives. I will direct officials to report back to Cabinet by 31 December 2021 on progress of the PBIs generally and the work set out above.

## Consultation

- 42 The Treasury, Ministries of Social Development, Health, Education, Pacific Peoples and Justice, Ministry for Women, Oranga Tamariki - Ministry for Children, Department of Corrections, Te Puni Kōkiri, New Zealand Police, Joint Venture Business Unit, and Social Wellbeing Agency have been consulted on this paper. The Department of the Prime Minister and Cabinet has been informed.

## Financial implications

- 43 In Budget 2016, Cabinet agreed to establish a PBI contingency of \$4 million in 2016/17 and \$5 million in 2017/18 and out years, and two years of funding to 30 June 2018 was drawn down. In March 2018 a further six months’ funding was drawn down to 31 December 2018.
- 44 In December 2018 a further 18 months’ funding totalling \$3.225 million for the SASWB, \$1.582 million for Manaaki Tairāwhiti to 30 June 2020, and \$0.500 million to 30 June 2019 to implement the exit strategy for Kāinga Ora. With the National Support Team in the SWA disestablished, the drawdowns for each PBI included \$0.15 million per year over and above the amounts for each PBI to fund MSD’s support functions. Up to \$0.6 million over 18 months was drawn down from the *Place-Based Initiatives – National Support* appropriation for the independent evaluation. With no drawdown sought from the Kāinga Ora appropriation past June 2019, a substantial proportion of the contingency remained unallocated - \$1.034 million for 2018/19 and \$1.434 million for 2019/20. In January 2020, the Minister of Finance and I jointly agreed to extend the expiry date of the PBI contingency from 1 February 2020 to 1 February 2021.
- 45 I now seek the Committee’s agreement to bring the \$5 million per year PBI tagged contingency into MSD baseline.
- 46 From this, the following funding will be earmarked for financial years 2020/21 and 2021/22:



- \$2.50 million per year for the SASWB to resource the Implementation Office, continue to prototype new ways of working, and build workforce capacity and capability. The bulk of this increase will be directed to incorporating system/performance improvements into the operations of service delivery agencies; it will also allow for any increase in local evaluative capacity required to action the success framework currently being developed.
- \$1.05 million per year for Manaaki Tairāwhiti to resource operational support, develop the PBI's priority areas, continue the expanding system improvement and 50 Families work underway, and the local evaluation capability required to action the success framework currently being developed.
- Up to \$0.200 million per year for national support functions within MSD, including evaluation work of an overarching nature or not able to be undertaken locally.

47 The above allocations represent moderate increases to the funding of both PBIs, reflecting their increased levels of activity. For the time-being, \$1.25 million remains unallocated in each of 2020/21 and 2021/22.

48 As noted, MSD will work with Treasury and other agencies to establish criteria for any funding proposed for other/new PBIs and the distribution of funding across existing and new PBIs (i.e. from the available \$5 million per year). I note Treasury advice that the funding mix would ideally see funding progressively transferred from existing to new initiatives, the assumption being that PBIs should become progressively more self-sustaining.

### **Human rights implications**

49 The proposals in this paper are consistent with the requirements of the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

### **Treaty analysis**

50 Building closer partnerships with Māori is one of the Government's twelve priorities. Māori leaders and whānau have a central role in the PBIs, which are helping to imbed Māori perspectives into design and delivery of services.

### **Gender implications**

51 Māori and Pacific Island women are significantly represented in the South Auckland community, as are Māori women in Tairāwhiti, and as such are a particular focus of the PBIs in both locations.

### **Disability perspective**

52 There are no direct disability implications arising from this paper. The PBIs, while not specifically focused on disabled people, seek to improve the wellbeing of all people.

### **Publicity**

53 No publicity is proposed for this paper.

### **Proactive Release**

54 I propose to proactively release this paper at an appropriate time following final Cabinet decisions.

## Recommendations

It is recommended that the Committee:

- Note** that the Place Based initiatives were started in 2016 as a collective approach to improving outcomes for at-risk 0-24 year olds and their families and whānau.
- Note** that two Place-Based Initiatives are currently operating: the South Auckland Social Wellbeing Board in South Auckland and Manaaki Tairāwhiti in Gisborne.
- Note** that the two Place-Based Initiatives, the South Auckland Social Wellbeing Board and Manaaki Tairāwhiti, currently have confirmed core funding from the tagged contingency up to 30 June 2020.
- Note** the independent evaluation of the Place-Based Initiatives found that they are: enabling collaboration and collective action across government agencies; showing positive service experience and short-term whānau outcomes; identifying and influencing practice and system change; and valued by local stakeholders.
- Note** that follow-up evaluation work is expected to be complete by September 2020, including the development of a success framework for use by the Place-Based Initiatives and government decision-makers.
- Note** that the Social Wellbeing Board comprising government agency chief executives will continue in the governance role it assumed in March 2018 and that this role will focus on matters pertaining to the lead agencies and overarching support and not impinge on the Place-Based Initiatives' local operations or ways of working.
- Note** that in April 2016 Cabinet agreed to establish a Place-Based Initiative tagged contingency as follows [CAB-16-MIN-0186.27]:

	\$m increase / (decrease)						
	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23 & outyears
<b>Place-Based Initiatives - Tagged Operating Contingency</b>	4.000	5.000	5.000	5.000	5.000	5.000	5.000

- Note** that the current balance of the Place-Based Initiative – Tagged Contingency is as follows (noting that the \$0.400m appropriated to “Place-Based Initiatives – National Support” in Vote State Services is for the purposes of the independent evaluation):

	\$m – increase / (decrease)				
	2019/20	2020/21	2021/22	2022/23	2023/24 & outyears
Budget 2016 - Contingency	5.000	5.000	5.000	5.000	5.000
Place-based Initiatives – South Auckland Social Investment / Wellbeing Board	(2.150)	-	-	-	-
Place-based Initiatives – Tairāwhiti Local leadership	(1.016)	-	-	-	-
Place-based Initiatives – National Support	(0.400)				
<b>Remaining Balance</b>	<b>1.434</b>	<b>5.000</b>	<b>5.000</b>	<b>5.000</b>	<b>5.000</b>

9. **Note** that Cabinet recently directed agencies to simplify where possible appropriation structures by reducing the number of appropriations across any given sector [CAB-19-MIN-0439.01].
10. **Note** that the Minister of Finance and the Minister for Social Development have agreed to add the following category to the Multi-Category Appropriation “Community Support Services”:

<b>Title</b>	Place-Based Approaches
<b>Type</b>	Non-Departmental Output Expenses
<b>Scope</b>	This category is limited to the delivery of services and operational support of collective initiatives following a place-based approach.

11. **Note** that expenses associated with the new category will be met from a fiscally neutral transfer from the existing Place-Based appropriations within Vote Social Development and from a charge against the Place-Based Initiative tagged contingency.
12. **Agree** to a fiscally neutral transfer to consolidate the current Vote Social Development – Place-Based Initiative appropriations into the new Place-Based Approaches category in the Multi-Category Appropriation.
13. **Approve** the following changes to appropriations to give effect to the decision in recommendation 12 above, with no impact on the operating balance:

Vote Social Development Minister for Social Development	\$m - increase/(decrease)				
	2019/20	2020/21	2021/22	2022/23	2023/24 & outyears
<b>Departmental Output Expense:</b> Place-Based Initiatives – South Auckland Social Wellbeing Board (funded by revenue Crown)	-	(1.700)	-	-	-
Place-based initiatives – Tairāwhiti Local leadership (funded by revenue Crown)	-	(0.953)	-	-	-
<b>Multi-Category Expenses and Capital Expenditure</b> Community Support Services MCA					
<b>Non-Departmental Output Expense:</b> Place-Based Approaches	-	2.653	-	-	-
<b>Total Operating</b>	-	-	-	-	-

14. **Agree** to bring the Place-Based Initiative tagged contingency into the Ministry of Social Development baseline and provide for the long-term funding of the two existing Place-Based Initiatives, the South Auckland Social Wellbeing Board and Manaaki Tairāwhiti, and for national support functions.
15. **Approve** the following changes to appropriations to give effect to the decision in recommendation 14 above, with a corresponding impact on the operating balance and net core Crown debt:

Vote Social Development Minister for Social Development	\$m - increase/(decrease)				
	2019/20	2020/21	2021/22	2022/23	2023/24 & outyears

<b>Multi-Category Expenses and Capital Expenditure</b> Community Support Services MCA					
<b>Departmental Output Expense:</b> Developing and Managing Community Services (funded by revenue Crown)	-	0.200	0.200	0.200	0.200
<b>Non-Departmental Output Expense:</b> Place-Based Approaches	-	4.800	4.800	4.800	4.800
<b>Total Operating</b>	-	<b>5.000</b>	<b>5.000</b>	<b>5.000</b>	<b>5.000</b>

16. **Agree** that the proposed changes to appropriations for 2020/21 above in recommendations 13 and 15 be included in the 2020/21 Supplementary Estimates and that, in the interim, the increases be met by Imprest Supply.
17. **Agree** that the expenses incurred be a charge against the Place-Based Initiatives tagged contingency established at Budget 2016.
18. **Note** that the recommendation in 15 will leave a nil balance in the Place-Based Initiative – Tagged Contingency.
19. **Note** that the Ministry of Social Development will transfer the following funding to the two existing Place-Based Initiatives from the new Place-Based Approaches category in the Multi-Category Appropriation to fund their backbone support and prototyping and related activities in financial years 2020/21 and 2021/22:
  - \$2.50 million per year for the South Auckland Social Wellbeing Board to resource the Implementation Office, prototype new ways of working, build workforce capacity and capability, and undertake local evaluation
  - \$1.05 million per year for Manaaki Tairāwhiti to resource operational support, develop its priority areas, continue the expanding system improvement and 50 Families work underway, and undertake local evaluation.
20. **Note** that advice on funding arrangements for the Place-Based Initiatives beyond 30 June 2022 will be developed by the end of 2021, drawing on the evaluators' findings and recommendations and the success framework currently being developed as part of the follow-up evaluation work.
21. **Agree** that, with the Place-Based Initiative contingency transferred into baseline, decisions on the work outlined in recommendation 19 and future funding will be delegated to, jointly, the Minister for Social Development and Minister of Finance following consultation with the Social Wellbeing Board.
22. **Note** that I will report back to Cabinet by 31 December 2021 on progress of the Place-Based Initiatives and related work.

Hon Carmel Sepuloni  
Minister for Social Development

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## Appendix 1: PBI evaluation – summary of main findings

### Overview

Key findings from the report *Implementation and Emerging Outcomes Evaluation of the Place-Based Initiatives* are:

- Manaaki Tairāwhiti and the SASWB are now highly developed at enabling collaboration and collective action across government agencies.
- The PBIs, through cross-agency collaboration, are effectively trialling new whānau-centred ways of working with whānau with complex and intergenerational needs not currently being met by traditional approaches.
- Whānau outcomes so far show very positive service experience and positive short-term outcomes. Some interviewed are on a new pathway towards longer-term positive goals.
- System changes are emerging regionally because of Manaaki Tairāwhiti and SASWB. They are also seeking to influence the policies and practice at national level.
- All stakeholders interviewed in the two remaining PBIs valued the PBI model in their region.

The basis for the above conclusions is qualitative (62 interviews including whānau, frontline providers/navigators, agencies involved, PBI governance and operations; and reviews of supporting documents and data). The evaluation also included four interviews relating to the Kāinga Ora, the PBI in Te Tai Tokerau/Northland discontinued from the end of 2018, to help draw overarching conclusions about the effectiveness of the PBI model.

### *Whānau outcomes and system change: some illustrations*

The PBIs' focus to date has been on trialling whānau-centred, cross-agency ways of working to identify system changes (e.g. changes in policy or practice) to improve outcomes for wider whānau. The PBIs have not been seeking to deliver client services on a large scale.

The evaluation finds that PBI approaches are effectively supporting the families they work with and positively influencing their interaction with social services. The evaluation notes that *“The number of whānau directly affected ... is relatively small. Through the mechanism of system change, the PBIs are seeking to improve outcomes for a larger cohort of whānau with complex intergenerational needs”*.

Interviews with whānau highlight a *“very positive service experience. Whānau felt heard. Whānau appreciated the holistic approach of working on issues important to them, and in working with their wider family”*. Changes identified by whānau include learning new skills and being better informed about their entitlements and how to access them. Examples follow of positive family and whānau experiences and the approaches supporting these:

- Whānau interviews indicate they benefit from the flexible, non-prescriptive, whānau-centred approaches of the frontline-facing prototypes of each PBI.
- 50 Families navigators spent three months in Te Rito (Manaaki Tairāwhiti's operational hub) learning about the PBI's way of working and cross-agency triage work. This helped break down agency barriers and enable practical ways to apply the PBI's vision. Outcomes observed by the evaluators include:
  - Service provision delivered what whānau needed, avoiding escalating risk to families.
  - Whānau were better supported and received help without unwarranted delays or interagency disconnectedness.
  - Navigator confidence and ability to share relevant information helps whānau access appropriate services and/or achieve their goals.

- Whānau and navigators achieved cultural alignment and whānau felt understood and were enabled to flourish.
- Start Well (in SASWB) pairs a nurse and social worker to work with whānau. They work flexibly to respond to whānau-identified needs (e.g. immigration, housing, employment, spiritual needs, driving licences, plus well baby and mother checks). Outcomes observed by the evaluators were similar to 50 Families. One Start Well recipient described the benefits like this:

*“Before I was homeless. Now they are always helping me with emergency accommodation. Whenever I need it. ... Before I had no support, now there is more support with anything. I know where to get support from. Before I never had a doctor – just casual – because it’s hard for me to find rides. Now, I have weekly check-ups with my nurse. If I can’t see her, she comes here... Before I didn’t know how to make phone calls and talk to people. Now I am making them on my own.”*

- The evaluators noted positive transformative change, enabled by the commitment of staff to see issues through to resolution (e.g. safe housing, health checks and driver licencing) and support whānau aspirations such as training and employment. One 50 Families recipient commented:

*“[Navigator] realised that we weren’t on any list [to get her mokopuna a health appointment]. So she pushed and pushed through all of her contacts and she got us an appointment the very next week. And the week after that, she was on the waiting list to get [a procedure]. Two months after that [the procedure] was... all sorted and done.”*

*Being a young mum, you think that I can’t do anything else. They have been helping me and giving me options on what to do. [Start Well staff] has come from nursing and that is something that I have always wanted to do. She pushed me to doing nursing and they have told me that they will help me enrol. So yeah, they have done a lot for me and they have just helped out the whole family.*

The PBIs are also influencing policy and practice changes in agencies to the benefit of family and whānau.

SASWB examples include:

- Through Whāngaia Ngā Pā Harakeke a new cross-agency way of working (including joint visits where relevant) has been developed to contribute to preventing family harm and violence over Christmas.
- Housing NZ has reviewed a number of policies: a story about a mother earning income by providing in-home childcare prompted a review of its policy prohibiting businesses operating out of its premises; it now includes access to health expertise as part of its Intensive Tenancy Management model; and it is changing recruitment criteria for tenancy managers.
- Counties Manukau DHB has developed a protocol to enable new mothers to access respite care without a formal mental health diagnosis. The DHB is now exploring offering respite care to mothers via lead maternity carers and general practitioners.
- MSD is reviewing access to benefits for at-risk under 16 year olds, and is working with Police and the Ministry of Justice to support high school students to get their driver licences. By August 2019, 200 young people had obtained licences in this way.
- MSD and Justice have developed a MoU to fast-track MSD clients’ pre-employment checks, which previously took up to three months rather than three working days (and saw clients miss out on potential jobs).

Manaaki Tairāwhiti has been setting the foundations to influence system change. Examples to date reflect work with MSD’s System Improvement Coaches to build systems thinking capability across government agencies. In particular, the Department of Corrections, Work and Income and other agencies are undertaking a system improvement process to test a new whānau-centred way of working. This work has the potential to deliver benefits both regionally and nationally. The work is substantial (e.g. Corrections seconded three FTE). Without Manaaki Tairāwhiti and the system improvement coaches it is unlikely this work would have started in Tairāwhiti.