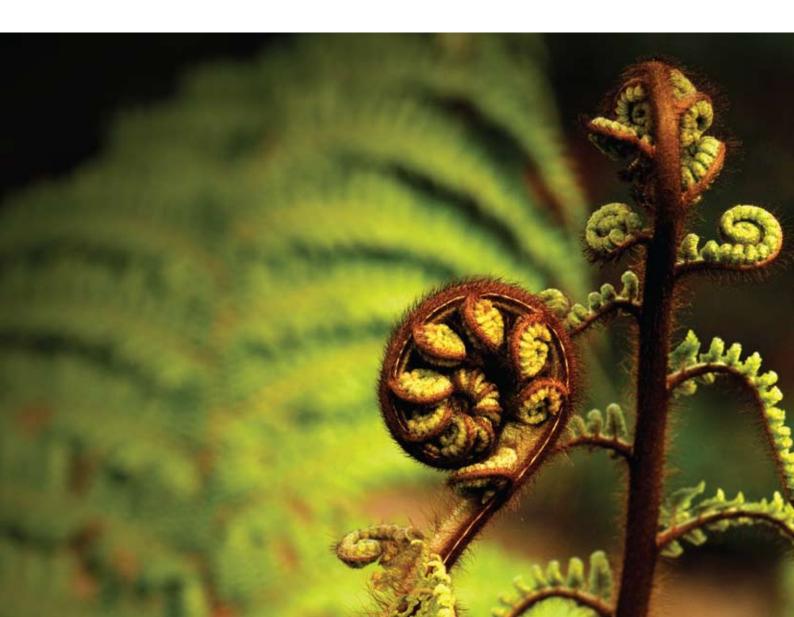# Whānau Ora:
Report of the Taskforce on Whānau-Centred Initiatives

to:

Hon Tariana Turia
Minister for the Community and Voluntary Sector

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This waiata was composed by Te Inupo Farrar and was used at many of the hui the Taskforce held.

Foreword from the Taskforce

E te Minita

Tēnā koe

We are pleased to present you with the report of the Taskforce for Whānau-Centred Initiatives. Since our first meeting on 24 June 2009, the Taskforce has been privileged to hear the views of hundreds of New Zealanders and to read more than a hundred written submissions. As a result we are confident there is strong support for the kaupapa, and enthusiasm for a fresh approach that will bring demonstrable benefits. We have been especially impressed by the high level of optimism around the country and are confident that the time is right to forge new pathways that will contribute to the empowerment of whānau.

Our report recognises the transformations that have occurred in te ao Māori over the past two decades and acknowledges the innovative capacity of iwi, Māori communities and Māori practitioners to meet new challenges, embrace new technologies and model new practices. Those same attributes will be pivotal in implementing the recommendations made in our report.

But we have also indicated that assurances will be required from a number of government departments and a spirit of collaboration must be embedded between funders, providers, practitioners and whānau. In that respect, the positive and optimistic interest shown from a wide range of agencies and communities has given us every reason to believe that the necessary goodwill and commitment will be forthcoming.

Minister, our work has been greatly influenced by the resilience, determination and aspirations of whānau all over the country and we are conscious of our obligations to them. If there is a single conclusion to our deliberations it is that the potential within whānau has never been greater, and unleashing that potential will not only bring benefits to Māori but will add greatly to the nation and to the prospects of future generations.

Noho ora mai

Mason Durie (Chair)
Rob Cooper
Di Grennell
Suzanne Snively
Nancy Tuaine

Executive Summary

Scope

The Taskforce was charged with constructing 'an evidence-based framework that will lead to:

- strengthened whānau capabilities
- an integrated approach to whānau wellbeing
- collaborative relationships between state agencies in relation to whānau services
- relationships between government and community agencies that are broader than contractual
- improved cost-effectiveness and value for money.'

The Taskforce developed the framework based on a review of relevant literature, the experiences of health and social service agencies, an analysis of oral submissions received at 22 hui throughout the country, and over 100 written submissions from individuals and organisations. Common themes emerged, particularly the need for Whānau Ora to demonstrate a 'Māori heart', ensure local representation in decision-making, minimal bureaucracy, sustainability and adequate resourcing, a research and evaluation component, and quality relationships between whānau, providers and iwi.

Underlying the genesis of the framework is a wider societal context that recognises the position of Māori within New Zealand. Te Tiriti o Waitangi, the Treaty of Waitangi, remains a key instrument to guide national development. It affirms the unique status of Māori as tangata whenua, the indigenous population, while simultaneously conferring, through Government, the rights of citizenship upon all New Zealanders. In recent times, Treaty-based settlements between the Crown and various iwi have contributed to positive outcomes for all parties. These outcomes help iwi to focus their attentions on the future rather than the past, and provide Government with opportunities to build positive relationships with tangata whenua that can have national benefits. Achieving these positive Treaty-based outcomes requires a capacity to visualise a future based on goodwill and interdependence.

The Taskforce believes that the Whānau Ora proposals set out in this report provide further opportunities for Government and Māori to work together in interdependent ways to benefit all New Zealanders.

A Five-Part Framework

The whānau-centred framework contains five domains of whānau impact:

- a whānau aspirational aim
- principles
- whānau outcome goals
- whānau-centred services
- a Whānau Ora Trust.

1. A Whānau Aspirational Aim

The framework is built around whānau aspirational aims consistent with the Whānau Ora philosophy. It recognises the many variables that have the potential to bring benefits to whānau and is especially concerned with social, economic, cultural and collective benefits. To live comfortably today, and in the years ahead, whānau will be strengthened by a heritage based around whakapapa, distinctive histories, marae and customary resources, as well as by access to societal institutions and opportunities at home and abroad.

Although much of the focus during the consultation process was on social gains, the aspirational aims are premised on a balance between social gains (such as health, education and societal inclusion), economic gains (such as an expanding asset base), cultural gains (including participation in te ao Māori), and collective gains. These are strengthened by reciprocal commitments between and across generations, and between the ambitions of individuals and the shared hopes of the whānau.

2. Principles

The following principles underline all components of the framework, serve as essential foundations, and will be important markers to guide the selection of indicators, outcome measures, and the allocation of funding for whānau-centred initiatives:

- ngā kaupapa tuku iho (the ways in which Māori values, beliefs, obligations and responsibilities are available to guide whānau in their day-to-day lives)
- whānau opportunity
- best whānau outcomes
- whānau integrity
- coherent service delivery
- effective resourcing
- competent and innovative provision.

3. Whānau Outcome Goals

While the desired results of an intervention will vary according to particular whānau circumstances, the Taskforce has identified a set of goals. The goals will be met when whānau are:

- self-managing
- living healthy lifestyles
- participating fully in society
- confidently participating in te ao Māori
- economically secure and successfully involved in wealth creation
- cohesive, resilient and nurturing.

The six goals, described in detail in section 6 of the report, are outcome goals insofar as they represent the key areas in which results are expected from whānau-centred initiatives. Collectively the goals will make up the agenda for whānau-centred interventions and the results of any intervention will be measured by the impacts on the full range of outcome goals.

4. Whānau-Centred Services

Whānau-centred services are services that focus on the whānau as a whole, build on whānau strengths and increase their capacity. Notwithstanding the contributions to whānau wellbeing by many organisations, the focus in this report is on those services funded by Government. Whoever the provider (government agencies, iwi and Māori providers, non-government organisations (NGOs) or private sector providers) the Taskforce considers that whānau-centred services should be characterised by six key operational elements:

- whānau-centred methodologies shaped by the values, protocols and knowledge contained within te ao Māori
- commitment across government
- the establishment of an independent Trust with a dedicated government appropriation
- a primary focus on best outcomes for whānau, through integrated and comprehensive delivery
- strong regional direction
- building on existing provider capabilities.

5. A Whānau Ora Trust

Pivotal to the implementation of this framework is the establishment of an independent Trust. The Trust will provide an independent, stable and transparent foundation for the implementation of Whānau Ora. One of the primary functions of the Trust will be to facilitate the delivery of whānau services that are comprehensive, integrated and focused on positive development.

The Trust will be responsible for the administration of a fund, derived from relevant appropriations – including, but not limited to, Votes Health, Education, Justice and Social Development. The Trust will report directly to a dedicated Whānau Ora Minister and will be accountable to this Minister and to Parliament.

A key function of the Trust's chief executive will be to chair a group of social sector chief executives, with the objective of ensuring Whānau Ora is implemented across the full range of government activity. The success of Whānau Ora will be dependent on changes in the way policies, programmes and services are designed and delivered across the wider public sector.

Recommendations

Arising from the framework, the Taskforce has six key recommendations that will contribute to best outcomes for whānau.

1. **The Taskforce recommends that an independent Trust be constituted to govern, coordinate and implement Whānau Ora, and report to a dedicated Minister of Whānau Ora.**

   The Taskforce has concluded that a new entity will be necessary to oversee whānau-centred programmes and promote best outcomes for whānau across government agencies, iwi and Māori providers, NGOs and private sector providers. The Taskforce proposes that this new entity should be established as an independent Trust accountable to a dedicated Whānau Ora Minister and to Parliament.

2. **The Taskforce recommends the establishment of a specific Whānau Ora appropriation(s) to be managed by the Trust.**

    Funding derived from relevant appropriations will enable the Trust to facilitate the delivery of whānau services that link social, cultural and economic development and build whānau capability. The Whānau Ora Minister will control and be accountable for the fund. The Taskforce has recommended a timely process for deriving the level of contributions from appropriate sectors.

3. **The Taskforce recommends that Whānau Ora services are integrated and comprehensive, and focused on measurable outcomes that will contribute to whānau empowerment.**

    When whānau access coherent and integrated services, and experience enabling interventions, positive development will follow. The Taskforce strongly advises a relational contracting approach that minimises fragmentation, reduces transactional costs, targets positive whānau development, encourages provider collaboration and enables whānau needs to be addressed in a consistent, unified and proper manner. The Taskforce further recommends that specific outcome indicators reflect whānau ora philosophies and aspirations.

4. **The Taskforce recommends that Whānau Ora services are shaped by te ao Māori.**

    It is critical that the cultural distinctiveness of whānau is recognised in the delivery of services. Despite varying levels of participation in te ao Māori, this is a central component of contemporary whānau experience. Services should be attuned to whānau cultural norms, whānau traditions and whānau heritage, while at the same time recognising the realities and opportunities in te ao Māori and in wider society.

5. **The Taskforce recommends that all government agencies with responsibilities for any aspect of whānau wellbeing commit to the Whānau Ora principles and support the Whānau Ora approach.**

    A number of government agencies have responsibility for legislation, policies, programmes and services that impact on whānau, even though they may not focus directly on whānau. The Taskforce considers that agency efforts can accelerate whānau wellbeing and complement Whānau Ora services if they incorporate the Whānau Ora principles and commit to a new way of working with whānau that includes adopting an outcomes focus and working with other agencies. While many sectors, including health, social development, justice and housing are germane to whānau wellbeing, the Taskforce notes in particular the significance that educational achievement holds for whānau.

6. **The Taskforce recommends that the Trust establish regional panels to ensure Whānau Ora contributes in positive and realistic ways in local communities.**

    Local Māori leadership and knowledge are essential to ensuring that Whānau Ora services contribute in positive and realistic ways to local communities. The Taskforce proposes eight to ten regional panels, based on Māori Land Court Districts. Panel responsibilities would include strengthening networks between providers, identifying gaps in services, highlighting local priorities and profiling regional distinctiveness for the Trust.

1. Background

1.1 Establishment of the Taskforce

The Taskforce was guided by a Terms of Reference which set out a range of expected activities (see Appendix A). The purpose of the Taskforce, as set out in the Terms of Reference, was to develop an evidence-based framework for whānau-centred service delivery which will lead to:

- strengthened whānau capabilities
- an integrated approach to whānau wellbeing
- collaborative relationships between state agencies in relation to whānau services
- relationships between government and community agencies that are broader than contractual
- improved cost-effectiveness and value for money.

1.2 Timeframe

1.2.1 The Taskforce was convened in late June 2009 and was required to report back to the Minister with its findings and recommendations in January 2010. As required, the Taskforce provided updates to the Minister at two-monthly intervals starting in July 2009, and released a discussion paper for public engagement in October 2009.

1.3 Secretariat and Project Team

1.3.1 The Ministry of Social Development provided secretariat support for the Taskforce's work. Towards the latter stages of the project, a multi-agency team was established to complement the work of the Taskforce. This project team comprised senior staff from the Ministry of Social Development, Te Puni Kōkiri, the Ministry of Health, the Ministry of Education, the Ministry of Justice, Housing New Zealand Corporation, the Department of Prime Minister and Cabinet, Treasury and the Department of Internal Affairs.

1.4 Methodology

1.4.1 Evidence on the effectiveness of whānau-centred services was gathered through reviewing the literature, engaging with the public and developing case studies.

1.4.2 A range of literature was reviewed and summarised, with a focus on New Zealand research. A preliminary stocktake of whānau social sector programmes and services was also carried out.

1.4.3 The Taskforce undertook an engagement process to present its proposal, as set out in the discussion document, and to hear the responses and views of urban and rural whānau, hapū, iwi and providers.

1.4.4 Twenty-two hui were held around the country as part of this process, and were attended by approximately 600 people (see Appendix B). In addition, more than 100 individuals or groups provided written feedback on the proposal.

1.4.5 A number of broad themes became apparent during the engagement process, including widespread support for the Taskforce's proposal and optimism about what Whānau Ora could potentially achieve. Some apprehension was expressed about the delivery of Whānau Ora in practice, and there was concern that a separate Whānau Ora initiative may lead to marginalisation of services for Māori.

1.4.6 There was strong interest in the details of implementation and in the governance and management of Whānau Ora. Many people emphasised the need for Whānau Ora to demonstrate:

- sustainability and adequate resourcing
- a 'Māori heart'
- a research and evaluation component
- local representation in decision-making
- minimal bureaucracy
- quality relationships between whānau, providers and iwi.

1.4.7 Case study research was carried out to provide evidence of what whānau-centred policy and service delivery could, or would, look like. This involved reviewing existing work by Te Puni Kōkiri and the development of case studies with four service providers who currently use a whānau-centred philosophy and approach.

2. The Whānau Context

2.1 Defining Whānau

2.1.1   Whānau has been variously defined but generally refers to Māori who share common descent and kinship, as well as collective interests that generate reciprocal ties and aspirations.

2.1.2   Whānau are built around familial ties that extend over three, and usually more, generations. The links between whānau members do not depend on specific tasks but on ongoing relationships based around shared lines of descent and conjugal associations. They are built around cultural values such as generosity, hospitality, sharing and mutual respect. Intergenerational connections are reflected in similar genetic patterns, similar heritage, similar names and similar obligations. They generate bonds that cannot be dissolved even when alienation occurs. Whānau have long histories that are measured in generations rather than years.

2.1.3   In earlier years, members of whānau lived in close proximity to each other and were able to share in the collective activities with relative ease. Caring for children, gathering food, building houses and farming whānau land were examples of shared functions that whānau were able to undertake for a common good. The need for government intervention was relatively infrequent. However, with changing social and economic policies, those characteristics have been eroded and the closeness that previously existed is no longer evident, at least to the extent that it was. Several factors have led to a substantially modified whānau environment: the depression in the 1930s, the 1939-1945 World War, and since the mid-1940s progressive urbanisation, now coupled with globalisation, have created distance between whānau members so that whānau households may exist in different parts of the country or even across different countries. Though whānau are still connected, opportunities for close interaction have been attenuated. At the same time, new communication technologies have created fresh links that hold promise for whānau connectedness. Younger whānau members, for example, increasingly use social networking tools such as Facebook and YouTube to maintain links with cousins, uncles, aunts and siblings.

2.1.4   Sometimes the concept of whānau has been applied to people who work collaboratively in order to meet specific purposes. Parents and children who attend the same Kōhanga Reo, for example, or who are part of the same sports team or cultural group, often describe themselves as whānau. Successful whānau functioning depends on a level of cooperation and interdependence coupled with a commitment to shared objectives and a shared cultural perspective.

2.1.5   In contemporary times whānau has also often been used as a synonym for family and sometimes as an equivalent of household. Many Māori families do in fact spend much of their lives as members of household units rather

than extended families and may have infrequent contact with other whānau members. Similarly a two-generational unit may often be the norm, at least on a day-to-day basis. City living has resulted in extended neighbourhood relationships so that, rather than drawing on the resources of the wider whānau, metropolitan Māori families may depend more on friends or community when immediate help is needed. That does not diminish their connections to their own whānau but recognises the realities of their situations and the difficulties they may have in connecting with other whānau members.

2.1.6   Although mindful of the changing realities for whānau and the geographic distance that has occurred between whānau members, the Taskforce has interpreted whānau to mean a multi-generational collective made up of many households that are supported and strengthened by a wider network of relatives.

2.2   Whānau Transitions

2.2.1   Four trends characterise the Māori population in modern times: the rate of growth is relatively high (compared with the total New Zealand population), the median age is relatively young (22 years), the population is ageing, and the population is mobile (both nationally and internationally).

2.2.2   These trends have significant implications for whānau. An increase in the total numbers of Māori will generate a greater resource base for whānau but at the same time create increased demands on whānau resources. Unless there are substantial increases in whānau land holdings for example, whānau connections to land will be attenuated even more than at present and the concept of turangawaewae could be diminished, or at least reduced to an abstract notion that lacks any concrete meaning. On the other hand, if the greatest resource of whānau lies in its people, then population increases will greatly add to whānau 'wealth'.

2.2.3   A youthful Māori median age suggests that whānau will have relatively higher proportions of children for the next three or four decades at least. Although Māori fertility rates have declined since the 1960s, they remain above replacement (around 2.4), while the decrease in child mortality rates has led to a higher proportion of children reaching adulthood. By 2031, close to one-third of all New Zealand school-age children will be Māori and educational achievement will be an even more critical factor for whānau wellbeing. Similarly the number of whānau school leavers seeking employment and higher education will increase, giving new shape to whānau capabilities and opportunities.

2.2.4   However, despite the youthfulness of the population, the proportion of older whānau members is also growing. Increased life expectancy for both Māori men and women (70.4 years for males and 75.1 years for females) has resulted in a greater number of adults over the age of 65 years. In this respect the Māori population is ageing – not at the same rate as the non-Māori population, although in the same direction. Over the next two to

three decades the larger proportion of older Māori will significantly change whānau profiles. While some concern has been expressed about the need for more health and social services, suitable housing, certainty of income and greater economic dependency, it is also likely that an older cohort will provide greater balance within whānau. As carriers of culture, anchors for families, models for lifestyle, bridges to the future, guardians of heritage and role models for younger generations, their contributions stand to enrich the quality of life for the whānau as a whole. Measuring the economic costs associated with an ageing population is complex but measuring the value of the contributions older people make to whānau and to wider society is a great deal more complicated. The point, however, is not that contributions made by older people are incalculable, but rather that they are immense, even if the present state of accounting knowledge defies their precise quantification.

2.2.5   The trends towards a growing and ageing Māori population will be similarly matched by an increasingly mobile population. The urban migration that occurred in the 1950s and 1960s has been partially offset by a reverse migration to rural 'homelands', although this has not significantly changed the circumstances of most whānau members who continue to reside in urban and metropolitan areas. Around 25 percent of Māori continue to reside in the greater Auckland area. However, increasing migration for whānau within New Zealand has been evident for at least two decades and depends to a large extent on employment opportunities and affordable housing. More recently, migration to Australia and to other countries has added another level of complexity to whānau configurations. However, more affordable trans-Tasman travel together with innovative use of electronic technology has enabled whānau in Australia to retain connections and contribute to whānau economic and cultural life in ways that were not previously possible.

2.2.6   Another dimension to mobility with implications for whānau is the increase in blended families. A substantial increase in the number of children who live across two households and within two or more whānau has social, cultural and legal implications for whānau that have not yet been fully realised. Whāngai children were not uncommon in Māori society but adoption practices tended to be contained within the orbit of whakapapa relationships. Current trends, however, suggest that whānau will increasingly comprise members who have no whakapapa links to other whānau members and, in many instances, the association may be transitory. Predictably, blended cultures will also be a norm for many whānau in the future. As New Zealand becomes increasingly multicultural, many whānau members are likely to have more than one set of cultural values and more than one ethnic identity.

2.2.7   **Demographic transitions – an increasing population, a youthful median age, an ageing population and a mobile population – will inevitably impact on the economic and social circumstances of whānau and will require adaptations to meet changing needs. The Taskforce recognises the dynamic nature of whānau, the need for a future-focused approach to whānau wellbeing, and an equal need to take an adaptive approach to whānau interventions.**

2.3 Whānau Circumstances

2.3.1 Most analyses of whānau employ aggregated data to compare Māori with non-Māori. Though useful, those comparisons fail to measure change over time and do not capture the wide variations that occur within and between whānau. Moreover, available data generally focuses on individuals rather than collectives. Instead of relying solely on cross-population comparisons, current whānau circumstances can be assessed from a number of perspectives, including whānau risks and vulnerabilities, whānau inclusion within society, whānau participation within te ao Māori, and whānau enterprise.

Risk Factors and Vulnerabilities

2.3.2 Whānau wellbeing is largely a factor of socio-economic determinants. Sub-standard housing, for example, is correlated with increased rates of household injury, lower standards of personal health, domestic violence and fewer opportunities for healthy sport and recreation. Low household incomes have similar consequences and are also associated with poor nutrition, greater uptake of tobacco smoking, less attention to preventive health measures, reduced access to quality education, unemployment, fewer options for dealing with disabilities, and a greater likelihood of being convicted for offences against the law.

2.3.3 Despite limitations, current data suggest that whānau members face a disproportionate level of risk for adverse outcomes, as seen in lower standards of health, poorer educational outcomes, marginalisation within society, intergenerational unemployment and increased rates of offending. Further, in response to socio-economic hardship, a range of problems are likely to co-exist within the same household, affecting health, employment, behaviour, education, and lifestyle simultaneously.

2.3.4 In addition to socio-economic determinants, some studies have shown that even when social and economic circumstances are taken into account, Māori individuals still fare worse than non-Māori. Two explanations have been offered to account for the difference. First, a cultural or ethnic factor may be associated with different lifestyles or experiences that increase risk and vulnerability. Second, society may react differently to Māori than to other members of a community. But whatever the explanation, 'being Māori' introduces a risk factor that cannot be entirely accounted for by social or economic disadvantage.

Whānau Inclusion Within Society

2.3.5   Social and economic wellbeing are more likely to be realised when there is full participation in society. Notwithstanding the disproportionate impacts of material hardship on many Māori households, whānau inclusion within wider society has increased significantly over the past two or three decades. Greater inclusion is reflected in the current high uptake of early childhood education, dramatic increases in Māori participation in tertiary education, increased access to a choice of health providers, a strong Māori presence within the social services, increased Māori leadership in commercial and professional ventures, and increased involvement in both the governance and management of public bodies such as local authorities and district health boards.

2.3.6   However, full participation in society and the economy eludes many whānau and is reflected in higher unemployment rates especially for school leavers, as well as higher rates of employment in low-paying jobs. A critical determinant of employment and societal participation is educational success, but Māori educational outcomes at secondary school level are disappointingly low, particularly for Māori boys. The impacts of poor educational achievement are multiple and include overrepresentation in the criminal justice system. Whānau benefits from non-compulsory education at pre-school and tertiary levels have yet to be felt in the compulsory sub-sector (primary and secondary schooling).

2.3.7   However, a number of initiatives have been able to demonstrate how educational under-performance can be transformed into success. Many of these initiatives depend on creating educational environments with appropriate cultural alignments (such as whare kura) or niche learning opportunities (such as the Māori boarding schools). Through their own innovative practices, some large state schools have enjoyed considerable success for senior Māori students. In all cases the active involvement of whānau in the educational process has been recognised as a significant component of successful educational outcomes.

Whānau Participation in Te Ao Māori

We believe that commitment to Whānau Ora in this way achieves Māori expectations for services which better reflect te Tiriti o Waitangi alongside the promises made.

Culture is at the centre of wellbeing to Māori – it is about caring, sharing, and looking after each other.

2.3.8   While full participation in wider society is essential for whānau welfare, active participation in Māori communities and networks is also an important determinant of wellbeing. Despite urbanisation, over the past two decades there has been increased whānau access to Māori culture, Māori networks, marae and tribal endeavours. An important enabling instrument has been the Treaty of Waitangi. The recognition of the significance of the Treaty to social as well as economic policies was highlighted by the Royal Commission on Social Policy in 1988 and a Treaty-based cultural dimension to wellbeing was subsequently acknowledged by the Crown in regard to Māori language, Māori education, and service delivery to Māori.

The statements placed to the side of the text throughout the report are taken directly from the feedback (written and oral) of the many individuals and organisations who participated in the engagement process.

As a result the number of younger Māori-speaking whānau members has increased significantly; kapa haka has assumed a higher profile locally and nationally; Māori-speaking early childhood centres and schools have been established throughout the country; and at the tertiary level, Māori participation has increased through wānanga, as well as at universities, polytechnics and private training establishments.

2.3.9   Whānau participation in te ao Māori also has an economic dimension: most Māori land is owned by whānau. As land values escalate and physical resources become increasingly scarce, whānau interests in Māori land constitute a potentially valuable source of revenue. Te Ture Whenua Māori Act 1993 allows for the formation of whānau land trusts as well as whānau participation in larger corporations as shareholders. However, not all whānau who are entitled to succeed are aware of their entitlements and as a result many do not apply for succession. Further, many are not sufficiently knowledgeable about land to participate confidently in decision-making at governance or management levels. Yet, as tangata whenua, land is a highly significant marker for whānau and, even apart from economic benefits, provides an opportunity for strengthening wider whānau relationships and consolidating identity with other whānau and with hapū and iwi.

2.3.10   The relationship of whānau to hapū and iwi has also assumed greater significance this century, partly in response to iwi delivery of health and social services and also as a consequence of Treaty of Waitangi settlements. The relationship has mutual benefits. Iwi registers of whānau members have provided relevant justifications for establishing social services and lodging claims, while whānau have benefited from iwi programmes, employment by iwi authorities and access to iwi resources. In the post-settlement era when more Treaty settlements will be concluded, greater flow-on effects to whānau can be expected, although the nature of whānau benefits from Treaty settlements have not been fully decided. Iwi maintain that their contributions to whānau wellbeing do not include providing resources that would otherwise be provided by the state but are more closely linked to facilitating cultural development, adding value to state-funded services and ensuring that whānau have access to iwi-funded benefits such as educational scholarships, employment opportunities and health insurance.

2.3.11   Not all whānau have active links with hapū or iwi. Three or four generations of urban living have, not infrequently, attenuated ties to the point that tribal affiliation lacks any real involvement. These diminished ties do not necessarily mean a lack of a strong Māori identity or high levels of participation in Māori networks, but may reflect a new domain within te ao Māori that is characterised by the active pursuit of Māori cultural interests, facility in Māori language and involvement in Māori networks that have urban origins.

2.3.12   However, regardless of involvement – or lack of involvement – with hapū and iwi or Māori networks generally, a Māori cultural context ranks alongside social and economic factors as a determinant of whānau wellbeing.

Whānau Enterprise

2.3.13   Whānau enterprise in agriculture has a long history but more recent entry into other types of enterprises has also demonstrated whānau potential for successful entrepreneurship based around whānau resources. Whānau resources are often regarded as being handicapped by collective ownership and being part of a heritage that cannot be readily disposed of. This is especially so for land. However, because there is a high level of commitment and attachment to land that is part of a hereditary whānau estate, whānau have an added incentive to establish a business that can bring benefits to all whānau members and at the same time utilise an asset that is owned by the whānau.

2.3.14   Land, however, is not the only whānau resource. Culture, environmental sites, waterways and human capital are also significant sources of wealth, and increasing numbers of whānau are converting physical, cultural and human resources into revenue-generating enterprises. Cultural and eco-tourism, for example, has developed as an industry where whānau can participate as whānau bringing their own experiences, collective strengths and traditional knowledge to underpin the operation. Based on traditional designs and older ethnic patterns, the clothing industry has also benefitted from whānau participation and whānau have similarly found fresh opportunities in horticulture and craftsmanship.

2.3.15   Although whānau resources – physical, cultural and human – are often evident on the input side of a business, there has been less evidence that whānau networks have been fully utilised in promoting business outputs. Whānau networks are extensive, intersect with other whānau networks and often form the basis for community cohesion. There would appear to be further room for developing a whānau dimension to marketing strategies, largely at informal levels.

2.3.16   While many factors appear to contribute to successful participation in whānau small to medium enterprises (SMEs), the critical ingredient appears to be the determination of a whānau to be independent and to exercise in a practical way the spirit of connectedness – whanaungatanga. Studies have shown that a very significant component of whānau success in SMEs is whānau leadership. Leadership of this kind is often hands-on – apart from assuming managerial roles, whānau leaders involve themselves in all aspects of the business and take on wider roles that might sometimes be construed as governance.

2.3.17   A whānau business brings with it previous associations between whānau members and has a dynamic that cannot be entirely explained within the model of a commercial business. It also has a characteristic ethic that can be described as an obligation, not only to the business but to the maintenance of whānau integrity and the standing of the whānau in the wider hapū and iwi communities. The whānau dynamic is central to whānau aspirations for self-determination and self-management. Without careful management, the dynamic can detract from business goals, but it can also confer a level of flexibility and collective commitment that may not be readily found in other business arrangements.

2.3.18   Whānau aspirations for greater collective autonomy are central to many whānau SMEs, and financial freedom to pursue activities and lifestyles that are more consistent with whānau philosophies is a significant motivating factor. Entry into an SME has provided many whānau with opportunities to establish a better balance between work and family. This is an important consideration for many whānau where there are commitments not only to other whānau members but also to wider Māori communities on marae and trust boards, and in cultural and sporting activities.

2.4   Whānau Services

2.4.1   Prior to 1984, health and social services were the province of the state and state agencies or, in the case of primary health care, of private practitioners. A one-size-fits-all approach had little regard for cultural perspectives or active whānau participation in service design or delivery. However, devolution policies, accompanied by a separation of funder and provider roles and greater contestability among providers, resulted in a major transformation that has generated new systems of health care, education and social work. The advent of a greatly expanded Māori workforce in schools, hospitals, prisons and welfare agencies has significantly altered standards of practice and made services more responsive to Māori. Māori provider organisations have also emerged so that there is greater choice. Whānau can now opt for Māori language immersion education, Māori health care providers, Māori social services – or for mainstream providers.

2.4.2   Some Māori provider organisations are small and have a single aim. Others are large and have a mix of skills, including well-qualified practitioners, management expertise and experience in governance. Many iwi have successfully competed for contracts with government agencies to deliver a range of services that span two, three or four sectors. Consistent with a holistic philosophy the aim has been to provide whānau with a comprehensive approach that addresses multiple needs with minimal overlap, little inconvenience and no confusion. However, a lack of coherence between sectors, and even within sectors, has led to multiple separate contracts, each with different reporting requirements and expectations that have precluded an integrated approach to service delivery.

2.4.3   Within metropolitan areas, urban Māori organisations have also emerged as significant providers of whānau services. Though not aligned to any single iwi, their aims have not been dissimilar to those of iwi – to provide a seamless, comprehensive and relevant set of services that will lead to best outcomes for whānau members and for the whānau as a whole.

2.4.4   The development of Māori provider organisations has been accompanied by the expansion of the Māori workforce across professional, community, cultural, research and administrative groupings. New models of practice have been developed to meet whānau expectations and needs, and providers have gained considerable experience in contracting, agency practice, governance and management. However, the potential impact

of the transformed Māori sector on whānau has often been compromised by lack of economies of scale, fragmented sectoral approaches, and an alignment with funder expectations rather than actual whānau needs. Moreover, the focus has largely been on crisis management, support and care, with relatively less emphasis on positive development and the enhancement of whānau capabilities.

2.4.5   The separation of social and economic development has been a further impediment to progress. Health and social service models of practice have been relatively silent on the promotion of whānau economic growth even though the link between economic status and successful outcomes is well known. A significant challenge for the future is an approach to whānau development which bridges social, cultural and economic domains so that full participation in society, the economy and education can be realised. In this respect, some iwi and some metropolitan providers might have the advantage of already being able to offer a comprehensive range of programmes, with potential for even greater integration.

2.4.6   Meanwhile the Taskforce notes the extensive infrastructure that has developed over the past two decades, the establishment of competent Māori providers operating within iwi organisations or in metropolitan and urban areas, and the innovative approaches to the promotion of whānau wellbeing. The Taskforce also recognises the significance of the foundations that have been established and the potential for them to be further developed in the interests of whānau social, cultural and economic wellbeing.

3. Principles, Foundations and Measures

3.1 Underpinning Principles

3.1.1 The diagram below sets out our vision of the Whānau Ora framework and shows the pivotal role of factors such as leadership (whānau, hapū and iwi), funding, government, whānau-centred services and whānau engagement in enhancing Whānau Ora. The reciprocal nature of the relationships between these factors and Whānau Ora is also shown, for example, access to strong leadership enhances Whānau Ora and Whānau Ora in turn enhances strong leadership.

3.1.2 The Taskforce has developed a set of seven principles underpinning Whānau Ora, which, in our view, should similarly underpin whānau-centred service delivery. The principles are shown in the diagram above: ngā kaupapa tuku iho; whānau opportunity; best whānau outcomes; coherent service delivery; whānau integrity; effective resourcing; and competent and innovative provision.

- **Ngā Kaupapa Tuku Iho:** the ways in which Māori values, beliefs, obligations and responsibilities are available to guide whānau in their day-to-day lives.

- **Whānau Opportunity:** all whānau will have chances in life that will enable them to reach new heights, do the best for their people, engage with their communities and foster a strong sense of whanaungatanga – connectedness.

- **Best Whānau Outcomes:** the success of Whānau Ora interventions is measured by increases in whānau capacities to undertake those functions that are necessary for healthy living, and shared contributions to the wellbeing of the whānau as a whole, as well as the wellbeing of whānau members.

- **Coherent Service Delivery:** recognises a unified type of intervention so that distinctions between services provided by health, welfare, education and housing, for example, are not allowed to overshadow wider whānau needs.

- **Whānau Integrity:** acknowledges whānau accountability, whānau innovation and whānau dignity. This principle assumes that a code of responsibility is present in all whānau, though it may sometimes be masked by events or circumstances that propel whānau into survival mode or trigger a defensive reaction.

- **Effective Resourcing:** underlines two important aspects of services to whānau. First, the level of resourcing should match the size of the task – whānau-centred approaches may initially be time intensive. Second, resourcing should be tied to results. Effective resourcing means allocating resources in order to attain the best results and an intervention plan should include a set of indicators that can measure successful outcomes.

- **Competent and Innovative Provision:** recognises a need for skilled practitioners who are able to go beyond crisis intervention to build skills and strategies that will contribute to whānau empowerment and positive outcomes.

3.2 Key Foundations of Effective Whānau-Centred Service Delivery

3.2.1 On the basis of Taskforce members' experience and expertise, and the available evidence, the Taskforce has identified five key elements of effective whānau-centred services: whānau, hapū and iwi leadership; whānau action and engagement; whānau-centred design and delivery of services; active and responsive government; and funding.

3.2.2 **Whānau, Hapū and Iwi Leadership**

- Whānau, hapū and iwi have critical and distinct roles to play in facilitating Whānau Ora.

- These roles, relationships and responsibilities are based on whakapapa connections and lie largely outside government interventions.

- Supporting natural leaders within whānau is critical to the success of Whānau Ora.

3.2.3 Whānau Action and Engagement

- Whānau strengths are acknowledged and endorsed.
- Whānau ownership of solutions and actions is encouraged.
- Partnerships between whānau and providers are the norm.
- Whānau have opportunities to extend their own resources and expertise, while also addressing the needs of individual members.

3.2.4 Whānau-Centred Design and Delivery of Services

- Services are designed and delivered in a way that places whānau at the centre of service provision.
- Services build on the strengths and capabilities already present in whānau.
- Services and whānau interventions are underpinned by a focus on building whānau capability so that they are able to prevent crises, manage problems and invest in their future.

3.2.5 Active and Responsive Government

- Government agencies should be responsive and flexible enough to align with and support whānau, hapū and iwi aspirations.
- Government should invest in whānau aspirations.

3.2.6 Funding

- Funding arrangements should be consistent with a whānau-centred approach to service delivery.
- The focus should be on a relational approach to contracting between providers and government agencies which focuses on best outcomes for whānau.

3.3 Measurement of Whānau Ora Outcomes

3.3.1 Measurement of outcomes at whānau, provider and population levels will constitute an integral part of the ongoing implementation of Whānau Ora, and will inform funding decisions.

3.3.2 The underlying principles of measurement of Whānau Ora outcomes would include:

- balancing the need for provider accountability with the need for flexibility and responsiveness in service delivery
- collecting outcome-focused rather than output-focused information, (ie real, demonstrable gains for whānau)
- collecting continuous, timely data
- according value to both qualitative and quantitative information.

Engagement empowers whānau and provides confidence to make decisions.

The emphasis on building the strengths and resiliencies of whānau so that they can develop their own appropriate responses to their own needs is critical for the achievement of Whānau Ora.

Whānau are colleagues on the process of change and have a right to participation in every aspect of practice… the whānau is an expert in their own experience.

Until a comprehensive monitoring and evaluation system is created you are not talking about contracting for outcomes.

3.3.3 In addition to the ongoing measurement of the outcomes described below, there needs to be a stated commitment to, and provision for, research relating to the implementation and effectiveness of Whānau Ora. This would include the dissemination of findings through best practice hui.

Measuring Outcomes at the Whānau Level

3.3.4 As described elsewhere in this report, the relationship between whānau and providers would be in the nature of a partnership in which both parties contribute information and knowledge, and work together collaboratively to achieve agreed whānau objectives.

3.3.5 As part of this process, whānau and providers would discuss and agree on whānau objectives, following an initial (joint whānau and provider) appraisal of whānau issues of concern, together with strengths, resources and capabilities. Whānau would also play a large part in determining the criteria for ascertaining when objectives had been achieved. A regular review process would ensure that progress was being made and that current whānau priorities were being addressed.

3.3.6 Outcomes prioritised by whānau could include specific objectives across social domains, such as housing, employment, income, education, health, transport, cultural knowledge and connectedness, family relationships and safety. In some instances, whānau may wish to address additional issues after an initial goal is attained, and/or may require ongoing or repeat support from a provider (eg, in times of crisis) so that repeated cycles of 'appraisal – objective setting – implementation – review' may occur.

3.3.7 Specific whānau objectives (eg, that all children in the whānau attend education services regularly) would be broken down into concrete steps (eg, ensuring children have school uniforms). These would in turn be linked to support, information and services that the provider would deliver and to steps the whānau would take to achieve them.

3.3.8 Providers would be required to maintain records of contact with whānau and progress made, and to provide summarised versions of this information to funders according to an agreed schedule (eg, quarterly).

3.3.9 It will be important to gather appropriate information that answers questions at the whānau level:

• are whānau goals geared towards building resiliency and enhancing whānau strengths, as well as addressing issues of concern?

• are providers delivering appropriate services to whānau and are whānau well-informed about their options?

• how satisfied are whānau with their ability to access appropriate health and social services and with the quality and kaupapa of services?

• what factors make whānau more (or less) likely to engage with providers and take active steps towards achieving their goals?

• what evidence is there that overall whānau wellbeing has improved as a result of achieving their specific objectives?

Measuring Outcomes at the Provider Level

3.3.10 A results-based accountability framework could be used to capture outcomes at the provider level. Broadly speaking, such a framework would set out who services would be delivered to, what services would be delivered, and the expected changes in whānau wellbeing. There would be a requirement for regular and timely reporting which was proportionate to the need for information.

3.3.11 The funding agency would require information from providers as to:

- the objectives agreed with whānau and how these will be measured
- the services that will contribute to achieving these objectives
- the cost of these services
- the expected timeframe for delivery/completion of service provision
- progress towards achieving stated objectives via regular updates
- possible risk and success factors in terms of whānau outcomes.

3.3.12 Possible measurement questions at the provider level include:

- to what extent are whānau-centred providers effecting positive outcomes for the whānau they work with (as individual providers and collectively)?
- what is the cost of providing whānau-centred services?
- what are the characteristics of effective whānau-centred providers?

Measuring Outcomes at the Population Level

3.3.13 Over the longer term, Whānau Ora could be expected to result in positive changes in data across social domains (eg, health, education, culture, safety, economic wellbeing and employment) at the population level. Realistically however, impacts of whānau-centred services would take time (several years and, in some cases, generations) to feed through into these types of population-level indicators.

3.3.14 Of course, other influences (including government policy, legislation and regulation, and international economic conditions) will also impact on outcomes at the national level and it may not be possible to attribute positive change at this level directly to Whānau Ora. Nevertheless, we ultimately aspire to seeing improvements in the wellbeing of Māori as a result of Whānau Ora.

This scenario demonstrates how Whānau Ora may work in practice

In this whānau the mother is a sole parent who is in part-time/casual employment. She receives additional social assistance to supplement her income but finds it very hard to make ends meet. She moved away from her whānau during her teens and has had very little contact with them since. She has three children:

- Her 16-year-old son has repeatedly been caught driving without a licence. He worked for five months as a builder's labourer but stopped going to work three weeks ago as he did not want his employer to know that he did not have a licence and had been to court for these offences.
- Her 12-year-old daughter has just been referred to Strengthening Families as a result of repeated school absence.
- Her 8-year-old son is repeatedly noted by the Police for roaming the streets late at night. Often when the Police return him home, there is no adult present. This has led to a notification to Child, Youth and Family.

This whānau has lived in a Housing New Zealand Corporation home for the past 11 years. In recent times the neighbourhood has become unsafe, with increased youth gang activity.

The mother is continually focused on trying to provide for her whānau – often working late into the evening or the morning, leaving the children unsupervised. She relies on the 16-year old to get the younger ones off to school. If the older boy goes to work, the 12- and 8-year olds get themselves off to school. The mother doesn't know that, because the 12-year-old is being bullied on the way to school, she often does not get to school. This has led to the Strengthening Families referral. Quite often when the mother is working late, the 8-year-old wanders from the house. He has begun hanging out with the local youth gang for companionship, hence the police intervention.

This mother is so focused on providing a living for her family that she has neglected her own health. She does not have a regular doctor and has never had a breast or cervical screen.

In this scenario the whānau is currently involved with:

- New Zealand Police
- Work and Income
- Child, Youth and Family
- Schools
- Strengthening Families.

Each intervention is focused on an individual family member: unlicensed driver, truant child or unsupervised child. All interventions are happening in isolation of each other and none focuses on the whānau as a whole.

Under Whānau Ora this whānau would be connected with a Whānau Ora provider at the first instance of need. The referral could come from any agency or from the whānau itself. The Whānau Ora provider would work with the whānau to build

a relationship that enables open and frank exchanges on the real issues, and to determine possible solutions. These could include:

- assisting the mother to gain employment that provides more adequately for the whānau and which enables her to be at home to support her children
- reconnecting the mother with her whānau so they can help to support and care for the children
- working with the 16-year-old to gain his licence, and support him to explain the situation to his employer so he can return to work
- supporting the mother and whānau to establish an effective relationship with the school
- identifying the instigators of the bullying and approach their whānau to work through the issues to enable the 12-year-old girl to return to school.

The mother being at home more regularly will mean that the 8-year-old is better supervised and cared for.

Ultimately this mother is capable of leading change in her whānau. However, her economic realities have prevented her from fulfilling this role. Whānau Ora would help her work through and resolve these issues and enable her to focus on being a carer and protector.

4 Whānau-Centred Initiatives – Perspectives and Aspirations

4.1 Whānau Ora Perspectives

4.1.1 The Taskforce for Whānau-Centred Initiatives quickly became known as the 'Whānau Ora Taskforce'. 'Whānau Ora' is not mentioned in the Terms of Reference, although it is stated as a key objective in a number of other programmes, including the Māori Health Strategy and the Whānau Strategy of the Families Commission. More to the point, the concept has been real to whānau over many years. During the consultation process, hui participants often regarded the overall aim of the Taskforce as synonymous with the broad aims of Whānau Ora, even though interpretations of Whānau Ora varied.

4.1.2 However, there was no uniform understanding of the term or the process. Based on the written submissions from a large number of agencies and individuals, and the submissions made at the engagement hui, the Taskforce recognises a wide range of views and understandings associated with Whānau Ora. Whānau Ora was variously understood as a way of conceptualising whānau (a 'philosophy'), a model of practice for 'whānau practitioners', an outcome goal, a funding mechanism and a foundation for future generations. Moreover, there was an element of confusion between the Taskforce on Whānau-Centred Initiatives, the Māori Economic Taskforce and the Māori PHO Coalition (which was also based on a Whānau Ora theme). This section of the report explores some of the perspectives surrounding Whānau Ora and the associated expectations. It draws heavily on written submissions and oral statements received by the Taskforce during the engagement hui.

4.2 Whānau Ora as a Philosophy

4.2.1 The Taskforce has noted that Whānau Ora is increasingly used as a term for whānau wellbeing. Initially it appeared as an overarching aim in the *Māori Health Strategy He Korowai Oranga* (2002), carrying with it an aspiration that 'Māori families are supported to achieve the fullness of health and wellbeing within te ao Māori and New Zealand Society as a whole'. The intention appears to have been to shift from an exclusive focus on individual illness to a broader perspective based around whānau health. Because of that early association, the Taskforce encountered some expectations that it would primarily address health matters.

Ae, I support the kaupapa, the kōrero and the whakaaro behind Whānau Ora.

4.2.2 However, at all engagement hui it was evident that the concept has been taken up by other sectors, such as education, social development and justice. The earlier link with health had been expanded to include wellbeing from a wider perspective. Further, in addition to the broader interpretation,

there was a high level of agreement at most hui that the Whānau Ora concept was distinctive, and from submissions made to the Taskforce it was possible to identify at least six key characteristics.

i. **Whānau Ora is about group (whānau) wellbeing.** While the status of individuals is important, it is not by itself an adequate measure of whānau wellbeing. Hui participants generally supported the notion that Whānau Ora is more than the sum total of individual measures; it is primarily about the ways in which the group operates as a whole to achieve health and wellbeing for its people.

ii. **The Taskforce was frequently reminded at hui that Whānau Ora is about self-determination.** While from time to time outside assistance is needed by many whānau, a core feature of Whānau Ora is self-management and self-determination. Long-term dependency on outside agencies is not consistent with Whānau Ora; instead the aim is to enable whānau to assume responsibility for their own affairs.

iii. **Arising from the engagement hui and written submissions there is a strong message that Whānau Ora is concerned with ongoing intergenerational transfers.** Participants considered positive and empowering interactions between generations to be at the heart of whānau. Those interactions include the transmission of values, knowledge, culture, technologies, lifestyles, wealth and assets. In a three- or four-generational whānau, transfers are bi-directional: from older to younger generations and from younger to older.

iv. **During the engagement hui it was made clear to the Taskforce that Whānau Ora has a strong cultural dimension.** For all individuals and for all groups, wellbeing depends on many social and economic variables but, in the whānau context, wellbeing is also closely linked to Māori cultural identity and the expression of Māori cultural values. Te reo Māori, the observation of cultural codes of conduct (tikanga), protocols to guide interactions within the whānau and beyond the whānau (kawa), as well as cultural preferences for food, recreation and socialisation are integral to Whānau Ora.

v. **Whānau Ora is also about the ways in which whānau interact with wider society.** While access to institutions such as schools, health clinics and social service agencies is an important part of that interaction, the Taskforce was frequently reminded that access is not by itself a sufficient measure of progress; more important is the need for societal institutions to be able to respond positively to whānau and for whānau to be able to freely negotiate with agencies to achieve the best results, consistent with their aspirations. There are numerous institutions within society that have high relevance for whānau, including educational, sporting, recreational, cultural and health agencies. In addition interaction with societal institutions also includes relationships within te ao Māori – marae, hapū, iwi and wānanga. Although there was no expectation that iwi would fund core services such as health and

Whānau Ora – well that's us, it's who we are.

unemployment benefits, there was nonetheless expectation that iwi would add value to those services and would contribute to the aspects of whānau wellbeing that hinged on cultural affirmation, participation in tribal ventures and heritage protection.

vi. **The range of organisations represented at the engagement hui confirmed for the Taskforce that Whānau Ora transcends sectors.** Because it is concerned with socio-economic wellbeing, as well as cultural and environmental integrity, Whānau Ora cannot be fully addressed from the perspective of any single sector. Taxation policies, for example, have strong implications for whānau wellbeing; the quality of housing is an important determinant of whānau health; employment can offer whānau opportunities for financial independence; and being able to succeed to Māori land ensures a continuing interest in a whānau estate. The Taskforce was repeatedly reminded that sectoral approaches have the potential to create fragmentation, not only reducing the chances of good outcomes but also adding a high degree of confusion for whānau.

4.2.3   In summary, based on the views expressed at engagement hui and in written submissions, the Taskforce has been able to identify six key characteristics of a Whānau Ora philosophy. Whānau Ora is distinctive because it recognises a collective entity, endorses a group capacity for self-determination, has an intergenerational dynamic, is built on a Māori cultural foundation, asserts a positive role for whānau within society and can be applied across a wide range of social and economic sectors. The Taskforce agrees that together those characteristics give definition and distinctiveness to Whānau Ora.

4.3   Whānau Ora as a Model of Practice

4.3.1   A Whānau Ora approach to health and social services is not new. The Taskforce heard that community services have been well aware of the collective needs of whānau for years but their efforts to meet them have often been constrained by narrowly constructed sectoral boundaries. Nonetheless, many practitioners described how they had intuitively embraced the Whānau Ora philosophy and had been able to incorporate holistic approaches in their day-to-day practices, even without recognition or appropriate remuneration. Many practitioners were acutely mindful of the futility of interventions with individuals that took little account of whānau. They recounted numerous incidents where crises affecting individuals were closely connected to whānau functioning but for a number of reasons no effort was made to address those wider family concerns.

4.3.2   A number of community practitioners explained to the Taskforce that they regarded a Whānau Ora approach as one that was driven by the aspirations, needs and realities of whānau as a whole, rather than by the interests of an agency that might be concerned only with one or two aspects of the whānau. A preference for holistic interventions is consistent with a whānau-centred practice model insofar as it is built around group needs and objectives rather than solely around the needs of individuals.

4.3.3   The whānau-centred model recognises that the circumstances of individual whānau members inevitably impact on other people in the whānau and vice versa. According to many hui participants, while it might be more manageable to deal only with one individual who has a specific problem, an approach that disregards the wider circumstances of the whānau will be flawed. It may have provided a short-term fix that satisfied an immediate concern, but more often than not would fail to effect a more sustainable change. Implementing a whānau-centred practice model can, however, be difficult. The Taskforce heard that, apart from the conventional focus on individuals, there are a number of other reasons why the holistic approach is difficult.

4.3.4   A major problem is the lack of suitable tools to measure whānau wellbeing. Despite the increased acceptance of Whānau Ora as a signal for a whānau-centred approach, services have tended to retain accustomed ways of measuring both inputs and outputs, and have generally reported on gains made by individuals rather than measuring wellbeing for the whānau as a whole. Sometimes individual measures such as child health indicators are used as proxy measures for whānau health, but they are generally unable to capture the wider dimensions of whānau functioning and seldom provide clues about whānau potential. The Ministry of Social Development's Social Report series has introduced some measures that reflect outcome domains relevant to whānau, including household crowding (economic standard of living), and contact between young people and their parents (social connectedness). The Families Commission's reports on family form and function also contain useful universal indicators that have relevance to all families. But generally there is a paucity of indicators that can be employed by whānau practitioners or by funding agencies.

4.3.5   Many hui participants further described a mismatch between the terms of their contracts to deliver services to whānau members and the realities of their work. Rather than ignoring wider whānau needs and simply concentrating on individuals, as contracts prescribed, they often tried to address the whānau situation, even though the additional time and effort were not required or funded. In their view there was a need for contracts for whānau-wide interventions that recognised dependencies and synergies within whānau, and could be measured by the gains made by the whānau.

4.3.6   Generally hui participants did not dismiss the importance of contracts that had specific targets for individuals. The question they raised, however, revolved around the link between an individual who required assistance for personal reasons, such as the management of diabetes, and the implications for whānau. In that case a primary responsibility to the diabetic patient was recognised. But a parallel responsibility to the whānau was also identified. A Whānau Ora perspective would not only require the diabetic patient's interests to be considered but would also expect that whānau members were equipped to support the recommended management plan and were given the necessary information and motivation to adopt lifestyles that would reduce the likelihood of diabetes for other whānau members, especially younger generations.

Iwi social services deal with the whole whānau, yet we are currently contracted to provide services to individuals.

4.3.7   The relationship between individual wellbeing and the wellbeing of the whānau as a whole also raised questions about potential conflicts of interest. Family group conferences sometimes flounder because the interests of a child are seen to be at odds with the interests of the family. The same might be said for respecting the confidentiality of a daughter who had become pregnant and did not wish family members to be informed. Feedback received by the Taskforce advised against conceptualising Whānau Ora as an approach which disregarded the interests of individuals, but to develop it as a model that enabled both individual need and the collective need to co-exist. Taking into account immediate safety needs, for example, would not be inconsistent with a staged intervention process that recognised more urgent individual needs but also addressed wider whānau development. The aim should be to convert every whānau crisis into an opportunity for whānau enablement.

4.3.8   A related matter was also raised in connection with the roles of Whānau Ora practitioners. Because whānau may have various needs that require multiple levels of expertise, it is unreasonable to expect that a single practitioner would be able to cover all contingencies. Three other practice alternatives were presented to the Taskforce. One option favoured a team approach so that a wide range of skills within the same provider organisation were available to assist whānau while one member of the team took overall responsibility. A second option was for a network of providers who could offer a comprehensive service between them while agreeing that one practitioner would assume a lead role. The third option was for a practitioner who had expertise in counselling whānau and a wide knowledge of local services. The practitioner would act as a broker, ensuring that whānau had access to the most appropriate service and experienced the best possible outcomes. If, for example, whānau were seeking a particular type of education for their children, the broker would negotiate entry into the school that could deliver the desired result.

4.3.9   The Taskforce agrees that many practitioners have been using a Whānau Ora practice model for a number of years, although without receiving adequate recognition for this. It is clear that a Whānau Ora approach will require major changes in contractual arrangements and accountability schedules. It is also apparent to the Taskforce that, if Whānau Ora provider organisations are to effect real change, they will need to offer a comprehensive range of services, either alone or in association with other providers, and must be responsive to individual whānau members as well as the whānau as a whole. Further, the Taskforce supports the option of service brokering so that whānau can have greater choice around those services and amenities that will assist them to realise their own aspirations.

4.4 Whānau Ora as an Outcome Goal

4.4.1 During the engagement hui the Taskforce heard that the usual indicators of socio-economic status such as morbidity, hospital admissions, school failure, low incomes or deprivation scores were inadequate measures of whānau outcomes. There was wide support for an approach that focused on positive achievements for whānau, rather than negative events for individuals within whānau. Hui participants were not dismissive of other approaches but saw Whānau Ora as an opportunity to aim for the best possible outcomes and to give more attention to considering the results of an intervention rather than simply recording the number of interventions or the reason for the intervention.

4.4.2 The Taskforce considers that whānau outcomes have two unique dimensions. First, the outcome of greatest interest is the outcome that affects the whānau as a whole. It has already been noted that most measures are centred around individual status or performance rather than the status of collectives, partly because group measures are more difficult to construct and apply. Measuring the capacity of a whānau to transmit values, for example, raises complexities that far outweigh measuring the presence or absence of an illness or the achievement of an educational standard. The Taskforce is aware of the problems associated with group measures but does not consider those problems are sound reasons for avoiding a focus on collective whānau outcome measures. By the same token, outcomes for individuals should not be ignored. A comprehensive measure of whānau outcomes might therefore need to include a combination of individual outcome indicators as well as indicators articulated by whānau.

4.4.3 A second dimension is related to the question of causality. An outcome is usually assumed to be the result of an intervention. But establishing a connection between an intervention and an outcome can be fraught with uncertainty since there are many other variables, apart from the known intervention, that might have had a significant impact. Further, desirable outcomes may not be realised immediately but may evolve over a period of years. The longer the time lag between input and result, the more difficult it is to ascribe an outcome to a particular intervention. However, even if an outcome has not (yet) been achieved, an intervention should nonetheless identify how it might contribute to a longer-term outcome.

4.4.4 Involving whānau in outcome measurement was strongly emphasised at a number of engagement hui. While similar high-level outcomes might be applicable to most whānau, the relevant immediate indicators will inevitably depend on current whānau situations and their own aspirations. To that end, decision-making about outcome goals should be a shared process. In an outcome-focused environment, it will be important that whānau have the opportunity to contribute to the development of their own agendas for change and agree on the indicators that might be used to measure success. This approach moves away from an expert identifying the problem and then prescribing an intervention, to working with whānau to identify preferred outcomes and then jointly mapping a pathway to achieve them.

Each whānau has the capacity to care for itself. Any service should… support them to find the ways to do this. And because every whānau is different, they will find different ways to do so…

4.4.5   While some providers doubted that whānau had the necessary skills
         and resources to participate in decision-making or longer-term planning,
         generally there was support for a focus on outcomes, and including whānau
         in the process. An important Whānau Ora goal is self-determination, and
         opportunities to foster self-management and whānau leadership are integral
         to a preferred model of practice.

4.4.6   **The Taskforce has noted the complexities associated with an outcome
         focus but agrees with hui participants that these should not deter from
         pursuing the approach or from involving whānau in the identification of
         appropriate indicators.**

4.5   Whānau Ora as a Mechanism for Funding Providers

Māori providers have done a great job – we've got quality, we've got trust.

4.5.1   A strong provider presence was evident at all engagement hui.
         Providers were generally supportive of the Whānau Ora concept but had
         some concerns about possible implications for services and the contracts
         currently held with various funders. Overall, providers welcomed the
         possibility that the contracting process might be simplified. Several groups
         explained that, in order to provide a comprehensive service to whānau,
         it was necessary to hold multiple contracts, often with a range of funders.
         Even with a single funder such as a district health board, several separate
         contracts were required. These may cover different aspects of a whānau
         service such as well-child care, chronic disease management, smoking
         cessation and immunisation. In addition, having a range of contracts with
         the Ministry of Social Development, the Department of Internal Affairs
         and Te Puni Kōkiri meant that considerable time was required to shape-up
         contracts and even more time was required to report on each one. The high
         transaction costs were described as barriers to efficiency and obstacles
         to the implementation of a coherent and integrated approach. A single
         Whānau Ora contract with a single funding agency was seen as a more
         sensible arrangement.

4.5.2   While supporting the idea of a simplified funding and reporting structure,
         some providers were concerned that a single funding agency might also
         lead to a reduction in funding opportunities. Their concern was two-fold.
         First, government agencies might regard a Whānau Ora fund as the total
         amount available for the delivery of services to whānau. In that event a
         Whānau Ora fund might actually marginalise Māori interests. Second,
         smaller providers, who were unable to provide a comprehensive range of
         whānau services, might not be eligible for funding. In both cases
         reassurances had been sought that Whānau Ora would not lead to a
         reduction of the total quantum of available funding.

We need certainty of funding to plan and operate in the long term.

4.5.3   Another set of concerns was based around the abandonment of existing
         contracts and discontinuing relationships with current funders. Over time,
         relationships had often evolved into strong working alliances between funder
         and provider, with mutually satisfactory understandings that might take time

to replicate with a new funding agency. There was a sense of unease about moving into a new environment which might not have a long-term future. In addition, providers who had an interest in whānau wellbeing, but were not primarily focused on whānau, were anxious that they might be doubly disadvantaged – unable to qualify for whānau-centred funding because whānau was a peripheral interest, yet no longer seen as relevant to an existing funding agency because whānau was a part of the interest.

4.5.4   The Taskforce frequently heard that, if a whānau funding agency was not strongly linked into regions and local communities, it would not be well placed to address the variable needs of whānau from region to region. Hui participants emphasised the importance of decision-making occurring as close as possible to whānau, At one hui the principle of subsidiarity was recommended – the devolution of responsibility to the smallest possible unit. Apart from a closer relationship between funders and providers, the subsidiarity principle would enable local need to be better reflected in funding decisions. There were other views, however, that local decision-making might be subject to capture by particular factions and, as a result, some providers could be disadvantaged. In that case it was argued that there would be some advantages in having a national body sufficiently removed from parochial interests to support programmes that were most likely to deliver the desired outcomes.

4.5.5   **The Taskforce agrees that, although some concerns have been raised (such as regional responsiveness, protection of the total funding available for whānau programmes, and funding for providers whose work is relevant though not necessarily central to whānau), the establishment of a new funding agency for whānau-centred programmes has compelling potential benefits, including a simplified and integrated system of contracting that can focus on whānau collectives.**

4.6   Whānau Ora as a Foundation for Future Generations

4.6.1   At the engagement hui there was strong support for policies and programmes that would benefit young people and future generations. Whānau were seen as obvious sites for nurturing infants and children and ensuring that they grew up with positive values, healthy lifestyles, secure cultural identities and an ability to participate fully in society. The Taskforce heard many accounts of whānau who had successfully raised large families enabling them to play active and positive roles with their own people and in a variety of communities. However, there were also accounts of whānau whose circumstances had not been conducive to positive outcomes for young people; the consequences of which were evident in preventable health incidents, low educational attainment, offending, violence, cultural alienation, and impaired interpersonal relationships.

Whānau Ora brings our whānau back into the collective. Back to simplicity and the amazing models from our tupūna.

4.6.2   While the efforts of helping agencies were acknowledged and appreciated, a frequent theme at hui was that the help had been directed at a crisis and had not provided whānau with skills, knowledge and encouragement to build their own capability so that future crises could be avoided. Typically, once the immediate crisis was resolved, help was withdrawn. We have already noted that current contractual arrangements for providers do not always allow for extended interventions that can focus on capability building rather than crisis resolution. But, especially where young people are involved, a developmental approach would seem sensible – recognising that the early years are critical for the inculcation of adaptive behaviours.

4.6.3   By and large, Māori parents want the best for their children but, for one reason and another, do not always have the resources to make those hopes come to fruition. The Taskforce learned that many families do not have active links with whānau and are therefore not able to call on whānau members for support or advice. Some hui participants saw whānau-centred initiatives as a vehicle for the active promotion of whānau connectedness so that their collective resources could be applied to parenting, grandparenting and future planning. Where families are disconnected from whānau, the beneficial effects are less likely to be realised. Several hui participants noted the sharp contrast between the type of whānau experience available to the children of earlier generations and the current trends where whānau are geographically separated and children have less opportunity to interact with a wider circle of relatives.

4.6.4   The importance of education to whānau outcomes, and dissatisfaction with current educational achievement for Māori children, was reiterated at several hui. A number of participants saw Whānau Ora as a catalyst for the development of better relationships between whānau and schools so that standards could be raised and young people could gain better prospects for employment and citizenship. While whānau were widely regarded as the 'first teachers' there was clear recognition of the role that schools could play in advancing whānau opportunities. However, the fact that so many Māori boys, in particular, left school without a meaningful qualification was seen as an indictment on society in general and a burden for future generations. But it was also seen as a challenge to whānau to make their own expectations of the education system more explicit and to consider their own roles in education and in the transmission of knowledge and values.

4.6.5   Because they have intergenerational reach, whānau can act as conduits between the past and the future. The Taskforce is swayed by hui participants' views that Whānau Ora has the potential to provide a sound platform for future generations, not only through the endeavours of whānau themselves but also through the types of relationships that whānau can construct with key societal institutions such as schools. In building those relationships there is room for active advocacy by and on behalf of whānau, and for greater accountabilities to whānau.

5 Case Studies

5.1 Methodology

5.1.1 Te Puni Kōkiri led case study research to provide evidence of what whānau-centred policy and service delivery could, or would, look like. The case study research comprised three components:

- scope and review of existing case study research work undertaken by Te Puni Kōkiri

- development of four case studies of services that currently operate in a whānau-centred way

- analysis of the case studies and other relevant research.

5.1.2 Four service providers were identified for the case studies. These providers have a whānau-centred philosophy and approach and were selected on the basis that they:

- work across a number of sectors

- actively engage with whānau

- have complex funding arrangements to deliver their services.

5.1.3 Based on these criteria, the four case study providers selected were:

- **Rata Te Awhina Trust (Hokitika)** – the only Māori provider based on the West Coast of the South Island; provides services in a range of sectors, including social services and health.

- **Te Rūnanga o Kirikiriroa (Hamilton)** – a long-established urban provider of a wide range of services, with a strong reputation for effectively engaging whānau.

- **Te Taiwhenua o Kahungunu (Hastings)** – a hapū-based provider with a wide range of services; involved in developing innovative funding arrangements to support whānau-centred delivery models.

- **Te Whānau o Waipareira Trust (Auckland)** – a leading urban provider delivering across multiple sectors; uses innovative delivery models within a whānau context.

5.1.4 Interviews with providers, whānau and iwi organisations were undertaken using either a one-on-one or focus group approach. The description that follows reflects the language used by these groups.

5.1.5 Provider staff and management were invited to discuss their local context and environment, the nature of their engagement with whānau, the design and delivery of their services, involvement and collaboration with government agencies, and funding and contracting processes.

5.1.6   Whānau members who had participated in provider programmes or services were interviewed (eight-twelve per provider). Whānau were asked to describe their experiences with providers and to give their perspectives on what worked well for them in terms of effective service delivery for their whānau.

5.1.7   Iwi organisations were interviewed with regard to their particular roles and responsibilities, relationships and engagement with whānau and providers, input into service delivery, mechanisms used to strengthen or facilitate relationships, and their perceived impact on whānau wellbeing.

5.1.8   A number of aspects were identified as being important components of effective whānau-centred policy and service delivery across providers.

5.2   Themes

Cultural Integrity in the Design and Delivery of Whānau-Centred Services

The services that I am drawn towards are those where I have a relationship with staff members. Whether that relationship is through whakapapa or whanaungatanga is irrelevant, but knowing the people and knowing that they know your whānau is important.

5.2.1   Recognising that a strong cultural foundation is important for whānau wellbeing and that cultural practice underpins effective provider-whānau relationships, the following cultural elements are important for the design and delivery of whānau-centred services:

- tikanga competent service design and delivery – ie, the design of services in accordance with Māori values and philosophy
- service design and delivery based on Māori models of holistic wellbeing
- providing for tikanga Māori in all aspects of provider operation.

5.2.2   Utilising whakapapa relationships to build relationships between providers and whānau, and whakapapa connections and cultural contexts to affirm cultural identity, rebuild self-esteem and support the development of whānau wellbeing through:

- using appropriate cultural communication and social skills
- ensuring service designers and deliverers are culturally competent and knowledgeable in the dynamics of whānau
- using New Zealand community-based research to inform the design of service policy
- drawing on Māori knowledge-based systems to design policy, services and support that will be effective for whānau
- recognising the unique status and entitlement that whānau hold within the Treaty relationship, and that iwi and hapū hold as partners to the Treaty relationship.

Development and Delivery of Whānau-Centred Services

5.2.3   The approach underpinning the development and delivery of whānau-centred services should take account of the following principles:

- recognition that the relationships between government, iwi, providers and whānau are relationships between equals, based on trust, respect and belief in the worth of the individuals and each other

- whānau support is important for whānau wellbeing where providers respond to whānau needs and involve key whānau members

- policy and service approaches should seek to empower, build and leverage whānau strengths

- policy and funding design should provide for the time required to form enduring relationships, provide regular, consistent engagement and respond to whānau needs

- whānau-centred services should provide for an integrated multi-service delivery approach that provides a single point of contact for whānau and a pathway to whānau wellbeing

- measuring the effectiveness of service delivery to whānau should include reporting on the successes that whānau are experiencing as a result of the initiatives to demonstrate that outcomes are being achieved

- a key focus on providing for early intervention and preventative measures

- collaboration and complementarity between providers and agencies in policy design, delivery and funding

- design and implementation of flexible and innovative whānau-centred initiatives

- ongoing evaluation to build the evidence base on whānau-centred services.

The Whānau Ora framework is the way all services should be offered and provided throughout the country.

Empowering Whānau

5.2.4   Supporting whānau to take control of strategies for achieving whānau wellbeing necessitates:

- working with whānau to identify wellbeing goals and develop pathways to achieve these

- inviting whānau to contribute their input, advice and feedback on service initiatives and policy

- respecting the ability of whānau to take ownership of their realities and to identify the solutions their whānau need to achieve wellbeing

- identifying the strengths within whānau to support the achievement of their goals, and providing additional support through services (and iwi, if appropriate)

- building whānau knowledge, skills and capability to achieve these goals and to manage their own solutions

- including skills and knowledge transference mechanisms in service design and delivery to increase the ability of whānau to take control of their wellbeing.

An ideal service would draw on the strengths of the individual/family accessing the service and work with them toward facilitating interdependence and longer-term wellbeing.

Aligning Government Support

5.2.5   Ensuring good alignment between the design and delivery of government services and the needs of whānau involves:

- clearly understanding the definition and characteristics of whānau, and ways of effectively engaging with whānau

- using systems, policies, processes and organisational cultures that support whānau-centred approaches and methodologies

- integrating delivery of government services to provide a single point of contact for whānau by organisations acculturated towards whānau-centred service delivery

- focusing on whānau strengths and building on these to meet whānau needs

- focusing on early intervention initiatives, supported by transference of skills and knowledge to whānau

- building a collaborative relationship between providers, whānau and government agencies

- understanding that whānau-centred services are diverse and require tailored models and responses.

Service Funding Model

5.2.6   Creating a funding model that supports whānau-centred practices and therefore increases the potential for successful whānau outcomes involves:

- service delivery contracts based on cross-agency collaboration, with streamlined reporting and a common set of outcome-based measures

- contracts that support provider growth and development

- an interagency single mechanism database or framework for outcomes monitoring and reporting

- a direct funding relationship with Government through a representative provider body.

Iwi Leadership

5.2.7   Working cohesively with iwi to support successful Whānau Ora outcomes involves:

- recognising that iwi provide strategic leadership within their tribal territories and are responsible for identifying key strategic priorities based on the aspirations of their people

- iwi supporting and advocating on behalf of providers to ensure there is effective provision of services to whānau

- iwi exercising their high-level relationships to influence decision-making and hold Government accountable for the achievement of positive outcomes for whānau

- iwi working alongside providers and whānau to support cultural development and whakapapa connections, recognising that whānau identity and whakapapa play a key part in whānau wellbeing
- iwi and providers working collaboratively within clearly defined areas of common interest to benefit whānau wellbeing.

5.3 Summary

5.3.1 Whānau, providers and iwi alike expressed their commitment to finding ways to improve outcomes for whānau. Whānau want to take ownership and control of their destinies and guide themselves and their future generations towards brighter futures. There was a strong emphasis on the importance of education throughout the interviews, with whānau wanting to be armed with knowledge and skills that will transport them to better life outcomes.

5.3.2 One of the key barriers identified by providers and whānau was that government service design and delivery did not always align with whānau needs and that the attainment of successful outcomes was being thwarted by this disconnect. The critical components for success identified by providers and whānau were consistent with the intent and direction of the proposed Whānau Ora framework.

5.3.3 These components, when implemented within a sound policy framework, have the potential to unlock the latent potential in the relationships between government, providers, whānau and iwi to accelerate Māori social and economic development. The resulting relationships will more closely reflect the spirit and intent of the Treaty partnership, and the model may indeed serve as a model of success not only for whānau but also for many non-Māori New Zealand families.

6 Whānau-Centred Initiatives: The Main Goals

6.1 Three Goal Sets

6.1.1 The similarities between whānau-centred initiatives and Whānau Ora, and the several meanings attached to Whānau Ora, were noted in section 4. Section 6 builds on the earlier discussion and identifies the main goals of Whānau Ora as they can be applied to whānau-centred initiatives. The goals are largely drawn from written submissions and oral statements heard at hui.

6.1.2 Whānau Ora is about wellness, health and resilience. It is also an aspirational statement and implies attaining and maintaining wellbeing for the whānau as a whole and for the members of whānau. Wellbeing encompasses social, cultural, economic and environmental dimensions and has particular implications for whānau health, education, housing, income, employment, relationships and wealth. It is about individuals and collectives, young and old, resilience and potential, households, families, extended families and self-determination.

6.1.3 While Whānau Ora has a single overarching aim – best outcomes for whānau – the Taskforce has identified three sets of goals to underpin the broad aim:

- whānau goals
- goals for effective service delivery
- goals for efficient governance and management.

6.1.4 The three sets of goals are interrelated: the governance goals determine the parameters for service providers, and the goals of service provision contribute to whānau goals. Importantly the relationships between the goals reflect the relationships that are necessary between all key players in the Whānau Ora chain. Unless those who provide services to whānau are able to establish sound working relationships with whānau, their effectiveness will be limited. Similarly, the relationships between the policy makers, practitioners in the field and whānau themselves need to be built around sound knowledge, mutual respect and shared commitment to outcomes.

6.1.5 Whānau goals represent the highest level of goals insofar as they embody the overall purposes of Whānau Ora. **The Taskforce strongly believes that all parties in the Whānau Ora system should be clearly focused on positive outcomes for whānau** – whānau, service providers and those who are involved in governance and management. In contrast to a deficit model premised on the notion of 'catch-up', a philosophy of whānau wellbeing and whānau opportunity should permeate all aspects of Whānau Ora.

6.1.6　Whānau goals, instead of being arbitrarily imposed on whānau, will generate more effective results when they are articulated by whānau. When goals resonate with Māori families and households as well as larger whānau collectives, then there is an engagement with what is attainable, if only in the long term, and with outcomes that are consistent with wider whānau ambitions. But while whānau aspirations are critical to those goals, the goals should not be inconsistent with the broad aims of Māori development or commonly accepted societal standards. If, for example, a whānau had become disillusioned with the education system and sought to withdraw children from school, then the broad aim of Māori educational achievement could be further compromised. The whānau goal could only be endorsed if it included another option that would increase educational attainment. At the same time the significance of a whānau-centred approach is that policies and services must be relevant to the realities, hopes and potential of whānau. **The Taskforce supports the adoption of goals that will enable whānau to realise their full potential and give effect to their collective aspirations.**

6.1.7　As well as defining the overall purposes of Whānau Ora, well-specified goals also provide a rationale for the identification of outcomes and the measurement of results. For each goal, measures of progress that are consistent with the Whānau Ora philosophy will be necessary. A major task for funders, providers and whānau will be to agree on indicators that are relevant to the goals, related to an intervention and subject to quantification. Measuring a whānau objective of adequate housing, for example, could require indicators that include the standard of housing, affordability and neighbourhood safety. A governance goal of contractual compliance could be measured by indicators that show timeliness, positive impacts on whānau and budgetary prudence.

6.2　Whānau Goals

6.2.1　The Taskforce has identified six major whānau goals:

- whānau self-management

- healthy whānau lifestyles

- full whānau participation in society

- confident whānau participation in te ao Māori

- economic security and successful involvement in wealth creation

- whānau cohesion.

6.2.2　The goals are whānau-centred, have obvious implications for Whānau Ora providers and funders, are capable of quantification, and will form the basis for determining the overall effectiveness of whānau-centred initiatives using the Whānau Ora approach.

…services that heed the voices of whānau and that are based on responding to the needs of whānau, as defined by whānau for themselves are essential.

Whānau Self-Management

6.2.3   Whānau wellbeing is largely dependent on the capacity of whānau to determine their own pathways and manage their own affairs. Most whānau are already self-managing insofar as they make their own decisions, care for their own people and supply their own needs. They are knowledgeable about their own communities, can access those goods and services necessary for ongoing development, are active participants in a range of networks and have patterns of leadership that provide continuity between the past and the future. Self-managing whānau are able to draw on the skills of their own members in order to advance their collective interests. The assets they hold in common are well managed in accordance with their own traditions. Importantly also, self-management is underpinned by a set of cultural values and traditions that not only include a link to hapū, iwi and Māori communities but also to values such as generosity, sharing, cooperation and mutuality.

6.2.4   A whānau capacity for self-management may be diminished by illness, lack of information, separation from other whānau households, dysfunctional intra-whānau relationships, financial insecurity, inadequate resources either within the whānau or within wider communities, and an absence of leadership.

6.2.5   Effective Whānau Ora services will support and strengthen the leadership in whānau. Sometimes self-management can be undermined by well-meaning agencies that assume leadership roles but without ensuring that whānau leadership is developed to the point that self-management becomes possible. Often whānau leadership is dismissed – sometimes because it is not visible to helping agencies, or presents a threat to them, or because leadership is frequently matriarchal and not necessarily linked to perceived status or obvious power.

Healthy Whānau Lifestyles

6.2.6   Because they have influential, close and enduring relationships with each other, whānau are in unique positions to promote lifestyles that can lead to optimal health and wellbeing. Whānau can shape lifestyles by establishing codes of conduct that will endorse healthy behaviours. Setting an example, applying a consistent set of values, disseminating information to whānau members and observing safe practices in homes will all contribute to positive lifestyle choices. But lifestyles are also shaped by peers, societal pressures, global fashions and public policies. While whānau sway is only one determinant of lifestyle, it has the advantage of being a lifelong influence with a capacity to mould healthy nutritional habits, establish guidelines for appropriate conduct, model relationship building, and demonstrate good parenting as well as positive ageing.

6.2.7   Although web-based communication can reduce distance, the provision of a whānau basis for healthy lifestyles is made more difficult by whānau mobility and geographic separation. Whānau influence must compete

with consumerism, mass marketing ploys and value systems that favour individual gains over collective responsibility. Nonetheless, as major forces within society, the potential of whānau to actively foster healthy lifestyles for their members is high. In order to do so effectively, wider whānau leadership, coupled with the best available information and the intergenerational transmission of values and models, will be important.

Full Whānau Participation in Society

6.2.8 Whānau are conduits to society and societal institutions and a measure of Whānau Ora is the extent to which whānau members can participate in society. Full participation is a goal that recognises ready whānau access to community facilities and the ability to benefit from community goods and services. Access to health services, quality schooling, recreational facilities, housing, commercial ventures, meaningful employment and levels of income adequate for whānau needs are necessary for whānau wellbeing. Successful participation in education is a critical determinant of wider participation and is positively associated with better health, higher incomes, adequate housing and healthier lifestyles. Participation is inhibited by historic patterns of exclusion, gatekeepers who are selective, whānau alienation from societal goals and values, and economic barriers that act as deterrents. But participation is accelerated by whānau-friendly services, active whānau involvement in decision-making and planning, affordability and whānau leadership that actively engages with community leaders and institutions.

Encourage whānau to be part of the solution.

6.2.9 Material and human resources are necessary for Whānau Ora and a two-way exchange between whānau and society is an essential precursor to the goal of participation. Full and equitable participation in society is a right. But, for many, whānau exclusion from society has been a function of institutional cultural blindness. Agencies that fail to align their services to whānau cultural norms will perpetuate a sense of exclusion and will not be able to achieve the best possible outcomes. Māori-led services in health, education (including early childhood and tertiary education) and social welfare have demonstrated that, when a service recognises Māoricultural values in protocols for assessment, management and follow-up, participation rates are higher. Similarly when a whānau approach to engagement is encouraged, Māori participation increases.

Confident Whānau Participation in Te Ao Māori

6.2.10   In addition to full participation with communities and wider society, a further whānau goal lies within te ao Māori. Being part of te ao Māori has several dimensions that span tribal, community and cultural endeavours. While socio-economic circumstances are important to whānau wellbeing, participation in Māori cultural events, iwi affairs, marae hui, waka ama and kapa haka, and the ongoing transmission of Māori knowledge, culture and te reo Māori define whānau as distinctive groups within New Zealand.

6.2.11   Whānau wellbeing is strengthened by Māori values and participation in Māori social networks. The goal of being part of te ao Māori is that whānau will be able to enjoy active participation in Māori society and that Māori society will be sufficiently aligned to the needs of whānau to be able to meet their needs. Where providers are able to combine Māori values with services to whānau there is a greater opportunity to effect sustainable and positive relationships with whānau and to achieve better results. Educational providers who can offer educational programmes within a Māori cultural framework, for example, have been able to achieve greater engagement with students and whānau and gain better learning outcomes. Whānau involvement with a wide range of Māori institutions is already high. Kōhanga Reo, kapa haka, marae, touch rugby and other sporting codes are largely built around whānau enthusiasm. For a variety of reasons some whānau, or units within a whānau, have become alienated from iwi and hapū and from Māori networks, and re-gaining access has been challenging. Service providers should be able to facilitate access in ways that will be relevant to particular whānau and enable beneficial reconnections.

Whānau Economic Security and Active Involvement with Wealth Creation

6.2.12   Wellbeing requires economic security. Average whānau incomes are at the lower end of national levels and, as a result, there are reduced opportunities for whānau members and the whānau as a whole. The goal of economic security and wealth creation is to foster a climate within which whānau can aspire to levels of economic certainty that do not depend on minimal household incomes or beneficiary payments. Full participation in society will go some way to increasing whānau wealth, particularly if levels of Māori educational achievement are raised, but there is also a case for accelerated gains in wealth through innovative approaches to business, enterprise and asset management.

6.2.13   Whānau interests in Māori resources, such as land, fish and forests, also have potentially strong implications for whānau economic wellbeing, but are not always well understood or actively developed. In that respect the Taskforce considers that institutions such as the Māori Land Court, iwi rūnanga, Māori Land Incorporations and Trusts have significant roles to play in Whānau Ora.

6.2.14   In the past, whānau programmes have tended to stop short of actively promoting financial gains for whānau; more often the goal has been to arrange benefits and seek help from budgeting agencies. The Taskforce regards those interventions as starting points only. There must be more ambitious approaches to whānau economic growth that enable whānau to live comfortably, extend opportunities for children and grandchildren, and provide a nest egg for future generations.

Whānau Cohesion

6.2.15   A particular challenge for whānau in modern times is the high level of mobility that leads to dispersal of whānau members and reduced opportunities for day-to-day cooperative endeavours. Whānau members are spread across many regions in the country and there are increasing numbers who are more or less permanent overseas residents. However, despite the inevitable sense of dislocation, national and international relocation can also bring benefits to whānau. Often there are greater opportunities for work and education, higher incomes and exposure to a wider range of ideas and contacts. Moreover, in a world transformed by digital technologies, geographic distance may be less problematic than it was for Māori urban migrants 50 years ago. Opportunities for increasing whānau cohesion will be greatly expanded by web-based communication. Provided whānau have access to appropriate technologies within homes and associated communication infrastructure at local levels, they will be able to communicate regularly and have ongoing participation in whānau affairs.

6.2.16   Increased whānau cohesion is also relevant to whānau who live in close proximity to each other. The composition of contemporary whānau reflects changing societal values and requires new approaches to ensure that household formations are able to participate with the wider whānau, derive benefits from consistent patterns of caring, and experience safe and nurturing environments. Whānau resilience depends not only on a will to succeed but on the capacity of whānau to remain connected, to nurture younger generations and to embrace new technologies that will facilitate the process.

Whānau Goals: Recommendations

6.2.17 The Taskforce recommends that whānau goals should include whānau self-management, healthy whānau lifestyles, full participation in society, confident participation in te ao Māori, economic security and active involvement in wealth creation, and whānau cohesion.

6.2.18 In particular the Taskforce recommends that:

- whānau self-management and whānau leadership be fundamental characteristics of Whānau Ora
- the role of whānau as agents for promoting healthy lifestyles be endorsed and supported
- full whānau participation in society be recognised as a right of citizenship
- confident whānau participation in te ao Māori be encouraged as a pathway towards Whānau Ora
- economic planning for whānau aim to generate levels of security and wealth that will offer certainty for current and future generations
- communication and information technology be made available to increase whānau cohesion.

6.3 Goals for Effective Service Delivery

Contributing to Whānau Outcomes

6.3.1 A high-level goal for Whānau Ora service providers is to make substantial contributions to whānau outcome goals. For some providers there will be little change to accustomed practice, but for others a shift towards whānau self-determination and self-management will introduce new challenges. Moreover, the inclusion of wealth creation and digital communication systems as key whānau goals alongside more conventional goals will require additional skills. This will go some way to extending the focus on support and caring towards the realisation of potential. Attaining best outcomes will require providers to involve whānau in systematic approaches to longer-term planning so that objectives can be set and plans of action developed.

Often out of crisis come opportunities…for us as people to change our lives and learn new ways of behaving.

6.3.2 Many crises that warrant assistance from agencies have impacts on whānau and often result from whānau functioning. In contrast to interventions that are shaped around the resolution of crises, Whānau Ora providers will be expected to use a crisis as an opportunity to effect change within the whānau so that future crises are avoided and whānau are better placed to manage risk. A focus on outcomes will also have implications for the way in which provider accountabilities are framed. Milestone reporting coupled with a description of interventions will be less important than monitoring progress against agreed outcome indicators such as whānau-inspired cessation of smoking or an increase in the economic value of a whānau asset base.

Integrated Delivery Systems

6.3.3   Whānau Ora services will be characterised by integrated and coherent delivery. Rather than a variety of providers being involved with a single whānau, with each provider bringing the perspective of a particular sector, the goal is to offer a simplified service coordinated by a sole whānau contact person. If a specialist service is needed to complement the generic approach, the contact person should be able to draw on the skills of other practitioners in the same agency. Alternatively, the contact person might act as a broker on behalf of the whānau ensuring that the necessary assistance is made available from an appropriate provider with the minimum of red tape and reducing the likelihood of whānau becoming 'lost' between providers. Service brokering ensures the prime responsibility stays with the designated contact person. For example, should a whānau wish to re-establish links with a block of whānau land but lacks the knowledge to do so, the contact person might arrange for consultation with the Māori Land Court and, if necessary, accompany whānau members to a subsequent shareholders' meeting.

6.3.4   Integrated delivery recognises that sectoral approaches to whānau often fail to gain an understanding of wider whānau dynamics and, as a result, are not able to address fundamental concerns. In addition, because sectoral approaches are inevitably problem-oriented there is less room to introduce a developmental approach that builds on existing strengths and fosters self-management.

Multiple Gains

6.3.5   Although Whānau Ora practitioners will have a primary focus on the whānau, and in that respect, are whānau-centred, there is an expectation that the particular needs of individuals will also be addressed. For the most part, approaches by whānau for assistance will arise because an individual needs help and has either identified the problem alone or the problem has been articulated by whānau. Dual assessments will be required: an estimation of the status of the individual and an evaluation of the wider whānau circumstances. Where the problem is largely confined to an individual, the whānau component might be relatively small. But where an individual's situation is more obviously a function of whānau, then the major focus will be on the group – household, family or the wider whānau.

6.3.6   Whānau practitioners will need to be skilled in whānau, individual and community assessments. If, for instance, an identified problem is linked to truancy from school, at least three types of interventions will need to be considered: Does the student have a hearing problem that makes it difficult to concentrate in the classroom? Does the whānau value education to the point that truancy is unacceptable from the whānau point of view? Does the school create an enthusiastic learning environment that is relevant and interesting to Māori students? More often than not, all three explanations will have a degree of relevance and the task for the practitioner will be to decide where to place the main emphasis. In this particular example, the primary focus will be on the whānau but the two other options can be explored in parallel.

[Whānau require] someone with a multiplicity of skills, not a multitude of people.

Whānau Practitioners

6.3.7 While many practitioners intuitively adopt a whānau-centred approach to their work, opportunities to develop skills in whānau interventions are nonetheless limited. A whānau approach is not usually built into contracts and is often added on as a logical but optional step, without explicit recognition. Whānau Ora, however, focuses directly on whānau and carries an expectation that practitioners will be well equipped to intervene at that collective level. Moreover, the conversion of a whānau crisis into an opportunity for enhanced whānau capability will require an approach that is generally outside models of crisis intervention.

6.3.8 Whānau practitioners come from a range of backgrounds, including community work, social work, nursing, health promotion, public health and youth justice services. The introduction of Māori models of practice into health and social services has accelerated the emergence of a whānau-oriented workforce which is able to combine intuitive skills with learned practices. Over time a distinctive body of practice based around whānau-centred interventions will emerge as a specialist area of work.

6.3.9 The Taskforce considers that the implementation of Whānau Ora will require expert practitioners. Experience in whānau settings, Māori communities and multiple provider organisations will be needed, complemented by dedicated training in whānau-centred interventions.

Service Delivery Goals: Recommendations

6.3.10 The Taskforce recommends that the main goal for Whānau Ora providers and practitioners should be to make substantial contributions to whānau outcomes by:

- delivering integrated and coherent services
- increasing gains for individuals and the whānau as a whole
- demonstrating high levels of expertise in whānau interventions.

6.4 Goals for Efficient Governance and Management

National Coordination and Leadership

6.4.1 National coordination and leadership of the whānau-centred initiatives programme will be essential. Because Whānau Ora embraces many sectors and will impact on a large number of statutory providers as well as iwi and Māori providers, non-government organisations (NGOs) and the private sector, it will be important that a facility is established to ensure national oversight and responsibility. The national focus will provide a point of contact with government and other agencies currently involved with whānau, and will also enable a coordinated evolution so that duplication is avoided and resources can be applied efficiently. While there has been some debate about the type of national focus that would best suit the intended functions, there is agreement that an independent entity should facilitate

the development of a system that can add value to the social, economic and cultural wellbeing of whānau. The Taskforce considers that the entity should be a dedicated Trust. Relevant to that broad aim, important national goals will be to seed a Whānau Ora philosophy and to champion Whānau Ora along with Government, national organisations such as the Māori Women's Welfare League, the Families Commission and the voluntary sector.

6.4.2 National coordination and leadership will demand knowledge of the aspirations of whānau and an awareness of the barriers as well as the opportunities that might influence progress. There will also be a parallel need to examine national social and economic policies for their impacts on whānau and any implications for Whānau Ora services.

Regional Management

6.4.3 Diversity across regions in New Zealand cannot be entirely addressed from a centralised position. Quite apart from a national focus, effective management of Whānau Ora also requires a regional presence where decisions can be made in the light of knowledge about local situations. In some areas, regional bodies already exist with the necessary structures and capabilities to act as fund holders or to contract with providers for particular purposes. However, questions about representativeness and mandate have often made it difficult to identify a single regional authority and, in some regions, local governance and management has suffered from accusations of bias.

6.4.4 **Nonetheless, the Taskforce considers that decision-making about Whānau Ora should occur as close as possible to local communities and should be able to recognise particular requirements that may not be relevant in all regions.** The goal of coordination will similarly require a mechanism for bringing together the diverse perspectives from all regions so that opportunities for learning are extended and consistency in management is maintained. The Taskforce considers that regional panels should be established for this purpose.

Relational Management

6.4.5   Key to Whānau Ora are relationships. Whānau functioning and whānau structures are largely constructed around interpersonal relationships and outcomes reflect the ways in which whānau manage those relationships. Whānau strength depends on sustainable relationships; provider effectiveness depends on being able to establish working relationships with whānau; and funder efficiency similarly depends on the way in which relationships with providers and other key stakeholders are managed.

6.4.6   Sound governance and management requires attention to building and sustaining relationships and creating a system built on mutual trust and respect.

6.4.7   Relationships will be strengthened when decisions are shared. Setting whānau objectives, for example, should involve whānau members as well as providers; indicators to measure progress should be jointly decided by funders and providers; and government policies that impact on Whānau Ora should take into account the views of the Whānau Ora network.

6.4.8   **The Taskforce strongly endorses relational approaches to service delivery, management and governance and recognises the importance of trust as a determinant of success.**

Establishing and Managing a Fund for Whānau Wellbeing

It is apparent that, despite the billions of dollars of funding that has been poured into the social services area, the long-term outcomes have been deficient and therefore a new model of delivery is required.

6.4.9   Whānau Ora must be adequately resourced to achieve the objectives that have been set in a flexible and responsive manner. Future resourcing must also take into account changing cost pressures and demands. The size of the resource will depend on the scope of operations and the extent to which some whānau functions are undertaken within existing budgets. In any event a dedicated appropriation that will contribute to positive whānau outcomes is critical to conferring a high level of confidence and permitting longer-term planning. Because the goals of Whānau Ora range across all sectors, there is a case for a whole-of-government approach to funding, with an appropriation derived from a number of votes.

6.4.10   Unbundling and combining appropriations from several votes in order to establish a dedicated whānau fund will raise questions about priorities, accountabilities and the relationship between Whānau Ora and other fund holders who have similar objectives. For departments and ministries further questions will concern the quantum of funding, the purposes for which funding is devolved, and the addition of the most efficiently structured way of resourcing Whānau Ora to achieve the desired outcomes. While the funds in question will integrate all programmes that have some impact on whānau these will combine with other programmes that are whānau specific. Further, once funds have been reallocated for Whānau Ora, the nature of residual responsibilities of the agencies towards whānau will also require specification.

6.4.11 Unbundling needs to take into account a range of functions and activities, including but not limited to:

- working directly with whānau
- early intervention
- benefits from investing in Whānau Ora for the more effective achievement of long-term outcomes
- developing a reporting framework focused on whānau outcomes
- establishing a Trust and regional panels
- provider capability and capacity building
- research, evaluation and monitoring.

6.4.12 Although the rationale for the fund and the size of the fund pose significant questions which must be addressed, **Taskforce members agree that a fund should be established and responsibility for the governance and management of the fund should be devolved to a governance group**. Governance responsibilities include ensuring that:

- funds contribute directly to whānau wellbeing
- funds are allocated in a fair and transparent manner
- contractual arrangements conform to ethical and business standards.

6.4.13 Another important aspect of governance will be setting funding priorities and developing a contractual framework suitable for providers. Decisions will also need to be made about how a regional presence will be included in the governance arrangements, through, for example, a regional representation on the governance body or by way of devolved decision-making to regional panels.

Inter-Sectoral Liaison

6.4.14 A special fund for Whānau Ora and a governance entity for the fund cannot be considered in isolation from other agencies and programmes. A further governance goal will be to establish networks at national, regional and local levels. National networks will include government agencies that have responsibilities for whānau wellbeing. While a Trust will provide a focus for whānau at a national level, responsibility for whānau will also continue to be a function of many government departments.

6.4.15 As a specialist organisation, the Trust will have a significant role to play in policies and programmes that impact on whānau and will have especially close working relationships with Te Puni Kōkiri, the Ministry of Social Development, the Ministry of Justice, the Ministry of Health and the Ministry of Education. It will also interact with relevant Crown entities. Clarity around areas of responsibility will be important. Otherwise there could be duplication, fragmentation and confusion, or alternatively service gaps, selective targeting and unilateral decisions about role.

6.4.16   We acknowledge the role of Te Puni Kōkiri as the Crown's principal advisor on Crown-Māori relationships and view the role and functions of Te Puni Kōkiri and the Trust as being complementary. The Trust will have a specific focus on whānau, thus enabling shared objectives to be pursued effectively.

6.4.17   The Trust will need to have a key relationship with a government agency for funding and reporting purposes. We see the Ministries of Health, Social Development, Education or Justice as possible agencies the Trust could have this relationship with.

6.4.18   We recommend that the Trust appoint a chief executive. Part of the role of the chief executive would be to form a committee of public sector chief executives, who would then meet on a regular basis to facilitate the implementation of Whānau Ora across the public sector.

6.4.19   The Trust will be part of a network which includes Māori services and authorities extending from iwi and hapū and other organisations such as urban Māori authorities, the Kōhanga Reo Trust and the Māori Women's Welfare League through to district health boards and primary health organisations and smaller local groups, including voluntary groups. Interaction with other indigenous organisations will add an important global dimension.

Governance Goals: Recommendations

6.4.20   The Taskforce recommends that a Trust be established to govern whānau-centred initiatives.

The body will provide a point of contact with government and will administer a dedicated appropriation – the Whānau Ora Fund.

The Taskforce also recommends that, in addition to national leadership and coordination, regional panels be established to ensure that local needs are understood and regional networks are established.

The Taskforce also recommends a relational model of governance and management for all activities, including contracting with service providers.

7 Whānau Services – Key Operational Elements

7.1 Key Elements

7.1.1 On the basis of submissions, consultation with iwi and Māori communities and experiences in health, education, services for children, youth and families, and rūnanga services, the Taskforce has been able to identify six key elements that will be necessary for a whānau-centred delivery system:

- whānau-centred methodologies shaped by te ao Māori
- commitment across government
- a primary focus on best outcomes for whānau, through integrated and comprehensive delivery
- the establishment of an independent Trust with a dedicated government appropriation
- strong regional direction
- building on existing provider capabilities.

7.1.2 The first element recognises the cultural and historic context within which whānau live and the connections between whānau and the Māori sector. The second and third elements are about services to whānau, the fourth and fifth relate to the functions and structures necessary for an integrated and cost-effective approach, and the final element recognises the skill sets that have been developed over the past decades and the organisations that already exist.

7.2 Methodologies Shaped by Te Ao Māori

7.2.1 Whānau are part of wider society and are also part of te ao Māori, with connections to a range of Māori organisations and communities. Though not all whānau share the same sense of 'being Māori' they are Māori nonetheless, and the Māori contexts within which whānau live need to be part of whānau-centred initiatives. These contexts are characterised by distinctive sets of cultural norms, a range of social networks, variable tribal influence, common histories and different degrees of acculturation and alienation. Although some whānau may have little obvious connection to te ao Māori, it cannot be concluded that being Māori is irrelevant to a whānau. Despite uneven participation in te ao Māori, and regional differences in Māori cultural expressions, a Māori perspective is a critical component of contemporary whānau experience.

7.2.2 Māori world views associated with intergenerational relationships, parenting and grandparenting, and extended responsibilities for the young and the old, are important cultural markers that underpin whānau. Similarly, links to customary lands and territory offer whānau a sense of place that can complement mobility and transience in urban and global communities.

Our preference is for a model that has whānau, hapū, iwi at the centre with interventions that increase their capacity to access what they need.

7.2.3   A challenge for whānau-centred initiatives will be determining the nature, range and significance of Māori networks. Networks may be enjoyed for cultural reasons, such as kapa haka and sporting events, or may extend to marae and iwi activities. All whānau members have iwi affiliations, although they may not exercise them in a manner that could bring benefits to the whānau. In that respect, whānau who are not able to access and participate in te ao Māori are at a disadvantage. **The Taskforce considers that whānau participation in te ao Māori has the potential to improve whānau social, cultural and economic wellbeing and at the same time contribute to wider society**.

7.2.4   A Māori world view also has implications for practice methodologies. While there are many variations, three common aims underpin whānau-centred practices.

- The centre of attention is the whānau as a group. Individual wellbeing is not dismissed, nor neglected, but the primary focus is on the functions, aspirations and sustainability of the collective.

- The major goals of a whānau-centred approach are the development of whānau resilience, whānau capacities and whānau capability, rather than the investigation of whānau dysfunction or the management of whānau inadequacies. Although a whānau crisis (whether centred around an individual or group) can be a source of serious concern, it also brings potential for whānau growth and through this engagement, identify the requirements for whānau to become self-managing. The challenge for whānau and practitioners is to convert the crisis into an opportunity for growth and then to help whānau become self-managing.

- Whānau-centred methodologies are inextricably linked to relationship management; relationships between generations, between genders, between whānau and community institutions, between different agencies (public, private, NGOs and Māori providers) and between whānau, hapū and iwi.

7.2.5   Practitioners come from a wide range of disciplines and agencies but to be effective need to have the knowledge, skills and training to foster the development of a kawa (protocol) that will guide whānau into the future. Many practitioners have instinctive understandings of whānau needs and know intuitively how to respond. However, the Taskforce recognises the importance of practice standards that not only take consistency of practice into account but are also premised on te ao Māori.

7.2.6   **The Taskforce notes the distinctiveness of whānau-centred practice and commends the approach as an appropriate vehicle for the promotion of whānau wellbeing.**

7.3 Commitment Across Government

7.3.1 **The Taskforce proposes that all existing sectors concerned with aspects of whānau wellbeing should commit to obtaining the best possible outcomes for whānau and this commitment should be reflected in measurable policies and practices.** Many government-funded services, while primarily targeted at individuals, also have relevance for whānau. Law enforcement officers, for example, focus most attention on offenders but are well aware that whānau participation can have enduring positive effects.

7.3.2 Most educational programmes focus on learners but have huge significance for whānau wellbeing. **Indeed, the Taskforce recognises that the most powerful force for whānau transformation lies with education across the life-cycle**.

7.3.3 But all sectors have the potential to contribute to whānau wellbeing. An important task will be to determine how whānau involvement will add value, and to recognise those situations where engagement with whānau will be critical for good outcomes. **The Taskforce notes the intentions of many government departments to respond to whānau in positive ways and commends sectors for their commitment to better outcomes for whānau**.

7.3.4 There are, however, barriers to successful outcomes. Public sector capabilities, for example, are limited. Further, the interface between individual case management and a whānau-centred approach is often unclear and responsibilities are frequently not well delineated. Where an individual is at the centre of a crisis, attention will understandably focus at that level. In addition, funding constraints often lead to limited family involvement in the management of a case or referral to another agency. A whānau-centred approach, as outlined in this section of the report, would require a more deliberate whānau intervention.

7.3.5 **The Taskforce considers that clear guidelines are needed within social policy agencies about the management of the individual-whānau interface, including the methodology for adopting a whānau-centred approach alongside existing delivery mechanisms.**

7.4 Focus on Best Outcomes for Whānau with Integrated Delivery Systems

7.4.1 We have already stressed the importance of outcomes in earlier sections of this report. In practice, however, many services that provide assistance do not record the results for whānau or, if they do, they have little opportunity to report on them and engage with providers and funders in discussion about them. Instead the focus is on input measures such as personnel time or output measures such as volume and cost. Whānau will know the results that will contribute to their desired outcomes. A process starts with outcome indicators that are relevant to whānau. This will provide the context for identifying the relationship between a service input and changes in whānau circumstances. An important aspect of results for whānau is that effective

…[for the] Taskforce model to succeed, the expectations on government agencies to be increasingly responsive to whānau and their needs must be a critical part of overall government action.

This is a fantastic opportunity for some innovative and visionary work to be completed to truly achieve the objectives of Whānau Ora.

outcomes, such as the results of education that engages Māori, may also emerge after lengthy periods of time so that the actual impact of an intervention may not be apparent until months or years later.

7.4.2 **While recognising that work is still required to develop a simple and effective measure of results for whānau, the Taskforce supports an outcome focus, centred on results for whānau.** Providers who deliver services to whānau should be able to demonstrate the results of their efforts. Prior to undertaking work with whānau, for each goal a set of whānau expectations will enable the specification of indicators to show how the intervention is related to the agreed whānau goals. Even if a desired outcome will not be achieved until well into the future, indicators that can measure progress towards the longer-term goal will provide useful evidence about efficacy.

7.4.3 Selecting the most appropriate outcome indicators is a task that should involve whānau, practitioners and funders. A whānau-centred approach must take into account the aspirations of whānau, as well as provider realities and wider community and societal goals.

7.4.4 **As well as identifying a few key outcome goals for whānau, the Taskforce proposes that specific provider outcome indicators are also agreed by providers and funders jointly, taking into account the particular whānau circumstances and aspirations being addressed.**

7.4.5 Most government-funded services to whānau are based on a combination of sector perspectives and priorities. Some providers, for example, hold one or two contracts with a single government agency, while others hold a number of contracts with many different agencies. In any event whānau are often in the position of receiving services from a variety of providers that are funded from different, and often distant, government agencies. It is rare for separate government funders to work together on a contract even when their activities overlap. The lack of a coordinated approach can be inefficient, confusing to whānau, and contrary to whānau self-management.

7.4.6 Fragmented approaches to whānau interventions have major implications for whānau.

- A series of interventions each aimed at a single problem area may fail to address whānau-wide needs in an effective manner. Although a number of people might be involved in a 'case', the dynamics within the whānau may be afforded less attention than the more visible needs of individuals.

- In order to derive benefit, whānau may require a coordinated, integrated and supported approach but may instead be diverted by multiple (and inconsistent) agency expectations and diverse and uncoordinated provider priorities.

- In short, the common experience is that whānau services are shaped by funder priorities rather than actual whānau needs.

7.4.7 A system of multiple contracts with multiple funders also has serious disadvantages for providers and often restricts their capability to be more responsive to whānau as:

- transaction costs are high
- different reporting schedules exact heavy demands on time
- unexpected whānau needs may be forced to take second place to meeting required contract outputs
- competition between providers compromises collaborative effort
- holistic whānau development and capability building is compromised by sectoral priorities.

7.4.8 **The Taskforce strongly supports contracting practices that minimise fragmentation, target positive whānau development, encourage provider collaboration, utilise integrated data and communication systems, and enable whānau needs to be addressed in a coherent and integrated manner.**

7.4.9 A major complication of current contracting regimes is that services to whānau can be delivered by a number of providers who are acting independently of each other. **The Taskforce is attracted to a system that encourages comprehensive and integrated provision rather than piecemeal provision**. Comprehensive provision can be accomplished by provider organisations that are able to offer a wide range of appropriate services in a coordinated manner. Alternatively a network of providers who operate in a collaborative manner may be able to achieve a similar level of integration and cohesion. It is through this that effective results will be achieved and whānau outcomes improved over time.

7.5 A Trust and Dedicated Appropriation

7.5.1 Comprehensive services for whānau will require input from a number of sectors. No single sector has the necessary range of skills to ensure a consistent, all-inclusive delivery system. Nor is there wide sectoral experience of a positive approach to whānau development; more often the focus is on interventions that deal with specific crises. **In order to facilitate whānau services that are comprehensive, integrated and focused on positive development, the Taskforce proposes the establishment of a Trust to administer whānau-centred service delivery, with dedicated resources to facilitate this**.

7.5.2 The proposed fund will combine resources from a number of appropriations to enable consolidated, integrated and relationship-based contracts to be awarded to providers. The Trust's funding may often be the catalyst to draw other funding organisations together. While the Trust aims to engender a more coordinated contracting process, it is likely that much of the funding will continue to come from other agencies and be combined with funding from the Trust. This approach to funding is designed to offer whānau-centred services to address individual needs as well as the forward development

This fund must be governed and led by Māori…

of the wider whānau. Under current arrangements, whole-of-government contracts are few and remain subject to sectoral oversight. A dedicated fund, once removed from conventional sectoral practices, will enable fresh approaches, including:

- funding that is focused on results consistent with whānau outcomes
- funding for holistic service delivery
- funding for collective whānau priorities.

7.5.3   The size of the appropriation for the Trust has yet to be determined; further work will be required that takes into account the structure of Whānau Ora services. Given current constraints on public spending, the Whānau Ora appropriation is unlikely to be voted from 'new' money. More likely, it will be appropriated by channelling funding from existing Votes such as Health, Social Development, Justice and Education.

7.5.4   **The Taskforce has recommended a timely process for deriving the level of contributions from appropriate sectors. We favour an appropriation for the Trust that is sufficient to enable the phased roll-out of functions, independent of current sectoral contracting arrangements.**

A commission or a trust – it's got to look like us.

7.5.5   The Taskforce has carefully considered a range of options taking into account feedback from the engagement processes and from officials. **The Taskforce has concluded that a new entity, an independent Whānau Ora Trust, accountable to a dedicated Whānau Ora Minister and to Parliament is needed. A trust has the advantage of providing an independent, stable, transparent foundation, which can be established in a timely manner. The Whānau Ora Trust will oversee whānau-centred programmes and promote best outcomes for whānau across state, private, iwi and voluntary sectors. Whānau wellbeing is relevant to all sectors and has strong implications for iwi, hapū and New Zealand.**

7.5.6   While our recommendation is for a dedicated appropriation(s), other agencies will have an ongoing responsibility to whānau.

7.5.7   The Trust will comprise four to six individuals appointed by the Government for their skills, knowledge, experience and ability to bring regional perspectives to Trust business. The Trust will require management and administrative capacity to engage in nationwide contracting and service monitoring and development.

7.5.8   As well as addressing more immediate issues, the Trust will take a broad development perspective in terms of whānau, hapū and iwi. The Trust will focus on investing in positive development and addressing need.

7.5.9   The main functions of the Trust will be to:

- facilitate and implement Whānau Ora

- invest in positive whānau development

- oversee and manage the dedicated fund

- oversee the regional panels

- contract with providers for the delivery of whānau-centred services based on results-based outcomes

- in consultation with whānau and providers, develop results-based indicators that reflect whānau satisfaction and provider engagement around services to support the achievement of desired outcomes

- provide leadership and coordination across agencies that have responsibilities for whānau wellbeing

- provide an independent review role to Government on measures and indicators used for determining progress against outcomes

- monitor providers according to outcomes agreed with whānau

- monitor relevant whānau-level indicators, evaluation and research, innovation and models of whānau-centred practices

- strengthen Whānau Ora networks at national levels and work collaboratively with other organisations who have similar goals

- advocate for whānau at government, agency, iwi and community levels

- in association with other agencies, develop a clearinghouse for the dissemination of relevant research findings, innovations and models of whānau-centred practice

- advise Government on policies relevant to whānau wellbeing.

7.6   Strong Regional Direction

7.6.1   Whānau circumstances vary considerably across the country and arrangements for whānau services are similarly varied. Strong regional direction will be essential to ensure that whānau-centred initiatives contribute in positive and realistic ways to local communities. The Taskforce has considered several options for establishing 'strong regional direction' and has concluded that regional panels should be established to reflect Māori leadership in the region. There should be a particular focus on leadership that is relevant to health and social services and that is linked to the broader goals of Māori development, including whānau economic growth. Expertise across social, economic and cultural areas will be important.

If Whānau Ora is true to its intent, it must reflect the local complexities.

7.6.2   The role of the panels will be to strengthen networks between whānau-centred providers and monitor the reported results and outcomes of their work. Regional panels will also be sufficiently aware of whānau opportunities and needs to recommend priority areas and to make representation to local and central government when necessary. The panels will also play major

roles in identifying providers who might best address whānau-centred goals. Members of the panels will be appointed on the recommendation of Māori leadership in each region.

Kia whai taangata e mōhio ana ki ngā taha Māori me te taha Kāwana.

7.6.3   While there is merit in having panels located as close as possible to communities and aligned to iwi, the Taskforce has also taken into account the need for economies of scale and the avoidance of high governance and management costs at the possible expense of whānau.

7.6.4   **The Taskforce, therefore, proposes that there be eight to ten regional panels, based on Māori Land Court districts, and that the panels be serviced by existing agencies.**

7.7   Building on Existing Provider Capabilities

7.7.1   The Taskforce is conscious that many of the concerns raised about the wellbeing of whānau are already being addressed by innovative interventions and whānau-centred programmes. Over the past two decades, increased awareness of the importance of culture to health and wellbeing, an increase in the service options available to whānau, and a rapid increase in Māori providers and practitioners has significantly changed the context for realising whānau wellbeing. The change has been mirrored by government policies that have introduced contestability and devolution as core components of state-funded delivery systems. At a broader policy level there has also been increasing recognition of the relationships between social, economic and cultural wellbeing and the sense of effecting better linkages between all three.

7.7.2   **The Taskforce acknowledges the high levels of expertise among practitioners and the several models of practice they have developed to meet the diverse needs of whānau.** Increasingly, also, there has been a shift towards evidence-based approaches with an interest in outcome measures that fit with both Māori world views and contemporary societal realities. Apart from the emergence of a large cohort of whānau practitioners, many provider organisations have similarly acquired managerial and organisational skills and have demonstrated a capacity to engage with a range of government, iwi and community agencies. Larger provider organisations such as iwi rūnanga manage multiple complex contracts across a range of sectors and are able to bring a mix of skills to a single point of delivery.

The Trust will have an ongoing commitment to building provider capacity and capability. Resourcing will be required to aid in the development of providers.

7.7.3   **The Taskforce considers that initiatives to advance the interests of whānau in recent years have transformative potential and should be extended within a framework that provides comprehensive coverage, simplified contracting procedures, more effective access for whānau and greater efficiencies.**

7.8 Phased Implementation

7.8.1　It is unlikely that all key operational elements could be implemented at once. Establishing a Trust and developing systems that can address the key elements necessary for whānau-centred initiatives will take time. However, some elements such as establishing an independent body can be implemented with relative ease and should be pursued without delay.

7.8.2　**The Taskforce considers that a phased implementation of a whānau-centred system should be planned to develop capacity and capability in a progressive manner.**

7.8.3　Meanwhile, the next section of this report outlines the major transitional steps that will enable the Trust to exercise a full range of functions, including contracting with providers.

8 Implementation

8.1 Considerations

8.1.1   The effective implementation of this framework will require careful planning. It is critical that implementation does not cause unnecessary disruption to whānau and/or providers, but contributes to their sustainability. As noted, we recommend a staged approach to the full implementation of our proposal, which allows for the capacity and capability of whānau, providers and government agencies to be further developed. Our proposal will result in changes for all these groups.

8.1.2   The Taskforce considers that successful implementation requires alignment of implementation activities with budget cycles. To maximise existing opportunities to achieve best outcomes for whānau we recommend that Whānau Ora is implemented in successive phases. This approach will allow immediate movement on the part of providers who have developed whānau-centred ways of working in the first phase of the implementation of Whānau Ora, and support their increased effectiveness. It will give other whānau and providers the opportunity to develop further, or for provider networks to be established where this approach will best meet the needs of whānau in diverse communities.

8.1.3   The possibility of a hiatus between provision of our advice and the implementation of the framework could put at risk the required rate of progress to be made in the coming financial year.

8.1.4   Our proposed solution to this risk is that the Minister appoints appropriate independent personnel to provide advice and inform the implementation process prior to July 2010. Independent advice could then be provided to the Minister regarding both establishment of the Trust and initiating the first phase of service provision.

8.2 Transitional Arrangements

8.2.1   A number of actions are required to enable the Trust to commence operations on 1 July 2010. These include all activities associated with establishing the Trust, including confirmation of funding and resourcing. Key tasks include:

- appointment of the Whānau Ora Minister
- development of the Trust Deed specifying the objectives, functions and accountabilities of the Trust
- establishment of the Trust, its membership and governance arrangements
- appointment of the Trust chief executive
- confirmation of the level of resourcing the Trust will receive, and where this funding will come from

- resourcing of the infrastructure required to carry out the Trust work programme for 2010/11
- the development and implementation of a relational approach to contracting, through the implementation of single, outcomes-focused, cross-sector contracts.

8.3 Transitional Approach for the Trust

8.3.1 Due to the wide-ranging nature of the functions we have identified for the Trust and the level of change they involve, we do not envisage the Trust will be able to fully effect all of these functions when it is first established. Full functionality will occur over time.

8.3.2 We propose the initial focus of the Trust, as of 1 July 2010, should be to:

- focus on best outcomes for whānau
- identify pathways that will enable whānau to be self-determining
- establish sound governance, accountabilities, management and operational processes as specified in the Trust Deed
- establish relationships and communicate with whānau, providers and agencies
- establish the regional panels
- work with first phase providers to facilitate Whānau Ora contracting and delivery (the Taskforce supports the concept of a single Whānau Ora contract for providers involved in the first phase, which requires a single report from providers on achievement towards Whānau Ora outcomes)
- further develop monitoring and evaluation measures and facilitate participatory action research
- work with agencies to undertake development necessary to fully implement this vision
- avoid the creation of multiple small-scale providers while simultaneously being open to funding some innovative small-scale providers in urban and rural localities
- develop and implement a process for the selection of providers for the second phase of implementation, and engage with these providers (regional input will be important for selecting providers)
- identify and resource provider capacity and capability needs to achieve best outcomes for whānau.

8.3.3 In addition, the Trust could immediately begin work on building the capacity required to lead the implementation of Whānau Ora through the guidance of regional panels. This work could include:

- overseeing the regional panels
- providing leadership and coordination across agencies that have responsibilities for whānau wellbeing, including the Trust chief executive's group of social sector chief executives

- developing results-based indicators that reflect whānau satisfaction and ensure providers become engaged in delivering services based on agreed outcomes (providers will continue to be held accountable for delivering outcomes over this period)
- strengthening Whānau Ora networks at national levels and working collaboratively with other organisations who have similar goals
- advising Government on policies relevant to whānau wellbeing
- advocating for whānau at government, agency, iwi and community levels.

8.3.4   When the Trust is fully operational, it will also:

- monitor government performance in regard to whānau outcomes, including contributions to develop provider capacity and capability
- champion and monitor relevant whānau indicators, evaluation and research, innovation and models of whānau-centred practices (providers will continue to be held accountable for achieving the Whānau Ora objectives agreed with whānau)
- in association with other agencies, develop a clearinghouse for the dissemination of relevant research findings, innovations and models of whānau-centred practice.

8.4   Implementation Through Successive Phases

8.4.1   The Taskforce recommends that the framework is implemented through a series of successive phases. This staged approach to implementation will give whānau and providers the opportunity to fully embrace this approach, if they are not currently working within such a framework.

8.4.2   The contracting model(s) and the processes for selection, contracting and monitoring of providers involved in the first phase of implementation will be precedent-setting and it is critical that this be carried out in a manner consistent with the recommendations of this report. Independent advice to the Minister will be of considerable importance in this regard.

8.4.3   The Taskforce recommends clear criteria for the selection of providers to be involved in the first phase of implementation, including:

- evidence that a whānau-centred approach to service delivery is already working well
- a strong provider track record, from both the funder and the community/ whānau perspective
- evidence of sound financial management and effective and stable governance and management
- strong evidence of whānau-centred practice methodology shaped by te ao Māori
- evidence of effective provider relationships with whānau, hapū and iwi
- a strong outcomes focus
- commitment to outcomes-focused results, ongoing organisational development and learning, including the willingness to participate in evaluation or action research that will contribute to the Whānau Ora evidence base.

8.5 Impact on Providers

8.5.1 As discussed previously, Whānau Ora will result in changes for providers in the way they interact with government agencies, and potentially other providers, and whānau. We acknowledge that many providers and practitioners have been using models of practice consistent with Whānau Ora for a number of years.

8.5.2 A Whānau Ora approach will require major changes in contractual arrangements and accountability schedules. A relational approach to contracting will underpin the relationship between providers and the independent Trust. Providers will move towards having a single Whānau Ora contract. In order to effect real change, providers will need to offer a comprehensive range of services, either alone or in association with other providers, be responsive to individual whānau members as well as the whānau as a whole, and demonstrate high levels of expertise in whānau interventions.

8.5.3 It is assumed that providers involved in the implementation of Whānau Ora will continue to be able to contract for the delivery of other services that are not part of their Whānau Ora contract. The Taskforce supports the concept that providers should be able to integrate other contracts into a Whānau Ora contract or establish a transition plan for this to happen.

Kia whakapiki ake te Whānau Ora.

8.5.4 Workforce development and provider capacity and capability will be a key component to the successful implementation of this framework.

9 Appendices

Appendix A:
Taskforce on Whānau-Centred Initiatives –
Terms of Reference

Purpose

The Minister for the Community and Voluntary Sector (the Minister) has established a Taskforce on Whānau -centred Initiatives (the Taskforce). The main objective of the Taskforce will be to construct an evidence-based framework that will lead to:

- strengthened whānau capabilities
- an integrated approach to whānau wellbeing
- collaborative relationships between state agencies in relation to whānau services
- relationships between government and community agencies that are broader than contractual
- improved cost-effectiveness and value for money.

Role

The Taskforce will need to cover a number of areas of work in order to meets its objectives within tight timeframes. Its tasks are expected to include the following:

- compiling a stocktake of and analysing relevant current departmental policies and programmes, including tertiary education programmes relevant to whānau wellbeing (building on work underway in the Ministry of Social Development and Te Puni Kōkiri in the areas of whānau ora indicators, whānau resilience and whānau development planning)
- reviewing existing literature relating to whānau interventions and services, and assessing relevant models of integrated care and training programmes that effectively prepare practitioners for building whānau capability
- determining which social services would be covered by the whānau-centred interventions framework and therefore which Votes and government agencies would be involved
- considering fiscal issues and constraints, both within and across Votes
- considering legislative and regulatory issues and constraints
- ascertaining the views of Māori and other key stakeholders
- identifying appropriate governance structures and other criteria for selecting providers that would provide assurance of their capacity and capability to deliver comprehensive and integrated services to whānau
- determining how government agencies could best work together to deliver whānau-centred interventions; as well as good practice for relations between the public sector, private sector, not-for-profit sector and Māori

- developing a robust methodology for measuring the difference made by whānau-centred interventions (potentially with a set of indicators) that includes some measures based on whānau strengths (e.g. capacity to transfer values, culture, lifestyles and to act as trustees for their members)
- developing a framework for monitoring and audit procedures, including procedures that will allow government to measure the difference being made by providers in relation to the funding level.

Membership and Chair

The Taskforce will comprise five to eight people who have expertise in whānau health, education, cultural transmission, social innovation, economics, justice, housing and service delivery.

Reporting Timeline

The Taskforce will report to the Minister on progress at two-monthly intervals, starting in July 2009 and ending in January 2010.

The Taskforce will provide the Minister with the draft consultation document in September 2009. It will release its consultation document publicly in October 2009. It will report back formally to the Minister for the Community and Voluntary Sector by the end of January 2010.

Supporting structures

The Taskforce will be supported by a dedicated secretariat, to be based in the Ministry of Social Development.

As approved by Cabinet 8 June 2009.

Appendix B:
Engagement Hui

Location	Date
Blenheim	7 Oct 2009
Whanganui	13 Oct 2009
Hawera	20 Oct 2009
Napier/Hastings	21 Oct 2009
Auckland	22 Oct 2009
Manukau	22 Oct 2009
Wellington	23 Oct 2009
Gisborne	27 Oct 2009
Ruatoria	27 Oct 2009
Whakatane	28 Oct 2009
Rotorua	30 Oct 2009
Hamilton/Hauraki	2 Nov 2009
Invercargill	5 Nov 2009
Dunedin	6 Nov 2009
Whangarei (2)	10 Nov 2009
Christchurch	12 Nov 2009
Waitakere	19 Nov 2009
Kaitaia	20 Nov 2009
Kaikohe	20 Nov 2009
Wellington (for NGOs)	25 Nov 2009
Wairarapa	25 Nov 2009

Appendix C:
Taskforce members

Professor Sir Mason Durie as Chair of the Taskforce. He is Deputy Vice-Chancellor at Massey University (Palmerston North) and Professor of Māori Research and Development. A psychiatrist by training, Sir Mason is a contributor to national debate on a range of social policy issues including community, family, education and health. He has previously been a Commissioner on the Royal Commission on Social Policy (1986–1988) and a Families Commissioner for the Families Commission. His particular expertise areas can be broadly described as Māori wellbeing, social policy and research.

Rob Cooper is the Chief Executive of the Ngati Hine Health Trust, a Māori-owned provider of social services in Northland. He is an appointed member of the Auckland DHB and Chairperson of that Board's Māori Health committee. He has had a long career in the health sector including designing developmental funding pathways for Māori health sector providers during his roles with the Northern RHA and the HFA. Rob is of Ngati Hine Ngapuhi descent. His particular expertise is in health issues.

Suzanne Snively is a partner of PricewaterhouseCoopers. She is an economist who specialises in government, financial services and governance advice to the private sector. Before becoming a partner, Suzanne served as a director on several Boards including the Reserve Bank of New Zealand. Her particular expertise areas are machinery of government, funding models and governance.

Di Grennell is Executive Director of the Amokura Family Violence Prevention Consortium. Di is a member of the Domestic Violence Programmes Approvals Panel and the Second Māori Taskforce on Whānau Violence. Her particular expertise area is family violence prevention, including working with youth, programme development, provider training.

Nancy Tuaine of Te Atihaunui a Paparangi (Whanganui) is the manager of the Whanganui River Māori Trust Board and a member of Whanganui DHB. Her particular expertise is in health and social services.