

LITMUS

Implementation and emerging outcomes evaluation of the Place-Based Initiatives

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Executive summary

Context

In 2016, Cabinet agreed to establish three PBIs

The purpose of the PBI model is to improve outcomes for at-risk children and their whānau by shifting collective decision-making and discretion to the local level. In 2016, Cabinet selected three PBI sites: Manaaki Tairāwhiti, South Auckland Social Wellbeing Board (SASWB), and Kāinga Ora in Te Tai Tokerau. Kāinga Ora was disestablished in 2019.

In 2019, an implementation and emerging outcomes evaluation was completed

The Social Investment Agency (SIA) commissioned an evaluation to assess the PBI model as a mechanism for collective action to address complex needs. The evaluation has assessed the PBIs' implementation, their value and their emerging outcomes.

We drew on a range of data sources to answer the evaluation questions

In Manaaki Tairāwhiti and SASWB, we drew on: whānau-centred case studies, stakeholder interviews, a collaboration rubric, and supporting documents and data. Given the sensitivities of disestablishing Kāinga Ora, we interviewed only national-level stakeholders and some members of the Kāinga Ora Board.

Implementation

Since 2016, the purpose of this PBI model has evolved

Change is a common feature of PBIs due to the use of co-design and collaboration (Crimeen et al., 2017). Since 2016, Manaaki Tairāwhiti and SASWB have adapted to local conditions and the changing articulation of government priorities. Structures and visions now are:

- Manaaki Tairāwhiti is an iwi-led PBI with members from 13 government agencies and non-government organisations (NGOs). Iwi leadership, through the independent co-chairs, has instrumentally progressed the vision of Manaaki Tairāwhiti:

*Mā te mahi tahi e tipu matomato ai ngā whānau o te Tairāwhiti.
United leadership that enables all whānau to flourish in Tairāwhiti.
Whānau flourishing (community vision)*

- SASWB is a government agency-led PBI with 13 government agency/local government members and an independent non-government chair. The vision of SASWB is:

*All children in Māngere (and South Auckland) are healthy, learning, nurtured and connected to their communities and culture, and building a positive foundation for their future.
I want my children to have an awesome life (whānau vision)*

Remaining PBIs are based on a whānau-centred way of working and system change

Manaaki Tairāwhiti and SASWB cannot be defined as programmes or pilots. Both PBIs use a test, learn, and adapt approach to develop cross-agency ways of working to meet the needs of whānau with complex intergenerational needs. Through trialling whānau-centred, cross-agency ways of working, they are identifying system improvements to improve outcomes for wider whānau. This approach aligns with the priorities of the 2019 Wellbeing Budget.

Manaaki Tairāwhiti and SASWB are being effectively implemented to enable collaboration and influence collective action

PBIs need sufficient time to be bedded in and implemented, to build relationships and develop partnership capacity, and to agree on the vision and focus areas (Wilks et al., 2015; Crimeen et al., 2017). Since their establishment in 2016, both Manaaki Tairāwhiti and SASWB have become highly developed at enabling collaboration and collective action.

Mechanisms contributing to creating an enabling environment for collaboration are:

- A foundation of readiness as local and regional leaders acknowledge persistent complex problems in their areas and the need to work differently to address them.
- Governance and operational structures to enable cross-agency leaders and managers to build relationships, trust, and their capacity and capability to act collectively. The independent chairs hold government agencies to account, grounded in their vision and long-term commitment to the local community.
- Leaders with a growth mindset who are open and flexible in their approach and have the courage to learn and trial new ways of working that disrupt traditional processes.
- Backbone functions, both locally and nationally, to support the PBI mahi.
- A shared vision with a small number of targeted priority areas to create a manageable impetus for collective action using a test, learn, and adapt approach.
- Security of funding to sustain innovative initiatives and the backbone function.

PBI implementation has faced substantial challenges

Achieving collaboration and sustaining collective action requires ongoing commitment. Since 2016, the PBIs have faced challenges which have hindered collective action, specifically:

- National policy settings and structures, which provide substantial challenge to effective local collective action. Given the vertical accountabilities within government agencies, maintaining horizontal collective action requires ongoing effort by the PBIs.
- In 2018, funding delays and uncertainty of tenure significantly stress tested Manaaki Tairāwhiti and SASWB, particularly in maintaining momentum and the new ways of working with whānau.

- The PBIs have differing data capability and expected more assistance with data analytics from the national support function. Both PBIs would benefit from improved cross-agency data infrastructure and a shared success measurement framework.

The disestablishment of the Kāinga Ora PBI reflects challenges, particularly when too much government accountability occurs. Progress stalled due to structural, scale, and national-level constraints. Kāinga Ora was not given the flexibility to implement its vision and use a test, learn and adapt approach. The drive for fast results and frequent reporting from Wellington resulted in a traditional service model experienced as 'doing to' whānau. The inability for Kāinga Ora to gain traction also reflected that foundational elements to facilitate collaboration were not in place. A 2017 review noted the lack of a shared vision, an operational infrastructure that did not facilitate collaboration, and limited data analytics capacity to create local evidence (EY, 2017).

Manaaki Tairāwhiti and SASWB are valued as new whānau-centred ways of working

Local stakeholders interviewed, in Manaaki Tairāwhiti and SASWB, valued the PBI model in their local area. This support is evidenced by ongoing membership, some government agencies agreeing to provide resources when funding delays occurred, and some providing PBIs with more in-kind resources.

Locally, Manaaki Tairāwhiti and SASWB have created an evidence-based understanding of whānau need. Importantly, they offer government agencies the opportunity to build their capacity and capability to work collaboratively. This capability building was not occurring through other regional or local initiatives. The PBIs' work in focus areas shifted agencies from talking to doing. PBIs are breaking down silos to improve whānau outcomes directly and also indirectly, through system change to government agencies' core business.

National stakeholders interviewed also valued the PBIs as they identify improvements to their core business to improve outcomes for whānau with complex needs. Their support reflected a deep understanding that social sector services are failing to address complex intergenerational needs, particularly for those who face inequities in service access and wellbeing outcomes. However, more work is needed to increase central government agencies' understanding of this type of PBI and its value in enabling social sector system change.

Emerging outcomes and their implications

Success is positive whānau outcomes and sustained system change

For PBIs, whānau outcomes and sustained system outcomes are strongly interlinked at both local and national levels. Because PBIs are whānau-centred, we assess emerging outcomes by first determining if the PBIs are enabling positive whānau outcomes, and then considering local place-based and wider system change.

Manaaki Tairāwhiti and SASWB are delivering positive whānau outcomes

A case study approach gathered feedback from whānau who are supported by 50 Families (Manaaki Tairāwhiti) and Start Well (SASWB). The cases highlighted a very positive whānau service experience and positive emerging outcomes. Whānau felt heard, and having someone reliable to turn to was necessary when they felt no hope existed. Whānau liked the holistic approach of working on issues important to them and supporting their wider family.

Changes highlighted by whānau include learning new skills, and being better informed about their entitlements, and how to access them. Positive transformative change was occurring, including a safe home, health checks, confidence to ask for help, and support to realise future aspirations. Whānau said they felt more empowered and confident to take greater ownership of their future—mana motuhaketanga.

Manaaki Tairāwhiti and SASWB are contributing to positive whānau outcomes through new ways of working. However, even taking into account the work across all the focus areas, the number of whānau directly affected by the PBIs is relatively small. Through the mechanism of system change, the PBIs are seeking to improve outcomes for a larger cohort of whānau with complex intergenerational needs.

Quantifying PBIs' impact on whānau wellbeing outcomes is not feasible at this point. We did substantial work to identify methods to quantify impact on whānau outcomes using the Integrated Data Infrastructure (IDI). However, we concluded this evaluation would not quantify whānau impacts using the IDI for several reasons, including the nature of this type of PBI (the system change focus) and technical issues affecting the feasibility of impact estimates.

Manaaki Tairāwhiti and SASWB are identifying and influencing system change

Given the size of the PBIs (relative to the social sector system) and their developmental stage, we cannot expect the remaining PBIs to have created substantial changes to social sector systems. Manaaki Tairāwhiti and SASWB are using different mechanisms to influence system change.

- Manaaki Tairāwhiti is working with the Ministry of Social Development's System Improvement Coaches to build systems thinking capability across government agencies.
- Both Manaaki Tairāwhiti and SASWB are identifying local system change by identifying system barriers and opportunities through their ways of working with whānau.

Examples of local or regional system changes influenced by Manaaki Tairāwhiti and SASWB are changes to: Housing NZ operational practices; collective practices to support young people to get driving licences; new protocols for mothers to access respite care; reviewing access to benefits for young, at-risk individuals aged under 16 years; trialling new ways of contracting to support collective action in family harm prevention; and, through Whāngaia

Ngā Pā Harakeke, trialling new collective ways of working to prevent family harm over Christmas.

The PBIs are also seeking to influence national level system change. In Manaaki Tairāwhiti the Department of Corrections is undertaking a system improvement process and has committed three full-time equivalents to test a new way of working. Work and Income also have eight staff applying systems thinking to their operations. Three other agencies are commencing work on system improvement in their agencies working with the coaches.

SASWB is informing the Well Child Tamariki Ora (WCTO) review about learnings from Start Well. If adopted, the changes will affect a significant number of whānau across Aotearoa. Influencing national level policy can be difficult if the momentum for change is not present at the centre. Without the WCTO review, SASWB's ability to influence this programme would be challenging.

Future directions

Several ways exist to maximise the value of the PBI model

The evaluation findings about Manaaki Tairāwhiti and SASWB are mostly positive, and support continued resourcing of these initiatives. These findings raise questions around how to maximise the benefits. We discuss below how to build on the existing value in the remaining PBIs. We also explore the potential value of establishing additional PBIs in other locations.

Supporting the long-term implementation of Manaaki Tairāwhiti and SASWB

Through the evaluation, both PBIs continued to reflect on their vision and focus areas, and adapt to local conditions. New opportunities are emerging for the PBIs (e.g. Manaaki Tairāwhiti and SASWB will be receiving funding from the Joint Venture for Family Violence and Sexual Violence).

PBIs are not quick fixes. The peer-reviewed literature highlights that PBIs of longer duration and with better funding are likely to be more successful (Crimeen et al., 2017, p.32). Central to the success of Manaaki Tairāwhiti and SASWB is devolved, local evidence-informed decision-making. However, the Cabinet mandate is valuable in seeking alignment between government objectives and the local vision, encouraging government agencies to engage and act collectively and having levers to influence the social sector system. Central government funding is also important in creating capacity in the local system for collective action through the backbone functions and trialling and assessing innovative ways of working. The funding also strengthens links back to central government.

In seeking to maximise the long-term benefit of the PBIs, more clarity is needed on the alignment between government objectives and the local vision for the PBIs (Wilks et al.,

2015). Working collectively to agree this alignment will strengthen, to central government, the value of PBIs. Central government agencies also need to be more fluent at holding the tensions that arise from devolved decision-making.

Identifying the value in establishing more PBIs of this type or other types

Common to most PBIs is a focus on locations with a geographical disadvantage (Crimeen et al., 2017). However, establishment reasons and the mechanisms of change vary (e.g. The Southern Initiative set up by Auckland City Council and the Tāmaki Regeneration programme). To establish more PBIs requires clarity of purpose, the right local foundations, and resources from local and central government.

We suggest decision-makers reflect on the following questions if considering whether new PBIs are established:

- Should the PBI be similar to Manaaki Tairāwhiti and SASWB? Or should different types of PBI be set up to increase understanding of different collective ways of working?
- What is the purpose of the PBI? Is the focus to improve whānau wellbeing in the local 'place'? Or does the focus include core business and system changes that benefit whānau outside of the region?
- If the purpose is both local and wider, how are those system improvements and changes identified, facilitated, and measured? How is whānau voice kept at the centre of those wider impacts? What collective oversight and collation of learnings is needed to maximise value gained from PBIs?

The evaluation of the PBIs

This section presents an overview of the implementation and initial outcomes evaluation of the three PBIs: Manaaki Tairāwhiti, South Auckland Social Wellbeing Board (SASWB), and Kāinga Ora in Te Tai Tokerau.

Evaluation purpose is to assess the PBI model

The SIA commissioned a process and outcomes evaluation focusing on the merit, value, and worth of the PBI model as a mechanism for collective action to address complex needs. This evaluation will be used by:

- The Social Wellbeing Committee to make funding decisions for the current PBIs and provide insights to inform the design and effectiveness of any similar future initiatives at the broader social sector system level.
- The PBIs to inform their operational and strategic decision-making at the local level.

The evaluation has three key evaluation questions as detailed below.

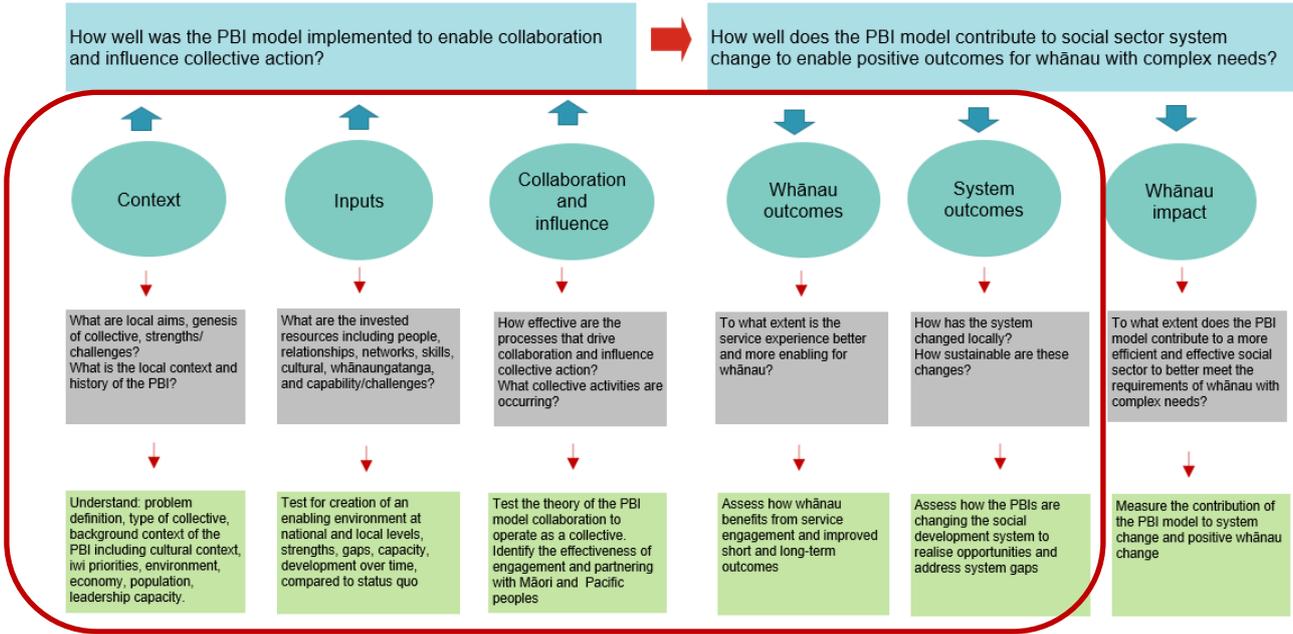
1. How well was the PBI model implemented to enable collaboration and influence collective action?
2. How valuable is the PBI model in creating new ways of working to achieved shared goals?
3. How well does the PBI model contribute to social sector system change to enable positive outcomes for whānau with complex needs?

This evaluation report assesses the implementation of the PBIs, the system changes locally and nationally, and effects for whānau. This report addresses in detail the first two evaluation questions and provides insight into the third.

PBIs are complex interventions with many features that may influence successful outcomes (Crimeen et al., 2017). The evaluation is seeking to understand the differing components of the PBI model and how they work (or not) to deliver positive whānau and system outcomes.

Figure 1 depicts an overview of the draft PBI logic model against the key evaluation questions, and investigation areas. The red outline indicates the area of focus for the implementation and emerging outcomes evaluation.

Figure 1: Draft PBI logic model against the key evaluation questions



We have ethics approval for this evaluation

The New Zealand Ethics Committee (NZEC19_36) assessed and approved this evaluation. Dr Lily George, Chair can be contacted for queries on the review on chair@nzethics.com or 027 278 7405.

We drew on a range of data sources¹

In Manaaki Tairāwhiti and South Auckland PBI, we drew on the following data: whānau-centred case studies, key stakeholder interviews, collaboration rubric, and supporting documents and data.

Given the disestablishment of Kāinga Ora, we interviewed national level stakeholders and some members of the Kāinga Ora Board. We also drew on an existing review (EY, 2017) and other documentation. The report presents therefore only high level insights for Kāinga Ora.

Across the three PBIs, we completed interviews with 62 people

Table 1 below provides an overview of interviews completed. We sought insights from a range of stakeholders with differing levels of involvement and relationships with the PBIs.

¹ Refer to the PBI Evaluation Plan dated 4 July 2019 for more information

Table 1: Achieved interviews in each PBI

Participant type	Manaaki Tairāwhiti	SASWB	Kāinga Ora Te Tai Tokerau
Whānau	4	5	
Frontline providers/navigators	3	4	
Agencies working with whānau/providers	2	3	
Government agencies involved in PBI	4	2	1
PBI governance	10	8	3
PBI operations	5	6	
Other stakeholders			2
Total	28	28	4

We are confident, with some limitations, in evaluation findings

We are confident that, with some limitations, the report reflects the available data. The number and diversity of data sources and consistency of themes strengthen the findings. One limitation was in working with PBIs and frontline staff to recruit and interview whānau. This approach introduced the potential for selection and response bias. However, the risk was outweighed by including whānau who may otherwise have been excluded. We did not interview representatives of government agencies who have little engagement with the PBIs.

Overview of report structure

We have structured the report to the underlying logic model for the PBIs (Figure 1):

- Inception: Overview of the PBIs' origin
- Purpose: The PBIs' purpose has evolved
- Context: The PBIs were placed in the right environment
- Inputs: The PBIs set the foundations for collaboration
- Collaboration and influence: From talking to collective action
- Whānau outcomes: Positive experience and emerging wellbeing outcomes
- System outcomes: PBIs are influencing local change and national systems
- Key evaluative assessments: Implementation is progressing well and outcomes are emerging
- Future directions: Support existing PBIs and assess the value of future PBIs
- PBI impact: Quantifying PBIs' impact on whānau wellbeing outcomes is not feasible at this point
- Appendix 1: The whānau-centred case study reports of Manaaki Tairāwhiti and SASWB
- Appendix 2: Quantitative approaches reviewed to measure the impact of PBIs on whānau outcomes.

Inception: Overview of the PBIs' origin

This section presents an overview of the inception and original intent of the Place-Based Initiatives (PBIs).

In 2016, Cabinet agreed to the establishment of three PBIs

The purpose of the PBI model is to improve outcomes for at-risk children and their whānau by shifting collective decision-making and discretion to the local level.

The PBI model is intended to (Cabinet Social Wellbeing Committee, 2016, 2018a, & 2018b):

- give local social sector leaders (through the local PBIs) the flexibility and support to collectively tailor services to what works in their communities
- move decision-making to local social sector leaders
- better integrate services across government, iwi, and other agencies to minimise duplication.

The PBI model was developed from early social investment work to test collective ways of working to improve outcomes for at-risk 0–24-year-olds.

The PBI model drew on previous initiatives to improve social services

The PBI model drew on lessons from the 2015 Social Sector Trials. The PBIs also built on cross-sector programmes like Whānau Ora (Te Puni Kōkiri) and Whāngaia Ngā Pā Harakeke (New Zealand Police).

The establishment of the PBIs responded to the Productivity Commission's report, 'More Effective Social Services'. The report found the social service system to be *'bureaucratic, inflexible, wasteful, and unable to learn from experience'* (Productivity Commission, 2015).

The report acknowledged the social service system worked satisfactorily for many New Zealanders. However, it was not working for people with multiple, complex needs who require assistance to access services. The Productivity Commission recommended a new joined-up approach for these people was required. Establishing the PBIs offered opportunities to trial this new approach.

The PBI model was to be evidence-informed and locally-led

Based on the inception documentation, the three PBIs were intended to apply social investment principles locally (National Support PBI, 2017; Cabinet Social Wellbeing Committee, 2016). Supported by the national support function, the three PBIs were intended to draw on:

- data and analytics to better understand the outcomes and resourcing required for the local target population
- local intelligence and engagement to make evidence-based investment decisions about services and interventions that could deliver better outcomes for the target population.

The PBIs were intended to be based on a tight-loose-tight framework (Figure 2). The tight aspects were set by Cabinet (National Support PBI, 2017; Cabinet Social Wellbeing Committee, 2016).

Figure 2: Tight-loose-tight framework

Tight	Loose	Tight
<p>Target population: 0–24 years with one or more risk factors</p> <p>Success</p> <p>Children and young people:</p> <ul style="list-style-type: none"> ▪ Enjoy safety and security ▪ Are healthy ▪ Are achieving and engaging in education ▪ Belong and participate as citizens ▪ Enjoy economic opportunity 	<p>How local leaders will deliver:</p> <ul style="list-style-type: none"> ▪ Exact location boundaries ▪ Starting areas within the broader region ▪ Focus on the target population ▪ Specific target outcomes and measures ▪ Timeline for establishment ▪ Local leadership model ▪ Level of support from the centre ▪ Interventions 	<p>Measuring achievement:</p> <ul style="list-style-type: none"> ▪ PBI decisions based on data and evidence ▪ Each PBI must have a social investment plan ▪ All PBIs have a consistent approach to data and analysis ▪ Each PBI must monitor progress towards outcomes ▪ Each PBI must meet legal and government process requirements

In 2016, Cabinet selected three PBI sites

- **South Auckland Social Wellbeing Board² (SASWB)** was allocated contingency funding of ≈ \$7.5 m from 2016 to 2020. The lead agency was the State Services Commission (SSC) from 2016-2018, and the Ministry of Social Development (MSD) from 2019.

² SASWB was initially called the Social Investment Board. The name was changed in 2018.

- **Manaaki Tairāwhiti** was allocated contingency funding of ≈ \$2.3m from 2016 to 2020. From 2016 to present, MSD has been its lead agency.
- **Kāinga Ora in Te Tai Tokerau** was allocated contingency funding of ≈ \$3.7m from 2016 to 2019. The Ministry of Education was the lead agency. In June 2019, Kāinga Ora in Te Tai Tokerau was disestablished.

A national support function was set up to enable the PBIs

Until January 2019, the national support function was located firstly in MSD and then Social Investment Agency (SIA). The national support function was intended to (Cabinet Social Wellbeing Committee, 2016):

- provide social investment support through capability building: data protocols, information sharing, data ethics
- provide target population data and analytics
- evaluate the PBI model
- share lessons between the PBIs
- work with the PBIs to determine if the level of decision rights allows the flexibility needed to improve outcomes.

In 2019, the national support function based in the SIA was disestablished. A new function was established within MSD.

Purpose: The PBIs' purpose has evolved

This section presents how the PBIs have evolved since their inception.

Many types of PBIs exist and the purpose of PBIs can be misunderstood

Different types of PBIs exist for a range of reasons, including to engage local communities in co-design, to break down agency silos, to devolve decision-making or to enable efficiencies (Crimeen et al., 2017). Examples in New Zealand include the Southern Initiative, a place-based programme set up by Auckland City Council using co-design principles to take an integrated approach to social and economic development in South Auckland. The Tāmaki Regeneration programme which connects local and national government agencies and the private sector to work on the largest urban regeneration programme in Aotearoa with the intention of building over 7,500 homes in 20 years.

The phrase 'PBIs' is often applied ad hoc to local initiatives

No single agreed definition exists for PBIs (Bynner 2016). Incorrect assumptions can be made about the purpose of a PBI, and how they deliver value. Within the three regions, the phrase 'PBI' is rarely used. The PBIs tend to be referred to by their collective names: Manaaki Tairāwhiti, SASWB, and Kāinga Ora. Some confusion exists about the purpose of the PBI model, particularly amongst stakeholders located on their periphery or in Wellington.

Social investment principles underpinned the establishment of the three PBIs

Common to most PBIs is a focus on locations with a geographical concentration of disadvantage (Crimeen et al., 2017). In 2016, the three PBIs were selected in areas of high disadvantage where local leaders were already engaging on how to work collaboratively to improve whānau wellbeing. Since inception, SASWB, Manaaki Tairāwhiti, and Kāinga Ora aligned with the Cabinet directive to target whānau with complex needs, and to make local evidenced-based decisions on service design and delivery.

At the outset, PBIs were intended to become social investment boards with the power to start, stop, or adapt contracts (National Support PBI, 2017). Feedback from SASWB highlighted some disconnect between this intent and their understanding. In contrast, Manaaki Tairāwhiti had a long-term vision of becoming a commissioning agency to have greater influence over decisions and funding of social services in the region. Stakeholder feedback indicates no consistent perspective exists on Manaaki Tairāwhiti becoming, or their readiness to be, a commissioning agency.

Since 2016, the purpose of the PBI model has adapted

Change is a feature of PBIs due to the use of co-design and collaboration (Crimeen et al., 2017). Adaptive approaches are consistent with recommendations by prominent overseas practitioners for using collective impact methods to work on complex social challenges:

The only way to move the needle on community issues is to embrace an adaptive approach to wrestling with complexity. This means ... tough conversations and experimentation, planning that is iterative and dynamic, and management organized around a process of learning-by-doing. (Cabaj, 2014, p.111)

Reflecting their dynamic nature, Manaaki Tairāwhiti and SASWB adapted to local conditions and changing government priorities. While the governance and operational models of the two PBIs are different, the underlying whānau-centred purpose is similar.

- Manaaki Tairāwhiti is an iwi-led PBI with members from 13 government agencies and NGOs. Selwyn Parata, Chair of Te Rūnanganui o Ngāti Porou instigated Manaaki Tairāwhiti. Iwi leadership continues through the independent co-chairs from Te Rūnanganui o Ngāti Porou and Te Rūnanganui o Tūranga-nui-a-Kiwa. Iwi leadership enables a critical power shift to a locally-determined vision and delivery driven by the community. Iwi provide in-kind resources, including reallocating staff to PBI initiatives, and setting the principles of the Tairāwhiti way of working.

*Mā te mahi tahi e tipu matomato ai ngā whānau o te Tairāwhiti.
United leadership that enables all whānau to flourish in Tairāwhiti.
Whānau flourishing (community vision)*

- SASWB is a government-agency-led PBI with 13 government agency members and an independent non-government chair. The independent chair is a highly respected member of the South Auckland Pasifika community with regional, national and international networks. Counties Manukau District Health Board (CM Health) was a key instigator of SASWB and provided substantial in-kind resources to support its start-up, including financial, information technology, evidence and insight expertise, and human resources. CM Health's involvement has also facilitated the use of population and public health methods for SASWB's evidence and insights.

*All children in Māngere (and South Auckland) are healthy, learning, nurtured and connected to their communities and culture, and building a positive foundation for their future.
I want my children to have an awesome life (whānau vision)*

In contrast, findings suggest Kāinga Ora did not adapt but remained focused on delivering results-based accountabilities to achieve specific targets for at-risk children and young people, set nationally (see page 25).

- Kāinga Ora was a government agency-led PBI with five government agency members and two iwi representatives. Kāinga Ora had an independent, non-government chair who

was a highly-respected member of the Northland community. Kāinga Ora wanted to provide integrated responses to at-risk 0–24-year-olds and their whānau to shift intergenerational patterns of behaviour and build community self-help, capability and resilience. Kāinga Ora was disestablished in 2019.

Manaaki Tairāwhiti and SASWB are based on a whānau-centred way of working and system change

Manaaki Tairāwhiti and SASWB are not programmes or pilots. Both are focused on developing new, cross-agency ways of working to meet the requirements of whānau with complex multi-generational needs. Through trialling whānau-centred, cross-agency ways of working they are identifying system improvements to create improved outcomes for wider whānau.

Both have around five focus areas which use a test, learn and adapt method to trial holistic approaches to working with whānau at their pace, on issues important to them. This way of working builds trust and relationships and supports whānau on a transformative change pathway. Central to the way of working is identifying system change through engagement with whānau from frontline provider feedback and system improvement methods. Manaaki Tairāwhiti is also building capability within agencies to use a system improvement method.

The approaches used by Manaaki Tairāwhiti and SASWB align with the direction set in the 2019 Wellbeing Budget. The budget places focus on whānau-defined outcomes and supporting new models of working across sectors to break down agency silos to address immediate and intergenerational outcomes of whānau with complex intergenerational needs.

In contrast, the drive for fast results and frequent reporting pushed Kāinga Ora towards a traditional service model of 'doing to' whānau.

Success is positive whānau experience and outcomes, and sustained system change

For Manaaki Tairāwhiti and SASWB success is:

- positive whānau experience and outcomes through cross-agency collaboration and service delivery at the local level.
- improved social sector systems both locally and, where able, into national policy and practice, to contribute to wider improvement for whānau with complex needs.

Context: The PBIs were placed in the right environment

This section assesses the placement of the PBIs in Aotearoa.

PBIs are designed and delivered to target specific geographic locations and population groups with deeply-rooted disadvantage or socioeconomic deprivation (Wilks et al., 2015; Crimeen et al., 2017). As described by Crimeen et al. (2017, p. 12) PBIs are focused on ‘a wicked policy problem’.

We also look at the readiness in each region of becoming a PBI. Crimeen et al. (2017) highlighted that the success of PBIs is based on community and partnering organisations’ participation and buy-in. Due to the complexity and interdependent features of disadvantage, effective PBIs need to integrate horizontally across multiple stakeholders at the local level (Crimeen et al., 2017).

The PBIs were placed in areas with complex social problems

All three PBIs were located in geographic locations with persistent social and economic challenges. Each PBI provided robust evidence to demonstrate traditional government agency approaches to address complex intergenerational needs were not working. The PBIs’ selection aligned strongly with the Cabinet mandated target population (whānau with young people 0–24 years) and known areas of high need.

A readiness to work differently existed amongst local leaders³

In each location, local leaders were frustrated with the limited effectiveness of the siloed government agency approach. Many recognised the social sector system was disempowering and undermining the mana of whānau with complex needs. These local leaders were considering how to collectively act to improve their systems.

- Regional leaders in Tairāwhiti had, out of the Social Sector Trials, set up a collective to connect with existing collaborations including Whāngaia Ngā Pā Harakeke (the NZ Police-led family harm initiative) and Te Pā Harakeke (the Children’s Team).
- In South Auckland, CM Health was in discussions with other local government agency leaders about working cross-agency to address the social determinants for health.
- In Kāinga Ora, regional leaders had worked collectively in the Northland Social Wellbeing Governance Group to create effective action for youth at risk of suicide.

³ We have referred to leaders located in the three PBIs collectively as ‘local leaders’.

Becoming a PBI was an opportunity to design and trial a collective way of working

In South Auckland and Tairāwhiti, local leaders were connected to the PBI opportunity initially through their networks and Ministers of Parliament. In line with the PBIs' intent, local leaders wanted the flexibility to design integrated services to meet the needs and preferences of their communities. They wanted to create evidenced-informed services and have decision-making rights on funding allocation in their local area.

Two PBIs had a local champion facilitating their inception and supporting implementation

Manaaki Tairāwhiti and SASWB both had a local champion who had local authority, resources, and mana. Iwi, Te Rūnanganui o Ngāti Porou and Te Rūnanganui o Tūranga-nui-a-Kiwa, champion Manaaki Tairāwhiti. CM Health was an early champion of SASWB. Other agencies are now stepping into this role (e.g. the New Zealand Police).

Both champions had connections back to Ministers and senior government officials in Wellington. The local champions were instigators in establishing their PBIs and their principles and values shaped the PBIs' work. They also were able to buffer implementation challenges through mobilising local resources (e.g. when facing funding delays from Wellington or a lack of central resources to support collaboration).

The Cabinet mandate both facilitated and hindered the PBIs

The mandate for this PBI model was set by Cabinet. Manaaki Tairāwhiti and SASWB acknowledged the benefits of being Cabinet-mandated, specifically:

- Mobilising government agencies to be involved in the PBI and to work collectively
- Creating the 'space' and local capacity to build cross-agency collaboration
- Having the authority to develop local solutions to improve whānau outcomes
- Having resources to develop a local collective way of working sustained by a backbone support function, at local and national levels
- Being connected to wider policy settings and social sector service delivery to influence system design and improvements.

While Kāinga Ora also noted these benefits, the Cabinet mandate had negative perceptions and repercussions too. Distrust of government initiatives is high in Northland, reflecting the historical context and generations of being 'done to by the Crown'. Feedback suggests communities had a high level of cynicism about Kāinga Ora from the outset.

Inputs: The PBIs set the foundations for collaboration

This section demonstrates the structures and conditions needed to create a functioning PBI in an enabling environment.

The literature demonstrates PBIs need sufficient time and commitment to create the foundations necessary to enable collaboration and collective action (Wilks et al., 2015; Crimeen et al., 2017). However, no consensus exists on how long PBIs need to reach this stage. Manaaki Tairāwhiti and SASWB achieved collaboration and collective action within around two years. Both PBIs describe collaboration and collective action as work-in-progress.

Four development stages characterise the PBIs' development

The implementation journey of the PBIs is not linear. Learning loops are used to reassess structures, processes and systems to enable collective action. The four development stages (or milestones) described below are dynamic, overlapping and not clearly bounded.

1. The pre-establishment stage (pre-2016) creates the local readiness and conditions to become a PBI (as discussed on page 19).
2. The establishment stage (2016–2018 ongoing) creates the foundations of the right structure, people, evidence and processes to agree on the collective vision and to build agencies' capacity and capability to act as a collective.
3. The test and learn stage (2017–ongoing) involves trialling collective action through use of a test, learn and adapt process. This stage is an ongoing phase stage for the PBIs.
4. The collective action stage (2019–ongoing) is about seeing the positive gains from the collective action and building on this success through new opportunities for collaboration.

In both Manaaki Tairāwhiti and SASWB, the four stages of development were evident. Manaaki Tairāwhiti and SASWB are in the ongoing test and learn stage and moving into the collective action stage with new opportunities emerging based on the foundations built and their initial success. Kāinga Ora did not progress beyond the establishment phase for reasons discussed on page 25.

Five building blocks create the PBIs' foundations

We found five foundational elements underpin the establishment of the PBIs. The elements are having a tiered and adaptive PBI structure; the 'right' people; evidence and insights; local autonomy; and resources.

The PBI structure builds relationships, trust, and influence to act collectively

The PBIs are seeking to address complex intergenerational issues through whānau-centred cross-agency initiatives. They require the breadth of government and other agencies, at differing levels, to understand the purpose and value of the collective way of working and be open and flexible in enabling system change. PBIs need to build capacity and capability for government agencies to move from talking about collaboration to taking collective action.

By 2019, Manaaki Tairāwhiti and SASWB had established and stabilised their structures to govern and operationalise the work of the PBIs. Both PBIs have a similar structure of:

- **Governance group** (the Board) with cross-agency representation of around 13 senior leaders from a range of government agencies. Manaaki Tairāwhiti also has representation from NGOs. Both PBIs have independent chairs.
- **Operational group** of cross-agency managers with responsibility for the implementation of evidence-based initiatives. They also identify opportunities that may lead to system, policy, or practice changes.
- **Local backbone function** made up of three to four people providing executive support to the Board, project management, working in partnership with NGOs and agencies, and generating local evidence and insights from the 'new ways of working'. Manaaki Tairāwhiti refer to their backbone function as Te Rito and SASWB as the Implementation Office.
- **The national support function**, which works with Te Rito/the Implementation Office to report progress back to their lead agency and Minister. Each PBI has a lead agency with oversight of the PBIs and their contract.

Time, resources and adaptation are needed to build the PBI structure

Both Manaaki Tairāwhiti and SASWB highlighted time was needed to test and adapt the structure to reflect the local conditions and to identify people with the authority and expertise to work collectively. Kāinga Ora was not given the time to test and adapt their structure. In 2017, a review found the roles, responsibilities and functions of Kāinga Ora were not clearly defined (EY, 2017).

The tiered structure strengthens the PBIs' networks and increases their reach

The tiered structure increases the depth and breadth of understanding of the PBIs' intent across and within government agencies and NGOs, and back to Wellington. Initially, Manaaki Tairāwhiti and SASWB lacked operational support, which resulted in busy senior managers at the governance table taking on operational work. Both reviewed and refined their governance and operational structure to support collective action.

Independent chairs hold government agencies to account

Both PBIs spoke highly about their independent chairs. They had the mana and knowledge to ask the hard questions and could push back when needed. The independent chair is an essential conduit to unblocking barriers to system change in Wellington.

The backbone support function is critical to the work of the PBIs

Feedback highlights substantial time and energy is need by Te Rito/the Implementation Office to create and maintain a shared cross-agency understanding of the work of the PBIs. This process of gaining and maintaining support is ongoing due to changes in government agency personnel and the PBIs' dynamic nature. Te Rito/the Implementation Office also ensures information flows across and within agencies, at governance and operational levels, to enhance their commitment and highlight organisational benefits in working this way.

The role of the lead agency is to support PBIs' flexibility and to manage lightly

Both Manaaki Tairāwhiti and SASWB appreciate that their lead agencies gave them time and space to adapt to local conditions in setting their vision and developing their whānau-centred way of working.

Kāinga Ora shows the importance of effective operational structure

Kāinga Ora found it challenging to gain traction as a PBI. In 2017, following a review, Kāinga Ora sought to reset their strategic direction and refresh their operating model, and capability. The review found no clear strategic framework for the PBI, a lack of operational structure and capability, and insufficient data analysis capability.

The 'right' people are needed to build PBIs' capacity and capability to collaborate and act collectively

Senior leaders need to be committed and know the local area and people

The 'right' people are defined as senior managers in government agencies (and other agencies) who understand, and are ideally from, the region. In Manaaki Tairāwhiti, senior leaders tend to live in the region, know each other and are committed for the long-term. In South Auckland, senior leaders are less likely to live in the region, but they are committed to

it. Some noted leaders identified in Wellington to be part of the PBI may not be committed or bring the right mindset to the PBIs' work.

Senior leaders need to have local decision-making authority

PBIs function well when senior leaders have local decision-making authority to support the work of the PBIs. However, different decision-making delegations exist across government agencies. The New Zealand Police and DHBs are seen to have the greatest ability to act locally. Frustrations arose where local leaders had to refer back to Wellington to make local PBI decisions, thereby slowing development and implementation processes.

Senior leaders need the right mindset to work collaboratively

The 'right' mindset refers to a growth mindset. Leaders are open and flexible in their approach, and prepared to trial and learn new ways of working. These leaders need courage to disrupt traditional ways of working, while minimising potential harm to whānau.

Senior leaders need to be present and engaged

Leaders have to actively engage and commit to building their capability to understand the collective vision and action. Feedback indicated some leaders' lack of attendance created tension and slowed progress. Being present at the PBIs' governance or operational groups builds understanding of the PBIs and capability to collaborate.

Evidence and insights are essential to the work of the PBIs

PBIs were not supported as expected to undertake social investment analysis

During the business case and establishment phase, the three PBIs used data to agree on the target population, geographical areas and to develop the collective vision. Initially, the purpose of the data analysis was to identify where the social investment opportunity lay and to establish a collective baseline for the work. In SASWB, significant local resources were used to work locally and with SIA on this analysis.

Manaaki Tairāwhiti and Kāinga Ora did not have the same level of local data analysis capability. They had expected that SIA, through the national support function, would undertake this work. This support never eventuated.

Local evidence is used to refine the collective vision, the focus areas and ways of working

During the establishment phase, the focus shifted to creating a deeper understanding of locally-derived insights from frontline provider feedback and whānau journey maps. Manaaki Tairāwhiti and SASWB used these insights to refine their collective vision, the focus areas and the way of working within these.

Manaaki Tairāwhiti and SASWB developed protocols for consent and data sharing

For both PBIs, triage and referral, consent, and data sharing were essential areas of work to inform and assess collective action activities.

- In Manaaki Tairāwhiti, the cross-agency operational practitioner group used a systems improvement methodology, to create a shared understanding of the triage system used across different agencies (including Whāngaia Ngā Pā Harakeke and Work and Income). Using this work, an initial triage, referral and consent process was developed.
- SASWB developed a Statement of Intent for information sharing to ensure whānau were not disadvantaged working with the principles of *'first, do no harm, whānau at the centre, and working in their best interest.'*

Both PBIs noted the need for more support and resources to develop a data and information sharing interface that enables the assessment of cross-agency initiatives. Currently, data to assess initiatives is gleaned from frontline providers' notes to develop data and collate insights. Together with single agency data (e.g. Police family harm data), data collation is a time-intensive process. To develop cross-agency data sharing infrastructure requires more resources than currently allocated to the PBIs.

No shared success measurement framework was developed for the PBIs

At the outset, the three PBIs expected SIA would develop a shared success measurement framework. This framework did not eventuate, resulting in uncertainty about success measures, indicators and data collection needed. The lack of a shared measurement framework also created a level of uncertainty about the purpose and success for the PBIs amongst senior leaders in Wellington.

PBIs need to have local autonomy to act

As noted in the literature, government devolving decision-making to local governance creates a negotiated tension between too much or too little government accountability (Wilks et al., 2015). This tension was particularly evident in Kāinga Ora.

Kāinga Ora demonstrates the effects of too much government accountability

The extent to which Kāinga Ora was able to refine and develop a whānau-centred way of working was hindered by government agency barriers and Ministerial directives.

Kāinga Ora was not given the flexibility to implement their vision and to use a test, learn and adapt approach. The original Kāinga Ora target cohort was smaller in scale and was superseded by a larger target cohort set by Wellington. The focus evolved to providing support to 570 families in three high-need communities working through existing services.

The drive for fast results, reported on frequently to Wellington, drove a traditional service model of 'doing to' whānau.

Government contracting processes and funding do not enable collaboration and collective action

Procurement and contracting processes are important to ensure transparency and accountability over the allocation and use of public funds. However, traditional contracting and funding processes do not foster or enable the agile test and learn approach of the PBIs.

Security of funding is needed to enable effective PBIs

PBIs require adequate and dedicated resources to create capacity in local government agencies to work collectively in supporting change. PBIs received different levels of funding from central government reflecting local needs and preferences. Manaaki Tairāwhiti asked for less funding as they did not want to be constrained by Wellington. In both Manaaki Tairāwhiti and SASWB, local agencies provided substantial in-kind support through staff and infrastructure.

Initially, central government allocated five year contingency funding for the PBIs from 2016-2021, with an initial two-year drawdown to June 2018. With a change in government, Cabinet agreed in March 2018 to a further six months funding to December 2018, while the government considered realignment with their priorities. The uncertainty of funding created pressure for the PBI operations.

For SASWB, the funding uncertainty made it difficult to recruit and retain staff for both the Implementation Office and the focus areas. SASWB were concerned staff turnover would undermine the positive whānau-centred relationships developed with young mothers in Start Well where a commitment was made to provide support until their child was five. The uncertainty of funding raised ethical concerns around the potential to do further harm to whānau who had disengaged from services due to previous negative experiences.

Opportunities were also lost in collecting and using evidence and insights, due to staff turnover churn. The funding uncertainty significantly stress-tested SASWB. Positively, agencies recognising the benefit of the initiative agreed to find the funding from their baseline in the interim if Wellington did not release the funds. Funding was eventually released.

Government contract processes do not facilitate collective action

Manaaki Tairāwhiti and SASWB both highlighted that government contract processes do not facilitate whānau-centred ways of working.

- In the family harm areas, current procurement and contracting processes are reinforcing provider silos. SASWB are working on trialling new collective commissioning and contracting models to facilitate whānau-centred approaches to service delivery.
- Manaaki Tairāwhiti and SASWB are going to receive funding from the Joint Venture for Family Violence and Sexual Violence, given their experience in working collectively in the family harm and violence prevention area. Drawing down the funding has been challenging. Manaaki Tairāwhiti have expressed concern that the contract requirements, which impose a fixed Wellington approach, do not cater for their flexible and holistic whānau-centred approach.

Collaboration and influence: From talking to collective action

This section details how the remaining PBIs have developed partnerships based on collaboration which enables collective ways of whānau-centred working (i.e. horizontally joined-up ways of working).

The review by Crimeen et al. (2017) found partnerships are a foundational aspect of PBIs. Effective partnership processes increase reach, buy-in, implementation and ultimately success. Wilks et al. (2015) also cited that PBIs addressing complex local problems require the coordination of government and other agencies to increase the policy foci and develop horizontally joined-up ways of working.

Government agencies are set up to focus on their core business

Working collaboratively is challenging within the existing framework of the Public Finance Act. The state sector reforms in the 1980s created a New Zealand public management model which had clear, agency-focused accountability to deliver core business in line with Ministers' expectations (vertical accountability). Agencies were structured to have clear and non-conflicting objectives⁴.

PBIs are enabling government agencies to focus on their horizontal accountabilities in their area

The potential of the PBI model lies in designing and trialling holistic, whānau-centred approaches that are not restricted by the policy settings of government agencies. Both Manaaki Tairāwhiti and SASWB place whānau at the centre. Working in this complex environment requires a level of courage and calculated risk-taking to move away from traditional approaches and trial new ways of working. Across Manaaki Tairāwhiti and SASWB, collective action was enabled through a number of inter-related factors. Many of these conditions (detailed below) were not evident in Kāinga Ora.

⁴ The Government is currently seeking to amend the Public Finance Act to support their commitment to people's wellbeing and the environment. <https://treasury.govt.nz/information-and-services/state-sector-leadership/public-finance-system>

A shared vision energised collective action in Manaaki Tairāwhiti and SASWB

Both Manaaki Tairāwhiti and SASWB are targeting whānau with complex intergenerational needs and who have experienced negative and damaging engagement with social sector services (e.g. racism, inability to access entitlements).

I have experienced a lot of racism and discrimination as an individual growing up. I have been to WINZ [Work and Income] for help and I have been to certain places that make you feel really small, which does deter you from moving forward. (Manaaki Tairāwhiti whānau)

The visions of Manaaki Tairāwhiti and SASWB focus holistically on whānau and sets out a transformative pathway both formally and informally (refer page 17). In both PBIs, commitment to the vision was evidenced across interviews with whānau, frontline providers, and operational and governance group stakeholders. People frequently cited the vision in framing their role and contribution to the PBI. In contrast, EY (2017) found a lack of clarity on Kāinga Ora's long-term vision, and varying levels of buy-in to a collective approach.

Working from the evidence base, both Manaaki Tairāwhiti and SASWB selected five evidence-informed and inter-related areas to focus action: mental health and addictions, family harm, housing, child wellbeing, and early childhood education. Selecting these areas enabled most government agencies to see a connection to the collective focus and their agency goals. Even so, both PBIs invested time in building some agencies' appreciation of how a seemingly, unrelated focus area was relevant to their organisation (e.g. the benefit of focusing on child wellbeing to Department of Corrections' goals).

Manaaki Tairāwhiti and SASWB built on existing collective action in their regions

Both PBIs link to Whāngaia Ngā Pā Harakeke (Whāngaia), a Police-sponsored initiative working in partnership with local iwi/hapū to reduce family harm. The benefits of bringing Whāngaia under the PBIs are:

- improved collaboration as other government agencies perceive Whāngaia as part of their collective action responsibilities, and not just a New Zealand Police responsibility.
- more cross-agency referrals for whānau to address underlying social and economic issues contributing to family harm and violence.
- trialling new approaches to prevent family harm. For example, in SASWB in the lead-up to Christmas, New Zealand Police, Oranga Tamariki, MSD and other agencies worked collectively to identify whānau at risk of family harm incidents occurring over the holiday period. Collectively, they connected with whānau and worked to reduce risk factors (e.g. financial hardship).

Manaaki Tairāwhiti and SASWB are developing and testing a cross-agency whānau-centred way of working

Developing these approaches offered a testing ground for collective action (e.g. the development of appropriate contracts, triage, referral and consent processes, data sharing, and sharing insights and learnings back to PBI members). For example⁵:

- In Manaaki Tairāwhiti, 50 Families⁶ is a strength-based approach with the flexibility to address presenting issues and test the social service systems' ability to meet a '*whatever it takes*' method. 50 Families consists of two navigators from iwi organisations and a supervisor, and works to remove barriers that impinge on the ability of whānau to access the services and support they need. No eligibility criteria exist for 50 Families. Reflecting the relatively small inter-connected population and access barriers, whānau are referred based on need. Over 120 families have been supported by 50 Families.
- In SASWB, Start Well Māngere is a joint partnership between CM Health and Family Start, with support from Plunket. Start Well provides health and social home-based intensive support for young mothers from pregnancy to when their child is aged five. Start Well includes aspects of both WCTO's universal checks and services, and the social support aspects of Family Start. Around 30 young mothers under 20 years of age and their wider whānau living in Māngere receive support.

The whānau-centred approaches of Manaaki Tairāwhiti and SASWB are built on the mantra of '*whatever it takes*'. While the approaches reflect the unique characteristics of each area, they share common features:

- Whānau are at the centre and whānau define their needs and aspirations; not the agency. The concept of whānau relates to those in the household and includes support for extended family living elsewhere.
- Frontline providers spend time to build relationships and trust through understanding whānau lives, being available, and working on whānau-defined needs at their pace.
- Frontline providers focus on reducing stress for whānau by addressing one issue at a time—the one of immediate importance to whānau.
- Frontline providers working with whānau identify system barriers and opportunities to identify wider system changes to benefit other whānau.
- PBIs focus on a small cohort of whānau with complex needs in one geographical area.

⁵ More information on these examples can be found in Appendix 2.

⁶ The name 50 Families can create confusion as the approach supports more than 50 families.

Manaaki Tairāwhiti and SASWB built the capability of frontline providers to adopt whānau-centred way of working

Both PBIs recognised the need to build the capability and capacity for frontline staff to work collectively with whānau. Examples from 50 Families and Start Well are:

- In 50 Families, the navigators spent three months in Te Rito learning about the vision of Manaaki Tairāwhiti and their way of working as part of the cross-agency triage work. Navigators mixed with other agencies to build a collective way of working. Spending time in the hub broke down agency barriers and enabled a different way of thinking and a practical way to apply the shared vision.
- In Start Well, the key worker and a co-worker intentionally consist of both a nurse and a social worker, working with whānau. They work flexibly to respond to the whānau, seeking to provide what they need and support what the whānau were wanting to do at that time (e.g. immigration, housing, employment, spiritual needs, driving licences, plus well baby and mother checks).

The ability to work collectively enables Manaaki Tairāwhiti and SASWB to contribute to system improvements

Through the focus areas, Manaaki Tairāwhiti and SASWB are identifying issues and barriers in the social sector system that are disabling for whānau. Examples include:

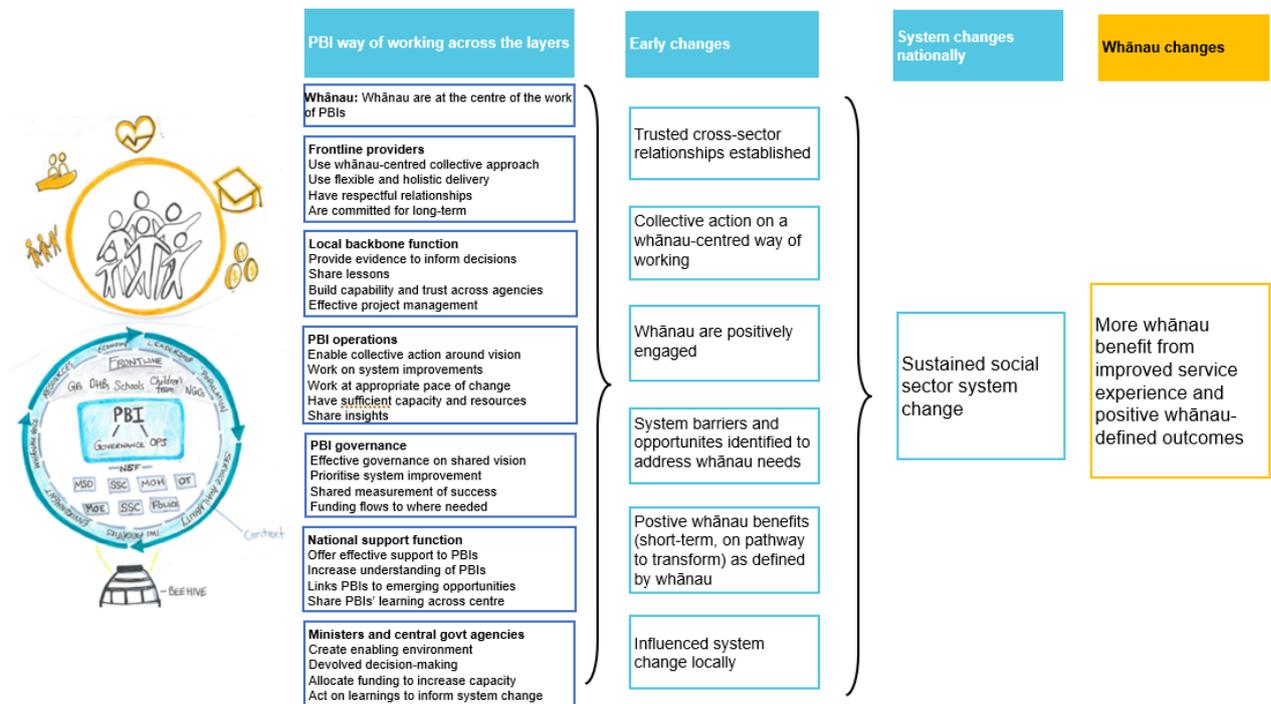
- Manaaki Tairāwhiti is working with MSD's System Improvement Coaches to build local capability about system improvement, and supporting government agencies to adopt this methodology. The Department of Corrections has three full-time equivalent staff working to understand their system, how it engages with whānau, and their interrelationships with other agencies. Without Manaaki Tairāwhiti and the System Improvement Coaches it is unlikely the Department of Corrections would have commenced this work in Tairāwhiti.
- Both PBIs identify system improvement areas through whānau engagement in their focus areas. Improvement areas identified through whānau engagement come back to their operational and governance groups to identify ways to address them. Members of the PBI then work collectively to identify joined-up whānau-centred solutions.

A theory of change underpins the PBIs' collective action

PBIs are multi-layered and the interactions between the layers hinder or enable collective action and the emergence of outcomes for whānau and social sector system change. The evaluation findings demonstrate the complexity of this type of PBI. The right vision, people, structure, resources, evidence and devolved decision-making need to be in alignment to maximise the potential opportunities. The local and national backbone structure is critical for ongoing sharing of data and information across the tiers to enable new ways of working to progress outcomes.

Figure 3 summarises the simplified theory of change showing the flow from the PBIs' ways of working across the layers, to early changes of building collective action and influence through the levels, to whānau and system change. The model draws from the findings of this evaluation and aligns with theories of collective action and the wider literature (ORS Impact and Spark Policy Institute, 2018; Wilks et al., 2015; Crimeen et al., 2017).

Figure 3: Simplified PBI theory of change



Whānau outcomes: Positive experience and emerging wellbeing outcomes

This section details whānau involvement in the PBI design, their service experience and their emerging outcomes.

The underlying reason for having this type of PBI is to shift the social sector system's dial to deliver a better service experience and improved short and long-term outcomes for whānau with complex intergenerational needs. Wider system change is a core contributor to improved whānau outcomes. Whānau engaged through the PBIs must benefit from being part of an initiative that is trialling new ways of working. As Crimeen et al. (2017, p.39) notes, equity is a key concern due to the nature of disadvantage experienced by target populations.

Working collaboratively the PBIs are targeting whānau with intergenerational needs

We interviewed whānau supported by Start Well in SASWB and 50 Families in Manaaki Tairāwhiti. While the whānau-centred approaches are different, feedback across the PBIs was consistent in terms of service experience and the emergence of short-term outcomes. The whānau interviewed had complex and intergenerational needs, and previous negative experiences of social sector services. As one explained:

Before I was homeless. Now, they are always helping me with emergency accommodation. Whenever I need it. Like if there is nowhere for me to be, they will always make sure there is somewhere for me to be.... Before I had no support, now there is more support with anything. I know where to get support from. Before I never had a doctor—just casual—because it's hard for me to find rides. Now, I have weekly check-ups with my nurse. If I can't see her, she comes here... Before I didn't know how to make phone calls and talk to people. Now I am making them on my own. (Start Well whānau)

Co-design with whānau informed the way of working

Both Manaaki Tairāwhiti and SASWB undertook research to hear and understand the realities of whānau. This research built an understanding of the issues of most importance to whānau and how the system impeded whānau meeting these needs. Manaaki Tairāwhiti and SASWB used the insights to co-create their whānau-centred way of working.

Whānau interviewed had a positive service experience

Whānau interviewed commented positively on the level of support they received. Whānau felt listened to and heard. Staff would talk and explain what whānau wanted to know. Having someone reliable to turn to was important when whānau felt there was no hope.

They probably have a time limit for each job they do, but they have got all the time in the world to explain everything and that is something. If you need help with housing and stuff, they can sit there and explain it word-for-word. The other social worker, I was like 'I need help with this', and she was like—'okay, I will check and have a look and then I will get back to you'. (Start Well whānau)

Whānau appreciated the holistic approach of working with their wider family. For example, a family member met the nurse, while visiting her family. She was surprised the nurse took an interest and offered support with her housing. Whānau appreciated the commitment to stay until issues were resolved, regardless of issue or the time

I have moved around to so many houses in the last few months. And there were times I had nowhere to sleep. And there were times when [the nurse] wouldn't go home until I had somewhere to sleep like a motel or at least something. (Start Well whānau)

Whānau feel more supported, and appreciated the ongoing connection to seek support when new testing situations arose.

Sometimes you feel whakamā about asking for help, but she never made us feel little. Basically, she empowered us to be honest as a whānau that we can do this and we can get through this. (50 Families whānau)

Whānau interviewed identified positive outcomes

Whānau learnt new skills and gained confidence. They are better informed about their entitlements and how to access them.

My mauri has just got so energised and it has just been lifted from where it was sitting. A little bit dormant because complacency plays a big part when you are not actively doing. Yeah, it's brilliant. (50 Families whānau)

Positive transformative change was occurring including a safe home, health checks, confidence to ask for help, getting driver licences and support to realise future aspirations. Some were being supported towards training and employment.

[Navigator] realised that we weren't on any list [to get her mokopuna a health appointment] So, she pushed and pushed through all of her contacts and she got us an appointment the very next week. And the week after that, she was on the waiting list to get [procedure]. Two months after that, [procedure] was... all sorted and done. (50 Families whānau)

Whānau were encouraged to continually explore other possibilities for change. They felt more empowered and confident to take greater ownership of their future—mana motuhaketanga.

It is balanced out because I also learnt along the way. I learnt not only about myself a bit more, but also, I can shift myself out of that. So 50 Families have given me many lightbulb moments and many moments of something new and something different in comparison to the walls that I live in. Even just having the energy of somebody that is positive is a big thing too. (50 Families whānau)

System outcomes: PBIs are influencing local change and national systems

This section assesses the PBIs' contribution to system change.

PBIs move to scale using different mechanisms

Manaaki Tairāwhiti and SASWB are influencing positive whānau outcomes through new ways of working with whānau. However, the number of whānau directly affected is small. The common concept of scale in the social sector is to pilot a new programme and if shown to work, then scale to other regions, while holding fidelity to the original programme design. The concept of scale works differently within both PBIs.

- For Manaaki Tairāwhiti, scaling is about effecting agency-level system change (e.g. Department of Corrections' system improvement work) and, increasing the number of families gaining support through 50 Families in Tairāwhiti, as well as taking learnings from other initiatives, and influencing change to government agencies' core business policies or practices.
- For SASWB, the concept of scale is not about rolling out a new programme or service to a wider population. Scale for the SASWB is taking the learnings from the focus areas, and seeking to influence change to government agencies' core business policies or practices to create wider benefit for whānau with complex needs.

In this context, identifying changes to social sector policies and practices demonstrates the wider value of the PBIs as a test and learn environment for the social sector system. Given the size of the PBIs relative to the social sector system and their development stage, we cannot expect the PBIs to have created substantial changes. However, we are seeing evidence the PBIs are generating local change across their focus areas and are working on influencing wider system change at a national level.

Manaaki Tairāwhiti and SASWB are contributing to local system change

Both PBIs have created and maintained effective processes for cross-agency collective action

Establishing effective cross-agency engagement that supports collective action to address complex intergenerational needs is a system change. Through this collective action, government agencies gain greater insight into their system barriers and how to adopt whānau-centred ways of working. Being involved in the PBIs builds capability for collective

action. As a result, some government agencies are more proactive in working collectively on shared issues without the need for facilitation from Te Rito/the Implementation Office.

For example, in SASWB, some government agencies are proactively identifying opportunities for collective impact beyond the PBI's focus areas to improve whānau outcomes (e.g. MSD working with the New Zealand Police and the Ministry of Justice to support young people to get their driver licences while in high school).

SASWB is influencing system change through learnings across their focus areas

SASWB has enabled a number of system policy and practice changes to government agencies' core business to potentially increase the positive outcomes for a wider group of whānau. Examples of policy and practice changes include:

- The housing support focus area has enabled a number of changes to Housing NZ's core business (e.g. reviewing the policy about not operating a business from their houses, having access to health expertise as part of an Intensive Tenancy Management model to address holistic needs, changing the recruitment criteria for tenancy managers to include communication and relationship building, resilience and decision-making skills).
- A new CM Health protocol to enable new mothers to access respite care without a formal mental health diagnosis. CM Health is now exploring offering this type of respite care to mothers via their Lead Maternity Carer and General Practitioner.
- MSD is reviewing access to benefits for young at-risk individuals aged under 16 years.
- Through Whangāia a new cross-agency way of working has been developed to contribute to preventing family harm and violence over Christmas.

Manaaki Tairāwhiti is building government agencies' system improvement capability to change their core business

Manaaki Tairāwhiti is working with the Ministry of Social Development's System Improvement Coaches to build systems thinking capability across government agencies. The system improvement work is evidenced-based and draws on the perspective of whānau to identify systemic barriers. Feedback indicates more agencies are adopting system improvement thinking in the region, and are at the test and learn stage.

Currently, the Department of Corrections is undertaking a system improvement process and has committed three full-time equivalents to test a new way of working. The Department of Corrections wants to understand their system, how it engages with whānau, and inter-relates with other systems. Work and Income also has eight staff applying systems thinking to their operations.

Three other agencies are commencing work on system improvement processes in their agencies, working with the coaches.

SASWB is also seeking to influence national level policy and practice

SASWB are seeking to influence national level system change by sharing their learnings.

SASWB are inputting into:

- The Ministry of Health's review of the WCTO
- The development of SIA's Data Protection and Use Programme
- The development of the Joint Venture for Family Violence and Sexual Violence Strategy and measurement framework
- New ways of commissioning and contracting in the family harm focus area to enable a collective whānau-centred approach.

New opportunities are emerging for the PBIs to effect wider system change

The new opportunities emerging reflect government agencies are seeing the value of the collaboration and collective action being achieved through the PBIs. These agencies are seeking to leverage off existing infrastructure and the whānau-centred way of working.

Examples include:

- In Manaaki Tairāwhiti, Te Pa Harakeke (the Children's Team) funding is coming under their governance.
- In SASWB, more government agencies are providing in-kind resources (e.g. Housing NZ is providing administrative support, Work and Income has provided permanent full-time equivalent (FTE) for the family harm focus area and MSD has provided part-time resource in-kind working alongside the Implementation Office). This resource contribution indicates the value of the SASWB to these agencies to increase their staff's capability to work cross-agency and to improve whānau outcomes.
- Manaaki Tairāwhiti and SASWB are going to receive funding from the Joint Venture for Family Violence and Sexual Violence, given their experience in working collectively in the family harm and violence prevention area.

Key evaluative assessments: Implementation is progressing well and outcomes are emerging

This section directly responds to the key evaluation questions for the implementation and emerging outcomes evaluation. The findings are drawn from the previous sections.

How well was the PBI model implemented to enable collaboration and influence collective action?

Manaaki Tairāwhiti and SASWB are highly developed at enabling collaboration and collective action across government agencies.

We acknowledge variation exists in the extent of collaboration across government agencies, reflecting both agency and personal preferences. Maintaining collaboration and collective action requires significant ongoing commitment, given the tension of vertical accountabilities within agencies.

Having this type of PBI has created the space for both senior managers and operation staff in government and other agencies to shift from talking about collaboration to taking collective action across the PBIs' focus areas. Working collaboratively has worked best for government agencies with local delegated authority.

We cannot assess whether the government agencies could have achieved this level of collaboration without the PBIs. However, in the remaining PBIs, we believe the current level of collaboration is unlikely to have occurred without their establishment. Our belief is based on the well-documented challenges and adverse impacts of central government initiatives working in silos in Tairāwhiti and South Auckland.

In contrast, Kāinga Ora had a group of government agencies and NGOs who had worked collaboratively previously. However, Kāinga Ora was unable to progress the foundation of collaboration to collective action within the PBI structure.

How valuable is the PBI model in creating new ways of working to achieved shared goals?

The remaining PBIs' new ways of working are valued by local and national level stakeholders

Local stakeholders interviewed in Manaaki Tairāwhiti and SASWB valued the PBI model in their region. This support was evidenced by ongoing membership of government agencies and NGOs, and some government agencies providing funding and in-kind resources.

Manaaki Tairāwhiti and SASWB are targeting whānau with complex intergenerational needs who have been failed by the social sector system. Both PBIs are valued for creating an evidence-based understanding of whānau need, and co-designing and trialling cross-agency, holistic, whānau-centred approaches. Whānau engaged through the PBIs deeply value and appreciate the new ways of working. The test and learn approach used is also highlighting barriers and opportunities for whānau-centred system improvement.

Importantly, the PBIs offer government agencies (and NGOs) the opportunity to build their capacity and capability to work collaboratively. This capability-building was not occurring through other regional or local initiatives. The PBIs shifted agencies from talking about collaboration to doing. The PBIs are breaking down silos to improve whānau outcomes directly and indirectly through system change.

National stakeholders interviewed also supported these PBIs as offering opportunities to identify how they can strengthen their core business to improve outcomes for whānau with complex needs. Their support reflected a deep understanding that social sector services are failing to address complex intergenerational needs, particularly for those who face inequities in service access and wellbeing outcomes.

How well does the PBI model contribute to social sector system change to enable positive outcomes for whānau with complex needs?

Success for this type of PBI is positive whānau outcomes and sustained system change

These two outcomes are strongly interlinked at both local and national levels. Below is how both success criteria interconnect through the work of the PBIs:

- Manaaki Tairāwhiti and SASWB are trialling small scale whānau-centred ways of working (e.g. 50 Families and Start Well).

- Through these initiatives, local system change is occurring in the new way of working with whānau to deliver a positive service experience and improved wellbeing outcomes.
- The PBIs gain an understanding of the holistic needs of whānau, and identify system barriers and opportunities to meet these needs through collective action. Based on this insight, relevant agencies action local system improvements. For more significant cross-agency issues, the PBIs' governance groups determine how to address them.
- Where appropriate and able, Manaaki Tairāwhiti and SASWB seek to influence system change in government agencies' core business. For example, SASWB is informing the WCTO review of learnings from Start Well. If adopted, the changes will affect a significant number of whānau across Aotearoa.

Because PBIs are whānau-centred, we assess the PBIs' emerging outcomes by first determining if the PBIs enable positive whānau outcomes and then consider wider system change.

Manaaki Tairāwhiti and SASWB's whānau-centred initiatives are delivering positive whānau outcomes

A case study approach gathered feedback from whānau who are supported by 50 Families (Manaaki Tairāwhiti) and Start Well (SASWB). The cases highlighted a very positive service experience. Whānau felt heard. Whānau appreciated the holistic approach of working on issues important to them, and in working with their wider family.

Changes highlighted by whānau include learning new skills, and being better informed about their entitlements and how to access them. Positive transformative change was occurring, including a safe home, health checks, confidence to ask for help, and support to realise future aspirations.

The number of whānau directly affected through the focus areas is relatively small. Through the mechanism of system change, the PBIs are seeking to improve outcomes for a larger cohort of whānau with complex intergenerational needs.

Manaaki Tairāwhiti and SASWB are identifying and influencing system change

Given the size of the PBIs (relative to the social sector system) and their development stage, we cannot expect the PBIs to have created substantial changes to social sector systems. However, we have identified local system change is occurring both through the ways of working, and wider policy and practice changes in government agencies (see lists starting on page 36).

The PBIs are also seeking to influence national level systems through system improvement process with government agencies and wider changes to universal policies. New opportunities for whānau-centred approaches are emerging. These opportunities reflect their experience in working collectively, and whānau and system successes to date.

Future directions: Support existing PBIs and assess value of future PBIs

This section looks to the future of the remaining PBIs and the opportunities for more PBIs.

The remaining PBIs are contributing to positive change

Manaaki Tairāwhiti and SASWB have been operational for four years and are gaining traction working in multi-faceted settings on wicked problems. The evaluation findings of Manaaki Tairāwhiti and SASWB are mostly positive, and support continued resourcing of these initiatives.

Manaaki Tairāwhiti and SASWB continue to learn and adapt

A test, learn and adapt method is evident within both Manaaki Tairāwhiti and SASWB. Since the evaluation commenced in March 2019, we have seen the ongoing iteration of the PBIs drawing on local evidence and linking to opportunities emerging locally and nationally. Reflecting the many opportunities arising, SASWB's Implementation Office intends to develop a new priority matrix to assess new opportunities.

Manaaki Tairāwhiti and SASWB can be collectively strengthened

The evaluation has identified areas to strengthen the work of the PBIs at this stage of their evolution. The areas are:

- **Improving access to, and ability to critically use, quality data:** Data capability varies across the PBIs. SASWB through links to CM Health has strong data analytics capability and a dedicated Evidence and Insights team as part of the Implementation Office. In contrast, Manaaki Tairāwhiti does not have this level of data analytics capability. A common challenge for both PBIs is the lack of access to 'collective' data from across government agencies. Both PBIs are constructing data from the notes of frontline providers engaging with whānau. The work of the PBIs could be enabled through improved cross-agency data infrastructure.
- **Ongoing workforce development to support the collective focus areas:** Both PBIs cited the need for continuing to build the capability and capacity of people at multiple levels, both within existing members and across other agencies. Workforce development areas identified are collective action, whānau-centred ways of working, system improvement methods and cultural competency.
- **Continuing to build understanding of the PBIs:** Both PBIs' stakeholders commented on the need for ongoing promotion of their vision, work and learnings due to changes in government agency personnel and PBIs' evolution. Promoting the PBIs can be

challenging as the language used needs to resonate across a range of different agencies. More work is needed in building understanding in Wellington about the PBIs and the value they offer to central government.

- **Creating more clarity on the enabling role of senior leaders in Wellington:** This type of PBI has a Cabinet mandate which creates levers for regional government agencies to engage and collaborate. The evaluation has demonstrated the importance of involvement from senior leaders at the regional level. However, the role of senior leaders in Wellington to enable wider system change is not clear; this is an area for further investigation.
- **Agreeing a measurement framework for this type of PBIs:** The measurement framework would make explicit the success criteria common across both PBIs.
- **Having sustainability of funding:** Uncertainty of central government funding can undermine the work of the PBIs and the maintenance of their backbone functions. More consideration is needed on the mechanisms to fund and contract the PBIs, both in the short- and long-term.
- **Sharing the system lessons from the PBIs:** Both PBIs are identifying and actioning system improvements for better whānau outcomes. A mechanism is needed to share these insights back into the wider social sector system to create sustained whānau-centred system change, avoid the potential for duplication of effort, and minimise the risk of the PBIs becoming siloed.

Several ways exist to maximise the value of the PBI model

The positive evaluation findings raise questions around how to maximise the benefits from the PBIs. We discuss below how to build on the existing value in the remaining PBIs. We also explore the potential value of establishing additional PBIs in other locations.

We also require a process to share evidence and insights from the PBIs to influence government and agency practice, policy, and funding to enable better whānau outcomes for specific populations.

Supporting the long-term implementation of Manaaki Tairāwhiti and SASWB

PBIs are not quick fixes. The peer-reviewed literature highlights that PBIs of longer duration and with better funding are likely to be more successful (Crimeen et al., 2017, p.32). Central to the success of Manaaki Tairāwhiti and SASWB is devolved evidence-informed, local decision-making. However, the Cabinet mandate is valuable in seeking alignment between government objectives and the local vision, encouraging government agencies to engage and act collectively, and having levers to influence the social sector system. Central government funding is also important in creating capacity in the local system for collective action through the backbone functions and trialling and assessing innovative ways of working. The funding also strengthens links back to central government.

In seeking to maximise the long-term benefit of the PBIs, more clarity is needed on the alignment between government objectives and the local vision for the PBIs (Wilks et al., 2015). Working collectively to agree on this alignment will strengthen, to central government, the value of PBIs. Central government agencies also need to be more fluent at holding the tensions that arise from devolved decision-making.

Identifying the value in establishing more PBIs of this type or other types

The positive findings raise the question of the benefit in establishing more PBIs of this type. A core value of this type of PBI is strengthening the capability of government agencies to work collaboratively on whānau-centred collective action for those with complex intergenerational needs, a priority of the Wellbeing Budget. To establish more PBIs of this type will require the right local foundations, and commitment and resources across multiple tiers from local to central government.

The evaluation findings align with the wider literature on the conditions necessary for PBIs to thrive (Crimeen et al., 2017; Wilks et al., 2015):

The right location—This type of PBI needs to be located in a defined geographical region with whānau who have complex intergenerational problems not responding to traditional social sector programmes or services.

A readiness by local leaders—Regional government agency leaders need to be aware of the wicked problems and appreciate that to address them, they need a new way of working. Ideally, some collective action is already occurring to create leverage.

Agreement to act on a shared vision—Alignment is needed between government objectives and the local vision for the PBIs (Wilks et al., 2015). Evidence, both nationally and locally, is also needed to create impetus around the vision.

A mandate to act—The Cabinet mandate is a key lever to get government agencies to the table, and shift the focus from vertical to horizontal accountabilities. The mandate creates an important link back to the wider social sector system.

Flexibility to act and adapt—Flexibility of delivery and local autonomy are core principles of PBIs (Wilks et al., 2015). The lead agency needs to carefully negotiate the tension between too much or too little accountability.

Effective governance and operational structure—This type of PBI is multi-layered and requires both a local and national backbone function. It works on multiple focus areas which require both governance and operational structures to gain traction. Being present at these groups can support the development of a collective action mindset.

Local autonomy and knowledge—Independent chairs create legitimacy and local autonomy, particularly iwi leadership. They ground the work of the PBI in local knowledge based on long-term commitment and whānau-centred approaches.

A long-term focus—Wilks et al. (2015) reflect a decade is short-term compared to the intergenerational issues PBIs seek to address. Ethical reasoning, from Māori and Pasifika perspectives, needs to guide the establishment, development and ongoing practice of the PBIs. The whānau-centred way of working creates hope and expectations of ongoing support. PBIs need confidence in their funding and tenure to honour the expectations generated in their work with whānau and to meet good employer commitments to staff.

Start small—Taking a smaller-scale approach enables PBIs to trial new ways of working and to learn and adapt their service delivery and their structures to support collective action. However, large scale PBIs have been successful overseas (Crimeen et al., 2017).

Evidence and insights—PBIs are evidence-informed. Evidence and insight are needed at two levels. Local evidence (and whānau voice) informs the co-design and implementation of focus areas at the local level. Evidence is also needed to demonstrate the effectiveness of the PBIs to government in changing core services and improving outcomes for a wider cohort of whānau.

We suggest decision-makers reflect on the following questions if considering whether new PBIs are established:

- Should the PBI be similar to Manaaki Tairāwhiti and SASWB? Or should different types of PBI be set up to increase understanding of different collective ways of working?
- What is the purpose of the PBI? Is the focus to improve whānau wellbeing in the local 'place'? Or does the focus include core business and system changes that benefit whānau outside of the region?
- If the purpose is both local and wider, how are system improvements and changes identified, facilitated, and measured? How is whānau voice kept at the centre of those wider impacts? What collective oversight and collation of learnings is needed to maximise value from PBIs?

PBI impact: Quantifying PBIs' impact on whānau wellbeing outcomes is not feasible at this point

This section details the reasons we cannot feasibly quantify the impact on whānau wellbeing outcomes across the two remaining PBIs.

The evaluation was intended to quantify the impact of the PBIs on whānau outcomes

This original evaluative focus, to be delivered by March 2020, reflected assumptions about the PBIs and how they work, similar to traditional interventions. Manaaki Tairāwhiti and SASWB are not programmes or pilots. They are adaptive and dynamic ways of working.

Significant collective design work did not identify a reliable impact methodology

We undertook significant design work with the PBIs and SIA. We explored the options for measuring the PBI impact on whānau wellbeing outcomes using quantitative methods, including the Integrated Data Infrastructure (IDI). Such methods could describe or monitor some outcomes relevant to PBIs, but that is far from sufficient to quantify *impact* in a credible and useful way. This work showed measuring the impact of the PBIs on whānau wellbeing outcomes using quantitative approaches was not feasible at this point.

A quantitative impact evaluation of the PBIs was not feasible for a range of reasons

We made this conclusion based on the following major reasons:

- **Technical features, particularly how PBIs 'select' whānau, make it infeasible to identify PBI impacts quantitatively.** PBIs were set up to flexibly address complex whānau needs, to maximise whānau inclusion, and to reach whānau within and beyond the household setting. Complex needs are missed by administrative datasets, making it infeasible to select credible comparable comparison groups (which are needed to quantify impact). Administrative data is also set up based on individuals, rather than self-identified whānau groupings. There are also issues about the timing of the evaluation and what data is in IDI in relation to both early childhood, and expectations of longer term impacts on life course.
- **PBIs are not controlled situations for testing.** PBIs operate on a collaborative whānau-centred way of working as defined by whānau. Mahi in the PBIs' focus areas seek to vary the intensity of treatment to reflect whānau-need rather than use a prescribed approach or a set agency policy setting. Engagement with whānau has no start and end dates of contact.
- **What to measure is not agreed.** Whānau wellbeing is dynamic and defined by whānau in the PBIs. Administrative data often provides poor proxies for wellbeing with many

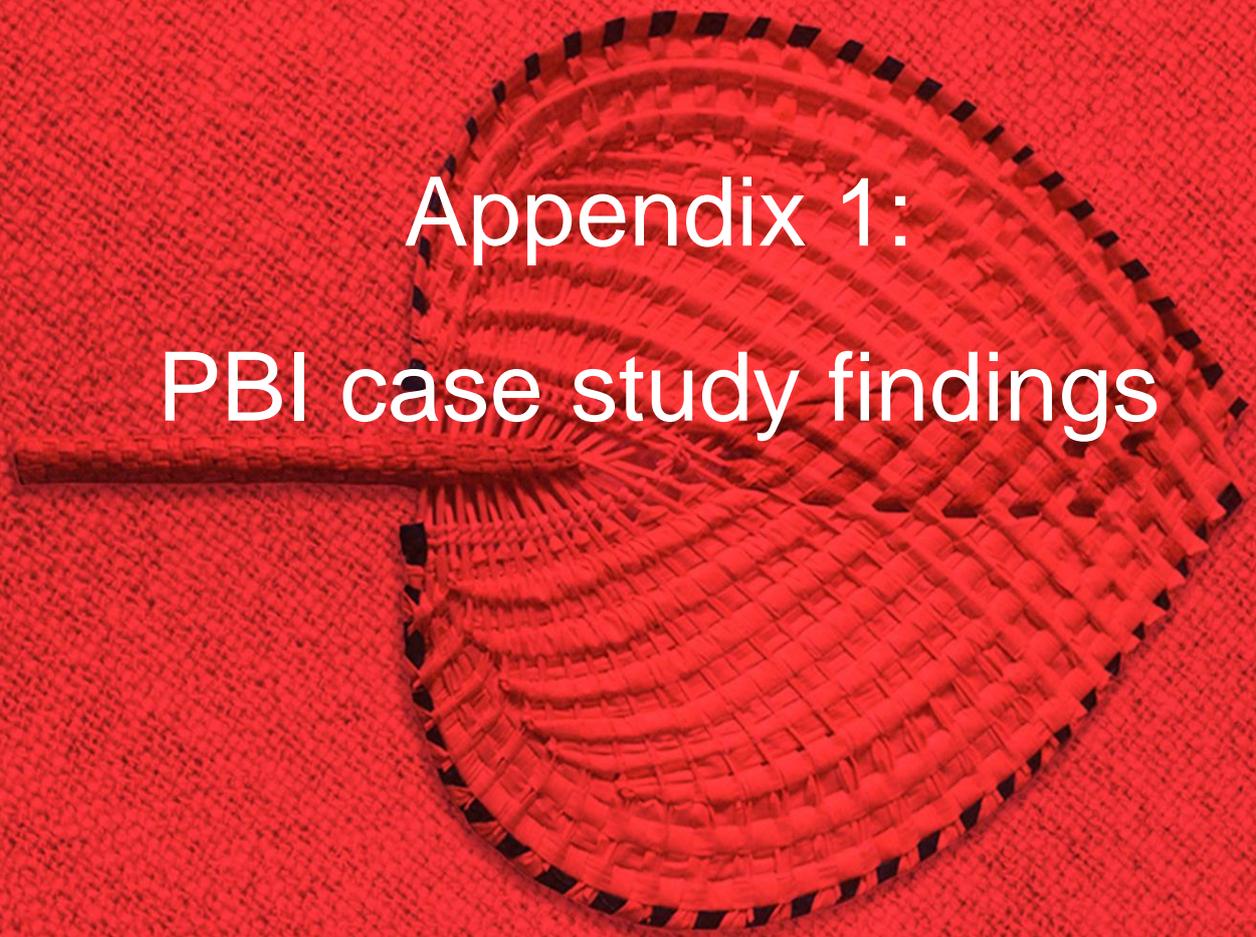
more measures associated with individuals' deficits rather than their strengths. As a result, a quantitative impact evaluation is likely to miss outcomes important to whānau.

- **Achieving system change is the key way PBIs impact on whānau outcomes.**
Quantifying core business and system change at the national and local level requires understanding the impacts of the changes to policies and practices beyond the scope of an analysis of impacts on a relatively small number of local whānau.

Appendix 2 provides further details about the challenges in assessing the impact of the PBIs on whānau outcomes, and the range of methods considered and discarded.

We propose the next step is to work with the PBIs and SIA to develop a shared success measurement framework for use by central government, the PBIs and their communities.

Appendix 1:
PBI case study findings



Appendix 1: PBI case study findings

This section presents the Manaaki Tairāwhiti and SASWB case study findings.

We have structured the cases to reflect the underlying logic model for the PBIs (Figure 1), specifically:

- Context: The context for the PBI and its inception
- Inputs: The structure, vision, and way of working
- Collaboration and influence: The implementation journey to collective action
- Whānau outcomes: Whānau experience and emerging outcomes
- System outcomes: Local and national system changes
- Evaluative assessments on implementation to date
- Future directions and improvements.

Reflecting on the dynamic nature of the PBIs, we have also detailed lessons gained through the implementation journey.

The case findings are based on whānau-centred case studies, key stakeholder interviews, both locally and nationally, and supporting documents.

Manaaki Tairāwhiti

Context: The context for the PBI and its inception

The evidence supports the need for, the readiness for and the strength of an iwi-led PBI (Manaaki Tairāwhiti) in Tairāwhiti.

Tairāwhiti is a region with strong, deep Māori roots and history

Tairāwhiti as a region covers the geographic area from the Wharerata south of Gisborne City and up the Coast around the East Cape to Potaka. An estimated population of 48,000 people live in Tairāwhiti, with three-quarters living in Gisborne City. The region has a higher Māori population than the national average (49% of the population identified as Māori in the 2013 Census compared to 15% nationally).⁷ The four iwi of Te Tairāwhiti are Ngāti Porou, Te Aitanga ā Māhaki, Rongowhakaata, and Ngāi Tāmanuhiri.⁸

Table 3: Demographic profile of Tairāwhiti as at 2016

District	Population	Māori Population	Population aged under 15	Median household income	Māori median household income	Percentage of residents unemployed
Gisborne	43,656	48.9%	24.6%	\$24,400	\$19,900	16.1%
Wairoa	7,890	62.9%	24.6%	\$22,000	\$19,300	11.7%
Nationally		14.9% M	20.4%	\$28,500	\$22,500	7.1%

Source: : [Social Investment Proposal accessed on Manaaki Tairāwhiti website](#)

The region has areas of high socioeconomic deprivation and remote areas with limited access to services

Whānau living within the region have experienced adverse socio-economic circumstances for a long time. The NZDep2013 index of small area deprivation found 47% of Tairāwhiti Māori lived in the most deprived decile areas compared to 17% of non-Māori. Of Māori adults in 2013, 12% were unemployed compared to 5% of non-Māori. A significant proportion of Māori (89%) do voluntary work.

⁷ Gisborne District Council www.gdc.govt.nz/our-district accessed October 2019

⁸ Kāhui Māngai <http://www.tkm.govt.nz/region/te-tai-rawhiti/> accessed October 2019

Services for whānau are predominantly centred in Gisborne. Te Puia Springs provides limited health services. Whānau living outside Gisborne either need to travel significant distances or go without. Tairāwhiti has the highest proportion of at-risk children and young people in New Zealand, with 22.5% of the 0–24-year-olds being classified ‘at-risk’ (Tairāwhiti Social Impact Collective, 2016).

Tairāwhiti is a place where everyone knows everyone

Tairāwhiti has one DHB covering the whole geographic area and sits within the Eastern Police District (which also includes Wairoa and Hawke’s Bay to the south). These DHB and NZ Police boundaries align closely to other government agencies’ boundaries.

Tairāwhiti has a relatively stable population and workforce. Service providers and regional leaders live locally and have built deep relationships. They have a shared commitment to the area and the people. Service providers and regional leaders are ‘*locals in it for the long haul*’, with a shared aim of improving outcomes for whānau in the region.

What’s the unique factor here? I think the geographic isolation and containment makes it work. Everybody around that table. Everybody is local and not only knows each other but has worked with each other in different capacities for a long time. (Manaaki Tairāwhiti Operations Team)

Central government often impose solutions onto Tairāwhiti with little regional insight

Tairāwhiti is often a site for central government to focus their resources and initiatives due to high socioeconomic deprivation, high Māori population and the entrenched inequities experienced by whānau in the region.

Tairāwhiti has had more pilots than the air force. (Governance Group)

Central government agencies often have good intentions. However, decisions about the problem definition, the target population, the proposed solution and how to measure success are often prescribed in Wellington with little regional input. Solutions proposed often do not address the underlying issues of importance to whānau.

We were tired of people flying in from Wellington, saying to us here’s \$5 million, this is what you need to measure and tell us how to work. A clear example was we had a proposal made to us that we should investigate teenage pregnancies. There’s the money and this is the KPIs and this is the reporting. But once we started asking the kids about what they want to talk about, they wanted to talk about teenage suicide not pregnancies. It made us realise, we don’t want people coming in and out... millions and millions of dollars coming into Tairāwhiti with their caveats... and nothing changed. (Regional agency)

Iwi and regional leaders were becoming increasingly dissatisfied with central government imposing interventions detached from local needs. Government initiatives were seen as disconnected from each other, even though many targeted similar population groups. Central government interventions were also time consuming. Regional leaders were expected to sit on multiple governance groups to give oversight to siloed initiatives. At one stage, regional

leaders were attending up to 12 governance groups on different central government initiatives. This approach was both wasteful and disjointed.

The clutter created by the multiple governance and advisory arrangements were part of the problem...It became obvious that there was potential for each of these leadership groups to have unintended consequences and that their work undermined and overlapped. (Manaaki Tairāwhiti Operations Team)

Local leaders were mobilising for change and a readiness for collective action existed

In 2015, before the PBI commenced, iwi and regional leaders were discussing the social issues of the people in the rohe, and ways to coordinate their efforts for better results. Iwi could see the opportunity to lead or contribute to local responses for increased impact, particularly around the Vulnerable Children's Act.

Ngāti Porou forefronted the approach to understand that there was going to be investment around the Vulnerable Children's Act. They approached leaders of the community and made them aware, that if the community was proactive, we would be able to utilise the investment in a way that wasn't predetermined by Government. This was strongly led by Ngāti Porou...and they started meeting regularly with Tūranganui-ā-Kiwa... (Government agency)

A high level of readiness existed for iwi, NGOs and government agencies to work collectively. Manaaki Tairāwhiti had its beginnings in the community conversations about collaborations relating to Whāngaia Ngā Pā Harakeke (the NZ Police-led initiative) and Te Pā Harakeke (Child, Youth and Family at the time). These conversations started the process for iwi leaders and other regional leaders to come together to work across shared interests to improve outcomes for whānau.

A whole lot of things were happening prior to the Social Sector Trials...but I truly believe that true iwi leadership of cross-government approaches for Tairāwhiti happened then. (Government agency)

The Tairāwhiti Collective was established before the PBI opportunity emerged

Iwi and other regional leaders formed Manaaki Tairāwhiti around mid-to-late 2015. The purpose was to create oversight of social services delivered in Tairāwhiti. These leaders wanted a deeper understanding of the needs of Tairāwhiti and to change the social sector systems to improve outcomes for whānau. At this stage, Manaaki Tairāwhiti was evolving in an iterative manner based on ongoing conversations in the community.

Iwi saw the strategic opportunity of the Tairāwhiti Collective becoming a PBI

In October 2015, Selwyn Parata, Chair of Te Rūnanganui o Ngāti Porou instigated the approach to central government for the Tairāwhiti Collective to become a PBI. The underlying driver of the approach was to rationalise local service provision and break down the silos to better meet local needs. The approach was intended to provide clearer sight on families with complex needs and use local expertise to transform service delivery. The group

had a long-term vision of becoming a commissioning agency for Tairāwhiti with greater influence over decisions and funding of social services in the region.

In July 2016, the Tairāwhiti Collective became a PBI—Manaaki Tairāwhiti

With agreement of the Minister, Manaaki Tairāwhiti refocused the resources from the Social Sector Trial into a secretariat to provide the backbone functions to the work of the collective. Leaders recognised that, in the early stages, they did not require significant investment other than the backbone function. Manaaki Tairāwhiti requested relatively small amounts of funding from central government. Strategically, while regional leaders wanted to link to central government, they did not want to be captured by its processes.

Inputs: The structure, vision and way of working

The Manaaki Tairāwhiti structure and vision was established early in the process, and the way of working has evolved over time. As at 2019, the Manaaki Tairāwhiti structure and operations are stabilising.

The iwi-led PBI structure enables an approach that holistically meets the unique needs and conditions of whānau in Tairāwhiti

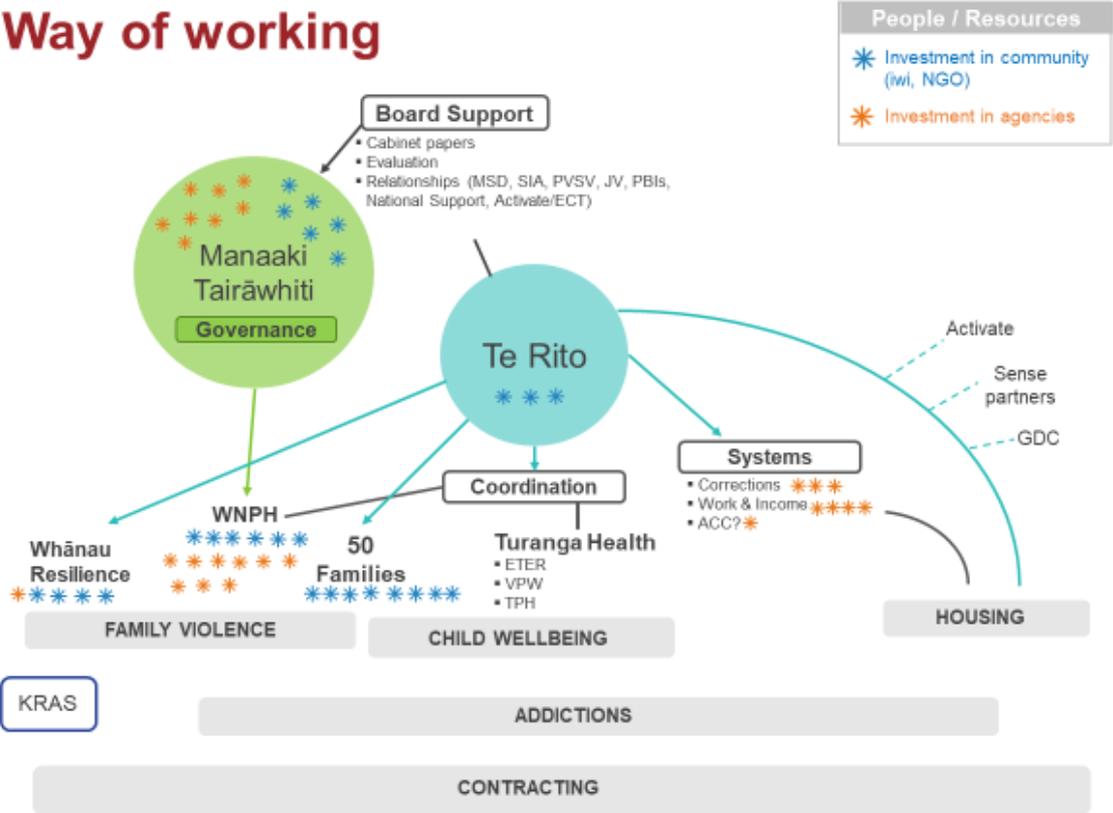
The Manaaki Tairāwhiti structure was set out in their 2016 PBI proposal (Tairāwhiti Social Impact Collective 2016). A core aim of the structure was to consolidate 12 existing regional governance groups into one and establish the backbone support for Manaaki Tairāwhiti. Since 2016, the structure has evolved to reflect local learnings on how to foster collective action. This learning journey continues.

Figure 4 below outlines the Manaaki Tairāwhiti structure at October 2019 and demonstrates:

- The governance and operational structure which includes representation of both community agencies (iwi and NGO) and regional government agencies
- The key touch points of Manaaki Tairāwhiti related to focus areas and linkages into the wider social sector system
- The investment of iwi, NGOs and government agencies in providing personnel to support the work of Manaaki Tairāwhiti (as indicated by the stars).

Following Figure 4, we present a brief description of the different roles and their purpose is followed by the mechanisms that enable cross-agency working within this structure.

Figure 4: Manaaki Tairāwhiti governance and operation structure as at October 2019



Source: Manaaki Tairāwhiti, 2019

The Manaaki Tairāwhiti Board (the Board) is iwi-chaired with cross-government agency and NGO members

At October 2019, the membership of Manaaki Tairāwhiti Board included Gisborne District Council, the Tairāwhiti DHB, and regional managers from MSD, Te Puni Kōkiri, the Department of Corrections, Oranga Tamariki, New Zealand Police, Ministry of Education, Barnardos and Tūranga Health. The governance group is co-chaired by Te Rūnanganui o Ngāti Porou and Te Rūnanganui o Tūranga-nui-a-Kiwa.

The practitioner group guides and supports operations of Manaaki Tairāwhiti

The practitioner group includes operational representatives from Te Rūnanganui o Ngāti Porou, the Department of Corrections, Oranga Tamariki, Accident Compensation Corporation (ACC), Housing New Zealand, MSD, New Zealand Police and the local Community Response Forum (based in Wairoa).

Membership of this group has continued to evolve over time. In October 2019, the membership of the operational group has stabilised.

Te Rito or the Manaaki Tairāwhiti Hub is the regional backbone support

Te Rito provides operational support to Manaaki Tairāwhiti through acting as the secretariat for the Board, offering project management, providing evidence to support practice, and being the regional contact point for central government agencies and Ministers.

Te Rito includes four part-time staff: a local lead providing operations leadership (0.8 FTE); an iwi-lead representative (0.5 FTE); a contractor to provide governance support for the Manaaki Tairāwhiti Board (0.2 FTE); and three Department of Corrections staff (3 FTE) seconded on the Department's system improvement work.

Te Rito team is located in a shared office in Gisborne, reinforcing the collaborative nature of the mahi. The office of Te Rito is laid out to make accessible, to Manaaki Tairāwhiti members and visiting Wellington delegations, the insights from whānau engagement and the system improvement work underpinning their collection action.

Manaaki Tairāwhiti identified mechanisms to create an effective PBI structure

Interviews with stakeholders indicated the mechanisms that have supported the development of a PBI structure to create a collective vision and move to collective action in Tairāwhiti.

Iwi-led leadership defines and drives Manaaki Tairāwhiti

Manaaki Tairāwhiti is an iwi-led PBI. Iwi leadership through the co-chairs has instrumentally progressed the vision of Manaaki Tairāwhiti and the collaborative way of working. The value of the iwi co-chairs, independent from Government and with mandate as Mana Whenua, was acknowledged by all stakeholders.

They chair it and I think that's awesome, because in Tairāwhiti... If you do not have iwi buy-in you might as well close the door... because its iwi-led, it gives it a lot of backbone and strength. (Governance Group)

The mana of the co-chairs and their ability to lead the Board in a style appropriate to the intent of the Manaaki Tairāwhiti vision is seen as invaluable. Both chairs are highly respected for their knowledge, experience and particularly for their collaborative, transparent and open leadership style.

I think it's the relationships they have with each other and that doesn't mean necessarily that they always agree... I think the co-leadership of the iwi leads is a significant factor in why it works. The amount of respect and mana that those two men have, and the way they lead that, I think is an example to others of how it can be done. (Governance Group)

The iwi leaders have extensive experience in the social sector. One held senior roles within central government, providing a diverse set of skills and insight into the machinery of the public sector.

I think we're really lucky to have iwi leadership...they know so much about what's happening. They're from different sides...the same but different. I think they're brilliant. They've both got a wide breadth of knowledge of the community and what the needs are, and they're not afraid to say so and that's what I like too. (Governance Group)

The co-chairs have established relationships, and a history of working together for the benefit of their mokopuna. They understand the strengths of firstly working together and then working with the Crown.

They're working collectively with other iwi providers. So, they have got a much broader remit than just the delivery of social services out of their own social services. But as two leaders coming together to say, 'We can consolidate, unify and improve the leadership of the sector by bringing this group together'. (Manaaki Tairāwhiti Operations Team)

Iwi have the mandate to engage with government at multiple levels. Iwi leadership enables a critical power shift to a locally-determined vision and delivery driven from the community rather than directed from Wellington.

The other important thing that they have talked about is the relationship that public servants have with their own leadership. So, clearly there's a hierarchy and the Crown-iwi relationship is a different relationship than senior public officials and central government, and communities and regional and central government. So they (iwi) - they have roles and responsibilities in all of those areas. (Manaaki Tairāwhiti Operations Team)

Some government agency stakeholders acknowledged the co-chairs have the ability to influence up the hierarchy to both Ministers and Chief Executives; levels not accessible to them. The independence of the co-chairs and their relationship with the Crown means they are an important conduit to unblocking system barriers that regional officials cannot.

I think it's really clear now that the current thinking from the Crown is that iwi need to be sitting in the space. But the current thinking for iwi is that 'yes, we will sit in the space, but we're not going to sit there, just so you can say that iwi are onboard'. (Manaaki Tairāwhiti Operations Team)

Iwi organisations, through the co-chairs and others, invest significant amounts of time and resources into governance and operations of Manaaki Tairāwhiti. Iwi have not sought reimbursement for this contribution. However, iwi organisations are seeking visible outcomes from the work of Manaaki Tairāwhiti and to know how this work contributes to their short- and long-term goals for their people.

Time is needed to get the structure in place to enable collective action

From the outset, and based on past learnings, stakeholders were aware of the need to get the right structure and people at governance and operational levels.

As intended, 12 governance groups from across Tairāwhiti were consolidated into the Manaaki Tairāwhiti Board. While the Board members had a long history of working together, time and learning was needed to get the 'right people' to the table and to shift thinking to this collective way of working.

Leaders in Manaaki Tairāwhiti recognised this change process would be challenging, particularly for siloed government agencies. To support this change process, Manaaki Tairāwhiti took a phased development approach.

Collective action requires effective governance and operational structures

In the initial stages, Manaaki Tairāwhiti consisted of a large governance group and small operations with one person to lead the coordination and support function for the governance activities. Over time, this structure was found to be not working.

In late 2018, Manaaki Tairāwhiti brought in a contractor to support the ongoing evolution of the governance and the operations group, and to assist with identifying key areas of work. Both groups were refined, giving greater clarity to their roles and identifying preferred capacity and capabilities of members.

It's a really big governance group, and then there was a conversation around splintering that group, where you would have a governance group and a practitioner governance group... I think now the sweet spot is a lot clearer around what the role and purpose is. I think before we were finding our space and had more numbers than quality. (Governance Group)

The 'right' people are needed who are committed to Tairāwhiti and collective action

As iwi-led, Manaaki Tairāwhiti was seeking leaders based in the region, who are committed to the shared vision and staying for the long haul to improve systems and whānau outcomes. The 2018 refresh of the governance and operational members of Manaaki Tairāwhiti streamlined membership and ensured those involved were committed to the vision and mahi.

We definitely have individuals that sit at that table that are invested and are there for whānau and community. They are not sitting at that table because they are the CE or they are the Regional Manager or something like that. They are definitely individuals that have my respect, they are there for the right thing. (Government agency/NGO)

Stakeholders interviewed noted that as members become more engaged, and with increasing clarity in roles and structures, Manaaki Tairāwhiti is starting to see more collaboration and collective action. While stakeholders acknowledged they have more work to do, they can see promising signs they are on the right track to creating positive change.

It's a unique group...to what I would see the most. They've got their stuff together and I don't see that anywhere else in my district. They work collectively as government and as non-government. There is a sense of what's best for the community here. (Government agency/NGO)

Stakeholders interviewed noted those involved in Manaaki Tairāwhiti are starting to work more effectively as a collective. A clear understanding exists between members, that Manaaki Tairāwhiti is not trying to take funding or contracts from the area. However, they are seeking to work collectively within existing funds and contracts, and influence any new funding, to create holistic services for better whānau outcomes.

Manaaki Tairāwhiti created the space, processes and culture for governance and operational members to learn and grow as a collective. Members interviewed said they have a shared vision and way of working. Working collectively, with iwi co-chairs, has given members the ability to challenge agencies, officials and Ministers who are seeking to impose decisions onto the region.

I would say that we have learnt so much about ourselves, our culture as a group of government agencies... Sometimes we've challenged regional, national government officials that have come, we've challenged Ministers, we've challenged national leads that have come. (Governance Group)

As the collective way of working has gained traction, other government agencies have sought involvement. The development process has highlighted that those seeking to join need to offer something to the collective work (e.g. resources or decision-making ability to influence government agency or NGO services).

I have a view if they can't bring anything to the table, then don't come. [A Ministry] was requesting a person at the table. But I asked, 'Hey you've got a regional manager here, what does he do? What decisions? Does he bring any money with him?' Just to have a voice at the table doesn't work, not for us anyway. (Governance group)

Ideally members need regional decision-making authority

The governance group membership is heavily dominated by regional officials from central government officials with only two NGO members (other than the iwi co-chairs). Manaaki Tairāwhiti is seeking to influence decisions about services and funding available in the region. To do this requires government agency members with delegated authority to make decisions. However, stakeholders noted, each government agency has differing structures, hierarchy and levels of decision-making delegation. Feedback highlighted some initial members didn't have the needed level of delegation and had to refer back to Wellington to make regional changes, while others did have this delegation. Differing delegation levels limit or slow regional decision-making.

They're trying to get decision-makers, that was my understanding. They needed people who made decisions but of course what happens is we have different tier management. I can make some decisions but others are at a different tier up so get to make wider decisions. (Governance Group)

Members need to take responsibility for sharing insights with their agencies and create wider support and buy-in

Each agency involved in Manaaki Tairāwhiti is responsible for sharing insights and information up through their agency to create support for proposed system change. Each agency has different levels of interest in Manaaki Tairāwhiti. Governance and operational members can become frustrated when progress is not recognised or actively supported by Wellington-based managers. Through shared learnings, central government agencies have

an opportunity to support locally-driven system changes. This continues to be an area for further work.

Commitment to Manaaki Tairāwhiti requires presence and active participation

Mixed perceptions exist amongst the governance group about other members' commitment to working collectively. Some members have been slower to actively take part in the work to date. A particular challenge noted was the lack of consistency of attendance from government agencies, particularly at the governance level. For some this questioned the commitment of some members to the work.

Some of our governance are very quiet at the table, I don't know what that's about... 'I'm too busy in my space to engage', or 'I'm not engaged', or 'I don't fully agree with everything that's been said'. So are we truly honest about what we want from Manaaki? (Governance Group)

Non-attendance by members was seen to decrease the effectiveness of the group. Changes in personnel meant the local lead had to engage with new members to explain the purpose of the PBI and their role and contribution. Realising the value of being part of Manaaki Tairāwhiti can take time as members have to see the value to them and their organisations in committing their time and agency's resources. During personnel transitions, a risk of returning to traditional ways of working can arise.

*You'd have one person come in, then they wouldn't come in. A new person would come. So you'd think the person before might have passed on, but **we kept going back to zero again.** It's frustrating. A lot of the bureaucracy, the architecture is not based in Gisborne, so a lot of them are coming from Hawke's Bay... I think with the iwi and NGOs, we had the same people.. And the DHBs... the ones who had a **strong base in Gisborne.** (Governance Group)*

Through refining the membership at the governance and operational levels, roles and responsibilities are becoming clearer and the group appears to be gaining more traction. Since 2017, this iterative journey of learning to work together and understanding differing expertise and levels of contribution has reached a point where Manaaki Tairāwhiti is starting to be more influential in supporting local change to benefit whānau.

*We all realise that together **we can just do so much more...** All of us have the same aspiration, we want the best for our people, the best for our place, the best for the whenua. (Governance Group)*

The backbone role of Te Rito is critical to supporting collaboration and collective action

The local lead role is viewed as a critical role within Manaaki Tairāwhiti. The local lead has established relationships locally and in Wellington through her work in the Social Sector Trials. She has a depth of understanding of how to work collectively and to influence across government agencies and NGOs.

We have a project lead who works really well. I don't think it would work so well if we didn't have her in that position if I'm honest. Part of it is herself because she's dynamic and so committed to the community... but she also keeps everybody on track. I like the transparency around the table and that's something that has been encouraged by her. (Governance Group)

Te Rito is a central coordination point for local governance and operations. Te Rito connects to central government policy and operations in Wellington seeking to make known the new ways of working.

Feedback on the national support function is mixed. Manaaki Tairāwhiti was expecting more assistance with data and data analytics from a national level. This assistance did not eventuate and Manaaki Tairāwhiti has paid for external data analytics support. However, the national support function did assist with papers and connections in Wellington. For Manaaki Tairāwhiti, the national support function is an important conduit back to Wellington. In 2019, the focus of the role and its contribution has strengthened.

Manaaki Tairāwhiti has a collective vision of flourishing whānau

The collective purpose and vision of Manaaki Tairāwhiti has developed in an iterative way over time to:

**Mā te mahi tahi e tipu matomato ai ngā whānau o te Tairāwhiti.
United leadership that enables all whānau to flourish in Tairāwhiti.**

The vision is further articulated on the Manaaki Tairāwhiti website:

- Manaaki Tairāwhiti has been established to demonstrably improve the quality of life of vulnerable children, adults and families within our region.
- Manaaki Tairāwhiti is a Tairāwhiti-led approach to improving social outcomes that will be informed by what works in Tairāwhiti to improve the lives of at-risk-families.

The collective purpose and vision is embedded across the levels of Manaaki Tairāwhiti

Awareness and commitment to the vision were evidenced across interviews with whānau, frontline providers, and operational and governance group stakeholders. The tagline 'whānau to flourish in Tairāwhiti' was frequently cited, often with more expansive explanations of how they defined the vision.

It's not how good I do my job. It's the collective response to what this family is saying...collective action around common purpose. (Operations Team)

If it doesn't have a direct benefit to whānau, don't do it. It has to be about enabling whānau to flourish. (Operations Team)

Manaaki Tairāwhiti is a concept of community...So, those who live here have an agenda that is really clearly stated in our strategic plan, which is about whānau prospering. (Operations Team)

The vision is not well known to those outside Manaaki Tairāwhiti

Not all practitioners working in the region are aware of Manaaki Tairāwhiti and or the vision.

I never actually knew they existed until I entered 50 Families. Otherwise I would have been a kaiawhina like many others relying on my own managers, not knowing there was another collective view. (Frontline Provider)

Other NGOs who do not sit at the governance or operational group levels do not know or understand the vision and way of working. An opportunity exists to bring these NGOs into the future work, particularly to refine services for whānau based on learnings from 50 Families and the systems improvement work.

Manaaki Tairāwhiti is guided by a set of principles and values

The collective vision of Manaaki Tairāwhiti is underpinned by core values. These set the expectations about the ways of working for those involved at every level of Manaaki Tairāwhiti.

- **Whānau Ora**—We remove barriers to whānau having their needs met, and work with them to co-design the support they need. Their needs come first. Their strengths lead the way.
- **Transformative**—Transforming lives through transforming support and services. Championing problem solving, innovation and ingenuity.
- **Committed, connected and aspirational**—Manaaki Tairāwhiti members are accountable and committed to the same vision, providing joined-up service, sharing learning and information, and making a real difference. We aspire to be agile, nimble and successful.
- **Pono me Tika**—Honest and trust-based relationships underpin our work with whānau and between ourselves.

The 2019–2020 Strategic and Business Plan for Manaaki Tairāwhiti has six goals (Campbell, 2019)

- Measurably improving whānau outcomes, a one generation change
- A social sector that is whānau-driven, supportive, simple to navigate, connected and successful
- Social sector staff who reflect their community and are able to support whānau potential and aspirations
- Governance that is accountable and drives us forward to self-determined service provision
- Communication which is valued and clear
- Partnerships with our stakeholders locally and nationally that are robust and mutually beneficial.

Manaaki Tairāwhiti has five evidence-informed, whānau-centred focus areas

The activities of Manaaki Tairāwhiti are targeted towards the focus areas (Campbell 2019). These focus areas were selected as the evidence suggests they will make the greatest impact on whānau in the region. The following are the five focus areas, and the key stakeholders supporting this work:

- **Improved child wellbeing**—iwi social services, Ngā Pā Harakeke, E Tipu Rea, Hauora Tairāwhiti (Women, child and youth services), NGOs
- **Reduction in addictions**—NGOs, Hauora Tairāwhiti, Police
- **Reduction in family violence**—iwi social services, Whāngaia Ngā Pā Harakeke, Courts, and Department of Corrections
- **Improved housing**—MSD, iwi, Gisborne District Council, NGOs
- **Improved government contracts**—underpinning these services areas are the constraints of the current service contracts to work collectively.

The focus areas are interconnected and mutually reinforcing activities that often involve working with the same whānau. The intent is to use the collective governance, operations, and frontline providers to work with whānau and, through this process, identify systems improvement to build the evidence on what is needed to create the change for whānau.

Manaaki Tairāwhiti is about new collective ways of working to enable positive whānau outcomes and support system change to sustain these outcomes

Two core activities underpin this new way of working: 50 Families and system improvement work (detailed in the next section). The third key activity is to refine and analyse data to inform collective action. To date, this has largely been a manual, resource-intensive, paper-based approach, much to the frustration of Te Rito.

Collaboration and influence: The implementation journey to collective action

Manaaki Tairāwhiti has been on a learning journey that has evolved over time

At October 2019, the four-year journey for Manaaki Tairāwhiti has led to growing a collective and exploring different ways of working. While Manaaki Tairāwhiti stakeholders acknowledge there is still much work to do, positive indications demonstrate Manaaki Tairāwhiti is on the right track. Amongst Manaaki Tairāwhiti stakeholders the level of trust and commitment has solidified, and a strong willingness exists to create a new way of working to effect change.

*In Manaaki, there's a holistic response of supporting the sector. So, that doesn't mean coming in thinking that I know what the problems are or what the right solutions are. It comes with being able to **listen to what's going on and get the right people around the table** to say, **'Is this - have we got something - have we got a role to play here? If so, what's the best way to do it/who else needs to be involved?'** **Taking a different approach to problem solving rather than meeting targets.** (Operations Team)*

The implementation journey for Manaaki Tairāwhiti can be seen as four stages in seeking to create an environment that supports collective action. While we have presented the stages as linear, we acknowledge Manaaki Tairāwhiti uses continuous learning loops to continue to respond to new insights and learnings.

The pre-PBI phase (2015 and earlier): creating a readiness for change

As noted, iwi and regional leaders through a range of existing structures and initiatives had commenced discussions about how to create more joined-up ways of working that improved whānau outcomes.

The establishment phase (2016–2018): creating structures and building the evidence-base

The establishment phase had two core components to create an environment conducive to collaboration and collective action:

- Getting the right structures in place by consolidating the 12 existing governance groups into a *'single social sector governance group for Tairāwhiti to deliver better outcomes'*. The Manaaki Tairāwhiti governance group took on the *'decision rights and responsibilities'* of the 12 existing governance groups to build a shared understanding of what needs to change and the desired impact, develop a way of working, and use the lessons to inform wider changes.
- Creating the evidence-base for a holistic whānau-centred approach. During this stage, Te Rito undertook research to hear and understand the realities of whānau using Whānau Voice. This research built understanding of the issues of most importance to whānau and how the system impeded whānau meeting these needs.

The test and learn phase (2017–ongoing): learning to work collectively

Once the governance group gained traction, Manaaki Tairāwhiti started to explore different ways of engaging and working with whānau with complex needs to identify more effective service delivery. A range of actions commenced during this phase included:

- Developing a cross-agency triage process for engaging at-risk families that included Whāngaia Ngā Pā Harakeke, Tairāwhiti Children’s Teams and E Tipu E Rea. The cross-agency triage was the first opportunity for Manaaki Tairāwhiti to demonstrate a collective cross-agency operational response to the family harm incidents and the contributing factors (e.g. housing or financial crisis, AOD issues). The triage process is an on-going learning process, and benefits from the Te Rito oversight and insights from the 50 Families.
- Developing community-led action plans to provide community-led input to central Government initiatives rolling out in the community. These plans included community safety, disability, primary prevention of family violence, social inclusion, social housing, suicide, youth and the Wairoa social sector leadership (Manaaki Tairāwhiti, 2018).
- Establishing 50 Families, a strength-based approach with the flexibility to address presenting issues and test the social service systems’ ability to meet a ‘*whatever it takes*’ approach.
- Continuing to identify issues and learnings based on engagement with whānau. To date, Te Rito have identified over 400 unmet needs from whānau. As noted, data gathering is a manual and resource-intensive process.
- Beginnings of the system improvement work within agencies with Department of Corrections taking a lead on trialling this approach.
- Leading practice improvements through the then Children’s Team and the way of working at the governance and operational levels.

This work continues to develop over time, informed by Whānau Voice. In Manaaki Tairāwhiti significant focus has been placed on 50 Families and the system improvement work. This focus reflects Manaaki Tairāwhiti is seeking to create a positive effect for whānau by addressing their immediate need and creating sustained system change to benefit other whānau.

The following section provides more detail on the core initiatives started during 2017.

50 Families do ‘whatever it takes’ to meet whānau needs

From the outset, Manaaki Tairāwhiti intended to use a test and learn approach to identify, support and monitor the progress of a small number of families to understand what works for them. The intent of 50 Families is to enable Manaaki Tairāwhiti to (Manaaki Tairāwhiti, 2017):

- Test current workforce capability and development needs
- Test the social service system’s capacity to meet the needs of 50 Families/whānau using a ‘whatever it takes’ approach
- Test the cross-agency triage process for joining up responses for people with complex needs

- Test boundaries of information sharing practices through the cross-agency operational group
- Capture the journey of 50 whānau through the social services system.

Manaaki Tairāwhiti brought two navigators from iwi organisations into Te Rito to be part of the test and learn approach and to develop 50 Families. Iwi covers the salaries of the navigators to work on 50 Families. A third practitioner provides supervision and manages a caseload.

The work of 50 Families is based on the collective vision of Manaaki Tairāwhiti

In the initial stages, the navigators spent three months in Te Rito learning about the vision and way of working of Manaaki Tairāwhiti as part of the cross-agency triage work. Navigators mixed with management and other agencies to build a collective way of working. Spending time in Te Rito broke down agency barriers and enabled a different way of thinking and a practical way to apply the shared vision.

*To get along with our network pool that sat in management and also in tiers... we probably would never have engaged with them had we not been on this journey...and it was good to have that collective approach...[others] who really helped you understand the practice.
(Frontline provider)*

50 Families had no eligibility criteria

The Whānau Voice work identified that government agencies' eligibility criteria are often a barrier to whānau accessing help. Core to 50 Families is working to remove barriers that impinge on the ability of whānau to access the services and support they need. Whānau included in 50 Families were identified by navigators and others as having complex needs not being met by government agency processes and services. The referral to 50 Families could come in via diverse routes (e.g. whānau being declined a philanthropic grant).

As a result, the families supported through 50 Families had a range of needs, for example:

- One whānau seeking support across a complex range needs, including AOD rehabilitation for a whānau member, and support with accessing benefits and a safe housing.
- A woman wanting to reconnect and rebuild her relationships with her children, learn about her whakapapa, and visit the urupā. She also required homecare support as agencies could not agree whether her needs were social or disability related.
- A whānau seeking support for their mokopuna with a disability, and support to remain connected with whānau in prison.

Navigators like this new whānau-centred way of working as they are not constrained to deliver prescribed services. They can listen to whānau and understand their lives and

immediate needs. Navigators can then address the most important issues and no whānau are turned away.

This differs from the normal approach used by agencies, if you think about some of the other coordinated initiatives... the whānau voice gets lost. You get a focus on what the agencies are concerned about and what they would like to happen and it becomes prescriptive. (Navigator)

The fact that you don't have to decline to work with a whānau because they don't fit the criteria. They are all the 'dos' which is really important. (Frontline provider)

Consent to participate was an integral part of engaging with whānau

Manaaki Tairāwhiti were aware of the importance of gaining whānau consent to take part in 50 Families. The consent process was developed out of the cross-agency triage process to align the different agency perspectives on consent. The consent approach focused on whānau being aware of the work, and how their information was being used. Consent in 50 Families is an ongoing negotiated process with whānau and not a one-off process linked to an assessment.

50 Families were given a blank canvas. Consent was the first one of many different ways to use that way for families to find a connection through the consent. They are used to having documentation that they don't really understand. We have to...pull out as much intense information in the first 30 minutes. (Frontline provider)

The consent approach differed from other agencies as navigators had the flexibility to listen to whānau need and respond accordingly. Taking part in 50 Families was voluntary. Over 120 families are or have been supported by 50 Families to address issues or needs that do not fit into traditional social sector delivery models.

We got to the stage where we were having kōrero around consent and how that might look and feel. I would say that over the year and a half we have actually tested that really well. The families that consent to be part of 50 Families and received support do really well. The others that are compelled to be part of it by another statutory system—an intervention court—intrinsically motivating it isn't. (Frontline provider)

A discretionary fund exists for 50 Families to 'do whatever it takes'

To support the 50 Families work, a discretionary fund of \$40,000 was set up. The fund was to be used by Te Rito, where deemed necessary, to support whānau. In mid-2019, half of the funding allocation had been used as navigators firstly support whānau to access funding through government agencies.

Systems improvement work was supported by MSD coaches

Over 2017/18, System Improvement Coaches from SSC (now based within MSD) were brought on board to guide and coach the operations team to understand the local system, and test and learn new ways of working. The purpose of the systems improvement work was

to map the current ways of working, identify barriers and demands, and remove waste work to optimise operations within the system.

The whole crux of what it is we are hoping to achieve, out of [the systems improvement work] comes a whole lot of really valuable information about how systems are functioning right now, the barriers that people encounter as part of the system, the way we might work on our system differently. (Frontline provider)

The aim of the systems improvement work is to understand what whānau are experiencing, how the system impacts on whānau and adapt the system so that it improves over time.

I think Manaaki Tairāwhiti are trying to achieve what's best for whānau... [the systems improvement] was an ideal opportunity to be able to feed up some voice around perceptions family have around how the system works for them and how it treats them, what the barriers are to them achieving what it is they want, as opposed to what the system thinks is good for them. (Frontline provider)

This system improvement work has been a challenge and a learning opportunity for some in the governance group. Some are now very supportive of the benefits of the work to the vision of Manaaki Tairāwhiti, while a few remain sceptical.

I thought here we go... what's going to happen here? I was pleasantly surprised. The coaches were very good, they knew their stuff very well and what I liked about them was that they didn't leave the thing at the hub, they emailed and followed up, they were really excellent. You get to bring examples and you get challenged as well. (Governance Group)

Those who have taken part in the system improvement have seen changes in the way they work and how they think about their organisation and its processes.

I went there with the appetite to be challenged, and I went because I'm committed... [the others] are missing out, and it got much harder as we got into it...we've been able to get a different style of coaches to come in. There were things that we weren't thinking would be part of the service. Things we didn't think of or recognise. It's brought another dimension to how we approach things (Governance Group)

The operational group worked collectively to develop a new triage process

The cross-agency operational practitioner group used the systems improvement methodology to create a shared understanding of the triage system used across different agencies (including Whāngaia and Work and Income). Using this work, group developed an initial triage, referral and consent process, which they have adapted and refined.

This work started the learning process for some government staff to work collaboratively. The development of the triage process highlighted the challenge for government agency staff to support a collective design process, while working within their own policies and practices. Some staff were challenged, as they had to work outside their comfort zone. For the NGOs involved it demonstrated the challenges for government agencies in seeking to support collective action.

There were a whole range of agencies... of frontline practitioners who came together about 12 of us... [mostly government agencies] because that's where it looked like the change needed to happen...in iwi and NGOs there's that flexibility to work and listen and understand. (Frontline provider)

The system improvement work guides the work of 50 Families' navigators

For the navigators, watching and learning how whānau engage with government agencies has demonstrated opportunities of how they could work in a different way with whānau. It also identified system improvement areas for agencies to work on.

We had to go sit in Work and Income and be part of what the families go through and that was a really big eye opener for me... How families sit there and there is no privacy to address their concerns...it was humbling... All these steps and process that these organisations do and it was horrendous. (Frontline Providers)

The system improvement also focused on agency-wide system change

The system improvement work is guided by the governance group. Where agencies are willing, the systems improvement work has transitioned to working inside that agency. The Department of Corrections is undertaking a system improvement process and has committed three full-time equivalents to test a new way of working. Work and Income also have eight staff applying systems thinking to their operations. Three other agencies are commencing work on system improvement in their agencies working with the coaches.

I would say Corrections have really grabbed hold of the systems improvement. They've invested. They've put three staff full-time into the system work. They've been given permission from national corrections not to worry about delivering on certain outcomes so they can give this a real go... You will have seen all the systems barriers that whānau face in the Corrections system and the question is what needs to change to reduce that demand. (Governance Group)

The systems improvement work was a unique development opportunity for NGO staff to learn new and innovative ways of working. The work also demonstrated that NGO practice is heavily influenced by the contracts, criteria and deliverables set by agencies.

I'm probably a flag waver of this... a champion. We ourselves [the NGO] have morphed into the system through the contracts... that's something we taken from this experience. This [systems process] it was a place of intimacy, we could get a lot more, a deeper understanding... that would make the programme grow or expand... or do things that we are not currently doing... I got that from systems thinking, capturing the voice. (NGO)

The collective action phase (2019–emerging): new opportunities are emerging for collective action

Manaaki Tairāwhiti has made progress against their initial plan of consolidating the governance groups and engaging government agencies into a different way of working for the betterment of the region. However, the general consensus exists that while gains have been made, there is still work to do.

There is huge appetite [particularly of government agencies to work in a different way], when you translate that appetite into the space we are just getting ourselves into... we are on the edge. It's all about a seismic shift... we are still only about 40% there... There's still 60% I think it's either going to be the next ...eight months, I see that this is either going to take off or we're still going to be in struggle street. (Governance Group)

The building blocks are in place to support ongoing regional change

In 2019, stakeholders interviewed acknowledge that a solid base of collective action and a level of readiness existed for the next steps. The refinement of the governance and operational groups, and the development of a new Strategic and Business plan are enhancing areas of focus and maximising the use of resources available.

I don't think we are there yet...I'm seeing it in this change. I'm seeing we're having really courageous conversations; we never had that stuff before... You know what's your investment, where is your participation at, are you prepared to champion this or are you going to sit on the sidelines... Dynamic. (Governance Group)

New opportunities to build on the ability to work collaboratively are emerging

Stakeholders interviewed agree Manaaki Tairāwhiti has reached a level of maturity where some government agencies can see the opportunity to partner or leverage the commitment for collective action in the community. The challenge for government agencies in seeking to partner with Manaaki Tairāwhiti is the need to evolve their ways of commissioning, procurement and decision-making to facilitate collective action.

Examples where government agencies are seeing the value and seeking to work with Manaaki Tairāwhiti are:

- The Children's Team funding coming under the governance of Manaaki Tairāwhiti. True to the collective way of operating, the funding came to the governance group to decide where it should best sit. The governance group agreed the funding was best placed within an NGO-based-service.

Oranga Tamariki transition of the Children's Team funding from my point was a no-brainer...The initial plan was it could move into our regional space. But actually taking it more broadly because we were so many years into Manaaki Tairāwhiti, why shouldn't [the investment] be offered to this governance group? (Governance Group)

- Manaaki Tairāwhiti has received funding from the Family Violence Joint Venture, given their experience in working collectively in the family harm and violence prevention. However, drawing down the funding has been challenging as it requires significant documentation. Some information requirements demonstrate a lack of understanding of Manaaki Tairāwhiti whānau-centred approach.
- Learnings from working with Manaaki Tairāwhiti are being shared across regional agencies to strengthen their ways of working with whānau. For example, the 50 Families' navigator returning to primary health care to sharing their learnings from working holistically with whānau.

*The hub investments have been excellent... the investment in the **hub, the theory of practice...** I know it's made significant differences here at Turanga Health, just taking those insights. (Navigator)*

Manaaki Tairāwhiti identified key lessons in moving to collective action

Interviews across the governance, operations and from the provider levels identified a number of elements or factors that enabled or hindered the work of Manaaki Tairāwhiti.

Iwi-leadership is a key enabler of collaboration and collective action

Iwi-leadership is a key facilitator of collaboration and collective action (see page 54).

The Cabinet mandate for Manaaki Tairāwhiti to be a PBI strengthened regional influence

The foundations of Manaaki Tairāwhiti came from iwi and regional leaders. However, the Cabinet mandate was an important mechanism to create more influence at regional and national levels, both within and across government agencies. The mandate gave Manaaki Tairāwhiti more authority to develop local solutions to improve whānau outcomes. The mandate requires government agencies to 'cooperate and coordinate' to achieve desired outcomes.

While the mandate from central government is an enabler, Manaaki Tairāwhiti do not see the collective as dependent on the Crown to be sustainable.

The Manaaki Tairāwhiti approach creates a platform for trialling collective action through a test and learn method

The Manaaki Tairāwhiti approach combines two key inter-linked initiatives: the 50 Families holistic whānau-centred way of working, and building system improvement capability across government agencies working with MSD's system improvement capability team. For Manaaki Tairāwhiti, members working within or across these approaches builds their capability to work collectively and to gain insights in the benefits and challenges of cross-agency work.

Being present and actively contributing in Manaaki Tairāwhiti builds capability for collective action

For government agencies, being involved in Manaaki Tairāwhiti creates an understanding of the roles and responsibilities of other agencies. It also identifies how they can work collectively to enable better whānau outcomes, regardless of what decisions are made from outside the region.

It's got to be a partnership because there are only some things that you have influence over. There are some things that you don't have influence over. Other people are always going to have a mandate about what happens here, whether we like it or not. But best to understand what those things are or be able to be connected to the thinking. (Operations Team)

Establishing an enabling environment to work collectively takes time

Stakeholders recognised it takes time, energy and resources to support collaboration and collective action.

Across stakeholders, differing opinions existed about the pace of change in Manaaki Tairāwhiti. Some stakeholders acknowledged the need to carve time out from their busy schedules to focus on the collective work, and to build trust to act collectively.

The pace of change is appropriate to the local context. It took us a long time to get the lightbulb moments for some people. And of course, the resourcing and capacity to enable change is something that's ongoing. (Operations Team)

In contrast, other government agencies have been frustrated at times with the slow pace of change and wanted to see more 'quick wins' rather than the longer test and learn approach.

This is real for whānau, not for the government agency, not for Police, not for the others... because we want quick wins, every agency wants to see quick wins. But actually we've got stuff that has to be generational work that needs to go on... We've got to make that commitment. (Governance Group)

Government agencies' vertical accountabilities can undermine collective action

Working collaboratively within the existing framework of the Public Finance Act and the vertical accountability lines of the public management model is challenging. The tension between top-down pressure from Ministers and agencies can make it risky for individuals to contribute to the local way of working. Some stakeholders recognised government agencies' legislative framework, policies and practices can limit their engagement in collective action.

We have our own cultures and our own environments, funding. We've got Ministers and expectations. So how do we give true integrity and honesty towards Manaaki intent. I'm just not so sure we are delivering as well as we could. (Governance Group)

Adequate resources and transparent contracts are needed to support collective action

Manaaki Tairāwhiti worked with local agencies to gain in-kind support for the mahi (e.g. iwi paying for navigator salaries, Department of Corrections providing three staff for system improvement work). While some agencies are contributing in-kind resources, others are not.

My thinking was if I role model giving resource to this piece of work, because I see it as being significant, I would hope that my fellow public servants would also mirror that. (Governance Group)

MSD fund the system improvement coaches. However, this resourcing is challenging to maintain. MSD is seeking other government agencies to contribute funding towards the business coaches, given the shared benefits.

The PBI contracting process was also challenging. Yearly drawdowns were seen to create uncertainty.

You've got to put up a business case to get this resourcing, it doesn't just come for nothing. (Governance Group)

Collective action requires a clear focus on key priority areas

Stakeholders commented at times too much is going on, and it was difficult to prioritise where to put their energy. Some felt the recent work to clarify their goals and objectives as part of refining governance offered clearer direction or priority areas.

*There continues to be new things introduced all the time. Sometimes I worry that there's **too much going on at one time. That the spread of work is too great for some individuals, because basically I leave that meeting and there's not a lot else I need to do. But there are people that would leave that meeting, that would have hideous workloads.** (Governance Group)*

Data is needed to identify, support and learn from collective action

The lack of data and ability to measure progress is a key challenge for Manaaki Tairāwhiti. Currently, data is collected manually from interactions with whānau, and only limited insights can be drawn.

No shared agency data platform exists with agreement protocols for sharing data.

No shared success measure exist for the PBIs

At the outset, Manaaki Tairāwhiti expected SIA would assist in the development of a shared success measurement framework for the PBIs to demonstrate whether the new way of working delivered positive whānau outcomes and system change. This framework did not eventuate in the early development stages.

*We need to do some work in the **shared measurement space to hold ourselves to account.** (Governance Group)*

Whānau outcomes: Whānau experience and emerging outcomes

The evaluation focused on 50 Families to understand whānau experience and outcomes from engaging with this new way of working. The whānau outcomes are presented below.

50 Families is a whānau-centred approach

Manaaki Tairāwhiti is trialling new and innovative whānau-centred ways of working to create system change. The collective vision, combined with working with managers from other agencies to understand system barriers, provided the 50 Families navigators with a strong base to develop a new way of working:

*The greatest thing I enjoy about being a navigator is **the collective pull**...yes we are still working frontline but **we are on the same pathway**. (Frontline Provider)*

The Manaaki Tairāwhiti way, principles and values are reflected in the way 50 Families operates, specifically: whānau Ora, transformative, committed, connected and aspirational, and Pono me Tika. Below we use these values to assess the implementation of 50 Families as indicated by #.

50 Families came from the systems improvement work

The 50 Families initiative arose from the initial systems improvement work to understand what it would look like to do 'whatever it takes' with no criteria for whānau.

*If you look at the 50 Families, if you look at the success that has come with the work, a lot of it is **based on trust between the kaiāwhina and whānau**. (Governance Group)*

The navigators for 50 Families were seconded from other organisations as part of the systems improvement work and came with diverse skill sets. The role of the navigators were to make known whānau realities to inform system change.

*The skills to **engage** with multiple families, to **highlight the families' narratives** as well as **working alongside the systems conditions**. (Frontline Provider)*

50 Families uses a holistic approach working with all of the whānau

Navigators work closely with individuals and whānau to understand their current situation, identify outcomes important to them, and their immediate needs. Navigators consider, manage and prioritise what needs to happen to 'manaaki' individuals and whānau. Mahi manaaki continually shifts and morphs depending on the need of the individual and whānau, and is not limited solely to the delivery of a service. 'Manaaki' includes caring for emotional struggles. #whānauora #ponometika

*She (navigator) is so on to it. She is **professional** in the way she deals with her mahi that she does, but she has got that **genuineness and realness** about it. That's what we really loved about her...Apart from her approach and just how **warm** she was as a person. She had **great empathy and compassion** and I think that's why we connected with her... (Whānau)*

*I don't have family around me...**aroha and acceptance**. It's an acceptance, even though I am the way I am. it's an **acceptance** because of the fact that **they don't judge me** or look at me, they just take me as I am...Them just coming for a casual visit, far out! Just knowing is like, it's actually like family... It's that **happiness** knowing that they are **actually becoming like family**..." (MT_interview16 - Whānau)*

*And even now we are **still getting texts and phone calls** from [navigator] to ask how we are going. We live all the way down in [out of Gisborne location] now. (Whānau)*

Interviewees believed the need for Manaaki Tairāwhiti—a more whānau-centred approach to manaaki whānau—was real and necessary. #transformative

The system isn't working. If it was working, we wouldn't need Manaaki Tairāwhiti. If I use MSD as an example, we are not having the same impact for Māori clients as we do for non-Māori...as MSD we have to ask ourselves is there a group of clients who are not the best agency to be the lead... and that's where Manaaki Tairāwhiti has got an absolute role to play. Because they know these people better than we do." (Wider agencies/organisations)

50 Families focuses on whānau need as they identify the needs

Whānau spoke broadly about their realities. Some of the difficulties shared included suffering loneliness, racism, and feeling devalued by the system. These common themes were expressed in different ways by whānau. **#whānauora**

I felt lost because I was empty, my body was empty and I was lost. (Whānau)

They wouldn't support her (other services—not 50 Families) and they just said—no. She is no longer our patient now and she belongs to the [health service], so that was it. (Whānau)

I have experienced a lot of racism and discrimination as an individual growing up. I have been to WINZ for help and I have been to certain places that make you feel really small, which does deter you from moving forward. (Whānau)

50 Families focuses on reducing stress for whānau by addressing one issue at a time

Navigators took the time to build an understanding of the pressures and demands on the individual and whānau. By developing a meaningful relationship navigators were able to develop mutual trust and respect with whānau, which enabled open discussion to help progress the outcomes they sought. **#ponometika**

Sometimes you feel whakamā about asking for help, but she never made us feel little. Basically, she empowered us to be honest as a whānau that we can do this and we can get through this. (Whānau)

She is always just going to ring back or she is going to text you or she is going to email you. Just knowing that she is there and that somebody is always going to be there for you and your whānau, no matter what happens. I think it is an amazing thing. (Whānau)

50 Families has support structures in place but is being stretched

The supervising navigator provides ongoing mentoring which has been key to navigator skills development. However, whānau were aware navigators, and in particular the supervising navigator, were dedicating more time and energy than their role probably provides for.

#committedconnectedandinspirational

She has a wealth of knowledge around her and again, she is efficient. There are times when I would worry about her burning out with the hard work she did for our whānau. But she never portrayed that or threw her own opinions on how she was feeling within our hui and our interaction with her. She never made us feel really bad about anything. (Whānau)

I think what I did see is that they need more workers, just to take the pressure off. The supervisor did a bit more work than what she should have been doing in her role. So, maybe allowing some casuals to be in there or other full-time staff. That is what I could see that they probably needed; some extra hands. (Whānau)

Whānau feedback reflected the Manaaki Tairāwhiti values and principles in their care and interest about the navigator(s)' wellbeing. Whānau concern reflected the trusted relationship developed by the navigators. This is extremely powerful as far as leveraging off whānau who are already 'like-minded' or creating widespread movement towards the Manaaki Tairāwhiti vision and mindset, 'whānau in Tairāwhiti to flourish'.

Whānau interviewed had a positive service experience

Whānau greatly appreciated 50 Families staff's ongoing commitment to support until issues were resolved, regardless of issue or time

The knowledge and experience of navigators enabled whānau to know their entitlements and how best to access them. Despite the diverse backgrounds and work experience of whānau, many did not know what help was available and how to navigate through the system to access this assistance. [#whānauora](#) [#committedconnectedandinspirational](#)

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

Navigation helps whānau to identify potential entry and exit points into the system, and how to move through the system in a fast, effective, and empowering way. This is done by seeking to ensure mahi manaaki, ā, manaaki tangata, and manaaki whānau. Whānau feel supported on many different levels from the engagement and relationship with navigators.

Navigators offer ongoing relationship and support

Whānau did acknowledge that despite shifting into a more positive space, their situation will be tested. They spoke of the need to be able to kōrero with the navigators, kia manaaki mai. [#ponometika](#)

Do I trust myself to continue? Yeah, but I still think I am going to reach that point when I am going to have to call upon them, even if it's just for kōrero or maybe a meet. (Whānau)

Whānau interviewed identified positive outcomes from their engagement with 50 Families

Whānau learnt new skills and gained confidence

Whānau shared how their experiences with 50 Families have provided the impetus to re-engage in or explore new areas of interest. Guided by the information shared between navigators and whānau, and their developing relationship, navigators challenged and encouraged whānau to make small shifts in their life. [#transformative](#)

My mauri has just got so energised and it has just been lifted from where it was sitting; a little bit dormant because complacency plays a big part when you are not actively doing. Yeah, it's brilliant. (Whānau)

Whānau moved towards independence and self-determination

Encouraged by navigators to continually explore other possibilities for change, whānau shared that they felt more empowered and confident to take greater ownership of their future—mana motuhaketanga. [#whānauora](#) [#committedconnectedandinspirational](#)

It is balanced out because I also learnt along the way. I learnt not only about myself a bit more, but also, I can shift myself out of that. So 50 Families have given me many lightbulb moments and many moments of something new and something different in comparison to the walls that I live in. Even just having the energy of somebody that is positive is a big thing too. (Whānau)

I mean, you can only speak to it or lead by example, so I know that when I say I am going swimming my son and my partner are like—'well, I'm coming'. So, I know that has shifted for our own family. (Whānau)

50 Families contributes to the outcomes in the Manaaki Tairāwhiti 2019/2020 Strategic and Business Plan

While it is too early to assess whānau outcomes against the Business Plan, the kōrero from whānau demonstrate progress towards a number of the outcomes, including:

- Service provision delivered what whānau needed, avoiding escalating risk to families
- Whānau were better supported
- Whānau received help without unwarranted delays or disconnectedness and without interagency confusion
- Whānau accessed appropriate services and/or achieved their goals because navigators are confident and enabled to share relevant information that helps
- Whānau felt understood and supported
- Whānau and navigators' cultural alignment was achieved
- Whānau flourished with the support of fit for purpose and successful social service provision.

System outcomes: The foundations for system changes are being set

Manaaki Tairāwhiti has established processes to influence social sector system change

At this stage and given its resourcing, we cannot expect Manaaki Tairāwhiti will have created substantial changes to social sector systems. Evident in the evaluation are processes that indicate Manaaki Tairāwhiti is working on influencing system change.

Manaaki Tairāwhiti provides a forum and focus for regional leaders to think and act collectively

Stakeholders have noted creating and sustaining collaboration and collective action is challenging. However, stakeholders feel that Manaaki Tairāwhiti has potentially reached a tipping point towards where regional system change may become more evident. The shift of the Children's Team under Manaaki Tairāwhiti and the opportunities related to the Joint Venture support this optimism.

50 Families is testing and expanding a new whānau-centred way of working

Manaaki Tairāwhiti has created the Tairāwhiti way of working to support whānau with complex needs. This holistic, whānau-centred way of working meets the immediate needs of whānau and steps them towards long-term aspirations. It is a significant system change for whānau, moving from a discriminating and disabling system to one supporting their wellbeing—kia tau te mauri.

Through 50 Families, Manaaki Tairāwhiti is creating an evidence-base of the system barriers for families, which are taken back to governance or operations tables to identify appropriate actions. The extent to which these barriers are being removed at a systematically level is not known.

The number of families supported by 50 Families is increasing. However, 50 Families is not a pilot or programme (i.e. processes and protocols are not agency-defined but a way of working defined by whānau). 50 Families cannot be transferred to other regions. However, lessons can be transferred for other regions so iwi and other government agencies can decide if something like this would work in their region.

I think the service is amazing and I think the work that they do is amazing and if that can be extended to maybe 100 families or anything because there is a huge need up in Gizzy and if that service can be put out all over the country it would be bloody amazing. (Whānau)

At a system level, 50 Families primarily benefits regional and whānau goals.

System improvement work is working to remove system barriers in government agencies

The systems improvement work has been underway for over a year. System improvement work continues to build regional capability on system thinking.

The Department of Corrections, Work and Income and other agencies are investing resources to understand their system, how it engages with whānau, and inter-relates with other systems. Without Manaaki Tairāwhiti and the system improvement coaches it is unlikely this work would have commenced in Tairāwhiti.

We cannot assess at this stage whether the system improvement in the Department of Corrections will result in sustained system change that improve outcomes for whānau with complex needs.

This mahi has the potential to benefit regionally and nationally in Wellington, and the system is learning about barriers for whānau with complex needs.

Iwi and regional agencies are allocating resources to support Manaaki Tairāwhiti

Some regional agencies are allocating funding and in-kind resources to support the collaborative work of Manaaki Tairāwhiti. However, not all agencies have contributed.

Whether or not Manaaki Tairāwhiti will become a collective commissioning agency is not determined

In 2016, regional leaders noted a desire for Manaaki Tairāwhiti to become a commissioner of services for the Tairāwhiti region. Mixed views exist on how ready Manaaki Tairāwhiti is to take this up:

I think to get in that space of commissioning we need a track record of performance, at the moment we're just shifting papers. At the moment, I'd be extremely hesitant to wave a flag for commissioning those, I'd be very nervous. (Governance Group)

Evaluative assessments on implementation to date

This section presents the evaluative assessments on the implementation of Manaaki Tairāwhiti to date and emerging outcomes. The assessments are focused on answering the key evaluative questions for the process evaluation and each summarises the qualitative evidence against one of the outcome questions.

How well was the PBI model implemented to enable collaboration and influence collective action?

As intended, Manaaki Tairāwhiti has effectively consolidated 12 regional governance groups into one, and agreed and implemented a collective purpose and vision. The members of Manaaki Tairāwhiti at every level—governance, operations and—understand and believe in the vision.

Based the rubric findings and qualitative feedback, we assess Manaaki Tairāwhiti at the highly-developed stage of enabling collaboration and collective action. We acknowledge variation exists in the engagement and understanding of the Tairāwhiti way of working. However, stakeholders interviewed strongly believe Manaaki Tairāwhiti is on the cusp of making lasting changes for the region.

We cannot assess whether the government and other agencies could have achieved this level of collaboration without Manaaki Tairāwhiti. However, we believe the current level of

collaboration is unlikely to have occurred without the PBI. Our belief is based on the well-documented challenges and adverse impacts of central government initiatives working in silos in Tairāwhiti.

How valuable is the PBI model in creating new ways of working to achieve shared goals?

The collective vision has established the 50 Families frontline service and a cross-agency referral process. 50 Families has created a Tairāwhiti way of working of caring for/mahi manaaki of its own people. For whānau with complex needs not being met through traditional government agency channels, this is the real taonga of Manaaki Tairāwhiti. The cross-agency triage and referral process provided the opportunity to really test and learn how government agencies could collaborate and agreed on a way of working.

Manaaki Tairāwhiti is valued by members due to the benefits gained by whānau through collective action and the potential to effect wider system change. Value for government agencies reflects potential system change, and the ability to link into an established and functioning collective. For example, MSD recently engaged Manaaki Tairāwhiti to be part of the local procurement panel to determine who received funding for the Whānau Resilience⁹ initiative. The funded NGOs will be able to connect to Manaaki Tairāwhiti which would not have been possible if MSD not seen the value in their way of working.

How well does the PBI collective model deliver system change and create positive outcomes for target population?

Evidence indicates Manaaki Tairāwhiti is creating positive short and intermediate changes for whānau, particularly through 50 Families and workforce development of front-line government agency staff. System improvement work has the potential to create system changes leading to wider whānau benefits.

Future directions and improvements

Improve access to and ability to critically use quality data

The lack of quality data continues to impede the work of Manaaki Tairāwhiti. Each agency has its own data measures and data collection system. The intent going forward is for Manaaki Tairāwhiti to have its own data collection system, although there is no existing mechanism to achieve this goal.

⁹ Whānau Resilience is MSD's \$15.4m p.a. initiative to support long-term recovery from family violence

Clarify Manaaki Tairāwhiti as an entity

The legal structure of Manaaki Tairāwhiti has been identified as a potential future challenge. At present, contracts and funding are channelled through the partner agencies as Manaaki Tairāwhiti has no legal entity in which to hold contracts. Opinion differs on this. Some want Manaaki Tairāwhiti to be a legal entity to hold funding and potentially commission other services. Others feel Manaaki Tairāwhiti as a collective leadership model does not require a legal entity.

Ongoing workforce development to support collective ways of working

Manaaki Tairāwhiti needs to continue to build the capability and capacity of people on this kaupapa at multiple levels, both within existing members and across other agencies in Tairāwhiti and nationally.

South Auckland Social Wellbeing Board (SASWB)

Context: The context for the PBI and its inception

The evidence supports the need for a government agency-focused PBI in South Auckland.

South Auckland has a large, young and ethnically diverse population

South Auckland has a large and growing population with over 560,000 people, 34% of Auckland's entire population of approximately 1.6 million. At the 2013 Census, South Auckland was home to over a third of Auckland's children and young people, and nearly 40% of people living in South Auckland were 25 years or younger.

South Auckland has a large number of suburbs, and each one is different. The four Local Board areas (defined by Auckland Council) described in Table 2 below are the areas where the majority of Māori and Pacific people in South Auckland live.

Table 2: Demographic profile of South Auckland Local Boards of Māngere-Ōtāhuhu, Ōtara-Papatoetoe, Manurewa, and Papakura

Local board	Ethnic group	Median Age	Median Household Income	Percentage of residents employed
Māngere-Ōtāhuhu	60% Pacific 16% Māori 17% Asian 20% European	28.3	\$59,900	51%
Ōtara-Papatoetoe	46% Pacific 16% Māori 31% Asian 21% European	29.3	\$60,800	52%
Manurewa	33% Pacific 25% Māori 20% Asian 37% European	29.8	\$67,800	55%
Papakura	15% Pacific 28% Māori 13% Asian 61% European	33.1	\$65,900	58%

Source: <https://www.aucklandcouncil.govt.nz/environment/state-of-auckland-research-report-cards/Pages/state-auckland-report-cards.aspx>

These four Local Boards comprise the Auckland Council's 'The Southern Initiative', which is a member of the SASWB. In Māngere¹⁰, two-thirds of the population identify as Pacific (60%) and 16% as Māori (Table 2). The median age in Māngere is ~28 years.

South Auckland has a vibrant and diverse population, but there are persistent social and economic issues

South Auckland is part of a growing Auckland economy. Growth in South Auckland is partly due to Auckland International Airport attracting businesses and industries. Strong community networks exist across the South Auckland suburbs.

Areas of high socio-economic deprivation exist throughout South Auckland. Based on Treasury risk factor analysis (McLeod et al., 2015), South Auckland has the highest number of 'at-risk' 0–24-year-olds, compared to other areas in New Zealand. These children and young people are at-risk due to an intergenerational cycle of risk factors that may result in poor outcomes (South Auckland Social Investment Board, 2016). The very high absolute number of children and young people in South Auckland affected by adverse circumstances and events sets South Auckland apart from other areas, even though the proportion in those circumstances may be higher in other areas.

South Auckland has a broad range of dispersed social sector agencies

South Auckland has a diverse range of social sector providers and services working to improve whānau outcomes. For example, some government agencies providing services in South Auckland include CM Health, which operates out of multiple facilities; 10 Work and Income offices; four Housing New Zealand (Housing NZ) offices; 13 Police stations; and six Oranga Tamariki offices. In South Auckland, due to the growth of industries and an expanding population, some agency offices are located in industrial areas, setting them apart from other social services. The number and dispersal of social services in South Auckland can make cross-agency working challenging.

South Auckland leaders recognised siloed agencies were not addressing the region's complex needs

In 2016, social sector services were seen as siloed and not collectively addressing complex intergenerational needs (South Auckland Social Investment Board, 2016). South Auckland leaders interviewed noted multiple discussions, before the PBI commencement, on the barriers to collectively addressing the complex needs of whānau in South Auckland.

¹⁰ The majority of the Māngere-Ōtāhuhu Local Board population lives in Māngere

A lot of feedback we got from those early sessions were, 'government agencies you sort yourself out. It's your processes and your inability to meet our needs that are tripping us up, and you're not engaging us in the right way. Your services are not flexible enough or culturally responsive enough to meet our needs'. That was the feedback we got in the early days. The focus then was around getting the right key decision-makers around the table to sort out their shop. They told us to go back, coordinate things, make sure services are joined-up, and the right information was flowing. It was all about sorting our internal cross government, cross agency, cross services work. (Implementation Office)

The opportunity to be a PBI matched local readiness to work collectively

In South Auckland, the drive to be a PBI was not centrally imposed. South Auckland leaders interviewed spoke of the readiness to work differently to change social sector systems and to improve outcomes for at-risk children and young people. Becoming a PBI was seen as offering the structure, resources, and focus to develop and test a new way of cross-agency working to address complex intergenerational needs.

The South Auckland collective had a strong evidence-base to support their selection

In 2016, the leadership of CM Health worked with other South Auckland leaders and the State Services Commission (SSC) to develop an integrated place-based approach in South Auckland. The proposal presented quantitative and qualitative evidence for government agencies to create collective ways of working for young people aged 0–24 years (South Auckland Social Investment Proposal, 2016).

In July 2016, Cabinet mandated the SASWB¹¹ PBI

SASWB was mandated to deliver better health and social outcomes for South Auckland children aged 0–5 and their whānau. To achieve this goal, SASWB was to bring together local and national decision-makers from government agencies to work with an independent chair. Being mandated by Cabinet was a useful lever to facilitate government agencies involvement in establishing and implementing the PBI.

This place-based initiative model is not new...I think what made our one different, we had a government mandate saying we had to work together. That made a difference; it made a real difference. Because when you're commanding that people come together and look at specific issues in an area for a particular population group, they've got a responsibility to come to the table. (Board)

Māngere was chosen as an initial geographical area of focus due to other national level initiatives in South Auckland

Initially, Manurewa/Clendon due to its size, the large Māori population and complex needs was considered as a potential focus area for the SASWB. However, Māngere was agreed as the area of initial focus because of the number of existing programmes and the presence of the Children's Team working in Manurewa/Clendon. Subsequently, the SASWB work

¹¹ Formerly named the South Auckland Social Investment Board before 2018.

programme broadened to cover the wider geographical area of South Auckland, particularly for the Family Harm work.

Inputs: The structure, vision, and way of working

Since July 2016, the SASWB's structure, vision, and way of working evolved using a 'test, learn and adapt' approach. In 2019, the make-up of the SASWB structure has stabilised. Government agencies involved in the SASWB have built collective trust, agreed a shared vision, and are building their capability to work collectively.

The PBI structure enables information flows and evidence-based decision-making

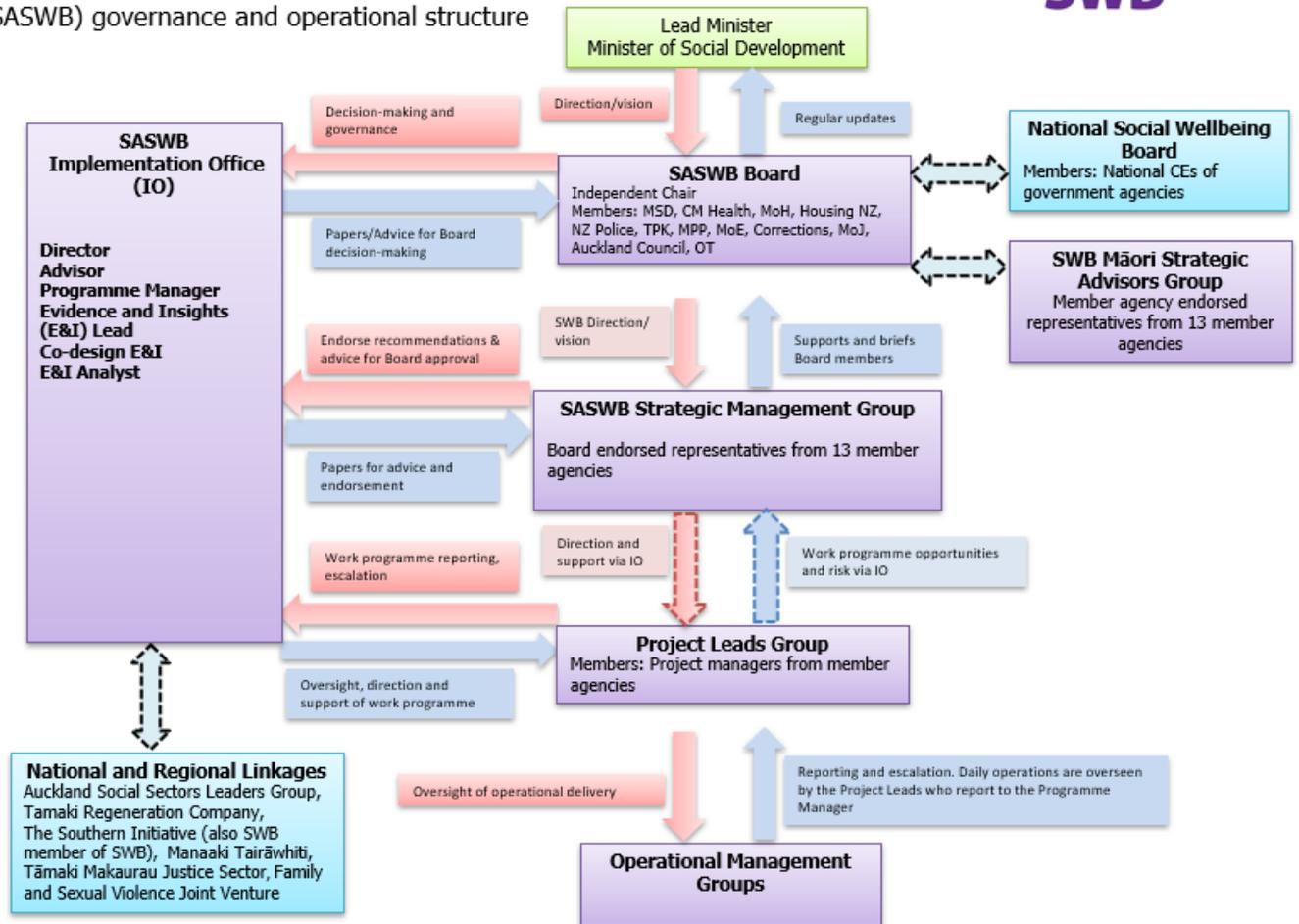
Figure 5 presents the governance and operational structure for SASWB at October 2019. The diagram shows:

- The upward and downward flow of information and decision-making processes at regional and national levels
- SASWB is located in the broader regional context and interlinks to other PBIs and joint ventures, creating opportunities for joined-up thinking and action
- The intensity of information and evidence flows is needed to support cross-agency engagement, minimise duplication and facilitate active (and proactive) engagement.

Following Figure 5, we present a brief description of the different roles and their purpose, followed by the mechanisms that enable cross-agency working within this structure.

Figure 5: SASWB governance and operational structure at October 2019

South Auckland Social Wellbeing Board (SASWB) governance and operational structure



Source: SASWB dated 03 December 2019

The governance group (the Board) of SASWB is government agency-led

Board members are senior leaders from MSD, Ministry of Health, CM Health, Ministry of Justice, Ministry of Education, New Zealand Police, Te Puni Kōkiri, Ministry for Pacific Peoples, Department of Corrections, Housing NZ Corporation, Oranga Tamariki, Auckland Council (The Southern Initiative) and ACC. Government agencies’ chief executives selected their representative on the SASWB governance group.

The SASWB has an independent chair, a family court lawyer with 30 years’ experience practicing in South Auckland. The chair understands South Auckland, and the social service system, and is a strong advocate for children and young people. Board members and the community highly respect the chair.

Strategic Management Group provides operational oversight

The Strategic Management Group is made up of representatives from government agencies in the governance group. The Strategic Management Group is an operational group of senior leaders with responsibility for providing recommendations to the Board on existing initiatives and improvement opportunities. The Strategic Management Group also identifies future opportunities that may lead to system, policy, or practice changes.

The Project Leads Group is a collective of cross-agency project leaders with responsibility for SASWB's focus areas¹²

Each SASWB focus area has a project manager supported by additional agency representatives from the Project Leads Group. This group meets regularly to ensure relevant alignment and connections are made across the initiatives, and to share learnings to optimise implementation and delivery. This group provides regular operational updates to the Strategic Management Group, including any system blocks and opportunities to enhance service, policies, and practice for whānau.

The Implementation Office is the backbone of the SASWB

CM Health in Manukau initially hosted the Implementation Office before it shifted to the Multi-Agency Centre in 2018. Since 2019, the Implementation Office is now located in the Manukau Police Station. CM Health remains as the 'host agency' for the SASWB in terms of contract and budget holding, and human resource functions.

The Implementation Office provides backbone functions to support the SASWB collaborative efforts, including executive support to the Board, project management support working in partnership with NGOs and agencies, logic mapping, and generating local evidence and insights. The insights are shared across the SASWB, and inform refinements to the way of working, facilitate cross-agency buy-in, and highlight system improvement changes across agencies.

The Implementation Office also manages the PBI contract and works with the national support function to report progress back to their lead agency and Minister.

SASWB identified mechanisms to develop an effective PBI structure

Feedback from SASWB stakeholders highlights that having effective governance and operational structure supported by backbone functions are essential to enable collaboration

¹² The five focus areas have been housing support, family harm and violence, Early Childhood Education (ECE), mental health and emotional wellbeing, Start Well Māngere.

and collective action. The SASWB structure increases the depth and breadth of understanding of the PBI's intent across and within agencies. The information flows across and within agencies at governance and operational levels highlight the benefits of working this way and facilitate commitment of agencies at all levels to remain actively engaged.

Below are mechanisms contributing to the development of an effective PBI structure. We have not presented the mechanisms in a weighted order of importance.

A significant local agency providing infrastructure and resource support

CM Health was a key instigator of SASWB and has provided the collective with substantial in-kind resources. CM Health offers financial, information technology, and human resources functions, and evidence and insight expertise to support SASWB's ongoing work. CM Health's contribution is both in-kind resource and funded as part of the Implementation Office function. CM Health's involvement has facilitated the use of population and public health methods for SASWB's evidence and insights. CM Health's involvement created momentum and focus and offers a safety net for the SASWB when contracting challenges emerge (discussed later).

Had it not been for Counties Manukau DHB, I think is the third biggest business in Auckland... Yes, they have got all their problems and all the rest of it – big budget, huge capability and huge capacity, local base outside of Wellington and local in South Auckland community, engaged at the highest levels... Had we not had a player with genuine autonomy and authority and local credibility driving this, this thing would have petered out, I think pretty quickly. (National stakeholder)

The 'right' people with the 'right' mindset at the governance and operations groups

The SASWB governance stakeholders interviewed highlighted the importance of having governance members who understand the context of South Auckland. Some stakeholders felt some potential members suggested from a national level did not appreciate the complexity of South Auckland or Māngere.

Stakeholders interviewed note the importance of appreciating the benefits of working collaboratively. Some members came with an appreciation of the benefits of collective action to address complex whānau needs. Others, through ongoing exposure to the SASWB way of working, gained a recognition of how collective action could support both shared goals and their agency goals.

He was always about outcomes, outputs. Then when he comes into this role and gets the benefit of actually seeing the whole thing in action, he gets it. He gets that he's funding the wrong people, that they're not asking the right questions, that they're working with the wrong datasets to fund certain programmes. And when he got that, he changed. He got better at his business. But that was because he was exposed to actually the whole pipeline. And that's what you need. And if they don't show up, they don't see the picture. (Governance Board)

SASWB members having delegated local decision-making authority

Members of the SASWB governance group are more effective if they have delegated local authority and do not need to return to 'Wellington' to sign off decision-making. For example, NZ Police and CM Health have delegated authority and the ability to move at least some of their contracts and resourcing around to where they are needed. However, other agencies such as Ministry of Education and Oranga Tamariki are more likely to refer back through their reporting lines to Wellington before committing to local initiatives or requests. This referral back to Wellington can reflect agency's legislative structures, members' delegated authority, or in some cases, risk aversion.

If we were going to have a Board, we had to have all the relevant agencies around the table. But you had to have the right people around the table. People who actually had the power to make a decision and then enact it. (Governance Board)

The national support function completed analysis to help the PBIs understand different government agencies' delegated processes for decision-making. While this analysis created a deeper understanding of delegations, it did not enable behaviour change.

SASWB members sharing insights up through their government agencies

Members of the SASWB governance and management/operations groups have a responsibility to share information and insights back into their government agencies to support wider system change. Taking time to share information back into agencies does not always happen, due to other pressures or priorities. Without systematic broader information sharing, the SASWB may miss social sector opportunities to embed widespread system change.

An independent chair who holds government agencies to account

The independent chair can challenge the status quo, ask the hard questions, and push back when needed. The independent chair is also an essential conduit to unblocking barriers to system change in Wellington.

[The independent chair] understands the mandate and the operations of many, if not all, of the agencies sitting around the table, but she is not of them. She is from the South Auckland community so is a credible player... A much more complex set of agents and interest and populations. So, they have somebody who is independent to reach across all of that. That was particularly important. (Government agency)

Setting up structures to have clear lines of governance and operational management

Feedback from SASWB indicates initially the Board was getting too involved in operational matters. The establishment of the Strategic Management Group and the Project Leads Group has addressed this issue.

Local and national support functions to support the mahi

The Implementation Office is highly valued and is the 'glue' which brings everything together. The Implementation Office shares stories and insights with the Board to make known the complexity and realities of whānau and frontline staff in South Auckland. Local evidence and insights provide the foundation and challenge for SASWB members to look within their agencies and make system improvements for whānau. The current national support function is also valued in creating awareness and information sharing with MSD and the Minister.

[Implementation Office offers] a line of sight from what whānau were saying, to what the frontline were saying, to what we needed. The opportunities for improvement that we were bringing in front of Board members to take back to their agencies and make changes... We started with quick wins to show the value add and give the encouragement that this could work. (Implementation Office)

The Implementation Office has changed to reflect the evolution of the SASWB. To support the complexity and dynamic nature of the SASWB, as a PBI, requires a mix of capabilities and skills. The Implementation Office requires senior leadership linked to the governance and operational structures. Personnel need to have credibility and come with experience in change management, project management, research, evaluation and design, and strong communication and interpersonal skills. Critically, they need to place whānau at the centre of their work.

The 'right' size and composition of the SASWB groups

SASWB governance and operational groups now have members from across 13 government/local government agencies operating in South Auckland. The SASWB Board does not have membership from NGOs or community groups. However, these groups are represented at operational levels.

Feedback indicates the preference to retain the focus on government agencies, given the emphasis and intention to improve social sector services. Membership was also limited to avoid the groups becoming too large and unwieldy. SASWB members are aware of the lack of representatives of Mana Whenua and Pacific peoples on all groups at the various levels. Te Puni Kōkiri and the Ministry of Pacific Peoples are on the SASWB Board and iwi are represented on some operational groups.

Having TPK and Pacific Peoples on the Board is another way of keeping us grounded. (Governance Board)

Nineteen iwi (tribal) authorities represent Mana Whenua interests in Tāmaki Makaurau/Auckland. Mana Whenua i Tamaki Makaurau identify 10 iwi (tribal) authorities in South Auckland (Mana Whenua i Tamaki Makaurau, 2019). The SASWB is currently engaging with Mana Whenua to understand how they wish to be involved. The advisory services of the Mana Whenua Roopuu from CM Health are available to the SASWB as part of the host agency arrangement.

The SASWB is currently reviewing Māori representation including structures, cultural, and tikanga guidance. A Strategic Māori Advisory group consisting of representatives from each government agency has been set up by the Implementation Office with Te Puni Kōkiri providing operational leadership. The general manager from Te Puni Kōkiri's Auckland office is also working with the SASWB's Implementation Office to develop a Māori Strategy.

In terms of Māori advisory at the governance level, that's the space that they're actively pushing for, and it's been an ongoing conversation, I think the landscape's right. I guess the time's right to get that in place. What that looks like, I think needs to be further developed, but that's a key area. (Governance Board)

Over 30 distinct Pacific groups exist in Auckland, with a majority living in South Auckland¹³. The SASWB acknowledges the Pacific voice as important.

SASWB created a collective vision and collective action around five focus areas

I want my children to have an awesome life.

The vision for the SASWB is:

All children in Māngere (and South Auckland) are healthy, learning, nurtured and connected to their communities and culture, and building a positive foundation for their future.

SASWB stakeholders and frontline staff are enthusiastic and passionate about the vision. Their enthusiasm reflects frustrations that social services' core business does not sustainably address the complex needs of whānau.

The original SASWB logic model was based on best practice evidence about preventing adverse childhood events, the developmental needs of young children, and the environment needed to create positive, long-term outcomes. The logic model was based on the Center for Disease and Control's violence prevention framework (Fortson et al., 2016, Center on the Developing Child at Harvard University, 2016).

SASWB is trialling new whānau-centred ways of working to create system change

SASWB's approach has evolved to focus on trialling new whānau-centred collective ways of working to develop positive whānau outcomes and to identify system barriers and areas for reform to strive towards the SASWB vision (Figure 6). The SASWB has adopted a 'test and learn' improvement approach to inform local decision-making.

¹³ <https://www.aucklandcouncil.govt.nz/plans-projects-policies-reports-bylaws/our-plans-strategies/auckland-plan/about-the-auckland-plan/Pages/pacific-auckland.aspx>

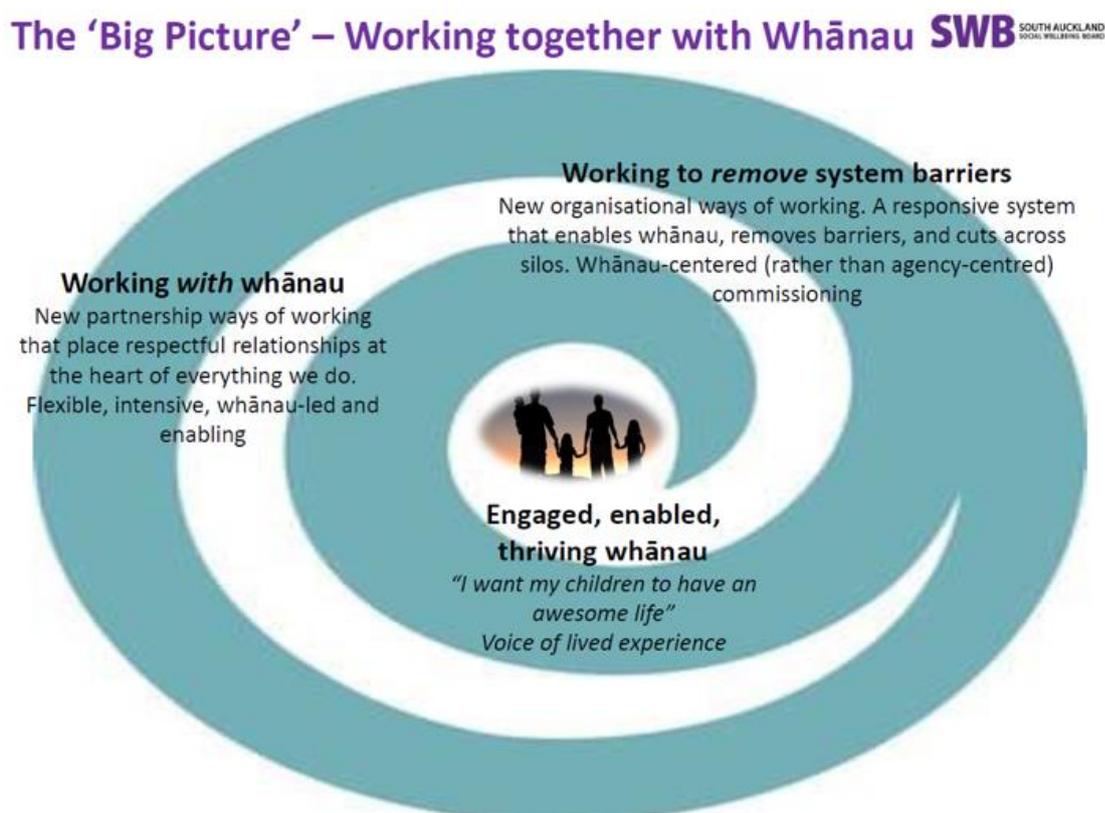
We're trialling new ways of working. We're not providing services but we need to get to a different end-point. Because what we're currently doing isn't working as well as what we anticipated. (Government agency)

SASWB stakeholders often said the phrase, "Whānau are always at the centre of everything we/they do." Being whānau-centred is defined by whānau and not by agencies or services. Reaching this clarity about being whānau-centred has been an ongoing journey for the SASWB.

The SASWB approach is not about offering programmes or tightly-specified interventions with a view of scaling the programme or intervention across South Auckland or nationally.

Because the theory or philosophy behind the Social Wellbeing Board is actually, it's a way of working. We don't run programmes... It's actually testing different models of how you work together. (Governance Board)

Figure 6: A whānau-centred and system-focused way of working



Source: SASWB

SASWB has five evidenced-informed whānau-centred focus areas

Initially, under the Board's investment approach, the SASWB Board was mandated to improve three outcome areas: reducing physical abuse, increasing ECE participation, and reducing potentially avoidable hospitalisations, for an estimated 1,300 at-risk 0–5-year-olds in Māngere. In 2016, these outcome areas aligned with the Better Public Service targets.

During the establishment phase, SASWB complemented national analytics with locally derived insights from frontline feedback and whānau journey maps, an applied evidence-based intervention logic, and tested hypotheses that may lead to policy and service re-design. Based on this evidence-base, five setting-based focus areas¹⁴ were selected to support and enable whānau with complex needs (Figure 7). Each focus area inter-relates with the others and they are not stand-alone initiatives or programmes.

Family harm and violence is a whole-of-system collective approach to family harm based on Whāngaia Ngā Pā Harakeke (Whāngaia) model. Whāngaia was originally designed as a police deployment model focusing on family harm. In Counties Manukau, Whāngaia is now a collective way of working across government agencies and local NGOs. Whāngaia includes timely information sharing across core agencies to improve the timeliness of risk assessment and safety planning. Collaborative cross-agency ways of working are used to reduce children's repeat exposure to family harm and violence, and thus reduce the impact on their developing brains and life course outcomes.

Since 2017, the SASWB has provided governance to Whāngaia, which has improved cross-agency engagement and collaboration in this initiative. SASWB's evidence and insights (e.g. journey maps, analysis of underlying stressors) have highlighted the benefits for whānau of government agencies working collectively and in different ways with NGOs. Multiple prototypes have been trialled taking a test and learn improvement approach.

Start Well Māngere is an intensive home-visiting programme for young mothers offering support from pregnancy to when their child is aged five. Start Well Māngere tests the benefits of a long-term trusted, responsive relationship beginning in the antenatal period, between health and social worker professionals and young mothers. Start Well includes elements of both WCTO's universal checks and services, and the social support aspects of Family Start as well as additional sick child expertise and navigation support.

Start Well supports around 30 young mothers under 20 years of age and their wider whānau living in Māngere, working with them in their journey to wellbeing. Whānau receive support to enable responsive parenting and understanding of early child development to improve life outcomes. Start Well takes a whānau-centred approach and focuses on needs of importance to whānau (e.g. immigration, housing, employment, driving licences, plus well baby and mother checks). Start Well also delivers interventions identified as important through applying a professional lens.

¹⁴ SASWB's Implementation Office is currently reviewing the use of the term 'prototype', given the interlinked nature of the focus areas.

Housing support was identified as an opportunity to provide support for families identified as being at risk of losing their tenancy. The initiative was focused on working with 49 families to stabilise their housing tenancy and enable continuity of services, including access to ECE, healthcare, and community support. Whānau were supported by a nurse-led 'key worker' to address their needs. Two prototypes were trialled for in-home provision of financial capability and psychological therapy. Housing support learnings are currently being transitioned back into Housing NZ's¹⁵ core business. As this work continues, Housing NZ will share learnings back to SASWB. Housing stressors remain a key issue. SASWB are currently deciding the next steps for collective action in housing needs.

The Early Childhood Education (ECE) focus has been working with 24 ECEs in Māngere as well as parents, subject matter experts, and whānau, through a co-design process. The ECE is a setting for building parental networks and support (peer support) and a hub for social and health support. Through the co-design process an early intervention prototype (PLAY-30) was identified as an opportunity to focus on emotional development and improving executive functioning with eight Māngere ECEs.

Mental health, AOD (alcohol and other drugs) and emotional wellbeing are a consideration across all the SASWB's work areas. SASWB recognises significant degrees of psychological distress can exist without formal mental health diagnoses. As needed, whānau in other focus areas are linked to mental health and AOD services.

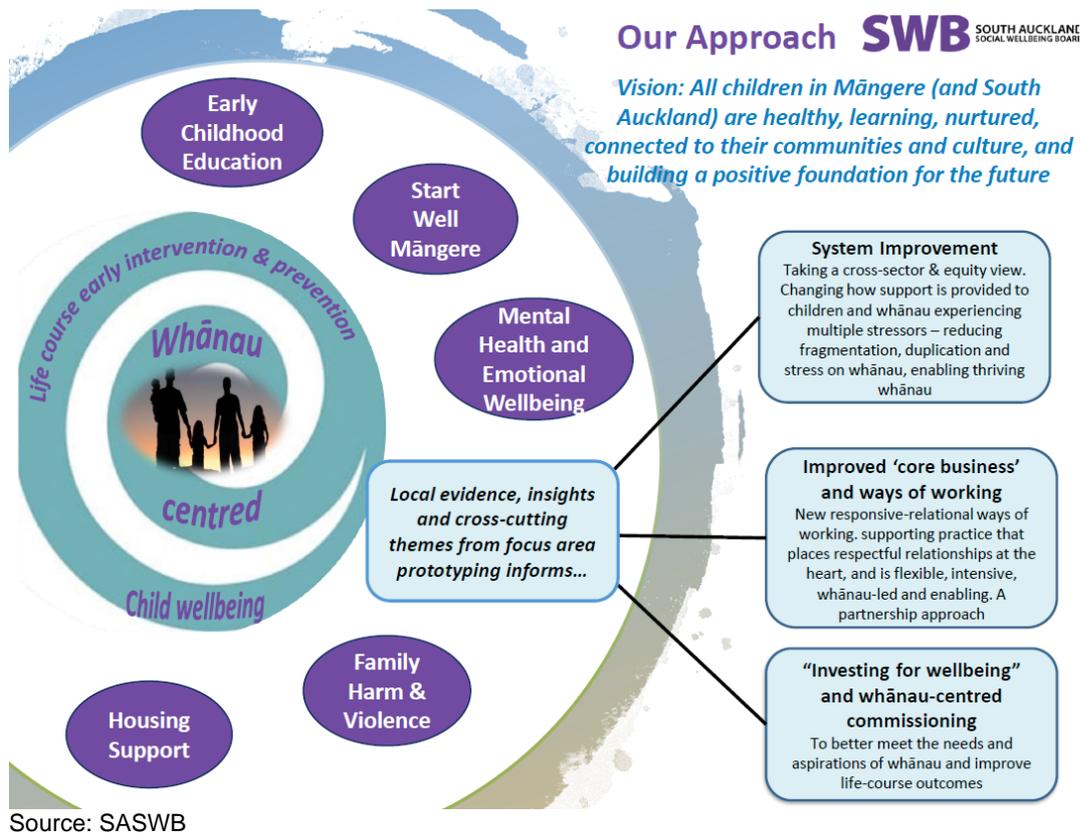
The focus areas create the evidence-base to understand whānau needs, as defined by them, and the system barriers, to improve services to meet these needs

Through the five focus areas, the SASWB is identifying opportunities to improve universal and targeted services within and across agencies' core business to better support children and families in South Auckland. The focus areas inform joint workforce and commissioning opportunities. They also provide evidence and insights using action research feedback loops.

System barriers or opportunities identified are presented to the Strategic Management Group to collectively identify appropriate action (e.g. mothers gaining access to CM Health respite care without a mental health diagnosis). Where the issues are systemic, they are discussed at the SASWB Board to identify opportunities to change policies and practices (e.g. changing Oranga Tamariki's local practice to allow social workers to support victims of family harm who are no longer in the immediate catchment for the local office).

¹⁵ Also referred to as Kāinga Ora refer <https://www.hnzc.co.nz/>. We have not used this term due to likely confusion with the PBI called Kāinga Ora.

Figure 7: Overview of the SASWB approach and focus areas



SASWB identified mechanisms for collective vision and focus areas

SASWB stakeholders identified the following mechanisms for collective vision and focus areas:

- Having an evidence-base to define the focus areas and target population, and to inform the way of working
- Trialling and learning from cross-agency ways of working to address complex needs, and recognising focus areas and related initiatives are inter-related
- Acknowledging that PBI success is positive whānau-centred experience and outcomes contributing to broader system change.

Collaboration and influence: The implementation journey to collective action

The SASWB has been on a learning journey of enabling government agencies to collaborate on their collective purpose and action. We acknowledge the SASWB implementation journey is not linear but is dynamic, and continually loops back to reassess processes and systems to enable collective action to strive towards the SASWB vision. For reporting, we have

summarised the implementation journey into three key phases to understand how SASWB is enabling collective action across government agencies.

The establishment phase (2016–2018 ongoing)

The establishment phase had two core components:

- Setting up the SASWB governance, management and operational delivery structures and ways of working to build relationships and trust across government agencies, NGOs and community; to work collectively and collaboratively and to influence change within and across government agencies.
- Analysing evidence and insights to highlight opportunities for change and reinforce the risks of fragmented working, to inform collective decision-making and to identify specific focus areas to test collective action.

The test and learn phase (2017–ongoing)

Having identified the five settings and focus areas, the test and learn phase was critical in moving from talking about collaboration to taking collective action. This phase was important in developing capability and capacity for government agencies to work collectively. For example, the Start Well prototype highlighted a number of lessons:

- Testing what could be done with national contracts to enable joined-up working of Family Start social workers with a nursing home visiting model
- Developing consent processes for whānau that create understanding of this new way of working and what will happen with their information
- Developing data sharing and evidence-gathering processes to inform the ongoing implementation of Start Well and to identify wider system improvements
- Ensuring learnings from Start Well are shared through the SASWB operational and governance structures and that government agencies not directly involved in supporting whānau with children under five (e.g. Department of Corrections) can see the long-term relevance of the mahi for their agency
- Having appropriate processes to manage risk both for frontline staff and whānau.

The collective action phase (2019–emerging)

In 2019, new opportunities based on the foundation of collaboration and collective action continue to emerge. This phase suggests capability to work cross-agency, underpinned by a test and learn process, is building. Some government agencies are growing in confidence that working in a cross-agency way enables improved whānau-focused solutions. Evidence of this shift includes:

Collective action created from SASWB relationships: Some government agencies, having built trusting relationships and connections through the SASWB, are identifying areas where they can collectively address system barriers. Examples include:

- MSD investing in supporting young people to get their driver licences while in high school. MSD is working with Police and the Ministry of Justice. By August 2019, 200 young people had obtained their driver licences.
- MSD have a Memorandum of Understanding with the Ministry of Justice to fast track MSD clients for pre-employment checks. Previously, the Ministry of Justice took three months to complete the checks as MSD did not use the three-working day process, which costs \$20. As a result, MSD clients missed out on potential jobs.

*The big value in place-based is getting to know the people. It's actually about **getting those connections with your cross-agency partners.** (Governance Board)*

New collective opportunities: SASWB being selected to work with the Joint Venture for Family Violence and Sexual Violence. SASWB will deliver an 'Early Years Emotional Wellbeing' package taking a prevention and early intervention approach to child and whānau wellbeing, and family harm and violence prevention. The Early Years Emotional Wellbeing package builds on SASWB work on the system-level changes needed to better meet whānau needs. The package focuses on three interconnected core areas:

- Building on the Start Well approach
- Using ECE settings to deliver emotional wellbeing support to young children
- Developing a psychological and emotional wellbeing response to family harm, in school settings.

New approach to prioritise collective action opportunities: The Implementation Office is intending to develop a new matrix to determine priority areas of focus, given the number of potential opportunities to work collectively.

Government agencies taking responsibility for system change: Some government agencies are more proactive in working collectively to address system barriers outside of the SASWB structure. The Implementation Office noted its role is evolving to reinforce the need for government agencies to identify and support system change within their agencies.

Ability to influence at national level is emerging: Some examples of SASWB seeking to influence national-level system change through sharing their learnings include input into:

- The Ministry of Health's review of the WCTO framework and services
- The development of SIA's Data Protection and Use Policy
- The development of the Joint Venture for Family Violence and Sexual Violence Strategy and measurement framework

- New ways of commissioning and contracting in the family harm focus area to enable a collective whānau-centred approach.

Resource flows are changing: More government agencies are providing in-kind resources to the SASWB. This resource contribution indicates the value of the SASWB to these agencies as an opportunity to increase their staff's capability to work cross-agency and to improve whānau outcomes. The ongoing contributions from agencies highlight that locally, resources are starting to flow to support collective action. Examples of in-kind resources, include:

- Housing NZ is providing administrative support to the Implementation Office
- Work and Income has provided permanent FTE for the family harm work focus area
- MSD provided part-time in-kind resource working alongside the Implementation Office.

SASWB identified key lessons in learning to take collective action

Since 2016, the SASWB has worked to build good will and undertaken significant work to create collective way of working at the frontline with whānau and across the operational and governance layers in government agencies. Disrupting traditional ways of working and thinking has not been without its challenges.

Government agencies' roles and responsibilities are not set up to enable collective action

Working collaboratively is challenging within the existing framework of the Public Finance Act. The state sector reforms in the 1980s created a New Zealand public management model which had clear agency-focused accountability to deliver core business in line with Ministers' expectations (vertical accountability). Agencies are structured to have clear and non-conflicting objectives¹⁶. In contrast, the SASWB is enabling a greater focus by government agencies on their horizontal accountabilities in relation to cross-government priorities, and to recognise their role in working collectively.

The reality lies in the legislation. It lies in how the agencies are funded, it's the Public Finance Act. It says they've got to work tunnel down. So there's no mechanism that allows them to work across. (Governance Board)

For government agencies in the SASWB, a tension exists between their agency's vertical accountability and their desire to collaborate at a local and regional level. This tension is

¹⁶ The Government is currently seeking to amend the Public Finance Act to support its commitment to people's wellbeing and the environment. <https://treasury.govt.nz/information-and-services/state-sector-leadership/public-finance-system>

evident in an environment where senior government agency managers are under pressure to deliver their individual agency's core business. Some stakeholders interviewed highlight some CEs had not offered a mandate for their staff to work collaboratively at a local level.

Others can be reluctant to work collaboratively as they or their agencies are risk averse, are too ingrained in traditional ways of siloed working, do not have operational management mandate, or have local resource and workforce constraints. SASWB stakeholders noted that acting collectively requires courage to take a calculated risk to work differently.

Feedback indicates many SASWB government agencies' managers appreciate the need and benefits of working collaboratively. However, they initially lacked the capacity and capability to work effectively in this negotiated space. The SASWB focus areas shift government agencies from 'talking' about collaboration to building trusted relationships, learning how to collaborate and acting collectively through the whānau-centred test and learn approach.

Our agencies talk up a good game about knowing how to work collaboratively. They don't, they don't. We've seen that again and again and again. It's a pity that you need something like a mandate. But you take away the mandate and you watch it all just subside. Oh well it was great to have the prototype for two years, we did some good work, now it's all gone away. We've all gone back to our agency silo thinking. (Governance Board)

Achieving collective action takes time and energy to build trust and capability

SASWB stakeholders interviewed noted it takes considerable time, energy and resources to create collaboration and effective collective action.

I don't think it's [PBI] reached its potential of where it needs to be yet...It's taken some time for government departments to get into that real tangible end of the thing. I think people turn up to meetings, they contribute at the meetings but it's really around, how do we actually get tangible outcomes and actual work streams happening. (Government agency)

SASWB needed time, effort and resources to:

- Build understanding and awareness of the SASWB vision and way of working in language that resonates with each government agency involved. The Implementation Office noted they spend considerable time bringing new SASWB Board and Strategic Management Group members up to speed when agency representations change.
- Create an appreciation of the agency's role in collective action that may not easily align with their vertical accountabilities. To achieve this understanding requires government agencies to be present at SASWB meetings and engage with the evidence and insights.

It wasn't until we started to bring in examples of situations that impacted them and their policies, that crossed into that space. They realised that this is real, this impacts us. It's bringing real life examples that related to them, so they could see themselves. It was difficult at the very start, but over time we got really good. They had a sense of purpose, a sense of actually this is my role and I'm responsible for this, so they could take it away and work on it. (Governance Board)

- Build an understanding that collaborative working is core business and therefore they need to prioritise the work of the SASWB within a busy work schedule.

- Be comfortable working in non-traditional, evolving ways.
- Gain an understanding of other agencies' strengths and limitations to know how best to work together.

I think people have got to meet together on a regular basis, more regularly so that they start to develop decent trust with each other. Not sending stand-ins. Having room for opening the discussions, where they really start to understand each other, and understand each other's needs. (Governance Board)

Through this ongoing process, SASWB members build trust and influence which are the foundations for collective action.

Likewise, with systems change, I think developing the relationships between the organisations and developing the relationships at that system level to develop trust and understanding about what you are trying to achieve, it takes a long time. I think you can underestimate the amount of energy and effort and time it takes to get to the point before you can even start doing anything really. (Governance Board)

Evidence and insights are central to collective action

Evidence and insights continue to be used by SASWB members in service improvement, service delivery and system level changes. Whānau views and experiences, which the agencies mostly do not collect, are shared. SASWB members recognise the value of this approach and see the difference the evidence and insights work makes.

What we really need is the local evidence and insights. We need whānau voice. Suddenly that created a real shift with the Board. It's local evidence and insights, and this is what it looks like, was a really big shift for Board, about where we based our time and efforts. (Governance Board)

Historically, government agencies have not had a mechanism to share data and information in a timely manner. A lack of information sharing protocols impeded data sharing.

The obvious elephant in the room is the data sharing. To get true value we need to understand how we can get around the data. At the end of the day, everyone's got the big picture, or pieces of it. This seems to be under the privacy risk lens. A big brick wall, and I think you know somehow if we're able to get around that, I think that that would be a big step. (Governance Board)

Just being able to share data, to put your data on the table for that collective to be able to mine through and see some of the trends. I think you probably get up to that learning a lot faster. (Governance Board)

In 2017, a Statement of Intent for information sharing across the SASWB was put in place. The Statement of Intent included a principle to ensure whānau were not disadvantaged by information sharing. Several people interviewed voiced the principles of 'first, do no harm; whānau must always be at the centre, and doing things in their best interest.'

For example, sharing the story of a mother living in a Housing NZ property who is earning an income by providing in-home childcare services for other whānau. Housing NZ's policy does not allow businesses to be operated from its premises. By generating an income, the in-

home childcare is considered a business. As a result of sharing this insight, Housing NZ are reviewing this policy to enable opportunities for improved economic outcomes for whānau.

The role of Ministers and CEs of government agencies in creating an enabling environment for the SASWB is not well defined

The lead agency and the national support function have a role to connect SASWB to Wellington to influence broader system change

From 2016-2018, SSC was the lead agency for the SASWB. SSC managed the contracting process for the drawdown of the SASWB funding and delivering Cabinet paper requirements for the SASWB. SSC was described by SASWB stakeholders as having a light management approach. This style was appreciated as it gave SASWB time to test and learn to create the conditions for collective action. However, a disconnect existed between local SASWB activity and papers being drafted in Wellington.

In 2019, MSD has taken the lead agency role. The national support function now sits in MSD and is seen to be positively supporting the work of the SASWB. The current national support function is described as proactive in their contract management, building understanding of the SASWB in the Wellington-based public service, and in seeking national-level system opportunities for the SASWB.

The Wellington public service is perceived as not understanding South Auckland or the role of the SASWB

Some SASWB stakeholders noted the Wellington-based public service does not understand the inter-related complexity of whānau need in South Auckland or how social services can disempower whānau. Further, the purpose of the PBIs is not seen as well understood. In part, this may reflect changes in government priorities and the lack of appreciation of the alignment of the work of the PBIs against the direction of the Wellbeing Budget. The Wellbeing Budget (The Treasury, 2019), like SASWB, self-defines whānau wellbeing and focuses on new ways of working to break down agency silos and focus on immediate and intergenerational outcomes. The work of the SASWB aligns strongly to the vision of the Wellbeing Budget.

A few stakeholders also noted frustrations when SASWB was compared to the other two PBIs. This frustration reflected the differing characteristics of South Auckland—a larger and more ethnically-diverse population with dispersed social services.

I don't think we really trusted that Wellington got what we were trying to say. When we sent Sam's story down, one of the comments that got back to me was we shouldn't use outliers like Sam to form Cabinet papers and decision-making. That [Sam's story] represents our normal life. With little anecdotes like that, we just got a sense that people don't really get what we were doing. And we kept getting compared to Tairāwhiti and Northland. Proportionally, we might look similar, but the scale of what we see is completely different. (Government Agency).

The contracting model for the SASWB does not sustain collective action

In Budget 2016, approval was given for PBI establishment with five-year contingency funding from 2016–2021, and an initial two-year drawdown to June 2018. With a change in government, Cabinet agreed in March 2018 to a further six months funding to December 2018, while the Government considered realignment with new priorities. This funding uncertainty made the recruitment and retention of staff difficult in the Implementation Office and across the focus areas.

The SASWB was concerned funding uncertainty could undermine the whānau-centred relationships developed with young mothers in the Start Well initiative. A commitment was made, based on expected funding, provide support to them and their whānau until their child was five. The uncertainty of funding created ethical concerns around the potential to do further harm to whānau who had disengaged from services due to previous negative experiences.

When you're thinking about our prototypes who are dealing directly with families, and actually that service delivery there. Christmas is quite a difficult time for a lot of our families, we can't just drop them obviously. (Government agency)

The contracting uncertainty was a stress test for the collaboration and goodwill developed by the SASWB across government agencies. The SASWB was able to identify funding across the government agencies to continue funding Start Well staff. CM Health, in particular, committed to funding staff roles. Oranga Tamariki, MSD and the Ministry of Education agreed to renew contracts and take on the FTE costs across the SASWB's focus areas. These contract costs were for psychological services in housing support, and Start Well and education provider contracts in the ECE space. The week before Christmas, Cabinet approved funding, and the other funding arrangements were not required. Regardless, the uncertainty of funding had impacted on to the SASWB with several staff having resigned to find other employment, and the impacts of this are ongoing.

Government contracts for NGOs and other local providers do not enable collective action

Concern was also raised about the way government agencies contract services. Government agencies' commissioning model is competitive and pitches providers against each other rather than supporting them to work together with a whānau-centred focus. Procurement and contracting processes are reinforcing provider silos. Recently, SASWB has commenced exploring new collective commissioning and contracting models to facilitate whānau-centred approaches to service delivery.

In South Auckland, Māori and Pacific people are over-represented in whānau presenting with multiple complex needs. These whānau require intensive intervention which costs more as it requires time and well trained professionals who are the right fit and able to engage with them. Some stakeholders noted Māori and Pacific providers who may be providing such

services are constantly scrutinised by funding agencies in a way that implies they do not know how to manage their money.

So there's an institutional racism—thinking they don't know how to manage their money, they're too busy giving koha left, right and centre. (Governance Board)

Whānau outcomes: Whānau experience and emerging outcomes

The evaluation focused on Start Well Māngere to understand whānau experience and outcomes from engaging with this new way of working. We present whānau outcomes below. We detail system outcomes arising from Start Well and other focus areas in the following section.

Start Well is a whānau-centred approach

Start Well Māngere focuses on relationships and whānau partnership. Start Well uses an approach where 'whānau are at the centre' and define their needs and aspirations. The concept of whānau relates to those in the household and includes support for extended whānau as needed.

For Māori people, I guess could go back to colonisation and urbanisation. Things are just broken. All these people are living as individuals, and it doesn't work. Auckland is such an individual based society. You get a job. You make your money. The way of living it is not about a village and about people having your back when you fall down. It is really fragmented. Some of these protective elders aren't here anymore or some of them now are harmful. I think the need to reconnect people to safe people, and Māori to iwi and reconnecting that. This is so much lost identity, it is sad. (Start Well)

The Start Well team is a small multi-disciplinary prototype

Start Well has four FTE nursing and 3.5 FTE social worker positions plus the clinical team leader. The team has been created as part of a prototype approach. Start Well was not set up as a long-term, separate, stand-alone service.

A key worker and a co-worker, consisting of a nurse and a social worker, are assigned to work with whānau. They work flexibly to respond to whānau need as they define the need. Safety and care and protection limitations are clearly described early with whānau, and issues arising are addressed in partnership with whānau.

Everything that we do is relationship-based. The real focus of Start Well is around developing relationships with whānau to enable the work to be done. You have got to invest in the relationship and the engagement to get to the point where you can actually go on a journey with whānau towards making change. (Start Well)

Start Well uses a holistic, whānau-centred approach

The Start Well practice model is 'whānau are at the centre of everything we do and at the centre of decision-making'. Engaging whānau and building relationships in a meaningful way

takes dedicated time and resources. The Start Well team works at the pace of the whānau to build relationships and trust. The intensity of the way of working reflects that families have over time been damaged through interaction with the social service system and are very distrustful of support offered by organisations. They do not want to engage with the system.

Everything we do is for our people; it should be nothing about us and more about them. In practical terms, we try and understand someone's reality, and then we try to understand what they believe to be their priorities within their realities. When moving forward, we look at sustainability options. We keep going until there is nothing on their path that could block them. We try to understand every part of their reality, so they don't need us, as opposed to dependency. (Start Well)

When whānau moved out of Māngere into other Auckland areas, usually to find accommodation, their Start Well key worker and co-worker continue to work with them. This practice is in line with providing a continuous service.

Start Well focuses on whānau need as they identify the needs

A stakeholder talked about system-directed processes being less of a priority for whānau when their personal circumstances or aspirations are affected by other issues. For example, Well Child checks for pepe (baby) are all system directed or planned. While this is good for pepe, for whānau the most pressing need could be putting food on the table or finding a job. These are likely to have a bigger impact on whānau outcomes than “weighing and measuring baby”.

One of the examples around working with a whānau...was two young guys in a whānau who both wanted a job. Neither of them had a driver's license. They didn't have a CV and they didn't know how to apply for a job... In terms of outcomes for that whānau, supporting those guys to get driver's licenses, supporting them to write a CV and getting them into employment, probably from a whānau perspective that was going to have a much, much bigger impact on them going forward than weighing and measuring their baby. (Government agency)

Weighing and measuring baby, and other aspects of the WCTO framework, still take place but in the context of also addressing other issues as identified by whānau.

Start Well focuses on reducing stress for whānau by addressing one issue at a time

Whānau with complex lives have multiple stressors. A learning for Start Well staff is that not everything needs to be ‘fixed’ and at the same time. Staff found supporting with one stressor reduced the mother’s overall stress level.

They could also be experiencing issues around poverty and so on and so on, but actually you don't need to "fix" everything, which of course is what the system might say. But their way of fixing it might just add more stress, because they're coming in asking a whole lot of questions. But actually if you can even reduce it, it can have a threshold effect in terms of whānau feeling much better, and feeling more able and resilient. (Implementation Office)

Start Well has support structures in place for staff

The clinical team leader has ultimate responsibility for the team and for staff's work with whānau. The clinical team leader has set up systems and processes to support staff in their work with whānau, including a daily debrief with the key and co-workers. Each week the clinical lead meets with staff and discusses progress with each whānau (e.g. what is needed, where they are at, what next, what support staff need).

The Start Well experience highlights the importance of robust support structures to support joint decision-making. Staff are working in a relationship basis with whānau to support on complex needs. Problems are not 'referred on'. Staff are daily confronted with the realities that the communities they serve live with.

Start Well is focused on system improvement

Start Well staff describe navigating the social sector system when supporting whānau is difficult, even given their depth of experience. Working with whānau highlights to Start Well how challenging the social sector system can be for whānau and why some stop engaging with it.

In their first year of service, the Start Well clinical lead kept a stocktake of their insights and learnings in working with whānau. Those insights were shared amongst the Start Well team to provide further input and to identify possible opportunities to improve the service delivery. These insights were shared with the SASWB Evidence and Insight team and helped to inform their work and discussions with the Strategic Management Group. Where possible, SASWB's Evidence and Insight team supports the test and learn approach. However, staffing capacity and uncertainties related to future funding have impacted on this intent.

Monthly meetings with the team take place and are an opportunity to share insights from their work. Start Well staff identify potential system changes to share with the clinical team leader and the SASWB Evidence and Insights team.

We have a lot of structure...There is us Start Well. Then we have people like X who sit further up and is the powerhouse of change. She sits with all these people. She isn't on the Board but is always in Wellington in people's ears spreading the learnings from this. We feed up to the Board and the intervention leads there. We are trying to change structures. (Start Well)

Whānau interviewed had a positive service experience

Whānau feel more supported

All whānau commented on their positive experiences and level of support received when working with Start Well. They felt listened to and heard. Whānau also spoke about how the Start Well nurse and social worker would spend time with them. Start Well staff brought kai and other things the whānau needed. Then the staff would talk and explain what whānau wanted to know.

They probably have a time limit for each job they do, but they have got all the time in the world to explain everything and that is something. They have got the time to explain anything that you want to know. If you need help with housing and stuff, they can sit there and explain it word-for-word. The other social worker, I was like 'I need help with this', and she was like – 'okay, I will check and have a look and then I will get back to you'. (Whānau)

Having someone reliable to turn to was important when whānau felt there was no hope.

Personally, I feel that was a big stress off my shoulder having someone there and to just guide me and to just you know especially at times where I feel like there's no hope like there's no way out of my situation. So I think it's really good, I feel that it's really good. (Whānau)

Wider whānau appreciated that Start Well staff supported them too

A family member who attended the whānau interview explained how the Start Well nurse had helped her out when she moved to her flat. She had met the nurse while visiting the whānau. She was surprised the nurse took an interest, and offered her support with her housing.

I needed a bed, blankets, dining table. And now that I have met [social worker] my living now is good; I have a new single bed. [She] bought food, gave blankets, she kept me from being cold, gave me a bed to sleep on and food to eat. I think [social worker] made life a lot easier. Fantastic. (Whānau)

Whānau appreciated Start Well staff's commitment to stay until issues were resolved regardless of issue or the time

A young mum who had been homeless, spoke of the intensive support she had received. Her social worker would stay with her right up until she was in a safe place. Often this meant that the social worker was working outside of the regular 9–5 hours. For the Start Well team 'nothing is off the table' when it comes to supporting whānau.

Cause I have been moving around, and [Start Well staff] is by my side. I have moved around to so many houses in the last few months. And there were times I had nowhere to sleep. And there were times when [Start Well staff] wouldn't go home until I had somewhere to sleep like a motel or at least something. At least there's a roof over my head, if I had no food, they'd get me and my son some food. (Whānau)

Whānau are better informed about their entitlements and how to access them

Whānau said that they were better informed about navigating services and more confident about what to say and ask. They had learnt these skills through the support they received from Start Well. Whānau often made comparisons with other services they had used.

With other services I felt pressured. With Start Well I felt supported, not pressured. I felt supported, compared to other services... With other physicians, they would tell me what to do. Where with X and Y, they support what I want to do. Like, I make the decisions, and they just support me. (Whānau)

Whānau interviewed identified positive outcomes from their engagement with Start Well

Whānau learnt new skills and gained confidence

Whānau often needed coaching on how to communicate with agencies. Sometimes they were shy or reluctant to talk or they were not sure what to say or how to ask for what they needed. One of the social workers explained how she would role model with her client:

The oldest one is turning 22 and when I started working with her, she was 19. She never went to WINZ by herself. She didn't know how to talk. I would always encourage her to talk, talk, talk...In the beginning I did role modelling. This is how you talk to WINZ. This is how you talk to your landlord. This is how you would speak to the doctor if you were making an appointment...This is how you do things. (Start Well)

Mothers talked about positive transformative change including having a home, health checks, confidence to ask for help and support to realise future aspirations

One mother spoke about where she was before and where she was now following support from Start Well.

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

A mother who was keen to return to work identified the help she had received to access safe housing.

I think they've helped me way more than anybody else. Like, just like when I went into emergency housing, [Start Well staff] was the one that took me. [Start Well staff] was the one that sat at WINZ with me. [Start Well staff] was the one that helped me go out and look for all the motels and all of that, you know. She was the one that took me to the Salvation Army and all of that to their boarding homes, you know, that's a big help, and I'm so grateful. I'm so grateful. (Whānau)

A young mother talked about her aspiration of wanting to be a nurse. She was inspired by her Start Well nurse who encouraged her to pursue this ambition. At the time of the interview, Start Well had organised and were preparing her to get her driver licence:

Being a young mum, you think that I can't do anything else. They have been helping me and giving me options on what to do. [Start Well staff] has come from nursing and that is something that I have always wanted to do. She pushed me to doing nursing and they have told me that they will help me enrol. So yeah, they have done a lot for me and they have just helped out the whole family. It's cool because when we were introduced to them, they said that they could work with my whole family and they have. (Whānau)

Whānau moved towards independence and self-determination

As whānau grow with intensive support, they are enabled. Whānau have been supported to grow and make decisions about their families' wellbeing. Start Well staff journey with whānau, doing what is necessary for them to feel empowered to do things on their own, and the door is always open for whānau to return should they need to.

Any need we will journey with them, from hard to easy... We understand the trauma... We step forward to make it easier for them to also step forward and pick up the phone to call the doctor. We would go 'what's the block for you' and work on that, then 'what would make this sustainable for you when we're not here, how would you get to a doctor?' ... It just keeps on going until we know nothing could block her from that. (Start Well)

For the whānau to have all the knowledge and education that they can cope with, to be able to make the decisions for themselves, about where to next, and the strength to do that, but also knowing that you can check back in at any time and say, I've come unstuck you know. (Governance Board)

System outcomes: Regional and national system changes

Through the five focus areas, the SASWB has enabled and facilitated a number of system policy and practice changes to government agencies' core business to potentially increase the positive outcomes for a wider group of whānau. For SASWB, the concept of scale is not about rolling out a new programme or service to a wider population. Scale for the SASWB is effecting change to government agencies' policies or practices to create wider benefits for whānau with complex needs.

The evaluation found evidence SASWB was seeking to or had influenced change to government agencies core business at local and at times national level. Below are the examples of system changes emerging from the focus areas.

The housing support focus area has enabled a number of changes to Housing NZ's core business

Māngere has a very high concentrated area of public housing. Housing NZ looked at households with 0–5-year-olds where tenancies were failing, and identified interventions to retain the tenancy and to create healthy homes. Initially, 25 households were referred and then another 25 tenancies were added.

Tenancy managers put forward tenants where they could see things were not going well for whānau (e.g. indications of a displaced environment, visible rubbish, the home was damaged and in need of repairs, children were disengaged or appeared unhealthy). The Housing Support team included a health-led manager and a public health nurse. The public health nurse built rapport with whānau, and worked with them to put agreed interventions in place.

The nurse also looked at what services whānau might need. Untreated health issues, mental health and trauma were identified as key areas of need.

The entry point to get into the housing programme was they simply had to be in arrears. That's an easy fix, you ring up MSD, pay the arrears, done. But what is the original problem that keeps getting them into arrears? You look at the history, what was the cyclic pattern? You can send people to budgeting but if your pay check is only \$100 but your bills are \$150 you're never going to get on top of things. . . There were a whole lot of other issues that was the trauma point that wasn't actually getting addressed. (Governance Board)

The Housing Support team developed a plan with whānau which included organisations coming to their home to identify their needs and the reasons for service delivery breakdown. These visits could take between three to four hours. By introducing a health component to their core business Housing NZ were able to help whānau to identify the root causes.

Housing NZ took what they had learnt from the housing support initiative in Māngere to a new initiative in Redhill, Papakura. This initiative has been running for 18 months and involves 480 households. They had learnt from Māngere that health is a crucial issue. They had also learnt it takes time to build trust and they need to have relationships with the right people in the community. Papakura Marae has a medical centre and social support services. The marae has a long history in this community and is credible and trusted.

Housing NZ formed a partnership with Papakura Marae and the marae dedicated one of their social workers to them. Where there were concerns, whānau were introduced to the social worker who would engage to find out the issues and set up a plan to resolve them.

By working with local schools, Housing NZ also learnt how to build trust with the parents. When whānau were without income the social worker would visit them and say, 'Let's get this sorted.' They would take whānau into MSD and help them through the process. People began to view Housing NZ in a different light, one of working with whānau and doing whatever needed to be done to help them. All this was made possible because of their SASWB learnings and then the Housing NZ partnership with Papakura Marae:

Papakura Marae, I can't say enough for them...No extra funding, no nothing. They just want to do the right thing in there, and they are right in the heart of Redhill. They just wanted to do the right thing for their families there. (Government agency)

Housing NZ has changed their recruitment criteria for tenancy managers to include social support skills and relationship competencies.

The SASWB is informing the WCTO review about their new way of working

WCTO is a free service provided by the Ministry of Health for all New Zealand children from birth to 5 years. The Ministry of Health is currently reviewing and seeking to improve the WCTO Programme to achieve equity for tamariki Māori and their whānau, recognising the Crown's responsibilities under Te Tiriti o Waitangi.

The SASWB have been engaging with the Ministry of Health to share their learnings from Start Well's new way of working. The Ministry of Health are currently considering how insights from Start Well feed into the review and what changes might result from that.

A new CM Health protocol to enable Start Well mothers to access respite care without a mental health diagnosis

CM Health currently funds a house for respite care for mothers who are under the care of maternal mental health services. Start Well wanted their mothers to be able to access the respite house directly when experiencing emotional/psychological distress. Normally, the mothers coming into respite care would need to be under the care of secondary maternal mental health services and have a mental health diagnosis. However, the Start Well mothers would be accessing the respite facility via a nurse or social worker without first needing to go through maternal mental health services or requiring a mental health diagnosis.

Initial concerns were raised about capacity and process if access to the respite house was extended to a wider group of clients. Working together, CM Health, SASWB, Start Well and the facility were able to agree a process and protocol to enable Start Well mothers to access respite directly. An analysis of bed night occupancy was also conducted which helped allay concerns around capacity. Four Start Well mothers have been through the respite house and have created their own support network.

CM Health are looking at expanding access to respite care in the house out to more mothers via their GPs and midwives. The policy change will offer benefit to a wider range of mothers and their whānau.

All it took was the right people talking to each other. CM Health have changed their policy. All of a sudden, our mums can access the houses. It was amazing. What it means was the Police weren't involved, they didn't have to get admitted into hospital. Look at all that saving. They could actually stay with their pepe. (Governance Board)

MSD is reviewing access to benefits for at-risk young people

Young at-risk and high needs individuals require high-level assistance. Start Well staff cite situations where government policies create barriers for young people who are on their own. They may have left home because the environment is unsafe. As they are under 16 years, they are unable to access a benefit. SASWB is discussing this policy with MSD.

Young girls who aren't old enough for the official benefit...they rely on their parents or caregiver. These people aren't often safe so they are on the streets with nothing. So for me that is a gap, a 13-year-old child should not have to be dependent on someone who is not going to keep her safe. She should still have her own rights on herself. We can achieve that for her no matter what her circumstance is. So if we say she doesn't have someone to keep her safe, it's saying, how do we get past that obstacle for her. Or else she is vulnerable. (Start Well)

A new way of working to prevent family harm and violence over Christmas

Whāngaia Ngā Pā Harakeke seeks to prevent and reduce family harm and violence. Historically, police call outs for family harm spike over the Christmas and New Year period. This spike coincides with a time when government agencies have reduced staffing levels and NGOs shut down. In 2018, a new approach was introduced to proactively address the increasing volume and risk of family harm over this period.

Core agencies identified whānau who were at-risk of family harm incidents occurring over the holiday period due to wider stressors at that time. NZ Police, the Department of Corrections, MSD and Oranga Tamariki worked together to visit whānau pre-Christmas and delivered a food parcel, which was warmly received. In addition, MSD was able to provide additional financial support, if required.

During the Christmas period, a multi-disciplinary cross-agency team made up of the Department of Corrections, MSD, Oranga Tamariki, CM Health, Children's Team, ACC and NGOs co-located at the police station and worked collectively to identify and provide the appropriate support for whānau. Support included relevant agencies undertaking joint visits with the Police Family Intervention Teams, where relevant, to alleviate immediate whānau stress and the risk of further harm.

To then start talking to people, saying 'look how can we support you to stay safe over Christmas? What sorts of the things might cause you to become really stressed? What are some of the strategies we can help you with to make sure that you don't end up being locked up by Police, because you've gotten angry?' It was a really good way of getting into those high-needs families, at a time when stress was starting to build, to try and give them some tools to think differently...In the Christmas week, when the matters came over the SAM table. The SAM would look, what are opportunities here for co-deployment. We might say we need a mental health worker to go out with Police. Basically, it was what is it that would make the biggest difference to that whānau today, where they don't have to wait for 3 weeks before their social workers comes back, before they get the support that they need, so how do we put them in a safe space, until business-as-usual resumes. (Government agency)

Evaluative assessments on implementation to date

This section presents the evaluative assessments on the SASWB's implementation to date and emerging outcomes. The evaluative assessments are focused on answering the key evaluative questions for the implementation evaluation, and summarise the qualitative evidence against the emerging outcome questions.

SASWB's role has evolved since its original inception in 2016

In 2016, the original Cabinet intent was for the SASWB to use data analytics to make investment decisions on services and interventions for whānau with complex needs with a view to becoming an investment board for South Auckland. The purpose of the SASWB has morphed from this original purpose, reflecting changing local needs and national priorities.

Since 2016, the SASWB's purpose is to facilitate and build capability of government agencies in South Auckland to work collectively to address complex whānau needs. Through this process, SASWB is trialling new whānau-centred ways of working with the end-goal of creating system change which will benefit other whānau with complex needs in South Auckland and in other areas.

How well was the PBI model implemented to enable collaboration and influence collective action?

Based on the rubric findings and qualitative feedback, we assess SASWB as highly developed at enabling collaboration and collective action across the 13 government agencies involved. We acknowledge variation exists in the extent of collaboration across government agencies, reflecting both agency and personal preferences. As SASWB noted, maintaining collaboration and collective action requires significant ongoing investment of time and resources, given the tension of vertical accountabilities within agencies.

Having the SASWB has created the capacity for the 13 government agencies (both senior managers and operation staff) to shift from talking about collaboration to taking collective action across the focus areas. The process is building government agency capability in this area, resulting in collective action occurring outside of the SASWB. Working collaboratively has worked best for government agencies with local and regional delegated authority.

We cannot assess whether the government agencies could have achieved this level of collaboration without SASWB. However, we believe the current level of collaboration is unlikely to have occurred without SASWB. Our belief is based on the well-documented challenges and adverse impacts of central government initiatives working in silos in South Auckland.

How valuable is the PBI model in creating new ways of working to achieved shared goals?

SASWB has focused on whānau with complex needs and in particular those with children aged 0–5 years to enable more positive life course outcomes for their children. Whānau engaged through the focus areas are those who were disengaged or unable to engage with social sector services.

Over time, the new whānau-centred way of working has enabled services to rebuild relationships and trust. Whānau interviewed for the Start Well case study greatly appreciated cross-agency engagement focused on their holistic needs. Whānau valued that agencies were able to support them and address the issue causing them the most significant distress at that time (and not the issue the agency deemed important based on their policy or practice setting). Staying connected and the collaborative approach of walking alongside are building whānau capability and knowledge, with potential for shifting life courses.

Evidence and insights are central to the SASWB's success. The use of evidence has defined the areas of focus of the SASWB and enabled them to garner cross-agency support for collective action. Evidence and insights have been used to refine the way of working with whānau, and to take learnings from whānau engagement to identify system barriers. Scaling in the context of SASWB is focused on improving core business and changing the system by creating more whānau-centred policies and practice.

The SASWB is valued by all SASWB members and government agencies interviewed in Wellington. No one interviewed questioned the purpose or value of the SASWB, although areas for strengthening SASWB were identified.

Many see the value of SASWB in creating the evidence-base of how the current social service system is failing to meet the needs of whānau with multiple complex needs. The SASWB offers the environment to create a cross-agency collaboration and to test new whānau-centred ways of working. For many the gold in the approach is identifying the barriers in the system for whānau with complex needs and actively seeking to remove them. Being a government-agency centred and Cabinet-mandated PBI led by an independent chair offers the SASWB influence and a range of levers to change the social service system.

We suspect the value of the PBI in being able to inform wider policy change for greater benefit is not well understood. However, SASWB being linked to the Joint Venture for Family Violence and Sexual Violence indicates connection to Wellington-based collective initiatives may be changing.

How well does the PBI model contribute to social sector system change to enable positive outcomes for whānau with complex needs?

The SASWB does create positive short to mid-term outcomes for whānau with complex needs and is delivering system change.

Qualitative feedback from whānau demonstrates strong support for the whānau-centred way of working. The approach is offering short-term positive gains for whānau and creating new pathways for their future. Whether the way of working, for example in Start Well, will create life course benefits for babies and children is unknown at this stage.

SASWB is influencing system change with government agencies, cross-agency, and is currently seeking to influence a range of national level policies, including contribution to the WCTO review.

Future directions and improvements

Engagement with Māori and Mana Whenua

The SASWB is in the process of engaging with Mana Whenua to understand how they wish to be involved. SASWB are also working with Māori advisors of government agencies to better enable Māori engagement at multiple levels as part of the SASWB system change approach. Currently, we do not know whether existing engagement strategies are effective. The Board has Mana Whenua engagement and working with Māori as one of its key considerations.

Engagement with Pacific peoples

Continued engagement with Pacific peoples is also important.

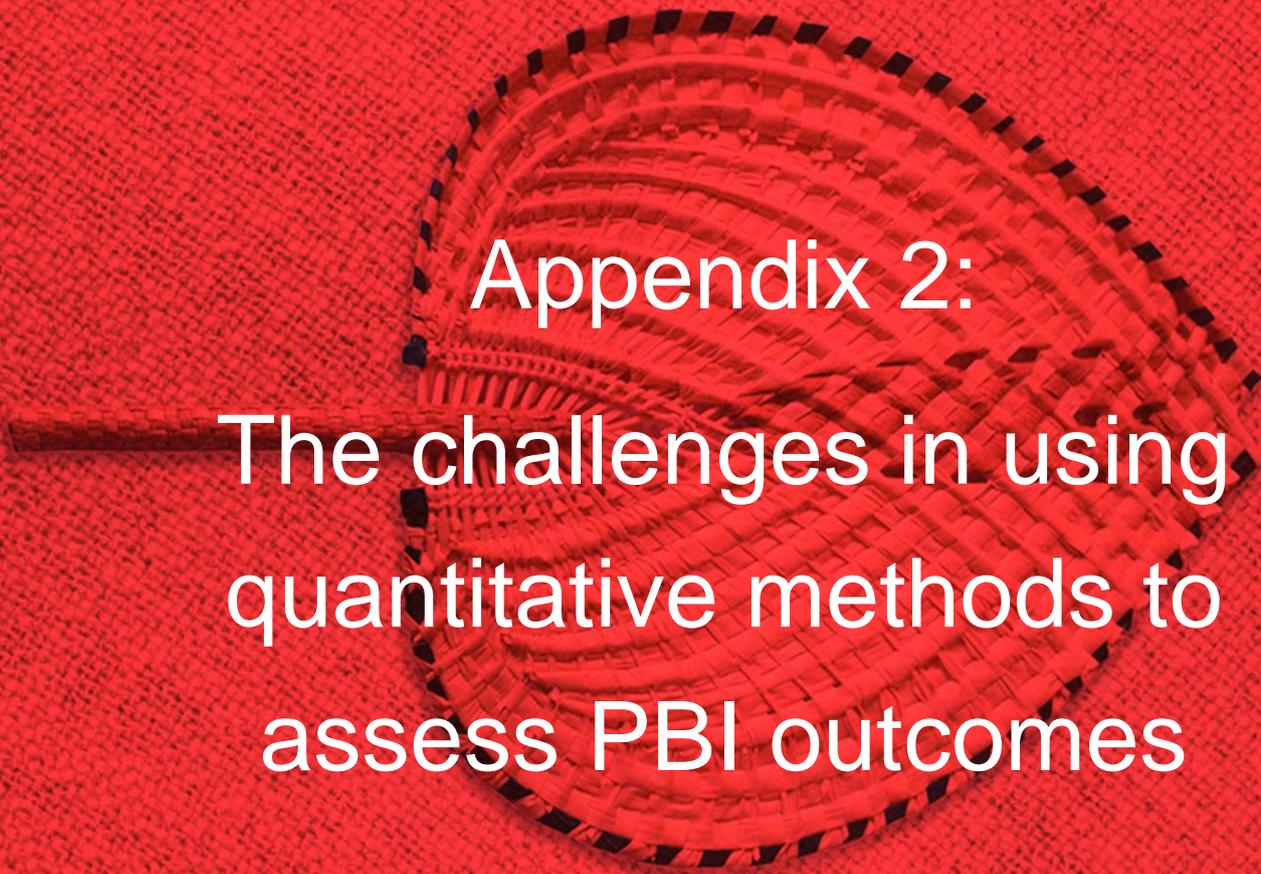
Enhancing sustainability

Some interviewees considered there were two factors for consideration when thinking about sustainability: funding and contracting models to enable collective action, and embedding system change. The commitment of agencies to ongoing work to embed the test and learn approach and act on the resulting system change opportunities will be key to sustained system change.

Workforce development

South Auckland has large Māori and Pacific populations, many of whom have complex and multiple needs. For-Māori-by-Māori services have long been a kaupapa and includes Māori having the right to realise their own solutions. The SASWB is giving consideration to ways in which it can improve its cultural capability and better reflect the diversity of its population. SASWB is developing this approach collaboratively with Māori providers.

While the solutions are still to be defined at this stage, they may require providing staff with further cultural competency training, and employment of more Māori and Pacific staff who are the right fit. Māori and Pacific staff need to be well supported with internal and external support. Opportunities exist for SASWB to learn from other PBIs, government agencies and NGOs about approaches that have improved responsiveness to Māori and Pacific people in the South Auckland context.

A woven fan with a wooden handle, set against a red background. The fan is made of light-colored material, possibly bamboo or paper, with a dark border. The handle is made of wood and is attached to the center of the fan. The fan is positioned in the lower half of the image, with the text overlaid on it.

Appendix 2:

The challenges in using
quantitative methods to
assess PBI outcomes

Appendix 2: Quantitative approaches reviewed to measure the impact of PBIs on whānau wellbeing outcomes

This section demonstrates the challenges and options considered in seeking to quantify the PBIs' impact on whānau wellbeing outcomes.

Quantifying the 'total' impact of PBIs on whānau outcomes is not feasible

PBIs are not a classic intervention

PBIs are challenging to evaluate due to their dynamic, multi-tiered approaches, the diversity of initiatives, and the range of influencing factors (Crimeen et al., 2017).

Manaaki Tairāwhiti and SASWB are not programmes or pilots. The PBIs are dynamic and adaptive. Manaaki Tairāwhiti and SASWB have local autonomy to respond to the complex and intergenerational needs of whānau within their local area. The PBIs are whānau-centred and use test and learn approaches, across a range of small-scale initiatives, to holistically address whānau-defined need.

Both PBIs use system change to influence improvements to whānau outcomes, both locally and nationally. System change occurs through several mechanisms through service providers working in new collaborative ways with whānau in the local and regional area and influencing change to national rules and regulations to accommodate new ways of working. Manaaki Tairāwhiti also builds government agencies' system improvement capability to effect local and national system changes to improve whānau outcomes.

To assess PBIs' total impact, we considered the contribution of system change on whānau outcomes beyond the local area

Within Manaaki Tairāwhiti and SASWB, the complexity of an impact evaluation is heightened by the system change mechanism. For example, measuring the change in the outcomes for whānau engaged across the initiatives and summing to a 'total PBI impact' only assesses part of the total impact on whānau outcome. Ideally, the assessment of total PBI impact needs to also take into account regional and national system change and the wider impact on whānau outside of the PBI area.

We could not assess the impact of the PBIs on whānau living out of the local area effected by PBI-initiated system change

Demonstrating Manaaki Tairāwhiti and SASWB's contribution to system improvement and change is important in determining the level of potential reach and impact on whānau with complex needs outside of the local area. Confirming this wider contribution to system change reinforces the value of these types of PBIs in strengthening the social sector system.

To assess contribution to wider system change, we can use tools, such as process mapping to understand the flow of local and national level decision-making to sustainable policy and practice changes, and their impact on a wider group of whānau. However, within the scope and timeframe of this evaluation, we could not quantitatively measure the changes in outcomes for whānau out of the local area.

We focused on investigating options to quantify the impact of the PBIs' initiatives on whānau outcomes in their local area

Recognising these challenges, significant work was undertaken with the PBIs and SIA to investigate potential options to quantify the impact of the PBIs' initiatives¹⁷ on whānau outcomes.

Quantifying PBIs' impact on whānau wellbeing outcomes is also not feasible at this point

Impact evaluations assessing whānau outcomes start with a conceptual framework

A conceptual framework helps to organise the possibilities for a quantitative impact evaluation and to clarify underlying assumptions. In seeking to quantify the impact of an initiative on whānau outcomes, we want to uncover whether people with similar characteristics would be better (or worse) off. To do this, we first need to:

- define the population of interest for the initiative
- identify needs being addressed
- obtain appropriate comparison group for the initiative
- test if contact with the initiative makes any difference to indicators of success

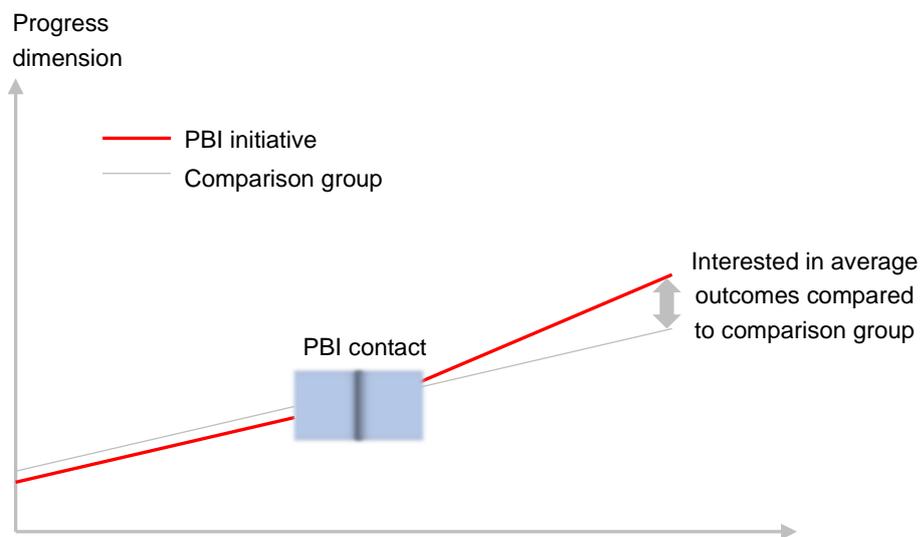
¹⁷ We have used the word 'initiative' reflecting the flexible nature of the PBI engagement with whānau and to distinguish from the more tightly prescribed language of programmes, pilots, and interventions. Examples of PBI initiatives include 50 Families and Start Well.

- consider how these indicators correlate with wellbeing
- assess what this might mean for whānau wellbeing.

Once we have defined the population of interest, we want to know whether whānau who engage with an initiative do better than others that have no contact.

Figure 8 demonstrates a theoretical example of how we might track individuals before and after they have contact with a PBI initiative with a comparison group.

Figure 8: A conceptual framework on assessing the impact of PBIs’ initiative on whānau outcomes using a comparison group



PBI initiatives do not adhere to this conceptual framework for a range of technical reasons

PBI initiatives vary. We recognise this variance is a strength reflecting their dynamic and adaptive nature to work with whānau with complex, intergenerational needs. However, PBI initiatives have features that create technical challenges to measure the quantitative impact on whānau outcomes using our proposed conceptual framework.

We detail below the PBI initiative features and the associated technical challenges in measuring the impact of PBIs’ initiatives. Based on the technical challenges, conventional quantitative methods do not credibly answer the critical question of the impact of PBIs’ initiatives on whānau outcomes.

PBI initiatives tend to be whānau-focused, not individual-focused (and whānau extends beyond the household)

Our unit of analysis is whānau, not individuals. The conceptual framework (Figure 8) works on the basis that the unit of analysis links an individual to a comparable individual. We acknowledge work is being done on linking households. However, PBIs' whānau-focused approach includes family living outside of the household. Individual-level data also misses iwi, hapū, whānau and Pasifika perspectives.

We appreciate the argument that if whānau wellbeing improves, individual wellbeing also improves. Thus, we may expect to see changes at the individual level even though the intervention operates at the whānau level.

PBI initiatives tend to use whānau-centred approaches when working with whānau to address whānau-defined need

The PBI initiatives are holistic, adaptive and dynamic to meet the changing needs of whānau. PBI initiatives do not deliver a tightly defined service to address prescribed wellbeing outcomes or success criteria. Services and support offered to whānau within the PBI initiative therefore vary and the intensity of support also varies to match whānau need. This variation has a number of technical implications.

The conceptual framework (Figure 8) assumes comparable start and end points of contact across individuals. As this is not the case, any quantitative impact evaluation needs to account for these different starting points and different external factors. This makes comparison across the groups difficult.

No one definition of wellbeing exists, as wellbeing is whānau-defined at that point of time and location. Wellbeing is multifaceted, encompassing cultural elements (e.g. the four taha of Te Whare Tapa Whā of Māori health (Durie, 1985)). Data to measure these holistically whānau-defined wellbeing outcomes is not available (e.g. taha wairua/spiritual health).

Available administrative data often provides poor proxies for wellbeing, typically offering data on events expected to impact negatively on wellbeing and offering fewer data points on positive events. Available administrative data is also lacking on wellbeing outcomes for babies and children. Survey measures may provide better metrics.¹⁸ However, the sub-sample size of these surveys in PBIs' local areas are small and are unlikely to contain whānau engagement through PBIs' initiatives.¹⁹ As a result, using existing administrative or

¹⁸ For example, the indicators that support the Government's Child and Youth Wellbeing Strategy draw heavily on survey measures: <https://childyouthwellbeing.govt.nz/measuring-success/indicators>.

¹⁹ Statistics New Zealand's General Social Survey offers few data points and is not targeted at children.

survey data to measure the PBIs' initiatives would mean we are assessing against the wrong criteria.

PBI initiatives are inclusive to whānau

PBI initiatives tend not to impose strict eligibility criteria, recognising whānau with complex needs can struggle to access services or their entitlements. This means that identifying a credible comparison group is not feasible without very strong assumptions about whānau characteristics. These assumptions undermine the quantitative impact assessment across the comparison group.

We assessed three quantitative evaluation approaches to measure the impact of PBI initiatives

Being cognisant of these challenges, we continued to push forward to explore whether quantitative evaluation approaches could accommodate them, while assessing impact. We worked closely with Manaaki Tairāwhiti and SASWB through this investigative process to test our thinking and assumptions.

We assessed three quantitative evaluation methods as approaches seeking to deliver findings similar to those demonstrated in Figure 8. The three quantitative evaluation methods are randomised control trials (RCTs), matching methods and Bayesian approaches. For reasons explained below none offered an impact evaluation approach that sufficiently addressed the technical issues discussed above.

RCTs are ethically and technically inappropriate for assessing the impact of the PBIs on whānau outcomes

RCTs can be cited as the gold standard in a hierarchy of impact evaluation approaches. RCTs randomly assign people to 'treatment' and 'control' groups to allow for attribution of outcome differences between the groups (Hariton and Locascio, 2018). In principle, this helps to estimate the impact of an initiative and clarify causality. However, RCTs are often not feasible (e.g. because of cost or ethics; Crimeen et al., 2017). RCTs are also criticised as being more limited in their practical value relative to other methods than many realise (Cartwright, 2010).

The PBIs' initiatives were not set up as RCTs. The fundamental principles and values of Manaaki Tairāwhiti and SASWB are incongruent with this method. As Bandiera et al. (2011) note, organisations will tend not to accommodate evaluation they believe could be detrimental to their programme or population group. RCTs are not appropriate for PBI initiatives due to PBIs' scale and dynamic test and learn nature, their inclusive selection process, and whānau-defined outcomes.

Matching methods are limited as we cannot match PBI whānau cohorts to a comparison group

Having discounted RCTs, we then assessed the value of a matching methods approach to quantitatively measure the impact of PBI initiatives on whānau outcomes. However, the dynamic and flexible nature of the PBIs again created technical issues for using this approach.

Matching methods seeks to compare PBI whānau with a comparable group

Matching methods compares the ‘treated’ unit (i.e. PBI initiative whānau group) against a comparison unit when the treatment (i.e. PBI initiatives’ support and services) is not randomly assigned in a RCT. Matching requires finding for every treated unit one or more comparison units with the same or at least similar characteristics against which the impact of an initiative can be assessed. For each PBI initiative, that means finding comparison groups with similar characteristics that can facilitate like-for-like comparisons.

We worked through the possibility of using matching methods with PBI initiatives

In Manaaki Tairāwhiti, we assessed the empirical data for whānau supported through 50 Families (approximately 120 families). The data is based on whānau-defined needs and contains notes on the action agreed between the navigator and whānau.

In SASWB, three initiatives were seen as offering potential for using a matching methods approach to assess the impact on whānau outcomes:

- Start Well is an intensive home-visiting programme for young mothers offering support from pregnancy to when their child is aged five. Around 30 young mothers under 20 years of age and their wider whānau living in Māngere receive Start Well.
- Housing Support works with 49 families to stabilise their housing tenancy and enable access to early childhood education, healthcare, and community support.
- Whāngaia Ngā Pā Harakeke offers a whole-of-system approach to reduce repeat exposure of children to family harm and violence. Whāngaia Ngā Pā Harakeke works with children aged 0–5 years with two or more risk factors (approximately 1,480 children).

We found the design features of the PBI initiatives made creating defensible comparison groups and impact assessment difficult

Our analysis reinforced the known challenges of seeking to measure the impact of the PBI initiatives on whānau outcomes, specifically:

- **Each treated unit presents complex requirements to obtain suitable comparison groups.** PBIs’ use of broad inclusion criteria makes defining a comparison group difficult.

For example, Manaaki Tairāwhiti deliberately has no eligibility criteria for whānau to gain support through 50 Families. This strategy reflects that many whānau are known to miss out due to access criteria applied by government agencies.

- **Unobserved characteristics may bias the comparison** between whānau in PBI initiatives and in the comparison groups. For example, in PBI initiatives frontline staff work with whānau with complex intergenerational needs. The complexity of whānau need may only become fully known over time as trusting relationships are established (e.g. needs relating to mental health, addiction or family harm).
- **The small sample size means impact estimates between the PBI whānau and the comparison group will have wide confidence intervals.** For example, SASWB Housing Support works with 49 families. PBI initiatives are a test and learn space so target populations are intended to be small.
- **A lack of meaningful data for children to create a defensible comparison group.** Young children tend to have very few administrative records so characteristics to compare with are limited.

We considered difference-in-differences estimators to estimate impacts

There are several different methods we could use to find comparison groups for the PBI interventions. Difference-in-difference estimators can be useful when control and comparison groups have different characteristics but the difference between the pre- and post-intervention characteristics of each group is stable over time. This approach could be useful in our context since finding good comparison groups for the PBI initiative is likely to be challenging.²⁰

So we thought about setting up a difference-in-difference estimator to compare outcomes for each whānau member (individuals) in the PBI initiative to a comparison group. The comparison group would be established by matching individuals in the PBI initiative to similar people in other locations outside the PBI initiative area.

Our difference-in-difference estimator would look close to the following panel regression (equation 1):

$$y_{ijt} = \alpha_{s(ij)} + (\lambda + \epsilon_{j,t})t_j + I\delta + \epsilon_{ijt}$$

where y_{ijt} shows outcomes for the dependent variable y_j , where j is an index that runs across several outcome variables likely to be associated with better outcomes, the subscript

²⁰ We rule out using propensity score matching since the characteristics that predict intervention include motivation and complex unmet needs such as those associated with drug addiction. These characteristics are unlikely to have the easily measured data counterparts required to predict intervention satisfactorily. King and Nielsen (2019) present a strong case for not using propensity score matching in social sciences and broader applications.

i denotes a particular individual and t denotes time. The first term in the regression is an indicator variable that takes a 0 or 1, which indicates whether the individual is in the control or the test group.

The second term λt_j allows for movement over time in the dependant variable j . We also add an error term ϵ_t that can vary the impact of the trends in variable j over time. This allows for some modest variation that could be due to imperfect controls that might otherwise impact on our parameter estimates.

However, we could not agree useful comparison groups and several other challenges to the evaluation remain.

Within PBIs' initiatives, positive whānau outcomes are not prescribed because success is defined by whānau

Whānau engaged with the PBIs face multiple complex and inter-related stressors (e.g. physical health, mental health and spiritual issues, housing, financial, employment, family harm). PBI initiatives work with whānau to identify their most significant stressor and work together to reduce it.

Using a matching methods approach to quantitatively measure the impact of PBI initiatives assumes we are assessing against a cohesive and predefined set of agreed whānau outcomes.

We explored the use of surrogate outcome measures

We explored the use of surrogate outcome measures within the administrative IDI datasets to assess the impact of whānau outcomes. Our analysis demonstrated the use of surrogate outcome measures would lead to inaccurate impact assessments. We looked at using the following surrogate measures within the IDI:

- labour market data, including income data
- housing affordability
- regular school attendance
- avoidable hospitalisations
- other health data—including B4 school checks and mental health and addiction data
- data on benefits including ACC injury claims
- social services data
- justice data.

This assessment reinforced that using these surrogate indicators would result in making inaccurate impact assessments on whānau success in this complex and dynamic space. For example, increases in police callouts can show increases in criminal activity. On the other hand, increases in callouts can show belief in the police and the justice system to take

action. For some, benefit use can show a reduction in labour market connection. For others, using available benefits can show motivation to maximise resources to make positive change for whānau.

The use of surrogate outcome measures would also overlook important cultural elements of success for Māori and Pasifika.

We also explored other options on whether we could minimise the risk of error and misinterpretation of impact

While aware of the underlying limitations of this approach, we continued to explore how to minimise error and misinterpretation. We explored an alternative approach to explicitly introduce error terms to capture beliefs about the gap between the wellbeing concept and the indicator data we could use to track the concept, that is (equation 2):

$$\textit{concept} = \textit{data} + \textit{error}$$

This approach is common in the macroeconomic literature that acknowledges the gap between theoretical models and the data available practically to match data to theory empirically (An and Schorfheide, 2007):

We also explored other approaches that acknowledge indicators are surrogates and how we could go about making defensive inference about wellbeing, for example:

- using principal components to synthesise common trends across indicators likely to map to wellbeing
- exploring different weighting schemes across surrogate indicators
- using expert opinion to weight indicators.

Ultimately, we did not pursue these options due to the other challenges relating to the matching methods approach, and the need to make strong assumptions to implement.

We concluded the matching methods approach was not feasible

Working through the possible application of this method to PBIs' initiatives led us to conclude a matching methods approach was not feasible for measuring impact on whānau outcomes. This conclusion reflects the assumptions needed across: establishing PBI initiative vs comparison groups, measures of success that need to reflect whānau voice, and the dissonance between desired data measures and available administration measures.

Bayesian approaches showed promise but we could not accommodate the complexity of PBI initiatives

We tested if increasingly pervasive Bayesian methods could help

We investigated whether Bayesian approaches would overcome the known challenges of measuring the impact of PBI initiatives on whānau outcomes.

Bayesian approaches have a long history within medicine and social sciences (Alkema et al., 2011; Gelman et al., 2004). Early literature also points to the usefulness of Bayesian approaches in the social sciences (Alemi, 1987; Wang et al., 1977; Gill, 2008) and in evaluation (Berk et al., 1992; Kuiper et al., 2013; Finucane et al., 2018).

Bayesian approaches combine data and other information to determine impact

Bayesian approaches can be used to formally combine information from other sources with data from a defined set of data. For example, we could combine information from the success of PBI initiatives in other countries; expert opinion including qualitative whānau, hapū, iwi, and Pasifika feedback; or stakeholder surveys with formal statistical tests.

Bayesian approaches incorporate uncertainty across outcomes and are not subject to the criticisms of classical approaches (Feinberg, 2011; Manski, 2011) that rely on p values to assess significance.

Bayesian approaches may help to agree whānau outcome indicators

Bayesian approaches could synthesise the match between surrogate indicators of wellbeing and the concept of whānau wellbeing being used within the PBI initiative. At least in principle, we could use the error term in equation 2 on page 122 to determine the quality of the match between data and whānau wellbeing concept. Experts would place the bounds or weights on the error term—for example, small errors for indicators with good match to the whānau wellbeing concept (e.g. a self-report survey data on quality of life), while other measures (e.g. police callout data) would have large error terms reflecting a poor match to wellbeing.

Bayesian approaches could formally integrate Māori and Pasifika world views

Manaaki Tairāwhiti and SASWB focus on whānau with complex intergenerational needs in which Māori and Pasifika are overrepresented. Bayesian approaches could enable the use of Māori and Pasifika experts to make judgement on the construction of impact data and its interpretation. This approach would align with He awa whiria—braided rivers evaluation approach (Arago-Kemp & Hong, 2016), which acknowledges and respects the value of all knowledge streams (i.e. kaupapa Māori, Pasifika and Western science). But using a He awa

whiria—braided rivers evaluation within Bayesian approaches would be a novel, untested approach.

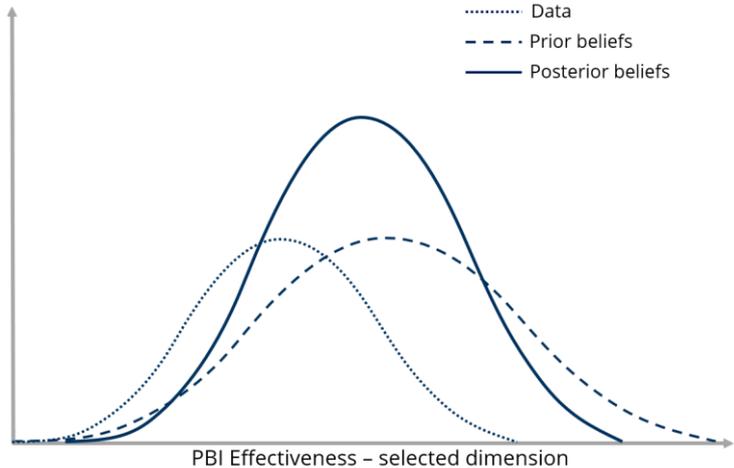
Combining quantitative data and qualitative insight could be powerful

Bayesian approaches could also combine quantitative evaluation results from data (e.g. the IDI) with expert beliefs about effectiveness, whānau outcomes and desired impacts—blending prior information (including qualitative information, expert opinion and information from other relevant studies) with quantitative data to make more meaningful evaluative assessments about the impact of PBI initiatives on whānau outcomes.

For example, prior information might incorporate the belief, based on qualitative information and expert judgement, that it is very unlikely the PBI initiatives do harm to whānau. In this example, the prior belief we bring to the data would put a very low weight, perhaps less than 1 per cent, on outcomes where the PBIs are causing harm. We would combine this prior belief with the data to obtain our expected belief (or, more formally, posterior distribution) about the impact of the PBI initiative on whānau outcome.

Figure 9 shows a stylised example. The long-dashed line shows the distribution of prior beliefs about effectiveness, while the short-dashed line shows the information contained in the data alone. We formally combined these two distributions to produce the posterior distribution that captures the overall belief about the impact of the PBI initiative.

Figure 9: Using Bayesian methods to blend data and beliefs



Bayesian approaches are promising but insufficient to progress quantifying impact

Bayesian approaches require making assumptions about a range of parameters, variables and beliefs about the PBIs’ initiatives, as discussed on page 116. These challenges mean strong assumptions are needed to make inferences about the impact of the PBIs’ initiatives on whānau outcomes. Bayesian methods merely establish a framework for bringing other information sources to bear on these challenges in a formal manner to reach an informed

consensus on impact. As a result, the decision was made to not progress with quantifying the impact of the PBIs' initiatives on whānau outcomes in their local areas.

We have identified three potential areas for further investigation

We have worked with the PBIs and SIA to identify three areas of follow-up evaluation activity.

Initial development of a success measurement framework for PBIs

We could develop a success measurement framework for this type of PBIs to make explicit the success criteria common across both PBIs and useful to the PBIs and central government.

Testing for effective collaborative action and system change

We could map and assess the PBIs' contribution to wider system change locally, regionally and nationally to understand their influence on sustainable policy and practice changes, and their potential impact on a wider group of whānau.

Extending knowledge by using descriptive IDI analysis

Descriptive analysis using the IDI may be useful for a range of purposes about PBIs, including potentially allowing an alternative lens to understand local needs that could help system improvement. This work might also allow central government to better differentiate local needs from needs in other regions.

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