



11 June 2018

[Redacted]

Dear [Redacted]

Official information request

Our ref: SSC2018/0075

I refer to your official information request received on 11 May for:

“all documents, reports, briefings and aides memoire regarding the South Auckland Place Based Initiative provided to the Minister of State Services and/or the Minister for Social Development since October 2017.”

Information being released

Please find the documents listed below which the State Services Commission (SSC) provided to Hon Chris Hipkins, Minister of State Services and Hon Carmel Sepuloni, Minister for Social Development which are in the scope of your request

Item	Date	Document Description	Decision
1	19 February 2018	SSC Aide Memoire: Place Based Initiative	Released in Part
2	19 March 2018	SSC Aide Memoire: Place Based Initiative	Released in Full

I have decided to release the relevant parts of the documents listed above, subject to information being withheld under the following sections of the OIA, as applicable:

- section 9(2)(a) – to protect the privacy of natural persons, including deceased people

In addition to the two aide memoires, SSC also provided following updates to the Minister of State Services via our weekly report. The relevant extracts are copied below.

MOSS Weekly report 17 November 2017 - South Auckland Social Investment Board

The South Auckland Social Investment Board (SASIB) is scheduled hold a strategic meeting on 1 December 2017. The Board will be reviewing achievements to date and looking to set the forward direction for an early intervention systems approach for young people in South Auckland. The Social Investment Authority met with the Hon Carmel Sepuloni last week. She has confirmed that the 100 day plan is the priority currently. The Cabinet paper seeking to draw down the next tranche of funding for SASIB and the other place based initiatives is unlikely to progress before February 2018. The Deputy Commissioner Auckland is a special advisor to the Independent Chairperson, Sandra Aloffivae. SSC is the administering body for the SASIB. The State Services Commissioner will be attending the Board meeting on 1 December 2017.

MOSS Weekly report 19 January 2018 - South Auckland Social Investment Board

In your capacity as Minister of State Services you have responsibility for the South Auckland Social Investment Board (SASIB) which is one of three "place based initiatives" (PBIs) introduced as part of the previous government's social investment approach. You are also responsible for the Northland PBI in your capacity as Minister of Education. The third PBI, in Tairāwhiti, is currently the responsibility of the Minister of Social Development. SSC, Education and MSD officials have been working with the Social Investment Agency to agree on options for governance and administration of the PBIs to be incorporated in advice to Ministers next month. Our preliminary view is that the SASIB is starting to deliver some real benefits in South Auckland and is worth retaining. The SASIB involves 10 government agencies and the Auckland Council and is demonstrating the value of greater information sharing and more integrated service delivery to our most vulnerable communities.

Officials are likely to recommend that, in the event Ministers decide to continue with the place based approach in some or all of the existing sites, it would make sense to consolidate governance under the auspices of a single Minister and agency, most likely the Social Investment Agency. One of the SSC's Chief Executive on Assignment is currently special advisor to the SASIB Chair. This arrangement could continue even if departmental responsibility were to shift from SSC to another agency.

If you wish to discuss this decision with us, please feel free to contact Ministerial.Services@ssc.govt.nz.

You have the right to seek an investigation and review by the Ombudsman of this decision. Information about how to make a complaint is available at www.ombudsman.parliament.nz or freephone 0800 802 602.

Please note that we intend to publish this letter (with your personal details removed) and the attached documents on the SSC website.

Yours sincerely



Lewis Holden
Deputy Commissioner
State Services Commission

AIDE-MÉMOIRE



Place-based initiatives

Date: 19 February 2018 **Security Level:** In confidence
For: Hon Chris Hipkins, Minister of State Services
Report No: SSC2018/83

Place-based initiatives

Purpose Meeting with Place Based Initiatives (PBI) Lead Agencies

Date of meeting Monday 19 February 2018, 5:00 pm

Proposal You and Minister Sepuloni are to meet the PBI Lead Agencies. They are the Ministry of Education (Kainga Ora, Northland), the Ministry of Social Development (Manaaki Takekōwhiri) and the State Services Commission (South Auckland). The Social Investment Agency (SIA) which manages the national support function for the PBIs will attend. Ministers Mahuta and Henare have also been invited.

A five-year contingency fund was approved for the PBIs and national support function in Budget 2014, with each PBI drawing down two years' funding to 30 June 2018. The PBIs were directed by Cabinet to report back in November 2017 on their progress and future objectives, and for approval to draw down contingency funding for 2018/19 and out years.

The report backs were delayed to avoid the 100-day plan period. The intention now is to submit a Cabinet paper(s) at the end of February at the same time Minister Sepuloni submits a paper on social investment ahead of commencing public engagement on both social investment and development of a Data Protection & Use Policy.

Proposals on the future of the PBIs, their governance arrangements and consolidating the four Cabinet papers into one were to be considered by the Social Investment Board this week, before meeting with you and Minister Sepuloni. The Social Investment Board meeting was cancelled so there is a question whether these matters should be considered at a future Social Investment Board meeting or the meeting with you and Minister Sepuloni scheduled for this week continues.

We understand Minister Sepuloni and the SIA intend to continue with the Thursday meeting. We have contributed to a briefing from the SIA to you and Minister Sepuloni on the issues for discussion at the meeting (attached). Briefly our views on the main issues in the briefing are:

- There should be one consolidated Cabinet report back, not four
- Ministers should refer matters related to future of PBIs to the Social Investment Board (SIB) for advice on whether they are consistent with the Government's direction and how they might proceed.
- Governance and administration for the PBIs should be consolidated – there are options for this, which the SIB could advise Ministers on.

Author: Greg Nicholls, System and Agency Performance

Responsible Manager: Lewis Holden, Deputy Commissioner Auckland

The Place-Based Initiatives

Date:	30 January 2018
Security level:	In confidence
To:	Hon Carmel Sepuloni, Minister for Social Development

Purpose

At 5:30pm on Thursday 1 February 2018 you are meeting with the three Place-Based Initiative (PBI) lead agencies and the Social Investment Agency to discuss the future of the three PBIs, prior to completion of a draft Cabinet paper(s) confirming their future objectives and funding. Ministers Hipkins and Henare are attending and Minister Mahuta is an apology.

The areas we are particularly keen to get your guidance on are:

1. The future of the three PBIs.
2. Future lead agency arrangements.
3. Future governance arrangements.

Recommendations

It is recommended you:

1. **Note** the three PBIs are required to report back to Cabinet in order to draw down contingency funding for 2018/19 and out years. Yes No
2. **Agree** that one Cabinet paper is submitted in place of the four originally planned. Yes No
3. **Provide** direction for the Cabinet paper, in particular on the key questions set out in this briefing. Yes No
4. **Agree** the Cabinet paper be submitted at the same time as the paper on Social Investment. Yes No
5. **Provide** this briefing to Ministers Hipkins, Mahuta and Henare ahead of the meeting on 1 February. Yes No

Hon Carmel Sepuloni
Minister for Social Development

Sam Hoben
Senior Policy Analyst
Social Investment Agency

Background

1. The three Place-Based Initiatives (PBIs), which were established two years ago by the previous government, are focused on multi-agency responses to improve outcomes for at-risk children and their families. They aim to give local social sector leaders the flexibility and support to collectively tailor interventions based on what works in their communities. The PBIs' lead Minister arrangements are as follows:
 - Kāinga Ora in Northland is led by the Minister of Education.
 - The Social Investment Board South Auckland is led by the Minister of State Services.
 - Manaaki Tairāwhiti in Gisborne/Wairoa is led by the Minister of Social Development.

The lead Ministers' agencies hold the appropriations for the PBIs and provide support with government processes.

2. A five-year contingency fund was approved for the PBIs and national support function in Budget 2016, with each PBI drawing down two years' funding to 30 June 2018. The PBIs were directed by Cabinet to report back in November 2017 on their progress and future objectives, and for approval to draw down contingency funding for 2018/19 and out years.
3. The report backs were delayed to avoid the 100-day plan period. The intention is, with your agreement, to submit a Cabinet paper(s) at the end of February, at the same time you submit your paper on this Government's approach to social investment, ahead of commencing public engagement on both social investment and development of a Data Protection and Use Policy.
4. The PBIs' varied leadership models, resourcing and locally-based capability and expertise has influenced the different approaches and levels of progress in each place to date. More information about the PBI model and the three PBIs is attached (Appendices 1-3).

Key changes for consideration

5. Prior to completing the draft Cabinet paper(s) we are seeking your feedback on several key issues. There may also be other issues Ministers wish to raise with officials.

Cabinet paper – we propose to collapse four report backs into one

6. Four separate papers – one from each of the PBIs plus one from the National Support Team – were originally planned. However, we now have an opportunity to change the process and take a more coordinated approach involving a single overarching paper, prepared by the Social Investment Agency (SIA), with (shorter) papers from each of the PBIs appended.

The future of the PBIs

7. Both the Social Investment Board South Auckland and Manaaki Tairāwhiti are making progress and have clear objectives. Assuming the Government continues with a place-based approach, the Ministry of Social Development and State Services Commission respectively support both receiving ongoing funding, but with further consideration given to the possible consolidation of overlapping governance and administrative arrangements.
8. However, with regard to Kāinga Ora, social sector Chief Executives provided feedback to Kāinga Ora in October 2017 that they needed to tell a stronger story about their

achievements for families and communities, and the contribution of their governance model to improving agencies' collective impact. They also considered that a stronger case had to be made for a further three-year draw down from the contingency fund.

9. The Ministry of Education is providing advice to its Minister on future options for Kāinga Ora, including the need to access expertise through an appropriate lead agency as part of setting expectations for its future operation. Options being explored are:
 - To bring Kāinga Ora under the lead of the SIA.
 - To work with Te Puni Kōkiri on a lead agency role for Kāinga Ora that is aligned with Whānau Ora.
 - To conclude operation of Kāinga Ora in its current form on 30 June 2018 after transitioning existing case management of at-risk individuals/kāinga to appropriate local agencies (utilising existing Kāinga Ora underspend as required), leaving open the opportunity for a new approach in Northland to be explored.

A single lead agency

10. To date each of the three PBIs has had a separate lead agency. While at the time of the PBIs' formation there were valid reasons for distributing lead responsibilities among separate lead agencies and Ministers - including to aid the development of varied models and expand 'buy-in' and collaboration - the reasons for maintaining separate lead roles are now less compelling. A single lead agency would enable improved efficiency and consistency of approach, and a number of agencies have raised the option of doing this.
11. The SIA is the most obvious candidate, but adopting the lead agency function will need to be considered in the context of the SIA's remit. Upon its establishment on 1 July 2017 the SIA acquired a clearer mandate than that held by the predecessor Social Investment Unit with regard to the PBIs. The PBIs are compatible with the SIA's wider commissioning objectives, including the development and prototyping of new approaches to achieve collective impact and devolve decision making to front-line practitioners.
12. Such a shift carries challenges that would need working through, particularly relating to funding appropriations and the employment of staff. Although agencies will continue to have an operational role in the PBIs, we would need to ensure mechanisms are in place to keep them across the PBIs' development at a strategic and policy level.

Revised governance and reporting lines

13. Ministers will need to consider whether any change to lead agency arrangements should be reflected in Ministerial arrangements – i.e. do we continue to have a lead Minister for each PBI or, alternatively, if the SIA were to become the single lead agency, would you as Minister responsible for the SIA take on the lead Minister role. Ministers may also wish to consider what, if any, governance arrangements at the agency level are required to support the SIA in its lead agency role.

Next steps

14. Once we have your feedback, we will finalise a draft Cabinet paper for lead Ministers' approval for broader Ministerial consultation.

Contacts

Name	Position	Contact number	✓ First contact
Dorothy Adams	Acting Chief Executive	9(2)(a) privacy	<input type="checkbox"/>
Sam Hoben	Senior Policy Analyst	9(2)(a) privacy	<input checked="" type="checkbox"/>

Minister's comments

Attachments

Appendix one - The Place-Based Model

Appendix two - The PBI model and current configurations

Appendix three - The PBIs – approaches and intervention models

RELEASED UNDER THE OFFICIAL INFORMATION ACT

Appendix one - The Place-Based Model

Origins and theoretical underpinnings

The three PBLs developed out of early social investment work exploring how to improve outcomes for at-risk 0-24 year olds.

In 2015, the Social Sector Investment Change Programme (the forerunner to the Social Investment Unit and Social Investment Agency) identified that New Zealand's most vulnerable families have to navigate a complex set of social services when they are least equipped to do so. The 2015 Productivity Commission report on More Effective Social Services reached similar conclusions.

The Social Sector Investment Change Programme's work identified that better integration of services and moving decisions on these to the local level could improve outcomes for at-risk populations. This work drew on studies into collective impact models, such as that of Canada's Tamarack Institute¹. Collective impact is an advanced form of collaboration that brings together different sectors around a common agenda to solve large and complex problems.

The Tamarack Institute identified five interconnected components that can produce strong alignment and lead to large scale results: a common agenda; sharing measurement; mutually reinforcing activities; continuous communication; and access to dedicated, independent backbone support.

Applying the model

In New Zealand, the PBLs give effect to the model by moving decision-making to local social sector leaders. Their collective decisions can be expected to be better informed by, and more effectively address, local underlying causes and individual and family circumstances.

Place-based approaches develop and apply social investment methods locally by equipping local leaders to make informed decisions that:

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

Testing what works at the local and system level

The PBL's varying approaches provide an opportunity to test and learn which have the greatest impact for vulnerable populations with complex needs requiring multi-agency responses, and what is sustainable, scalable and transferable.

The PBLs started with different local leadership models and are progressing at different speeds. This reflects the leadership structures and levels of local capacity and capability in each community prior to implementation. All three PBLs could evolve into Social Investment Boards (SIBs) with the power to start, stop or adapt contracts. The SIB South Auckland is the furthest progressed in this respect, having operated with a governing SIB from the outset.

The PBLs are based on a tight-loose-tight framework: tight about specifying success and target populations, loose on how local leaders will deliver, and tight on measuring achievement. For example, high level outcomes and target populations were specified by Cabinet but local

¹ www.tamarackcommunity.ca/collectiveimpact

leaders can choose specific outcomes and populations to focus on within those. In common, the PBIs are shifting decision-making closer to the front line, streamlining existing local governance arrangements and creating collective ownership of shared priorities.

National support functions

The early PBI work determined that a dedicated national-level support team (NST) would be needed to ensure appropriate application of social investment knowledge and resources (including access to data and evidence), develop investment proposals and present cost benefit analyses, establish a common approach to measurement and evaluation, and collect and apply lessons learned. As well as day-to-day support on emerging issues, the NST has the following core functions:

- **Providing access to useable data and evidence.** The NST has worked with the PBIs to access and interpret information from the Integrated Data Infrastructure to assist them with their decision-making. The NST is funding a full-time data analyst to assist the PBIs.
- **Working with the PBIs and agencies to determine if current decision rights allow the PBIs the flexibility they need to make effective collective decisions.** The NST created 'decision maps' to understand how agency processes connect with the PBIs, particularly regarding critical programmes and services.
- **Evaluation of the PBIs and PBI model.** Cabinet mandated that the PBIs are each responsible for evaluating progress towards local outcomes while the NST will provide overarching evaluation of the PBI model.
- **Setting up feedback loops.** The NST has facilitated the identification and sharing of key lessons among the PBIs and with agencies. Over time, this will be combined with learnings from formal evaluation.

Into the future, we foresee a subtle shift in NST activities. With the PBI model having achieved greater maturity and levels of understanding, the NST can now focus less on activities helping the PBIs navigate the system and adopt a more hands-on role to assist the PBIs to achieve their objectives and tell the place-based story in the context of social investment. We anticipate requiring less funding from the PBI Contingency to fulfil these functions.

Appendix two - The PBI model and current configurations

In April 2016 Cabinet agreed to establish three Place-Based Initiatives (PBIs) in South Auckland, Te Tai Tokarau and Tairāwhiti.

November 2017

Principles of Place-Based Initiatives

The three Place-Based Initiatives (PBIs) aim to improve outcomes for at-risk children and their families/whānau by giving local social sector leaders the flexibility and support to collectively tailor responses to what works in their communities. All three initiatives are based on a tight-loose-tight framework:

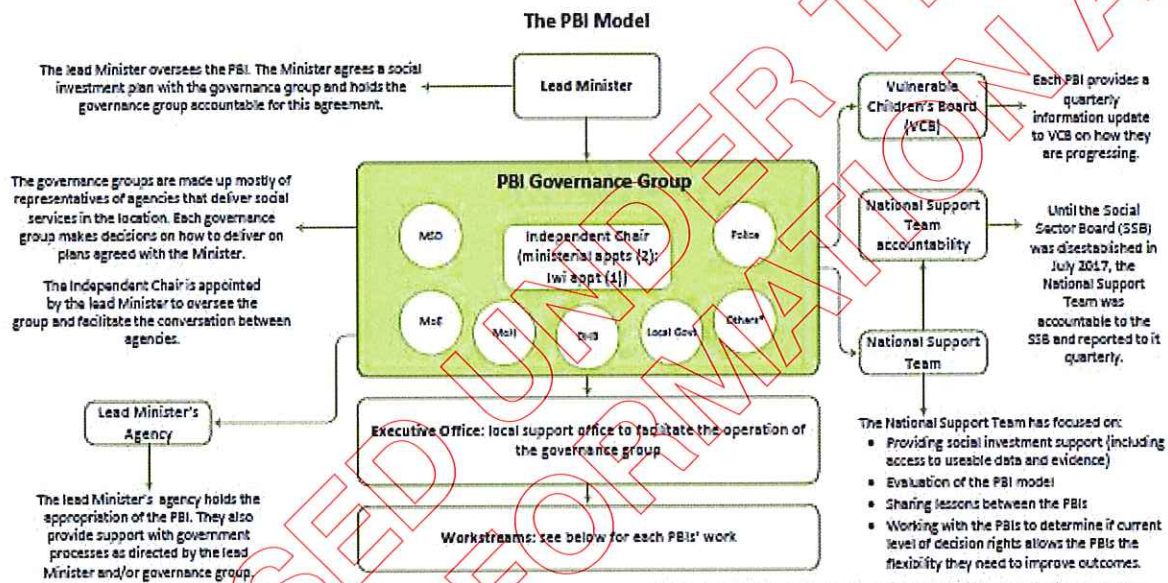
- **Tight:** specify target populations and the outcomes you are working on
 - **Loose:** the local leaders are free to choose how they meet the outcomes agreed
 - **Tight:** measure what is being achieved.
- Within five years all three PBIs are aiming to become social investment boards with the power to start, stop or adapt contracts. They are working towards this at different rates, reflecting local capacity and capability.

The PBIs are applying social investment at the local level

Social investment is improving the lives of New Zealanders by better understanding what they need, what works for whom (and at what cost), and how to adjust government investments to better meet need. Improved lives means happier, healthier, more productive people, which usually means less demand for government services.

The PBIs are developing and applying social investment methods locally. The PBIs are equipping local leaders to make informed decisions that:

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



Summary of the three PBIs

Kaitiaki Ora (Northland)	Social Investment Board South Auckland	Manaaki Tairāwhiti (Gisborne/Wairoa)
Initial Lead Minister: Minister of Education	Initial Lead Minister: Minister of State Services	Initial Lead Minister: Minister of Social Development
Chair (non-voting): Harry Burkhardt (Chairman Ngāi Kuri Trust Board)	Chair (non-voting): Sandra Alofiavae (South Auckland-based children's Barrister)	Co-Chairs (voting): Ronald Nepe (CE Te Rūnanga o Tūrangārua a Kiwa) and Herewini Te Koha (CE Te Rūnanganui o Ngāki Porou)
Lead Minister's Agency: Ministry of Education	Lead Minister's Agency: State Services Commission	Lead Minister's Agency: Ministry of Social Development
Starting Population: 570 at-risk children and young people in the first year	Starting Population: 0-5 year olds with two or more risk factors (approximately 1300 children)	Starting Population: At-risk hard to engage families (starting with 50 families)
Starting Locations: Otangarei, Kaitiaki and Kaitiaki	Starting Location: Māngere	Starting Locations: Determined by '50 families' locations
Priority Actions: <ul style="list-style-type: none"> ▪ 570 children and their whānau and families have an integrated service plan ▪ Creating Community Action Plans for Kaitiaki, Kaitiaki and Otangarei ▪ Initiating integrated agency responses as children are identified ▪ Testing where there are gaps in agency service provision. 	Priority Actions: <ul style="list-style-type: none"> ▪ Improving universal coverage and access to targeted services ▪ Optimising internal and cross-agency infrastructure and processes ▪ Five interventions settings: Family Harm, Housing Support Service (vulnerable tenancies), Start Well (in-home visitation), Early Childhood Education, Alcohol and Drug/Mental Health. 	Priority Actions: <ul style="list-style-type: none"> ▪ Consolidated 12 existing social sector governance groups to drive service improvements ▪ Beginning '50 families' project to identify service and practice improvements to deliver better results from existing services ▪ A cross-agency triage process for Whangāia Nga Pa Harakeke, the Children's Team, and a Health initiative, E Tūpu E Rea.

Relationship with other work: PBIs are working locally to ensure alignment with the Regional Economic Development (RED) Growth Programme, Whānau Ora and Children's Teams.

Appendix three - The PBIs – approaches and intervention models

The three PBIs started with different local leadership models and have progressed at different speeds. This is due to the leadership structures that existed in each community prior to the PBIs and the local capacity and capability in each place.

The PBIs have adopted different sets of priorities due to the unique needs of their communities. While each PBI population contains high numbers and proportions of the at-risk 0-24 year olds prioritised by Government, the specific needs of each population vary. Accordingly, each PBI has taken different approaches, focused on specific subsets of the target population.

Kainga Ora (Northland)

Kainga Ora, the PBI in Northland, was established with the goal of helping the estimated 6,000 at-risk children/young people and their families in Northland achieve better economic and social outcomes. The name, Kainga Ora, reflects the importance of the home environment, the "kainga", which is fundamental to the development of the child and the maturing of the adult.

Kainga Ora, under independent chair Harry Burkhardt, has scaled up the existing Northland Social Wellbeing Governance Group and is initially focusing on working with three communities: Kaikohe, Kaitaia, and the Whangarei suburb of Ofangarei. Kainga Ora is working to identify children and young people at risk of poor outcomes and ensure that each at-risk child has one assessment and one shared plan. The 'Kainga ora Table' operating model brings together agency and stakeholder experts. Local knowledge and intelligence is drawn on to consider the full range of issues facing each child and Kainga network, identify service gaps, and design and test prototype responses. Kainga Ora has also supported the creation of Project Action Groups which include non-government social service providers, community leaders, and strategic partners to create community action plans for each area.

Kainga Ora is continuing to build operational and governance capacity as it works towards the establishment of a Social Investment Board. Kainga Ora has explored a diverse range of community interventions, and is in the process of determining its future strategic focus and the level of ongoing funding required to achieve this.

Changing the way agencies work

Family Harm table. A key outcome has been the further development of the Police initiated cross agency Family Harm table to triage the needs of children and their whānau. The extended "Kainga Ora" table has progressed from working off Police incident reports to a wider agency referral system – utilising information from multiple sources indicating family harm.

Methamphetamine addiction. A serious issue confronting families is methamphetamine addiction. Kainga Ora has commenced a new service to refer addicted pregnant women, and those with children aged 0-3, to Northland District Health Board (DHB). The evidence is that most such mothers would otherwise not access services.

Long-term family harm. A business case is being developed to provide additional resourcing from the agencies contributing to the Family Harm table to enable them to work on the deeper problems facing families with long-term issues.

Youth not in employment, education or training (NEETs). The Ministry of Social Development (MSD) has found that 55% of Northland NEETs' lack of work readiness is predominantly health related. This can relate to both physical and mental health, and includes congenital conditions like Foetal Alcohol and Drug Syndrome. Kainga Ora has coordinated a new service model that assesses needs and treatment to be delivered through the DHB.

Working in Communities

Kainga Ora is addressing unmet community needs in order to build trust with at-risk and disengaged communities and whānau.

In Otangarei, Kainga Ora has:

- Utilised seed funding to direct purchase a pilot of the iMOKO health service (a technology led delivery approach) for Otangarei Kura (96 children aged 5-12 years old) to evaluate whether there should be further government investment. The service will provide one-stop healthcare for children of the kura relating to four common ailments - head lice, strep throat, skin infections and anaemia - and have prescriptions sent to a local pharmacy without a doctor's visit.
- Instituted unified healthcare and social plans for each child at Otangarei Kura based on information provided to the Whānau-Tahi client management system.
- Identified and accessed partners and funding for a community playground for 0-6 year olds, completed in August 2017.
- Identified and trained community champions to engage with whānau utilising the playground and link them with services, including B4 School Checks, Plunket, and early childhood education (ECE).

In Kaikohe, Kainga Ora has:

- Met a long-standing community need (identified through the Social Sector trials and other initiatives) for a safe space for youth to meet, socialise and complete homework.
- Made plans to purchase and broker services for youth, including family planning, health care, drug and alcohol, trauma counselling, education support and training, and employment pathways. Kainga Ora will contribute \$100,000 towards staffing and the direct purchasing of services where gaps exist.

In Kaitiāia, Kainga Ora has:

- Supported the development of Whiria Te Muka, an Iwi and Police led partnership to address family harm in Kaitiāia, along the lines of the Family Harm table model.

Social Investment Board South Auckland

The Social Investment Board South Auckland (SIB SA), under independent chair Sandra Alofiavae, is focused on an estimated 1,300 0-5 year olds and their families at risk of poor social and health outcomes, initially in Māngere. They are aiming to reduce the number of children experiencing substantiated physical abuse, increase the number of children participating in ECE and reduce the number of preventable childhood hospitalisations for illnesses.

The SIB SA, comprises MSD, Ministry of Health (MoH), Counties Manukau DHB (CMDHB), Ministry of Justice, Ministry of Education (MoE), Police, Te Puni Kōkiri, Ministry for Pacific Peoples, Department of Corrections, Housing New Zealand Corporation, Oranga Tamariki, and Auckland Council. The State Services Commission manages the Board's appropriation and SSC's Deputy Commissioner, Auckland is special advisor to the Chair.

Where practical, the SIB SA has expanded some prototype initiatives into South Auckland beyond Māngere, and it will continue to do so where intervention is not cost effective in Māngere alone. Potential duplication with existing governance groups will be managed as needed.

The SIB SA has taken a 'learn by doing' approach to information sharing, with a Statement of Intent (SOI) relating to information sharing agreed by the Board in February and updated in August 2017. The SOI is broadly aligned with the information-sharing provisions in the Vulnerable Children Oranga Tamariki Act 2017, and the SIB SA has stipulated that no one be

worse off as a result of information sharing. Baseline data has been collated from across agencies and NGOs to establish the SIB SA's analytic base.

The SIB SA's activities are focused on three work streams: improving access to universal and targeted services; optimising cross agency systems; and prototyping five intervention areas - expanded on below.

The SIB SA has established a clear direction of travel, and will be focused on accelerating the delivery of interventions already in train. Where practical, it will continue to expand the delivery of prototype interventions across South Auckland beyond Māngere. The SIB SA has signalled it will be seeking to maintain its current level of funding from the PBI contingency.

Improving universal coverage and access to targeted services

The SIB SA has focussed on improving the up-take of targeted services and increasing the coverage of universal services such as maternity, Well Child Tamariki Ora, primary care, oral health and ECE. Evidence and insights are being gathered to ensure that learnings from related intervention areas (see below) feed back into, and shape existing service delivery, and options are being explored on information sharing to ensure children are proactively offered universal services.

Optimising cross agency systems

SIB agencies are working together to improve internal and cross-agency infrastructure, systems and processes to support SIB objectives, as well as identify gaps and new opportunities. Examples of activities to date are:

- Collaboration in the Family Harm initiative, including back-end improvements within agencies to streamline referral processes.
- The co-design and trialling of a new way of working at the Māngere Work & Income site, drawing on feedback from the community, individuals and families, to enhance wrap-around services for vulnerable families.
- Housing New Zealand's use of tailored household plans to engage more intensively and provide wrap-around services for families early in their tenancy.

Prototype intervention areas

The SIB SA is prototyping five intervention areas that will, to greater or lesser degrees, adapt and combine agencies' resources, programmes and services. These are:

Family Harm, Whāngaia Na Pa Harekeke model – a joint approach of MSD, Police, Corrections, MoH and Oranga Tamariki. The Interagency Safety Assessment Meeting (SAM) table is established, the aim being to reduce the negative impact of repeat exposure to family violence on the development of children. An estimated 400 assessments of Māngere whānau with children 0-5 years are to be undertaken in the 2017/18 year. The SIB SA will develop a social investment case to reorganise resources to reduce repeat incidences of family harm across all of South Auckland.

Housing Support Service – joint venture of Housing New Zealand Corporation, MSD and CMDHB. The aim is to intervene early in vulnerable tenancies to reduce transience of 0-5 year olds and their whānau, with a target to assess 50 Māngere families in the 2017/18 year.

Alcohol and Drug/ Mental Health – Police joint venture of CMDHB and MoH, with the aim of reducing alcohol-related harm by equipping frontline staff to deliver the Alcohol ABC Assessment and Brief Intervention tool. The objective is to intervene before alcohol issues escalate and require high-level specialist intervention. The SIB SA is working with approximately 50 frontline staff to embed the practice during the 2017/18 year.

Start Well Māngere – joint approach of CMDHB, MoH and MSD. This intervention will integrate health and social home-based visits to provide support for high-needs mothers and their

babies that is intensive, flexible and holistic. Visits and service design for 100 young mothers (under 20 years) is targeted in the first year of operation.

Early Childhood Education – joint venture of MoE, MSD and Auckland Council. This involves co-designing an approach with Māngere ECEs, parents and whānau to strengthen ECE quality and build positive parenting communities to support children's readiness for school, with the target of 24 ECE centres engaged in the 2017/18 year.

Manaaki Tairāwhiti

The Gisborne/Wairoa-based PBI, under independent co-chairs Ronald Nepe and Herewini Te Koha, has focused on consolidating 12 existing governance and advisory groups to create a single governance group, Maanaki Tairāwhiti, and on expanding the mandate of the new group to drive service and practice improvements in the region. The success of the change management process involved owes much to the group's strong cross-sector relationships.

Manaaki Tairāwhiti, which to date has operated on a relatively low level of funding from the PBI contingency, has signalled it will seek modest additional funding to enable it to move towards a social investment operating model and, over time, consider transitioning to a Social Investment Board with greater capacity to commission tailored interventions.

Community-led action plans

Manaaki Tairāwhiti is developing community action plans (CAPs) that align with the work of its composite governance, advisory groups and networks. The CAPs support the delivery of activities being undertaken in the community, while joining up the governance for community safety, disability, primary prevention of family violence, social inclusion and youth. CAPs will also be developed for social housing and in Wairoa.

Whānau Voice

Manaaki Tairāwhiti commissioned research to better understand the experience of whānau accessing social services - Whānau Voice. Common factors identified have focused attention on:

- Enabling a support system underpinned by the tikanga of the Tairāwhiti context and that puts whānau at the centre of decision-making.
- Building on what works well in its community and identifying service duplication and/or gaps to ensure a seamless approach to social service provision based on whānau need.
- Investing in people and systems that navigate the whānau towards wellbeing.
- Reviewing policies and processes, particularly those detrimental to the whānau by inadvertently perpetuating whānau dependence, frustration and stress.

An integrated operating model

Manaaki Tairāwhiti is using a cross-agency triage process based on Whāngaia Ngā Pā Harakeke (a Police and Iwi partnership to reduce family harm), Tairāwhiti Children's Teams, and the Hauora Tairāwhiti initiative focused on under-fives - E Tipu E Rea.

Daily triage meetings follow a Family Violence Risk Assessment and Management Framework and involve Police, Oranga Tamariki, Children's team, Corrections, MoH, Iwi Social Services, Accident Compensation Corporation and Women's Refuge. This facilitates information sharing among agencies, with the triage table collectively agreeing on the most appropriate referral pathway for the client or whānau.

'50 Families' project

The '50 Families' project involves working innovatively with a cohort of 50 families for 12 months to build an understanding of the service landscape in Tairāwhiti. The project does not involve new services, instead seeking to strengthen existing cross-agency initiatives, programmes and

services by addressing the system barriers that currently slow or stop families from making progress. Vulnerable whānau with complex needs will be identified through the cross-agency triage process. In August 2017, Cabinet approved additional funding of \$166,000 towards the \$256,000 cost of implementation.

System improvement

Manaaki Tairāwhiti has undertaken a 12-week State Services Commission Systems Improvement programme funded by the SIA, involving coaching and support designed to:

- Build capability to understand and build a body of evidence of what is happening across the system from the client's perspective, irrespective of agency boundaries.
- Create a baseline to help measure the effectiveness of future interventions and inform future funding decisions.
- Develop a shared understanding of the current system, starting at the joint triage table to provide insights and connections to Health initiatives (including emergency family harm screening, E Tipu E Rea Well Child Service, and Vulnerable Pregnant Mothers Case Management) and Corrections.

Ongoing work in support of these outcomes will be aligned with the '50 Families' project.

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AIDE-MÉMOIRE



Place-based initiatives

Date: 19 March 2018 **Security Level:** Cabinet in confidence
For: Hon Chris Hipkins, Minister of State Services
Report No: SSC2018/270

Place-based Initiatives

Purpose	Cabinet Social Wellbeing Committee
Date of meeting	4 April 2018
Minister	Hon Chris Hipkins, Minister of State Services, Minister of Education Hon Carmel Sepuloni, Minister for Social Development
Proposal	You are presenting a Cabinet paper seeking agreement to a further six months' funding for three Place-Based Initiatives (PBIs). We recommend that you support the proposal.
Key Issues	<p>The three PBIs under discussion were established two years ago by the previous government.</p> <p>The PBIs' goal is to improve outcomes for at-risk children and their families. They aim to achieve this using multi-agency groups, and local social sector leaders working together to tailor interventions suited to their communities.</p> <p>Officials are satisfied that the PBIs in South Auckland and Tairāwhiti are progressing well. But an independent review identified concerns about the Northland (Kāinga Ora) PBI's vision, programme logic and operations. As a result, the PBI is rethinking its workforce competencies and work programme, and this has given rise to an underspend of approximately \$0.8m.</p> <p>The paper proposes that officials should work with Kāinga Ora to move to a new operating model by 1 July 2018. It is proposed that the Social Investment Agency (SIA), referring to the Social Investment Board (SIB), should explore cross-sector approaches in Northland.</p> <p>The Cabinet paper seeks agreement to fund the Place-Based Initiatives as follows:</p> <ol style="list-style-type: none">Release a further six months' contingency funding for the two PBIs in South Auckland and TairāwhitiRelease a further six months' contingency funding for the national support function currently based in SIATransfer the Kāinga Ora underspend from 2017/18 to 2018/19. Alternatively, if this transfer cannot be undertaken, authorise the Minister of Finance and the Minister of Education jointly to approve a drawdown of up to \$0.8m for

this PBI to continue until 31 December 2018.

The allocations set out in the paper represent:

- Unchanged funding to the South Auckland PBI
- A moderate increase to the Tairāwhiti PBI
- A slight reduction in the SIA national support function.

The paper proposes that the following existing lead agency and governance arrangements will remain in place:

- Governance – national SIB. This includes governance oversight of the three PBIs; receiving relevant reports; and providing advice to the Ministers of State Services, Education, and Social Development.
- Lead agency South Auckland – State Services Commission
- Lead agency Tairāwhiti – Ministry of Social Development
- Lead agency Kāinga Ora – Ministry of Education.

Officials will report back by October 2018 on PBI arrangements beyond 31 December 2018.

Our advice

SSC was consulted on the paper, and its comments have been incorporated.

SSC supports the proposals in the paper and particularly the proposal that the Social Investment Board should have governance oversight over the PBIs. SSC also supports lead agency arrangements remaining in place pending further report-back to Cabinet in October 2018.

Author: Patricia Painter, Senior Policy Analyst, Strategy & Policy

Responsible Manager: Hugo Vitalis, Acting Policy Manager, Strategy & Policy

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