



# Aide-mémoire

## Meeting

**Date:** 10 July 2020 **Security Level:** In Confidence

**For:** Hon Tracey Martin, Minister for Children

**File Reference:** REP-OT/20/7/152

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## Meeting on the Whānau-centred Early Intervention Prototypes

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**Meeting details** Monday 13 July, 3pm, 5.3EW

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**Expected attendees** The Chief Executive of the Whānau Ora Commissioning Agency and officials from Oranga Tamariki—Ministry for Children, Te Puni Kōkiri and ACC.

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**Purpose of meeting** To discuss how the Whānau Ora Commissioning Agency, the Department of Prime Minister and Cabinet, Oranga Tamariki—Ministry for Children, Te Puni Kōkiri and ACC are working together on a collaborative approach to establish a whānau centred prototype to early intervention

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**Background** The Child Wellbeing Unit in the Department of the Prime Minister and Cabinet, Oranga Tamariki—Ministry for Children, and Te Puni Kōkiri are working together on a collaborative approach to early intervention, with three key strands:

- **prototyping whānau planning approaches** to meet the needs and aspirations of whānau with children, and by doing so identify the strengths, gaps and weaknesses of existing early interventions at a whānau level
- supporting iwi and communities to lead **local planning processes** that shape how and when early interventions are delivered, coordinated, and respond to local needs
- **joining up across government** to both pool information, data, and resources to support the whānau and community-led approaches and respond to the local needs of children, young people, whānau and communities, and learn from these approaches in ways that drive strategic system-level changes to policy and service settings.

Agencies have been working closely with the Whānau Ora Commissioning Agency since December 2019 on a new approach to early intervention.

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■ s 9(2)(f)(iv) [redacted]  
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The meeting will provide an opportunity to ensure clarity of purpose among the parties, consider any remaining issues and identify communication options to partner agencies and other stakeholders.

The appendix to this aide-mémoire provides further information, based on previous advice, on work to date with the Whānau Ora Commissioning Agency, including:

- taking a different approach to early intervention
- the co-designed model
- the scale of the proposed prototypes
- new partner agencies
- requirements for rollout of the prototypes (including funding, detailed design process and local readiness).

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**Next steps**

Following discussions with the Whānau Ora Commissioning Agency, agencies will finalise advice on the most appropriate funding mechanism to support the prototypes. This advice will be provided to you, te Minita mō Whānau Ora and the Minister for ACC with final details on the approach, funding to be drawn on, and the best mechanism to be used to support joined-up accountability, governance, reporting and other matters.

An IPET transferring the 2019/20 Oranga Tamariki underspend will be used to fund a portion of the prototypes. You will receive a separate report to you and the Minister of Finance asking to confirm the use of the IPET for this purpose on 14 July 2020.

## Appendix

### *Taking a Different Approach to Early Intervention*

- 1 In the second half of 2019, you tasked the Child Wellbeing Unit at the Department of the Prime Minister and Cabinet (DPMC) with working alongside Oranga Tamariki—Ministry for Children (Oranga Tamariki) to lead cross-agency work to support iwi, Māori organisations and communities to develop local approaches to early intervention, as part of the next stage of policy work under the Child and Youth Wellbeing Strategy.
- 2 This followed Cabinet agreement to further develop cross-agency policy work on: reducing child poverty; mitigating socio-economic disadvantage; tackling racism, discrimination and stigma; advancing child wellbeing for those aged 0-6 years, particularly in the first 1,000 days; and extending whānau-centred approaches to improve child and youth wellbeing [CAB-19-SUB-0085].
- 3 In December 2019, you met with the Whānau Ora Commissioning Agency, DPMC and Oranga Tamariki to determine whether there was potential for agencies to work collectively.
- 4 It was agreed at that meeting that the Whānau Ora Commissioning Agency, with DPMC and Oranga Tamariki would work collectively to design a prototype model as an early intervention that would draw on the Whānau Ora Approach. The intention was to establish a model that utilised the data and evidence-based intervention thinking of Oranga Tamariki, combining it with the reach and whānau relationship-based connection that the partner providers to the Whānau Ora Commissioning Agency have.
- 5 Subsequently in January and February 2020, agencies and the Whānau Ora Commissioning Agency met on several occasions and worked through the main features to develop a prototype that:
  - 5.1 identifies whānau to participate in the model through joined-up referral approaches between Oranga Tamariki and local Whānau Ora providers
  - 5.2 intends to provide support to those whānau where Oranga Tamariki receives Reports of Concern about individual children but they do not present sufficient risk profiles that they progress to the investigation or Family Group Conference stage
  - 5.3 tests whānau planning approaches to meet the needs and aspirations of whānau with children, and by doing so identify the strengths, gaps and weaknesses of existing early interventions at a whānau level
  - 5.4 enables the whole whānau to work towards their aspirations and to build whānau champions
  - 5.5 supports ground up, grass roots, whānau-led, localised solutions to complex and often entrenched circumstances for whānau that mean that early signs of risk for children are not able to be addressed before they require more intensive interventions.
- 6 Important progress was made during that time and you received regular updates on that work. In March 2020, we agreed a conceptual model, and in April 2020 the Whānau Ora Commissioning Agency presented officials with a proposal to begin whānau-led prototypes s 9(2)(f)(iv) spread throughout the North Island.

### *A Co-designed Model*

- 7 A model was established that agencies considered would work as a prototype over a two-year period providing evidence to enable expansion in scale over time.
- 8 The model for the prototype is to focus on providers working with whānau and children to avert crisis (for example, by utilising available funding and services to sort out immediate issues and stressors). Having worked with agencies to identify the intake from joined-up referrals, the providers will use a navigation approach, with kaiārahi working alongside the whānau to build a plan, access the services and supports needed to achieve the goals of the

plan, and in doing so stabilise the whānau. Kaiārahi would have access to a flexible fund to support the whānau plans.

- 9 **§ 9(2)(f)(iv)**
- 10 The different cohort possibilities will be worked through as part of the detailed design process. A key principle underpinning the approach is to 'meet whānau where they are'. We may look to prototype different approaches with different cohorts, for example: young mums supporting children from maternity through the early years; whānau where there has been a family violence notification; whānau with young children that have identified reports of concern; or whānau with children at risk of offending.
- 11 Notwithstanding the potential cohort or service pathway, there are number of benefits to working on early intervention with the Whānau Ora Commissioning Agency and its provider network:
- **rapid and local roll-out and support** – the Whānau Ora Commissioning Agency has identified a mix of rural, urban, and iwi partners that are grounded in their communities, who also have the systems and infrastructure in place to establish this prototype once detailed design is completed
  - **strong experience and trusted relationships** – providers and kaiārahi have the mana and trust of communities to help whānau in complex situations
  - **whānau-led, mana-enhancing and aspirational** – this represents a paradigm shift from ongoing service delivery and supporting needs, to sustainable, whānau leadership.

12 **§ 9(2)(f)(iv)**

*Getting the Scale Right for a Prototype*

- 13 A key design feature for the arrangements was how to link Oranga Tamariki regional and local offices with the Whānau Ora partners so that both groups could work together to identify the intake to the initiative. **§ 9(2)(f)(iv)**
- 14 **§ 9(2)(f)(iv)**
- 15 With the emergence of COVID-19 this work was then deferred to enable agencies, including the Whānau Ora Commissioning Agency to respond to the national emergency that was declared. Following the reduction in alert levels, officials and the Whānau Ora Commissioning Agency recommenced discussions in June 2020 to progress decisions about the prototype model as quickly as possible with an intent to put it in place for the new financial year.

*New Partner Agencies*

- 16 You indicated a preference for Oranga Tamariki to partner with other agencies in this work to ensure that early intervention approaches were being shared across those agencies who

benefit from stronger, more resilient whānau where children with early signs of risk are better supported to alter their trajectory.

- 17 As a result, Oranga Tamariki are now working closely with Geoff Short, Deputy Chief Executive Policy and Partnerships at Te Puni Kōkiri, Hamiora Bowkett the Deputy Chief Executive at Te Puni Kōkiri with responsibility for Whānau Ora, and Emma Powell, the Deputy Chief Executive at ACC with responsibility to support actions to increase injury prevention.
- 18 Collectively we three agencies are seeking to co-invest in the prototype model that has been designed with the Whānau Ora Commissioning Agency.
- 19 Whānau-centred early intervention initiatives fit well with the framework and approach of Whānau Ora and the Whānau Ora Commissioning Agencies to build whānau strengths. In this instance, we are prototyping approaches to rebuild capacity and resilience of whānau with children who exhibit early signs of risk. Oranga Tamariki and ACC have a keen interest in risk reduction and Te Puni Kōkiri in resilience building.
- 20 This approach aligns with Cabinet agreement to the recommendations of the 2018 review of Whānau Ora that included:
  - growing investment in the commissioning approach
  - increasing cross-government engagement in Whānau Ora
  - exploring localised commissioning opportunities.
- 21 Utilising the Whānau Ora provider network and approach will give practical effect to Cabinet’s agreement to extend whānau-centred approaches to improve child and youth wellbeing [SWC-19-MIN-0085 refers]. The Minister for Whānau Ora and the Minister for ACC have indicated their support for this work.

*Timing for Rollout across the North Island is dependent on finalising funding, detailed design processes, and local readiness*

- 22 We note that there is still a high degree of co-design required to determine the details of the prototypes, which would include an assessment of ‘readiness’ at a local level. As such, we anticipate that the implementation of the prototypes would need to start small and scale up as readiness increases.

23 § 9(2)(f)(iv) [Redacted]

24 § 9(2)(f)(iv) [Redacted]