

# Intensive Response

**Developmental Evaluation:**

**Year One Reflections on Collaborative Design and Partnerships  
in Ōtautahi (Christchurch East)**

The Oranga Tamariki Evidence Centre works to build the evidence base that helps us better understand wellbeing and what works to improve outcomes for New Zealand's children, young people and their whānau.

**Email:** [research@ot.govt.nz](mailto:research@ot.govt.nz)

**Authors:** *Dr Melanie Atkinson and Debbie Goodwin* (The Knowledge Institute)



**Published:** July 2022

If you need this material in a different version, please email us at [research@ot.govt.nz](mailto:research@ot.govt.nz) and we will provide it for you.

**ISBN:** 978-1-99-115504-7

**Citation guidance:**

This report can be referenced as Atkinson, M., & Goodwin, D. (2022). *Intensive response developmental evaluation: Year one reflections on collaborative design and partnerships in Ōtautahi (Christchurch East)*. Wellington, New Zealand: Oranga Tamariki—Ministry for Children.

**Copyright:**

This document *Intensive response developmental evaluation: Year one reflections on collaborative design and partnerships in Ōtautahi (Christchurch East)* is licensed under the Creative Commons Attribution 4.0 International License <http://creativecommons.org/licenses/by/4.0/>.

Please attribute © New Zealand Government, Oranga Tamariki—Ministry for Children 2022.

**Disclaimer:**

Oranga Tamariki has made every effort to ensure the information in this report is reliable but does not guarantee its accuracy and does not accept liability for any errors.

Ki ngā Kaiwhakahaere me ngā Kaimahi hoki, tēnā e mihi maioha atu ki a koutou mō  
o koutou awhina mai ki a mātou e pa ana ki tēnei rangahau i rangahautia mai, e  
māua.

No reira, kia kaha kia maia kia manawanui kaupapa whakahirahira.

Mā te Atua e manaaki, e tiaki i a koutou, tātou katoa.

He whakataukī....

“Ehara taku toa i te toa takitahi, engari, he toa takitini.”

“My strength is not that of mine alone, but of the many.”

## Key Enablers for Successful Collaborative Design

- Significant time and capacity to be involved.
- Expertise including independent facilitation, research, design, visual/graphic design and project management.
- Key relational skills such as relationship building, listening, diversity of perspectives, community engagement, working with group dynamics, personalities and resolving tensions.
- Clear communication about the purpose of the co-design process, including the co-design approach being used, key parameters and scope, and who is involved and when – being mindful that many participants involved will be unfamiliar with a co-design approach.
- Allocation of time to work through the intended interface between the proposed Intensive Response model and Oranga Tamariki staff, systems, and statutory requirements.

## Key Enablers for Successful Partnership

- Shared tikanga, shared ways of working and shared language.
- Sufficient human resources available to represent Iwi and mana whenua interests to ensure equity in co-design and partnership processes.
- Sufficient capacity (time) and capability (skills) of human resource within Oranga Tamariki to support the partnering processes.
- Understanding power dynamics and building trust through kōrero, listening and learning.
- Willingness by Oranga Tamariki to create the necessary change in response to issues and responses identified by Iwi and partners.
- Ability to listen and learn, respond and adapt, to circumstances and needs of partners, to work through sensitive issues together.
- Ensuring the pace works for everyone.
- Investing in relationships and whakawhanaungatanga.
- Anticipating and identifying important differences in perspectives in order to discuss and resolve early.

# Contents

<b>Executive summary .....</b>	<b>2</b>
What have we learnt about co-designing Intensive Response services?.....	3
What have we learnt about partnership?.....	4
What have we learnt about project organisation and supporting structures?.....	5
<b>Introduction .....</b>	<b>7</b>
Purpose .....	8
Background.....	8
How this review was undertaken.....	9
Who was involved in the research?.....	9
<b>PART ONE Collaborative design.....</b>	<b>11</b>
<b>What have we learnt about co-designing Intensive Response services? .....</b>	<b>12</b>
1 Ratings .....	12
2 Interview data.....	12
2.1 Whānau and provider voices .....	13
2.2 Engagement with providers and community groups.....	16
2.3 Co-design hui.....	16
2.4 Community ‘walk-throughs’ and sense-maker sessions.....	23
2.5 General discussion about the co-design process .....	24
3 Summary of key learnings about co-design .....	26
<b>PART TWO Partnership .....</b>	<b>29</b>
<b>What have we learnt about partnership? .....</b>	<b>30</b>
4 Ratings .....	30
5 Interview data.....	30
5.1 Partnership between Oranga Tamariki and Ngāi Tahu.....	30
5.2 The need to build capability in Oranga Tamariki to partner.....	32
5.3 Iwi perspectives.....	33
5.4 The need to build capacity in Iwi and mana whenua to partner.....	34
5.5 Working with different philosophies and perspectives.....	35
5.6 Partnering with communities.....	37
6 Summary of key learnings about effective partnership.....	38
<b>PART THREE Project organisation and supporting structures.....</b>	<b>40</b>
<b>What have we learnt about project organisation and supporting structures? .....</b>	<b>41</b>
7 Project management.....	41
7.1 Establishing shared ways of working.....	42
7.2 Impact of COVID-19.....	43
7.3 Supporting structures.....	43
7.4 Feedback on the developmental evaluation.....	46
8 Summary of key learnings about project organisation and supporting structures .....	47
9 Conclusion.....	47
<b>APPENDIX: Project timeline .....</b>	<b>48</b>

# Executive summary



Intensive Response is a new approach initiated by Oranga Tamariki and is being designed in collaboration with Iwi, Māori, and Pacific organisations and the wider community sector to improve support to whānau whose tamariki are at most risk. This report is part of a wider developmental evaluation of the Intensive Response Initiative and focuses on understanding the experiences and insights of key stakeholders participating in a collaborative design process to establish Intensive Response in Ōtautahi/Christchurch East.

The insights reported are from interviews conducted at the end of the first year of the establishment phase, with a range of people who participated in the collaborative design process (also referred to as co-design) including staff from Oranga Tamariki Christchurch East site, Ngāi Tahu, mana whenua (Ngāi Tūāhūriri), community representatives and Oranga Tamariki National Office (n = 18). It is intended to support the understanding of co-design and partnership in complex systems, assist with reflection and learning, and help inform future co-design and partnering processes for both the local site and more widely.

## What have we learnt about co-designing Intensive Response services?

The four main activities for the co-design process in Ōtautahi were: whānau and provider voices, engagement with providers and community groups, co-design hui, and community walk-throughs.

The collaborative design approach was seen to have created the right ‘space’ to enable thinking about doing things differently. Furthermore, the process of co-design itself was seen to have produced a range of positive impacts on relationships, a greater understanding of whānau voice, a sharing of power between Oranga Tamariki, Iwi, mana whenua and communities, and innovative changes to the procurement approach and practices at Christchurch East site.

**A mechanism for innovation:** The way Intensive Response was ‘pitched’ to the local Oranga Tamariki staff and to Iwi generated a drive for innovative, locally driven change, and a desire to ‘do it differently’. Oranga Tamariki staff talked about ‘transformational change’, about wanting to design and procure services in a different way and to change how they usually worked with their local communities. Iwi worked to hold Oranga Tamariki accountable to this vision. However, it was also observed that working in new ways can be challenging and the amount of time and capacity required to support a co-design process was raised as particularly challenging.

**The value of whānau voices:** The first stage of the co-design process involved contracting an extensive piece of ‘voice’ research to be undertaken by an external provider. Fifteen whānau groups involving 51 people were interviewed and several Oranga Tamariki staff and NGO/community providers participated in hui and focus groups. The perspectives and experiences gathered from whānau were identified as a significant and valuable contribution to the co-design process and were also key for supporting reflection and practice change within the Oranga Tamariki Christchurch East site. The messages drawn from the voice work were seen as a foundational ‘pou’ and were used throughout the design process. Planning for continued engagement of whānau in any further iteration of the model will allow whānau voice to continually be held at the centre of the new approach.

***The value of engaging widely with providers and community groups:*** The Oranga Tamariki project leads<sup>1</sup> met with a range of organisations and groups, including a number that had been identified in the whānau voice research as making a positive difference in the Christchurch East community. They sought to understand more about what these groups were doing that was working and to encourage their involvement in the Intensive Response co-design process. At several Project Team meetings, the project leads emphasised the valuable perspective that these organisations provided. Building these new connections also encouraged some ‘outside-the-box’ thinking regarding potential procurement options for Intensive Response.

***Learnings from Co-Design Hui #1 and #2:*** Overall, participants felt the co-design hui had been a positive process and a valuable ‘by-product’ was strengthened relationships between the participant groups and organisations. There were also several challenges to be worked through, including the nationwide lockdowns in response to COVID-19. Adaptive processes by the project team, supported by Iwi and Oranga Tamariki National Office staff, were evident during this period, resulting in successful resolution of several issues such as working at the pace of Iwi, extension of timeframes, simplifying the co-design approach, and including Ngāi Tahu perspectives within the co-design. Key to resolving these was collective discussion, listening and including other perspectives, and agreeing how to best adapt the process. A smaller Design Team was established, and this allowed for a joint design approach between Ngāi Tahu, Christchurch East and the National Office design team. The leadership shown by Ngāi Tahu in communicating their concerns, and a responsive approach from Oranga Tamariki created a critical ‘pivot point’ in the project and this was identified as positive for the partnership and co-design process.

It is likely that local project teams will require carefully planned assistance to implement the co-design process, using expertise from both within and beyond the organisations and partners involved.

## What have we learnt about partnership?

Overall, the partnership between the Christchurch East Oranga Tamariki site and Ngāi Tahu Iwi is seen to be operating well and was strengthened by the process.

The partnership was already in place prior to the Intensive Response kaupapa and has now become stronger through working together. Oranga Tamariki was seen to be responsive and open to changes and suggestions from the Iwi partner. Listening, being open to others’ ideas and having a strong commitment to the partnership has developed trust. However, there is still a need to build greater capacity and capability across the Iwi and mana whenua partners so they can continue to develop their ability to partner well.

***The need to build capability in Oranga Tamariki to partner:*** There was ambiguity expressed around what the partnership with Iwi and mana whenua means in practice and suggestions were made that it would be useful to build understanding within Oranga Tamariki on partnering with Iwi. Views on possible supports included improving understanding about what effective partnership looks like, and the use of mechanisms such as a community of practice, supervision, and management

---

<sup>1</sup> Project Coordinator, Oranga Tamariki Site Manager and Partnering for Outcomes Lead Advisor



conversations to develop relational skills for partnership. The needs and pressures on local sites were noted and it was also identified that managers and staff needed to be given additional time and capacity to develop and maintain partnerships at the local level.

**Sustainability of partnership:** Broader considerations from an Iwi perspective were also noted, including increasing Oranga Tamariki capability to support better and sustainable outcomes for Māori within their own system and policies, as well as developing Oranga Tamariki cultural capability including Māori leadership. In terms of partnership, the question was raised about how Oranga Tamariki can engage in mana-to-mana relationships with Iwi and mana whenua to effect sustainable changes rather than relying on ad-hoc roles.

**The need to build capacity in Iwi and mana whenua to partner:** A key theme identified was the need to further address capacity issues and representation of both Iwi and mana whenua. Ensuring that sufficient human resources are secured to represent both Iwi and mana whenua interests is important for ensuring equity in co-design processes. The importance of progressing the project at the pace that worked best for Iwi was a learning expressed by Oranga Tamariki, who recognised that there had been times in the process where they had pushed ahead.

**Working with different philosophies and perspectives:** As collaborative design activities were undertaken, differences were noted in the philosophical approaches between Iwi, community agencies and Oranga Tamariki. This was partly due to the range of understandings that people had about the purpose, focus and scope of the initiative, but was also due to the different 'world-views' and ideologies about what was the best approach. Anticipating and identifying important differences in perspectives early, to allow for some degree of discussion and resolution, was seen to be important.

**Addressing the bigger picture for Iwi/mana whenua:** However, the Iwi perspective was broader than just working within this specific project. Hui participants considered that all levels of Oranga Tamariki staff and management needed to take ownership of organisational change, and to take on board some of the thinking proposed by Iwi. Modelling change at the senior leadership level where there is control of people and financial resources was required. It was noted that change for Māori can't rely on ad hoc roles or cultural roles. Local regional responses through papatipu and having the right people at the table were also seen as important. Identifying the wider system barriers and ensuring the right people across agencies and sectors are connected to the project was also important.

## What have we learnt about project organisation and supporting structures?

**Using a project management approach:** Many of those involved at a local level did not have previous experience in project management or co-design processes, which created some confusion about how they could best support the project. Being clear about the project scope, roles, and responsibilities, developing a project plan that provides a clear map of what needs to be done, and establishing the mechanisms for leadership and good communication were all seen to be important. Expectations for timeframes need to be realistic, understanding that co-design processes can take a

significant amount of time when community and Iwi engagement is involved. The roles and responsibilities of different teams within the project may need to be reviewed and adjusted to reflect different stages of the project and also evolving understandings about what is needed.

***Establishing shared ways of working:*** Establishing the shared kaupapa, tikanga and values for the project at the beginning is important. This includes having a shared language and investment in relationships and whakawhanaungatanga. Agreeing on an action inquiry approach for ongoing cycles of action, reflection and planning will support the project to progress in a collaborative and intentional way.

# Introduction



## Purpose

This report is part of a developmental evaluation of the Intensive Response Initiative being established through a collaborative design process (also called co-design in this report) led by Oranga Tamariki Christchurch East site, in partnership with Ngāi Tahu Iwi.

The report describes the perspectives of the key stakeholders (Oranga Tamariki Christchurch East site, Oranga Tamariki Partnering for Outcomes, Ngāi Tahu, mana whenua (Ngāi Tūāhūriri), community representatives and Oranga Tamariki National Office) that were gathered at a 'point in time' review of the collaborative design process and partnerships. The data gathering for this review was undertaken a year into the collaborative design process.

The insights reported are intended to inform next steps and prompt further reflection on the partnership and the co-design process by those involved. They should be used as a launching pad for further improvements to process and action going forward, either by the local project group or by other locations undertaking similar processes.

The report has three main sections. The first section focuses on the co-design process, the second section looks at the evolving partnerships that were part of the Intensive Response initiative, and the third section discusses the overall organisation and structure of the project.

## Background

Intensive Response<sup>2</sup> is a new approach initiated by Oranga Tamariki to be designed in partnership with Iwi, to improve support to whānau whose tamariki are at most risk. The initiative also involves Māori and Pacific organisations and the wider community sector. Whānau and tamariki voice are seen as an important part of influencing the design, and therefore approaches may differ across communities reflecting the strengths and nature of individual communities. The Christchurch East Oranga Tamariki site was selected as one of the four pilot locations for collaboratively designing and implementing Intensive Response – a whānau-centred and community-based intensive response initiative looking after approximately 30 whānau annually.

Partnership with Iwi is core to the Intensive Response initiative and when Christchurch East was identified as a pilot location, discussions were had with Ngāi Tahu to seek their support and determine their preferred partnership approach. A '50/50' approach between Ngāi Tahu and Oranga Tamariki was agreed to. A Project Team was established made up of a mana whenua representative, and other staff from Oranga Tamariki Christchurch East Site, supported by project leads (site manager and Lead Advisor from Partnering for Outcomes) and an Oranga Tamariki Project Coordinator. A cross agency Advisory Group was also established, comprising representatives from Ngāi Tahu and six government agencies. Several staff from Oranga Tamariki National Office (Professional Practice Group, Chief Social Worker's Office, Policy and

---

<sup>2</sup> This initiative was launched with the name Intensive Intervention Initiative (III). At the end of 2020 the name was changed to Intensive Response.

Organisational Strategy, and Procurement) were also tasked with guiding and supporting local sites to implement the initiative.

The Intensive Response initiative has five phases: engagement, design, procurement, implementation, and monitoring. This report focuses on the engagement and design phases. The design phase of the project was undertaken using a collaborative design approach, which included the following activities:

- capturing whānau, tamariki and provider voices
- engagement with community providers and community groups and individuals
- collaborative design hui
- community and whānau walk-throughs to gain feedback on the initial designs.

Oranga Tamariki has drawn on a 'Learn and Grow' approach to promote the importance of trialling, reflecting, and learning from the experiences of collaborative design and development of partnerships. Establishing the initiative is expected to be a gradual process, with opportunities at each stage to learn what works best. An evaluation team (The Knowledge Institute) was commissioned by the Evidence Centre to undertake a developmental evaluation (DE) to support evaluative learning through the different phases of the project. DE is a participatory Learn and Grow evaluation approach, and aims to provide regular feedback to support on-going decision-making and changes.

## How this review was undertaken

A participatory appraisal method was used along with a kanohi ki te kanohi (face-to-face – both virtual and in person) approach (where possible) through individual interviews and focus hui. The participatory method (H form<sup>3</sup>) was used because it is a simple but well-practised evaluation method which allows for a quantitative rating approach in conjunction with deeper qualitative insights.

Interviews were conducted with a range of people who had been significantly involved in the collaborative design and project development phase. Two key evaluation questions were used:

1. How well has the collaborative design process gone overall?
2. How well has the partnership between Oranga Tamariki and Iwi operated overall?

Having considered the significant amount of work still being undertaken by those involved in the project, a practical approach to this review was taken by the developmental evaluators. Rather than gathering insights through a large hui (as had been the format for the co-design hui) interviews were conducted with people either as part of a small group or individually. Those that could not meet kanohi ki te kanohi participated online.

## Who was involved in the research?

---

<sup>3</sup> See for more information <https://scottishparticipatoryinitiatives.co.uk/tools/h-form/>

Interviews were conducted with people who had been involved in the collaborative design of the Intensive Response Initiative in Christchurch East. The table below details the organisations or groups interviewed and the numbers of people.

<b>Group Represented</b>	<b>Number Interviewed</b>
Iwi/mana whenua	4
Community	2
Project Team	8
Advisory Group	1
Oranga Tamariki National Office	4
<b>TOTAL</b>	<b>18<sup>4</sup></b>

This report draws extensively on quotes from these interviews. The individuals who are being quoted are not identified, however, to provide some context the group the individual represents is in brackets at the end of the quote. The following broad groupings are used:

- Oranga Tamariki** Christchurch East Oranga Tamariki staff member or Oranga Tamariki Southern Region Partnering for Outcomes staff members and also an Oranga Tamariki Advisory Group member
- Iwi** Te Runanga o Ngāi Tahu staff member or Ngāi Tūāhūriri rep
- National Office** Oranga Tamariki National Office staff member or contracted personnel
- Community** a participant in the Intensive Response co-design process who is employed within the community sector

<sup>4</sup> One of the people interviewed was both 'Iwi/Mana whenua' and 'Project Team'. For the purposes of this table they have been counted in both groups – meaning the total number of people interviewed is recorded as 18 not 19.

# **PART ONE**

## **Collaborative design**



# What have we learnt about co-designing Intensive Response services?

The collaborative design process was rated reasonably highly, with 7.1 out of 10 being the average score across the 15 participants. Participants felt starting with whānau voice had provided a foundational pou to build on. Other key enablers for successful co-design were: significant time and capacity to be involved; clarity around roles and expectations; expertise including independent facilitation, research, design, visual/graphic design and project management; and key relational skills such as relationship building, listening, diversity of perspectives, community engagement, working with group dynamics, personalities and resolving tensions.

This section summarises the feedback obtained from participants including the ratings that were given for the co-design process and the qualitative feedback on the whānau-centred co-design process as well as any lessons learnt.

## 1 Ratings

The key evaluation question used for this kaupapa was ‘How well has the co-design process gone overall?’. Interview participants (n=15) who rated this question used a scale 1 to 10, (1 being ‘Not at all well’, and 10 being ‘Extremely well’). Participants who completed the rating included representatives of Ngāi Tahu, Oranga Tamariki Christchurch East Site, Oranga Tamariki National Office, and community organisations.

The average rating across the 15 participants was 7.1 out of 10. The scoring ranged between 4 (n=1) and 8 (n=5). One participant gave a score of 6 and eight participants gave a score of 7.

## 2 Interview data

In the interviews, participants were asked to identify ‘reasons they had not given the co-design process a lower score’ and ‘why not a higher score?’ This elicited conversations about the positive aspects of the process and areas that could have been improved.

The first part of this section focuses on specific feedback about the four main activities for the co-design process (whānau and provider voices, engagement with providers and community groups, co-design hui, and community walk-throughs). The service design team at Te Rūnanga O Ngāi Tahu had considerable experience and expertise in kaupapa Māori co-design. Oranga Tamariki National Office also has a service design team that brought a lot of skill and experience to the project. For the Christchurch East site staff, collaborative design was a new and unfamiliar approach.

Each of the co-design activities are described and then participant insights are discussed. Following this is a discussion about the co-design process more generally.



## 2.1 Whānau and provider voices

### Description

- This work was contracted out to an independent Wellington-based group, ‘What it Takes’ Research (WIT) who are led by a researcher of Ngāi Tahu descent. In-depth interviews were carried out with 51 people (across 15 whānau) who were currently or previously involved with Oranga Tamariki.
- NGO/community workers assisted WIT by facilitating engagement with whānau.
- Focus groups/hui were also conducted with professionals from the wider social service sector (NGOs, community groups, and kaupapa Māori kaimahi).
- The interviewers gathered the accounts of whānau, NGO workers, NZ Police, kaupapa Māori kaimahi and Oranga Tamariki staff working to keep children and their whānau safe in Christchurch East.
- The WIT researchers identified key themes from the whānau voice data and, following some initial sense checking with the Christchurch East project team, Iwi partners and whānau, they used a range of ways to share their findings. This included a written report, a poem, a large poster (developed by an Oranga Tamariki designer) reporting common themes from different whānau members (e.g., tamariki, mother), and a video presentation. Presentations were made to the Project Team, the Advisory Group, and the Oranga Tamariki Regional Management Team. The poster was also used in the co-design hui and the community ‘walk-through’ sessions. While the final draft of their report was used to support the co-design process, the report had not yet been finalised for public release at the time of writing.
- The first part of the co-design process took place between December 2019 and March 2020. It was followed by a testing phase with whānau, communities, and key stakeholders, and a design was finalised in December 2020. Note: The process was somewhat interrupted by COVID-19. (See Appendix for Timeline of Ōtautahi co-design process.)

### Discussion

While the perspectives of whānau, NGO/community providers and NZ Police were collected by WIT, the whānau voice was the primary focus in their written report. All key stakeholders interviewed identified the whānau voice research as having made a significant and valuable contribution to the co-design process and it became a key impetus for reflection and change for Oranga Tamariki staff.

*The voices work was something new for us and I think it was a beautiful approach. (Oranga Tamariki)*

*A reason why it [co-design] has been positive...is the voices work and whānau involvement right from the beginning. (Oranga Tamariki)*

It was suggested that the idea of beginning with whānau voice was critical and also replicable for others.

*The process is applicable across any sector, or orientation – same ingredients – whānau-led, the voice of lived experience being the key to everything, them telling us who their trusted people are and how they work in those sorts of ways of being, what their experience of that part of the system is, which part of that are system, which part are practitioner, the who's, and then going into a wider co-design around what are the multiple ways that we can shift this part of the system. (Iwi)*

Careful consideration about the approach used to gather the whānau voice was seen to be important.

*Those who gathered the whānau voice were magic – they did relationship really well, they had a clear understanding of their role, I think they had a different plan of how they would engage with community – this could be locally done. All you really need is a localised coordinator who works with those who are already working alongside whānau in a partnership way, it should be community-led, whānau voice not OT. (Iwi)*

The reporting of the whānau voice in the form of a poem (created by the lead researcher) which combined key aspects of whānau voice, and the poster (created by the National Office service design group) were valuable methods of communicating the essence of what whānau had experienced through their involvement with Oranga Tamariki. The key messages and metaphors drawn from the voice work proved to be powerful and foundational to the design process.

*The platform of whānau voice acted as a pou even when we didn't know it was. (National Office).*

It was identified that while the messages were familiar (from other reports and the media) the fact that the whānau were from the Christchurch East Oranga Tamariki site made it all the more meaningful.

Aspects of the whānau voice were also acknowledged as being confronting, and careful consideration was given by the Project Team about how to best present this feedback to the wider Oranga Tamariki team at Christchurch East in a way that would facilitate engagement and buy-in for change.

*I thought the whānau voice would never end but what we got was gold. The narratives, and those perspectives have come through over and over again. In complaints and in the media. (Oranga Tamariki)*

Following the initial presentation of the whānau voice data, the key messages were drawn on at many points throughout the co-design process. They were the main insight method used in the first co-design hui and also formed the basis for the 'what

does good look like' criteria for an Intensive Response approach, that were developed for the second co-design hui.

*The other influential piece in this was the whānau voice – and this was able to be pivotal in guiding the design. (Oranga Tamariki)*

*There has been a strong focus in making sure that the whānau are at the centre of it all. It comes back to whānau first. (National Office)*

*Hold that whānau voice centred (approach) and talk about how that whānau voice comes back into play continuously. What does that look like? Who does that? (Iwi)*

While there was clear acknowledgement of the importance of the whānau voice in informing the design, some participants felt that value could have been added by also drawing on key learnings from existing models and evidence from the literature. The lessons learnt from implementing the ISR<sup>5</sup> model was given as an example of research that could have been used to support the co-design process.

*There is an opportunity to strengthen the evidence by not only pulling from the whānau voice but also to bring in the relevant literature and probably the contemporary reports that have been released. Not only to make sure it is localised but also to link in the evidence-based insights nationally. To also have that common language for when the ideas were not being communicated from the whānau voice. (National Office)*

*ISR would have had some really valuable insights. Quite a similar context. But I'm not sure if we have really drawn on some of those sorts of projects, that could really usefully inform this work. We didn't really need to start from scratch. (Iwi)*

*The other thing is around enhancing the voice of whānau with other pieces of literature to really contribute to that body of knowledge. Being also able to challenge the agency [Oranga Tamariki] to reframe some of the views that have been held or help bring in new narratives or ways of speaking about things or just getting real with the reality on sites as well. (National Office)*

In summary, whānau voice was a key impetus for reflection and change for Oranga Tamariki staff and was central to the collaborative design process. It was done carefully and respectfully, and findings were presented using a range of creative media and reporting that communicated the essence of what whānau had experienced through their involvement with Oranga Tamariki.

---

<sup>5</sup> Integrated Safety Response (ISR) model, established in the Waikato and Christchurch in 2016, brings specialist Kaupapa Māori and family violence services together with staff from government agencies to work collectively with whānau impacted by, or using, violence. See: [www.orangatamariki.govt.nz/about-us/research/our-research/integrated-safety-response-isr-evaluations/](http://www.orangatamariki.govt.nz/about-us/research/our-research/integrated-safety-response-isr-evaluations/)

## 2.2 Engagement with providers and community groups

### Description

- Feedback from the whānau and provider voice work prompted the project leads (Project Coordinator, Oranga Tamariki Site Manager and Partnering for Outcomes Lead Advisor) to meet with some of the community groups they did not have existing relationships with, but which had been identified by whānau as making a positive difference in the Christchurch East community. They sought to understand more about what these groups were doing that was working, and also to encourage their involvement in the Intensive Response co-design process.
- Contact with these organisations also led to connection with other local networks and enabled increased participation in the co-design hui, and further feedback to be gathered.

### Discussion

While participants didn't directly discuss specific visits from project leads in their interviews, the value of connecting more widely with the community sector in Christchurch East was mentioned.

*A positive is the breadth, depth and type of consultation that we had.  
(Oranga Tamariki)*

Before this, the site had well-established relationships with those NGOs that had existing Oranga Tamariki contracts, however there was less connection with the grass-roots community and marae-based organisations in the area. Project leads spoke about their visits at a number of the project team meetings, and emphasised the valuable perspectives being provided by these organisations and the experience and connections they had with many of the whānau that were involved with Oranga Tamariki. Building these new connections also encouraged the Oranga Tamariki project leads to think 'outside the box' regarding potential procurement options for Intensive Response.

## 2.3 Co-design hui<sup>6</sup>

### Description

- Two full-day co-design hui (also referred to as Rua Tekau<sup>7</sup>) were held (with a third planned for December 2020).

<sup>6</sup> After each of the two-co-design hui specific feedback was also collected via an emailed questionnaire for hui participants and a debrief session with the design team. The reflections from this feedback are included in this section.

<sup>7</sup> Rua Tekau was the name given for the co-design hui based on the number of people (20) that were expected to be involved. This number was closer to around 30 people. Note that several people who participated in the first hui were not at the second hui and vice versa.

- The National Office service design group initially outlined a co-design process and asked the local Project Team to determine what level of support they required from them, providing three options for the working partnership between National Office and local Project Team: 80/20, 50/50, or 20/80. The Project Team selected the 50/50 option.
- Concerns were raised about the proposed co-design process and a ‘re-set’ hui was held with the Project Team, the National Office Co-Design Team, the Ngāi Tahu representative and a facilitator from Te Runanga o Ngāi Tahu with expertise in co-design. From this, a separate National/Local design group was created with staff from the National Office Service Design Group (four people), the Ngāi Tahu Iwi representative, a facilitator from Te Runanga o Ngāi Tahu, the local Project Coordinator and the Developmental Evaluators (two people).
- Considerable discussion was had at Project Team meetings about who should participate in the co-design hui. Around 30 participants ended up attending both of the co-design hui (Oranga Tamariki staff from Christchurch East site and staff from a range of non-government/Māori organisations and (in hui #1) representatives from the Oranga Tamariki National Youth Advisory Group. ,
- The hui were largely facilitated by the Iwi members of the Design Team and supported by the Project Coordinator and Project Lead, National Office service designers, and evaluators. They incorporated a range of methods including drawing on a Ngāi Tahu concept of Te Kore, Te Pō, Te Āo, whānau and rangatahi voices, group discussion and generation of ideas in small and large groups, and a range of specific activities and questions.
- The ‘whānau voice’ research was used by the Design Team to create visuals and personas<sup>8</sup> that aimed to ensure the co-design participants were responsive to the needs of whānau.
- Co-design hui #1 produced four concepts/approaches that formed the first cut of the Intensive Response model for Christchurch East.
- The whānau and provider voice work and further community feedback was analysed and themed and led to the development of a set of criteria for ‘what good intensive intervention looks like for whānau’. The criteria were used in co-design hui #2.
- Between the two hui the Design Team worked to further develop and iterate a draft model of Intensive Response. In both design hui there was extensive use of visuals which were produced by the National Office design group.
- Co-design hui #2 re-visited and extended/refined the four concepts that had been developed in the first hui.

---

<sup>8</sup> Personas are fictional characters created based on the whānau voice research who reflected a composite of experiences of people interviewed.

- The feedback discussed in this report preceded co-design hui #3 held on 7 December 2020.

### Discussion: Planning the co-design hui

The whānau voice phase of the project was completed in March 2020 and a draft version of the report was provided for use in the co-design hui. The next phase of the project involved planning the co-design hui and this had just begun when level four lockdown was put in place in response to COVID-19. The original plan for WIT to facilitate the co-design hui changed and new arrangements were made involving National Office more in the co-design planning at this stage. Planning was undertaken by one of the Project Leads and National Office during lockdown. With some key people being pulled into COVID-related activities, using a wider collaborative approach for planning was considered too difficult.

When lockdown ended and the proposed approach for the design hui was presented by the National Office service designers there were concerns expressed by both the Project Team and Iwi. Concerns included how quickly planning and decisions about the next phase of co-design had been made, that the planned approach felt overly complicated and that it did not reflect a Ngāi Tahu approach to co-design. These issues were raised by the Project Team and the Iwi representative (who was a member of the Advisory Group and so had not been significantly involved in Project Team processes until this stage), and were successfully resolved by the formation of a smaller National/Local Design Team. This allowed for a joint design approach between Ngāi Tahu, Christchurch East and the National Office design team.

*We [National Office] didn't really anticipate being involved in the design the way that we were. COVID lockdown hit immediately after the whānau voice work then it became a bit stuck, and they tried to push ahead and then it became apparent that we weren't all on the same page. One side of the partnership was trying to go a bit faster than the other side. That was when we had the recalibration and the opportunity for National Office to work more closely with Ngāi Tahu. Which turned out to be a great opportunity. (National Office)*

A number of those interviewed identified that this issue had been a critical point in the project development, not only because it represented a problem or challenge between the partners that was successfully resolved, but also because of the value that the Ngāi Tahu design experience and the inclusion of a Te Ao Māori perspective to the collaborative design brought, along with the skills of the Oranga Tamariki Service Design Group. This is an example of where a pivot point was experienced and where adaption to the process occurred.

*Working together has been a positive, with the team from Wellington, the iwi coming in. We had a moment there where it needed to be rescued and we (Iwi) did that, and it worked well. (Iwi)*

*The parts that were difficult offered important learning for the whole group. (Oranga Tamariki)*

Several people interviewed reported that the leadership shown from Ngāi Tahu in calling a 'time-out' and communicating their concerns in this space was positive for the

partnership and co-design process. It simplified what was seen to be an overly complex approach to co-design – which was important because most members of the Project Team had very minimal experience in co-design.

*A crucial piece was Ngāi Tahu being able to share their Te Āo perspective on co-design and it was great for the overall process and the partnership for Ngāi Tahu to step into this space and drive things more directly. (National Office)*

### **Discussion: Facilitating the co-design hui**

The challenges and enablers for the two co-design hui identified in the interviews were consistent with the participant feedback gathered immediately after each of the hui. This section discusses three of the enablers identified and then three of the challenges.

The input provided by the specialist designers and the quality of the visuals they produced was identified by a number of participants as an enabler for success. The ideas for the visuals were developed by the National/local design group and then produced by the National Office designer. A number of participants reported that the visual products used in the design hui were very valuable as they helped translate the concepts.

*That Design Group [in National Office] – can't speak highly enough of them – their contribution, openness, skill sets, just amazing. I've learnt how much impact the visuals have. That was significant. That poster alone. The video is powerful. Awa, Tarapirohi flying over – amazing (bird flies over). It's a far more translatable, beautiful, bite-sized, meaningful way to translate that story– I think they are really good skills. (Iwi)*

*Having [name] on board where they could represent things visually can't be stated enough. People really responded well to the visuals. It would have taken a lot more time to communicate. That can't be stated enough. It started with the whānau voice hui. People responded really well to the visuals. Without that we would have spent a lot more time trying to communicate things. (National Office)*

The Service Design Group at National Office were extensively involved in planning and implementing the co-design hui. Their level of involvement with the Christchurch East design hui was seen as a learning opportunity by National Office about what a co-design process might look like in this context. However, National Office thought that they would not have the capacity to provide this level of support to other Intensive Response locations.

*There had to be one site that we [National Office] got into the real detail with so we knew what we were dealing with. Even if we hadn't planned it that way it has been a very valuable process. (National Office)*

*I'm just thinking that if this got rolled out in another group, it's quite highly likely that the project team might not have the design skills, they're going to have to bring it in... and that's where my feedback about the people being local would be my recommendation. Just tapping into those local networks where they exist and where they don't then National Office could support as kind of the last resort. (National Office)*

The use of Ngāi Tahu's 'Te Ao, Te Kore, Te Po' model for co-design was another enabler that was identified by a number of participants.

*It was really about seeing design and design methodologies be immersed in te Āo Māori and te Āo Māori of Ngāi Tahu. (National Office)*

*It was a buzz to work alongside [names], observing them working in a design space and see them hold and articulate different world views and they brought different ways of being that we might not have been able to bring. (National Office)*

There was discussion about the group dynamics in the co-design hui and many participants felt it had been a positive process and a 'by-product' was that relationships between the different groups and organisations participating had been strengthened.

*It felt there was a good balance of power between community and government people working to share collaborative ideas to inform a model. (Community)*

*Iwi, with whānau, with National Office, with Partnering for Outcomes, it was a great collaboration. It has mostly felt like a genuine co-design. (Oranga Tamariki)*

*I see whanaungatanga, we've had to get out into the community, normally stuck behind four walls, the community has expanded, hearing from the community, quite open to jumping on board – I enjoyed that – more engagement with community – they come in and out now – we have got them on our resource panel, they come through the door now not just wait at reception. (Oranga Tamariki)*

However, there were still some difficult aspects within the group dynamic, in particular the need for Oranga Tamariki staff to have dedicated time and space to speak openly about the initiative and what learnings they want to bring into the co-design space. There was also a feeling that important information and experiences of staff were not being heard, and this was voiced at the second hui. The dynamics reflect different philosophies and perspectives of how an Intensive Response service should look and is discussed at length later in the report.

*It was a tricky space for us to be in and we were wanting to be involved in the design but were also being aware of the power dynamics. (Oranga Tamariki)*

*Possibly needed to do some work with the Oranga Tamariki [Christchurch East] people who attended. I think that dynamic got*



*quite tricky. They didn't really say anything and just sat back and let it all happen and then in the second hui it came out that they were unhappy about some of it or had some concerns. But when it was being talked about first up, they didn't express how they were feeling about it all. Maybe we could have done a deep dive before the hui to pull out some of their ideas. (Iwi)*

*It's a difficult thing to co-design with community. We had to humble ourselves. (Oranga Tamariki)*

Some people also noted groups they felt were missing from the process including more involvement from local schools, urban marae and other government agencies that might be actively involved in working with the initiative when it was operational.

*I also think that while we had community people, I'm not really sure if this was right. We didn't have Police<sup>9</sup> in the room and they are key players in this space. So are Health. (Iwi)*

Identifying how whānau might participate in co-design was discussed at length and considerations such as wanting them to be comfortable with the process, and being sensitive to demands on their time and other commitments were noted. The whānau who had participated in the 'voice' interviews were not specifically engaged in the co-design hui part of the design process. Instead at the first design hui the whānau voice lead researcher took the role of 'representing' and advocating for the views of those particular whānau.

Rangatahi from the Oranga Tamariki Youth Advisory Group participated in Hui #1 as care-experienced young people. Feedback from participants was that they provided a unique and valuable perspective.

Facilitating the hui was identified as another challenge. Iwi members of the design team largely facilitated each hui and were also participants. Some participants suggested that, in hindsight, a better approach may have been to use experienced, local and independent co-design facilitators to allow for fuller participation by Iwi representatives.

*Local, independent, facilitation maybe could have helped. (National Office)*

It was also identified that the amount of time allocated to actual design activities was not enough to allow the first design iteration to be adequately developed.

*Felt like we didn't get to the design bit soon enough. Took a very long time to get people to understand the context and all the contributing bits. Only ended up with an hour to do the design work, which wasn't really enough. (Iwi)*

One particularly challenging aspect of the co-design hui was seen to be the participants' lack of understanding about the scope of the Intensive Response initiative.

---

<sup>9</sup> Police were involved in the first co-design hui.

*We needed more clarity about who it is for, to ensure that the level of intervention is matching their level of need. (Oranga Tamariki)*

*The design parameters weren't clear. We didn't define it and so we got quite lost. (Oranga Tamariki)*

*I kept on trying to understand what Intensive Interventions even was. Who is involved in this journey? Who is it even for? (Iwi)*

*It needed to be more focused on the absolute core issue – what is intensive intervention? And establishing a proper understanding of that. It also needed to be focused on the core whānau who will actually be the ones at the centre of the service – which if we're real about it is going to mostly be mum and kids. (Iwi)*

There was a sense that if people designing the model did not have a sound understanding about 'who' it was for, it was likely that the design would be too generic and not fit-for-purpose.

*There wasn't enough pulling together of ideas and tailoring it for the Intensive Response. (Oranga Tamariki)*

Partway into the design process there were concerns raised that the use of 'personas' based on the whānau voice had not provided a clear picture of the high level of risk and issues that Intensive Response would work with.

*The profiles weren't that reflective of the actual people that it was going to be for. (Oranga Tamariki)*

It was also felt that splitting the individual personas up in the first hui and not reflecting on whānau as a whole, was not the best approach, as it meant that designed concepts did not necessarily consider the whānau holistically, but focused on individual needs. Using the whānau voice report feedback more directly, rather than using 'personas', was suggested as an alternative approach.

The individual persona approach may have had an impact on the development of design concepts. Some interviewees felt that the concepts were developed at pace, within a very short time at the hui (1.5 to 2 hours max) with very little iteration and clarification with the participants, before being tested in a broader setting (through walk-throughs).

There were reflections about what may have made things clearer for those participating in the design hui, for example, being up front about pre-determined elements (e.g., geographical location, number of whānau users per year, source/point of referral, length of involvement, approximate budget). However, there was a particular view held that the co-design approach needed to be fully open to possibilities before narrowing down to a more focused approach, and that putting parameters around it may limit the thinking.

Another area that lacked clarity was the intended interface between the proposed Intensive Response model and Oranga Tamariki staff, systems, and statutory requirements.

*I've felt like the statutory obligations have been left out. But whether we like them or not they are there. There is a disconnection from them. (Oranga Tamariki)*

The confusion experienced over the purpose, focus and scope of the project could have been reduced with more intentional communication at the early stages of the project. Given the range of different people that became involved in the project along the way, continuing to clarify the key parameters is important e.g., the target group of whānau, criteria for whānau involvement in the intervention/response, the purpose of the co-design process and who should be involved and when.

## 2.4 Community 'walk-throughs' and sense-maker sessions

### Description

- A 'walk-through' is a method used to engage a wide range of people in the design process by presenting evolved concepts and asking for feedback on the current designs, in order to further iterate the designs in response to people's reflections.
- After co-design hui #1 the four concepts that had been developed were displayed (visuals and descriptions) at a local community venue in Christchurch East. Whānau, community members, and providers were invited to view and give feedback on these concepts. As people walked around the room, facilitators were on hand to further describe the concepts and progress so far. Feedback was recorded on sticky notes, collated and themed by the facilitators.
- The walk-throughs were also promoted via emails, Facebook and word-of-mouth.
- Two walk-throughs were originally conducted and then an additional 'walk-through' was planned specifically for whānau as it was felt that not enough whānau had participated earlier.
- A 'sense-maker' session to review and provide feedback on the initial designs was held with a small group of professionals who had been identified as having expertise and experience in this area of social service delivery.
- The feedback gathered via the walk-throughs and the sense-maker session was used by members of the National Office/Local Design Group to further develop the hui #1 concepts to then re-present at the hui #2.

### Discussion: Involvement of whānau

The Project Team and particularly Iwi were very keen for whānau from the wider Christchurch East community to be a part of the walk-throughs. However, those that attended the first two walk-throughs were mostly NGO and agency staff so a third walk-through was run to cater more specifically for whānau. The feedback from whānau indicated that the key concepts shared in the design were good, with particular emphasis on the taua/taua concept of peer support. A word-of-mouth /social media approach was used to communicate and encourage people to attend. Attempts were

made to not have Oranga Tamariki staff also attending at this walk-through as this was seen as a possible deterrent to whānau participation. Some thought that there might be value in further engagement with the whānau from the whānau voices research, however this has not yet eventuated, largely due to time and capacity issues.

*We need to be asking what whānau think will work for them.  
(Oranga Tamariki)*

Being whānau-centred was a core tenet of the co-design process. There have been previous discussions in Project Team meetings about what opportunities there could be to further involve whānau in the design and implementation process. It will be important to incorporate more formal planning around this as the project beds in.

## **2.5 General discussion about the co-design process**

Participants generally spoke very positively about the overall co-design process. There was, however, recognition that it is not necessarily a linear process and as such can feel quite uncertain and vague to many people. Maintaining momentum was seen to be a challenging but important part of successful implementation of a co-design process.

*The thing with co-design and with doing it in partnership is that you need to stick with it, it will be uncomfortable and there will be ambiguity, but you need to stick with it. (Oranga Tamariki)*

### **Collaborative design is a new approach for many**

Several people identified that co-design as a process was a new approach for many involved and that this limited understanding, together with the unexpectedly long time it took, contributed to people feeling overwhelmed or frustrated at times.

*We became, at one point, overwhelmed and started to disconnect.  
We couldn't understand the language that was being used. (Oranga Tamariki)*

*If I had understood it more then, I would have been able to support it, and facilitate our progress more... I could have taken more of a lead/moved it along faster. (Oranga Tamariki)*

### **Project organisation**

Some felt the management of the co-design process may have benefited from increased structure, transparency, and communication. This is discussed further in Part Three.

### **Time and capacity to co-design**

The amount of time and capacity required to support the co-design process was raised as a challenge by all of those interviewed. There was a sense that the time demands had been greater than they had envisaged and that greater capacity for the key people in the project would have improved timeframes and progress.

*The time commitment was huge. (Oranga Tamariki)*

*We were time poor and had limited capacity. (Oranga Tamariki)*

*We got there in the end, but it took an amazing amount of effort and time and dedication and support from everybody. (National Office)*

*Multiple people with day jobs and multiple priorities made it very challenging and keeping momentum. This thing became another priority on top of that – for people that already had a very full plate. You had to be really creative about when you meet and where and how you keep the momentum of the project going. So capacity is something that jumped out as a challenge. (National Office)*

*I think we needed more capacity to be able to give it more focus (e.g., the site manager being released half-time). We had to do this in our busy roles. (Oranga Tamariki)*

Throughout the co-design process there was also an ongoing tension about wanting to involve the NGO/community sector but not wanting to be too demanding of their time. There was not any form of koha or reimbursement for participation in the co-design hui, but this is something that could be considered in future sites.

*Also, the need to respect people's time and how much time this will take. It's a lot to ask people to put their own work to the side and just come along for a day at a time. (Iwi)*

### **Innovation as a driver**

The way Intensive Response was 'pitched' to the local Oranga Tamariki staff and to Iwi generated a drive for innovation and to 'do it differently'. Oranga Tamariki staff talked about 'transformational change', about wanting to design and procure services in a different way and to change how they usually worked with their local communities.

*We have been really serious about transformational change here and it never ends really. It is a totally different way of operating. (Oranga Tamariki)*

However, this approach also created new challenges and was demanding for those involved. Other participants talked about playing a role in holding Oranga Tamariki to account for this aspiration.

*Had to really push in terms of doing things differently. (Iwi)*

*There are challenges with the model itself. This is a new model for the Ministry in terms of whānau-voice centred processes (human-centred design). There were times we had to hold that space, but we moved through them positively. ... Tendency for them to do what they knew and repeat. (Iwi)*

### **Co-design process as a mechanism for change**

There was a view that the whānau-voice centred/collaborative design approach created the right 'space' to enable things to be done differently. Some perceived that it is possible that the end product may not be that different to what could have been

designed ‘in-house’, but the process of co-design itself produced a range of positive impacts on relationships, power-dynamics between Oranga Tamariki, Iwi, mana whenua and communities, and has created changes to the procurement approach and practices at Christchurch East site. It also gave Oranga Tamariki staff an experience of engaging with whānau and with community in a different way.

*It means a relinquishing of power, a real integration, it means more trust... We have to keep our eye on that, it's not something that you can maintain without being deliberate. Because there's a whole lot of learnt behaviours across all of these spheres. It's easy to fall back into without having a continual questioning and reflection on 'is that what we're seeking?' 'Is that what the kaupapa is that we're working towards. (Iwi)*

*I know that this works – as a way of engaging with whānau and with community, and you do land. It doesn't stay out in the ether forever, but you have to be open to potentially new things that come into play. That's a difficult space for some people. (Iwi)*

### 3 Summary of key learnings about co-design

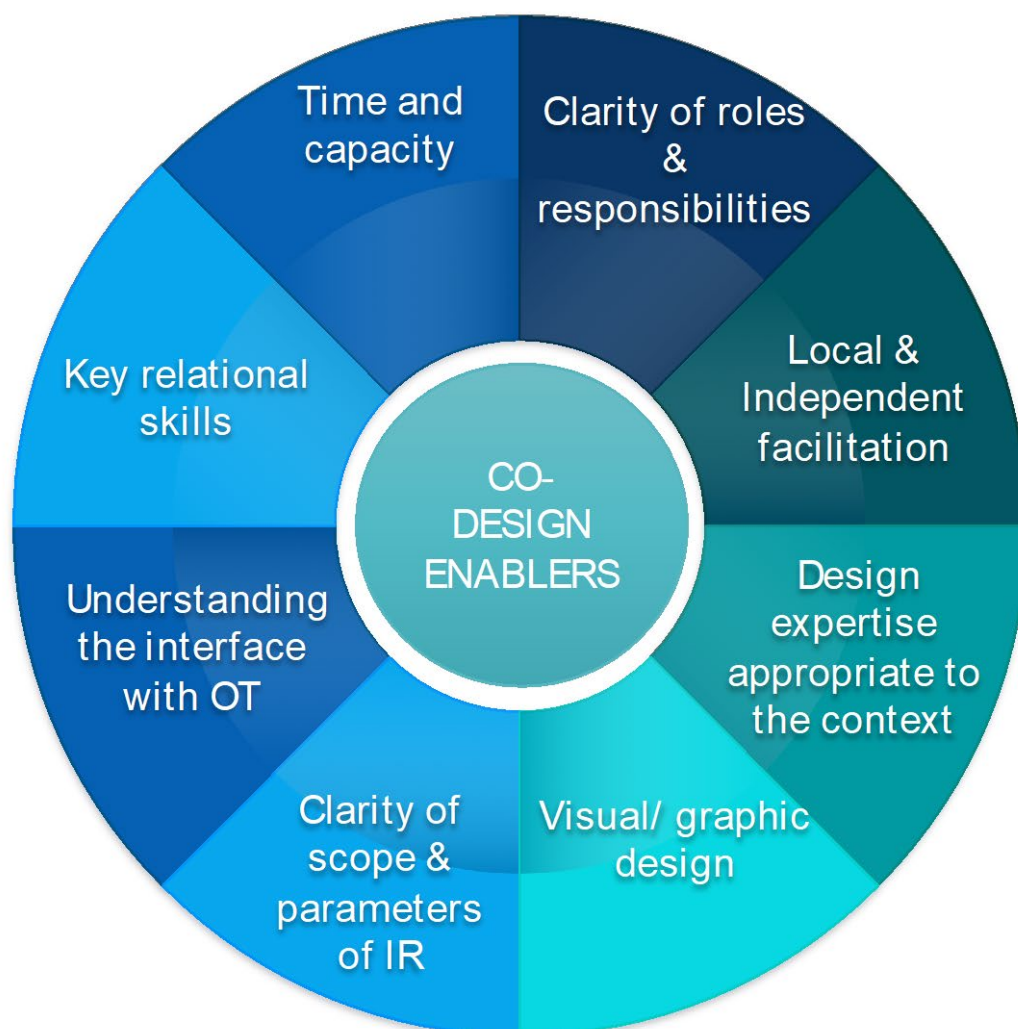
- *Successful co-design as an approach requires prerequisites such as: significant time and capacity to be involved; clarity around expectations, roles and collaborative design processes; expertise including facilitation, research, design, graphic design and project management; and key relational skills such as relationship building, community engagement, working with group dynamics, personalities and solving tensions. It is likely that local project teams will require carefully planned assistance to implement the co-design process by using a range of expertise from inside and outside the organisations and partners involved.*
- *Clarify the purpose, focus and scope of the project more intentionally at the beginning stages and then again whenever new people become involved in the project along the way. For example, clarification around the target group of whānau, criteria for whānau involvement in the intervention, geographical location, source/point of referral, length of involvement, approximate budget. This should include communicating anything pre-determined within the design scope.*
- *Communicate the purpose of the co-design process clearly (and simply), including who should be involved and when.*
- *Be mindful of the roles that Oranga Tamariki staff take in the project and the 'barriers' this could create for whānau or the community due to past negative experiences or perspectives.*
- *Whānau voice is crucial in the co-design process. The approach used for gathering the perspectives and experiences of whānau could be enhanced by*

involving local people, particularly those who already engage well with whānau and communities.

- *Instead of developing ‘personas’ consider using just the whānau voice report feedback more directly*, remembering to look at the whānau as a group rather than designing for individual whānau members.
- *In addition to whānau voice, lessons learned from existing models and the ‘best practice’ literature* could provide another source of evidence or criteria to support the co-design process.
- *Iterate initial concepts with the design participants* to a greater degree before they are put out to the wider community for feedback. This would ensure that the concepts are tested for a range of key points including whether it fits the scope and boundaries of the kaupapa, whether it reflects important aspects of the whānau voice, and working through particularly ‘tricky’ aspects, for example, how the community involvement in the initiative might meet the high needs and risks associated with whānau.
- *Allocate time to work through the intended interface between the proposed Intensive Response model and Oranga Tamariki staff, systems, and statutory requirements.* Expect that these aspects may emerge over time.

- Plan for continued engagement of whānau in the design and iteration of the model in order for the whānau voice to continually be held at the centre of the new approach.

Figure 1: Co-design enablers





# **PART TWO**

## **Partnership**



## What have we learnt about partnership?

The overall ratings for partnership were very good (8.4 out of 10). While only a few people rated this (n=5), the views covered both Iwi and Oranga Tamariki perspectives. The partnership was already in place prior to the Intensive Response kaupapa and has now become stronger through working together. Listening, being open to others' ideas and having a strong commitment to the partnership has developed trust. However, there is still a need to build greater capacity and capability across the partners so they can continue to develop their ability to partner well.

This section outlines feedback on the partnerships with a key focus on the partnership between Oranga Tamariki (Christchurch East site), Iwi (Ngāi Tahu) and mana whenua (Ngāi Tūāhuriri) partners. It also discusses feedback on community partnerships and what we are learning about working in partnership.

### 4 Ratings

The key evaluation question for this kaupapa was: 'How well has the partnership between Iwi and Oranga Tamariki operated overall?' Five people closely involved with the project gave a numerical rating for the partnership and the average was 8.4 (out of a scale 1 to 10, with 1 being 'Not at all well', and 10 being 'Extremely well'). The range was between 8 and 9. The feedback included representatives of Iwi and Oranga Tamariki.

Not everyone who participated in the review rated the question. A range of reasons were cited including not knowing enough about the partnership or feeling it wasn't their place to rate it. There were also time limitations and the appropriateness of asking particular interviewees to provide a rating.

The National Office staff who participated in a group interview process rated how well they had supported the partnership instead. The average for this rating was 8.1. The range was between 8 and 8.5.

### 5 Interview data

Participants who had rated how well the partnership was operating were asked to discuss why their rating had not been higher or lower. Other people who participated in the interviews and focus groups were also asked to provide some perspective on the partnership between Oranga Tamariki and Iwi. Key themes are summarised below.

#### 5.1 Partnership between Oranga Tamariki and Ngāi Tahu

The partnership between the Ōtautahi Christchurch East site and Ngāi Tahu Iwi is seen to be operating well. The partnership was already in operation prior to the Intensive Response initiative through a joint strategic partnership agreement. Ngāi Tahu had received funding from Oranga Tamariki to enable a Te Rūnanga o Ngāi Tahu staff member (Kaiārahi, Programme Manager – Strategic Partnership Oranga

Tamariki) to support the implementation of this partnership agreement. When the Intensive Response initiative began the Kaiārahi became a part of the advisory group and then also took a leadership role in the design group that was established to develop and then facilitate the co-design approach. The Kaiārahi reported regularly to the Oranga Tamariki and Te Runanga o Ngāi Tahu Strategic Partnership Group. Mana whenua (Ngāi Tūāhuriri) participation was through the project team.

Christchurch East site had recently worked with Ngāi Tahu to trial new initiatives and ways of working. This included the establishment of a kairāanga-ā-whānau role and the co-location of a Whānau Ora navigator position.

There was a clear view, particularly from an Oranga Tamariki perspective, that through the co-design process:

*the partnership has only gotten stronger (Oranga Tamariki).*

The Iwi representative has been:

*able to shed light on how Iwi want to work with OT which has changed how things work here (Oranga Tamariki).*

*This has been a true partnership (Oranga Tamariki).*

While both Iwi and Oranga Tamariki agree that the partnership is in a good place, the progress of the partnership has not been without its challenging ‘moments’, and at times has required Oranga Tamariki to be open to pivoting.

*As we were moving through the ‘moments’ they were really open to those conversations, they were nimble (Iwi).*

The intention and commitment of both Oranga Tamariki and Iwi to partnering well is recognised by many who were interviewed, and the ability to listen, step back and change course when needed has helped to develop good working relationships and trust in the partnership.

*There has been a commitment from all parties in the partnership, and a lot of effort put in (Oranga Tamariki).*

*The intention of OT has been so strongly to do the best thing and to partner and value and learn and listen (Iwi).*

*It’s never going to be all smooth sailing. If you go through those moments, it’s how you do it. They have been really gracious across – to listen and to engage in that conversation (Iwi).*

*People are committed to working this out through strong relationships. They have been able to cope with the ambiguity. It has not been a straightforward process but the time that this has taken has paid off (Oranga Tamariki).*

*We’ve been ironing stuff out, how to work with Iwi (Oranga Tamariki).*

Feedback indicates that Oranga Tamariki has been responsive and open to changes and suggestions by the Iwi partner, particularly around going at the pace of Iwi and acknowledging that they are fully stretched, working through sensitive issues together and incorporating Iwi perspectives, whakaaro, and concepts into the design and its process. While the process has taken longer it has reaped significant benefits for the relationship between partners.

*Pacing things differently has been a learning and we have been given the space (by National) to do that (Oranga Tamariki).*

*There are times when some have struggled with the partnership but there has been a lot of learning in needing to go at the pace of Iwi (Oranga Tamariki).*

*It's taken longer, and it's been frustrating for everybody, but I think we've learnt a lot along the way and there's been a whole lot of learnings we didn't even know were going to come through – some significant things in terms of practice, what partnership and relationship looks like and feels like (Iwi).*

*I have been learning a lot especially about listening more and saying less, being aware of not dominating (Oranga Tamariki).*

While several people were positive and excited that the partnership was happening, there was also some ambiguity expressed around what the partnership means in practice. Several people noted this as well as the need for clarification and support around developing partnerships with Iwi and mana whenua.

*No one really knew what we were signing up for (referring to 50/50 partnership with Ngāi Tahu) (Oranga Tamariki).*

## **5.2 The need to build capability in Oranga Tamariki to partner**

Several people talked about the things that would support and better equip Oranga Tamariki staff to partner well with Iwi.

*Oranga Tamariki staff don't necessarily have the appreciation of what working in partnership takes (Oranga Tamariki).*

*OT had the will and the intention, but I don't think the capability has been built into them to partner well. Creating the space to enable them to understand how to do this" is needed (Iwi).*

*You can't just write 'partner with Iwi' and expect that people will get it right (Oranga Tamariki).*

Feedback on what support might be needed included developing an understanding about what working in partnership looks like and ensuring there was organisational support (such as a community of practice, supervision, management conversations) to guide managers and staff. The expectation to partner needs to come with capability building.

*I don't see 'what does partnership look like'? Discussion being had or reflected in training in our organisation. There are some little bits I suppose, but a Community of Practice around partnership, self-awareness of what we bring to partnership, relationship skills, understanding nuance (Oranga Tamariki).*

*Sometimes these conceptual conversations can be hard to have, but they should be built into our management conversations, our supervision i.e., asking is this partnership behaviour? This is what it should look like. In the same way, how are we being supervised and supported to drive partnerships, to support teams to do this well? What are the behaviours, beliefs, attitudes people need to be demonstrating? It's incredibly hard in a large organisation (Oranga Tamariki).*

*From a Treaty perspective as well, understanding equity is critical. If we are working in partnership, we need to understand some of those key dynamics. Things like organisational power and control need to be understood (Oranga Tamariki).*

The needs and pressures on local sites were also noted and this appears to limit the capacity of local Oranga Tamariki staff to make changes, such as working in partnership. Partnerships, and the relationships and whanaungatanga that support them take time. It was also identified that managers and staff needed to be given additional time and capacity for this.

*We are in a three-year change programme and there is a lot to think about (Oranga Tamariki).*

*More support is needed to release site managers to be involved in the joint meetings and provide their lens on the discussions with Iwi (to do the partnership work) (Oranga Tamariki).*

### **5.3 Iwi perspectives**

Iwi also indicated they feel that in this project the power has been shared.

*There hasn't been a power dynamic – the power has been shared (Iwi).*

However, the Iwi perspective was broader than just working within this specific project. In the interviews with Iwi it was evident that their (Iwi) focus encompassed both short- and long-term (generational) aspirations for their people's wellbeing. This affords a hugely different perspective on the role of Iwi and mana whenua when asked to participate in localised projects. It was noted that the funding capacity available to Iwi for this work (child and whānau protection and wellbeing) is not equal or substantial. When asked to participate in government agency initiatives Iwi often ask themselves: 'Why will we be involved?' and 'What is in it for Iwi?'. There is a desire to have greater influence at higher policy levels within Oranga Tamariki.

*As Iwi – we need to be involved in co-creating policy within OT, inputting into priorities that are also based on papatipu priorities, helping to grow capability in papatipu social services (Iwi).*

Iwi interviewees also expressed that Oranga Tamariki at all levels still needed to take ownership of organisational change, to take on board some of the thinking proposed by Iwi and model change at the senior leadership level where there is control of people and financial resources. It was noted that change for Māori can't just rely on ad-hoc roles or cultural roles. Local regional responses through papatipu and having the right people at the table were also seen as important.

An Iwi perspective of what next steps might be or what the opportunities are was to see an increase in Oranga Tamariki capability to partner and a focus around the sustainability of change. Looking at how Oranga Tamariki can support sustainable change within the organisation and make a difference for Māori whānau without necessarily having to rely on the capacity and capabilities of Iwi or mana whenua, was seen to be important. Questions raised include:

- What can Oranga Tamariki do to support better outcomes for Māori within their own system?
- How can Oranga Tamariki develop their own cultural capability, their own Māori leadership?
- How can they incorporate Iwi, Māori and mana whenua aspirations and priorities into their own priorities?
- How can they change their organisation and influence their own policies to make a difference for Māori?
- How can they have mana-to-mana relationships with Iwi and mana whenua? How can they develop sustainable changes?

#### **5.4 The need to build capacity in Iwi and mana whenua to partner**

*I think we've ended up in a really good partnership with mana whenua and community (Iwi).*

While Iwi and mana whenua partnerships were seen as positive, there is more work to be done around the capacity issues and representation of both Iwi and mana whenua.

Iwi and mana whenua were engaged in the project in several ways, including having mana whenua mandate for the Iwi representative (who was also Ngāi Tūāhuriri) to be involved in the project and be a member of the Advisory Group, and having a mana whenua (Ngāi Tūāhuriri) representative on the Project Team (who was also an Oranga Tamariki staff member<sup>10</sup>). The Iwi representative was clear that while being Ngāi Tūāhuriri, she did not represent them in this project. An important goal for her role was to build the capacity of mana whenua to participate over time and take on greater

<sup>10</sup> Regional Senior Advisor Iwi and Māori Engagement.

representation and involvement in the projects relating to whānau involvement in Oranga Tamariki.

*We are still in the world of devolution to runanga and for them to be able to determine things and to be able to do the partnering. At an Iwi level we need to be able to support them to participate. Iwi is even struggling to have the capacity (Iwi).*

Feedback indicated that there was a need for greater capacity for both Iwi and mana whenua to participate more fully in the collaborative design process. There was a call from several interviewees for strengthening the partnership with mana whenua and building greater capacity and representation on the project for Iwi and mana whenua.

The best way to enable representation for both Iwi and mana whenua, and in particular Ngāi Tūāhuriri, was a key area of reflection for a number of those interviewed. Having one Iwi representative on the project who was already stretched across other projects was seen as 'not enough' in terms of the capacity to participate. Having an Iwi perspective from one person only was seen as problematic for some, as was having an Oranga Tamariki staff member as a mana whenua representative. Working through these dynamics was required and still needs further explicit discussion and clarification.

In hindsight, several people felt that more capacity funding provided to mana whenua to participate more fully would have been a good solution, for example, funding a further role for another person to represent mana whenua.

The importance of progressing the project at the pace that worked best for Iwi was a learning expressed by Oranga Tamariki, who recognised that there had been times in the process where they had felt internal pressure to push ahead. The National Office staff also acknowledged this dynamic and worked to alleviate the worries about pacing from the local site. While pacing was an issue, one person felt that the pacing needs should not be confused with lack of capacity and being overloaded – that these are two different areas that need to be addressed.

## **5.5 Working with different philosophies and perspectives**

Working with people and groups who have different philosophies and perspectives featured strongly in the feedback. In particular, differences were noted in the philosophical approaches to solutions offered by Iwi, community agencies, and Oranga Tamariki. This was partly due to the confusion and range of understandings that people had about the purpose, focus and scope of the project, but was also about individual's different 'world-views' and ideologies about the best approach. There were differing views held about how community development and community-led approaches might fit into an Intensive Response initiative. The role of community responses and solutions in the intervention was seen by some as not being a core part of this intervention, and not being able to meet the needs of the high-risk situations that this intervention was designed for. Others felt it was a crucial part of the intervention. The feedback from Iwi and community strongly supported the involvement of communities to play a significant part in the solution to meeting the needs of these whānau.

*Community-led approaches can support safety by ‘having enough eyes on tamariki’ through connecting them in with people, groups, and activities – where, if there is a crisis one day, this can be made known very quickly (Community).*

*The interaction that whānau need with community is seen as important for their wellbeing and reflects the peer support/taua taua and te whare o tane/o whānau that were talked about in the design hui (Community).*

*Need the first layer of support like community resource hubs like ACTIS for the safe spaces, family activities. Need more localised hubs (Community).*

Another perspective was that Oranga Tamariki should already be providing an intensive approach with whānau who need it, as part of their mandate. Furthermore, an Iwi perspective about Iwi supporting whānau emphasised the importance of working in the preventative and early support space.

Other areas where tensions surfaced indicated that greater understanding by community and Iwi around statutory requirements, and the recognition by Oranga Tamariki that a whānau focus, not just a tamariki focus, is needed. An internal priority for the Christchurch East site has been to start looking at systems, practice, and culture change to see this shift. The importance of this work continuing was highlighted in the interviews.

In the background to this project, issues around lack of trust in and between various agencies, including Oranga Tamariki, NGOs, and other community providers, were acknowledged. Trust in communities and community organisations is seen as important going forward.

*Still an ‘us and them’ [community and government agency]. What’s the barrier to stopping this happening (Iwi).*

*You have to trust the process. That’s what [name] held in that last hui – basically said you have to trust the community as well (Iwi).*

*The thing that we [community/Iwi orgs] have is that we trust the community, Government agencies feel they have to create all the parameters for community to work within. The community are really good at calling that themselves, if you take the time to ask. [Name] said if we have a hui and bring them in, they will do that. They will speak to why they put someone forward or why they disagree (Iwi).*

*One of the overriding things for me is being prepared to understand the other point of view (Oranga Tamariki).*

Several people talked about a multi-systems approach and the need for multiple perspectives to inform the design of the intervention – an approach that will enable the development of solutions that will achieve different outcomes. This requires trust in relationships with partners and community.



*If you only have a group that is from one area in anything you are potentially going to end up with the same thing. So, if the intention is to do something differently and achieve different outcomes, then you have to be really open to discussion right at the beginning, about what we're going to change (Iwi).*

*There is no singular answer, but it requires multiple systems change, and relational work with others. This requires a focus on engaging well, modelling the practice, trust in relationships (Iwi).*

The differing perspectives and a lack of clarity or understanding around different processes and ideas appeared to create difficulties in group discussions at times. This requires skilled facilitation as well as robust processes to tease out the perspectives more explicitly. Planning for these discussions to be held in a clear and functional way can mean better, and possibly speedier, resolution of differences, and negotiation and agreement of a way forward. This becomes a real part of the work of partnership and collaborative design. For the future, the anticipation and early identification of these differing perspectives will be helpful. Some of the different perspectives arising from the Ōtautahi co-design process included:

- community involvement in prevention and early intervention roles versus use of community roles in the intervention itself
- how multi-systems approaches can be incorporated to effect change
- how a whānau and tamariki focus can be held at the same time
- the role of Oranga Tamariki in updating their own systems and practices that inhibit change.

## **5.6 Partnering with communities**

Collaboration with the community was seen as essential and beneficial for both Oranga Tamariki and community organisations, although it was not always easy. This was particularly important for the Christchurch East site because Iwi had decided they would not be the deliverers of this initiative. There was a lot of hard work put into community collaboration, keeping the community and mana whenua up to date, as well as keeping whānau who were involved up to date. A number of community people appreciated the building of collaborative relationships with Oranga Tamariki, and saw their involvement as contributing to collaborative ways of working with government agencies and learning how to work with them. In the community forums held by the Project Manager and Coordinator, community agencies were excited about the project and the prospect of getting to know Oranga Tamariki. The result was whanaungatanga with community agencies.

*We've had to get out into the community, normally stuck behind four walls. We have more engagement with the community now (Oranga Tamariki).*

*It's been good and different being in a collaborative process with government professionals to the way we currently work with them. It felt there was a good balance of power between community and*

*government people working to share collaborative ideas to inform a model (Community).*

What has helped the partnering process is being open to changing how things are done and continual communication with participants, whānau, community agencies and communities.

*There has to be consistency of communication back out, continuously. I would expect that of anything that is grown in the community that is looking at finding solutions. You don't just go in and ask and then leave (Iwi).*

*Having a space for community agencies in the OT office has been good for building relationships with community – Christchurch East is working a whole lot differently from other sites (Community).*

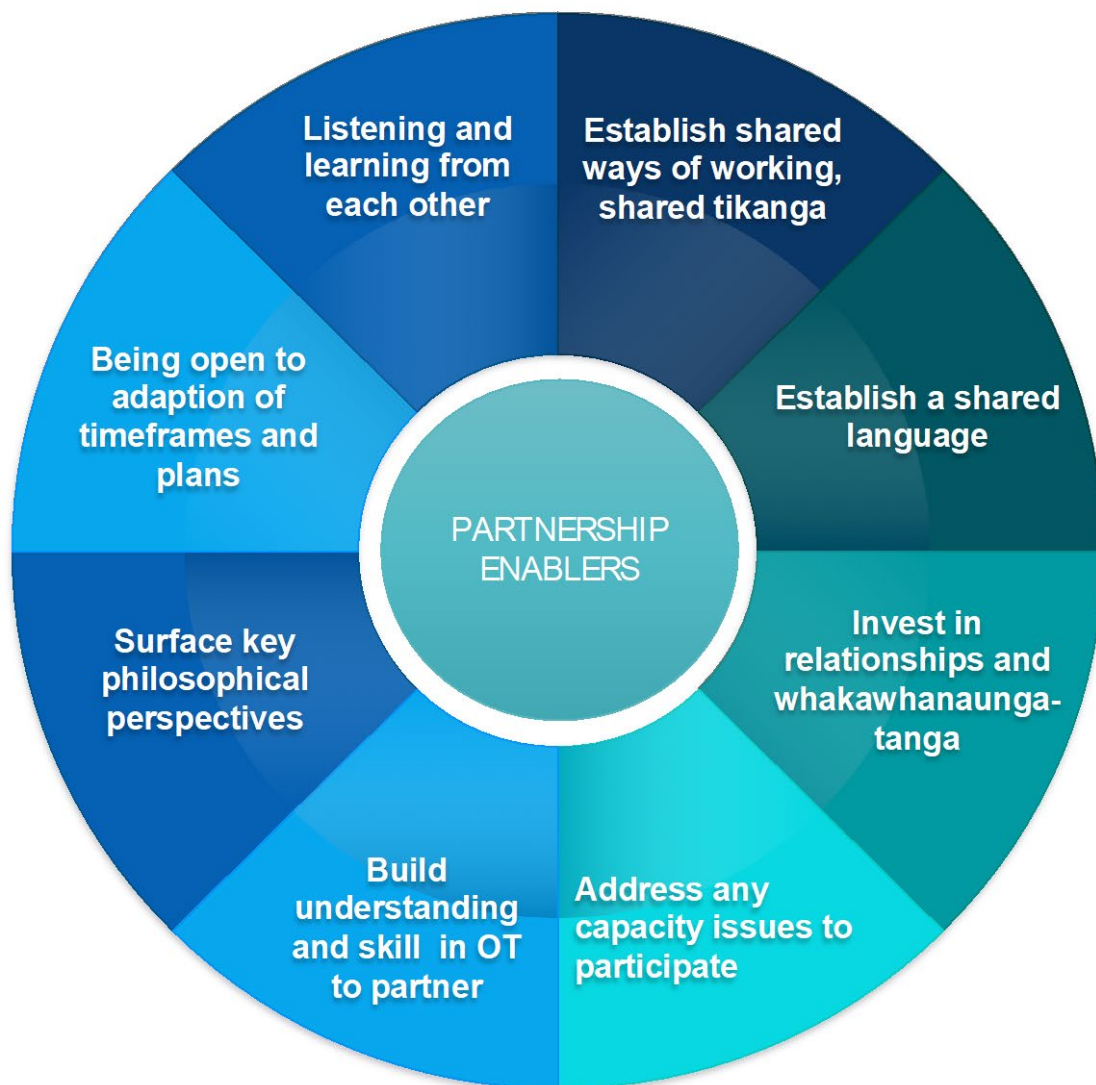
Going forward, the importance of community partnerships will be stepped up given the procurement model currently being looked at to partner with community organisations and people with oversight from a Kahui group. Lessons learned from this review can help with these partnerships; namely ensuring the building of relationships, development of trust, listening to, and learning from each other, as a starting point.

## **6 Summary of key learnings about effective partnership**

- Ensuring that sufficient human resources are secured to represent both Iwi and mana whenua interests (or whatever the context of the intervention site is) is important for ensuring equity in co-design processes.
- Ensuring sufficient capacity (time) and capability (skills) of human resource is applied within Oranga Tamariki to support the co-design and partnering processes. This includes project management and relational skills.
- Support the development of relational skills for partnerships – ability to listen and learn, respond and adapt to circumstances and needs of partners, and ensuring the pace works for everyone, ability to work through sensitive issues together, how to engage with communities and Iwi, knowledge around equitable process (e.g., in setting up equity in project teams and co-design processes), understanding of power and building trust in partnerships and communities through kōrero, listening, and learning.
- Greater support for Oranga Tamariki staff in understanding how to partner with Iwi and communities.
- Ensuring a Māori/Iwi/mana whenua voice and perspective is incorporated into the design process and concepts.
- Skilled facilitation in dealing with differing perspectives within the co-design and partnership process.
- Anticipation and early identification of important differences in perspectives that need to be discussed and resolved between partners, such as:

- a. community involvement in prevention and early intervention roles versus use of community roles in the intervention itself
- b. how multi-systems approaches can be incorporated to effect change
- c. how a whānau and tamariki focus can be held at the same time
- d. the role of Oranga Tamariki in making change to their own systems and practice that inhibit change.

Figure 2: Partnership enablers



# **PART THREE**

## **Project organisation and supporting structures**



## What have we learnt about project organisation and supporting structures?

Participants identified several factors relating to project management that would support the implementation of Intensive Response. Effective project management involved; establishing the shared kaupapa, tikanga and values for project implementation at the beginning; clearly communicating the project scope, roles, and responsibilities of the various people and groups involved; developing a project plan that provides a clear map of what needs to be done; and establishing the mechanisms for leadership and good ongoing communication.

The interviews focused on two key areas: co-design and partnership. However, across both areas participants also discussed the overall organisation of the Intensive Response Initiative. This section summarises this feedback.

### 7 Project management

Some of the participants involved in Intensive Response were unfamiliar with project management and the process of implementation. It was identified that communicating this more clearly would have been helpful for ensuring people were more comfortable with the process and had appropriate expectations.

*We need to share more with everyone about what to expect when you are working in a project space and what might happen and how it might work. What does a project design process typically look like? The site staff have reflected that they are not used to working in a project space and some of the process and the terminology and what happens after this etc. (National Office).*

Several participants communicated a sense of frustration with the pace of progress for the overall implementation of the project. The research process for gathering whānau and provider voice went significantly over the planned timeframes and, while there were high levels of satisfaction with what was done, it was seen by some to be a slow start to a project that people were very keen to see get up and running. Understanding that co-design processes can take a significant amount of time (this process has taken over a year thus far) when significant community and iwi engagement is planned is important. More capacity from the local Oranga Tamariki site for leadership and project management is needed to undertake engagement and to remain involved in the evolution and decision-making of the co-design process.

*Would have had more capacity. Particularly more project management capacity (Oranga Tamariki).*

*There were lots of meetings and things were often cancelled. It became quite overwhelming (Oranga Tamariki).*

Communication across the project, including within the project team and with communities was also raised as something that had been challenging.

*It's even just little things like getting clear on what meetings are for what purpose that's already existing and what ones you want the design team to be involved with. Perhaps some regular reporting lines. I don't know, maybe if we had provided a fortnightly update of what we've been up to, what we've been learning or something like that might have been helpful (National Office).*

*An area where there is room for improvement is around consultation – keeping people abreast of what was going on, giving them the outcome of hui that had been held. That we had an idea and we're building on that (Oranga Tamariki).*

*I think we could have done better with the comms, and I think we lost some people at times. Not lost completely. There is just something about plain English and languaging and people think if they're not hearing anything that nothing is happening (National Office).*

## **7.1 Establishing shared ways of working**

Establishing the shared kaupapa, tikanga and values for project implementation at the beginning is important. This includes having a shared language and investment in relationships and whakawhanaungatanga.

*I think it would have been better if we had grounded it in the kaupapa and tikanga of how we were going to do things and what we were trying to achieve. It's that go slow to go fast concept (National Office).*

*I'm not sure if we didn't really scope the work well initially. I wonder if we had learnt about Te Kore right from the beginning, we would have gotten that shared language, e.g., when will we reflect together, when we do action together. That's about that investment in relationships and whakawhanaungatanga that is really important (National Office).*

*The number one thing more than anything else is the agreed ways of working. What are we seeking to achieve? What are we going to wrap around that when the things get bumpy along the road? Being really clear about capacity and capability that needs to be in a locality to make that happen. Above all else that deals with that we are working as a collective and we are seeking the same outcome and when things get tricky, we can always come back to that (National Office).*

*In Te Ao Māori we have process but it's always relational – all our processes start with relationships and layered relationship. I hope that this is where we're moving to. And that is part of their practice wisdom but it's about holding that even when it's hard (Iwi).*

## 7.2 Impact of COVID-19

While the circumstances regarding COVID-19 are unique to a particular point in time, it is important to acknowledge the impact that the national lockdown in April/May 2020 (in response to COVID-19) had on the development of the project. The co-design approach being used prioritised collaborative decision-making, a partnership approach between Ngāi Tahu and Oranga Tamariki, and wider input and participation from community and whānau. The lockdown limited communication and participatory methods for sharing ideas and gathering feedback and affected timeframes. It also added new demands for staff who were supposed to be leading the initiative.

*COVID without a doubt has had a big impact that affected the momentum that was there at the beginning of the year (National Office).*

*COVID didn't help – lots of things happened online (Oranga Tamariki).*

*To some extent yes, it is connected to the disruption of COVID. Especially for Ngāi Tahu, and also for our health colleagues (Oranga Tamariki).*

## 7.3 Supporting structures

The structures for supporting the establishment of the Intensive Response Initiative in Christchurch East were determined by Oranga Tamariki at a local level.

**Project Team:** made up Oranga Tamariki staff from regional office (Partnering for Outcomes) and Christchurch East site. The Oranga Tamariki Senior Advisor Iwi and Māori Engagement acted as the mana whenua rep.

**Design Team:** When planning for the co-design phase of the process began a smaller Design Team was established (National Office Service Design Group, Iwi reps, the Project Coordinator and the Developmental Evaluators).

**Advisory Group:** made up of senior managers from Oranga Tamariki, five other government agencies<sup>11</sup> and Ngāi Tahu<sup>12</sup> representatives.

**Oranga Tamariki National Office:** National staff from Practice, Procurement, Service Design and Business Groups provided ongoing support to the Christchurch East site project team.

Interview feedback indicated that there was some confusion about the roles and membership of the different groups involved in the project. The specific feedback about the Advisory Group, the Project Team, and National Office is discussed below but some more general feedback was that the roles and responsibilities of the different groups are likely to change over the different phases of the project. Collectively revisiting and reviewing the groups, their membership and other supporting structures will be important. There was a reflection that when different phases changed in the project there may be value in a formal conclusion and a handing over to the next group

<sup>11</sup> Canterbury DHB, Police, Ministry of Education, Corrections and Housing.

<sup>12</sup> One representative from Te Putahitanga o Te Waipounamu and one representative from Te Runanga o Ngāi Tahu who was seconded to support the Intensive Response initiative.

of people who pick up the next phase of the project. It was also seen to be important to ensure there is a core group that holds the project relationships through different phases.

*The strengths of the people of that phase and that particular point in time and then passing the baton. If it's commissioning, having those people come in and then pass the appropriate information up to the project team, who will make decisions or make sense of it, do what they will with it (National Office).*

*The changes through into the different phases may have needed to do more of a formal conclusion of this phase and now it goes back to... This may help with any future decision making of any next steps (National Office).*

### **Leadership for the project**

This initiative is being led and funded by Oranga Tamariki, however, there are two key points of difference that set this project apart from the way things are 'usually' implemented. First is the strong remit for Intensive Response to be established in partnership with Iwi, and second is that it be driven and shaped locally – with support from National Office.

Some feedback indicated that the leadership arrangements were perhaps not well understood by those on the periphery of the project. Clearer communication about leadership arrangements, e.g. who is involved in the project, the partnership arrangements, and supporting structures, is likely to be beneficial and will ensure that those involved are aware and can support the wider goal of a locally-driven approach in partnership with iwi. Feedback also identified that the site manager role was important for engaging and connecting with the community.

*If there was another role it should be a management-to-management role. You get a lot more benefit out of the site manager having visited the community. Better to put support in behind her to be released to do that work (Oranga Tamariki).*

### **Advisory Group**

The Advisory Group was made up of senior managers from six government agencies and Ngāi Tahu. Feedback about how this group has operated suggested that there was some confusion around the role of the group, some seeing it as a scaffold for engagement with the wider systems, others seeing it as a decision-making body (sometimes calling it a governance group) and some seeing it as an advisory group to the project team.

It was felt that Advisory Group involvement had been sporadic during the engagement and design phases and for the next phase of the project a closer connection to the project would be beneficial. Developing stronger structure and formalisation around the Advisory Group was also suggested.

*I think we need a bit of a stronger structure around the Advisory Group. It's felt very ad hoc. It hasn't felt very formalised. To some*



*extent yes, it is connected to the disruption of COVID. Especially for Iwi and also for our health colleagues (Oranga Tamariki).*

*The Advisory Group has the potential for creating change and to be a catalyst and supporting the different way of working (Oranga Tamariki).*

Several participants viewed the Advisory Group as having the potential to address some of the wider systemic issues that impact the whānau who are engaged in the initiative, and also to be a catalyst for supporting the different way of working.

The role of the Advisory Group and how it interfaced with the Project Team was also discussed, with some confusion emerging about the different responsibilities of these two groups. Some felt that key representatives from the Advisory Group and/or their agencies should have been more involved in the co-design process, with the wider system perspective providing valuable insights into the approach that was designed.

*The Advisory Group should maybe have had some people on the Project Team. The Project Team should have reflected those partners in the Advisory Group and had their perspectives (Oranga Tamariki).*

*I think it would be good for us (Advisory Group) to have a better connection to the project in this next phase. So far it has been quite sporadic. I think there has to be clearer accountability in the Governance Group as well (Advisory Group).*

*It was a little confusing because the Advisory Group didn't have decision making on that group. It was more like reporting (Iwi).*

*Expected they would have more decision-making. It was really oriented towards the Project Team leading, making those decisions (Iwi).*

## **Project Team**

The Project Team was co-led by the Christchurch East site manager and the Partnering for Outcomes Lead Advisor and made up of operational staff from the Christchurch East Oranga Tamariki site including a Project Coordinator/Administrator, Practice Manager, Supervisor, FGC Coordinator, and Whānau Ora Navigator (who was seconded to Oranga Tamariki). A mana whenua representative (who was also an Oranga Tamariki regional office staff member<sup>13</sup>) was also a member of the Project Team. While the value of involving practitioners was acknowledged, it was also felt the group membership needed to be broader than just Oranga Tamariki staff and suggestions were made for more multi-disciplinary and multi-agency representation, and also greater involvement from mana whenua and Iwi in decision making.

*Project lead group could have had a wider membership. If you do the whānau voice first, then it should emerge from that (Iwi).*

---

<sup>13</sup> Senior Advisor Iwi and Māori Engagement (Regional Oranga Tamariki Office).

*...they are practitioners... they have to be involved but right from the beginning there could have been a multi-disciplinary community group that then moved it forward (Iwi).*

*The local Project Team was formed in Oct 2019 but it wasn't made clear to them. They will help make some decisions – but there is still the Advisory Group and regional/national management to consult with (Oranga Tamariki).*

The establishment of the National Office/Local Design Team to plan and implement the co-design hui, contributed further to this confusion about roles.

## **National Office**

Several participants described the support and involvement from National Office staff appreciatively. Oranga Tamariki local site staff believed it was a positive and empowering approach that local sites were leading the projects in their areas, as opposed to National Office (locally-led, nationally supported). National Office viewed their role as supporting and enabling the local sites and their Iwi partners, not as leading the project or establishing the collective kaupapa and tikanga for the partnership. As discussed in the co-design section of the report, the National Office Service Design Group was seen as particularly helpful and open to different ways of doing things.

## **7.4 Feedback on the developmental evaluation**

Developmental evaluators were involved in the initiative to facilitate reflective and evaluative practice as part of 'learn and grow'. Several tasks were undertaken through the process including online surveys after the co-design hui, facilitated reflections and debriefs in various team meetings, input into the co-design hui planning, support with analysis of community and whānau feedback, participation and observation in team meetings and co-design hui.

Several people commented on the benefits of being able to reflect and 'offload' their whakaaro with the evaluators. Feedback indicated that it has helped several people to gain greater clarity in thinking in a project space that was complex and challenging. Having critical questions asked by the evaluators at different points in time has also been helpful in thinking through processes.

Several people felt the need to continually reflect as the initiative is being further developed, for example, to focus on how the initiative is holding the voice of whānau, seeking the right outcomes, and sticking to the kaupapa. It was also suggested there could be a focus on how everyone is stepping up as leaders by contributing and owning the process and how social work practice is changing. It was noted that leading change requires everyone to take responsibility and step up to make the change, and sometimes it means relinquishing power, greater integration, and more trust in each other.

*Pausing and reflecting with the Developmental Evaluators has been really useful. Asking those few critical questions at times (Oranga Tamariki).*

*Easy to fall back into without having a continual questioning and reflection on 'is that what we're seeking?' 'Is that what the kaupapa is that we're working towards? (Iwi).*

## 8 Summary of key learnings about project organisation and supporting structures

- Be aware of the limited experience that operational staff or practitioners involved in Intensive Response may have with project implementation. Provide information and guidance to increase their capability in this area.
- Different people will be involved in different parts of the project at different times. Robust systems for communication about decisions and progress being made are key for maintaining momentum and continuity.
- Things to consider for establishing a shared kaupapa for how the project will be managed include:
  - a. being clear about the project purpose and any parameters
  - b. defining the partnership arrangements, including how decisions will be made
  - c. define the leadership arrangements
  - d. agreeing on an action inquiry approach that will support ongoing cycles of action, reflection, and planning
  - e. collectively establish 'tikanga' for the project that will support the development of relationships and whakawhanaungatanga.
- Roles and responsibilities for different teams within the project may need to be reviewed and adjusted to reflect different stages of the project and also evolving understandings about what is needed.
- While different people with specific skills may be involved at different stages of the implementation, ensure there is a core group that holds the project relationships throughout the project.

## 9 Conclusion

This report has endeavoured to capture learning from the first year of working together in the co-design space and establishing and growing partnerships between Oranga Tamariki, Ngāi Tahu, mana whenua and communities to develop a new approach to improve support to whānau whose tamariki are at most risk.

While co-design has been a challenging space, it has been a positive space and good progress has been made. There are some core insights that will support the project through to the next stage and will usefully inform others taking on the Intensive Response kaupapa. The learning that has occurred over the last year has provided experiential knowledge for further work in co-design, partnering, and development of interventions and responses.

## APPENDIX: Project timeline

<i>Structure confirmed</i>		<i>Initial preparation</i>		<i>Engagement</i>	
		<i>Collaborative leadership</i>		<i>Whakawhanaungatanga</i>	
<b>OCT-NOV</b>	<b>DEC-JAN</b>	<b>FEB-MAR</b>	<b>APR-MAY</b>	<b>JUN-JUL</b>	<b>AUG-SEP</b>
Project Steering Group established	Fieldwork collaborator training	Practitioner Hui held	Aranui Partners Hui via Zoom	Whānau Voices Report final	Hāpori Hīkoi held
Partners and providers informed	Whānau cohort established	Whānau interviews end	Online survey open	Rua Tekau Roopū established	Sense Maker Hui held
Advisory Group established	Whānau interviews commence	Providers interviewed	Linwood Mums interviewed	Co-Design Wānanga held	Kaimahi Hīkoi held
Whakawhanaungatanga Hui held		Oranga Tamariki kaimahi interviewed	Whānau Voices Report draft	Online survey held	Thematic analysis completed
Fieldwork collaborators established		Thematic analysis of voices			
		Community Connectors established			
		Community Walk Through cancelled due to COVID-19			

FORTNIGHTLY Local Project Steering Group	FORTNIGHTLY Local Project Steering Group	FORTNIGHTLY Local Project Steering Group	FORTNIGHTLY Local Project Steering Group	FORTNIGHTLY Local Project Steering Group	FORTNIGHTLY Local Project Steering Group
8-WEEKLY Advisory Group	8-WEEKLY Advisory Group	8-WEEKLY Advisory Group	8-WEEKLY Advisory Group	8-WEEKLY Advisory Group	8-WEEKLY Advisory Group
				TWICE WEEKLY Design Planning Team	TWICE WEEKLY Design Planning Team

