



# SERVICE GUIDELINES

Coordination of services for children at risk of harm

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# 1: ABOUT THESE GUIDELINES

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## Purpose

The purpose of these service guidelines is to describe the coordination of services to children assessed as being at risk of harm but not in need of statutory care or protection. Coordination is discussed separately from service delivery, however may not be the case in practice. We are interested in the coordination of existing services, rather than looking to establish new services.

In these Service Guidelines, unless the context requires otherwise, words or phrases beginning with capital letters are defined in [Appendix 1](#).

## What's changing?

Oranga Tamariki has signalled a move away from the prescribed Children's Teams model, towards locally owned approaches. We are keen to continue to invest in local service navigation and coordination in the current ten Children's Teams areas.

These guidelines describe:

- The coordination of support – core components
- Service referral and initiation
- The key legislation and Oranga Tamariki policy and procedures which provide clear expectations for the provision of consistently high-quality services to all eligible children, young people and their whānau
- The partnership principles on which Oranga Tamariki and Providers will work together to provide quality care to rangatahi;
- Our reporting requirements.

## The coordination approach

*The coordination approach is a way of working hand in hand with families and whānau to create safer lives for at-risk children.*

The intent is that the new community backbone organisation will bring together practitioners and professionals from iwi, health, justice, education and social services to create a single plan to help and support children who are at risk of social or, behavioural issues, abuse or neglect.

The coordination approach will work together with other agencies, non-government organisations and communities to put the child first and ensure their voices are heard. Together we share information and create one plan for each child. We will:

- focus on the tamariki their family and whanau
- get the right people working together
- include frontline professionals from health, education, justice, welfare and social services (both government and NGOs)
- assign a Point of Contact/Navigator who brings together whānau, tamariki, professionals and practitioners to form a team around the child.
- complete an assessment of the child's needs and develop a plan that supports each child using the services and informal supports within the local community

- are responsible for keeping the plan on track

### **Audience**

These Service Guidelines are for Providers contracted by Oranga Tamariki to deliver a range of coordination support services for children, young people and their whānau.

### **Changes and reviews**

These guidelines are a living document that will be reviewed and updated as required. In the short term, regular change is anticipated due to learnings from Oranga Tamariki and Providers as to the implementation of the Service and new legislative obligations.

Wherever feasible, changes which impact on the delivery of the Service will be undertaken in consultation with Providers. In some cases, consultation may not be possible, for example where an urgent change is required to address an immediate risk to the wellbeing of young people.

Oranga Tamariki will keep the Provider informed of any changes, in accordance with provisions contained within the Outcome Agreement with the Provider.

### **Evaluation**

We would expect a base level of monitoring of the new approach. We expect to evaluate the transition of the Children's Team approach, with details of the design(s) of these evaluations will be mutually agreed.

### **Social Sector Accreditation**

Providers are required to meet Level Three, Ministry of Social Development (MSD) specific accreditation standards and to maintain their accreditation level according to MSD's relevant social sector accreditation standards.

### **Feedback**

Feedback on these Service Guidelines, including any changes made to them, is welcome at any time using the Provider Feedback Form contained in [Appendix 2](#).

### **Family Services Directory**

Through the term of the Outcome Agreement with Oranga Tamariki, Providers must ensure that their organisation is listed on the Ministry of Social Development's [Family Services Directory](#) and that necessary information is updated when required.

### **Further information**

For further information on these Service Guidelines, please contact your Oranga Tamariki Relationship Manager identified in your Outcome Agreement.

## 2. COORDINATION OF SUPPORT: CORE COMPONENTS

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### Who we want coordination for?

We want to ensure that tamariki and whānau who face risks to their wellbeing get well-coordinated support to address their needs. We want to reduce the likelihood of tamariki facing neglect and maltreatment.

We are interested in tamariki and rangatahi up to 18 years old who are at significant risk of harm to their wellbeing. This could be now or in the future, because of the environment in which they are being raised and – in some cases – due to their own complex needs, and the needs of their whānau. This includes, but is not limited to:

- tamariki living in homes where family violence is present
- tamariki who have difficulty attending school or engaging when present
- tamariki with social or behavioural problems
- tamariki with unaddressed health issues
- their whānau are struggling with social or economic issues
- their whānau have parenting capacity which needs to be strengthened
- their whānau could face statutory intervention if concerns and risk factors are not addressed.

It is not intended to take on responsibility for tamariki and whānau with identified care and protection concerns but may include working alongside statutory Social Workers when these concerns are identified.

### What we want to achieve?

It can be difficult for whānau, particularly those facing several challenges, to identify the support available to them. Often the help they receive is fragmented, and sometimes even contradictory. Agencies and organisations can struggle to address whānau needs in a coordinated fashion.

Coordination should understand the full range of tamariki and whānau needs, help to connect whānau to the support they need, and help services provide coordinated support to these whānau.

### Core components

We would expect a coordination proposal to capture the following Children's Team core components into its coordination approach:

- Be based on tamariki and whānau consent and active participation in the process.
- A referral pathway able to identify the tamariki and whānau in this cohort.
- An approach to holistically assessing the needs of tamariki and whānau
- Wide relationships networks and strong partnerships with local organisations (including for example iwi, health, justice, education and social services).
- An approach to planning provision of support, including clarity around who is responsible to ensuring support is delivered.
- Service navigation and brokerage capability.
- The ability to coordinate cross-agency teams.

### **How we want the service to be delivered?**

We are open to local variation in how our goals for these tamariki and whānau are achieved. This might include:

- Delivery alongside coordination for other cohorts (e.g. education, health or family violence service coordination).
- Collective ownership or governance.
- Co-investment with partners or agencies.
- Links to different local networks.
- Different boundaries to the current service.

### **How we will work to design and transition to the new service?**

Iwi and Māori interests will be considered upfront and included in decision making. All key local stakeholders will have the opportunity to work with us and each other to design a solution.

We will ensure that all the tamariki and whānau currently being supported by Children's Teams continue to receive the support they need.

### **Implications of new legislative provisions**

The coordination of services for children at risk of harm to their wellbeing is one part of the current Oranga Tamariki early intervention system. The development of the future early intervention system will take time, and it's important that tamariki and whānau receive the support they need while this happens.

## 3. SERVICE REFERRAL AND INITIATION

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### **Consent**

This is a consent-based process and the tamariki, rangatahi, and their whānau need to agree to participate. They actively engage in identifying their own needs, setting goals, and in planning and acting to work towards their own improved wellbeing.

### **Referral**

That there is a clear referral pathway for the workforce to access a coordinated response for tamariki, rangatahi and their whānau at risk of harm to their wellbeing.

There is a process to review referrals which decides whether a coordinated approach is the kind of support the tamariki and their whānau needs.

There also needs to be also be an escalation pathway to resolve issues around partnership working when integrated working does not progress as planned due to blockages, resources or relationship issues. There also needs to be a clear understanding of the pathway to a statutory response if risk escalates.

### **Point of Contact**

The family/ whānau have a clearly identified point of contact such as a Navigator.

### **Assessment and plan**

There is an assessment process which gathers all relevant information from the wider workforce and whānau and tamariki to inform a single integrated plan.

The plan is owned by the child and their whānau, steered by the Navigator and supported by a network of practitioners and professionals who are all working to the same plan.

### **Exit plan**

Once the agreed actions within the plan have been completed and there is no longer a need for a coordinated response for the child and their whānau they can go back to being supported within the community.

### **Employment**

To support the delivery of the Service, the requirements will vary from site to site depending on the local model the community develop and if it indeed goes beyond the scope of the current cohort of children. Some communities are talking about bringing together funding streams so in essence we will be part funding an approach.



## 4. WORKING TOGETHER TO PROVIDE QUALITY SERVICES

The purpose of this section is to describe:

- Our vision and purpose;
- Key legislation and Oranga Tamariki policy and procedures which provide clear expectations for the provision of consistently high-quality services to all eligible children, young people and their whānau;
- The implications of the legislation and policy for Providers who partner with Oranga Tamariki to provide quality services, and;
- The partnership principles which guide how Oranga Tamariki and Providers will partner to jointly deliver quality services.

### Our vision and purpose

Our vision is that New Zealand values the well-being of tamariki above all else.

Our purpose is to ensure that all tamariki are living with loving whānau and in communities where oranga tamariki can be realised.

These Service Guidelines support our vision and purpose through our six core values the Oranga Tamariki Way. These values have been developed by young people and reflect what they want from Oranga Tamariki – how we work with them, their whānau, our partners and each other.

Figure 1: The Oranga Tamariki Way



We know that we will only achieve the vision and purpose if we continue to engage more directly with our partners, our communities and all New Zealanders that share our goals. This means early involvement of our partners in planning processes, sharing learning about what works, combining resources so that we can provide genuine tamariki-centred support; and, continually challenging each other to do better for all children and young people.

### The Oranga Tamariki Act 1989

The Oranga Tamariki Act 1989 (the Act) sets an expectation that tamariki and rangatahi in the care or custody of the chief executive receive care which is of a consistently high quality. The Act expects the

care and youth justice services delivered to all tamariki, rangatahi and their whānau include a focus on their holistic wellbeing. This requires Oranga Tamariki to have full regard to a young person's identity including building and maintaining relationships with whānau, hapū and iwi.

The well-being of tamariki and rangatahi must be the paramount consideration in the delivery of the Service. All tamariki and rangatahi must be at the centre of decision-making while being considered within the context of their whānau, hapū, iwi, family groups and their community<sup>1</sup>.

Oranga Tamariki must aim for meaningful and sustainable improvement for tamariki and rangatahi Māori, whānau, hapū and iwi and incorporate Māori world views into Oranga Tamariki practice.

Specifically, Section 7AA of the Act includes the requirements for the chief executive to ensure:

- policies and practices that impact on wellbeing have the objective of reducing disparities by setting measurable outcomes for tamariki and rangatahi Māori and;
- having regard to mana tamaiti, whakapapa and whānaungatanga in all policies, practices and services.

### **Outcomes for tamariki Māori**

Improving outcomes for tamariki Māori and their whānau is underpinned by s7AA of the Act which creates a duty to ensure all Oranga Tamariki policies, practices and services have regard to mana tamaiti, whakapapa and whānaungatanga of our tamariki.

In approaching mana tamaiti, whakapapa and whānaungatanga, the following key considerations have been identified by Oranga Tamariki:

- they are interrelated and should be considered together, not separately
- the roles and obligations of whānau, hapū and iwi are intertwined with whakapapa and whānaungatanga and therefore mana tamaiti
- they are applicable to all policies, practices and services
- they are linked to specific outcomes for tamariki Māori and we can measure and report annually on our progress towards achieving those outcomes
- they should be viewed within the context of the Act, specifically 'whānau, hapū and iwi' provisions and as such have the objective of reducing disparities between Māori and non-tamariki Māori.

### **Mana Tamaiti objectives**

With these key considerations in mind, Oranga Tamariki has developed Mana Tamaiti objectives which inform policy and practice including how Oranga Tamariki will work with Providers to achieve these. They are:

- i. Ensure the participation of tamariki, whānau, hapū and iwi in decisions affecting them at the earliest opportunity to enhance their wellbeing and safety.
- ii. Support, strengthen and assist whānau Māori to care for their tamaiti or tamariki to prevent the need for their removal from home into care or a Youth Justice response.

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<sup>1</sup> Every legislative reference to whānau, hapū and iwi also includes family and family groups meaning that the objectives of the Act not only work for tamariki Māori but are applicable to all tamariki.

- iii. If removal from home is necessary, Oranga Tamariki will preference placements for tamariki Māori (including their siblings) with members of their wider whānau, hapū, iwi or family group who are able to meet their needs, including for a safe, stable, and loving home.
- iv. Support tamariki Māori in the custody of the chief executive to establish, maintain or strengthen their sense of belonging through cultural identity and connections to whānau, hapū and iwi.
- v. Support, strengthen and assist tamariki Māori and their whānau to prepare for their return home or transition into the community.

### **Pacific children and young people**

The Pacific Strategy 2018-2021 (the Strategy) describes the strategic priorities for Pacific children and young people:

- loving places
- quality practice
- strategic partnerships

The responses that support the achievement of these priorities and guide the provision of care by Oranga Tamariki and Providers that Oranga Tamariki partners with are:

- understanding the diverse cultures of Pacific children and young people in the context of their families and communities they identify with
- hearing the voice of Pacific children when help is needed from intervention to their transition to adulthood and independent living
- when Pacific children and young people are at risk of harm and abuse, and require care, ensure they are culturally connected and their transition to a secure place of residence is well-supported.

The key focus areas in the Strategy which apply to Providers include:

- safe and secure homes for Pacific children and young people in their transition to adulthood and independent living
- increase the number of transitional care placement options for Pacific children and young people
- recruit, develop and train Pacific caregivers' workforce capacity and capability.

More stable and long-term strategic partnerships with our Pacific and mainstream care partners to provide high quality social services:

- strengthen the capacity and capability of 'by Pacific for Pacific'
- providers to provide social services for Pacific children, young people and their families to find appropriate accommodation towards independent living
- culturally competent mainstream and Pacific practitioners/workforce
- build, support and encourage the cultural competence of mainstream NGOs to work with Pacific children, young people and their families
- identify and invest in opportunities for joined up services amongst Pacific and mainstream providers that target areas with a high proportion of Pacific children and young people and provide youth services that support independent living, accommodation and transition to adulthood.

### **Outcomes Framework**

The Oranga Tamariki [Outcomes Framework](#) sets out the main services we provide how we intend to provide them differently from the past, and how we will know we're making a difference for tamariki and whānau.

### **Partnership principles**

The Oranga Tamariki Act also provides for the Chief Executive entering into strategic partnerships with iwi and Māori organisations. Oranga Tamariki sees these strategic partnerships as being with a smaller group of organisations where there is significant potential to impact on the outcomes that can be achieved with tamariki Maori and their whānau. To date strategic partnerships have been signed with the entities representing Ngāi Tahu, Ngāpuhi, Waikato-Tainui and Ngāi Tuhoe.

## 5. REPORTING REQUIREMENTS

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### **What data needs to be collected for reporting?**

To determine if the Service is making a difference Oranga Tamariki requires the Provider to collect data that will tell us how much was done, how well it was done and if anyone was better off.

### **What reports are required by Oranga Tamariki?**

Reporting by Providers is necessary to meet contractual obligations and ensure accountability to Government for the funding provided under the Outcome Agreement.

Reporting data will be collected by the Provider and reports generated on a monthly basis. Details of the required data to be collected, and measures to be reported will be provided to the Provider.

All other reporting by Providers (unless specified differently e.g. Incident Reporting) is to be sent to the Relationship Manager as specified in the Outcome Agreement.

### **Quarterly Provider Return Report**

The Provider will provide a quarterly provider return report as set out in the Outcome Agreement (an example attached as [Appendix 3](#) to these Service Guidelines).

A guide to writing the narrative report is found in the Provider Return Report.

The quarterly narrative report must be supplied within ten working days of the start of the calendar month following the end of the quarter.

### **Funding**

Funding from Oranga Tamariki will be for the agreed time period stated in the outcome agreement. Once Early Intervention services have been finalised, funding will be reassessed by PfO.

## APPENDIX 1: DEFINITIONS

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In these Service Specifications, unless the context requires otherwise, words or phrases beginning with capital letters are defined as follows:

- “Accreditation” - The Social Services Accreditation team ensures that providers have the capability and capacity to deliver quality social services to communities. This is achieved by ensuring providers meet a consistent set of standards that meet legislative and policy requirements. ‘Accreditation’ and ‘Approval’ (as stipulated under Oranga Tamariki Act 1989) are synonymous and may be used interchangeably
- “Child and “young person” derive their meanings from Oranga Tamariki Act 1989, and “children” and “young people” shall be construed accordingly (see tamariki below)
- “Identity and cultural needs” means things that help establish and develop the identity of rangatahi including cultural identity, whakapapa, gender identity, sexual orientation, disability needs, spirituality or religion and their language knowledge and practise (National Care Standards, (s)5, 1989)
- “Mana tamaiti” means the intrinsic value and inherent dignity derived from the whakapapa (genealogy) of a rangatahi and their belonging to a whānau, hapū, iwi or family group, in accordance with tikanga Māori or its equivalent in the culture of the child or rangatahi
- “Navigator” means a person employed by the Provider to engage with tamariki, family and whānau as well as ensuring that the right people and the right services are brought together, including health, education, welfare, housing, social services, iwi, cultural and community support.
- “Oranga Tamariki” means Oranga Tamariki—Ministry for Children, which is the Purchasing Agency under the Outcome Agreement
- “Oranga Tamariki Social Worker” means a person employed by Oranga Tamariki under the Government workforce policy and personnel provisions (Part 5) of the State Sector Act 1988 as a social worker
- “Point of Contact” means a person employed by the Provider to engage with tamariki, family and whānau as well as ensuring that the right people and the right services are brought together, including health, education, welfare, housing, social services, iwi, cultural and community support.
- “Provider” means the party named in point 2 under Parties to the Outcome Agreement
- “Rangatahi” means any young person aged between 15 and up to 25 years of age.
- “Service” means the service as described in these service guidelines
- “Tamariki” means children less than 14 years of age.
- “Whakapapa” in relation to a person means the multi-generational kinship relationships that help to describe who the person is in terms of their mātua (parents), and tūpuna (ancestors), from whom they descend
- “Whānaungatanga” in relation to a person means (a) the purposeful carrying out of responsibilities based on obligations to whakapapa: (b) the kinship that provides the foundations for reciprocal obligations and responsibilities to be met: (c) the wider kinship ties that need to be protected and maintained to ensure the maintenance and protection of their sense of belonging, identity, and connection.

## APPENDIX 2: PROVIDER FEEDBACK FORM

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Provider Feedback Form		
Please email to your Relationship Manager		
Name of service		
Summary of, and reasons for, suggested change		
Topic	Reference (section/page)	Suggested change/description
Contact name:	Position:	
Provider name:		
Provider email:		
Provider phone:	Date submitted:	

## APPENDIX 3: PROVIDER RETURN REPORTS

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(A) Quarterly Provider Return Reports (EXAMPLE ONLY)

Report Due Dates
10 October 2019
05 December 2019
10 April 2020
10 July 2020

Signed by: \_\_\_\_\_

Date: \_\_\_\_\_

Name: \_\_\_\_\_

Position: \_\_\_\_\_

Description of Service	Performance Measures (during the reporting period)	Quantity of Service	01 July 2019 to 30 September 2019		01 July 2019 to 30 November 2019		01 July 2019 to 31 March 2020		01 July 2019 to 30 June 2020	
			Maori	Non-Maori	Maori	Non-Maori	Maori	Non-Maori	Maori	Non-Maori



Description of Service	Performance Measures (during the reporting period)	Quantity of Service	01 July 2019 to 30 September 2019		01 July 2019 to 30 November 2019		01 July 2019 to 31 March 2020		01 July 2019 to 30 June 2020	

<b>Provider Narrative Report – To be completed twice per year - due 5 December and 10 July.</b>
What is the “story behind the data”? (E.g. environmental factors impacting on client results including issues, gaps, overlaps and trends).
What are your areas for improvement towards achieving better results for clients (continuous improvement)?
Who are your partners that help you achieve results, and what joint activities have you participated in?
What combination of services do you think is most effective for your clients (if applicable)? Are there needed services which are not available? Are there access barriers?
Provide examples of strategies or practices used to encourage 'hard to reach' clients to engage.
Provide an explanation of the variances (if any) between the volumes contracted and volumes delivered.

Guidance notes:

This information could be sourced through client (or agencies) feedback forms, provider assessments and service evaluations.

In providing the narrative, consider the following:

- Background and presenting problems
- The types of support given to bring about change
- The changes or differences made by the client or community e.g. knowledge, skills, attitude, behaviour and life circumstances.