

Background Briefing on the establishment of the Ministry for Vulnerable Children, Oranga Tamariki

December 2016

Introduction

This document provides background information on work currently being undertaken on the establishment of the Ministry for Vulnerable Children, Oranga Tamariki (Oranga Tamariki), from 1 April 2017.

It provides background information on vulnerable children and young people, as well as the roles and responsibilities of the new Ministry. The document outlines the approach being taken to the development of the new operating model for vulnerable children, and a brief overview of current and future work. It includes the opportunities and challenges this work presents.

Background

Improving outcomes for vulnerable children and young people is a strong focus for Government, and reflects its Better Public Services priorities. While the majority of the 1.1 million children under the age of 18 in New Zealand do well, some do not, and the personal, social and economic costs of this are high. Preventing vulnerability, and addressing it when it arises, improves individual lives and benefits all New Zealanders.

Current arrangements

Child, Youth and Family (CYF), within the Ministry of Social Development (MSD), provides a range of services to vulnerable children, including to those who require statutory care and protection and youth justice services. The Children's Action Plan Directorate is also currently part of MSD. Other services for vulnerable children are funded by other agencies, including the Ministries of Health, Education and Justice. These services include universal services available to all children and young people, including those who are vulnerable.

As at 30 June 2016, 5,312 children and young people were in the custody of the Chief Executive of MSD, and of these 4,394 were in care and protection placements outside of their home. In the year ended 30 June 2016 MSD received notifications (including Police family violence referrals) in respect of 142,249 children and young people, of whom 44,689 required further action. In the same period, 7,757 children and young people were involved in care and protection family group conferences (FGCs) and 6,114 children and young people were referred for youth justice FGCs. Of these, 280 were child offenders, 2,309 were referred by Police for Intention to Charge FGCs, and 3,525 were referred by the courts following prosecution. Details of direct costs associated with children and young people's movement through this system are provided in Appendix 1.

As at 30 November 2016, Children's Teams had received a total of 3,407 referrals since the first two teams were established in 2013. These children are predominantly Māori (60 percent). We expect the current Children's Teams to be actively working with about 3,800 children per annum from the end of June 2018.

Expert Panel on modernising CYF

In April 2015, in response to ongoing concerns about vulnerable children, the Minister for Social Development commissioned an Expert Panel to provide independent advice on modernising CYF. The Terms of Reference for the Panel focused on the extent to which the current operating model for CYF was delivering positive outcomes for children and young people, and any changes required to improve these outcomes. The Terms of Reference also included consideration of any wider changes required to legislation and services provided by other agencies. The Expert Panel's members were Dame Paula Rebstock (Chair), Commissioner Mike Bush, Peter Douglas, Duncan Dunlop, Helen Leahy and Professor Richie Poulton. The Panel was supported by a Secretariat with secondees from a wide range of agencies as well as from non-governmental organisations.

The Expert Panel's Interim Report was provided in July 2015 and its Final Report was provided in December 2015. In developing its advice, the Expert Panel engaged with a wide range of participants, including vulnerable young people, their families and whānau, caregivers, victims of youth offending, frontline staff, and community, iwi and Māori organisations. This engagement included over 60 individual interviews and 17 collaborative design workshops involving over 180 participants. The recommendations were also informed by independent data analysis, consultation with New Zealand and international experts, and extensive consideration of research in this area. A Māori Reference Group and a Practice Reference Group tested, challenged and refined the Panel's recommendations. The Ministerial Youth Advisory Panel also provided advice to the Minister for Social Development.

Both the Interim and Final Reports of the Expert Panel provided robust evidence that the performance of the current system is clearly well below what New Zealanders want for our most vulnerable children. The major issues in the current system were identified as follows:

- the current system is fragmented, lacks clear accountability and is not organised around a common purpose and aligned strategy

- the system does not place children at its centre

- New Zealanders are not being actively engaged in making a difference for vulnerable children

- the system is not effective in supporting families and whānau to care for their children

- the system does not focus on providing the earliest opportunities for a loving and stable family

- there is a need to address the over-representation of Māori children and young people in the system

- there is insufficient focus on the recruitment, support and retention of caregivers who are vital to the provision of loving and stable families for those children unable to remain safely at home

- there is a lack of evidence-based approaches to achieve these results

- the current workforce lacks the capabilities and capacity to meet the increasingly complex needs of children and families

- there is more work to do on supporting the connection of children to their cultures and communities

- the use of youth justice residences and custodial remand reflects an overly institutional approach to youth justice

- the youth justice system lacks integrated planning for young people as they transition between care and youth justice, between agencies, providers and the community

- vulnerable young people need and deserve far more support to make a successful transition to adulthood.

Government response to the Experts Panel's Report

In March 2016, the Cabinet Social Policy Committee (SOC) responded to the Final Report of the Expert Panel by agreeing to a bold and urgent overhaul of the system to ensure that all children and young people are in loving communities where they can be safe, strong, connected and able to flourish. SOC agreed to a reform package with the following main components:

- creating a single clear point of accountability and a common purpose across the system

- creating a child-centred system

- stronger system and organisational leadership and culture change

- adopting a formal social investment approach to funding and service provision

- putting a high degree of specific focus on improving outcomes for Māori children and young people

working with Pacific communities to significantly improve outcomes for Pacific children and young people
working with strategic partners and engaging all New Zealanders
extending the range of services provided and more effective evidence-based service provision
funding following the child, including the ability to directly purchase
explicitly recognising and seeking to remediate the trauma that this group of children and young people may have suffered.

SOC also agreed that the governance arrangements for the reform programme include a reconstituted Vulnerable Children's Board¹ and a Ministerial Oversight Group comprising the Ministers of Finance, Health, Justice, Education, Social Development, Corrections, Police, Whānau Ora and Māori Development.

In May 2016, Cabinet agreed to establish the Ministry for Vulnerable Children, Oranga Tamariki as a stand-alone organisation. As the system leader for vulnerable children, the new Ministry will be responsible for co-ordinating a clear and coherent response across Government.

Setting up the new Ministry

The reforms agreed by Cabinet are transformational, and involve comprehensive and systemic change. They will significantly alter the landscape of the social sector and will lead to changes in the way sector agencies engage with each other, how they provide universal and targeted services, and how they make investment decisions. Importantly, the focus on improving outcomes for vulnerable children and young people, particularly for Māori, is reflected in the approach to organisational and service development, as well as to practices that respond to Māori children in a culturally sensitive way.

To support the establishment of the new Ministry, the Investing in Children (IIC) Programme has been set up within MSD to begin work on agreed priorities, and to deliver Day One Establishment activities. An associated legislative programme provides the underpinning framework for the development of the new service model.

These reforms build on a foundation of extensive public consultation on the Green Paper for Vulnerable Children, the resulting White Paper, the development of the Children's Action Plan, the Vulnerable Children Act 2014, and the implementation of Children's Teams.

Roles and Responsibilities of the Ministry for Vulnerable Children, Oranga Tamariki (from 1 April 2017)

Oranga Tamariki will be established on 1 April 2017, and the process of transformation is expected to take four to five years. The Chief Executive Designate of Oranga Tamariki, Gráinne Moss, took up her role on 5 September 2016.

Oranga Tamariki's focus will be on children and young people who are at significant risk of harm now and into the future as a consequence of their family environment, and/or their own complex needs, and young people who have offended or may offend in the future. It will have a broader range of roles and responsibilities than those currently held by CYF.

The Ministry's new operating model will include five core services:

¹ The Vulnerable Children's Board was established in 2012 to strengthen the collective ownership and governance of children's agency Chief Executives for the implementation of the White Paper for Vulnerable Children. This work is referenced on pages 14-15.

Prevention: The provision and co-ordination of prevention services for children and young people, in order to reduce the impact of early risk factors and help children and young people achieve better long-term outcomes.

Intensive intervention: Early and effective identification, investigation and assessment where there are concerns around the safety or wellbeing of vulnerable children and young people, and high quality decision-making and intensive support that prioritises children's need for stable loving care at the earliest opportunity.

Care support: Partnering with caregivers and communities to ensure that children who cannot live with their birth parents develop a loving and stable relationship with another family, have their healing and recovery needs met, and maintain their connection with their birth family and whānau where possible.

Youth justice: Preventing children and young people from offending and re-offending, holding young people to account for their offending behaviour, and providing a restorative justice opportunity for victims where appropriate.

Transition support: Partnering with caregivers and communities to ensure young people get the loving care and support they need to grow into flourishing adults.

Oranga Tamariki will have responsibility for the following functions which will transfer from MSD (CYF and Community Investment) and the Children's Action Plan on 1 April 2017:

Statutory care and protection

- CYF assessment and triage
- CYF investigations
- Statutory care placements
- Care and protection residences
- CYF case reviews/practice guidance
- CYF recruitment/training/review of caregivers

Youth Justice services

- Youth justice social work
- Youth justice conferences
- Youth justice residences
- Funding for youth and youth crime services

Adoptions and International

- Operational adoption services
- International agreements with respect to children

Children's Action Plan (CAP)

- CAP directorate/Children's Teams

Funding and contracting for vulnerable children services

- Community investment operational policy/service development
- Community relationship management
- Funding for services to support vulnerable children and young people
- Family and sexual violence services relating to child victims or perpetrators

Supporting capability

- Children and Youth Justice policy, including child and caregiver payments, and child disability
- Strategic social and cross sector policy in relation to vulnerable children
- CYF gateway
- Family Group Conferences/plans
- Complaint and grievance panel services
- High and complex needs unit
- Privacy and Official information requests (POI)
- Investment approach capability/data and analytics capability
- Design and improvement/operational policy.

Oranga Tamariki will incorporate the functions of the Children's Action Plan, reflecting joint responsibility for vulnerable children in the cross-agency Children's Teams. These provide an intensive response that identifies and addresses multiple and complex needs before children require more costly interventions, including statutory intervention. Children's Teams will help inform the development of the new Intensive Intervention core service of Oranga Tamariki.

There are ten Children's Teams in Rotorua, Whangarei, Horowhenua/Ōtaki, Marlborough, Hamilton, Tairāwhiti, Eastern Bay of Plenty, Whanganui, Canterbury and Counties Manukau. Teams are established after an in-depth engagement process with all the key stakeholders in the community: iwi, local government, district health boards (pediatricians, mental health and drug and alcohol services), schools, non-government organisations (NGOs), Police and CYF. The establishment and implementation of multi-agency Children's Teams has been an iterative process, with much to learn along the way. Our initial focus for evaluation was to inform continual improvement.

Budget 2016 made provision for expansion of the Canterbury and Whangarei Children's Teams to their District Health Board (DHB) boundaries by 30 June 2017, and for the Hamilton and Counties Manukau teams by 30 June 2018. There is strong demand for the Children's Team approach in areas that do not yet have it.

The Vulnerable Children's Hub (a contact and triage point for the larger Children's Teams) and Vulnerable Kids Information System (ViKI) were established to support Children's Teams. ViKI will be brought into the new information management and IT system for Oranga Tamariki and The Vulnerable Children's Hub will also be incorporated into the new Ministry.

We know that Children's Teams are reducing the severity of children's future vulnerability. We can already point to immediate impacts in terms of access to services.

Structure of Oranga Tamariki

During November 2016, consultation was undertaken with all MSD staff on a proposed new organisational structure for Oranga Tamariki and the future structure of MSD. Following staff feedback, the new organisational structures were confirmed on 9 December 2016.

The Tier Two structure for Oranga Tamariki will have Deputy Chief Executives for each of the following:

- Partnering for Outcomes
- Services for Children and Families North
- Services for Children and Families South
- Youth Justice Services

- Care Services
- Tamariki Advocate/Voices of Children
- Policy, Investment and Evidence
- Leadership and Organisational Development.

The Chief Social Worker/Director of Professional Practice will also be a Tier Two position.

Reflecting a child-centred approach, the management structure of the new organisation is designed to be “flatter” so that managers are closer to the children their teams are working with, and the Chief Executive is as close as possible to those managers and to staff. This will also enable managers to more effectively embed the desired culture change that will be necessary to shift the agency’s focus on achieving better outcomes for vulnerable children and young people.

As well as Oranga Tamariki building and developing its own capabilities, MSD is also transferring people, funding and assets to the new Ministry. In addition, the Ministry will share some corporate services with MSD.

Approximately 3,300 staff will transfer from MSD to Oranga Tamariki on 1 April 2017. Vulnerable Children Act 2014 safety checking is being undertaken on MSD children’s workers who are transferring to the new agency. For the majority of transferring staff, this will be a straightforward transition to the new agency. Nevertheless, all change creates uncertainty and we are focused on supporting managers and staff through the transition.

We are on track to provide Day One essentials. A significant amount of work is underway to implement the practical changes required to ensure that Oranga Tamariki is operational from 1 April 2017. This work includes the necessary changes to IT and corporate systems to support the new agency, such as changes to the payroll system, the establishment of new email addresses, an intranet and communication channels, branding, and changes to the financial systems to ensure accurate reporting.

The practicalities of embedding corporate functions within Oranga Tamariki, and establishing the shared corporate services operating model, mean that not all corporate services will be fully established by 1 April 2017. A staggered transition of these services will take place between 1 April and 1 October 2017. Specialist services such as information management, and health, safety and security may take longer to transition. A detailed transition plan will be put in place, and MSD will continue to provide support to Oranga Tamariki until it has the capability to deliver all functions itself.

We will engage with the NGO sector to support providers and others through the transfer of contracts and services to the new agency. Both agencies’ operating models need to support the continued drive to streamline and integrate contracts, where practical, to reduce compliance burdens on NGOs and community providers, particularly where they contract with multiple agencies.

Section 9(2)(f)(iv) Active Consideration

Section 9(2)(f)(iv) Active Consideration Our Budget 2017 bids reflect the need to maintain access to current services while we design, develop and implement new services and supports.

Section 9(2)(g)(i) Free and Frank Expression, Section 9(2)(f)(iv) Active Consideration

Officials will be managing the effectiveness of Oranga Tamariki’s baselines (including any new investment) by rigorously applying a formal investment approach to all areas of expenditure. This approach will be supported by a new appropriation structure, with an improved performance framework that will be increasingly informed by the results of actuarial modelling over time.

Developing the new operating model

Legislative framework

Legislative reforms underpin and give effect to the new operating model. This work has been undertaken in two tranches. The first tranche of legislative reforms to the Children, Young Persons and their Families Act 1989 (the CYPF Act) was enacted on 12 December 2016. These reforms:

- extend the provisions of statutory care and protection system to young people aged 17 years
- embed children and young people's views at a systemic and individual level by strengthening obligations to support participation under the CYPF Act
- support the establishment of independent advocacy services through a new duty on the Chief Executive
- enable a broader range of professionals to perform a wider set of functions under the CYPF Act.

A Bill to progress the second tranche of legislative reforms, which are larger and significantly more wide-ranging, received its First Reading on 13 December 2016. The Children, Young Persons and their Families (Oranga Tamariki) Legislation Bill:

- provides the foundations for a child-centred system by strengthening the purpose and principles of the CYPF Act to more clearly capture the child-centred intent of the legislation (including specific recognition for mana tamaiti / tamariki, a child's or young person's whakapapa, and whanaungatanga responsibilities of whānau, hapū and iwi), and to reflect the expanded scope of the new operating model
- provides for a practical commitment to the principles of the Treaty of Waitangi
- strengthens and clarifies the accountabilities of Oranga Tamariki and other social sector agencies in relation to vulnerable children and young people, and requires the Minister to report to Parliament on the extent to which accountability settings are meeting the needs of vulnerable children and young people
- places a duty on the Chief Executive of Oranga Tamariki to establish child-centred complaints mechanisms and enables regulations providing for independent review of the Chief Executive's response to complaints
- creates a bespoke information-sharing framework within the CYPF Act
- places a duty on the Chief Executive of Oranga Tamariki to ensure the co-ordination of prevention services
- supports early and effective identification, investigation and assessment, and more effective responses to reports of concern
- requires National Care Standards to be made by regulations, for which the Chief Executive of Oranga Tamariki will have a duty to comply, which set out the rights and needs of children and young people in care, the standard of care they can expect, standards for caregiver training, monitoring and support
- amends care and protection court processes and associated requirements so that children and young people have the earliest opportunity to be cared for by a safe, stable

and loving family, that children are involved in the planning process, and that those with disabilities have the same protections as other children and young people

- extends the provisions of the youth justice system to include young people aged 17 years, with the exception of the most serious offenders who will continue to be dealt with in the adult courts
- increases the availability of State-funded legal representation for young people prior to contact with the Youth Court, strengthening the use of community-based options as an alternative to remand in custody, and requires a review of remand placements for young people pending their Youth Court hearings
- provides transition support for those leaving the care and protection and youth justice systems, and creates a right for young people up to age 21 who have been in care to remain in or return to living with a caregiver up to age 21
- enables transition advice and assistance to be provided up to age 25, including for those who have been in a youth justice residence, with a focus on those with higher and more complex needs.

Following the Bill's First Reading on 13 December 2016, it was referred for consideration by the Social Services Committee. Submissions close on 15 February 2017, and the Select Committee is due to report back by 13 June 2017. Section 9(2)(f)(iv) Active Consideration

Section 9(2)(f)(iv) Active Consideration

A child-centred approach

The new operating model will place children's voices at the heart of decision-making on the design and delivery of services. Reforms are focused on more effective assessment and response to their needs, on advocating for their wellbeing, enhancing opportunities for children and young people's participation, and providing mechanisms for prompt and effective attention to their concerns. The model will include effective advocacy services for children and young people, Mandatory National Care Standards, mechanisms for feedback and complaints, and strong agency and cross-sector practice frameworks.

The new operating system, that puts the needs of children and young people at its heart, needs to enable their voices to be heard and to influence decisions that are made about them, as individuals and as a group. Children and young people need to be empowered to use their voice and to make connections to others with similar experiences. An independent connection and advocacy service is being established to achieve this.

The service will hold high aspirations for those who have an experience of care, will be their voice within the care system, and will promote and grow leadership from within the care experienced community. It will be a voice *from* children and young people to the system, rather than an adult voice *for* these children and young people. The key functions of the service will be to:

- help children and young people to use their stories and concerns to drive system change
- support them to advocate for themselves as individuals and/or support a trusted person to advocate with and for them
- connect them as a community of children and young people in care
- build youth leaders from within the community to hold the system to account and help lead the service
- equip them with skills and confidence for their future.

The service will 'go live' by the end of March 2017, however there will be a phased implementation over four years to establish the service, build capacity and provide a platform for longer-term development and innovation strategy.

A social investment approach

A social investment model underpins this work. National and international best practice, reflected in the New Zealand context, will support investments in interventions that effectively and efficiently deliver the outcomes we seek. Better use of data will enable us to identify those at risk, to undertake cohort analysis.

Monitored trials of interventions will provide real-time information to support rapid feedback, intervention modifications and better targeting. An actuarial valuation is also under development. Together with other outcome monitoring processes, this valuation will provide information on the extent to which outcomes are being achieved. Such an approach provides Government with confidence that money is spent on the right people, at the right time, with the greatest benefits to those who need it most.

Strategic Partnerships

Strategic partnering is a key building block of the new model, and is about government and communities or organisations working together around a common purpose, and sharing responsibilities to meet the needs of children and families.

Oranga Tamariki will need to engage in strategic partnerships with iwi, Māori and Pacific organisations, service providers, local communities and other government agencies, as a primary mechanism for meeting the needs of vulnerable children and families. Effective partnering, and facilitating new approaches, will make it easier for children and families to access the right services at the right time. Collectively, we can make a much greater impact.

In collaboration with partners, we will develop an overarching strategic partnering framework that will guide how we partner with iwi, providers, the community and other agencies to meet the needs of children now and into the future. The framework will be child-centred, encourage greater flexibility and innovation and foster partnerships, particularly with Māori.

Partnerships with Māori

In 2014/15 Māori children and young people made up 60 percent of children in care and 61 percent of young people who received a youth justice FGC. While Oranga Tamariki will act as a single point of accountability for the long-term wellbeing of all vulnerable children and young people, successfully delivering better outcomes for Māori children and young people will require the Ministry to work in partnership with iwi and Māori to support the delivery of culturally-appropriate services.

During the transition period, MSD is continuing to progress five Memoranda of Understanding with iwi partners (Ngāpuhi, Tainui, Ngāti Porou, Ngāti Kahungunu and Ngāti Toa) that focus on:

- supporting joint project design
- improving testing, learning and delivery of services
- supporting training of caregivers
- ensuring mokopuna feel supported and ready to transition from care
- providing connections to whānau, hapū and iwi.

The IIC Programme began in early 2016 and now incorporates five workblocks and approximately 20 workstreams. Engagement with iwi and Māori has been a core part of this work and examples of this are provided below.

During August and September 2016, service design workshops were held from Whangarei to Dunedin to inform the new Ministry's service and practice model. Over 280 caregivers and professionals from across the sector attended including representatives from iwi, Māori and NGOs such as Ngāpuhi Iwi Social Services, Ngāti Hine Health Trust, Te Ora Hou, Te Iwi o Ngati Kahu Trust, Ruru Ora Ltd, Te Rau Matatini, Te Ora Hou Tairawhiti, Māori Women's Welfare League, Turanganui-a-Kiwa Centre, Te Runanganui O Ngati Porou and Te Pūtahitanga o Te Waipounamu.

Individual engagements have also occurred with Ngāti Porou, Waikato-Tainui and Te Iwi o Ngāti Kahu on a range of work including the design of FGCs, strategic partnering, transition support services and care support services, national care standards and raising the age of care and protection.

Individual engagement was undertaken with Ngāi Tuhoe representatives to provide an informal overview of the investment approach to vulnerable children, to identify opportunities to build a working relationship, and to gather insights for future engagements.

The Children, Young Persons and their Families (Oranga Tamariki) Legislation Bill includes amendments which reflect the Crown's commitment to working in strategic partnership with iwi and Māori to advance the wellbeing and interests of Māori children and young people who are subject to the CYPF Act.

To better address the over-representation of Māori children and young persons in the care, protection, and youth justice systems, the Bill proposes new duties to ensure that the new operating model realises a child-centred approach that is culturally authentic and successful in delivering improved outcomes for Māori children, young persons and whānau.

The Bill broadens and clarifies the duties on the Chief Executive to provide a practical commitment to the principles of the Treaty of Waitangi. By requiring measurable outcomes to be set for Māori children and young persons who come to the attention of the Oranga Tamariki, and reporting publicly on those measures on an annual basis, the new duties explicitly recognise and reinforce accountability for the system's impact on Māori children and young persons.

The duties also provide a requirement to seek to develop strategic partnerships with iwi and Māori organisations to contribute to setting and achieving these expectations and targets. Strategic partnerships that are developed will seek to enable innovation, information exchange, opportunities for delegation of functions, and provision and review of guidance to support cultural competency as a best practice feature of the responsible department's workforce.

Partnerships with Pacific communities

A Pacific Panel² has been established to provide leadership and support engagement with Pacific peoples. This engagement builds on recent fono held in Auckland, Wellington and Christchurch where over 700 Pacific leaders overwhelmingly expressed willingness to work in partnership to support better responses for vulnerable Pacific children, young people and their families.

A key component of this engagement is involving Pacific youth in the co-design of new services. Around 80 Pacific Youth leaders participated in the Wellington and South Island Fono. Two workshops have been held in Auckland with vulnerable Pacific youth. This

² The Panel is made up of eight Pacific leaders from academic, faith and community sectors. The Panel has met twice and its next meeting is in February 2017.

provided an opportunity to hear directly from vulnerable Pacific young people who had been impacted by child maltreatment and/or family violence. We intend to build on this engagement and host a National Pacific Youth Fono in the first quarter of next year.

A key part of this Pacific Work Programme is to develop an integrated Pacific cultural framework that underpins all policies, practices, and services for vulnerable Pacific children, young people and their families. This work will build on two existing Pacific cultural frameworks (Nga Vaka o Kaiga Tapu and Va'aifetu), and develop a framework that will then be able to be used to design services and policies that will ensure responsiveness to Pacific peoples' needs.

Engaging all New Zealanders

This is a crucial component of the new operating system. We are working to raise awareness and create a sense of responsibility so that all New Zealanders value the wellbeing of our children and act to support vulnerable children and young people. An "Engaging All New Zealanders" campaign is being developed.

Approach to Service Design

Applying human-centred design is central to the service and practice design work. Service design will give effect to the investment approach through services that take a prevention focus to identify and address at the earliest opportunity those factors contributing to vulnerability and poor life outcomes. A key focus of this is reducing the over-representation of Māori in the care, protection and youth justice systems. This will be enabled by the design of evidence-based services and practices that reflect Te Ao Māori principles and that work for Māori tamariki, rangatahi and whānau. A core principle of service design is to work collaboratively with iwi and Māori to design future solutions.

Key features of the methodology include:

- collaborative design with young people, families, whānau, caregivers, victims of youth offending, staff, sector partner staff, and iwi and community representatives

- clear decision points on which design options to take forward, including assessment and monitoring of both ideas and prototypes

- a structured approach to prototyping, testing, and scaling of solutions, with clarity on the go/no-go criteria at each stage

- evaluation and monitoring built into all planning stages, with particular focus on the scaling of new initiatives

- a mechanism to identify the implications on the operating model, and to identify change impacts on the current system

- documentation for each stage to allow for traceability, review and governance oversight.

We have established a cross-agency working group, including the Office of the Children's Commissioner, to provide advice and feedback on the design proposals as they are developed, to support the dissemination of information across agency partners, and to support the identification of participants for collaborative design processes.

Accountability mechanisms

The public sector performance management system provides existing accountability mechanisms that will be used to support the new operating model. These will apply to Oranga Tamariki in relation to particular outcomes, and also apply on a system-wide basis.

Work is also currently underway to develop a system-wide performance framework for Oranga Tamariki. The framework will:

- provide clear overarching expectations, putting children and young people at the centre of investment decisions

- support understanding of the contribution of services provided by other government agencies and non-government providers and communities

- drive a culture of evidence-based decisions, by establishing clear accountabilities for funding and commissioning decisions

- clarify performance expectations at all levels of management and operations, driving strong incentives and a culture of delivering outcomes

- align funding structures with performance outcomes, facilitating funding and investments following the child and young person through the system.

Oranga Tamariki will also be subject to external independent monitoring by the Office of the Children's Commissioner which currently has oversight functions for the CYPF Act, and the Optional Protocol to the Convention Against Torture (in relation to young people deprived of their liberty in residential facilities). The responsibilities of the Office of the Children's Commissioner will be reviewed to determine what resourcing and skills are required to fulfil the oversight functions in the future system, including how it may evolve as the new operating model is implemented, and how it will intersect with the new advocacy service that will be established on 1 April 2017.

Working with MSD

To enable Oranga Tamariki to focus on the operational and system changes required to achieve the Government's objectives, Cabinet agreed that MSD would provide shared corporate services to Oranga Tamariki for at least the first two years of its establishment phase.

The two agencies will work closely together, and with the wider social services sector, to ensure smooth access to the services and support families and whānau need. These are core services and supports for families and adult carers to ensure they are well-placed to care for their children. Ultimately, the effectiveness of Oranga Tamariki in achieving better outcomes for the most vulnerable children and young people, will reduce the frequency and intensity of interventions later in life, and will improve social, economic and community outcomes.

MSD's prioritising of support for Oranga Tamariki, and ensuring that the connections between the agencies remain strong, will help the new Ministry to implement the internal and system changes required to achieve Government's objectives.

Working across Government

Common client groups

Oranga Tamariki, MSD and other sector agencies will have common and intersecting client groups. This will require agencies to work collaboratively to provide services to these clients. This is especially important for child-focused and young person-focused services. It will also be important to ensure that adult-focused services support adults in their role as parents, where this is appropriate. Such work includes vulnerable children who are also clients of other agencies such as the Ministries of Health, Education, Justice and the New Zealand Police. It also includes adult clients of other agencies whose vulnerabilities associated with unemployment, housing, disability, health concerns or criminal offending, impact on a child or young person.

Cross-agency governance

Governance and oversight arrangements for the transformation of New Zealand's vulnerable children's system reflect the cross-agency nature of this work.

The Vulnerable Children's Board comprises an independent chair (Dame Paula Rebstock), three other independent members (Peter Douglas, Dame Diane Robertson and Geoff Dangerfield) who have advisory and facilitative roles; and the Chief Executives of Oranga Tamariki, Education, Health, Justice, Social Development, the Department of Corrections, Te Puni Kōkiri and the New Zealand Police. Board responsibilities include providing advice and recommendations on the operation of the vulnerable children's system to the Ministerial Oversight Group. In March 2016, SOC agreed that this Group comprises the Ministers of Finance, Health, Justice, Education, Social Development, Corrections, Police, Whānau Ora and Maori Development.

Vulnerable Children's Plan

To achieve government's commitment to bring together a single system for vulnerable children and young people, Oranga Tamariki will work with other social sector agencies to develop and implement the first Vulnerable Children's Plan. The legislative requirements for the Plan are set out in the Vulnerable Children Act 2014. This Act requires the Plan to set out the steps that will be taken by the Chief Executive of Oranga Tamariki, together with the Chief Executives of the other children's agencies³ (the Ministries of Education, Health, Justice, Social Development and the New Zealand Police) to work together to achieve Government priorities for improving the wellbeing of vulnerable children.

These Chief Executives will be required to jointly report to the responsible Minister (being the Minister responsible for Oranga Tamariki) annually on the extent to which they have implemented the Plan,⁴ and ensure that a copy of the Plan is included in the agency's annual report and on a website. The Plan must be reviewed within three years.

The Children, Young Persons, and Their Families (Oranga Tamariki) Legislation Bill, currently before the House, contains proposals which relate to the Plan. The Bill will amend the Vulnerable Children Act to place responsibility for co-ordination of the Plan on the Chief Executive of the Ministry for Vulnerable Children, Oranga Tamariki. It also amends the

³ The Act defines 'children's agencies' by referring to those agencies responsible for the administration of certain statutes. When responsibility for the administration of the CYPF Act 1989 is transferred to it, the Ministry for Vulnerable Children, Oranga Tamariki will become a children's agency. In October 2016, Cabinet agreed to make an Order in Council to retain the MSD as a core children's agency.

⁴ Clause 134 of the Children, Young Persons, and Their Families (Oranga Tamariki) Legislation Bill proposes that Chief Executives also report on "the progress that has been made in achieving the outcomes set out in the Plan".

requirements around the development of the Plan to ensure children's agencies work strategically around populations of interest to Oranga Tamariki. To create a greater focus on prevention, the Plan will be required to set out outcomes to be achieved with respect to children and young persons with early risk factors for entry into the statutory care, protection or youth justice systems. The Bill also creates a requirement to report on progress against these outcomes.

Other cross-agency work

In addition to the development of the new operating model, Oranga Tamariki will also be engaged in a range of other cross-sectoral work relating to vulnerable children and young people, some of which involves participation in governance. This includes contribution to work programmes relating to the Prime Minister's Youth Mental Health Project, the Ministry of Health-led Suicide Prevention Strategy, the Ministry of Justice-led Youth Crime Action Plan, the Work Programme of the Ministerial Group on Family Violence and Sexual Violence, and the New Zealand Disability Strategy. The Chief Executive of Oranga Tamariki also sits on the Social Sector Board.

Immediate and ongoing issues

We have developed a phased approach to transformation over a four-year horizon. A summary of the IIC Programme, showing key changes and timeframes, is provided in Appendix 2. We will provide you with briefings as this work progresses.

Early enhancements

We are advancing a set of "early enhancements" to the system. These are components of future services for children and young people that can be fast-tracked for design and implementation, ahead of wider system design and change.

These enhancements have been identified based on the following five criteria:

- creates tangible impacts for children and young people
- generates early momentum
- is feasible in relation to cost, time and resourcing
- aligns with the wider direction of change
- builds capacity for longer term change, including staff capability for new ways of working.

The early enhancements use common service design methodology, and are generally already at the prototyping or scaling stage. They are largely based either on existing programmes that have been shown to work, or based on design concepts that have arisen directly from co-design and strategic partnering work done to date.

The early enhancement initiatives are addressing some of the key insights gathered from children, young people, families, whānau, caregivers and victims through the Expert Panel's engagement with them – specifically, that:

- they did not always understand what was happening
- their views were not always sought at critical decision-making points
- FGCs were organisation-centric and not always undertaken in a way that enabled them to meaningfully participate

the inability to have a say or to be “heard” left them feeling confused, upset, and sometimes angry

caregivers had to “fight” the system to do what was best for their child

children had low expectations of the level of care to which they were entitled

caregivers received inadequate information and support to provide safe, stable and loving care to the children in their homes.

The first suite of early enhancements that has been identified for delivery by 30 June 2017 is outlined below:

Enhancing access to services for children

Enhanced access to universal services for children in care: provision of early improvements to the care experiences of children and young people by providing enhanced access to universal services.

Enhanced access to targeted services: testing the effectiveness of using direct purchasing through service brokers as an approach to providing the right services at the right time to children and young people in care.

Supporting caregiving families to provide safe, stable and loving care

Caregiver support: provision of early improvements to the care experiences of children and young people by providing better support and information to those caring for them.

Caregiver recruitment and approvals: improvements to the caregiver recruitment and approval approach that will broaden the pool of caregivers for teenage young people and for Māori, with opportunities to pilot enhancements across the pathway into caregiving.

Evidence-based care settings that meet children’s needs

Alternatives to custodial remand: investigating, designing and implementing placements, practice, programme and process alternatives as a foundation for the future youth justice service.

Piloting alternatives to care and protection residences (including an enhanced response to children who offend): evaluation of the current provision of Treatment Foster Care (TFC) provided by Youth Horizons. We will also test options for the extension of the programme.

National Care Standards: a clear statement of the standard of care children and young people in state care can expect, what their rights are, and how those rights will be protected when they are living away from home.

Enhancing participation in decision-making processes

FGC participation: investigating, designing and implementing approaches that support better attendance and participation by children, families, whānau and victims in the FGC process.

Supporting the frontline to deliver high quality, child-centred services

Initiatives to create additional capacity at the frontline: create additional capacity for frontline practitioners within CYF to enable them to have more time to spend with children, young people, families and whānau.

Trauma resources for practitioners and caregivers: increasing the awareness and capability in the community and across agencies, organisations, professionals and caregivers, to work effectively with children and young people who have experienced trauma.

Key Activities

December 2016 to March 2017

In this period we are readying ourselves for the launch of Oranga Tamariki.

The Corporate infrastructure for the new Ministry will be established in anticipation of Day One:

- Budget bids and supporting narrative submitted for the new Ministry

- The target culture, the Oranga Tamariki Way, defined

- Appropriations and accountabilities for the new Ministry defined and approved.

Work will continue on the Early Enhancement initiatives. The majority of these enhancements will provide early and tangible improvements in the Service and Practice model areas of the new Ministry's operating model.

An engagement process that strengthens and builds existing and new partnerships, relationships, and agreements with Māori and Pacific community leaders and organisations, will be ongoing. This includes formal engagement with the Iwi Chairs' Forum Technical Advisors Group and Māori NGOs.

Research to benchmark the success of the "Engaging All New Zealanders" foundation campaign (and further campaigns) will take place from December 2016 to March 2017. This will then be used to evaluate outcomes as the campaign progresses.

The Performance Framework, Actuarial Model and evidence-based decision-making will be operationalised. These will provide mechanisms to assess the success of the new Ministry, including:

- that evidence-based decision-making will drive the purchasing of services and interventions at a strategic level

- that evidence-based decision-making will target services and interventions at the front line.

- how children's needs and wellbeing is integrated into the new Ministry's operating model, to inform assessment, service response, and outcomes evaluation.

April to June 2017

The Oranga Tamariki will be operational from 1 April 2017. This includes:

- the transfer of services, staff, assets and contracts from MSD

- an improved complaints resolution process

- shared services defined and a transition underway

- transitional processes in place within Oranga Tamariki, or supported by MSD.

An "Engaging all New Zealanders" foundation campaign will commence on 1 April 2017 alongside the commencement of the new Ministry. The foundation campaign will be made up of various community engagement activities.

A new Connection and Advocacy Service for children and young people in care will also be operational from 1 April 2017. This will ensure that the voices and views of children and

young people in care are more clearly expressed, and have greater influence in the future child-centred operating model. The new service will have the following in place:

Chief Executive and Board

regional and national youth networks

an online social media platform

ongoing connection events for children and young people in care.

By 1 May 2017, we will have developed the end-to-end design of the five core services of the new Ministry, including a plan for their implementation over a four-year horizon.

By 30 June 2017, we will have made an immediate and tangible difference to the lives of vulnerable children, young people and their families and carers by delivering our suite of early enhancement initiatives.

In support of these early enhancements, the following changes will have been implemented:

Legislation to raise the care and protection age from 17 to 18, and its supporting policies and processes, will be operational from 1 April 2017.

The practice framework is a key building block for the system, and will provide a foundation for future changes to how practitioners work with children, young people, families, whānau and caregiving families. By 30 June 2017 we will have delivered a prototype of the system practice framework and a plan for its implementation, and developed national care standards to set the expectations of quality care across all care settings.

We also know we want the role of residences to be very different in the future, so we will be designing and piloting alternatives to care and protection residences and to custodial remand. These pilots will be underway by 30 June 2017.

We will have designed evidence-based services and practices that reflect Te Ao Māori principles and that work for Māori tamariki, rangatahi and whānau first and foremost.

We will have developed competencies for a Māori and Pacific children's workforce.

We will have an integrated Pacific cultural framework (including Nga Vaka o Kaiga Tapu and Va'aifetu) that underpins all policies, practices and services for vulnerable Pacific children, young people and their families.

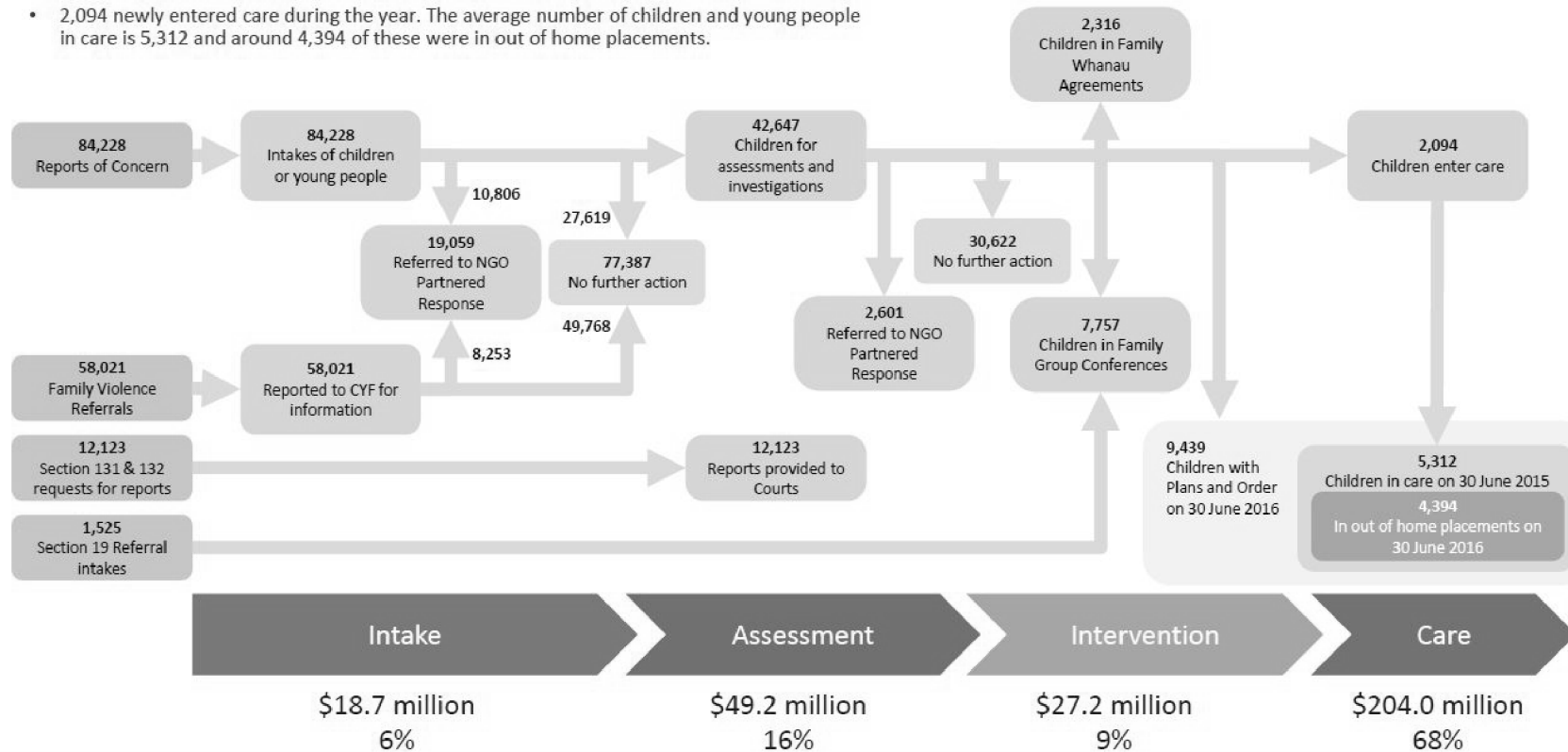
We will have developed services and practices that work for vulnerable Pacific children, their families and communities.

Appendix 1

Care & Protection FY 2015/16 activities – Direct costs



- The majority of intake work deals with around 90,342 Reports of Concern (C&P - 84,228 & YJ – 6,114) . There is also significant work involved in processing other requests , information and referrals.
- Around 43% (38,425) of Reports of Concern cases are referred to NGOs for Partnered Response or require no further action. The remaining 57% (around 51,917) proceed to the assessment stage.
- Following formal assessments, around 77% (33,223) of cases are referred to NGOs for Partnered Response or require no further action.
- Section 19 referrals typically do not go through the assessment stage, but straight to the intervention stage (e.g. Family Group Conferences).
- 2,094 newly entered care during the year. The average number of children and young people in care is 5,312 and around 4,394 of these were in out of home placements.

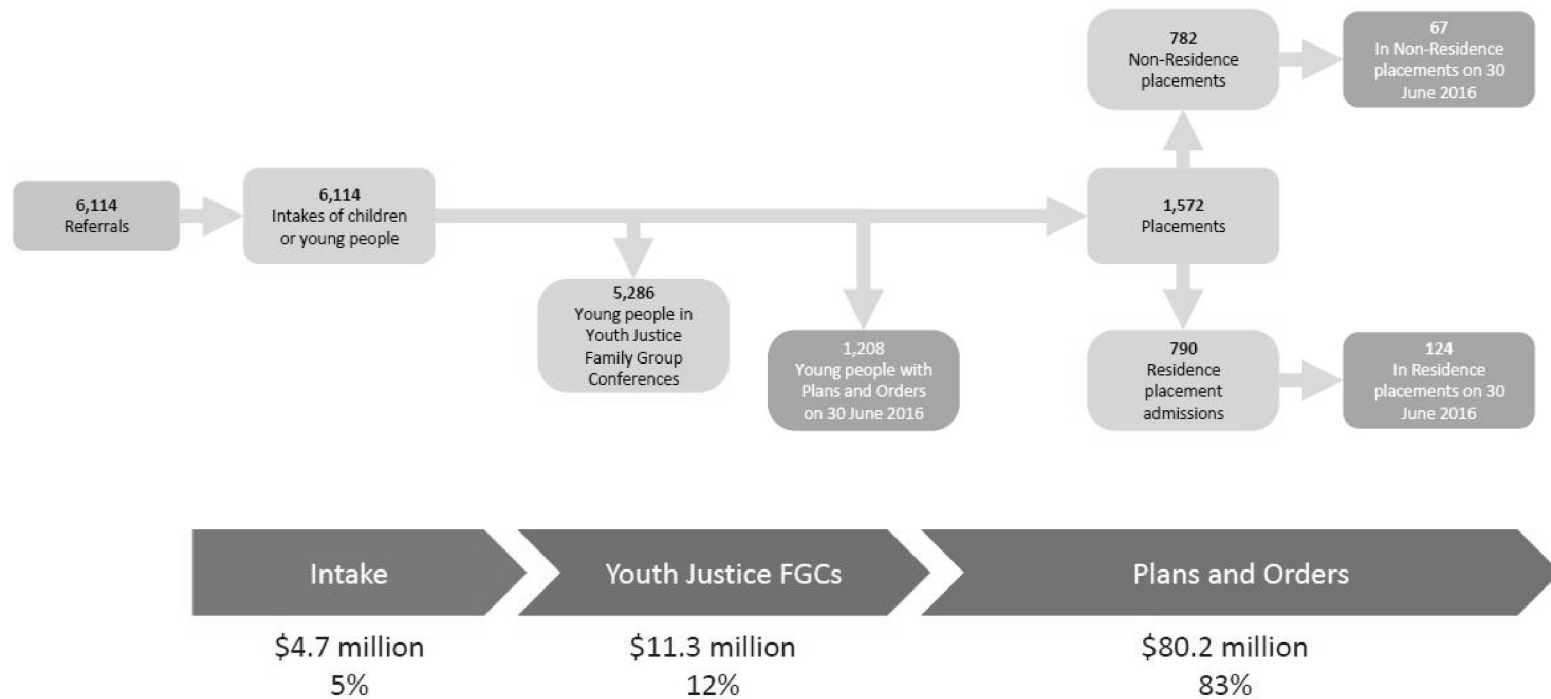


Youth Justice FY 2015/16 activities – Direct costs



Youth Justice intake is between 7% of total CYF intake (C&P – 84,228; YJ – 6,114). Of 6,114 referrals:

- Around 86% proceed to a Youth Justice Family Group Conference.
- Around 52% result in a Youth Justice Plan and / or Order.
- Around 13% result in a Non-Residence placement.
- Around 13% results in a Residence placement.



Appendix 2: Investing in Children Programme

An Aspirational Roadmap for Transforming Care, Protection and Youth Justice Services – A Living Document

