



**ORANGA
TAMARIKI**
Ministry for Children

EVIDENCE CENTRE
TE POKAPŪ TAUNAKITANGA

Intensive Response

Developmental evaluation (Synthesis report for 2020)

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

Authors: *The Knowledge Institute*



Published: July 2022

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

ISBN: 978-1-99-115503-0

Citation guidance:

This report can be referenced as The Knowledge Institute (2022). *Intensive Response. Developmental evaluation (Synthesis report 2020)*. Wellington, New Zealand: Oranga Tamariki—Ministry for Children.

Copyright:

This document *Intensive Response. Developmental evaluation (Synthesis report 2020)* 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.

Contents

Executive summary	3
Executive summary.....	4
Background	6
Intensive Response.....	7
Current development.....	7
Developmental Evaluation	8
Developmental evaluation usually goes in phases and follows an adaptive cycle..	9
Kaupapa Māori developmental evaluation.....	10
Evaluation progress	10
Timeline and nature of DE activity	11
What are we learning?	14
Partnerships and partnering.....	15
Types of partnerships present in IR.....	15
Developing readiness to partner is an important first step	16
Capacity and capabilities to partner need ongoing support and development	17
Paying attention to internal relationships in partnership-like ways will help enable and embed partnering approaches.....	18
Partnership takes time.....	18
Readiness for systems change (getting the conditions right for change).....	19
Sources of motivation and impetus for change	19
Increased capacity needed for people exploring and implementing systems change	20
Locally led-nationally supported	20
Balancing the benefits of National Office support with the need to prioritise local relationships is an ongoing tension to be managed.....	20
What has emerged at each IR location.....	22
The nature of support from the National Office Programme Team	23
Ōtāhuhu	23
Tokoroa.....	25
Horowhenua	27
Ōtautahi	28
Implications for IR.....	31
Implications of the learning to date	32

List of figures

Figure 1: Progression of locations through the expected phases of IR development	8
Figure 2: Developmental evaluation guiding principles	9
Figure 3: High level developmental evaluation adaptive cycle	9
Figure 4: Kaupapa Māori developmental evaluation	10
Figure 5: Summary of developmental evaluation mahi 2019-2020	11
Figure 6: The activities of a developmental evaluator at each phase of the Intensive Response development	12
Figure 7: Intended relationships for IR in Ōtāhuhu	24
Figure 8: The relationships present in IR in Tokoroa	26
Figure 9: The relationships present in IR in Horowhenua	28
Figure 10: The relationships present in IR in Ōtautahi	29

Executive summary



Executive summary

- Developing partnerships as platforms for change – which is what Intensive Response (IR) is undertaking – between government agencies and iwi and community organisations is highly complex work. It takes time and has many ups and downs. There are historical legacies and multiple layers to partnering work (strategic, local, as well as internal layers and relationships) and all need explicit recognition and more attention if IR is to succeed. This includes more dedicated capacity (people and resources) and ongoing support for the development of new capabilities across the diverse partners engaged in this work.
- Partnering to design and deliver new services and approaches for whānau and tamariki is a totally new way of working for most people involved in IR. A deeper understanding of systems change work for all those involved would be helpful. The partnering for design work shows potential for setting a platform for a broader change. Being engaged in real change work together – as Oranga Tamariki, as iwi, as community, as mana whenua – supports the development of critically important relationships and understandings.
- Change processes can put a lot of pressure on people who are expected to continue paying attention to business-as-usual policies and practices. Working on systems change in local settings is challenging to do – there are limited examples of success in the literature. Disrupting a system locally means there will be a need to continually address the larger legacy of the organisation’s resistance to change. We have observed instances of this occurring. Making space in the system for key people to learn and practice new ways of thinking and acting is vital.
- The real test of the resilience of the change process will come as people work to change the system. What happens will not be predictable, but an ability to watch for system responses, barriers and enablers and adapt and act accordingly (with resources and practice changes) will be vital.
- Readiness for partnering and systems change – what this looks like is not as well understood across the organisation as it could be – and it appears that there is particular vulnerability at local levels. It is vital to recognise that creating the motivation and impetus for change is the first step; and it is significant that engaging in whānau voice work has been a powerful motivator. However, sustaining change is hard, as the resiliency of the system means it has a strong tendency to snap back¹.
- There is a lot more work to do in this regard, to better understand readiness and ways to effectively support people to ‘be ready’ for partnering and change. There are potentially pockets of expertise and experience to support

¹ A term attributed to the late Brenda Zimmerman – see www.youtube.com/watch?v=cnXR0Y9jio8

better partnering and relationship building within the organisation where deep learning could be led from.

- The needs of the local offices to undertake change are varied and changing. Developing strong sophisticated internal partnership-like processes so that change does not get stuck, or internal systems and processes do not stymie progress happening between partners on the ground is important.

Background



Intensive Response

Intensive Response (IR) is a new approach being developed by Oranga Tamariki with Māori and Pacific organisations and the wider community sector to better support tamariki to be safe at home with their whānau/family. IR addresses a need to “improve the support to whānau who are at risk of having their tamariki taken into care”². The desire for the programme is that with better support, “more tamariki and whānau can stay together and thrive”³.

There are four key locations where IR is currently being developed: Ōtāhuhu, Tokoroa, Horowhenua, and Ōtautahi (Christchurch East). Oranga Tamariki is also starting to grow IR in other locations.

The foundation of IR is the development of partnerships with iwi, Māori and Pacific organisations and the wider community sector to design, develop and implement wrap-around support for tamariki and their whānau. IR is about supporting locally led solutions that reflect the needs and contexts of local whānau, hapū, iwi and community. IR is also about further developing and strengthening the relationships of local Oranga Tamariki offices with local Māori, Pacific, and community agencies.

Current development

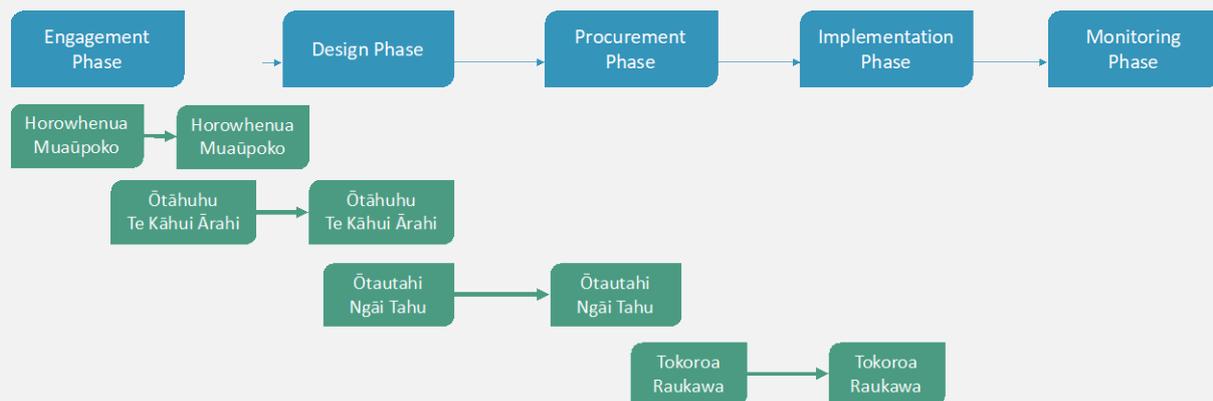
The design, development and delivery of IR is progressing in unique ways across the four locations. There are several expected phases in the development process and each location is at a different stage. The expected phases include engagement, design, procurement, implementation, and monitoring. One location, Tokoroa, is in the early implementation phase. Ōtautahi is in the procurement phase. Ōtāhuhu is in the early stages of the design phase and Horowhenua is in the engagement phase.

The diagram below shows the progression of each location through the expected phases of IR development. The pace of development is unique to each location. So, while some locations have progressed further than others throughout 2020, all locations are moving between the expected phases of IR development (see Figure 1 below).

² Oranga Tamariki (n.d.). Intensive Response for whānau. www.orangatamariki.govt.nz/support-for-families/intensive-response-for-whanau/ Accessed on 17 March 2021.

³ Ibid.

Figure 1: Progression of locations through the expected phases of IR development



Currently, two different service delivery models have been initially developed with one in the early stages of implementation. The model in the early phases of implementation (Tokoroa) has been developed by the local iwi and they intend to work alongside the local Oranga Tamariki Office to provide access to the programme for selected tamariki and whānau.

The other model (Ōtautahi) will involve community agencies delivering a programme that has been co-designed with iwi, mana whenua and Oranga Tamariki. The community agencies, operating as a collective will collaborate with Oranga Tamariki and mana whenua to deliver IR with local iwi providing support and governance oversight.

Developmental Evaluation

Oranga Tamariki has adopted a Learn and Grow approach for the initiative, that includes developmental evaluation. Oranga Tamariki is taking this evaluation approach so that critical learning and engagement with IR partners, participants and stakeholders is supported. They are also committed to ensuring kaupapa Māori and participatory approaches are embedded in the developmental evaluation process.

Developmental Evaluation (DE) is an evaluation approach that brings together evaluative thinking and evidence to those developing and implementing innovative initiatives in complex situations. It is an approach, guided by a suite of principles, that sits alongside and supports emergent, innovative, and transformative development and on-going adaption.

Figure 2: Developmental evaluation guiding principles

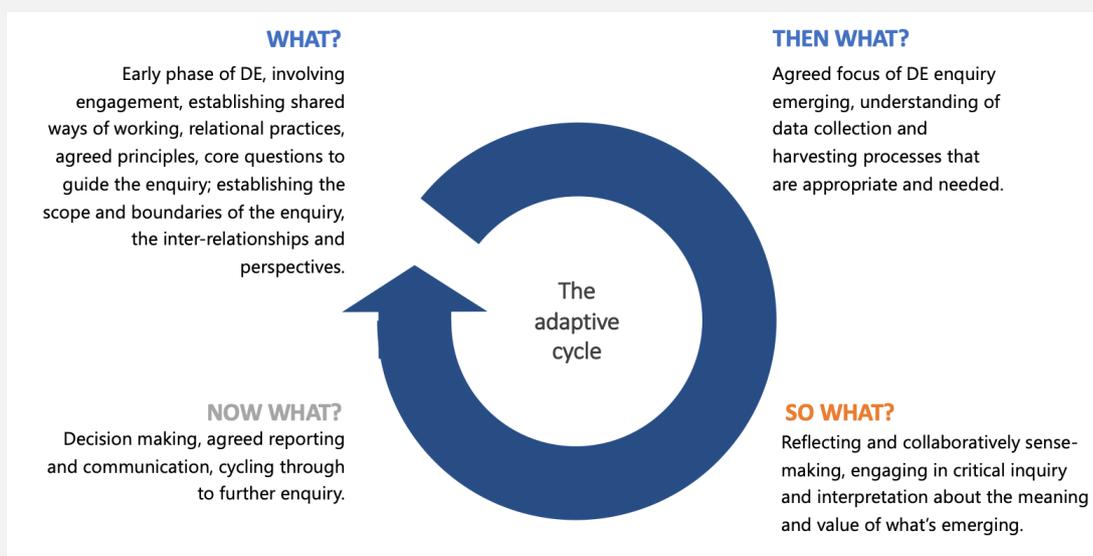


Developmental evaluation usually goes in phases and follows an adaptive cycle

The core practice of developmental evaluation is the adaptive learning cycle. How quickly and how many times we move through this cycle, depends on the context. The cycle can also be applied at different levels, for example at local level, as well as at an initiative level.

The DE process can also be thought of as a large adaptive cycle. Figure 3 below illustrates this:

Figure 3: High level developmental evaluation adaptive cycle

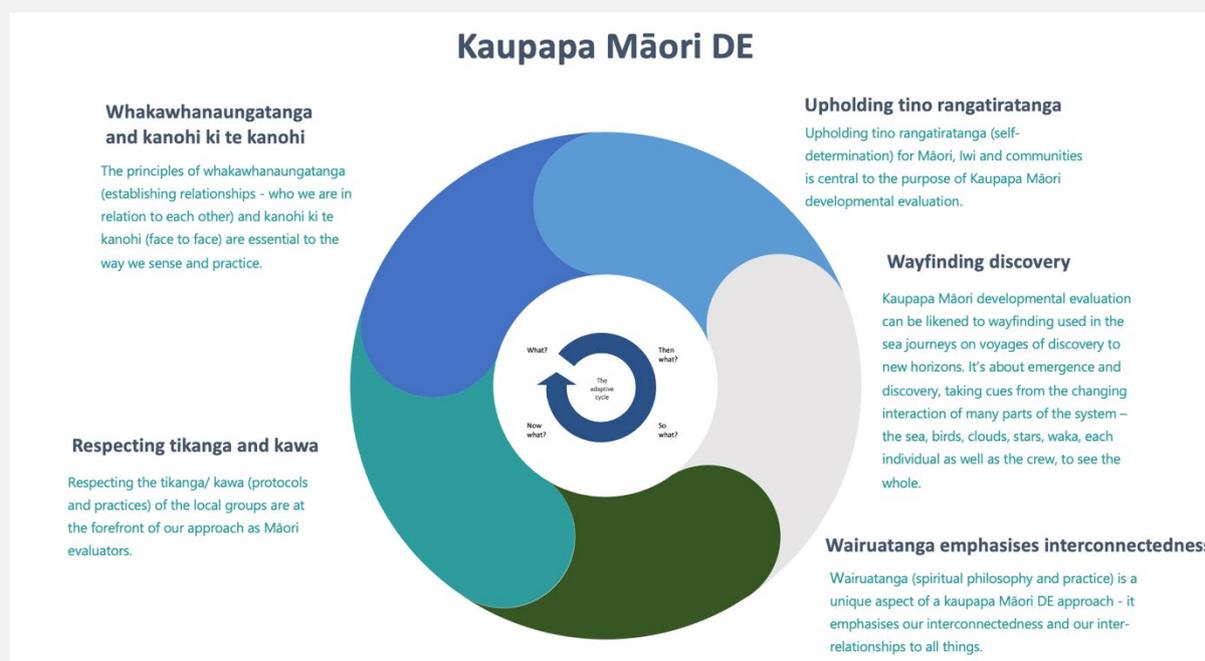


Kaupapa Māori developmental evaluation

The developmental evaluation approach for Intensive Response is underpinned by Kaupapa Māori (a Māori way of doing things). Developmental evaluation is combined with Kaupapa Māori, working alongside the development process of Intensive Response.

A kaupapa Māori developmental evaluation approach is principles-based. It adheres to the principles and processes developed within kaupapa Māori as well as taking an iterative, reflective, and sensing stance to evaluation.

Figure 4: Kaupapa Māori developmental evaluation



Evaluation progress

Currently, the developmental evaluation is nearing the end of the first 'What?' phase of the adaptive cycle. We have been working on establishing shared ways of working, relational practices, core questions to guide the enquiry, as well as establishing the scope and boundaries of the enquiry, inter-relationships and perspectives that should be included.

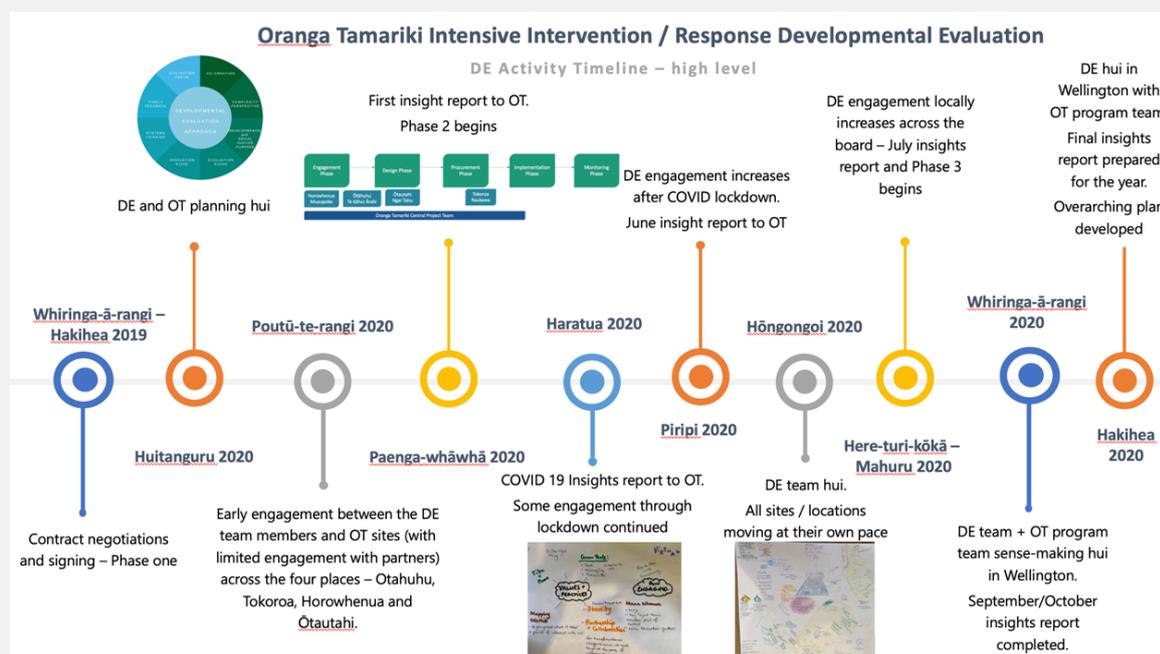
We are now moving into the 'So what?' and 'Now what?' phases where we begin to agree on emerging lines of enquiry, data collection processes that are appropriate and needed and then reflect and make sense of the meaning and value of what's emerging.

Timeline and nature of DE activity

Timeline

Over the past year, the evaluation team has been in close and regular contact with key people at four of the intensive response locations, as well as with the National Office Programme Team. The diagram below provides a high-level summary of the evaluative work done so far this year.

Figure 5: Summary of developmental evaluation mahi 2019-2020



Nature of activities of the developmental evaluators

There are several activities that a developmental evaluator can undertake. The following diagram outlines what might be expected for each phase of the Intensive Response development process.

Figure 6: The activities of a developmental evaluator at each phase of the Intensive Response development

Fundamental Developmental Evaluation questions:				
What's being developed? (WHAT?)				
What sense can we make of emerging issues, evidence, data about this development? (WHAT'S EMERGING?)				
What is the value / importance /significance of what we are doing / achieving? What does it mean to us now and in the future? (SO WHAT?)				
What does this mean for how we should now act? What are our options? And into the future? (NOW WHAT)				
Examples of developmental evaluation activities to support learning within Intensive Intervention:				
Engagement Phase	Design Phase	Procurement Phase	Implementation Phase	Monitoring Phase
Supporting learning in engagement through: Exploration of what partnerships might mean to different groups Exploration of readiness for evaluation and innovation	Supporting learning in collaborative design through: Reflection on the process, including who is and isn't involved Surfacing and making sense of what is being learned and what to do next Systems and stakeholder mapping Tracking the journey and key decisions and any implications of these decisions Developing a Theory of Change Testing assumptions Document review	Supporting learning in procurement through: Reflection on process, surfacing and testing assumptions Tracking the journey and key decisions and any implications of these decisions Supporting development of an evaluation framework and data collection Developing a Theory of Change Document review	Supporting learning in implementation through: Exploration of what is being learned and what it means for future implementation Exploring changes in strategy i.e. what is being adapted, what is being dropped etc. Supporting development of an evaluation framework and data collection Tracking the journey and key decisions and any implications of these decisions Reflecting on and refining the Theory of Change Exploration of and reflection on the experiences of different stakeholders e.g. iwi, Oranga Tamariki, community partners, whānau	Supporting learning in monitoring through: Exploration of and reflection on the experiences of different stakeholders e.g. iwi, Oranga tamariki, community partners, whānau Facilitate making sense of evaluation and monitoring data and what it means for the future Tracking the journey and key decisions and any implications of these decisions Reflecting on and refining the Theory of Change
Roles a developmental evaluator might take:				
Facilitator	Constructive questioner/ Critical friend	Supporting evaluative thinking		
Evaluation designer	Analysis			

The practice of whanaungatanga was the key focus in the early stages. The DE team at each location had to begin relational work to become connected to and trusted by people at the locations. Through whanaungatanga and in some cases, the use of an evaluation readiness assessment tool, the DE team began exploring the existing relationships and inter-relationships at the locations as well as began surfacing perspectives and assumptions about IR, DE, and ways of working together. In the early stages in most locations, the DE team also tried to facilitate conversations about DE and its relevance and use to IR.

As the DE team members became more familiar with IR and developed closer relationships with those at the locations, in addition to attendance at regular meetings, they were able to step into more facilitative and reflective roles to actively support the development of IR. This included, but was not limited to:

- regular reflective practice with key project team members and partners
- development of evaluation plans that reflect what locations want to learn
- supporting whānau insights work through drawing on previous connections and experience
- supporting collaborative design processes by assisting with development and facilitating some aspects
- exploring learning about working in partnership and the process of collaborative design
- reflecting on procurement processes against an agreed framework.

Lines of enquiry

As the second year of IR gets underway, three key lines of enquiry have emerged, and these will be explored with data gathered systematically from each location.

These lines of enquiry include:

- The development of partnerships and the nature of partnering practice
- Māori perspectives of IR
- Preparedness for systems change.

**What are we
learning?**



This section discusses the learning to date across all sites in relation to:

- Partnerships and partnering
- Readiness for systems change
- Locally led - nationally supported

Partnerships and partnering

Partnerships with iwi and community are the foundation of IR. Genuine engagement in partnering recognises the rangatiratanga of Māori. It also recognises that Māori participation in the design and decisions about what affects tamariki and whānau Māori is likely to result in more effective services and outcomes⁴.

Partnering to design and deliver services is a relatively new practice for Oranga Tamariki, and IR is an innovative new approach, so there is much to learn and much at stake as IR is developed and implemented.

From the outset of IR, Oranga Tamariki has invested significantly in the development of partnerships with iwi, mana whenua and community organisations. The nature of the partnerships forming are unique to each location, although in general, two types of partnership seem evident, as well as the emergence of internal ‘partnership-like’ relationships.

Types of partnerships present in IR

Strategic partnerships – Mana-ki-te-mana

Senior staff from Oranga Tamariki and iwi leadership have led the development of these relationships across all four locations. This approach is widely understood to set the tone at the beginning of a relationship, providing context for later engagement⁵. There are signed strategic agreements in place between Oranga Tamariki and Ngāi Tahu as well as with Raukawa and these agreements set out the principles and high-level expectations of the partnerships. Individual senior staff within Oranga Tamariki have contributed to the formation of these arrangements, so ongoing attention to the maintenance and continuity of these relationships at senior levels will be important for the Crown-Iwi relationships to be long lasting.⁶

Local, operational partnerships – Mahi-ki-te-mahi

The strategic partnerships between Oranga Tamariki and iwi are exemplified in the day-to-day operational application of the principles. In the IR context, the project coordinators appointed at each location have played key roles in supporting the development of processes and practices necessary to bring the partnerships to life. We have also seen dedicated people within iwi organisations and within Oranga

⁴ Guidelines for engagement with Māori, Te Arawhiti, The Office of Māori Crown Relations

⁵ Chris Harmsworth, 2005 Good practice guidelines for working with tangata whenua and Māori organisations: Consolidating our learning. Landcare Research Report LC0405/091

⁶ Ibid

Tamariki come together in conceptual ‘shared spaces’ to work through day-to-day agreements and understandings through design and implementation phases.

Internal Oranga Tamariki ‘partnership-like’ relationships

IR is an innovation and requires systems change so there will be ongoing need for changes to policies, practices, systems within Oranga Tamariki to respond to the needs of partners and to be responsive as partners. This need for responsiveness requires sophisticated internal relationship processes that are ‘partnership-like’ so that change does not get stuck, or internal systems and processes do not stymie progress happening between partners on the ground.

The flows and exchanges between these types of partnerships and relationships are complex as they play out in the day-to-day work of each partner organisation.

The way in which partnership is enacted at the governance level and locally in day-to-day operations is an important area of learning for Oranga Tamariki over the past year. Although they have growing experience of engaging and partnering with Māori to design and deliver services, working in partnership in this IR initiative is a different way of working for Oranga Tamariki.

All parties involved in IR are still in the early phases of learning how to work together, or alongside each other, and what it means to share power and decision-making at different levels.

Developing readiness to partner is an important first step

Creating readiness is an essential part of successful innovations⁷. This past eighteen months has involved Oranga Tamariki working alongside external partners to undertake many readiness functions, such as creating the conditions for partnering, clarifying principles, values and kaupapa, developing and securing agreements, getting internal buy-in, and understanding of IR. Taking the time to do these things improves the chances for success⁸.

The effectiveness of IR rests on the quality of the partnerships and partnering practices that are developed between Oranga Tamariki national, regional, and local offices, iwi, mana whenua and community partners at each of the locations. Being ready to work in partnership requires early work focusing on the partnership itself, exploring how it will work and be sustainable over time. This requires dedicated capacity in partnering organisations and in Oranga Tamariki.

Even with strategic agreements in place between Oranga Tamariki and iwi, it is important to make sure that all those involved in developing the partnership at different levels (national, regional, and local) have a shared understanding of the

⁷ Prochaska, J. M., Prochaska, J. O., & Levesque, D. A. (2001). A transtheoretical approach to changing organizations. *Administration and Policy in Mental Health and Mental Health Services Research*, 28(4), 247-261.

⁸ Saldana, L., Chamberlain, P., Wang, W., & Brown, H. C. (2012). Predicting program start-up using the stages of implementation measure. *Administration and Policy in Mental Health*, 39(6), 419-425.

principles, values, and expectations of the partnership. Without this clarity and shared understanding, misunderstandings can occur, and significantly affect the development of the partnership⁹. Shared values anchor the partnership and provide guidance for practicing partnering at all levels. They provide a way for partners to review their partnership and ways of working and set the tone for future shared work.

The approach to supporting local Oranga Tamariki offices' readiness to partner over the past year has been more implicit than explicit at times, allowing local operational partnerships to develop more organically. However, we have seen at some locations a limited understanding of how to work in partnership at the local level. A more intentional approach and dedicated capacity to engage in partnering activities will support readiness to partner sooner and provide a scaffold for working together more effectively in the IR context. For example, in some locations IR development processes (such as the collaborative design in Ōtautahi and the development of Te Whai Oranga in Ōtāhuhu) have supported local partnerships by providing a forum for shared decision-making and surfacing of assumptions and perspectives. Although more formal shared understanding of readiness would further support partnerships in these locations.

We have seen the benefit of making use of practitioners or staff who are already demonstrating the dispositions and high levels of skill needed for partnering and engaging with iwi and communities. This helps to support learning and can improve the effectiveness of innovative initiatives¹⁰. An example of this in IR is the development of a Community of Practice for local Oranga Tamariki management involved in IR which also involves other Oranga Tamariki office management who are already working in ways that reflect partnering approaches. Another example can be found in Partnering for Outcomes (PfO). The role of PfO staff at a local Oranga Tamariki office requires them to have existing relationships with providers and partners in the area. In some locations PfO teams have been critical to IR, for example as the project lead, whereas in others the involvement of the PfO staff has been less clear. Strong existing relationships between PfO staff and local providers/external partners can provide scaffolding for the establishment of partnerships between local Oranga Tamariki offices and IR partners.

Capacity and capabilities to partner need ongoing support and development

The need for ongoing support and development of capacity and capability to work in partnership, both for iwi and Oranga Tamariki, has been a key learning over the past year.

⁹ Garth Harmsworth, 2005 Good practice guidelines for working with tangata whenua and Māori organisations: Consolidating our learning. Landcare Research Report LC0405/091

¹⁰ Brown, C. H., Chamberlain, P., Saldana, L., Padgett, C., Wang, W., & Cruden, G. (2014). Evaluation of two implementation strategies in 51 child county public service systems in two states: results of a cluster randomized head-to-head implementation trial. *Implementation science: IS*, 9(1), 134.

Iwi have required support to engage in the partnerships for IR, which has highlighted the time and capacity needed by iwi to do this work. Particularly as this is in the context of a recent significant shift in the desire of the Crown to ‘partner’ with iwi across many government agencies and initiatives. There has also been a realisation that support for iwi to engage in IR sustainably in the long term is beneficial. Capacity within iwi is stretched; even post-settlement iwi are still developing the internal capacity to work in partnership with the Crown to create systems change.

At the local Oranga Tamariki offices, capacity to engage in the partnerships has been an issue too, particularly for the site managers. But it has also been highlighted that developing operational partnerships with iwi requires mind shifts and behavioural shifts to set up systems and new ways of working within Oranga Tamariki that enable staff to work in partnership. Exactly what changes are required to the Oranga Tamariki system are still emerging. Navigating through a ‘Learn and Grow’ approach to identify and then make these changes requires dedicated resource and support for the local teams.

Project Coordinators appointed as part of IR have played an important role in coordinating and brokering key relationships between Oranga Tamariki and IR partners. This role has been most valuable when coordinators have been able to sit between Oranga Tamariki and the partners and support them to come together as a cohesive group to work on IR. Project Coordinators have also held significant administration and project management roles, which has helped to maintain momentum but is perhaps an underutilisation of this resource. Ensuring that Project Coordinators can support operational activities as well as coordinating and brokering relationships is an important area of learning in the past eighteen months.

Paying attention to internal relationships in partnership-like ways will help enable and embed partnering approaches

Additional focus on the nature of internal relationships to operate in more partnership-like ways than more traditional hierarchical relationships between local, regional, and National Office would be valuable. This would provide clarity about who internally has permission to make change, allocate resource and how this can occur. The needs of the local offices across the IR locations are varied, so establishing what support is needed and from whom on an ongoing basis is important. National Office is already supporting the local offices in a variety of ways, but moving to a more proactive internal partnering-like approach may help to ensure local offices ask for and get the help they need to set up and embed structures and processes that enable the local operational partnerships to flourish.

Partnership takes time

IR has intentionally focused on working at the pace determined by iwi and partners, which has meant slower progress than what was hoped for at the outset. Waiting until external partners can engage in partnership work is hard to do, but important to

the interests of a long-term relationship. Getting to a point of being able to work in genuine partnership takes considerable time; because it requires both partners to work together, and work out what being in relationship means in practice. Typically, there are ups and downs, periods of intense work and times when there is not much happening. In addition, external factors such as settlement processes for iwi and other change management processes for Oranga Tamariki can have a substantial influence on the partnering journey.

Readiness for systems change (getting the conditions right for change)

Current government systems could benefit at-risk tamariki and whānau more. These systems must shift to achieve better outcomes for tamariki and whānau. This is why IR is being intentional about doing things differently.

Sources of motivation and impetus for change

While the IR policy and funding signals the Oranga Tamariki desire and intent to create systems that better support at-risk tamariki and whānau, it is sometimes unclear to people what practical steps might support the transition from existing systems and practices to more desirable practices and system changes.

The structure of Oranga Tamariki means that local offices are for the most part currently implementing systems and practices that have been designed for them, not by them. Yet, for IR to succeed, implementation depends on local people making changes at local Oranga Tamariki offices with local partners.

Shifting to locally led systems design and decision-making is a significant organisational and cultural change. National and regional systems and structures are strongly held in place and there are many ways in which the overall system will resist change. This places a huge responsibility on local people to be able to make changes, often in the face of significant pressures to ‘snap back’ to the old ways of doing things.

One of the ways we have observed local offices successfully creating the impetus to begin making change has been through whānau ‘voice’ research work. This gathering of whānau voices on their experiences with Oranga Tamariki has made a valuable contribution to collaborative design work and people’s motivation to engage in transformational change processes.

The voices work was something new for us and I think it was a beautiful approach. (Oranga Tamariki staff member)¹¹

As discussed earlier, another source of impetus for change comes from within, from those who have existing relationships with local communities. Strong existing relationships between some PfO staff and local providers/external partners may

¹¹ Reflections on the Collaborative Design Process and Partnerships, *Christchurch East, Ōtautahi Report*, February 2021

provide the scaffolding for future partnerships for change between local Oranga Tamariki offices and local IR partners.

However, even when people are motivated to change, and local offices have people with strong local relationships, the change process can still be tough for those carrying the load in local situations.

Increased capacity needed for people exploring and implementing systems change

We are also learning that even if the impetus for change has been created, people exploring and implementing system changes benefit from having additional support wrapped around them. This support seems to fall into at least two categories. One is additional staffing capacity and backfilling of key roles to support these key people to have time to engage in the change process, to be able to reflect and think their way through what should change, how this may occur and to then implement a change process. The other types of support that seem beneficial include supervision or critical reflection time and facilitation to assist people to continue to think outside the system rather than revert to BAU thinking and practice, as can happen when people feel pressured, or things get hard or busy.

Specifically for IR, it appears that support for local offices to think differently and change their systems would benefit from a whole of system approach. By this we mean involving all IR stakeholders (i.e., IR partners and Oranga Tamariki local, regional, and national levels) in the process of discussing and identifying what to change and how. This starts with having a shared kaupapa and purpose, ensuring everyone is clear on their roles and responsibilities for changing from the current state to some future state and then making sure local change requirements are supported at the regional and national Oranga Tamariki levels.

Locally led-nationally supported

Balancing the benefits of National Office support with the need to prioritise local relationships is an ongoing tension to be managed

The work of staff in local offices and the partnering relationships they create locally are crucial to effective development and delivery of IR. Although IR system changes can be supported at the regional and national Oranga Tamariki levels, solidifying new ways of working to better support tamariki and whānau needs to happen at the local level.

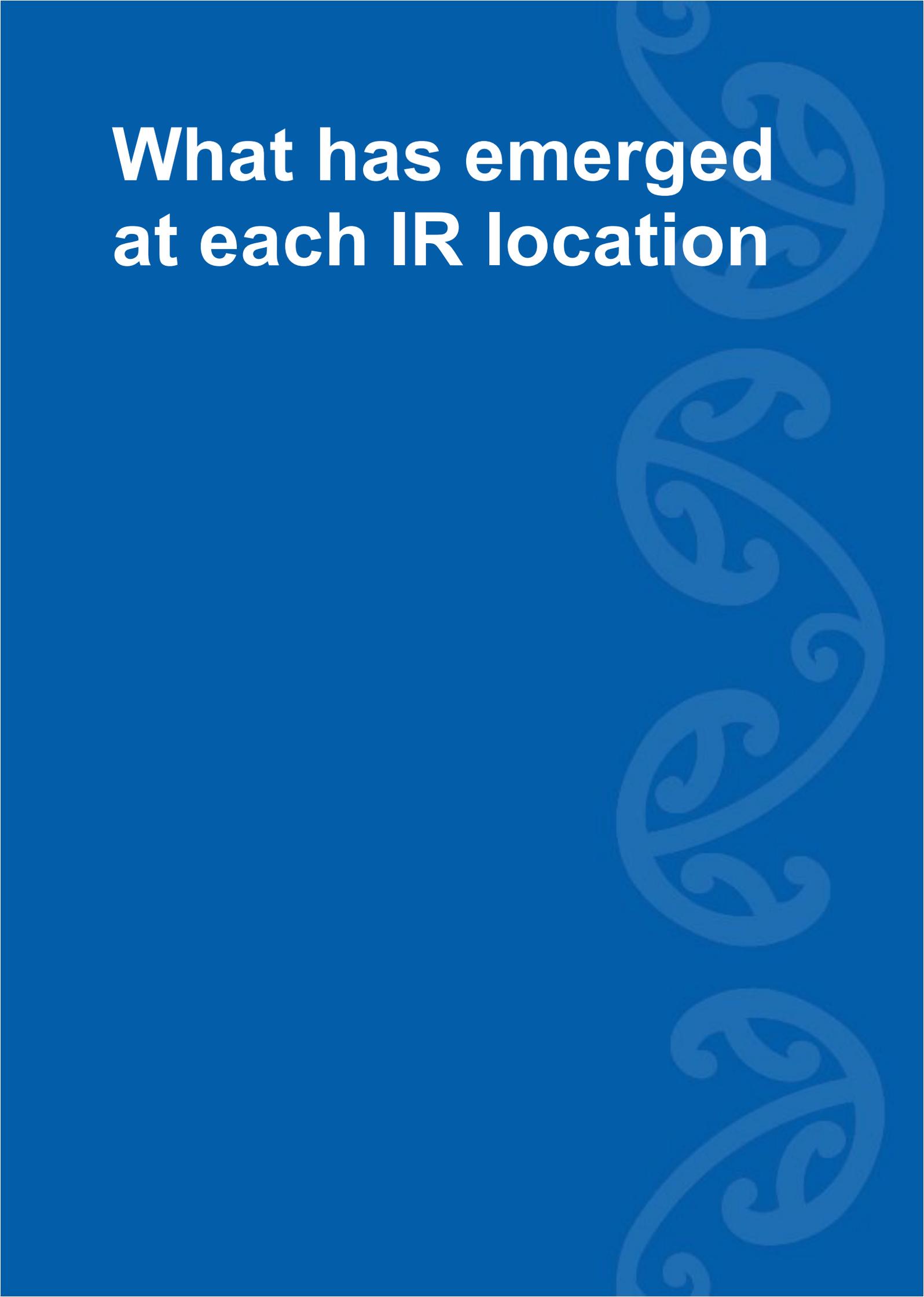
National Office made an intentional effort to support local offices when they asked for it, to prioritise the strengthening of local relationships and ensure the mahi fitted within local demands and contexts. Feedback from the local and the National Office Programme Team indicates that the National Office has, in the main, only been

involved when asked. This is considered an important supportive principle by National Office to ensure that they are not seen to be directing local solutions.

However, we have noticed instances where the local team felt they needed assistance and support but did not feel they could ask for support from the National Office Programme team. Alternatively, they knew they could get support from the National Office Programme Team, but they struggled to articulate what help would be useful or they did not know what options might be available. In each of these instances, the local team did end up asking for help and were provided with support. But the delays meant that they carried additional stress and uncertainty and IR progress was sometimes delayed. Additionally, when national involvement was obtained, a lack of ongoing communication back to the local team meant that local staff did not know how things were progressing and felt distanced from the whole process. So, keeping lines of communication open and two-way on an ongoing basis is important.

Our reflection is that historical relationships and ways of working need to be considered when having conversations about local offices accessing support from National Office. For example, relationships between local, regional, and national offices may have been more transactional in the past, whereas IR requires a more relational approach. Secondly, IR is being implemented using a Learn and Grow model which indicates that there is license to try things and then refine accordingly. Trying new things requires taking risks, which is different to the more controlled approach to operations that is usually expected of a local Oranga Tamariki office. Therefore, allowing more time early in the engagement process for conversations about how the relational approach could work between local and national offices may have been beneficial. Also, ongoing one to one reflective conversations between people in key local roles and National Office may support better articulation of what support is useful and increase levels of comfort about asking for support. The establishment of the IR practice lead role may enable these conversations to occur.

What has emerged at each IR location



This section provides a summary of what is emerging at each of the four IR locations from the perspectives of the DE team. For each location, we briefly discuss the nature of the relationships, partnerships and partnering practice emerging, the development of the IR models, and other issues, tensions, and complexities unique to each location that have been noted.

The nature of support from the National Office Programme Team

The National Office Programme Team has operated in a support role for all locations. The extent and purpose of their engagement with each of the locations has been determined by their context and phase of development. A key focus of the National Office Programme Team early on was to establish relationships with external partners and internal Oranga Tamariki staff. The development and maintenance of these relationships have formed the core of the work of the National Office Programme Team.

Primarily, the support offered for projects is dependent on where they are at and what is happening at the time. In general, support from National Office Programme Team has focused on:

- enabling and/or participating in project development processes e.g., design processes, stakeholder analysis and site readiness conversations
- funding project coordinators in each of the locations
- funding and supporting the completion of documentation to enable next steps (e.g., developing contracts and supporting contracting processes).

Other ways in which the National Office Programme Team has supported the locations in 2020 is through:

- participation in governance and steering group meetings
- quickly enabling different ways of working during the COVID-19 lockdown.

Ōtāhuhu

Partnerships and partnering

The Ōtāhuhu location is unique compared to the other locations, particularly because there are five tribal groups with mandated authority in Tāmaki Makaurau¹². In addition, the mātāwaka/urban Māori population is significantly larger than the mana whenua population in Tāmaki Makaurau. Ōtāhuhu also has a large Pasifika population. Engagement and relational processes with mana whenua and Pasifika are therefore more complex than in other locations.

¹² Ngāti Wai, Ngāti Whātua, Marutūahu, Waiohua-Tāmaki, Waikato-Tainui (Source: MaoriContextOfAuckland)

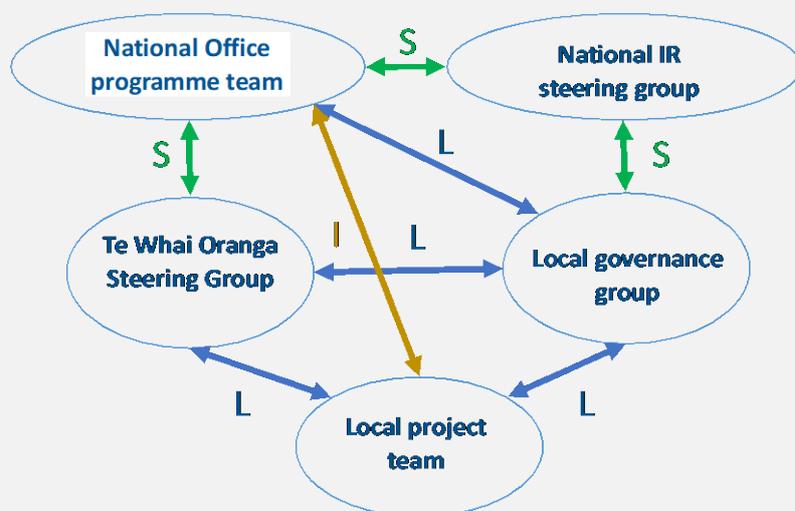
The development of Te Whai Oranga model and approach promotes whakapapa-based relationships in IR. Hui Māori and Pasifika Fono are contributing to the development of relationships and emerging new practice important for IR by providing space for discussion ‘as Māori’ and ‘as Pasifika’, affirming the centrality of these cultural perspectives for IR.

There is a local project team who are responsible for the operational work needed to deliver IR, and Te Whai Oranga. Direction, advice, cultural navigation, and endorsement of the work for IR in Ōtāhuhu is provided by a Te Whai Oranga (see below) Navigation Group. There is also a local governance group who provide operational direction, approval, and decision-making for project deliverables, and ensure that cultural advice is reflected in decisions taken.

IR work to date has mostly involved Oranga Tamariki staff from both National and local offices, with involvement of the local Partnering for Outcomes (PfO) staff not strongly evident at this stage. However, mana whenua have had an active role in the journey so far. Currently, partnering with mana whenua is occurring with two key mana whenua representatives attending key IR meetings and Kāhui Arihi meetings. One kuia (mana whenua rep) has a significant role in influencing and shaping Māori thinking and the kaupapa Māori design approach. In addition, Pasifika are enthusiastic about IR and want to be involved to integrate tangata moana perspectives, but there is limited resource to engage, and they are looking to clarify the role/place of Pacific in IR.

The diagram below depicts the intended relationships¹³ in Ōtāhuhu as described in Steering Group meeting minutes from July 2020.

Figure 7: Intended relationships for IR in Ōtāhuhu



NB: Arrows depict relationships - S (Green) is strategic, L (Blue) is local & I (Brown) is internal.

¹³ The different arrows in this diagram and the following diagrams depict the three kinds of relationships discussed earlier in the report, that we are observing at each location. The S (green) arrows refer to strategic (mana-ki-te-mana) relationships; the L (blue) arrows refer to local (mahi-ki-te-mahi) relationships, and the I (brown) arrows refer to the internal Oranga Tamariki relationships that are pivotal in the developing IR models of practice.

Development of IR

Ōtāhuhu are using a kaupapa Māori based philosophical model, Te Whai Oranga, as a framework to develop IR. Te Whai Oranga is a whakapapa-centred approach to systems change, that was developed with guidance from Māori advisors within Oranga Tamariki. The project team engaged in early collective work to further develop Te Whai Oranga. They are continuing to work closely to socialise and further develop this whakapapa-centred approach for engagement with whānau.

There is an openness to the concept of Te Whai Oranga and a desire to do things differently. Further, there also seems to be an understanding about IR in the project team and there are processes in place to share the kaupapa more widely as new team members come on board. However, there is still more work to be done to raise the understanding about Whai Oranga and IR across the entire local office and to increase understanding of what Te Whai Oranga means for day-to-day practice at Oranga Tamariki.

A research group has been contracted to gather whānau insights to inform the development of their IR delivery model and this work has begun. Māori and Pacific researchers are leading this process. There are two parts to the work, engagement with key stakeholders and with whānau. Stakeholder engagement is near completion and strategies for engaging whānau have been considered. This aspect of the work has progressed much slower than expected.

Complexities/issues/tensions

Implementation of Te Whai Oranga requires a mindset shift within Oranga Tamariki to unpack assumptions and change Oranga Tamariki internal processes and structures to align with a whakapapa-centred approach. Further work is needed to build confidence of local Oranga Tamariki staff in the application of Te Whai Oranga to their day-to-day practice. Improved agency and ownership of Te Whai Oranga by the local Oranga Tamariki staff is likely to enable this shift.

Mana whenua representatives are held in high regard and are influencing the IR development process. The DE team have yet to establish the extent to which the different iwi represented in Tāmaki Makarau are informed about IR and the steps being taken to progress the change.

Tokoroa

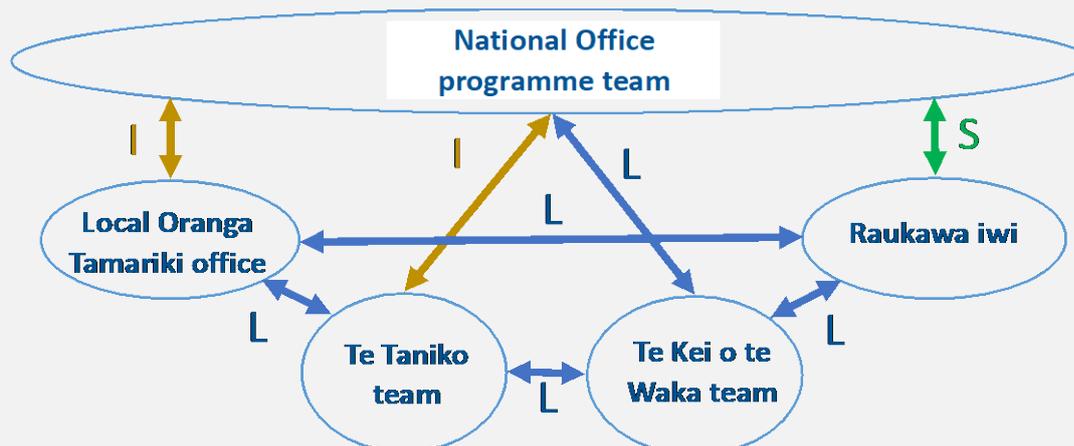
Partnerships and partnering

During 2020, Raukawa Charitable Trust signed a shared agreement with Oranga Tamariki for the delivery of IR. The signing of this agreement was facilitated between Oranga Tamariki National Office staff leading IR and Raukawa staff and governance who have developed Te Kei o Te Waka – an Iwi-led approach to IR. The form of this shared agreement was new to Oranga Tamariki and required negotiation work for both Oranga Tamariki and Raukawa, from the procurement, legal and programme team perspectives.

In the final quarter of 2020, issues in the implementation process arose which suggested that more work needed to be done to support the local Oranga Tamariki team to partner effectively with Raukawa to operationalise IR. In the first quarter of 2021 more support has been wrapped around this location so that the local Oranga Tamariki office can develop partnering practices, processes, and systems so that they can effectively work in partnership with Raukawa. Also, the Oranga Tamariki regional team have become more aware of and involved in IR over the past few months to support system change.

The diagram below depicts the current relationships between partners working on IR in Tokoroa.

Figure 8: The relationships present in IR in Tokoroa



NB: Arrows depict relationships - S (Green) is strategic, L (Blue) is local & I (Brown) is internal.

Development of IR

Raukawa Charitable Trust, when first approached about IR, were clear about their preferred model of delivery and their desire to deliver services to whānau. This meant that a collaborative design process to develop a delivery model did not occur in this location. The model of delivery and the Raukawa team delivering the programme is called Te Kei o Te Waka.

Te Kei o Te Waka envisages Raukawa and the local Oranga Tamariki team (called Te Taniko) sharing delivery responsibility, with dedicated teams established at Raukawa and the local Oranga Tamariki office. Establishing systems, structures, and processes within the local Oranga Tamariki office to support their contribution to Te Kei o Te Waka is still emerging, with a dedicated change management approach now being supported.

Complexities/issues/tensions

Understanding how, and being ready to change systems, structures, and processes in the local Oranga Tamariki office to align with Te Kei o Te Waka has been a challenging area. Further, there was limited appreciation of what it takes to lead innovation and create changes to support the new way of working. Subsequently, it

has not been easy to identify what needs to change and how to make this change occur. This challenge has been compounded by a limited understanding of and engagement in IR early on, at the Oranga Tamariki regional office.

With the benefit of hindsight, two things could have occurred earlier. First, ensuring there were shared understandings between local office, National Office and Raukawa about values, delivery expectations, roles and responsibilities would have helped the implementation process proceed more smoothly. Secondly, more could have been done internally to develop clarity about the new roles and responsibilities needed within Oranga Tamariki for implementation of the partnership. For example, Oranga Tamariki now realise that to partner effectively requires a change process, and this cannot be completed as part of business-as-usual. Additional resource is being provided to support site management and staff focus on the necessary change management processes.

Horowhenua

Partnerships and partnering

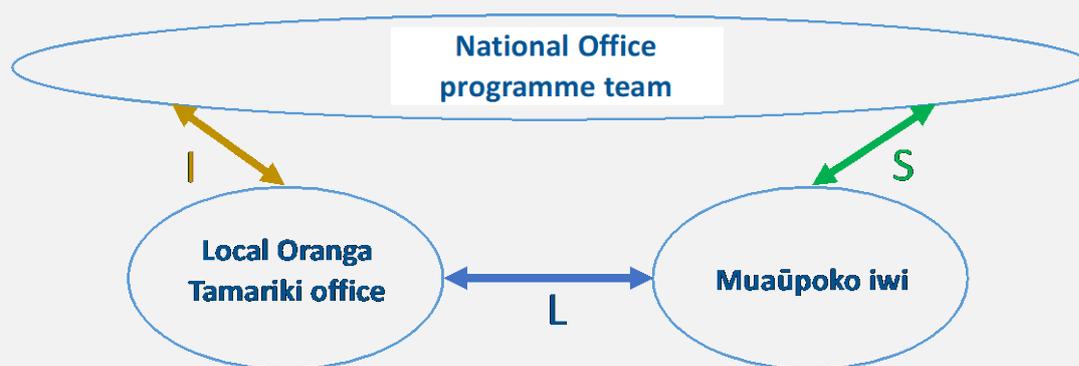
In Horowhenua, Oranga Tamariki has focused its IR efforts on developing a relationship with Muaūpoko, whose tribal authority is based in Levin. Early on during engagement between Oranga Tamariki and Muaūpoko, Oranga Tamariki realised that Muaūpoko needed further support to be able to effectively engage in conversations about formally partnering for IR. In the past year, Oranga Tamariki has been providing some resource and capacity to Muaūpoko to support the development of their operational capability.

The Oranga Tamariki National Office Programme Team is currently engaging with the Chief Executive of Muaūpoko, and the partnership is developing at the pace determined by Muaūpoko, which is an intentional principle of IR. A formal partnership is yet to be established and partnering at a local level to design IR is not occurring.

In Horowhenua, relationships already exist between the local Oranga Tamariki office and Muaūpoko. Their business-as-usual operations see social workers and iwi FGC coordinators working together to support tamariki and whānau. In some instances, this includes part-time co-location of Oranga Tamariki staff at iwi offices.

The diagram below depicts the current relationships between partners working on IR in Horowhenua.

Figure 9: The relationships present in IR in Horowhenua



NB: Arrows depict relationships - S (Green) is strategic, L (Blue) is local & I (Brown) is internal.

Development of IR

The local Oranga Tamariki office are working with National Office to develop their capability and site readiness so they can engage meaningfully in new IR practices and ways of working. The site management has long standing relationships in the community and with Muaūpoko and is committed to developing this relationship as well as preparing staff for the change process ahead.

Whānau voices and perspectives have contributed to the motivation for practice change in other Oranga Tamariki locations (see Ōtautahi below). Muaūpoko and the National Office Programme Team are currently in the process of preparing to commission a piece of work gathering whānau voices and perspectives to support a future collaborative design process.

Complexities/issues/tensions

The capacity available for Muaūpoko to engage in a partnership for IR has been one of the primary issues arising at the Horowhenua location. Muaūpoko is a pre-settlement iwi, and their limited capacity highlights the impact this status has on iwi partners. In addition, working through settlement processes further reduces the capacity of iwi to engage in systems change efforts.

Ōtautahi

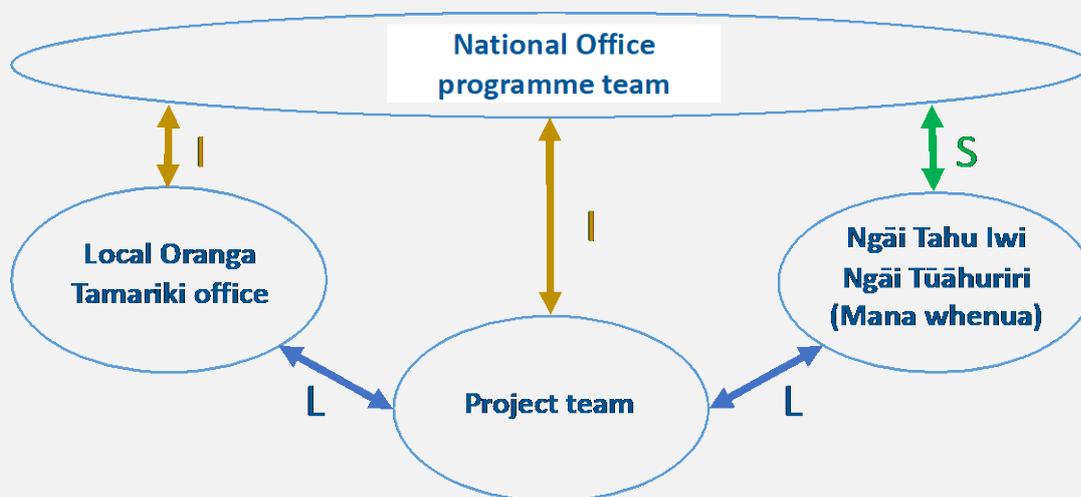
Partnerships and partnering

A partnership exists at a strategic level between Ngāi Tahu and Oranga Tamariki and has been strengthened through working together on IR. A trusted relationship has developed between both parties who are committed to the partnership and are open to each other's perspectives and ideas. However, ways to sustainably partner with iwi and mana whenua over time is still emerging. To date, most partnership activities for IR have relied on ad hoc and short-term roles for key people, and these are not necessarily sustainable in the long term.

At this time, there is increasing emphasis on understanding what this partnership will mean in terms of day-to-day operational work (i.e., the practices and processes required for partnering) and building the capacity to support this happening. In addition, the location will soon be working through how to partner with the community agencies that will come on board to deliver IR within Christchurch East.

The diagram below depicts the current relationships between partners working on IR in Ōtautahi.

Figure 10: The relationships present in IR in Ōtautahi



NB: Arrows depict relationships - S (Green) is strategic, L (Blue) is local & I (Brown) is internal.

Development of IR

The IR development for Ōtautahi has followed the expected collaborative design process in that whānau voices were collected and then these, along with community perspectives informed a collaborative design process and the concepts for IR. The collaborative design process has provided guidance for the commissioning of four to five community partners who will deliver IR as a collective group alongside Oranga Tamariki.

In Ōtautahi, the whānau voices work has been a catalyst for conversations about how Oranga Tamariki can shift their practice to become more responsive to whānau, even before their IR model and approach was finalised. Staff involved in the IR project were impacted by the stories whānau told, particularly because they were 'their' whānau. Whilst the whānau voices work was confronting and challenging for the local team, it provided them with tangible information about how their practice needs to change. It has created the motivation to drive change within the local office.

Complexities/issues/tensions

The emergence of COVID-19 created challenges for the design process in Ōtautahi. A significant shift from the original plan was required with more involvement by National Office than originally expected. During the collaborative design process, those involved decided to pause and reflect together to ensure the process was the

best it could be and incorporated iwi perspectives. These conversations have enabled the surfacing of different philosophies and perspectives which have supported the development of stronger working relationships, agreed concepts and solutions for IR and a more grounded model for IR delivery.

As the project moves into the commissioning phase, the new community partners, who will be responsible for delivering IR alongside Oranga Tamariki, will be introduced, and inducted into IR. Although these community partners have been involved in the process to date, the project team are aware that ensuring clarity and buy-in to the underpinnings of the IR approach will be important to support a smooth transition to implementation and delivery of IR. Part of this is likely to be developing agreed and clear roles and responsibilities for Oranga Tamariki, the community agencies and Ngāi Tahu and mana whenua early on. Collaborative leadership will be key to successful implementation.

Implications for IR



Implications of the learning to date

This section identifies the implications of the learning for future implementation of IR from the perspectives of the DE team.

A highly developed systems understanding of what it will take to support the implementation of IR using a partnership approach is critical. Signing agreements, undertaking whānau voice work, co-designing an approach or model are only the first steps in the process. The National Office Programme Team have provided some of this support to date. However, as IR builds towards implementation at other sites, being more intentional about focusing on what working in partnership means on a day-to-day basis and what systems change is required to enable this will be important, including:

- Systematically assessing the needs and expectations of all those involved in IR – at national, regional, and local offices as well as among partners. What are people’s expectations for the coming year and beyond?
- Ensuring there is clarity for local sites of the agreed expectations for partnering with iwi and other partners (these may be different) that have been developed between National Office and iwi.
- Developing a proactive approach to improving internal relationships that are more partnership-like to support local sites’ preparation and readiness for partnering – this may be a systems change effort for Oranga Tamariki.
- Continuing to support Oranga Tamariki local staff and partners to engage in partnership work, including the proactive development of shared understandings about what partnering means in practice locally.
- National and regional support coming closer to local sites and partners, for example, through regular (weekly) support and communication between the National Office Programme Team and local teams. This closeness is needed as the change process unfolds; ongoing reflection, resources, and rapid responsiveness to issues as they arise is vital to IR’s success.