

24 April 2020

Mr Kingi Snelgar
fyi-request-12373-36bfd0b9@requests.fyi.org.nz

Tēnā koe Mr Snelgar

Thank you for your email of 3 March 2020 to Oranga Tamariki—Ministry for Children (Oranga Tamariki), requesting the following information under the Official Information Act 1982 (the Act):

- *I request all information and names of the programmes and services you fund or deliver in the community with a specific Maori or Tikanga Maori focus under one care and protection and two youth justice purposes.*
- *What specific programmes are available under youth justice plans and orders, that encompasses Tikanga Maori or Te Ao Maori for children and young people in the youth court*
- *How much of the oranga tamariki budget is dedicated to funding Maori specific programmes? What percentage is that of the annual budget?*
- *What MOUs or relationships are established between oranga tamariki and Marae, Hapu, Iwi or other urban Maori authorities*
- *Since s 7AA was enacted in July 2019, what changes if any have occurred to social workers practises, social worker training, social report report writing to court and what cultural training has occurred*
- *Since 7AA was enacted, what new initiatives or strategies are in place by OT to reduce disparity between maori and non maori?*
- *How much funding is allocated or available per youth offender in the youth court? What determines what services might be suitable or available to a young person? Is cost a primary consideration?*

On 27 March 2020, you were advised that the timeframe for responding to your request was being extended, in accordance with section 15A(1)(b) of the Act.

Oranga Tamariki is focused on building relationships with Māori across New Zealand so we can meet the needs of tamariki Māori and whānau together. It is essential that we see a genuine shift in outcomes for tamariki Māori and is also now a requirement under section 7AA of the Oranga Tamariki Act 1989. Section 7AA provides for a practical commitment to the Treaty of Waitangi/te Tiriti o Waitangi by setting out our responsibilities to improve outcomes for tamariki Māori and their whānau. Oranga Tamariki is making a number of changes in line with section 7AA, as outlined in the Oranga Tamariki Outcomes Framework. The Māori specific end goal as outlined in the Outcomes Framework makes clear the intent of Oranga Tamariki to ensure tamariki Māori thrive under the protection of whānau, hapū and iwi. Additional information on the Outcomes Framework can be found on our website via the link below:

<https://www.orangatamariki.govt.nz/about-us/outcomes-framework/>

- *I request all information and names of the programmes and services you fund or deliver in the community with a specific Maori or Tikanga Maori focus under one care and protection and two youth justice purposes.*

Please find listed separately below, Care and Protection and Youth Justice providers that are funded by Oranga Tamariki to provide programmes and services delivered in the community with a specific Māori and/or Tikanga Māori focus.

Care and Protection Providers

Provider Name	Service Type	Provider Service Description
Innov8 Group Limited	Shared care provided by an Iwi Social Services or Child and Family Support Service for Ministry referrals	Kotahitanga o Te Whānau is a kaupapa Māori, trauma-informed, therapeutic programme with an extended whānau model of delivery that supports tamariki and rangatahi as they grow and develop. It allows the flexibility to ensure their transition programmes are individual and relevant. The service is a combined residential and transition service for tamariki and rangatahi with high needs.
Ngāti Ranginui Iwi Society Incorporated	Shared care provided by an Iwi Social Services or Child and Family Support Service for Ministry referrals	Ngāti Ranginui provides Emergency Placements in Ngā Peka Titoki with four bed capacity; predominantly for, but not limited to, Ngāti Ranginui and Māori high needs tamariki residing in Tauranga Moana.
Tuakiri Charitable Trust T/A Te Toa Matataki	Shared care provided by an Iwi Social Services or Child and Family Support Service for Ministry referrals	Kaupapa Māori Care to Transition placements with four bed capacity for Care and Protection rangatahi aged 13 to 17 years old, with consideration for dual status rangatahi. All referrals are made by the Bay of Plenty Regional High Needs Hub. Placements are up to six months or more.

Youth Justice Providers

Provider Name	Service Type	Provider Service Description
Ngāpuhi Iwi Social Services Limited	Shared care provided by an Iwi Social Services or Child and Family Support Service for Ministry referrals	Mahuru - Te Aranga o Te Ao Māori. Youth Justice Remand One to One Service. A world first, this programme is targeted at three to five tamariki at any one time of Ngāpuhi descent. Primarily for tamariki subject to a 238(1)(d) custody order. With the support of the Youth Court this model of care could be extended to tamariki subject to a 238 (1)(c) order, where this order is made as an alternative to a tamaiti being detained in custody under S 238(1)(d).
Rangitāne O Wairarapa Incorporated	Therapeutic Mentoring Programmes for young offenders	Tama Tū Tama Ora is a kaupapa Māori service for rangatahi who are at risk of offending and their whānau. The service aims to build trust, develop personal discipline, increase social and whānau responsibilities, promote positive social behaviour through skill-based learning. The Youth Worker works alongside Police Youth Aid; to assist in the preparation, development, and implementation of Alternative Action Plans leading to positive outcomes for rangatahi.
Te Hauora Rūnanga O Wairarapa Incorporated	Services to implement the whānau service plans developed at or after a Youth Justice Family Group Conference	A kaupapa Māori-based youth development programme service for rangatahi, not specifically Māori, to implement their whānau service plan. Delivered in a group or one-on-one setting by qualified workers through the values of whanaungatanga, rangatiratanga, and manaakitanga.
Waitomo Papakāinga Development Society Incorporated	Community Youth Development, Structured Activity Programmes for young offenders	Programmes for Māori youth at risk of offending and disengaging from school. Targeting Māori youth attending Intermediate schools. Referral source is through Police, Youth Justice and Care and Protection, Education and whānau.
Waitomo Papakāinga Development Society Incorporated	Services to implement the whānau service plans developed at or after a Youth Justice Family Group Conference	Programmes for Māori youth at risk of offending and disengaging from school. Targeting Māori youth attending Intermediate schools. Referral source is to be through Police, Youth Justice and Care and Protection, Education and whānau.

- *What specific programmes are available under youth justice plans and orders, that encompasses Tikanga Maori or Te Ao Maori for children and young people in the youth court*

Youth Justice deliver a range of plans and orders that encompass Tikanga Māori and Te Ao Māori for tamariki and rangatahi who offend and are before the youth court. This includes the services and programmes from our Youth Justice providers that we listed above. For every tamaiti and rangatahi in our youth justice system, Oranga Tamariki develops an individual plan to support them to achieve their goals, maintain positive community connections and build on skills to support them into adulthood. Oranga Tamariki works with a wide range of agencies and organisations, including iwi and community groups, to ensure that our rangatahi have a range of options and opportunities.

- *How much of the oranga tamariki budget is dedicated to funding Maori specific programmes? What percentage is that of the annual budget?*

In the current financial year (as at 1 March 2020), the total funding Oranga Tamariki has contracted with iwi and Māori organisations is \$79.58 million or 23.3% of the total funding that goes to third-party service providers (i.e. NGOs). This compares with \$62.9 million in the 2018/19 financial year.

Within the total funding that goes to iwi and Māori organisations, \$3.2 million can be identified as going to programmes that have an explicit or specific Māori and/or Tikanga Māori focus. This does not mean that other programmes being delivered by iwi and Māori organisations are not Māori or Tikanga Māori focussed, it just means they have not been explicitly described in that way.

In addition, there are other initiatives developed in partnership with, and tailored to, Māori and iwi, for example we contract with a number of iwi to provide Family Group Conference (FGC) coordination and specialist kairaranga roles. Oranga Tamariki also continues to work with iwi and Māori to co-design our front-line services including sites, residences, specialist homes, and intensive intervention initiatives.

- *What MOUs or relationships are established between oranga tamariki and Marae, Hapu, Iwi or other urban Maori authorities*

I have interpreted 'relationships' that are established between Oranga Tamariki and marae, hapū, Iwi or other urban Māori authorities, to mean official written agreements (excluding contracts). This includes official written agreements, Strategic Partnership Agreements or Memoranda of Understanding that have been signed by the Chief Executive or Deputy Chief Executive of Oranga Tamariki or Child, Youth and Family. We have excluded agreements signed at a local or regional level.

Strategic Partnership Agreements:

- Strategic Partnership Agreement between Te Rūnanga o Ngāi Tahu and Oranga Tamariki, dated 9 November 2018
- Strategic Partnership Agreement between Te Rūnanga-Ā-Iwi o Ngāpuhi and Oranga Tamariki, dated 19 December 2018

- Strategic Partnership Agreement between Waikato-Tainui and Oranga Tamariki, dated 11 April 2019
- Matemateāone – Strategic Partnership Agreement between Ngāi Tūhoe – Te Uru Taumatua and Oranga Tamariki, dated 22 August 2019

These strategic partnerships are focused on enhancing the wellbeing of tamariki from those iwi. The agreements outline a mutual commitment to work together to co-design and deliver services for tamariki and whānau. The relationships help us to understand individual and shared opportunities to support the development, aspirations, and outcomes of hapū, iwi and Māori communities. Discussions with other iwi and Māori organisations are underway.

Memoranda of Understanding:

- Memorandum of Understanding between Te Rūnanga O Ngāti Porou and Child, Youth and Family, dated July 2013
- Memorandum of Understanding between Ngāti Kahungunu Iwi Incorporated and Child, Youth and Family, dated 29 May 2014
- Memorandum of Understanding between Ngāti Tūwharetoa and the Taupō Collective Impact Governance Group, dated 28 March 2018
- Memorandum of Understanding between Te Kahu Oranga Whānau and Oranga Tamariki – Te Tai Tokerau, dated 10 December 2018
- Memorandum of Understanding between Te Rūnanga O Ōtākou, Kāti Huirapa Rūnaka ki Puketeraki and Oranga Tamariki, dated 22 August 2019
- Memorandum of Understanding between the New Zealand Māori Council and Oranga Tamariki, dated 30 November 2019
- Memorandum of Understanding between Te Rūnanga O Ngāti Toa Rangatira and Oranga Tamariki

The purpose of these agreements is to establish, formalise, record and promote collaborative working relationships that meet the respective needs, objectives and aspirations of marae, hapū, iwi and Māori authorities and Oranga Tamariki.

In addition to our Strategic Partnership and Memorandum of Understanding agreements, Oranga Tamariki has a Joint Service Delivery Plan with Te Rūnanga O Ngāti Porou, which dates back to 2014, and a relationship agreement with Ngāti Rangī, negotiated as part of their Treaty settlement redress. We also have a separate Portfolio Agreement to the Social Development and Wellbeing Accord between Te Hiku o te Ika and the Crown. Oranga Tamariki has worked with the Accord since 2013, when an initial agreement was signed by the Ministry of Social Development. In February 2019, Oranga Tamariki

became an independent partner with the signing of the 'Te Hiku o Te Ika – Oranga Tamariki Co-Governance Te Hiku Work Programme Agreement'.

- *Since s 7AA was enacted in July 2019, what changes if any have occurred to social workers practises, social worker training, social report writing to court and what cultural training has occurred*

There have been a number of changes to social work practises, training, guidance for reports and plans for the Court and around cultural competency. Some of the changes were in place prior to July 2019 but are relevant as they were developed directly to support the implementation of section 7AA. Please find these changes outlined in further detail below.

Māori cultural framework

We have developed the Māori cultural framework to support all staff to better engage and respond to our iwi and Māori partners and, whānau and tamariki that we work with. It gives understanding and context to our decision making and will guide us to deepen our understanding of key Māori values, practices, concepts and events that have impacted Māori.

This framework is not exclusive to social work practice and can be utilised by all staff to improve their cultural competency. A copy of the framework can be found at the following link:

<https://orangatamariki.govt.nz/assets/Uploads/Documents/Maori-Cultural-Framework-A3.pdf>

Māori specialist roles

A number of changes have been made to functions and roles within Oranga Tamariki across operational and enabling functions to introduce specialist Māori knowledge and expertise. This includes the establishment of new roles which provide specialist functions for working with Māori within some Services for Children and Families regions and sites.

One of these roles, the Kairaranga ā-whānau, is being implemented through New Zealand and will have a significant impact on practising in a culturally informed way. Practitioners will be assisted by the Kairaranga to build local cultural competency, assist with hui-a-whānau and undertake extended whānau, hapū and iwi searching and research. They are also particularly critical in our engagements with tamariki and whānau Māori by enhancing their participation in decision making and building our relationships and connections with iwi.

We have also created a new dedicated specialist Māori Practice Advice team. This team advises on Māori-centred practice within Oranga Tamariki and supports teams to understand how to re-orient their work towards supported Māori-centred practice.

Guidance on working effectively with Māori

We have developed new and amended practice guidance for working effectively with Māori and to give effect to section 7AA of the Oranga Tamariki Act 1989. This guidance helps practitioners to align with our mana tamaiti objectives and assists social workers to strengthen the participation of whānau, hapū and iwi in decision making and planning for tamariki Māori. This guidance includes sections related to the use of hui ā-whānau, Kairaranga-ā-whānau, whānau searching and whakapapa research; practices we had in place, but without explicit guidance for our practitioners. This guidance can be found online on our Practice Centre via the link below:

[https://practice.orangatamariki.govt.nz/our-work/working-with-maori/how-to-work-effectively-with-maori/practice-for-working-effectively-with-maori/.](https://practice.orangatamariki.govt.nz/our-work/working-with-maori/how-to-work-effectively-with-maori/practice-for-working-effectively-with-maori/)

Iwi led FGCs

Oranga Tamariki has strengthened our existing practice around FGCs, developing iwi-led FGCs that are convened and facilitated by iwi-based FGC Co-ordinators. Oranga Tamariki still make the referral, bring the information and resource the plan; however, the process of engagement, facilitation, whānau support and plan development is entirely iwi led. Early evaluation undertaken in collaboration with iwi has identified that the iwi led FGC process has led to an improved whānau experience, greater participation by wider whānau (and hapū and iwi), a deeper exploration of concerns and strengths and more detailed and responsive plans.

Intake and early assessment

In March 2020, we implemented a new intake and early assessment model, which aims to strengthen assessment and decision making from the point we receive the report of concern through to forming a belief that a child is in need of care and protection and holding an FGC. This model relies on early engagement with whānau, including the use of a hui-a-whānau, to identify strengths and resources within that whānau to care for their tamariki. This leads increased engagement at the earliest opportunity and supports whānau to meet the needs of their tamariki, with support in place to address safety or wellbeing concerns and without further intervention from Oranga Tamariki.

National Care Standards

The enactment of the National Care Standards at the same time as section 7AA led to significant changes in social work practices. As the Standards were written with section 7AA in mind, many of these practice changes relate to section 7AA.

- We have strengthened our guidance around assessment and practice relating to assessing the need for establishing, maintaining and strengthening connections with family, whānau, hapū, and iwi. As well as other needs relating to culture and belonging.

- To build upon this assessment practice we have introduced the All About Me plan, which requires we detail specifically how these connections will be established, strengthened and maintained. This includes arrangements such as supporting tamariki to visit their marae and how to enable whānau, hapū and iwi to carry out their whanaungatanga responsibilities.
- We have also strengthened our practice around information sharing and informed decision making, particularly sharing information with those significant members of whānau, hapū and iwi with ensuring tamariki are aware of their rights.

Please note further information on all of these changes can be found on the Oranga Tamariki Practice Centre website.

Training for social workers

Since the enactment of section 7AA, social workers have undertaken the following learning modules:

- understanding section 7AA: key objectives (video resource)
- explaining Mana Tamaiti objectives (A3 resource)
- Te Ao Māori: Concepts of Wellbeing (video resource)
- research articles centred around working with Maori for example: Restoring Mana and taking care of Wairua
- understanding our Treaty obligations workshop and online forums
- Practice and the law (workshop that focuses on the purposes and principles of the Oranga Tamariki Act to meet the objectives of Mana Tamaiti)
- Pataka learning drops led by Managers and practice leaders on site:
 - March 2020: improving outcomes for tamariki Māori
 - January 2020: understanding section 7AA
 - September 2019: keeping tamariki together, engaging whānau, hapū and iwi
 - July 2019: connecting the dots, whakamana te tamaiti

In addition, some Oranga Tamariki sites have made connections with their local marae to collaborate on cultural training enabling the learning to be more localised to the hau kāinga in their areas.

A national approach to training is in the design phase. It will align to the direction of travel by Oranga Tamariki, which promotes Māori centred practice. This will be rolled out for all staff and leadership.

Legal report and plan writing

Social workers are required to write court plans and reports as part of care and protection proceedings. These include social work plans prepared under section 128 of

the Act, reviews of plans under section 135 and social work reports written under section 186.

Practice changes introduced on 1 July 2019, including those relating to section 7AA, have informed the content of reports and plans prepared for the court. The reports and plans are informed by documents such as the All About Me plan, which records and tracks progress on family, whānau, hapū and iwi arrangements and support for cultural identity.

Oranga Tamariki has updated instructional guidance and templates for social work reports and plans prepared and written under sections 128, 135 and 186. This is to help social workers effectively incorporate this information. These changes and recommendations have been outlined below.

Section 128 plan:

- hapū/iwi/family group details (only family and whānau were previously mentioned)
- support the tamaiti or rangatahi to participate in making the plan, express their views about decisions affecting them, and be provided with information about their rights and what they can expect
- whether tamariki and whānau had the opportunity for early participation in decisions affecting them
- the steps taken to preserve the child or young person's connections with their parents, siblings, hapū, iwi, family group and wider connections
- how whānau, hapū and iwi are involved in whanaungatanga responsibilities for their tamariki
- whānau connections and belonging
- culture and identity needs in areas that require support
- ways in which the cultural identity of tamariki Māori will be strengthened

Section 135 and 186 plan and report:

- whānau connections and belonging
- culture and identity needs in areas that require support
- the child or young person's views, and any reasons they haven't been followed
- the supports provided to caregivers to help tamariki in their care maintain whānau connections and support their culture and identity
- the effect of any decision on the child or young person's relationship with their family, whānau, hapū, iwi and family group
- how Oranga Tamariki will respect and honour, on an ongoing basis, the importance of the child or young person's whakapapa, and the whanaungatanga responsibilities of their family, whānau, hapū, iwi and family group

- *Since 7AA was enacted, what new initiatives or strategies are in place by OT to reduce disparity between maori and non maori?*

Oranga Tamariki is part way through a transformation that, among other things, aims to reduce disparities for tamariki Māori and their whānau. There are a wide range of initiatives underway at all levels of Oranga Tamariki, as highlighted above, others include:

- We are supporting the Child Wellbeing Unit and Whānau Ora Commissioning Agency to co-design a range of potential early intervention supports for whānau based on Whānau Ora methodologies.
- In development of an Intensive Intervention service we are working with mana whenua and other Māori organisations to pilot services in four locations. We are in early engagement with a further eight sites. The purpose of this service is to reduce the risk of harm and prevent the need for entry or re-entry into state care for children and young people identified as being at risk of harm.
- We have partnered with seven iwi and Māori organisations to establish Whānau Care and are about to engage with a further six organisations. Whānau Care supports iwi and Māori to take a lead role in designing and delivering their own model of care to tamariki and whānau.
- We continue to work with our strategic partners to identify priority areas and actions to deliver on those priorities. For example, Te Rūnanga o Ngāi Tahu have worked alongside the Christchurch East site to ensure that all tamariki who need a placement and who whakapapa to Ngāi Tahu are cared for by Ngāi Tahu.
- A new home, Te Awe, has been established in Lower Hutt to provide a safe place for tamariki. The values of local mana whenua are honoured in the home and tamariki are provided a structured rhythm to the day through karakia, waiata, hui and kai. Whānau can maintain a connection with their tamariki who are supported to connect with their whakapapa and special sensory features help to reduce anxiety.
- We are working with Hoani Waititi Marae to develop a tikanga-based Cognitive Behavioural Therapy programme for rangatahi Māori involved in Youth Justice. Youth Justice is making a demonstrable difference to rangatahi Māori and their whānau in Huntly through the Oranga Rangatahi programme to prevent at risk youth from reoffending.
- Youth Justice continue to establish community remand homes to reduce the need for Youth Justice Residences. Similar to the Mahuru remand home, designed and delivered by Ngāpuhi Iwi Social Services, Youth Justice are seeking to support other iwi and Māori organisations to design and deliver their own remand homes to provide wrap-around support for rangatahi and their whānau.

- We have worked closely with iwi and Māori organisations in the establishment of the Transitions support service. Over 50% of the new service providers are iwi or Māori organisations. This service provides support to young people leaving or who have left care.

We have also developed Section 7AA Quality Assurance Standards for application in the development of policies, practices and services. The standards are currently being implemented into four business units primarily responsible for setting policies and practice, designing new services, and commissioning services to be delivered by third parties. A dedicated team within Oranga Tamariki is responsible for monitoring and reporting publicly on how well the standards have been applied to policies and practices. One of the five standards aim to ensure equity by reducing disparities for tamariki Māori and their whānau. This standard requires that:

- existing disparities relevant to the work are identified;
- the proposed policy or practice aims to reduce or improve existing disparities; and
- indicators of success over time for tamariki Māori and their whānau are specified, to determine the impact of the policy, practice or service in future evaluations.

Oranga Tamariki is also undertaking research to better understand the drivers behind disparities for tamariki Māori and their whānau at key points across its system. This will help to inform what needs to shift including potential changes to policy and practice.

- *How much funding is allocated or available per youth offender in the youth court? What determines what services might be suitable or available to a young person? Is cost a primary consideration?*

The suitability of te tamaiti or rangatahi for a specific service is determined by way of assessment, FGC recommendations and Youth Court plans and orders. We then seek the most appropriate service to ensure that it meets the needs of that tamaiti or rangatahi. Cost is not a primary consideration when determining what is the best and most suitable service for our tamariki and rangatahi. The allocation of funding to individual tamariki and rangatahi who offend and are before the Youth Court is recorded in the case notes of individual files. In order to determine the allocation of funding per individual, we would need to manually review, in detail, every file. As the information you have requested cannot be made available without substantial collation or research, this aspect of your request is refused under section 18(f) of the Act. I have considered imposing a charge or extending the time for response however, I do not believe either would enable a response and the greater public interest is in the effective conduct of public affairs.

Oranga Tamariki intends to make the information contained in this letter available to the wider public shortly. We will do this by publishing this letter on our website. Your personal details will be deleted and we will not publish any information that would identify you as the person who requested the information.

If you wish to discuss this response with us, please feel free to contact OIA_Requests@ot.govt.nz.

If you are not satisfied with this response, you have the right to ask an Ombudsman to review this decision. Information about this is available at www.ombudsman.parliament.nz or by contacting them on 0800 802 602.

Nāku noa, nā

A handwritten signature in black ink, appearing to be 'Steve Groom', written in a cursive style.

Steve Groom
General Manager Public, Ministerial and Executive Services