Insights from a place-based approach

Case study: Manaaki Tairāwhiti

2022

Te Puna Aonui
Joint Venture for the Elimination of
Family Violence and Sexual Violence

Manaaki
Tairāwhiti

Manaaki Tairāwhiti

take an approach to systems improvement that places whānau voice at the centre.
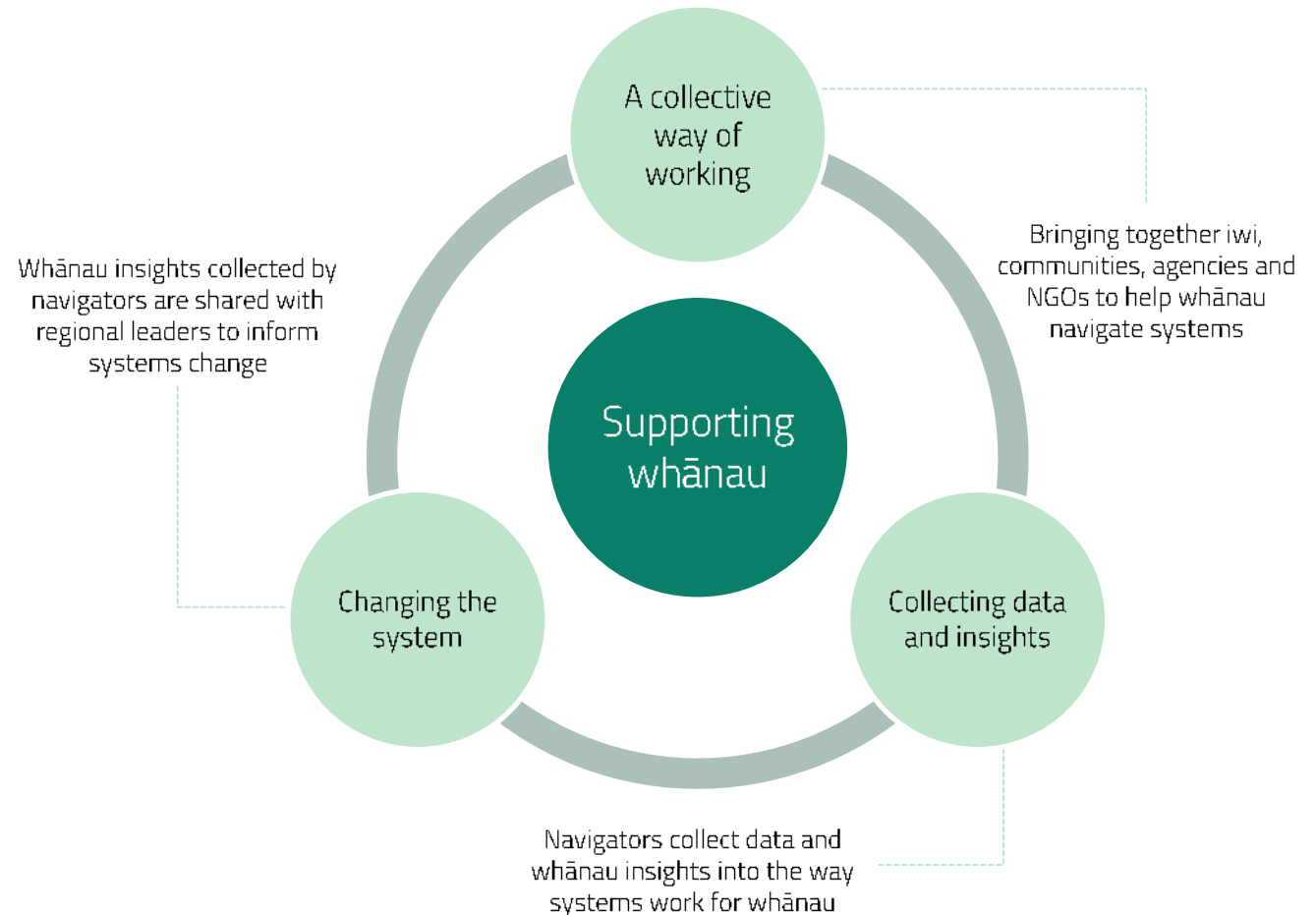
What influenced our work was the 2015 Productivity Commission 'More effective social services report' report, which found that people who need social services often find government processes confounding, overly directive and unhelpful.

To improve social services, the report identified a need to empower the client, improve commissioning and contracting, build a system that learns and innovates, make smarter investments and improve system stewardship.

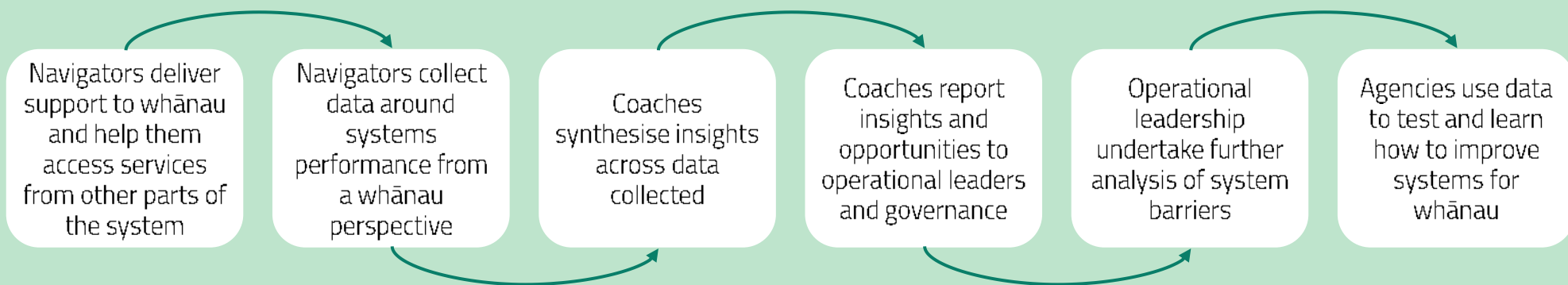Manaaki Tairāwhiti was established in response to these findings.

The purpose of this material is to share insights and lessons identified from an approach in Tairāwhiti that seeks to help whānau navigate systems and improve the way systems work for whānau. The intention of this material is not to prescribe a set approach – but to provide an opportunity to identify insights that might be relevant to your agency, organisation and/or community.

The Manaaki Tairāwhiti systems improvement approach has three core components:

A collective way of working

Bringing together iwi, communities, agencies and NGOs to help whānau navigate systems

Whānau insights collected by navigators are shared with regional leaders to inform systems change

Supporting whānau

Changing the system

Collecting data and insights

Navigators collect data and whānau insights into the way systems work for whānau

How does it work?

Manaaki Navigators help whānau to navigate current systems whilst collecting information that is used to identify opportunities to improve the way that systems work for whānau.

Navigators deliver support to whānau and help them access services from other parts of the system	Navigators collect data around systems performance from a whānau perspective	Coaches synthesise insights across data collected	Coaches report insights and opportunities to operational leaders and governance	Operational leadership undertake further analysis of system barriers	Agencies use data to test and learn how to improve systems for whānau

Who is involved?

Manaaki Navigators
Manaaki Navigators work with whanau in a flexible, whānau-led way supporting them to meet their needs and goals. Navigators deliver support and pull for support from agencies, organisations and communities. As navigators pull for support, they document how systems are working for whānau and any barriers they encounter.

Manaaki Coaches
Manaaki Coaches provide ongoing workforce development to navigators. Daily practice support enables them to work in a flexible way. Coaches provide group training, opportunities for shared learnings and reflections on the Manaaki way of working and one-on-one coaching on capturing whānau voice data and barriers with integrity.
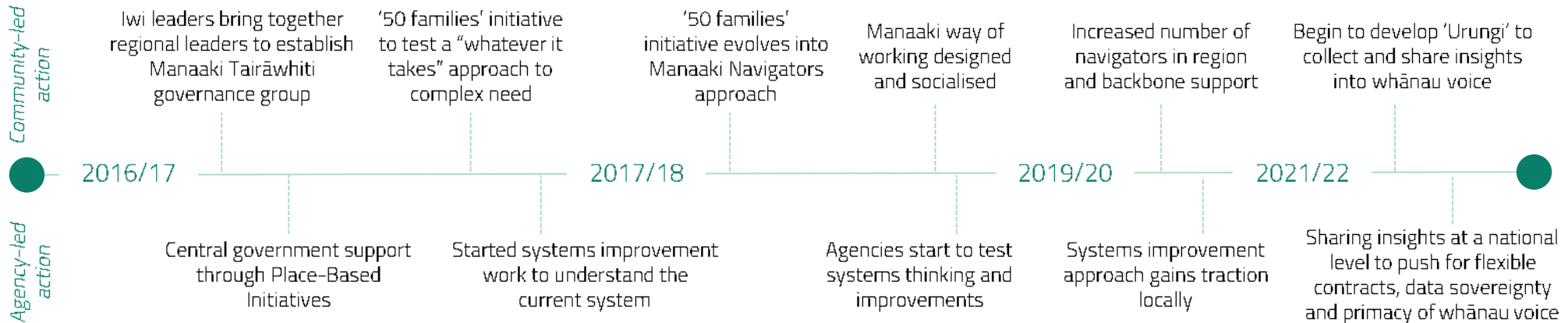
Operational Leadership Team
Patterns, insights and learnings from the data collected are shared with the Operational Leadership Team who analyse and discuss what action should be taken. Members of the Operational Leadership Team work with wider systems leadership to understand and validate barriers, before testing and learning from changes to address them.

Manaaki Tairāwhiti Governance Group
Where barriers cannot be resolved at an Operational Leadership Team level, they can be escalated to the Manaaki Tairāwhiti Governance Group. The intention is for leaders to take regional and national action.

Manaaki Tairāwhiti systems improvement journey

Iwi leaders bring together regional leaders to establish Manaaki Tairāwhiti governance group

'50 families' initiative to test a "whatever it takes" approach to complex need

'50 families' initiative evolves into Manaaki Navigators approach

Manaaki way of working designed and socialised

Increased number of navigators in region and backbone support

Begin to develop 'Urungi' to collect and share insights into whānau voice

2016/17 — **2017/18** — **2019/20** — **2021/22**

Central government support through Place-Based Initiatives

Started systems improvement work to understand the current system

Agencies start to test systems thinking and improvements

Systems improvement approach gains traction locally

Sharing insights at a national level to push for flexible contracts, data sovereignty and primacy of whānau voice

About Manaaki Tairāwhiti

Manaaki Tairāwhiti is the regional leadership group for social wellbeing in Tairāwhiti. They are an iwi-led and place-based initiative endorsed by Cabinet to explore and evidence alternative social sector service delivery for improved outcomes for whānau.

Their ambition is greater than this. They aspire to true social development and empowerment of whānau and rohe.

Manaaki Tairāwhiti membership is diverse and includes regional leaders and staff from iwi, community organisations and Gisborne District Council, alongside representatives from government agencies active in the social sector. They also work with wider regional leadership under Rau Tipu Rau Ora (the Tairāwhiti leadership body focused on all-encompassing regional development) to ensure integrated action for Tairāwhiti.

What binds Manaaki Tairāwhiti together is a deep and unwavering commitment to work together to ensure all Tairāwhiti whānau are flourishing.

Integrated Community-led Response

The Manaaki Navigators approach features the key attributes of an Integrated Community-led Response.

- Works with all whānau including those at risk of, experiencing or impacted by family violence or sexual violence

- Takes a whānau-centred approach to working with whānau and identifying areas where systems improvement could occur

- Has iwi and community-led governance with iwi leaders co-chairing the governance group

- Takes a holistic view of wellbeing that is wider than just crisis response

- Is underpinned by agency, NGO and community collaboration

The systems pressures on a Place-Based Initiative

Below outlines the key areas Manaaki Tairāwhiti are focused on and the multitude of government programmes that impact this – noting that these are just some of the central government programmes impacting on Tairāwhiti.

Ināia Tonu Nei Information Sharing Agreement

Tairāwhiti Wellbeing Survey

Te Awa Outreach

Oranga Tamariki Reset

Supporting Whānau Programme

Mayor's Taskforce for Jobs

Support for Children in Schools

Child and Youth Wellbeing Hub

Joint Venture Family Violence and Sexual Violence

Integrated Community-led Response Programme

Te Ara Mauwhare – Pathways to Home Ownership

Progressive Home Ownership Fund

Residential Development Response Fund

Whai Kāinga Whai Oranga

Kāinga Ora Land Programme Land for Housing

Infrastructure Acceleration Fund

SYSTEMS THINKING

WHĀNAU NAVIGATION

EVIDENCE & INSIGHTS

REDUCING ADDICTION

IMPROVING CHILD WELLBEING

REDUCING FAMILY VIOLENCE

IMPROVING HOUSING

SOCIAL SERVICE CONTRACTING

REGIONAL MANA MOTUHAKE

IWI

UNITED LEADERSHIP

COMMUNITY   AGENCIES

E tipu matomato ai ngā whānau o te Tairāwhiti
All Tairāwhiti whānau are flourishing

Manaaki Tairāwhiti
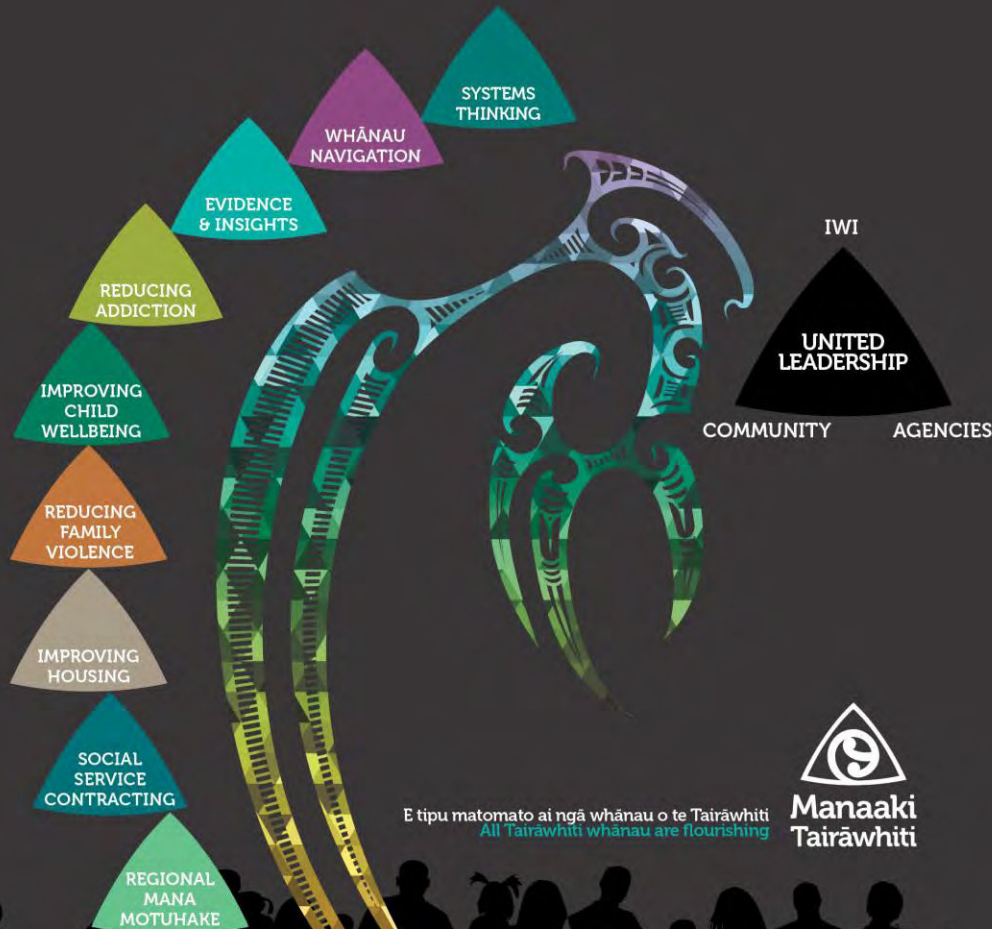
Māori Infrastructure Fund

National Police Statement on Urban Development

Tairāwhiti Resource Management Plan Review

Rau Tipu Rau Ora

Joined Up Government in the Regions

Social Sector Commissioning Review

Review into the Future for Local Government

Tairāwhiti Local Government Māori Wards

Three Waters Reform Programme

Health Sector Reforms

Te Ao Marama

Hōkai Rangi

Regional Skills Leadership Groups

Reform of Vocational Education

Workforce Development Councils

Te Ara Mahi Māori – Māori Employment Action Plan

Mates of Tairāwhiti

Components of the Manaaki Navigators approach

An approach centred on whānau

A collective way of working

The Manaaki Tairāwhiti way of working was developed after operational leaders began observing the performance of the current system (with coaching on systems improvement). As a result of new thinking, a collective way of working focused on putting whānau at the centre and doing whatever it takes to support whānau was proposed. Navigators are testing this way of working, which includes:

Whānau consent
Whānau consent to support whānau to get what they need and to collect and share information between agencies for the purpose of identifying barriers to improve systems and increase workforce capability. Consent is not just a document or a signature, it is a way of working to consciously collaborate with whānau. It is gained at every step where a new event or action occurs and the purpose is made clear and revisited throughout the journey.

Whānau engagement
Rapport is built with whānau over time. Through hearing their story, understanding their needs and concerns, navigators determine the "next steps", where and when they want to meet and if/how they want to receive ongoing support. Cultural beliefs are important and taken in to account.

Whole whānau
Navigators can support the whole whānau, not just those who have been referred.

Whānau plan
Whānau voice is documented in a plan towards increasing strengths and self efficacy. The plan is whānau led and decisions are made by the whānau. Agency support is identified and assigned where required. Where risk or safety outweighs other demands, statutory agencies will act accordingly.

Coaching and support
Dedicated coaches provide navigators with coaching and support.

No wrong door
Whānau are referred through any service by any medium (phone, face to face etc.) through universal, concise and simple documentation.

No timeframe
Whānau can receive support from a navigator for as long as they need.

No criteria
Whānau do not have to meet certain criteria to receive support from a navigator.

Collective response
All agencies working collaboratively to support whānau to achieve their plan. Navigators are a key part of this collective response and deliver support directly (where appropriate) in addition to connecting whānau to other supports.

Integrity of whānau voice
Whānau voice is captured in their own words without translating into 'agency' speak.

Connected navigators
Navigators come from diverse backgrounds and are connected into the community.

Discretionary funding
Navigators have access to discretionary funding where supports and services are not able to be accessed in the current system.

Expanding this way of working

The Manaaki way of working is an approach that is not limited to 'navigators'. Anybody who is supporting whānau can work this way. Manaaki Supervisors/Coaches provide help to other frontline kaimahi wanting to adopt this way of working – this includes practitioner hui, one-to-one support and reflection. Insights into this way of working are shared at a local, regional and national level. Scaling this approach can be achieved by adopting this practice into existing services.

Collecting data and insights

In addition to supporting whānau, navigators collect data that evidences systems performance from a whānau point of view. With the consent of whānau, navigators document what whānau have said they need and how systems enable or prevent this need from being met. The intention of collecting this data is to identify systems barriers and opportunities to improve how systems work for whānau. The measures chosen aim to measure how the system is meeting the things that matter to whānau.

Key measures

Whānau need	Type of need	Who could act on this	Navigator response	Barrier(s)	Time taken to meet need
What whānau have said they need, whilst maintaining the integrity of whānau voice "I need or want…because…"	Classifying whether the need is a whānau need or a systems requirement that has to be met in order to access a support or service	Which part of the system can or should act on this need	How the navigator supported the whānau in response to the need i.e. who did they contact, what did they do, did they provide support themselves	What systems barriers were encountered when the navigator was supporting whānau to meet this need	The end-to-end time taken for the need to be met

Whānau example

"I need a ride to Harvey Norman to get a picture taken for my photo ID because I need one to get a benefit"	The transport and benefit is a whānau need, but the photo ID for a benefit is a system requirement	Support for a photo ID should fall under the Department for Internal Affairs	The navigator provided transport to Harvey Norman	No money or transport available from the system to get a picture taken for a photo ID	1 – 2 days taken to meet transport need

*Note: this example only looks at the whānau need for transport – the other needs for a bank account and benefit will be documented separately

Future of reporting

Although navigators currently collect data in spreadsheets, a platform called 'Urungi' is being developed that will make it easier for navigators to collect data and share real time insights with leaders, Manaaki Coaches and the community. This will help Manaaki Tairāwhiti to see changes in themes over time and inform their work.

The evolution of how we document whānau voice

Below gives a brief outline of the journey Manaaki Tairāwhiti have undertaken to listen to and document whānau voice.

2016/17

Started to capture whānau need on sticky notes to understand what whānau are asking for

2017/18

Began to theme whānau need in a spreadsheet to measure and report on what whānau are asking for

Wanted to look at the "because" behind whānau need and started documenting barriers and response

2019/20

Improved spreadsheets to make it easier for data collection by navigators

2021/22

After gaining an understanding of what was needed from a data collection tool, went to GovTech to pitch for an IT platform

Started to develop 'Urungi' – a platform to collect and share insights into whānau voice

Changing the system

Once data has been collected, Manaaki Coaches look across the data to determine where there might be potential system barriers to whānau getting what they need. These barriers are then presented to operational systems leaders to determine whether the 'perceived' barrier can be validated from an agency perspective. Validating a barrier requires agencies to undertake further investigation and understanding.

Identify potential barriers

For the whānau they work with, navigators record any barriers they encounter – things within a system which impact on whānau being able to achieve their need. Manaaki Coaches then look across this data to identify barriers that are frequently identified by navigators or that have high harm/impact. These are then put forward to the Operational Leadership Team as 'perceived' system barriers.

Understand barrier

The Operational Leadership Team take time to further understand what the root cause of each 'perceived' barrier is. The operational leadership team consider the following things to understand what the root cause is. The identified root cause is validated as a system barrier that is impacting on whānau.

How often is the barrier occurring?
What is the current impact?
What is main root cause/major influence and why is it there?
What thinking underlies this cause?
Where does the responsibility sit in the end to end system for the cause and thinking?
Who else will need to know or will be impacted if we make a change?
Do we have enough knowledge to make the change?

Systems thinking

Once the barrier is validated, agency leadership use systems improvement methodology to:
- Develop options for change to test and learn from
- Options are then tested and refined
- If the change is successful then it is made 'normal'
Systems thinking coaches help with this process.

Understand → Test & Learn → Make Normal → Understand

Learning what information to collect

Collecting data and insights into how systems are working for whānau is an iterative process. As more insight into whānau voice is collected, Manaaki Coaches look at opportunities to improve what and how information is collected. The measures used to collect data is guided by what matters to whānau. The 'purpose, measures, method' methodology underpins this way of collecting and sharing data with operational leaders to investigate, validate and start work to address system barriers.

Moving towards more effective social services

A starting point for communities

Although this material can provide other communities, agencies and organisations with insight into a collective way of working in Tairāwhiti — every community is different. Each community will have different backgrounds, needs, ways of working and relationships. However, there a few key things that each community should think about when looking at where to start.

Key things for leaders to think about

Do you have a learning system that listens to all whānau when they are asking for help that doesn't screen anyone out?

How do you make visible how the 'ecosystem' of supports responds to whānau requests for support?

How do you currently evidence what is most effective from the perspective of whānau? Does that help you decide what needs to change and where to take action?

Do you want to try offering support more flexibly?

How could you safely test and learn more?

What collective ways of working do you have in place now? Who could you work with to collectively build on what is already working?

Foundations to help start this thinking

A collective group of iwi, community and agency leaders

A group of leaders who are committed to working together around a common kaupapa

A backbone function

A backbone function to support governance and a collective way of working

A shared vision and framework

A shared vision and underpinning framework that leaders agree and believe in

Coaching
External systems coaching has been key to truly evidencing whānau voice and how the system works or doesn't work to respond

Central government support
Having the support and endorsement from central government is key to being able to work differently

A starting point for the centre

From this work, there are also a number of insights for central government to consider and reflect on. Below outlines some key questions for central government to think about when looking at how the system works for whānau.

Key things for leaders to think about in the current state

How does current reporting tell you enough about the performance of the whole ecosystem not just individual sub-systems e.g. Justice, Education Welfare or Health?

Does current reporting tell you enough about the capability of different parts of the system to respond collectively to whānau with complex needs? How is collective working hard-wired into the work?

What do you need to know about effectiveness that you don't already know?

How do you currently understand frequency and seriousness of unmet whānau need? Could this information you prioritise?

Insights towards a future state

In the future, if everybody collected whānau voice information – the sector would be better informed about what's working, what's not working and what needs to change