

Unuhia te rito o te harakeke, kei hea te kōmako e kō?  
Ui mai ki ahau, 'He aha te mea nui o te Ao?'  
Māku e kī atu,  
'He tangata, he tangata, he tangata.'

# MANAAKI TAIRĀWHITI

## An introduction to our work

Noema 2024

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Mā te mahi tahi e tipu matomato ai ngā whānau o te Tairāwhiti  
United leadership that enables all whānau to flourish in Tairāwhiti

Manaaki Tairāwhiti is located in Tūranga-nui-a-Kiwa, Tairāwhiti, the first place in the world to see the sun and the rohe of Rongowhakaata, Te Aitanga-a-Māhaki, Ngāi Tāmanuhiri and Ngati Porou. In the latest Census, 56% of Tairāwhiti's population identify as Māori, the highest proportion nationally. Further, 70.4% of those under 25 in Tairāwhiti are Māori (2023 Census). It is estimated that 33,000 people within Tairāwhiti are living in material hardship and more than 70% of those people identify as Māori.

### General Overview

Manaaki Tairāwhiti is the regional leadership group for social wellbeing in Tairāwhiti. We are a coalition of the willing who recognise that working together gives us the best chance to effect meaningful and sustainable improvements in the wellbeing of whānau in Tairāwhiti. Our point of difference is that we are iwi led under Te Rūnanga o Tūrangānui a Kiwa. Manaaki Tairāwhiti is funded as one of two Place Based Initiatives (PBIs), initially direct from Cabinet and more recently within baseline funding from the Ministry of Social Development (MSD).

Ultimately, we are aiming for social transformation that significantly reduces the need for social services in our region and provides for the fullest expression of autonomy and empowerment for all Tairāwhiti whānau. We want to see all whānau flourishing.

Since our inception in 2016, we have developed some robust insights into how the social sector supports whānau in Tairāwhiti and what works for whānau in our place. What is now needed is tangible action that moves beyond rhetoric: action that is substantial, strategic and sustainable.

Over the past two years, severe weather events have impacted on whānau in Tairāwhiti, significantly increasing the pressure on them and all our member organisations. We are working with other regional actors in the social recovery of our region, providing support, coordination, and administration. However, the events highlight how vulnerable our region and many of our whānau are and how important it is for us to also remain focused on meeting our longer-term transformation goals.

## Manaaki Tairāwhiti's development over the past 8 years

- **2016-9** Developing the Way of Working, led by whānau voice, creating a fundamental change to traditional patriarchal social services. Trying to act collectively despite national policy barriers. System improvement coaching undertaken.
- **2020-1** Creating data systems so that we could see the social sector system through whānau eyes, with all of its barriers to success and mauri ora.
- **2022**- ongoing Collating and understanding what our data means in terms of changes required to the social services systems at a national level and making recommendations for those changes, at process, system, and paradigm levels. Ultimately advocating for devolution of social service delivery to iwi based on mana motuhake and in recognition of Te Tiriti o Waitangi.
- **2024** – ongoing Continuously advocating, reviewing and updating those recommendations for change and ensuring that they made a positive difference to whānau ability to achieve mauri ora.

## Te tīmatanga - our origins

Manaaki Tairāwhiti was a response initiated by iwi, community leaders and local agencies to tackle:

- Complexity of overlapping or inter-connected locally led initiatives operating and implemented separately, with many of the same people going to meetings with only slightly different agendas
- These initiatives being funded and governed by different agencies without alignment
- Subsequent need for repeated and separate collaboration for each initiative with the same iwi and community leaders and agencies and often imposed on the same whānau
- Lack of oversight across the local social sector and very little locally aligned input into national policy settings.

Iwi, community leaders and local social sector agencies agreed that this way of working was part of the problem; a way of working that meant that very few whānau had their needs truly met. Local leaders sought a mandate to tailor whānau responses appropriate to fit a Tairāwhiti lens, unconstrained by service contract specifications that are nationally focused and that do not reflect local circumstances or aspirations.

Manaaki Tairāwhiti began with an initial focus on building local leadership, establishing a clear line of sight on what systemic barriers existed which kept whānau in need and ensuring whānau were at the centre of all of our efforts to improve the effectiveness of the social sector, to ensure whānau enjoy better outcomes.

## Tā mātou mahere - Our Plan

### Moemoeā - Vision

E tipu matomato ai ngā whānau o Tairāwhiti - All Tairāwhiti whānau are flourishing.

### Take - Purpose

Too many whānau in Tairāwhiti are living in crisis and passing that crisis on to their tamariki and mokopuna. Manaaki Tairāwhiti will work together to transform social wellbeing in Tairāwhiti within one generation so that all whānau are able to meet their own aspirations and are leading fulfilling lives.

### Whaingā - Goals

We have set ourselves an ambitious yet worthwhile purpose. We will need to see radical change in our social sector to be successful. We will need a social sector that is:

- focussed on whānau oranga, simple to navigate and provides full coverage for all who need support
- aligned with and directed by priorities of our people and our region, Tairāwhiti
- accountable and committed to collaborative effort
- ultimately not needed as we break cycles of dependency and need.

## Ko mātou - Who We Are

### Te Rōpū Whakahaere Rautaki - Governance Group

The Manaaki Tairāwhiti Governance Group is the regional leadership group for social wellbeing in Tairāwhiti. Led by local iwi under Te Rūnanga o Tūrangānui a Kiwa, our membership also includes leadership from Gisborne District Council and local non-government organisations alongside representatives from government agencies active in the social sector. Importantly, the individuals that sit around our Board table have the delegation within their own organisations to effect change and make a difference.



Ronald Nepe

Chair, Chief Executive – Chairman  
Te Rūnanga o Tūrangānui-ā-Kiwa



Rewiti Ropiha

Chief Executive  
Tūrangā Health



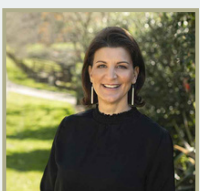
Naomi Whitewood

Regional Director  
Kāinga Ora



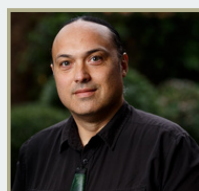
Julie Tangaere

Regional Manager  
Oranga Tamariki



Rehette Stoltz

Mayor  
Gisborne District Council



Marcus Akuhata-Brown

Pou Whakātere – Deputy Secretary, Māori  
Ministry of Justice



Doug Jones

Chief Executive Officer  
Trust Tairāwhiti



Danny Kirk

Area Commander  
NZ Police



**Steve Smits-Murray**  
Regional Commissioner  
Ministry of Social Development



**Leanne Forward**  
District Manager  
Department of Corrections



**Kemara Keelan**  
Te Puni Kōkiri  
Gisborne



**Ministry of Housing and Urban Development**  
Currently Vacant



**Health New Zealand**  
Currently Vacant

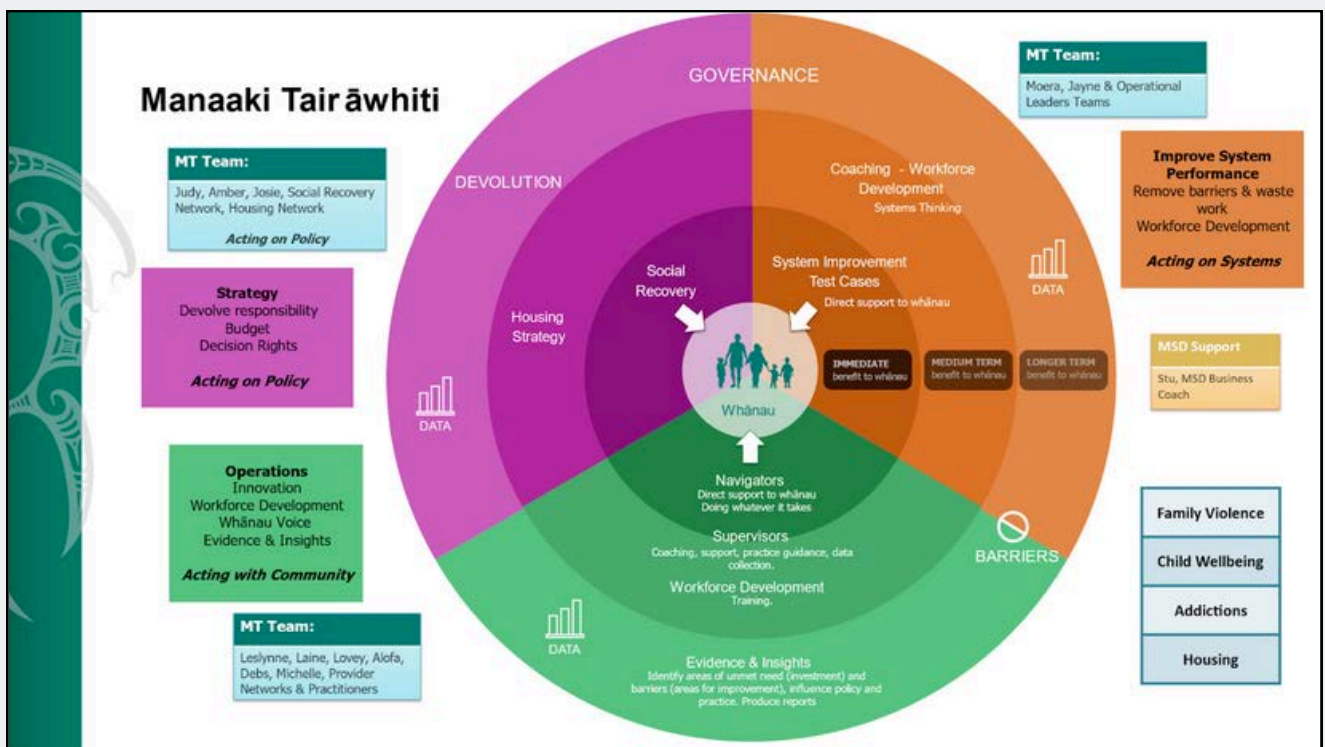
## Te Rito the Backbone Office

Manaaki Tairāwhiti is not a legal entity. It truly is a coalition of the willing. Operationally we have Te Rito, a Backbone Office, which supports the work of the governance group. Our funding and operational process was supported for our first four years within the structure of Te Runanganui o Ngati Porou and is currently within Te Rūnanga o Tūrangānui a Kiwa.

We are not a service provider or a funder, rather we are a generator of evidence and insights. To ground our recommendations for change in robust evidence we fund many operational positions within iwi and community social service providers, we map systems and their barriers, gather evidence and data, create, fund and commission unique research and contribute to thought leadership and policy development.

We can show why social services do not systemically support whānau to move out of persistent disadvantage and we have recommendations for how to make the whole system work better. We have a complex work plan with three main tranches of work:

- Acting with the community
- Acting on the systems
- Acting on policy.



## Tā mātou aronga-a-pūnaha – Our systems thinking approach

Tairāwhiti has complex needs. There is an urgent need to address the persistent disadvantage that exists within Tairāwhiti, along with a broader regional ambition to lift the wellbeing of all whānau in the region. Many whānau in the region experience multiple, complex needs. For many, these needs remain unmet or become exacerbated by the very services meant to help them. The existing social service system is inherently complex to navigate. Further, our community experiences discrimination (gender, age, and ethnicity) at a rate nearly twice the average, which impacts wellbeing and can be a further barrier to receiving assistance.

Whānau and communities alike report and experience the system continuing to fail them. Too many whānau in Tairāwhiti are living in crisis and passing that crisis on to their tamariki and mokopuna. We have inter-generational system failures impacting our whānau and future generations.

As a collective Manaaki Tairāwhiti is made up of service providers to whānau, so rather than being a service provider ourselves, our approach has been to focus on the system itself and to lead with a test, learn and change the system approach.

Since 2017 Manaaki Tairāwhiti has used the Vanguard frameworks and applied them in the social sector work in various spaces under Government to create transformational change in Systems that are not effective for whānau.

The Vanguard Method is a systems thinking approach that helps service organisations improve their performance by redesigning their services:

### **What it is**

The Vanguard Method is the means for helping service organisations change from a conventional 'command-and-control' design to a systems design. It is a way to understand and improve how services are designed and managed. It's a combination of systems thinking and intervention theory:

### **How it works.**

The method involves the following steps:

1. Understand the purpose of the system
2. Create measures to measure how well you are meeting the purpose
3. Apply a method that meets the purpose
4. Use the measures to refine the method.

Manaaki Tairāwhiti has led or supported work in Systems Improvement mapping and understanding of barriers for:

- Corrections
- MSD (the call centres in Gisborne and Lower Hutt)
- Whangaia (an iwi NZ Police family harm unit)
- Family Harm system
- Justice
- Emergency Housing
- ACC – Case managers under the Hapai Navigators who are based with Iwi.
- Health – completed an examination of the respite care system and is currently working to apply the Systems Improvement framework to the local Emergency Department.

We have been able to map large parts of the social sector system and develop case studies to demonstrate system failures and barriers that leave whānau needs and aspirations unmet.

A direct benefit of our work has been to develop a region full of leaders and deliverers who now understand the system itself is the problem rather than agency staff or the whānau in need.

Importantly this approach is firmly based on whānau informing and being in the decision making processes around their own lives. Our approach requires a deeper understanding of whānau aspirations and strong and consistent sector collaboration and cooperation to ensure whānau can access services efficiently.

## Examining barriers to respite for carers

In 2023, whānau voice captured by the Urungi database was analysed and an insights report: **Respite Care Barrier Analysis**, was produced. It noted that 85% of whānau seeking respite care encountered significant barriers.

The **Respite Care Barrier Analysis** insights report stated;

Our focus is drawn to these two areas of concern – carer support and respite care – due to their significance in the collected narratives. Across all types of care needs, over a span of four years (June 2019 – May 2023) we captured 344 narratives from 107 whānau, identifying 365 needs, demands, or concerns. These largely centred around carer support and respite care, and it is clear from the data that whānau faced systemic barriers the majority of the time when trying to access these services. For all needs recorded in Urungi there is a barrier rate of 44% (i.e. 44% of the time whānau asked for assistance, Kaiurungi identified one or more barriers faced by whānau hindering or stopping them from having their needs met). For carer support and respite care the barrier rate is over 85%. We present this case study with the specific aim of better understanding



the barriers from a whānau perspective and illuminating areas within the systems that necessitate improvement.

The report findings were presented to the Manaaki Tairāwhiti Governance Group who approved recommendations to employ a project manager to work with community to build a picture of the respite care and carer support system and to come back to the Board with recommendations for action. Over the next 12 months the Project Manager worked with a range of professionals in the health, disability and related sectors and collectively they mapped the current system.

The project took a deep dive into the Carer Support system for those carers aged under 65 years, accessing disability support services, mental health or Oranga Tamariki services, with a particular focus on those who supported children and young people.

### **Findings**

- The project validated what whānau had reported and found that the current Respite Care/Carer Support system is not fit for purpose. It does not provide the fulltime caregiver with a break from their caring role. It does, however, provide a reimbursement of some costs incurred by volunteer caregivers. The service is accessible for those who meet the eligibility criteria and who have the natural networks and resources available to support them.
- With five funders and no clear owner, the current siloed approach to the respite system is likely to continue.

### **Recommendations made:**

1. Whaikaha (Ministry of Disabled People) engage the System Improvement Business Coaches to support them to understand, test and re-design the respite care and carer support systems.
2. Enable frontline staff to respond to whānau need, when it is voiced for the first time.
3. Design a locally led approach gives greater flexibility to respond to whānau voice and to develop and build workforce capacity and capability.
4. Activate early appropriate intervention which saves money in the long run by reducing the demand on secondary services and crisis response services such as Police family harm responses and mental health services, where this work lands if not addressed early and preventatively.
5. Enable commissioning in a way that delivers services to whānau in the community and has measures which are meaningful from a whānau perspective and clearly show how support impacts directly on their ability to flourish.

### **Outcomes delivered by the project**

1. Strengthened local sector capability and delivered professional development for practitioners and managers working with whānau in need of respite care and carer support.
2. Facilitated a shared understanding of barriers to accessing respite care of current system
3. The project manager received system improvement coaching and is now working as a coach in system improvement methodologies.
4. Whaikaha (Ministry for Disabled People) kept a watching brief of the work. They subsequently engaged the services of the MSD System Improvement Coaches to begin looking at their own systems. However, this work has been paused by the ensuing major restructure of Whaikaha.

## Our Tikanga

Manaaki Tairāwhiti operates in a complex and challenging environment. Our tikanga (values) guide our decisions and actions as a collective and our actions within our own organisations.

**Tiriti o Waitangi:** We ground all of our work in iwi partnerships under Te Tiriti o Waitangi.

**Tino rangatiratanga:** We operate on the basis that every whānau has value and the right to be autonomous and fulfil their potential.

**Whānau ora:** We support agencies to do whatever it takes to empower and support whānau to meet their needs and aspirations fully and completely.

**Transformative:** We transform lives through supporting agencies to transform social services delivery, championing problem-solving, and fostering innovation and positive change.

**Agility** and outcomes-focused: While we are unwavering in the outcomes that we are focused on achieving, we remain flexible in the tactics that we will use to achieve those ends.

**Evidence-based:** We test our work and theories rigorously: they are based on robust evidence from multiple sources of the truth, including our own sources of mātauranga, data, and information.

**Kia māia, kia manawanui:** We are accountable and committed to a shared vision, providing joined-up service, sharing learning and information, and doing whatever it takes to make a real difference.

**Pono me tika:** We have honest and trust based relationships underpinning our work with whānau, between ourselves, and with other leaders in our region and nationally.

## Te āhua o tā mātou mahi - the Way of Working

Our work is grounded in the Manaaki Tairāwhiti Way of Working. This means the delivery organisations we support and their people on the ground who we fund, work with whānau to design the support they need; whānau strengths lead the way and whānau needs come first. Support people are enabled to do whatever it takes to empower and support whānau to meet their needs and aspirations fully.

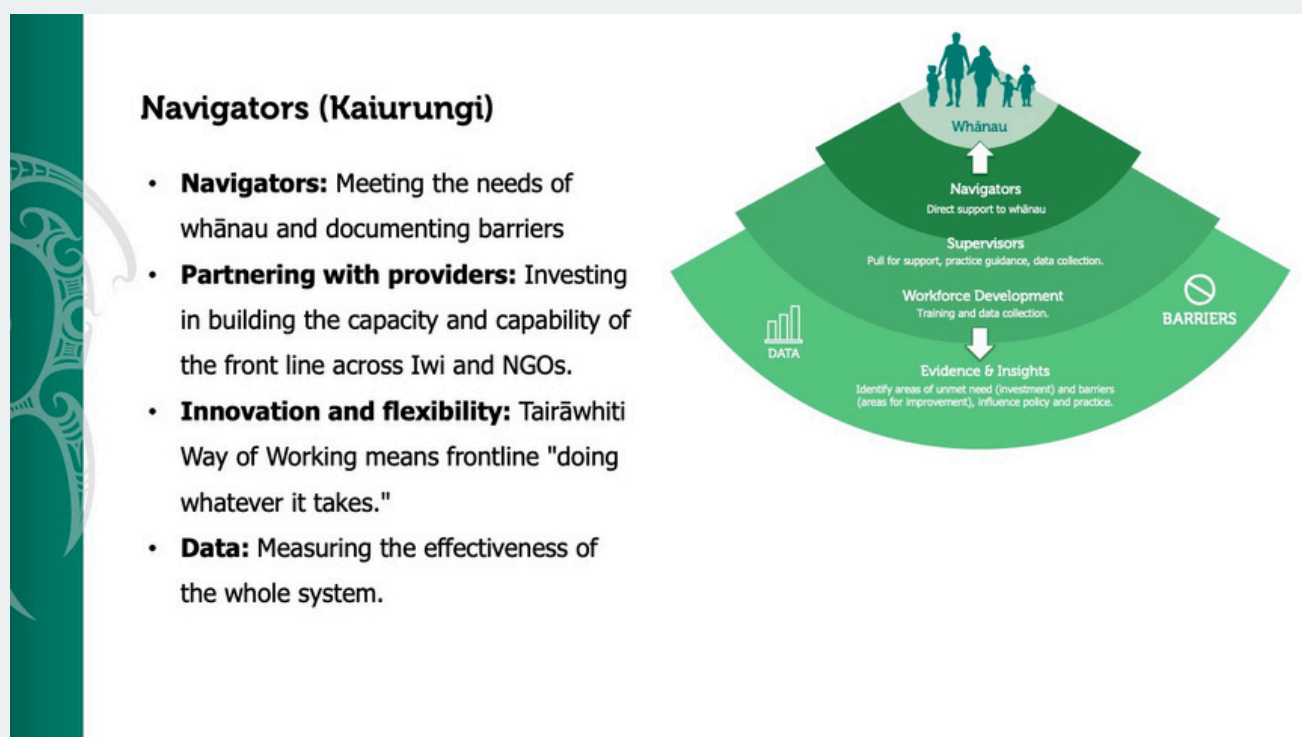


## Kaiurungi

The 14 delivery positions we fund within 10 iwi and community organisations are called Manaaki Kaiurungi (navigators). Unlike central government contracts, Kaiurungi are empowered to focus on whānau needs holistically, be led by whānau and do whatever it takes. They adopt a flexible, strengths-based approach which helps whānau navigate existing social systems; build whānau capability; and pull support from other agencies where needed. Prioritising whānau needs, doing "whatever it takes" to assist them, including a commitment by navigators to persist until the issue is resolved – no matter how long it takes. Kaiurungi are testing the use of the Tairāwhiti Way of Working in practice, 'in the field'.

This builds a trust-based relationship with whānau over time. It also entails a significant iwi investment in workforce capability development for front-line staff and navigators (for example, through use of Manaaki coaches).

The work of the Kaiurungi is captured in our unique database, Urungi.



Kaiurungi capture directly the whānau voice of both their needs and the way in which the system responds. They collect information on system performance from a whānau perspective. Rather than traditional quantitative metrics, such as number of clients/whānau assisted, that offer little meaningful insight into how well the system is working, Manaaki Tairāwhiti evaluates whether whānau needs have been met and what barriers get in the way of meeting those needs.

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Rather than using eligibility criteria, referrals to Manaaki Tairāwhiti are based on need with whānau entering through a number of routes. In this way, Manaaki Tairāwhiti has been able to serve those whānau who have particularly complex needs which have not been met by existing government agency processes and systems. Kaiurungi also work preventatively, supporting whānau who are unable to access support because they don't meet a criteria or threshold.

Kaiurungi are supported by three funded Manaaki Coach/Practice Leads. They support Kaiurungi to break the often internalised constraints that decades of central government contracting practices have embedded and coach them in the way of working, systems thinking and the importance of direct whānau voice in the data capturing process. They coach Kaiurungi on identifying and recording systemic barriers.

## Hongihongi Te Wheiwheia

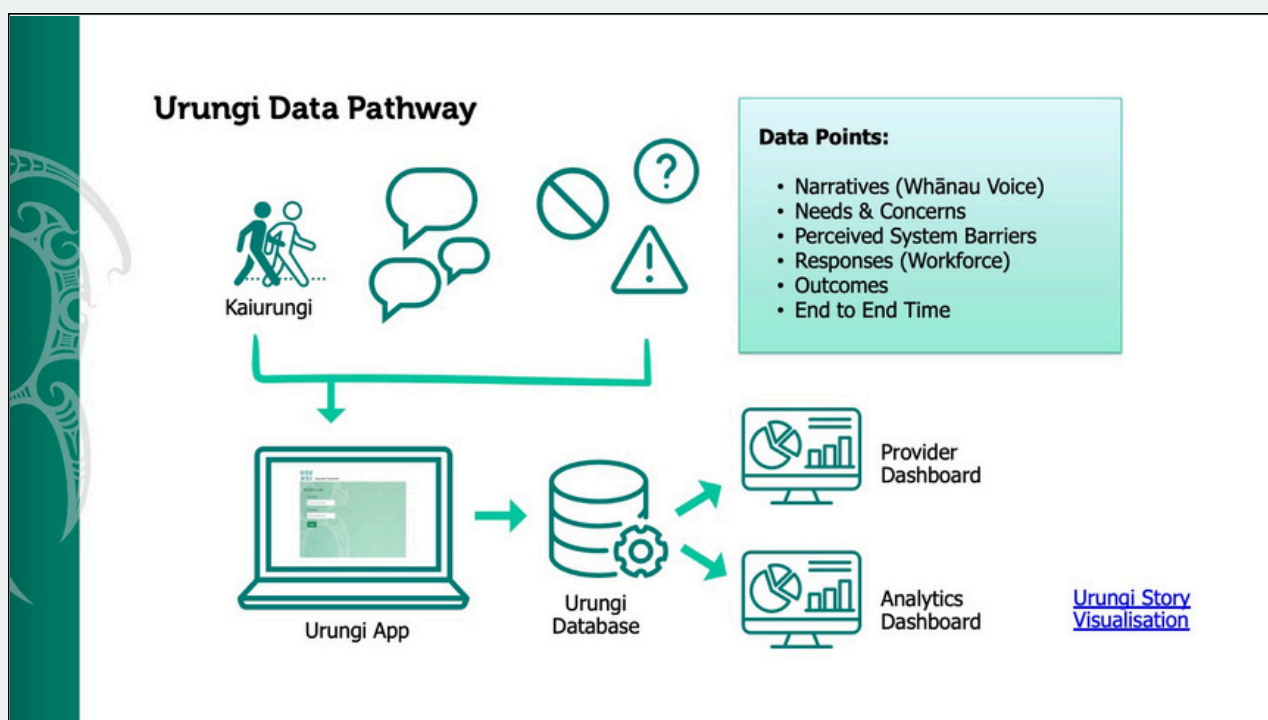


## Tā mātou rangahau - our research

### Whānau voice (qualitative research)

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Urungi is a prototype software solution designed for easier and more effective data collection. Urungi allows Kaiurungi (navigators) to capture whānau voice (i.e., in their own words) and categorise the demand or need type, theme needs, record system responses, and identify outcomes, including end to end time. Perceived barriers experienced at different stages are also identified as part of this process. Kaiurungi document the journey of the whanau as they interact with all parts of the system, through government agencies, community organisations, schools, health services and local networks.



This data supports working with whānau at the operational level and is used to improve services as soon as possible. In the longer term, it is intended that this data will form part of the evaluation process of the current and devolved services. This will enable iwi to have a clearer picture of the system they are taking over as the devolution progresses. It is anticipated that iwi will also build up their own capabilities, measures, and policies for evaluation over the medium to longer term.

In recent years Manaaki Tairāwhiti has been able to mine significant evidence and insights from the now rich Urungi data. This data is synthesised and analysed by our data analyst and the Manaaki Coach/Practice Leads, who then present their insight reports to operational leaders and the governance group.

The operational leadership team is able to undertake further analysis of the system barriers, with agencies using this information to test and learn how to improve the system for whānau. This represents the next focus of our work: the Manaaki Tairāwhiti governance group taking regional and national action to improve policies, contracting philosophies and delivery systems.

Urungi has facilitated anonymised data collection of more than 1,100 whānau who have engaged with the social services system in Tairāwhiti. For example, 337 of the needs captured through Urungi were related to care and respite. A synthesis of these insights was presented to the Manaaki Tairāwhiti governance group, with case study data published the following month. That case study showed that in terms of getting their needs met unfortunately whānau who presented with care and respite needs to the providers we work with encountered a barrier rate of around 84%.

Evaluating the system's performance ensures that agency blindspots are identified and opportunities are identified to improve the way the system works for whānau. This is unique work and insights not currently being done elsewhere in Aotearoa.

### **Testing the health of the system**

As part of Manaaki Tairāwhiti systems improvement work, large parts of the social sector system have been mapped. Subsequently case studies have been developed to demonstrate system failures and barriers that leave whānau needs and aspirations unmet.

The work is now evolving to recommend and influence the removal of those identified barriers and failures and improve the broader redesign of social systems. Manaaki Tairāwhiti are able to make meaningful contributions to the social sector change in Tairāwhiti to ensure efforts align with what matters most to whānau.

## **Specialist research**

As part of Manaaki Tairāwhiti systems improvement work, large parts of the social sector system have been mapped. Subsequently case studies have been developed to demonstrate system failures and barriers that leave whānau needs and aspirations unmet.

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## **Housing**

Manaaki Tairāwhiti has facilitated the region's Housing strategy for the past six years. We have commissioned a housing stocktake annually which provides an evidence basis for our plan and for the government's delivery and funding response. The stocktake has been used by many of those involved in housing in the region, including iwi entities such as Toitū Housing Ltd.

## **Evaluations and reviews**

Independent evaluations and reviews of Manaaki Tairāwhiti have been carried out e.g. the Social Investment Agency's commissioned 2019 evaluation of PBIs, our own commissioned work on Systems Improvement and "Kei Hea Te Komako E Ko? Listening to Whānau Voices to Cultivate Whānau Ora" a Health Research Council funded report by Dr Elizabeth Kerekere. Our work has also been showcased through other reviews such as the Productivity Commission's, 'Together alone - a review of joined-up social services' and A fair chance for all: Breaking the cycle of persistent disadvantage. In 2025 there will be the yet to be published contribution to the Office of the Auditor General's review of accountability in community organisations

Continual learnings and improvements based on evidence have been critical in our maturity, as has the fact that the group is iwi-led and driven by local leadership who have expertise, connections to the region, and are committed to the long haul.

## Ngā tauira - Case studies

Below are some examples of our work in action including case studies of interventions.

### Direct intervention example

Hine is aged 24 and she appeared in the arrested court in September 2022. Her charge dated back to February 2020. Driving while suspended, breached her bail conditions and failed to appear five times. Her mother and sister were at court to support her, where she was remanded in custody. Tangatarite identified her as a person in need of support as she has two young children.

Due to our previous connections with police custodial services we were able to visit and speak to Hine the Monday following her appearance and ascertain the following information from her.

*Hine has an 18-month-old-son and a three-year-old daughter. In conversation she stated her brother was caring for her daughter, and her partner was looking after their 18-month-old son. Hine reported that her sister and mother are providing support for her tamariki whilst being held in custody.*

*Hine advised her son is unwell with asthma and bronchitis and has spent time in and out of hospital and this also impacted on her ability to appear for her court matters. She appears motivated to get engaged and to sort out her license issues.*

*Hine was open with her charge of driving while suspended. She had maxed her demerit points and she agreed to breaching and failing to appear. Adding up to 6 charges.*

*She said she was caught in Nuhaka (40 minute drive Gisborne) and because of this she was expected to attend Court in Wairoa. Being a disqualified driver and having no means to attend court, and the three times having failed to appear were added up to a warrant to arrest being issued. Once she pled guilty, her charge was transferred back to the Gisborne Court.*

*Hine welcomed the support from Tangatarite. She has since completed a driving course with the Police.*

Tangatarite and her lawyer advocated for her in court and she was released on bail to appear at the Youth Adults Court two days later.

Hine appeared in court, supported by her mother and sister. Tangatarite addressed the court and outlined the matters as relayed to them by Hine. The Judge then asked what would be the likely outcome if he convicted and discharged Hine on her current court matters. And further what Tangatarite's role would be going forward.

Tangatarite confirmed that they would continue to support Hine with her driver licensing obligations and that Hine would be happy to not have to keep coming to court. Hine was convicted and discharged by the court that day and she completed an induction for her restricted license with a local provider. Tangatarite also supported her to re-engage with Child Wellbeing services at her request.



## Whāngaia Ngā Pā Harakeke (health and social sector case study)

Whāngaia Ngā Pā Harakeke (WNPH) is a national family violence prevention and crisis management initiative. WNPH initiative includes NZ Police, iwi and qualified kaiāwhina who work jointly using a trust-based whole-of-whānau approach to prevent and reduce family harm.

Pivotal to this mahi is the involvement of whānau and communities – for instance, whānau working alongside police during a call-out to reduce tension – and ensuring whānau voice is heard in understanding an individual's whole story and making referrals for support.

Kaimahi focus on building an ongoing relationship with whānau. This is a shift away from a crisis-driven response to one where staff do "whatever it takes, whenever, by whomever" within the context of established trust. In this way, WNPH is unique from other family violence interventions as engagement occurs at the earliest point of need. This is regardless of whether an 'offence' is identified. WNPH responses are founded on "what is good for whānau".

This intervention is based on a tikanga Māori approach to a crisis. It takes a long-term sustainable approach to the prevention and reduction of family harm. WNPH is also tailored to the local context, building a model of family harm prevention and intervention that works to meet the specific needs of the community.

In Tairāwhiti, WNPH comes under Manaaki Tairāwhiti's iwi-led PBI remit. The team is based out of Te Rūnanga o Tūranganui-ā-Kiwa's (TROTAK) headquarters – a neutral territory that makes it easier to seek help.

The Tairāwhiti WNPH team comprises 26 staff – around one third police, one third iwi, and the remaining third kaiāwhina. Iwi leadership is reflected across all levels of the team. Working in this multi-disciplinary and multi-agency environment, WNPH walk alongside whānau to help them navigate the system and create a plan forward.

For decades Tairāwhiti has grappled with issues of family harm, but small improvements have been realised in recent years, largely through the shift in focus from assessing and referring people to services to a focus on tackling the root causes of family violence through a proactive and preventative approach.

## Tangatarite (justice and social sector case study)

Tangatarite is a pathway for giving effect to Te Ao Mārama, presented by Chief Judge Heemi Taumaunu at the Norris Ward Annual Lecture in 2020. The vision for Te Ao Mārama is that:

"the district court is a place where all people can come to seek justice, no matter what their means or abilities, regardless of their culture or ethnicity, who they are or where they are from."

Underpinning this is a set of principles that enable equitable treatment in process, outcomes, and interactions for all whānau who enter the court, with an aim to enhance connections between the court and the community. The model entails a partnership between the crown (through the district court), iwi, and the community – with the specific approach varying across regions to reflect the strengths and preferences of local iwi and communities.

In Tairāwhiti, the local iwi leadership – through Toitū Tairāwhiti – have collectively agreed to support Te Ao Mārama in the region in a partnership capacity. Here, iwi have the capabilities to:

- Uphold the tapu and mana of our people;
- Consciously live by traditional values and tikanga;
- Take responsibility for our whānau and their wellbeing; and
- Ensure our tamariki and mokopuna are nurtured and protected throughout their lives.

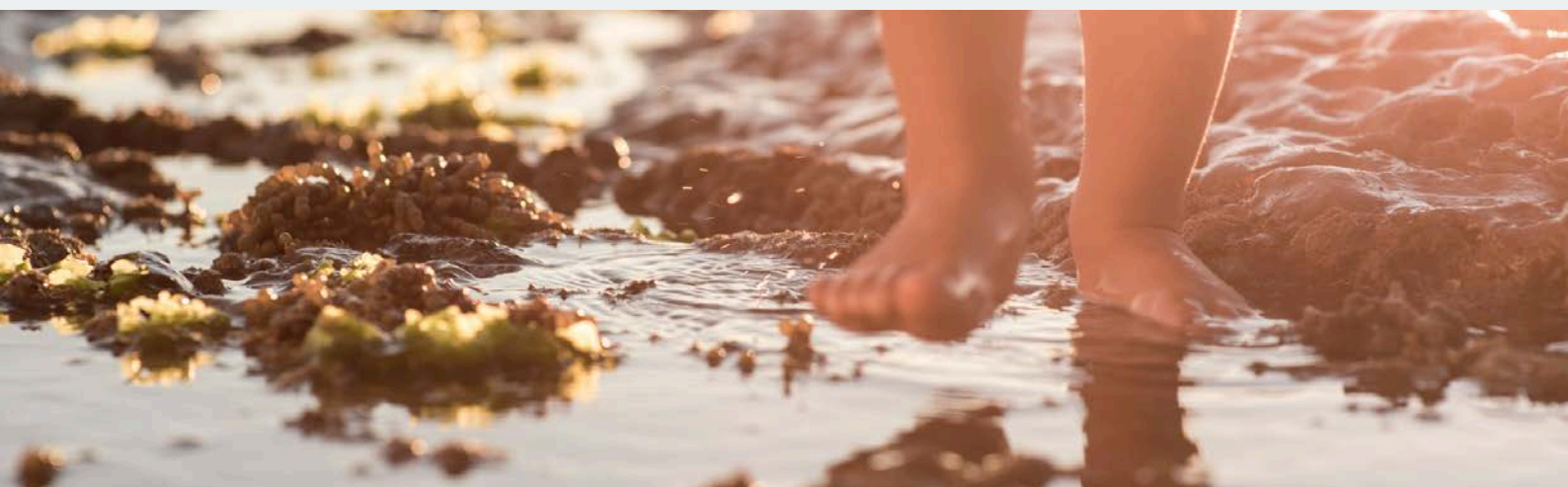
Locally, Te Rūnanganui o Tūrangānui a Kiwa are mandated by Toitū Tairāwhiti to design and deliver a service that can support whānau in the justice system. This is Tangatarite. Tangatarite, meaning of equal status, is therefore a reciprocal commitment to supporting, honouring, and treating each party in the justice system with respect.

As with other initiatives, iwi have the mana and connections with the local community that enable them to support whānau, provide leadership to the community, and act with integrity to remain accountable.

Under Tangatarite – which has iwi partnership at both a strategic and operational level – iwi are best placed to determine what is best "by iwi, for iwi". Unlike traditional processes for the district court, iwi are in a unique position to ensure the revival or restoring of mana for whānau, hapū and iwi as they engage with the court system. This is especially important as we know that multiple social system failures have over time led to Māori being overrepresented in the criminal justice system, leading to inequities in treatment and sentencing outcomes.

Tairāwhiti is the second region where this model will be formally launched, after an extended pilot. Chief Judge Taumaunu has noted that Tairāwhiti has been specifically chosen to adopt this approach as it is:

- a smaller regional court;
- well-supported by its local community; and
- has services and agencies willing and able to assist the needs of those whānau involved with the court.



## **E whai ake nei** - Next steps

In the short to medium term Manaaki Tairāwhiti will build on its work by recommending and influencing the removal of systemic barriers and failures, and informing and contributing to the broader redesign of social systems. Manaaki Tairāwhiti's continued focus is on meaningful contribution to the social sector serving all whānau of Tairāwhiti.

We recommend all social sector agencies embedding a relational commissioning approach based on the Manaaki Tairāwhiti Way of Working so that it becomes business as usual.

### **Longer term transformation**

Ultimately our vision is for social services devolution to the iwi in Tairāwhiti. In a region such as ours, where the majority of social service users are Māori and who identify as local mana whenua, this is an entirely logical proposal.

Our path to devolution offers a means of creating regional transformation in wellbeing within one generation.

### **Devolution**

Manaaki Tairāwhiti has endorsed and planned for devolution to iwi since its inception in 2016. We are committed to working with and supporting iwi in their aspiration for mana motuhake. Ultimately, we are aiming for social transformation that significantly reduces the need for social services in our region and provides for the fullest expression of autonomy and empowerment for all Tairāwhiti whānau.


Importantly we are not asking for the contracting out of the same old social service methodologies. By devolution we mean the transfer of funding, resourcing, and decision-making power to iwi in Tairāwhiti to engineer whānau-led solutions tailored to the local context and circumstances.


Devolution to us means the support and the freedom from the crown for iwi to create a transformative way of working with whānau, a process we have trialled for the past seven years.


We acknowledge this will take time and careful planning, requiring a staged approach for implementation and new mechanisms for accountability and risk management co-designed with the government.


Our devolution model is visually summarised in the infographic below.


### Why Tairāwhiti is best suited to test devolution


- 

**Context-specific needs**  
High proportion of population are māori (and likely belong to a local iwi) with deprivation particularly pronounced for māori whānau in the region.
- 

**Complexity of needs**  
Māori disproportionately experience high economic deprivation (77% in the region) which can result in many whānau having multiple and complex needs being unmet, and requiring service delivery across many agencies.
- 


**System barriers**  
Whānau voice insights highlight the numerous barriers encountered by whānau in navigating the existing social systems, as well as in getting their needs met.
- 


**Non-standardised services**  
Due to the complexity of whānau needs (and a focus on response rather than early intervention), our whānau voice and barriers data shows that existing services are not fully or effectively addressing whānau needs.
- 


**Services do not yet exist**  
Whānau needs span multiple domains - and can compound when unmet - meaning whānau require assistance that does not fit within the scope of conventional services.
- 


**Trust**  
Whānau have low trust in the system and with agencies, based on previous bad experiences and/or a history of having their needs unmet.


### Conditions for successful devolution that already exist in Tairāwhiti


- 

**Adequate time**  
Iwi in Tairāwhiti have a long history of **self-determination**, and **trusted relationships** with whānau, the community, local leaders, and each other.
- 

**Partner commitment**  
Local agencies and leaders have a history of working collaboratively, are driven by a principled "way of working", tend to live locally, and are **committed** to the region for the long term.
- 

**Sufficient resourcing to begin**  
Existing initiatives are **successful**, and iwi have demonstrated **capability**. Resourcing is needed to scale these initiatives and build capacity.
- 

**Devolving power**  
While devolution of services is already achieving some success, a full devolution of **decision-making and authority** is required, going beyond what is possible with current relational commissioning approaches.
- 

**Evaluation**  
The region has been able to collect **whānau voice insights** as well as systems improvement data, building a **robust evidence base** on what is and isn't working. A fit-for-purpose whānau-centred evaluation framework can be designed out of this.
- 

**Accountability**  
Clear governance and accountability mechanisms can be designed, leveraging the existing structures in place (such as rūnanga). Being mana whenua, iwi and hapū have the **highest level of accountability** to our people and place.

## He pānui anō - Further reading

If you are interested in the readings and evidence and insights reports that drive Manaaki's work below is a list of links to Manaaki Tairāwhiti's own publications and a short list of influential readings.

### Ngā rawa o Manaaki Tairāwhiti - Manaaki Tairāwhiti resources

- Manaaki Tairāwhiti <https://www.mt.org.nz/>
- Manaaki Tairāwhiti. 'Place Based Initiative', <https://www.mt.org.nz/wp-content/uploads/Manaaki-Tairawhiti-Place-Based-Initiative.pdf>
- Manaaki Tairāwhiti. (2020). 'Housing Strategy', <https://www.mt.org.nz/wp-content/uploads/documents/Manaaki-Tairawhiti-Housing-Strategy-Overview.pdf>
- Sense Partners. (2023). 'Gisborne Housing Stock-take: Update 2023 - Report for Manaaki Tairāwhiti', <https://acrobat.adobe.com/id/urn:aaid:sc:AP:515e7558-382d-411f-9c2b-c2345a52c38a>
- Manaaki Tairāwhiti. (2023). 'Education Attendance System Barriers Analysis'.
- Manaaki Tairāwhiti. (2023). 'Manaaki Tairāwhiti Navigator Project'.
- Manaaki Tairāwhiti. (2023). 'Respite Care System Barriers Analysis'.
- Manaaki Tairāwhiti. (2023). 'Youth Voice Justice and Transport Barriers'.
- Manaaki Tairāwhiti. (2023). 'Transport Needs and Barriers for Whānau with Disabilities in Tairāwhiti'.

### Pae tukutuku - websites

- Whāngaia Ngā Pā Harakeke - <https://whangaia.org.nz/>
- Manaaki Tairāwhiti - GovtTech Accelerator to develop Urungi - <https://creativehq.co.nz/our-work/manaaki-tairawhiti/>
- New Zealand Productivity Commission. (2011-2024) - <https://www.treasury.govt.nz/information-and-services/nz-economy/productivity/productivity-commission-2011-2024>

### Pukapuka - publications

- Litmus. (2019). 'Implementation and emerging outcomes evaluation of the Place-Based Initiatives' (prepared for Social Investment Agency Oranga Tangata), [https://sia.govt.nz/assets/Document-Library/FINAL\\_Process-and-Emerging-Outcomes-Evaluation-report\\_04-12-2019.pdf](https://sia.govt.nz/assets/Document-Library/FINAL_Process-and-Emerging-Outcomes-Evaluation-report_04-12-2019.pdf)
- Kania, J., Kramer, M., Senge, P. (2018). 'The Water of Systems Change', [https://www.fsg.org/resource/water\\_of\\_systems\\_change/](https://www.fsg.org/resource/water_of_systems_change/)

- New Zealand Productivity Commission. (2015.) 'More effective social services report summary', <https://www.treasury.govt.nz/sites/default/files/2024-05/pc-ing-mess-final-report-v2.pdf>
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- New Zealand Productivity Commission. (2018). 'Improving state sector productivity', <https://www.treasury.govt.nz/sites/default/files/2024-05/pc-ing-ssp-final-report-improving-state-sector-productivity.pdf>
- New Zealand Productivity Commission. (2018). 'Measuring state sector productivity', <https://www.treasury.govt.nz/sites/default/files/2024-05/pc-ing-ssp-final-report-measuring-state-sector-productivity.pdf>
- New Zealand Productivity Commission. (2022). 'Together alone - A review of joined-up social services', <https://www.treasury.govt.nz/sites/default/files/2024-05/pc-ing-fcfa-together-alone-a-review-of-joined-up-social-services.pdf>
- Sense Partners. (2020). 'Gisborne Housing Stock-take: Update 2020 - Report for Manaaki Tairāwhiti and Trust Tairāwhiti', <https://www.mt.org.nz/wp-content/uploads/documents/Housing-Stocktake-Gisborne-updated-October-2020.pdf>
- Sense Partners. (2021). 'Gisborne Housing Stock-take: Update 2021 - Report for Manaaki Tairāwhiti and Trust Tairāwhiti', <https://www.mt.org.nz/wp-content/uploads/Housing-Stocktake-Gisborne-2021.pdf>
- Stats NZ. (2023). '2023 Census population counts (by ethnic group, age and Māori descent) and dwelling counts', <https://www.stats.govt.nz/information-releases/2023-census-population-counts-by-ethnic-group-age-and-maori-descent-and-dwelling-counts/>
- Te Puni Kōkiri. (2017). 'Insights on Māori Social Enterprise 2017', <https://ir.canterbury.ac.nz/server/api/core/bitstreams/a02d1e30-8b21-4fb7-b0b9-9d22a75c54a1/content>
- The Treasury, New Zealand Productivity Commission. (2024). 'A Fair Chance', <https://www.treasury.govt.nz/publications/fair-chance-all-breaking-cycle-persistent-disadvantage-productivity-commission-inquiry-material-2021-2023#:~:text=From%20the%20Productivity%20Commission%27s%20unique,decisions%20that%20affect%20their%20lives>
- Waitangi Tribunal. Health Services and Outcomes. (2023). 'Hauora - Report on Stage One of the Health Services and Outcomes Kaupapa Inquiry', [https://forms.justice.govt.nz/search/Documents/WT/WT\\_DOC\\_195476216/Hauora%202023%20W.pdf](https://forms.justice.govt.nz/search/Documents/WT/WT_DOC_195476216/Hauora%202023%20W.pdf)

## Kōrero - speeches

- Taumaunu, H (Chief Judge). (2020). Te Ao Marama speech. Norris Ward McKinnon Annual Lecture 2020. <https://www.districtcourts.govt.nz/reports-publications-and-statistics/publications/norris-ward-mckinnon-annual-lecture-2020/>