



COVERSHEET

Minister	Hon Tracey Martin	Portfolio	Children
Name of package	Proactive release of Transforming our Response to Children and Young People at Risk of Harm: Paper Four: Care	Date of issue	02 August 2019

List of documents that have been proactively released		
Date	Title	Author
5 November 2018	Transforming our Response to Children and Young People at Risk of Harm: Paper Four: Care	Office of the Minister for Children
31 October 2018	SWC-18-MIN-0151 – Cabinet Social Wellbeing Committee Minute	SWC Committee Secretary

Information withheld	
<p>Some parts of this information release would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982 (the Act). Where this is the case, the relevant sections of the Act that would apply have been identified. Where information has been withheld, no public interest in making the information available has been identified that would outweigh the reasons for withholding it.</p>	
Section of the Act	Reason for withholding
Section 9(2)(g)(i)	The release may undermine the future ability of Ministers to provide free and frank advice on Budget expenditure options. The importance of this process means it is not outweighed by the public interest in transparency.
Section 9(2)(f)(iv)	Maintain constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials.

BUDGET – SENSITIVE

Office of the Minister for Children

Chair, Cabinet Social Wellbeing Committee

TRANSFORMING OUR RESPONSE TO CHILDREN AND YOUNG PEOPLE AT RISK OF HARM

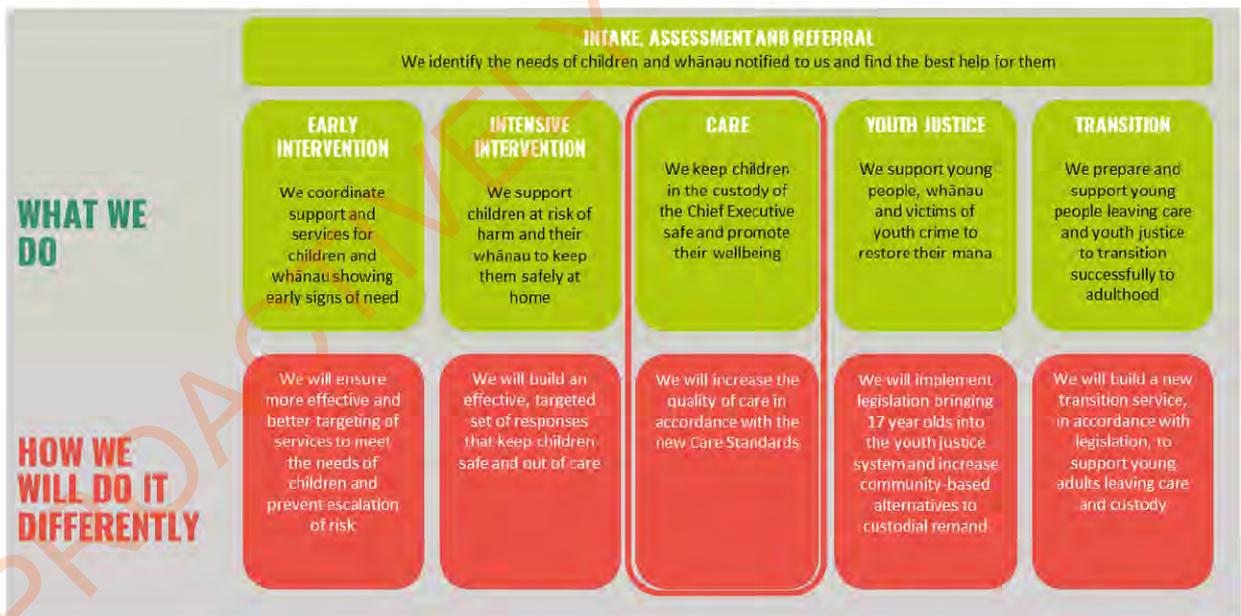
PAPER FOUR: CARE

Proposal

- 1 This paper seeks agreement to the approach to transforming the Oranga Tamariki—Ministry for Children (Oranga Tamariki) care function in line with the new legislative requirements under the Oranga Tamariki (National Care Standards and Related Matters) Regulations 2018 (National Care Standards) and the Oranga Tamariki Act 1989 (the Act).

Executive summary

- 2 Care is one of the core functions of the new Oranga Tamariki operating model:



- 3 It is widely understood that children and young people involved in the care system have a much higher likelihood of experiencing poor outcomes compared to the general population. This often continues into adulthood and across generations. Many of these children and young people are living in families and whānau with multiple and complex needs, such as the combined impacts of long-term unemployment, low income, unaddressed physical and mental health needs, parental alcohol and drug addiction and family violence.
- 4 The issues with the current care system are complex and longstanding. Previous reviews have found that the care system has not been operating in a way that ensures children and young people are able to achieve their developmental potential, and that the system is not

doing enough to improve their long-term life outcomes. It is clear that the care system needs to be transformed to ensure the system is responsive to the needs of our most at-risk children and young people, and their families, whānau and caregivers.

- 5 An overhaul of the care system is underway and a number of service improvements have already been made. Fundamental changes have also been made to the legislative and regulatory frameworks to reflect the system improvements that are required. In particular, this Government recently agreed to new regulations: the National Care Standards.
- 6 The National Care Standards are a first for New Zealand and, once implemented, they will make a significant difference to how children and young people, and also their caregivers and family and whānau, experience the care system. The requirements span the care experience, and signal a commitment to lifting the quality of care by setting minimum standards for practice and the support provided to children and young people and also their caregivers. They also set clear and transparent accountability mechanisms to support the provision of quality care.
- 7 While some changes have progressed, there are still major improvements needed to bring the system up to the standard of care required under the new legislative changes, which will come into force on 1 July 2019. A significant level of investment will be needed to achieve the outcomes we are seeking for children and young people in care and to meet these new legislative obligations.
- 8 I intend to seek funding from Budget 2019 to resource the changes required to the care system over the next four years. I am seeking agreement to four key investment areas:



- 9 Investment across these areas is necessary if we want to deliver lasting changes for children and young people in care. Building a system where children and young people in care and their caregivers have high quality assessments, plans and visits and have support tailored to their individual needs will take time. I expect Oranga Tamariki to work towards continuous service improvement. This means that Oranga Tamariki will learn and grow as it develops a greater understanding of the needs of children and young people, and the caregivers it is supporting.
- 10 Subject to Cabinet agreement to the broad direction of the Budget initiative for care, the investment proposals will be further refined and will form the basis of a Budget 2019 initiative.

Background

- 11 The care function focuses on children and young people who have entered the care or custody of the chief executive of Oranga Tamariki under Part 2 of the Act and children and young people who are in the legal custody of a body or organisation approved under section

396 of the Act.¹ The National Care Standards also apply to children and young people placed or detained in care or custody under Part 4 of the Act, which relates to youth justice. My proposed approach for ensuring residential youth justice services meet the new standard of care is set out in *Paper Five*.

- 12 Under the Act, the chief executive has authority to decide where to place children or young people in their custody – this could be with parents and guardians; a member of the child’s or young person’s family, whānau, hapū, iwi, or family group; a caregiver; or with an organisation. Concerns will first be addressed by working with the child or young person’s family, whānau, hapū, iwi and family group to determine whether that child or young person can remain in their care. *Paper Three* outlines my proposals to develop a more systematic approach to preventing children and young people from entering or re-entering state care.
- 13 In 2015, the final report of the Modernising Child, Youth and Family Expert Panel (the Expert Panel) highlighted the need for transformational change across the care system. It described the current system as not sufficiently child-centred, with children and young people experiencing repeat referrals, high levels of instability and, in some cases, further maltreatment and trauma.
- 14 In response to the findings of the Expert Panel and to underpin improvements to the care system, a number of changes to the Act were enacted and new regulations, the National Care Standards, were made. The National Care Standards are based on extensive engagement with care-experienced children and young people about what is important to them when they are in care.² Changes to the Act and the new regulations will come into force on 1 July 2019.
- 15 On 5 March 2018, when agreeing to the policy proposals for the National Care Standards, Cabinet noted my intention to report back to Cabinet in October 2018 on options for implementing the National Care Standards within the wider context of the care system and the new operating model, including on interim monitoring arrangements, ahead of Budget 2019 decisions [SWC-18-MIN-0010; CAB-19-MIN-0065 refer].
- 16 On 21 May 2018, Cabinet also noted that I would report back to the Cabinet Social Wellbeing Committee in 2018 on the future direction of Oranga Tamariki [SWC-18-MIN-0056; CAB-18-MIN-0226 refer].
- 17 This paper also responds to a Cabinet directive on 18 April 2017 for Oranga Tamariki to evaluate the trials funded within the Caregiver Support Package, and to report back to Cabinet on the results of the evaluations, whether the initiatives should continue, and any fiscal impacts, in time for decisions on out-year funding to be made in Budget 2018 and 2019 [CAB-17-MIN-0185.31 refers].

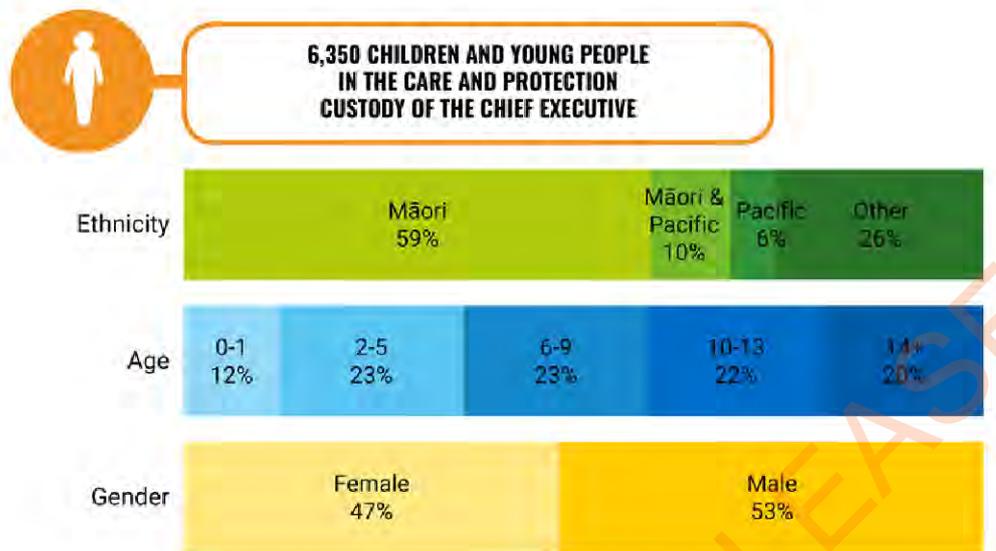
The care system provides for some of New Zealand’s most high needs and at risk children and young people

- 18 On 30 June 2018 there were 6,350 children and young people in the care or custody of the chief executive for care and protection reasons. For the 12 months to 30 June 2018, 1900 children and young people entered care and 1250 exited care. The percentage of Māori in the care system is higher than the percentage of Māori in the national population, making up

¹ Section 396 covers iwi, social, cultural or child and family support services (for example Open Home Foundation). While the majority of the care population are in the legal custody of the chief executive of Oranga Tamariki, there are also a small number of providers approved under section 396 who hold legal custody of children and young people. These organisations will be bound by the National Care Standards. Some children and young people who remain in the custody of the chief executive are also placed with section 396 providers.

² Four rounds of targeted stakeholder consultation were undertaken during the development and drafting of the National Care Standards. Stakeholders included care-experienced children and young people, caregivers, caregiver social workers, Oranga Tamariki frontline staff, iwi providers, non-government organisations, approved care providers, and government agencies.

69 percent of those in the care or custody of the chief executive. The diagram below outlines the demographics of care population. Appendix A provides more information about placement types.



- 19 The majority of children and young people referred to Oranga Tamariki come from families and whānau with high levels of disadvantage and long-term need. These children and young people may experience a combination of issues, including: the impacts of long-term unemployment, low income, unaddressed physical and mental health needs, parental alcohol and drug addictions, and family violence.³
- 20 Evidence shows that those who experience abuse, neglect and other adverse childhood events, and enter the care system, have a significantly higher likelihood of experiencing poor outcomes, such as low educational achievement, unemployment and/or involvement in the adult corrections system.⁴ In addition to this human cost, this represents a large fiscal cost for government.⁵

An overhaul of the care system is underway

Transformational changes have been made to the legislative and regulatory frameworks to underpin an ambitious shift in how the care system provides for children and young people

- 21 The National Care Standards and amendments to the Act have introduced new legislative requirements that will come into force on 1 July 2019. These legislative changes signal the new direction of the care system and provide a strong mandate for change.
- 22 The National Care Standards are intended to address the variability in the quality of care experienced by children and young people. The introduction of National Care Standards brings New Zealand in line with comparable overseas jurisdictions. Once implemented, they

³ Modernising Child, Youth and Family Expert Panel. (2015). [Expert Panel final report: Investing in New Zealand's children and their families](#). Wellington, New Zealand, Ministry of Social Development.

⁴ Analysis of children born in 1990/1991 shows that children who were placed in care were twice as likely to have failed to gain NCEA level two by age 21, six times more likely to have been on benefit for more than two years before age 21 than other children, 10 times more likely to have been in prison before age 21, three times more likely to have been on benefit for more than six months when aged 35, and six times more likely to have been in prison before age 36. From Crichton, S., Templeton, R., and Tumen, S. (2015). [Using integrated administrative data to understand children at risk of poor outcomes as young adults](#). Wellington, New Zealand, New Zealand Treasury.

⁵ For example, the average amount for former Child, Youth and Family spending for the 1990/1991 cohort was almost \$100,000 and the subsequent benefit and corrections expenditure to age 35 years was just over \$200,000 (Crichton et al., 2016).

will provide a level of transparency and accountability for the care provided by Oranga Tamariki that has not previously existed in New Zealand.

- 23 The National Care Standards place explicit obligations on the chief executive of Oranga Tamariki and organisations approved under section 396 that hold legal custody of a child or young person under the Act. They set out the actions or steps that must be taken to ensure children and young people receive an appropriate standard of care. Compliance with the National Care Standards must be monitored by a body independent of Oranga Tamariki.
- 24 The National Care Standards apply in the context of the Act. A number of changes have been made to the Act, including new principles which specify that children and young people in the care or custody of the chief executive should receive special protection and assistance designed to address their particular needs, and that the chief executive should support caregivers in order to enable the provision of this protection and assistance.
- 25 Further details on the requirements in the National Care Standards and key changes made to the Act are set out at Appendix B.

Service improvements are already underway to support this transformation

- 26 The legislative changes are just one part of the wider changes to transform the care system. Other service improvements have been underway since the establishment of Oranga Tamariki in April 2017. These include:
 - 28.1 a net gain of 150 new social workers between 1 April 2017 and 30 June 2018, as well as a number of new practitioner roles so social workers can spend more time working with children and young people
 - 28.2 a net gain of 220 new caregivers between April 2017 and June 2018⁶
 - 28.3 a new practice framework which sets out the overarching 'must do' practice for Oranga Tamariki frontline staff
 - 28.4 establishing a 24/7 support line where caregivers can connect directly to a social worker for advice and assistance
 - 28.5 establishing a Care Taskforce to create additional placement options for children and young people who are difficult to place, to reduce the number staying in motels or other inappropriate places
 - 28.6 trialling Kairaranga-a-whānau at a number of sites across the country. These specialised cultural roles have an emphasis on using tikanga Māori and Māori models of practice to engage effectively with Māori children and young people and their whānau⁷
 - 28.7 establishing a commissioning process to enable co-design of recruitment and support services through whānau care partnerships with whānau, hapū, iwi and kaupapa Māori providers
 - 28.8 a series of evidence-informed caregiver training pilots which are intended to up-skill caregivers in responding to the needs of children and young people who have experienced trauma

⁶ This figure excludes caregivers from non-government providers.

⁷ Budget 2019 implications associated with the kairaranga-a-whānau roles are covered in *Paper Two: Improving Outcomes for Māori*.

28.9 an 'Engaging all New Zealanders' social marketing and community engagement programme that encourages New Zealanders to support children and young people in care or on the edge of care, and their whānau/caregivers. During 2018/2019 there will be a focus on supporting caregiver recruitment.

27 While this reflects a significant amount of progress, there are still major improvements that need to be made to bring the system up to the level of quality required under legislative changes that come into force on 1 July 2019.

Investment from Budget 2019 is needed to ensure the system is able to provide for some of New Zealand's highest needs and at-risk children and young people

The changes required to the care system to comply with the National Care Standards are ambitious and the proposals to support this change will take time to build and embed

- 28 I expect Oranga Tamariki to build the system so that all children and young people in care, and their caregivers, receive a standard of care that fully delivers on the policy intent of the National Care Standards to provide high quality care. I intend to seek funding from Budget 2019 to resource the changes required to the care system over the next four years. A significant level of investment will be needed to ensure that Oranga Tamariki is able to meet the legislative obligations and achieve the outcomes we are seeking for children and young people in care.
- 29 The National Care Standards cover the spectrum of the care experience. They require a significant lift in the quality of care. This predominantly has an impact across core social worker practice. This means children and young people and their caregivers can expect high quality assessment of needs, plans, and visits. It also means more individualised support and services to address their assessed needs.
- 30 This transformation reflects a major shift in the way care is provided, and building a system that is responsive to the individual needs of children and young people, and their caregivers, families and whānau will take time. Given the scale of change, it is important to acknowledge that we will not be able to progress all the changes required to reform the care system at once.
- 31 There are risks associated with change occurring too rapidly; in particular many of the changes required will be dependent on market availability and readiness of partners and providers, not just Oranga Tamariki. The shift in the way care is provided also means that Oranga Tamariki needs to develop a more advanced understanding of the needs of children and young people and their caregivers to deliver the standard of care set out in the National Care Standards. This change process will need to be carefully managed to mitigate the risk of non-compliance with the National Care Standards.
- 32 The National Care Standards include transitional provisions which allow compliance to be phased for children and young people already in care, and caregivers who have already been approved.⁸ This means that within year 1, all children and young people in care must have assessments and plans consistent with the National Care Standards, and for caregivers, this must be within year 2. This will enable Oranga Tamariki to take a learn and grow approach: as the quality of assessment and planning increases in the first one to two years, Oranga Tamariki will develop a greater understanding of need and the support that will need to be designed or funded to meet these needs. This will take time and a lot of work. Internal and external monitoring of compliance with the National Care Standards will help to provide a picture of how this is progressing.

⁸ Schedule 1 of the National Care Standards.

33 The new intensive intervention service will also be critical to achieving the goal of preventing the need for care and better supporting children and young people to remain or return home from care (see *Paper Three*), and the transition service will ensure young people are supported to move to independence from care (see *Paper Six*).

34 When Cabinet agreed to the policy proposals for the National Care Standards, [REDACTED]

9(2)(g)(i) [REDACTED]. I noted the costs would be inextricably linked to the costs associated with developing the new Oranga Tamariki operating model and definitive costs would not be known until more implementation planning had been completed in the context of the new operating model. Cabinet noted I would report back following further work to understand the costs of implementing the National Care Standards and other improvements to the wider care system.

35 Oranga Tamariki is currently working to understand the cost implications of the new legislative obligations and the direction of the new operating model. Officials have developed indicative costs for the care function, which will be further refined for Budget 2019. I also expect that as the National Care Standards are implemented and progress is evaluated, we will learn more about the future ongoing costs and potential efficiencies.

Investment in four key areas will support the care system to work towards clear improvements in outcomes for children and young people in care

36 The diagram below sets out the service objectives and the key investment areas to achieve the objectives. The objectives are based on the legislative requirements, analysis of the current system and the voices of key stakeholders, including children and young people and their caregivers.

**SERVICE OBJECTIVES:
HOW WE WILL KNOW
WE ARE MAKING
A DIFFERENCE**



**INVESTMENT AREAS:
HOW WE WILL GET
THERE**



37 Building a care system that is able to deliver on the standard of care described in the National Care Standards will require investment across the four key investment areas.

- 38 The lift in the quality of care required under the National Care Standards means that from 1 July 2019, more time will be required of frontline social workers to undertake tasks in accordance with the National Care Standards. This is being considered in the context of the wider changes taking place to the Oranga Tamariki operating model, in particular, the establishment of the new intensive intervention and transition support services, both of which will require additional capacity from these frontline workers.
- 39 I intend to seek pre-commitment funding from Budget 2019 to support Oranga Tamariki to prepare for 1 July 2019 when these and other new legislative obligations come into force. I intend to report back to Cabinet later this year with details of the investment required. I expect that costs will primarily relate to developing additional frontline capacity and starting to grow the capability of existing staff.

This transformation will ensure responsiveness to the needs of Māori children and young people and their whānau

- 40 The improvements I am proposing to the care system will work to improve outcomes for Māori, including through meeting obligations under new section 7AA of the Act. The care function will support four of the five mana tamaiti objectives that are set out in *Paper Two*.⁹
- 41 In line with the broader direction to implement section 7AA, Oranga Tamariki is currently working with iwi and Māori organisations to improve the delivery of care services, for example through whānau care partnerships (this is discussed in more detail in the section below on caregivers). As the care system builds towards an optimum state in line with the National Care Standards, I expect Oranga Tamariki to continue to identify opportunities to partner with iwi and Māori organisations to improve outcomes for Māori children and young people and their whānau.

Building a care system that can deliver the standard of care described in the National Care Standards will require investment across four key areas

- 42 I have considered proposals that will achieve the service objectives for the care system across the key areas of investment over the next four years.

Workforce: building frontline workforce capacity and capability to provide for quality care and support

- 43 Social work and social workers are relied on as the primary means of service delivery at Oranga Tamariki, as well as by non-government providers. Every child and young person in care is assigned a social worker, who is responsible for assessment, planning, plan reviews and visiting the child or young person regularly. Every caregiver also has their own social worker to meet their support needs, as well as to meet the needs of the child or young person in their care. Social work practice informs the basis of all decision-making in relation to children and young people in care.
- 44 The National Care Standards set out new requirements for children and young people, and also their caregivers, around the provision of high quality assessments, planning and reviews and regular visits based on their individual needs.¹⁰ Changes to the Act strengthen requirements to encourage and assist children and young people to participate in decisions

⁹ These are: ensure the participation of Māori children and young people, whānau, hapū and iwi in decisions affecting them at the earliest opportunity; preference placements for Māori children and young people (including siblings) with members of their whānau, hapū and iwi ensuring support and assistance is provided to meet their needs; support Māori children and young people in the custody of the chief executive to establish, maintain or strengthen their sense of belonging through cultural identity and connections to whānau, hapū and iwi; and support, strengthen and assist Māori children and young people and their whānau to prepare for their return home.

¹⁰ Parts 1, 3, and 4 of the National Care Standards.

that affect them.¹¹ Delivering the level of service described in the National Care Standards and other legislative changes will require more capacity and capability from frontline workers.

45 Currently, frontline social work caseloads are too high. High caseloads make it difficult for social workers to deliver consistent high quality practice. Oranga Tamariki estimates that current caseload ratios are approximately 1:25 for care and protection social workers and 1:35 for caregiver social workers.

46 Ensuring that there is consistent high quality social worker practice is a key part of implementing the National Care Standards. I am proposing a shift towards an evidence-based model for working towards optimum caseloads for social workers.

9(2)(g)(i)

In practice, I expect that there will be opportunities to tailor the caseloads of individual social workers based on the particular needs of the children and young people they are supporting and their level of professional experience.

47 The skills required of those working with children and young people in the care vary across multiple professional disciplines – for example social work, psychology, psychiatry, general and specialised medicine, education and youth work.¹² However, there is variability in the capability and training of frontline professionals working with children and young people across the country.

48 In respect of Oranga Tamariki, I am aware that there is currently evidence of high quality practice from capable social workers. I consider that increasing the capacity of social workers by reducing their caseloads will remove a barrier to achieving consistently high quality practice nationally. However, there are areas where there are gaps in the professional skills required to understand and respond to the diverse and complex needs of children and young people in care, including their cultural needs. I expect social worker practice to reflect a model of best practice, which takes into account a number of considerations including being able to respond effectively to the multiple and complex needs children and young people who enter care often present with, such as relating to family violence and trauma. I intend to seek funding to support frontline staff to build their capability and confidence to meet the requirements in the National Care Standards.

49 Family Group Conferences (FGCs) will be a key lever for involving the family and whānau of children and young people in care in the ongoing review of their plans and making important decisions together. Implementing the National Care Standards will lead to a better overall understanding of the needs of children and young people in care. This along with other changes to the operating model, are likely to have a flow on effect of increasing the number of FGCs or FGC Plan reviews. I am proposing to seek additional funding to enable additional FGC Co-ordinators to be available. This investment will help ensure that plans remain relevant and meaningful, and that they are being implemented as intended to respond to the needs of children and young people.

50 Kairaranga-a-whānau will be a key part of discharging the obligation under the National Care Standards to address children and young people's need to maintain connections with their family, whānau, hapū, iwi and family group. I am proposing to expand Kairaranga-a-whānau roles. This proposal is set out in *Paper Two*, which focuses on ensuring that the Ministry is set up to meet its obligations under section 7AA of the Act from 1 July 2019.

51 I recognise that increasing capacity and capability of the workforce are challenges faced not only by the care system, but across the operating model. Some of the immediate measures

¹¹ Section 11 of the Act.

¹² Expert Panel. (2015). *Final report*, p. 13.

being put in place to increase the capacity and capability of the workforce across the operating model are set out in *Paper One*.

52 There will also be an associated property cost to upgrade site offices to accommodate increases in frontline staff and to ensure site offices are safe and welcoming environments for children and young people. These costs will be included in this Budget initiative.

53 I am proposing that investment covers the following areas:

INVESTMENT PROPOSALS			
WORKFORCE	SERVICES	CARERS	PLACEMENTS
Increased investment in capacity and capability of frontline social workers and support staff to carry out assessments, planning, and visits; review the needs of children and young people and their caregivers; and recruit and organise training and support for caregivers			
More Family Group Conference Co-ordinators available to work with families and whānau to make decisions about the best way to care for children and young people			
Fit-out and expansion of frontline sites to ensure they are safe and secure environments, to meet expected staff growth and support a new way of working			

Services: delivering high quality services and support for children and young people that address their individual needs

54 I want all children and young people in care to have a positive childhood. Being in care should not mean that they miss out on having the same experiences as other children and young people.

55 There has been insufficient attention given to identifying and addressing the full range of needs of children and young people in care, including their emotional needs and being able to participate in play and recreation activities like other children and young people. Young people have reported that they did not receive the support they needed to address the impact of earlier traumatic experiences.¹³ They emphasised the importance of maintaining connections with family and whānau and maintaining cultural connections to help build their sense of identity and wellbeing; but noted that this was not well recognised or supported.¹⁴

56 The Act includes new principles that require special protection and assistance to be provided to children and young people in care that address their particular needs.¹⁵ I expect assessment and planning under the National Care Standards to take a holistic approach to identifying the support required to meet children and young people's full range of needs.¹⁶ This will include support to address their identity and cultural needs, safety needs, behavioural needs, play, recreation and community needs, emotional needs, education needs, health needs, and any needs relating to disability.¹⁷ The National Care Standards also clarify that children and young people have the right to personal belongings, such as clothing, a suitable bag and bedding.¹⁸

57 I am proposing to seek additional investment to support Oranga Tamariki to access the services and support that children and young people may require as a result of their plans. I

¹³ Expert Panel. (2015). *Final report*, p. 52.

¹⁴ Expert Panel. (2015). *Final report*, p. 54.

¹⁵ New section 13(2)(j) of the Act. This includes needs for physical and health care, emotional care, identity needs, material needs relating to education, recreation, and general living; the preservation of child's or young person's connection with their siblings, family, whānau, hapū, iwi and family group as well as wider contacts; respecting and honouring the importance of the child's or young person's whakapapa and whanaungatanga; support to achieve their aspirations and developmental potential.

¹⁶ Part 2 of the National Care Standards.

¹⁷ Regulation 10 of the National Care Standards.

¹⁸ Regulation 33 of the National Care Standards.

recognise that delivering the level of service required under the National Care Standards will require a greater understanding of the readiness of the market. This will be worked through as part of the partnership strategy, set out in *Paper One*.

- 58 Oranga Tamariki does not have a national picture of the needs of the care population, making it difficult to articulate the cost implications of moving towards a needs-based system. This picture will develop over time as the National Care Standards are implemented. Collecting reportable data regarding Māori children and young people to improve outcomes and reduce disparities for Māori children and young people and their whānau will help to further build this picture and will support implementation of new section 7AA of the Act.



- 59 Within the care population, there is a small cohort of children and young people in 'Return Home/Remain Home' placements (approximately 800).¹⁹ This allows Oranga Tamariki to actively work with the families and whānau of those children and young people to ensure that they are supported to provide safe, stable and loving homes. It helps to mitigate the risk of future return to an out of home placement. I propose that the families and whānau of children and young people in Return Home/Remain Home placements should receive dedicated and intensive family and whānau support, based on the same model I have proposed in *Paper Three: Intensive Intervention*. This model will facilitate support for the needs of these families and whānau; including needs such as family harm, including violence and offending, and mental health. The costs associated with providing this support will be included as in the Budget initiative for care.

- 60 I am proposing that investment covers the following areas:

INVESTMENT PROPOSALS			
WORKFORCE	SERVICES	CAREGIVERS	PLACEMENTS
	Additional funding for support to enable access to services and supports to meet the needs of children and young people		
	Design and deliver intensive intervention service for families of cohort of children and young people in care on Return Home/Remain Home placements		

Caregivers: finding and retaining high quality caregivers and ensuring they are provided with the right support and training

- 61 Caregivers play a vital role in ensuring children and young people are well cared for and safe. On 31 March 2018 there were approximately 2,300 approved family and whānau caregivers, and 1,460 approved non-family and non-whānau caregivers.
- 62 I want to ensure that when a child or young person enters care, Oranga Tamariki is ready to provide them with a safe, stable and loving home, ideally in their family, whānau, hapū, iwi or family group, and if this is not possible, in the wider community.
- 63 Currently, Oranga Tamariki does not have sufficient caregivers, especially ones who are able to meet the cultural and identity needs particularly of Māori children and young people, or who are willing and able to care for sibling groups, older children and young people, or those with the most complex needs. Recruitment efforts need to be scaled up and build on

¹⁹ Return Home and Remain Home placements are placements where the child or young person is in the care or custody of the chief executive, but a decision has been made that they remain at home with their families and whānau, or return home after a period of time in out of home care.

improvements that have already been made to systems and processes for assessing and approving caregivers.²⁰

- 64 Consultation on the National Care Standards identified training and support for caregivers as another critical area for improvement. This is consistent with the Expert Panel's finding that caregivers did not fully understand what was expected of them, and lacked the capability, training and support (including financial) needed to help them address the often complex needs of the children and young people they care for. Whānau caregivers emphasised that they needed the same level of support and training that was provided to non-whānau caregivers.²¹
- 65 The National Care Standards provide clarity about how caregivers can expect to be supported when they have a child or young person in their care.²² Under new principles in the Act, the chief executive should support caregivers in order to enable the provision of special protection and assistance that address the child or young person's particular needs.²³ An increase in funding to meet these expectations is included in this Budget initiative, and will apply to all caregivers looking after a child or young person in care, whether they are supported directly by Oranga Tamariki or by non-government care providers.
- 66 At this stage I am not proposing an increase in the financial support provided to caregivers. As this is a complex area, funding has instead been included to undertake further work on financial support. Any decisions will be considered by the government following further advice from Oranga Tamariki, in consultation with key agencies including the Ministry of Social Development (MSD) and Inland Revenue.
- 67 As previously outlined, a number of new service delivery approaches are being trialled including whānau care partnerships (a new way of supporting whānau caregivers and Māori children and young people), and six evidence-informed training pilots. These trials have time-limited funding which ends in June 2019. Evaluation of Mokopuna Ora, an example of a whānau care partnership, has been completed and is showing positive results. Evaluation of the evidence-informed training pilots will take from October 2018 to June 2019. A summary of the early evaluation results is attached at Appendix C. The investment proposals below include the continuation of these new service delivery approaches.
- 68 The investment proposals also include ongoing funding for commissioning and managing new service delivery models, and exploring the 'Mockingbird' model for caregiver support.²⁴
- 69 There is currently no national picture of the range of needs of caregivers, which inhibits the ability of Oranga Tamariki to plan for future requirements. Oranga Tamariki will be carrying out a caregiver survey, which will provide a snapshot of quantitative and qualitative information to help establish a baseline for understanding the range of needs of caregivers. This survey will also help to build a more effective caregiver support system and measure and monitor the impacts of the transformation programme on caregivers. To further build this picture, an investment proposal has been included to develop information systems.

²⁰ A new provision in the Act will come into force on 1 July 2019 that allows a young person who has been in care to be supported to live with a caregiver from age 18 to 21. The care Budget package will cover the costs of recruitment of caregivers needed to offset displacement in the care system caregiver pool. The transition support Budget package will cover the cost of recruiting new caregivers for these support arrangements.

²¹ Expert Panel. (2015). *Final Report*, p. 53.

²² Part 3 of the National Care Standards.

²³ New section 13(2)(k) of the Act.

²⁴ The Mockingbird Family Model originates from the United States and has since expanded to the United Kingdom, where early evaluation results have been positive. The model is based on the notion of the extended family where members are available to provide day to day help and support for each other. The model centres on clusters of six to ten fostering households, or 'satellite' homes, grouped into a 'constellation.' The constellation is supported by a 'hub' home inhabited by an experienced foster carer who provides a range of support such as: planned and emergency respite care, including daytime care, sleepovers and short breaks; advice; training and support.

70 I am proposing that investment covers the following areas to build on existing services:

INVESTMENT PROPOSALS			
WORKFORCE	SERVICES	CAREGIVERS	PLACEMENTS
		Scale up recruitment of caregivers, with a focus on whānau caregivers for Māori children and young people [REDACTED] 9(2)(g)(i)	
		Increase per-caregiver funding for provision of individualised support (including training and development, advice and assistance and peer support)	
		Further work on financial assistance for caregivers	
		Increase funding to non-government care providers to enable an increase in capability and capacity to meet the National Care Standards	
		Commission and manage new service delivery models and approaches, including: <ul style="list-style-type: none"> Whānau care partnerships with iwi and kaupapa Māori organisations, and with Pacific partners [REDACTED] 9(2)(g)(i) Improved caregiver training programmes, including trauma training 	
		Enhance the caregiver information system to enable effective management of caregiver recruitment and support	

Placements: building capacity to provide for very high needs children and young people

- 71 The needs of children and young people in care are generally higher and more complex than those of children and young people in the wider population. Within the care population there is a small group of children and young people who present with higher and more complex needs, including chronic behaviour, conduct and/or mental health issues. They also often have experienced cumulative trauma and pose a high risk to themselves or others (usually with repeated high risk incidents). Generally these children or young people have experienced multiple placement breakdowns (10 or more), including with 'professional' or salaried caregivers, and are not engaged in education.
- 72 Current demand for residential placements exceeds available placements. The continued use of institutional residential care is not considered to be in the long-term best interests of children and young people in need of care.²⁵ Oranga Tamariki will be developing a range of more suitable placements to meet the needs of this cohort of children and young people.
- 73 These children and young people need to be in managed care homes that are staffed by professionals and provide a highly intensive therapeutic environment and model of care. I am proposing to build additional capacity through community-based specialist homes, to form part of the suite of placement options for high needs children and young people over the longer term. In the short term, this additional capacity will provide a greater ability to provide more options for children and young people who are currently in inappropriate placements for too long (for example, larger institutional residences).
- 74 Using time-limited funding, Oranga Tamariki established a Care Taskforce to create additional placement options that are reflective of the needs and characteristics of children and young people who are particularly difficult to place. These placement options are intended to reduce the number of children and young people staying in motels or other inappropriate places. I consider there is still a need for these types of placements, and ongoing investment in placement arrangements established under the Care Taskforce has been included in the investment proposals outlined below. I expect that the level of

²⁵ Expert Panel (2015). [Expert Panel interim report: Modernising Child, Youth and Family](#). Wellington, New Zealand: Ministry of Social Development, p. 15.

investment required for these kinds of placements should taper off over time, as Oranga Tamariki embeds the new operating model.

- 75 To begin this process, I am proposing that investment covers the following areas:

INVESTMENT PROPOSALS			
WELLFOODE	SERVICES	CAREGIVERS	PLACEMENTS
			Develop additional therapeutic placement options through more specialist homes
			Maintain short-term crisis transition care placements
			Maintain long-term options for children and young people with high needs

Impacts and benefits

- 76 In undertaking this work to implement the National Care Standards and make significant improvements to the quality of care, we would expect to see the following four key shifts: more children and young people in care have their full range of needs met, children and young people in care are better supported to remain or return home successfully, caregivers are better supported to provide children and young people in their care with safe, stable and loving homes, and more appropriate care arrangements are available for children and young people in care, including children and young people with the highest needs.
- 77 Achieving these shifts is expected to lead to significant improvements in life outcomes for children and young people in care, and narrow the gap in wellbeing between them and other children and young people. This is expected to be most significant in the areas of increased educational attainment and employment, reduced offending, and improved physical and mental health.
- 78 This work will also contribute to the wider shifts we are expecting to see across the operating model, namely that there are reduced disparities in outcomes for Māori children and young people and their whānau, and that children and young people feel more listened to and better understood.
- 79 Oranga Tamariki will model the benefits realisation in relation to the Children’s Wellbeing Model as part of the Budget process.

Implementation approach

- 80 As Oranga Tamariki refines the investment proposals, consideration will be given to how each initiative can be phased in over time and what the options might be for the speed and scale of implementation. For example, Oranga Tamariki will need to identify how to progressively increase frontline capacity to reduce social worker caseloads in a way that is feasible to implement, given the current demand for social workers.
- 81 In some areas, the balance of care and services delivered by Oranga Tamariki or iwi and non-government partners is expected to change over time, but the pace of this change is uncertain. For example, the speed of the shift to a whānau care partnership approach for recruiting and supporting caregivers will be reliant on the readiness of both iwi and Oranga Tamariki, and the time it will take to co-design partnerships and services that are responsive to the needs and aspirations of Māori.
- 82 Achieving changes in the care system, in particular raising the quality of care provided to children and young people, will require Oranga Tamariki to work closely with other agencies

that also have a role in providing services and support to this population of children and young people. Consistent delivery of high quality assessment and plans will lead to a better understanding of the overall needs of this population, which is likely to result in better identification of unmet health and education needs. In turn, Oranga Tamariki officials expect that it is likely that increased access to services will be required in order to deliver meaningful responses to plans. Oranga Tamariki will work with key agencies during the Budget 2019 process to ensure a joined-up approach to addressing these needs.

- 83 The Child and Youth Wellbeing Strategy and the Oranga Tamariki Action Plan will also be important mechanisms to ensure we are able to meet the needs of the care population.

Evaluation, monitoring and continuous improvement

- 84 As part of the investment package I intend to include a suite of evaluation, research, analysis and monitoring activities which will be bespoke to the care function of the operating model.
- 85 Oranga Tamariki will be required to have systems in place for continuous improvement and self-monitoring and must report to the Minister and the independent monitor on the results of this self-monitoring.²⁶
- 86 The Act requires that I regularly review the regulations.²⁷ It also requires that I appoint an independent body or agency to monitor compliance with the National Care Standards.²⁸ The National Care Standards set some minimum requirements for the independent monitor, including that it must encourage Oranga Tamariki to work towards continuous improvement,²⁹ and that it provide a report to the Minister every three years which makes an overall assessment of the state of care provided under the Act and the National Care Standards.³⁰
- 87 I have agreed that MSD, rather than Oranga Tamariki, will advise me on this appointment and on any funding required. This will mitigate any perceived conflicts of interest, and aligns with the *review of independent oversight of the Oranga Tamariki system and children's issues* that MSD is leading in partnership with the State Services Commission. I want to ensure that internal and external monitoring arrangements for the National Care Standards together provide a high level of quality assurance. I will appoint an interim independent monitor so that this work can commence in the second half of 2019. The first task of the independent monitor will be to establish an assessment framework for how compliance will be assessed. Oranga Tamariki will work alongside the independent monitor to ensure this assessment framework is aligned with its own systems for continuous improvement and self-monitoring.
- 88 I expect these regular reviews, as well as monitoring and evaluation of the National Care Standards, will provide insight into how well the National Care Standards are operating over time and whether any changes are required to ensure they are supporting the outcomes we are seeking for children and young people in care.
- 89 Further details on the evaluation, monitoring and continuous improvement approach are set out in *Paper One*.

²⁶ Regulations 86 and 87 of the National Care Standards.

²⁷ New section 447(2)(c) of the Act.

²⁸ New section 447A of the Act.

²⁹ Regulation 80(c) of the National Care Standards.

³⁰ Regulation 81(1) of the National Care Standards.

Consultation

- 90 This paper was prepared by Oranga Tamariki. The following agencies were consulted in the preparation of this paper: the Ministries of Health, Education, Justice, Social Development, and Youth Development; the Ministry of Business, Innovation and Employment; the Ministry of Housing and Urban Development; the Ministry for Pacific Peoples; the Ministry for Women; Te Puni Kōkiri; the Department of Corrections; the New Zealand Police; the Office of Disability Issues; the Accident Compensation Corporation; Inland Revenue; the Joint Venture Family Violence and Sexual Violence; the Tertiary Education Commission; the State Services Commission; the Treasury; the Policy Advisory Group, Child Wellbeing Unit and the Child Poverty Unit at the Department of the Prime Minister and Cabinet; and the Office of the Children's Commissioner.

Financial implications

- 91 The table below sets out the indicative costs for the care package over the next four years:

9(2)(g)(i)

- 92 On the basis of Cabinet agreement to the direction of this Budget package, officials will refine these costs to inform Budget 2019 initiatives. Options for scaling and phasing of the proposals will be considered as part of this process, to support future Budget decisions by Ministers.
- 93 The lift in the quality of care required under the National Care Standards means that, from 1 July 2019, more time will be required of frontline social workers to undertake tasks required under the National Care Standards. This should be considered in the context of the wider changes taking place, such as the establishment of the new transition support and intensive intervention services, both of which will require additional capacity from these frontline workers.
- 94 As noted earlier, funding will be required in the current financial year to support Oranga Tamariki to prepare for legislative changes that come into force on 1 July 2019. I intend to report back to Cabinet later this year with details of the investment required. I expect that costs will primarily relate to developing additional frontline capacity.

Legislative implications

- 95 New legislation is not required to implement the proposals in this paper.

Impact analysis

- 96 A Regulatory Impact Assessment was prepared by Oranga Tamariki for the National Care Standards in accordance with the necessary requirements. It was submitted at the time that Cabinet approval was sought for the policy decisions relating to the National Care Standards [SWC-18-MIN-0010; CAB-19-MIN-0065 refer].

Human rights

- 97 The proposals in this paper are consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993. The proposals will increase New Zealand's alignment with the United Nations Convention on the Rights of the Child (UNCROC), particularly Article 20, which provides that children should be entitled to special protection and assistance by the State where they are temporarily or permanently deprived of their family environment.³¹ These proposals also align with New Zealand's statement of support for the United Nations Declaration on the Rights of Indigenous Peoples.

Gender implications

- 98 The proposals in this paper are intended to lead to higher quality care and contribute to improved outcomes for children and young people in the care or custody of the chief executive. Boys and young men are expected to benefit from the proposals as they are slightly over-represented in care. Women are more likely than men to be the primary caregivers for children and young people. Therefore, the proposals which aim to provide caregivers with greater support and assistance will benefit women and their families and whānau.

Disability perspective

- 99 International research indicates that abuse and disability often coexist in the lives of children and young people. Children and young people who are abused are at a higher risk of developing a disability, and children with a disability are at a higher risk of being abused and neglected. There is an over-representation of disability needs in the care population.
- 100 The proposals in this paper apply to all children and young people in care, including those with disabilities. Improving the quality of assessment and planning and providing funding to meet their assessed needs will help to deliver better outcomes for children and young people with disabilities. New legislative changes which require supported decision-making will help identify the types of assistance needed to help disabled children and young people engage with processes and decisions that affect them.

Publicity

- 101 Any announcements relating to final Budget 2019 decisions for Vote Oranga Tamariki will be made following Budget release day in May 2019. Any announcements will be co-ordinated with the Office of the Minister for Children.

Proactive release

- 102 Consistent with section 9(2)(f)(iv) of the Official Information Act 1982, the content in this paper is under active consideration until final decisions relating to Budget 2019 have been made. Proactive release of this paper will be considered closer to Budget release day in May 2019.

³¹ Other Articles that the proposals will increase alignment with include Articles 3.3, 8, 12, 13, 19.2, 23, 24, 25, 28, 31 and 39.

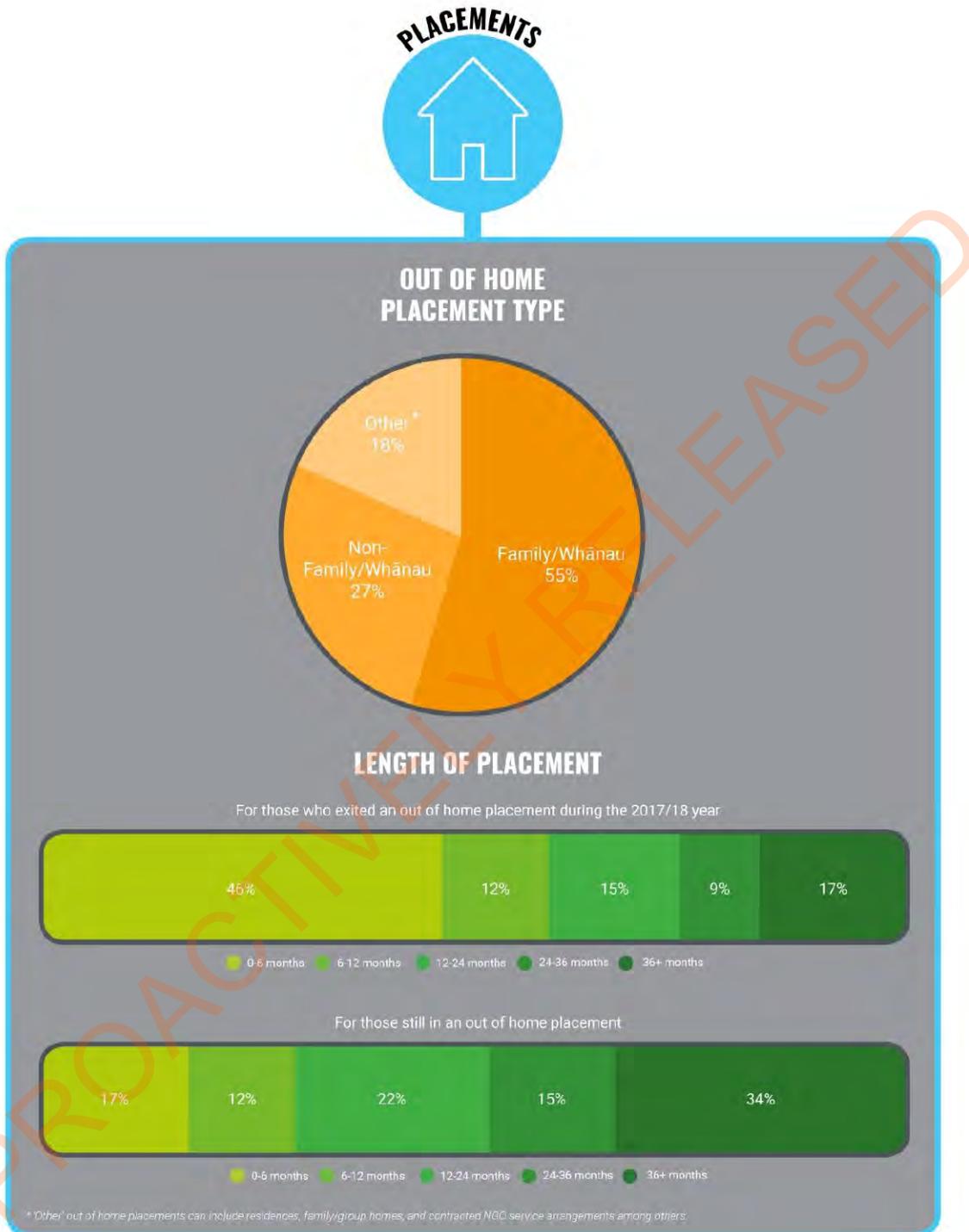
Recommendations

- 103 The Minister for Children recommends that the Committee:
- 1 **note** that children and young people who have contact with the care system have a disproportionately high likelihood of experiencing worse outcomes compared to the general population, and this often continues into adulthood
 - 2 **note** that the new Oranga Tamariki (National Care Standards and Related Matters) Regulations 2018 and other changes to the Oranga Tamariki Act 1989, which come into force on 1 July 2019, underpin a fundamental shift in how the care system provides for children and young people in care
 - 3 **note** that the legislative changes are intended to address the variability in the quality of care provided to children and young people and the variability of support provided to caregivers, as well as to set clear expectations and accountability mechanisms to support the provision of quality care
 - 4 **note** that the changes to transform the care system in line with new legislative obligations are ambitious and will take time to build and embed
 - 5 **agree** that to transform the care system in line with new legislative obligations, investment will be required across the following areas:
 - 6.1 workforce – building frontline workforce capacity and capability to provide quality care and support
 - 6.2 services – delivering high quality services and support for children and young people that address their individual needs
 - 6.3 caregivers – finding and retaining high quality caregivers and ensuring they are provided with the right support and training
 - 6.4 placements – building capacity to provide for very high needs children and young people
 - 6 **invite** the Minister for Children to submit a detailed bid for Budget 2019 that reflects the direction agreed in recommendation 5 above
 - 7 **note** that choices about phasing and scaling across the investment proposals for the care system will be considered as part of the Budget 2019 process
 - 8 **note** that the Minister for Children will report back to Cabinet later this year seeking pre-commitment funding from Budget 2019 to support preparatory changes for 1 July 2019 when the new legislative obligations come into force.

Authorised for lodgement

Hon Tracey Martin
Minister for Children

Appendix A: further data on children and young people in care



Appendix B: overview of key changes made to the legislative and regulatory framework for care

The National Care Standards were made under section 447(1)(fa) of the Oranga Tamariki Act 1989, and will come into force on 1 July 2019.

The National Care Standards set out the actions and steps that must be taken to ensure children and young people receive an appropriate standard of care that is consistent with the principles of the Act. These steps and actions cover the spectrum of the care experience for children and young people and also set out the support that caregivers can expect when they have a child or young person in their care. They cover:

1

Assessment, planning and monitoring to support children and young people in care

Part 1 covers requirements to underpin good decision-making. It requires that a needs assessment be undertaken and a plan for the child or young person be developed, maintained and reviewed. It also requires regular visits to monitor the child or young person's ongoing well-being, as well as regular contact with important people involved in the child's life.

2

Support to address children and young people's needs

Part 2 introduces requirements for support (including financial assistance and specialist support) to meet needs. This includes establishing, maintaining and strengthening connections with whānau; culture, belonging and identity; play, recreation, and community, health, education and training, and any other needs.

3

Caregiver and care placement assessment and support

Part 3 sets standards for the assessment and support caregivers must receive, to ensure children and young people are cared for by people (including their whānau) who can meet their needs and provide a safe, stable and loving home, including in urgent placement situations.

4

Supporting children and young people to express their views and contribute to their care experience

Part 4 sets out key actions to ensure that children and young people can understand and are heard in their care experience, including by ensuring that a record of important events, achievements and relationships in the child or young person's life are collected and recorded, and by providing and explaining key information, for example, about making complaints.

5

Supporting children and young people during care transitions

When a child or young person shifts placement, returns home, ages out of care or otherwise ceases to be in the custody of the chief executive, Part 5 sets requirements to ensure that transitions are carefully managed to minimise disruption and support positive transitions.

6

Monitoring and reporting on compliance with the National Care Standards

Part 6 includes some minimum requirements for the independent monitoring body appointed to monitor and report on compliance with the regulations, and sets some requirements for the chief executive and other organisations with custody of children and young people to have internal systems in place for self-monitoring compliance.

The National Care Standards will apply in the context of the Oranga Tamariki Act 1989. A number of amendments have been made to the Act which will underpin the care system. These include:³²

New section 4(1)(g)	A new purpose which recognises mana tamaiti (tamariki), whakapapa, and the practice of whanaungatanga for children and young people who come to the attention of Oranga Tamariki
New section 4A	Amended principle which places the wellbeing and interests of the child as the first and paramount consideration
Changes to section 5	New principles that place the wellbeing of the child or young person at the centre of decision-making that affects the child or young person
New section 5(1)(a) and changes to section 11	Strengthened obligations on decision-makers under the Act to encourage and support children and young people to participate in decisions that affect them
New section 7(2)(bac)	A duty on the chief executive to comply with the regulations setting out National Care Standards
New section 7(2)(bag)	A new duty on the chief executive to publish information in an accessible manner for children and young people (and their parents, whānau, families and caregivers) summarising the rights of children in care and custody and the standard of care they can expect from Oranga Tamariki under the Act, or regulations made under the Act
New section 7(2)(bad)	A new duty on the chief executive to establish mechanisms to respond to complaints in a way that is timely, fair and child-centred, and that the information gained from complaints is used to improve services
New section 7AA	A new duty on the chief executive to recognise and provide a practical commitment to the Treaty of Waitangi (te Tiriti o Waitangi)
New sections 13(2)(j) and (k)	New principles which specify that children and young people in the care or custody of the chief executive should receive special protection and assistance designed to address their particular needs. If a child or young person is placed with a caregiver under section 362, the chief executive should support the caregiver in order to enable the provision of this protection and assistance
New section 447(1)(fa)	A new regulation-making power that enables the Governor-General to make regulations setting out National Care Standards
New section 447(2)	Requirements on the Minister to: recommend the making of National Care Standards within 12 months of the provision coming into force, not recommend the revocation of these regulations without recommending new ones be made, and regularly review these regulations
New section 447A	A requirement on the Minister to appoint an agency independent of Oranga Tamariki to monitor and report on compliance with the regulations made under section 447(1)(fa)

³² These amendments were passed in the Children, Young Persons, and Their Families (Oranga Tamariki) Legislation Act 2017, which amends the Oranga Tamariki Act 1989.

Appendix C: progress update on evaluation of the caregiver support package trials

Background

There are two types of trials underway in the caregiver space:

- evidence-informed caregiver trauma training pilots
- whānau care partnership model – of which Mokopuna Ora is an evaluated example.

Evidence informed caregiver trauma training pilots

What is underway?

There are six evidence-informed caregiver trauma training pilots underway in Auckland, Bay of Plenty, Waikato, Taupo, Hawkes Bay and Wellington.

The pilot providers (Kōkiri Marae Keriana Olsen Trust, Te Korowai Roopu Tautoko Incorporated, Presbyterian Support East Coast, Te Korowai Aroha O Aotearoa Incorporated, Shea Pita & Associates Limited and Immerse Charitable Trust) are quite distinctive in their training and development approaches and backgrounds. Some providers have a clinical and/or kaupapa Māori focus, whilst others also have long histories of specialised community and iwi service provision.

The training pilots aim to increase the capability of caregiving whānau in order to build better attachment between children and young people and caregiving whānau, achieve placement stabilisation, and improve outcomes for children and young people who have experienced trauma.

Whilst each provider has a unique approach to training delivery, Oranga Tamariki sought to incorporate some collective caregiver training and development design aspects across all pilots including:

- building caregiver knowledge, confidence, capability, and resilience
- addressing various challenging child behaviours
- addressing the effects of trauma on attachment
- supporting the development of healthy child attachment and relationships
- culturally appropriate and responsive to the needs of children and caregivers
- evidence-informed and has a holistic approach
- caregiver peer support forums.

What stage are they at?

To date, 137 caregivers have completed or are enrolled in/undertaking the training. It is anticipated that 300 caregivers will complete the training by June 2019.

Summary of the evaluation approach

Evaluation of the evidence-informed caregiver trauma training pilots is planned from October 2018 through to June 2019. The evaluation will assess: implementation, early outcomes of the training courses, identification of key course components, focus on changes in caregiver confidence and capability, the relationship between caregivers and children and young people in their care, and any changes to children and young people's behaviour.

The evaluation will inform the development of the caregiver trauma training model, which will be scaled nationally for all caregivers who have children that experience trauma and who have had multiple placement breakdowns.

Early results / findings including participant views

As the evaluation of the evidence-informed caregiver trauma training pilot is beginning in October 2018, it is too early for any evaluation findings. Anecdotal feedback suggests positive views from course participants.

Mokopuna Ora model and pilot

What is underway?

The Mokopuna Ora model is a partnership between Waikato-Tainui and Oranga Tamariki, driven by the belief that a collaborative approach is best placed to achieve the following outcomes:

- educate and support whānau to ensure children and young people remain in whānau care
- ensure that children and young people who are in Oranga Tamariki custody are placed back with whānau.

The model's key focus is on intensive intervention and support for caregiving whānau within the Waikato-Tainui rohe. The model also includes recruitment, assessment, training and approval of caregivers for Waikato-Tainui children and young people in care.

What stage is it at?

The Mokopuna Ora model has been running in two Oranga Tamariki pilot sites in Waikato East and Waikato West since 2015, and was rolled out to a third site for a 12 month trial in Papakura, South Auckland on 25 July 2017.

The four focus areas for Mokopuna Ora are: prevention, intervention, recruitment, and cultural connectedness.

Further work is underway between Waikato-Tainui and Oranga Tamariki to include identifying the next steps for the Mokopuna Ora model.

Summary of the evaluation approach

Evaluation of the Mokopuna Ora model, based on the three pilot sites, took place in June 2018. The evaluation covered three questions:

- how well are the Mokopuna Ora processes working and what are the critical success factors?
- how well is the partnership between Waikato-Tainui and Oranga Tamariki working and what might be improved?
- what are the early impacts of Mokopuna Ora and how do we know?

Early results/findings including participant views

Positive results for the Mokopuna Ora model include that the model:

- prevented children and young people coming into the care of Oranga Tamariki (between June 2017 and January 2018 they worked with 139 families, and of these, 253 children and young people and 85 sibling groups were prevented from coming into the care of Oranga Tamariki)
- increased the number of whānau caregivers identified through whakapapa research and Iwi Support Advisor identification (between June 2017 and January 2018, 27 individuals/15 whānau groups were identified)
- increased the number of referrals to the Mokopuna Ora programme
- increased the number of whānau with a Waikato-Tainui 'safety plan' with goals and objectives set.



Cabinet Social Wellbeing Committee

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Transforming Our Response to Children and Young People at Risk of Harm - Paper Four: Care

Portfolio Children

On 31 October 2018, the Cabinet Social Wellbeing Committee:

- 1 **noted** that children and young people who have contact with the care system have a disproportionately high likelihood of experiencing worse outcomes compared to the general population, and this often continues into adulthood;
- 2 **noted** that the new Oranga Tamariki (National Care Standards and Related Matters) Regulations 2018 and other changes to the Oranga Tamariki Act 1989, which come into force on 1 July 2019, underpin a fundamental shift in how the care system provides for children and young people in care;
- 3 **noted** that the legislative changes are intended to address the variability in the quality of care provided to children and young people and the variability of support provided to caregivers, as well as to set clear expectations and accountability mechanisms to support the provision of quality care;
- 4 **noted** that the changes to transform the care system in line with new legislative obligations are ambitious and will take time to build and embed;
- 5 **agreed** that to transform the care system in line with new legislative obligations, investment will be required across the following areas:
 - 5.1 workforce – building frontline workforce capacity and capability to provide quality care and support;
 - 5.2 services – delivering high quality services and support for children and young people that address their individual needs;
 - 5.3 caregivers – finding and retaining high quality caregivers and ensuring they are provided with the right support and training;
 - 5.4 placements – building capacity to provide for very high needs children and young people;
- 6 **noted** that the Minister for Children will submit a detailed bid for Budget 2019 that reflects the decision in paragraph 5 above;

- 7 **noted** that choices about phasing and scaling across the investment proposals for the care system will be considered as part of the Budget 2019 process;
- 8 **noted** that the Minister for Children will report back to the Cabinet Social Wellbeing Committee later in 2018 seeking pre-commitment funding from Budget 2019 to support preparatory changes for 1 July 2019 when the new legislative obligations come into force.

Jenny Vickers
Committee Secretary

Present:

Rt Hon Jacinda Ardern
Rt Hon Winston Peters
Hon Kelvin Davis
Hon Grant Robertson
Hon Andrew Little
Hon Carmel Sepuloni (Chair)
Hon Dr David Clark
Hon Nanaia Mahuta
Hon Jenny Salesa
Hon Tracey Martin
Hon Aupito William Sio
Hon Julie Anne Genter
Michael Wood, MP
Jan Logie, MP

Hard-copy distribution:

Minister for Children

Officials present from:

Office of the Prime Minister
Department of the Prime Minister and Cabinet
The Treasury
Ministry of Education
Office of the Chair
New Zealand Police
Oranga Tamariki–Ministry for Children
Officials Committee for SWC