



# COVERSHEET

<b>Minister</b>	Hon Tracey Martin	<b>Portfolio</b>	Children
<b>Name of package</b>	Proactive release of The Future direction of the Intensive intervention function for Oranga Tamariki- Ministry for Children	<b>Date of issue</b>	02 August 2019

<b>List of documents that have been proactively released</b>		
<b>Date</b>	<b>Title</b>	<b>Author</b>
2 July 2018	The Future direction of the Intensive intervention function for Oranga Tamariki-Ministry for Children	Office of the Minister for Children
27 June 2018	SWC-18-MIN-0074 – Cabinet Social Wellbeing Committee Minute	SWC Committee Secretary

<b>Information withheld</b>	
<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>	
<b>Section of the Act</b>	<b>Reason for withholding</b>
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.

Chair  
Cabinet Social Wellbeing Committee

## THE FUTURE DIRECTION OF THE INTENSIVE INTERVENTION FUNCTION FOR ORANGA TAMARIKI—MINISTRY FOR CHILDREN

### Proposal

- 1 This paper seeks agreement to the proposed future direction of the intensive intervention function for Oranga Tamariki—Ministry for Children (Oranga Tamariki).

### Executive summary

- 2 As part of the work programme of the Social Wellbeing Committee (SWC), and in preparation for Budget 2019, I will be taking a series of papers to Cabinet over the coming months focused on various functions of the Ministry's new operating model, seeking decisions on their design. This is the first of those papers.
- 3 In response to the Final Report of the Modernising Child, Youth and Family Expert Panel (the Expert Panel), in March 2016 Cabinet agreed to a number of core service areas for the new operating model for Oranga Tamariki—Ministry for Children (Oranga Tamariki), including 'intensive intervention' [SOC-16-MIN-0023 refers].
- 4 It is important that, while we work to improve the system for children and young people in state care, we also work to prevent children and young people from needing to enter state care in the first place.
- 5 The role of Oranga Tamariki in preventing the entry of children and young people into care is not new. However, currently, the support we provide for children, young people and whānau at risk of harm varies and sometimes is not systematic. Community-based services and other early intervention responses often do not meet the high and complex needs of children at risk of harm.
- 6 I am therefore seeking Cabinet agreement that a distinct intensive intervention function for Oranga Tamariki has the key purpose of reducing the risk of harm, and helping to prevent the need for entry and re-entry into state care, for children and young people identified as being at risk of harm.
- 7 There is evidence from other jurisdictions that high quality intensive intervention services can reduce the need for children to enter care. Design of the range of service responses for the intensive intervention function will need to consider applicable and evidence based characteristics of effective interventions or practices for children's services.
- 8 We also know that a child's link with their whānau, hapū and iwi is critical to their sense of identity, belonging and ability to flourish as adults, and that maintaining whakapapa connections is particularly important for Māori children and young people.<sup>1</sup>

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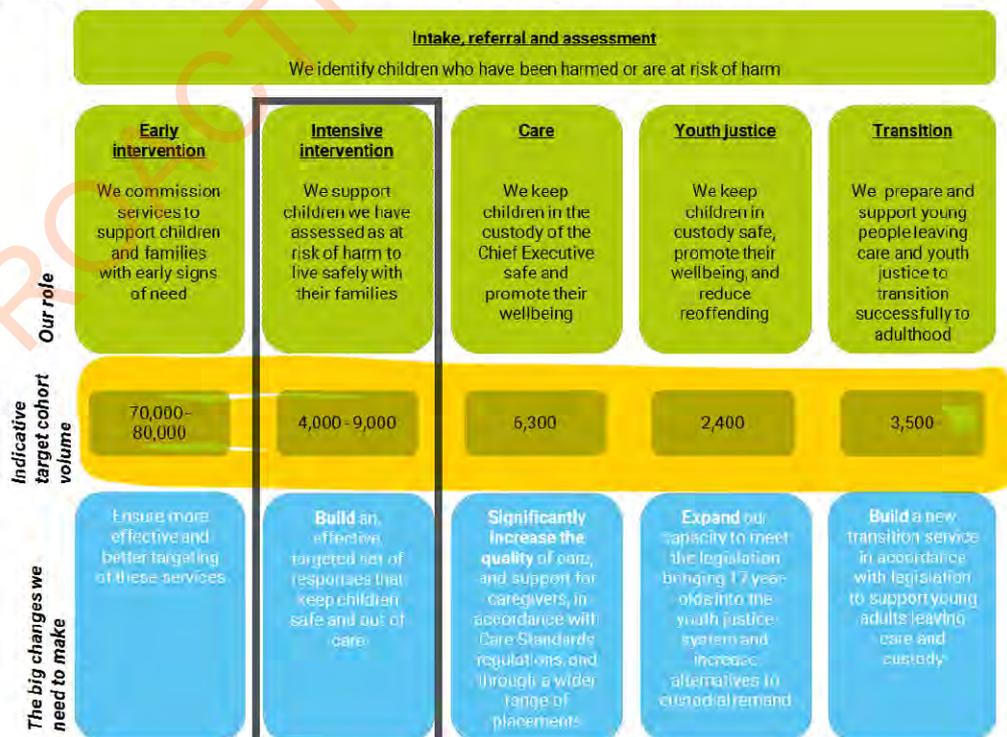
<sup>1</sup> Expert Panel Final Report, 2015.

- 9 I intend to engage in strategic partnerships with iwi and Māori organisations as part of the development of the intensive intervention function, to ensure that any response works for Māori children, young people, and their family and whānau.
- 10 There is also an opportunity to engage with Pacific communities to ensure that the intensive intervention function is responsive for Pacific children, young people, and their families, as well as for those who are non-Māori.
- 11 It is important that the intensive intervention function for Oranga Tamariki is focused where most needed. I therefore propose that the initial target group for this function is those children who are assessed as being in need of care or protection (under the Oranga Tamariki Act 1989 as detailed in Appendix A) and therefore receive a statutory response (a family group conference) from Oranga Tamariki, but who do not require out of home care. I intend for the target group to later be widened to include those who are not believed to be in need of care or protection, but who are still at risk of harm.
- 12 I will report back to Cabinet in October 2018 with advice on costed options for service responses to be provided as part of the intensive intervention function for Oranga Tamariki, and any bids for funding initiatives for consideration as part of Budget 2019.

**Oranga Tamariki is developing a new operating model**

- 13 In 2015, the Expert Panel identified that the current system did not support provision of, at the earliest opportunity, the safe, stable and loving care that children need. In response to the Expert Panel’s Final Report, in March 2016 Cabinet agreed to include ‘intensive intervention’ as a core service area for the new operating model. [SOC-16-MIN-0023 refers].
- 14 On 16 May 2018, the Social Wellbeing Committee (SWC) considered a presentation on the new operating model for Oranga Tamariki.

Diagram 1: Oranga Tamariki new operating model functions



- 15 As part of the SWC work programme, and in preparation for Budget 2019, I will be taking a series of papers to Cabinet over the coming months focused on various functions of the Ministry's new operating model, starting with intensive intervention. This is the first of two papers concerning the intensive intervention function, with more detailed proposals to follow in the second paper later this year.
- 16 This Government is committed to enhancing and promoting the wellbeing of children and young people in New Zealand. This is reflected in the Child Poverty Reduction Bill that is currently being considered by the Social Services and Community Select Committee. The Bill includes a requirement for publication of a Child Wellbeing Strategy to set out the Government's long-term vision for all children's wellbeing. It also provides for an Oranga Tamariki Action Plan with a cross-agency focus on the children and young people whom Oranga Tamariki works with, and those who are at risk of needing the statutory services of Oranga Tamariki in future.
- 17 On 9 May 2018, Cabinet agreed that the Child Wellbeing Strategy would provide an overarching framework for central government policy development. One of the six proposed initial focus areas for the Child Wellbeing Strategy was 'children are safe and nurtured, in their whānau and their homes' [SWC-18-MIN-0049].

### **There are gaps in the service response for children at risk of harm**

- 18 There are currently approximately 6,300 children (approximately 67.5 percent of whom are Māori) in the custody of the chief executive of Oranga Tamariki. It is important that, while we work to improve the system for children and young people in state care, we also work to prevent children and young people from needing to enter state care in the first place.
- 19 In addition to those in state care, there are about 4,000 children who are assessed as being in need of care or protection and therefore receiving a statutory response from Oranga Tamariki (through a family group conference and associated plans and social worker supervision), but do not require out of home care<sup>2</sup>. For example, these children and young people may:
- have been abused or neglected and their families need help to be able to safely care for them at home
  - have severe disabilities and their families are unable to care for them at home without support
  - have significant emotional, mental health or behavioural/conduct problems that mean their families are unable to care for them without support.
- 20 The statutory responsibilities that Oranga Tamariki has towards these children and young people are clear, and recent legislative amendments (due to take effect by 1 July 2019) clarify the definition of a child or young person in need of care or protection (see Appendix A).
- 21 There are also more children who are identified as being at risk of harm<sup>3</sup> but who are below the statutory threshold for care or protection (approximately 3,000-5,000

<sup>2</sup> This estimate is based on information that in the year to June 2017, around 6,100 distinct children were involved in care and protection FGCs, and that around 2,000 children also entered care. Therefore, we can estimate that a remaining group of approximately 4,100 children in need of care or protection for whom a decision to enter care was not yet made.

<sup>3</sup> But not 'serious harm' as defined in Appendix A as a reason why a child or young person would be in need of care or protection.

children and young people<sup>4</sup>). Oranga Tamariki may work with these children and young people on a voluntary basis, through referrals to services such as Children's Teams. These children and their families may also be the subject of a family/whānau agreement.

- 22 Further work is required to better understand the characteristics of this group of children and young people who are identified at risk of harm but below the statutory threshold for care or protection. I note, however, that around 54.6 percent of children and young people currently receiving service from Children's Teams are Māori (as at 30 April 2018).
- 23 The role of Oranga Tamariki in preventing the entry of children and young people into care is not new. However, currently, the support we provide for children and whānau at risk of harm varies, and those below the statutory threshold for care or protection, in particular, often do not receive a systematic response.
- 24 Children and young people who are at risk of harm, but where there is no direct statutory requirement to intervene, are often referred to community-based services and other early intervention (see Diagram 1) responses, in order to ensure children and their whānau get the right supports and services to meet their needs. These community-based responses currently include:
- multi-agency approaches to co-ordinating services, such as Children's Teams (funded \$13.5m in 2017/18), in areas where they are available, for children and young people who require comprehensive assessment and access to a range of services to meet their needs, and Strengthening Families, which provides a similar approach for families in other areas
  - other family support services (for which Oranga Tamariki funds approximately \$90m per year) such as Whānau Ora.
- 25 However, these services frequently do not meet the high and complex needs of these children and young people who require intensive support. This may be due to the capacity or capability of a service, which may be limited due to level of investment, or because they were not designed to target this cohort. These early intervention services are more appropriate for children and young people with earlier need, and are likely to be considered as part of the development of the Child Wellbeing Strategy. A function focused on early intervention will be explored as part of the suite of papers to be considered by Cabinet on the new operating model for Oranga Tamariki.
- 26 'Care' is also not an appropriate response when evidence from assessment undertaken by Oranga Tamariki indicates that a child could be kept safe at home if support was provided to their families, whānau, hapū and iwi. Recent legislative amendments to the Oranga Tamariki Act 1989, coming into force by July 2019, reinforce the importance of providing support for a child or young person's family, whānau, hapū, iwi and family group, to care for that child or young person.
- 27 The intensive intervention function for Oranga Tamariki is therefore primarily about the actions that Oranga Tamariki needs to take for children and young people who we believe, supported by evidence from assessment undertaken by Oranga Tamariki, to be at risk of harm but able to be kept safely at home with the right intensive support.

<sup>4</sup> This range is an estimate based on current numbers of those children and young people accessing Children's Teams and Strengthening Families services as well as those who enter family/whānau agreements. Further work will be undertaken to refine this cohort.

**It is important that whānau are supported to keep tamariki Māori safely at home**

- 28 A child's ongoing link with their whānau, hapū and iwi is critical to their sense of identity, belonging and ability to flourish as adults. Maintaining whakapapa connections is particularly important for Māori children and young people.<sup>5</sup> Māori children and young people represent around a quarter (271,800) of New Zealand's children and young people aged 0-16, and they are over-represented in the care and protection and youth justice systems.
- 29 The Expert Panel's Final Report found that there was a lack of culturally appropriate models for strengthening families and child development. Recent legislative amendments to the Oranga Tamariki Act 1989, that come into force on 1 July 2019 aim to improve outcomes for Māori children and young people and:
- include principles around provision of early support to families, whānau, hapū, iwi and family groups to enable them to care for their children and young people and nurture their well-being and development
  - acknowledge that this support should recognise and promote mana tamaiti (tamariki) and the whakapapa of the child or young person and relevant whanaungatanga rights and responsibilities of their family, whānau, hapū, iwi and family group
  - require measurable outcomes to be set for Māori children and young persons who come to the attention of Oranga Tamariki
  - provide for strategic partnerships to be developed between Oranga Tamariki and iwi and Māori organisations.
- 30 While work is still underway to determine the operational details of implementing these legislative provisions, the amendments support engagement with iwi and Māori on areas of mutual interest. I intend to utilise the opportunity for strategic partnerships between Oranga Tamariki and iwi and Māori organisations to help ensure that any response developed and delivered as part of the intensive intervention function works for Māori children, young people, and their family and whānau, as well as those who are non-Māori.

**An intensive intervention function for Oranga Tamariki would aim to reduce risk of harm and help prevent the need for entry or re-entry into state care**

- 31 I am therefore seeking Cabinet agreement that a distinct intensive intervention function for Oranga Tamariki has the key purpose of reducing the risk of harm, and helping to prevent the need for entry and re-entry into state care, for children identified as at risk of harm.
- 32 This key purpose would align with one of the six proposed initial focus areas for the Child Wellbeing Strategy, 'children are safe and nurtured, in their whānau and their homes'. Work is already underway to support this area of the Strategy, which will be informed by further development of the intensive intervention function for Oranga Tamariki.
- 33 There are likely to be elements of an intensive intervention function for Oranga Tamariki that will require cross-agency support and collaboration. The Oranga Tamariki Action Plan will provide a platform for cross-agency working to deliver aspects of the intensive intervention function that would benefit from an integrated approach.

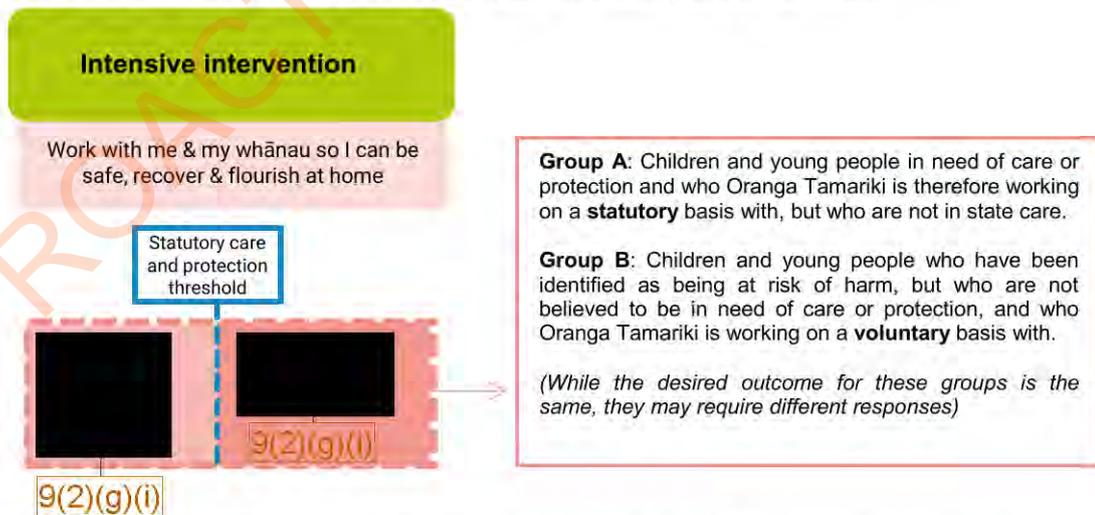
<sup>5</sup> Expert Panel Final Report, 2015.

- 34 There is evidence from other jurisdictions that high quality intensive intervention services can reduce the need for children to enter care. The New Zealand and Māori specific evidence in this area is limited. However, Oranga Tamariki intends to develop an improved evidence base over time, in areas such as intensive intervention.
- 35 Design of the range of service responses for the intensive intervention function will need to consider intensive support services for families. The following applicable and evidence based characteristics of effective interventions or practices for children’s services will be used as a starting point for this work<sup>6</sup>:
- *Consistent support provided to families through a relational, whole-family approach with a skilled worker*
  - *Strengths-based and not punitive*
  - *Culturally appropriate*
  - *Child-centred, integrated and comprehensive approaches including interagency and multi-professional working*
  - *Time provided to engage, build relationships, and support through to successful completion to achieve meaningful and sustainable change.*
- 36 Appendix C provides further detail on what these characteristics involve.<sup>7</sup>

**It is important that the intensive intervention function is focused where most needed**

- 37 I propose that this function initially focuses on potential service enhancements for those children who are believed to be in need of care or protection and therefore meet the threshold for receiving a statutory response (a family group conference) from Oranga Tamariki (approximately 4,000 children and young people), but do not require out of home care. 55 percent of those children and young people who receive a care and protection family group conference (FGC) are Māori.

Diagram 2: Initial groups of focus for intensive intervention function



<sup>6</sup> See, for example, Sebba J, Luke N, McNeish D & Rees A (2017). *Children’s Social Care Innovation Programme: final evaluation report*. Department for Education.

<sup>7</sup> Further work will be undertaken to understand the characteristics of effective intensive intervention services and consider insights from ongoing work such as the Access to Services trial, the scope of which includes portion of the proposed focus cohort for the intensive intervention function.

- 38 This means that initial improvements and enhancements to the intensive intervention function would be designed with this group in mind. It will be crucial to provide a response that is child-centred that takes into account the specific needs of a child, young person and their family and whānau (including, for example, if that child or young person has been referred as a result of offending or alleged offending).
- 39 We note that this may encourage referral to FGCs in the short-term. I therefore intend for the focus for service improvements or enhancements to be later widened to include those who are not believed to be in need of care or protection, but who are still at risk of harm (approximately 3,000-5,000 children and young people). Until the target group is widened, these children and young people will continue to receive available support, as appropriate (and subject to their consent).

**Further work will be undertaken on options for design of the intensive intervention function, and ensuring an effective and seamless response for this cohort**

- 40 Subject to Cabinet agreement on the key purpose and initial target group for the function, officials will undertake further work to determine the needs of specific groups of children, families and whānau and the type and level of service required to meet those needs, in particular for:
- Māori children and families (acknowledging the development of this function as an opportunity to reduce Māori overrepresentation in the care system, and that there are specific needs and legislative accountabilities we need to take into account with regards to these children)
  - Pacific children and families, who are over-represented in some indicators of need – this work could include engaging Pacific communities to ensure the intensive intervention function is responsive for Pacific children, young people and their families
  - disabled children and young people, who have a heightened vulnerability to abuse, neglect and family violence.
- 41 Following this, officials will develop options for intensive intervention function that take into consideration how to apply characteristics of effective intensive family support initiatives. Officials will also consider timeframes for widening the target cohort of the function.
- 42 This work will also need to take into account Children's Teams, an existing early intensive intervention orientated initiative that works with children and whānau below the statutory threshold. I anticipate that the development of the intensive intervention function will have implications for the current Children's Team model, which is funded until the end of June 2019. In August 2018, I will report back on results of the evaluation approach for Children's Teams that was agreed by Cabinet. This will inform further decisions on the intensive intervention function and Budget 2019 later in the year.
- 43 Irrespective of any future changes as a result of the development of an intensive intervention function for Oranga Tamariki, it will be important to ensure a seamless and child-centred response for children and their families and whānau engaged with the Children's Teams and any other services currently working with these target cohorts. This will be included as part of the next stage of work to design the intensive intervention function.

- 44 I will report back to Cabinet in October 2018 with advice on costed options for service responses to be provided as part of the intensive intervention function for Oranga Tamariki, and any bids for funding initiatives for consideration as part of Budget 2019. This advice will be one of a suite of papers covering the range of core services for Oranga Tamariki.

### **Consultation**

- 45 The Ministries of Education, Health, Social Development, Youth Development, Justice; the Ministries for Pacific Peoples and for Women; the Department of Corrections; the New Zealand Police; Te Puni Kōkiri; the Treasury; the Child Wellbeing Unit; and the Office of the Children's Commissioner have been consulted on this paper. The Department of the Prime Minister and Cabinet has been informed.

### **Financial implications**

- 46 The policy proposals in this paper have no direct funding implications. However, the options resulting from the next stage of work are likely to have funding implications, to be considered as part of the overall Oranga Tamariki operating model. This will be addressed as part of a suite of papers on costed options to be considered by Cabinet in October 2018.

### **Human rights implications**

- 47 The policy proposals in this paper appear consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993. Work on the intensive intervention function for Oranga Tamariki also contributes to United Nations Convention on the Rights of the Child, and in particular Article 19.

### **Legislative implications**

- 48 This paper has no legislative implications.

### **Impact analysis**

- 49 An impact statement or impact analysis is not required.

### **Gender implications**

- 50 Women are more likely than men to be the primary caregivers for children and young people. Intensive family support initiatives, that may form part of an intensive intervention function for Oranga Tamariki, may positively impact on women primary carers, particularly if they support women's economic independence, safety and wellbeing and are executed effectively to achieve sustainable change.

### **Disability perspective**

- 51 Disabled children and young people are more likely to experience poor outcomes (for example, abuse and neglect). As a result of legislative amendments, disabled children and young people will access out-of-home care through the mainstream care and protection pathway. Therefore, specific consideration will need to be given to the high and complex needs of children and young people with disabilities in developing the Ministry's intensive intervention function.

## Publicity

52 No publicity on proposals in this paper is planned at this time.

## Recommendations

53 I recommend that Cabinet:

- 1 **note** that Oranga Tamariki–Ministry for Children (Oranga Tamariki) will be seeking Cabinet decisions on various components of the Ministry's new operating model over the coming months, in preparation for Budget 2019;
- 2 **note** that, in response to recommendations made by the Modernising Child, Youth and Family Expert Panel, Cabinet agreed to include 'intensive intervention' as a core service area for the new operating model for vulnerable children;
- 3 **note** that there are children and young people at risk of harm, above and below the statutory care and protection threshold, who could be kept safely at home with the right intensive support, but that the support currently provided to their families by Oranga Tamariki varies and is sometimes not systematic;
- 4 **note** that a child's link with their families, whānau, hapū and iwi is critical to their sense of identity, belonging and ability to flourish as adults, and that maintaining whakapapa connections is particularly important for Māori children and young people (who are currently over-represented in the care and protection system);
- 5 **agree** that an intensive intervention function for Oranga Tamariki has the key purpose of reducing the risk of harm, and helping to prevent the need for entry and re-entry into state care, for children identified as being at risk of harm;
- 6 **note** the characteristics of effective interventions or practices for children's services, which will be a starting point for development of options for the Oranga Tamariki intensive intervention function:
  - Consistent support provided to families through a relational, whole-family approach with a skilled key worker;
  - Strengths-based and not punitive;
  - Culturally appropriate;
  - Child-centred, integrated and comprehensive approaches including interagency and multi-professional working;
  - Time provided to engage, build relationships, and support through to successful completion to achieve meaningful and sustainable change;
- 7 **agree** that the intensive intervention function for Oranga Tamariki initially focus on children who are assessed as being in need of care or protection and who therefore currently receive a statutory response (but who are not in state care), with the intention to expand this focus to a wider group of children who are not believed to be in need of care and protection, but who are still at risk of harm;
- 8 **note** that development of the intensive intervention function for Oranga Tamariki will need to ensure a seamless and child-centred response for children

and their families and whānau engaged with the Children's Teams and any other services currently working with these target cohorts;

- 9 **note** that the Minister for Children will report back in October 2018 with advice on options for service responses to be provided as part of the intensive intervention function for Oranga Tamariki.

Hon Tracey Martin  
Minister for Children

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PROACTIVELY RELEASED

## Appendix A: Children and young people in need of care or protection

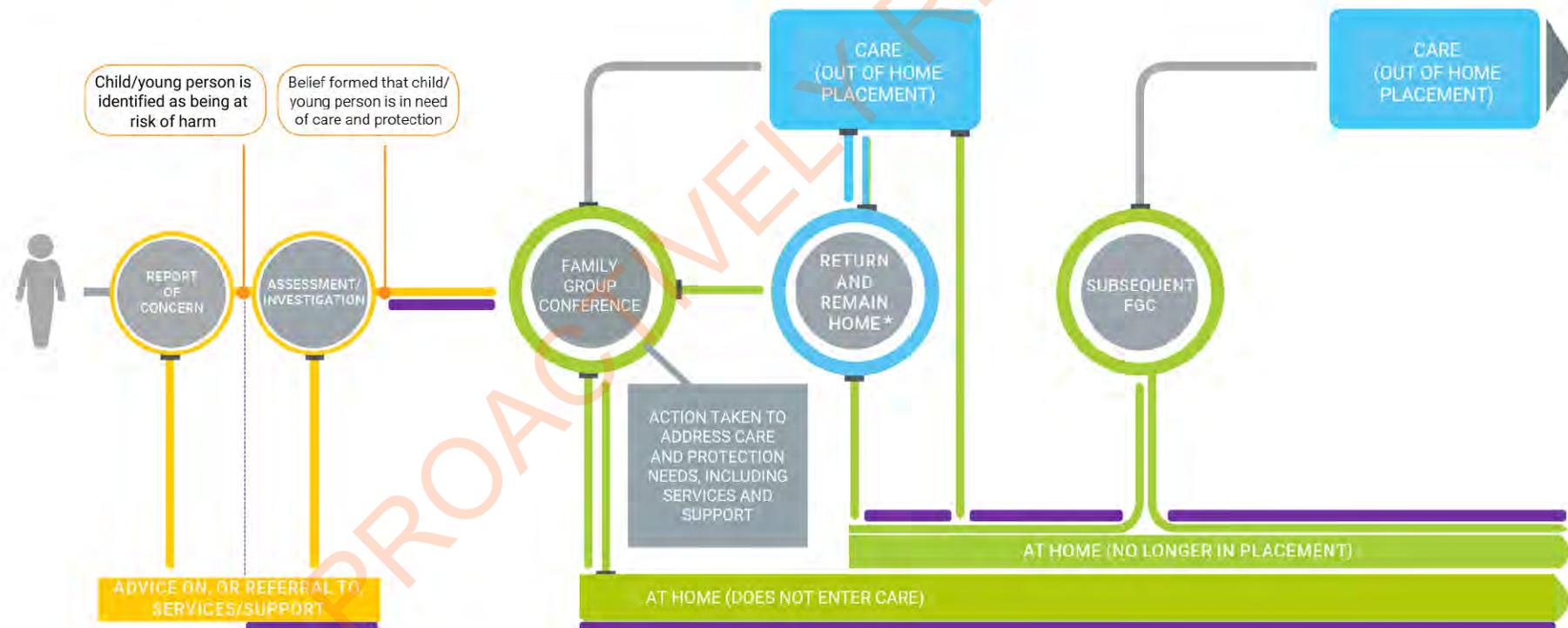
- The Oranga Tamariki Act 1989 requires that a referral for a family group conference (FGC) be made when the chief executive forms a belief that a child or young person is in need of care or protection.
- Under legislative amendments due to take effect by 1 July 2019, **a child is in need of care or protection** if:
  - they are suffering, or likely to suffer, serious harm
  - parents or guardians or others who have care of the child are unable to care for them
  - they are a subsequent child of a parent to whom section 18A applies and the parent has not demonstrated they meet requirements of section 18A(3)
  - they have behaved, or are behaving in a manner that:
    - is or is likely to be, harmful to their or others' physical or mental or emotional wellbeing; and
    - their parents or others who have their care are unable or unwilling to control
  - they are over 10 years or under 14 years old and have committed an offence of sufficient number, nature, or magnitude to cause serious concern for their wellbeing.
- A child or young person is considered to be **suffering, or likely to suffer, serious harm** if:
  - the child or young person is being, or is likely to be, abused (whether physically, emotionally, or sexually), deprived, ill-treated, or neglected
  - the parents or guardians or other persons who have the care of the child or young person are unwilling to care for, or have abandoned, them
- Other circumstances that may constitute serious harm, or establish the likelihood of serious harm include:
  - a child's or young person's development or physical or mental or emotional well-being is being, or is likely to be, impaired or neglected, and that impairment or neglect is, or is likely to be, avoidable:
  - the child or young person has been exposed to domestic violence
  - serious differences exist between the child or young person and the parents or guardians or other persons who have the care of them:
  - serious differences exist between a parent, guardian, or other person who has the care of the child or young person and any other parent, guardian, or other person who has the care of them.

## Appendix B: Process flow of a child entering care

The diagram below represents a simplified process flow from a report of concern being made to the Oranga Tamariki contact centre, through to statutory intervention (if necessary).

Subject to Cabinet agreement, the intensive intervention function for Oranga Tamariki would aim to reduce the risk of harm, and help to prevent the need for entry and re-entry into state care, for children **at identified risk of harm**.

The maximum scope for the intensive intervention function, subject to Cabinet decisions, is indicated in purple below. However, further work will determine the details of what service provision as part of an intensive intervention function would look like, and how implementation would be staged.



\*Note that 'return and remain home' is part of state care

## Appendix C: Characteristics of effective interventions or practices for children's services

- *Consistent support provided to families through a relational, whole-family approach with a skilled worker*

This involves a credible, supportive 'key worker' forming a trusting relationship with whānau / individuals. It is important that the worker has the appropriate skills.
- *Strengths-based and not punitive*

This involves support for families to achieve their own goals and take responsibility for their lives. This includes the principle of working 'with' rather than 'on' families and supporting them to become more resilient in addressing their own problems. Engagement of families and working collaboratively is important.<sup>8</sup>
- *Culturally appropriate*

This involves ensuring services are responsive to the needs of Māori, and Pacific peoples. The literature indicates that for Māori, programmes framed within a Māori worldview are more likely to be successful.<sup>9</sup>
- *Child-centred, integrated and comprehensive approaches including interagency and multi-professional working*

This should be navigated by the key worker and centred around the child,<sup>10</sup> and can help to address the impact of interrelated risk factors in families.<sup>11</sup> For example, it could also include the ability to address or source support for family violence, housing security, financial inclusion issues, including sourcing funding to reduce household stress.
- *Time provided to engage, build relationships, and support through to successful completion to achieve meaningful and sustainable change.<sup>12</sup>*

This could involve, for example, home visiting programmes to address abuse or neglect. Involvement would need to be of a long enough duration to impact upon the factors contributing to child maltreatment.<sup>13</sup>

<sup>8</sup> Fuller T & Zhang S (2017), 'The impact of family engagement and child welfare services on maltreatment re-reports and substantiated re-reports', *Child Maltreatment*, 22(3), 183 – 193.

<sup>9</sup> Robertson (2014), cited in Taylor A, Carswell S, Haldane H & Taylor M (2014). *Towards a transformed system to address child abuse and family violence in New Zealand: Literature Review Part Two – Effectiveness of Interventions*.

<sup>10</sup> Institute of Public Care (2015). *Effective Interventions and Services for Young People at the Edge of Care: rapid research review*.

<sup>11</sup> For example, Foote J, Taylor A, Nicholas G, Carswell S, Wood D, Winstanley A & Hepi M (2014). *Towards a transformed system to address child abuse and family violence in New Zealand: a report to the Glenn Inquiry*; Sebba et al (2017).

<sup>12</sup> See, for example, Institute of Public Care (2015).

<sup>13</sup> Taylor A, Carswell S, Haldane H & Taylor M (2014). *Towards a transformed system to address child abuse and family violence in New Zealand: Literature Review Part Two – Effectiveness of Interventions*.



# 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.*

### The Future Direction of the Intensive Intervention Function for Oranga Tamariki—Ministry for Children

Portfolio Children

On 27 June 2018, the Cabinet Social Wellbeing Committee:

- 1 **noted** that Oranga Tamariki—Ministry for Children (Oranga Tamariki) will be seeking Cabinet decisions on various components of the Ministry's new operating model over the coming months, in preparation for Budget 2019;
- 2 **noted** that, in response to recommendations made by the Modernising Child, Youth and Family Expert Panel, the previous government agreed to include 'intensive intervention' as a core service area for the new operating model for vulnerable children [SOC-16-MIN-0023];
- 3 **noted** that there are children and young people at risk of harm, above and below the statutory care and protection threshold, who could be kept safely at home with the right intensive support, but that the support currently provided to their families by Oranga Tamariki varies and is sometimes not systematic;
- 4 **noted** that a child's link with their families, whānau, hapū and iwi is critical to their sense of identity, belonging, and ability to flourish as adults, and that maintaining whakapapa connections is particularly important for Māori children and young people (who are currently over-represented in the care and protection system);
- 5 **agreed** that an intensive intervention function for Oranga Tamariki has the key purpose of reducing the risk of harm, and helping to prevent the need for entry and re-entry into state care, for children identified as being at risk of harm;
- 6 **noted** the characteristics of effective interventions or practices for children's services, which will be a starting point for development of options for the Oranga Tamariki intensive intervention function:
  - 6.1 consistent support provided to families through a relational, whole-family approach with a skilled key worker;
  - 6.2 strengths-based and not punitive;
  - 6.3 culturally appropriate;
  - 6.4 child-centred, integrated and comprehensive approaches including interagency and multi-professional working;

- 6.5 time provided to engage, build relationships, and support through to successful completion to achieve meaningful and sustainable change;
- 7 **agreed** that the intensive intervention function for Oranga Tamariki initially focus on children who are assessed as being in need of care or protection and who therefore currently receive a statutory response (but who are not in state care), with the intention to expand this focus to a wider group of children who are not believed to be in need of care and protection, but who are still at risk of harm;
- 8 **noted** that development of the intensive intervention function for Oranga Tamariki will need to ensure a seamless and child-centred response for children and their families and whānau engaged with the Children's Teams and any other services currently working with these target cohorts;
- 9 **noted** that the Minister for Children intends to report back to the Cabinet Social Wellbeing Committee in October 2018 with advice on options for service responses to be provided as part of the intensive intervention function for Oranga Tamariki.

Jenny Vickers  
Committee Secretary

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**Present:**

Rt Hon Winston Peters  
Hon Kelvin Davis  
Hon Grant Robertson  
Hon Chris Hipkins  
Hon Andrew Little  
Hon Carmel Sepuloni (Chair)  
Hon Dr David Clark  
Hon Stuart Nash  
Hon Jenny Salesa  
Hon Tracey Martin  
Hon Peeni Henare  
Michael Wood, MP  
Jan Logie, MP

**Officials present from:**

Office of the Prime Minister  
Department of the Prime Minister and Cabinet  
The Treasury  
Oranga Tamariki–Ministry for Children  
Officials Committee for SWC

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Minister for Children