

# SPECIALIST MĀORI ROLES (SMR)

Synthesis of Recent Evidence and Insights

September 2019



**ORANGA TAMARIKI  
EVIDENCE CENTRE**  
TE POKAPŪ TAUNAKITANGA

# Acknowledgements

*“Ehara taku toa i te toa takitahi  
Engari taku toa he toa takitini”*

My strength as an individual is limited, but my strength from being part of the collective is limitless

This synthesis draws on the work of a number of researchers, either working in a kaupapa Māori paradigm, or working closely with and alongside providers, whānau, hapū and iwi.

First and foremost the Evidence Centre would like to thank the tamariki, whānau, hapū and iwi, Kairaranga ā-Whānau and other professionals who kindly shared their time and experiences with the researchers.

Next, The Evidence Centre would like to thank Dr Stephanie Palmer for leading the evaluations of the Kairaranga ā-Whānau and iwi led Family Group Conferences on our behalf.

Finally, we would like to acknowledge the efforts of the researchers in producing the reports that have contributed to this synthesis of the evidence on the journey to work more successfully with and for Māori.

We specifically thank:

- Dr Catherine Love, Shamia Makarini, Charles Waldegrave, Dr Giang Nguyen and Wayne Makarini of The Family Centre Social Policy Research Unit
- Dr Michael Roguski of Kaitiaki Research
- Kataraina Pipi, Cain Kerehoma and Roxanne Smith of FEM Ltd
- Vicki Murray and Joshua Kalan, researchers for Tūhoe Hauora
- Dr Chelsea Grootveld and Timoti Brown of AIKO Consultants Ltd





# Structure of this presentation

In this presentation we will:

- Describe what the different specialist Māori roles entail and the intent behind them
- Discuss the evaluation approaches taken
- Describe the implementation models, including:
  - The kete of tools and practices used
  - The focus of the roles and key skillsets
- Identify critical success factors
- Reflect on insights and opportunities for continuous improvement

# Context for the evaluations

- The Expert Advisory Panel Final Report (2015) identified the need for a stronger focus on reducing the over-representation of Māori young people in the system.
- In addition, findings from an Office of the Children's Commissioner report (2017) on the quality of Family Group Conference (FGC) preparation and participation, highlighted the need for more culturally appropriate engagement with tamariki and whānau Māori.



# Specialist Māori Roles



## Background

- Oranga Tamariki sites have responded to the need for better engagement and cultural practices with tamariki and whānau Māori in a range of ways including the trial of Māori Specialist Roles either within Oranga Tamariki or through contracting with iwi or Māori organisation(s).
- While a range of positions fall in to this category the synthesis is concerned with roles that are directly linked to the *Enhancing Tamariki and Whānau Participation in Decision Making* programme of work in the care and protection and youth justice systems (inclusive of care).
- Two roles in particular have informed this synthesis with supporting evidence from an Iwi initiative. These roles are the Kairaranga ā-Whānau and Iwi FGC Co-ordinators.

# Kairaranga ā-Whānau and Iwi Family Group Conference (FGC) Co-ordinators



- **Kairaranga ā-Whānau** - Ten sites were involved in a pilot project contributing to the development of Kairaranga ā-Whānau roles. The purpose is to strengthen tamariki and whānau participation in decision making using Māori models of practice including the hui ā-whānau process, whānau searching and whakapapa research.
- **Iwi FGC Co-ordinators** - The Oranga Tamariki Act 1989 enables the delegation of co-ordination of FGCs to other parties. Iwi FGC co-ordinators work with Oranga Tamariki to provide whānau with the option of holding FGCs in a culturally appropriate environment using Māori and iwi specific models of practice to facilitate tamariki and whānau participation and decision making.
- Five Iwi are currently delegated to convene and hold FGC(s).

# Kairaranga ā-Whānau

Kairaranga ā-Whānau aim to significantly enhance tamariki and whānau participation in decision making by:

- working to identify and engage whānau, hapū and iwi into the decision making processes for their tamariki using whānau search, hui ā-whānau and whakapapa research
- ensuring that whānau receive information using hui ā-whānau and other Māori models of practice in a way that enables them to participate safely and meaningfully in decision making
- supporting whānau, hapū and iwi to mobilise their resources and activate whanaungatanga obligations
- prioritising whānau opportunities for the placement and continued strengthening of connection to whakapapa for their tamariki.



# Iwi FGC co-ordinators

Iwi FGC co-ordinators aim to significantly enhance tamariki and whānau participation in decision making by:

- operating without the stigma or association with historical and intergenerational trauma that is attached to a government agency
- utilising iwi networks/intelligence to identify key whānau members and appropriately engaging with them
- applying tikanga to safely and supportively engage tamariki and whānau in decision making
- supporting iwi to enable child safety and wellbeing, maintaining cultural identity and group decision making.



# Specialist Māori Roles



Service	Specialist titles used	Context
<b>Tūhoe Hauora</b>	Hui ā-Whānau Facilitator, kaimahi	<ul style="list-style-type: none"> <li>Iwi-based social service (Taneātua, Rūātoki, Waikaremoana, Te Urewera)</li> <li>Two year pilot following on from Oho Ake (a youth justice programme)</li> <li>Localised development under a Service Management Plan</li> <li>Mana whenua model of practice</li> </ul>
<b>Mokopuna Ora</b>	Iwi Support Advisors (ISA)	<ul style="list-style-type: none"> <li>Site-based, work with tamariki who whakapapa to mana whenua only</li> <li>Care &amp; Protection focus – strengthen capacity for whānau based care</li> <li>Co-designed with Waikato-Tainui/Midlands site</li> <li>Pilot (1 July 2017 to 30 June 2018)</li> </ul>
<b>Iwi led FGC</b>	FGC co-ordinator, Pou Whakaruruhau, Kaitiaki, Kairaranga ā-Whānau	<ul style="list-style-type: none"> <li>Iwi led FGCs (pilots)</li> <li>F17/18 - Ngāti Porou (youth justice)</li> <li>F18/19 – Rangitāne o Wairarapa, Ngāti Raukawa and Ngāti Toa - (Care &amp; Protection)</li> <li>F18/19 Ngāti Kahungunu (non-pilot and awaiting implementation)</li> <li>Iwi based kairaranga ā-whānau working alongside iwi co-ordinators</li> <li>Mana whenua models of practice</li> </ul>
<b>Oranga Tamariki</b>	Kairaranga ā-whānau, Kaitiaki Kaitakawaenga	<ul style="list-style-type: none"> <li>Site based pilots commenced in F 17/18 and 18/19</li> <li>Care and protection (including care and transitions) focus</li> <li>Te Toka Tūmoana training (2014-16)</li> <li>ChCh East/Blenheim roles are co-designed with Ngāi Tahu</li> <li>Manurewa team operates in high density urban setting, referrals from multiple sites, 2 externally funded positions from Māori NGO contracts commenced F17/18</li> </ul>



# Evaluation focus

The commissioned evaluations had slightly different foci depending on the maturity of each initiative.

- The evaluations of the Iwi Led Family Group Conferences used a formative approach due to their recent implementation and included a focus on partnership formation.
- The evaluation of the Kairaranga ā-Whānau roles used a process evaluation approach selecting sites where the roles and relationships had been in place over an extended period of time.
- Insights from the 2017 Tūhoe Hauora evaluation of Tūhoe led hui ā-whānau and the 2018 Waikato-Tainui Mokopuna Ora evaluation were also included in the evidence synthesis.
- All evaluations included the voices of tamariki and whānau and sought to use mixed methods where data was available in addition to qualitative insights.
- It is too premature for impact evaluation and the supporting data to be able to assess outcomes is under development.

# Evaluation Scope

Service	Tūhoe Hauora (Aug, 2017)	AIKO (June, 2018)	FEM (Sept, 2018)	Kaitiaki Research (March, 2019)	Family Centre (April, 2019)
Hui ā-Whānau	Ngāi Tūhoe (Whakatāne, Ōpōtiki, Te Urewera, Waikaremoana)				
Mokopuna Ora		Waikato-Tainui pilot (Hamilton East, Hamilton West, Papakura)			
Iwi led FGCs			Ngāti Porou ki te Tairāwhiti	Rangitāne ō te Wairarapa	
Kairaranga ā-Whānau					Three exemplar sites (Manurewa, Christchurch East, Blenheim)



# Evaluation Methods



Method	Source data	Purpose
<b>Site visits</b>	Oranga Tamariki sites (x6) Iwi service providers (x4)	Understand implementation models and data collection.
<b>Focus groups and interviews</b>	Tamariki/Whānau (n=70) iwi/staff/stakeholders (n=71)	Understand how the process is working on the ground and quality of experience.
<b>Descriptive analysis</b>	CYRAS data, contracted measures & external administrative data (109 cases)	Test assumptions about investment outcomes.
<b>Review whānau plans</b>	FGC plans (n=17)	Explore number/composition of participants, identified goals/needs, support processes and actions.

# A wide variety of stakeholders are interviewed

141 participants were interviewed across the four evaluations.  
This included:

- Tamariki and rangatahi
- Whānau members
- Iwi representatives
- Oranga Tamariki staff
- Other local stakeholders and members of government agencies



# Key activities in the Care and Protection and Youth Justice settings

The kairaranga and iwi led FGC interventions are primarily focused at the front-end of the system:

- enabling whānau to participate at the earliest opportunity
- looking for protective factors/safe alternatives to removal
- accessing support

Kairaranga ā-whānau also support tamariki in care and those in transition from care to maintain and strengthen their whakapapa connections



# The Kairaranga ā-whānau and Iwi FGC Coordinators were carrying out activities to enhance the engagement and agency of whānau Māori

Component	Activity Description
<b>Whānau search</b>	<ul style="list-style-type: none"> <li>• Looking for known family members, accessing genograms, administrative data and whānau/community networks.</li> <li>• Looking for positive contributors, the “right” people to provide support.</li> </ul>
<b>Whānau hui</b>	<ul style="list-style-type: none"> <li>• It is the prerogative of whānau to call their own meeting.</li> <li>• The aim of a whānau hui is to share information and prepare for a hui ā-whānau and/or FGC.</li> <li>• No Social Workers/professionals are in attendance except if invited by a whānau.</li> </ul>
<b>Hui ā-Whānau</b>	<ul style="list-style-type: none"> <li>• The Hui ā-whānau is not a legally mandated statutory meeting.</li> <li>• The aim is to identify solutions and a whānau plan to address concerns and to prepare for FGC.</li> <li>• A Kairanga, Iwi coordinator, other specialist Māori worker or a whānau member may facilitate a hui ā-whānau – social workers are involved as information givers. There may be several other hui/meetings with various parts of a whānau in order to prepare for a Hui ā-Whānau.</li> </ul>
<b>Whānau plan</b>	<ul style="list-style-type: none"> <li>• This is an agreed action plan to address concerns.</li> <li>• There are various formats used to record a whānau plan including the FGC template.</li> <li>• If required a social worker may have oversight</li> </ul>
<b>Family/Whānau Agreement (FWA)</b>	<ul style="list-style-type: none"> <li>• This is a voluntary agreement for that enables resourcing/support services to be provided to whānau.</li> <li>• It may be used to test a safety plan, or put in support while waiting for an FGC. If successful it may be that the application to hold an FGC is withdrawn.</li> </ul>

# The Kairaranga ā-whānau and Iwi FGC Coordinators were carrying out activities to enhance the engagement and agency of whānau Māori

Component	Activity Description
<b>Court plan, or, Family Group Conference plan</b>	<ul style="list-style-type: none"><li>• The plan describes services, support, custody or guardianship orders.</li><li>• There is mandatory content plus supplementary information.</li><li>• A social worker has the overarching responsibility for the implementation of the plan and it is reviewed by an FGC coordinator.</li></ul>
<b>Application to court for time frame extension for FGC</b>	<ul style="list-style-type: none"><li>• An application for an extension of the time to convene an FGC may be sought through the court to allow time for appropriate preparation to take place.</li><li>• It is most commonly used in Youth Justice settings.</li></ul>
<b>Whakapapa research</b>	<ul style="list-style-type: none"><li>• Whakapapa research activities help tamariki in care maintain and strengthen their whakapapa connections and include peheha journals, genealogy scroll, hīkoi kainga, ūkaipo, urupā (visits to significant places of connection).</li><li>• It may be utilised to deepen whānau search.</li></ul>

# SMR innovations - genogram chronology



The kairaranga engage in whakapapa research, represented in a visual genogram. This helps sites by:

- reducing social worker burden
- identifying whānau and extended whānau on both the maternal and paternal sides who may support tamariki
- enabling the best outcomes for the child, by including information on any previous placements and reports of concern, and looking for where protective factors exist that mean the child can retain their whakapapa connections safely.

# Specialist Māori Role – Skill set



The skill set of Specialist Māori Roles is a unique Te Ao Māori base of skills, experience connections and knowledge and includes:

- Te reo me ōna tikanga (language and ways of doing and being)
- Te Ao Kōhatu me te Te Ao Huri Huri (traditional knowledge and skills and contemporary knowledge and skills)
- Māori models of practice
- Relationships with mana whenua and other iwi and Māori organisations
- Social work or other relevant discipline
- Knowledge or experience of the Oranga Tamariki function, systems and processes

# Tamariki and whānau perceptions of the SMR



## Iwi Support Advisors

- empowering whānau in a system where we have always been marginalised
- connecting mokopuna to their whakapapa
- helping to change entrenched attitudes and behaviours
- testing the govt's commitment to co-design/partnership
- driven by kaupapa ... working across both worlds
- they are finding the "ora" for mokopuna

## Kairāranga-a-whānau

- high level of cultural expertise
- strong knowledge of connections with local whānau, hapū, iwi, hāpori
- known and trusted
- belief in whānau
- hāpaingia te mana o te whānau me ngā tamariki
- its' their manner that makes the difference ...
- tikanga based, awhi and tautoko ...
- she was just like an aunty by the end of it

## Iwi-led FGC

- tikanga Māori makes a huge difference
- iwi-led means whānau-led
- took the time to get to know me ... genuinely interested, understands me
- able to talk openly
- feel safe and supported
- whānau connections
- took me home after the FGC because no-one was there for me
- helped me to get my community hours done

# Specialist Māori Roles: preliminary findings

Outcomes	Exploratory data analysis suggests
increased participation	<ul style="list-style-type: none"><li>✓ higher attendance rates for iwi led FGC</li><li>✓ higher paternal representation</li><li>✓ whānau plan more likely to be developed in hui-ā-whānau</li></ul>
earlier participation	<ul style="list-style-type: none"><li>✓ High rate of allocation on day of referral</li><li>✓ One third of hui ā-whānau held within 20 days</li></ul>
better quality of experience for whānau	<ul style="list-style-type: none"><li>✓ better quality perceptions</li><li>✓ faster decision-making process</li><li>✓ reduced need for Oranga Tamariki social worker involvement</li><li>✓ most whānau completing agreed actions</li></ul>
support whānau to care for own tamariki, fewer removals, more whānau placements	<ul style="list-style-type: none"><li>✓ almost half of truancy concerns resolved by hui-ā-whānau</li><li>✓ emerging evidence of fewer tamariki coming into care due to concerns being resolved by hui ā-whānau</li><li>✓ plans address holistic and diverse needs</li><li>✓ more whānau/community support networks are identified</li><li>✓ more whānau placements than the national rate (as at 15/3/2019)</li></ul>

# Specialist Māori Roles: preliminary findings

Outcomes	Exploratory data analysis suggests
agreed plan is more likely	<ul style="list-style-type: none"><li>✓ plans are developed through hui ā-whānau</li><li>✓ consistency with FGC plans</li></ul>
better quality plan	<ul style="list-style-type: none"><li>✓ more goals identified</li><li>✓ more likely to contain goals that are aiming to address tamariki needs, improve housing conditions, support caregivers/ whānau, restore interpersonal relationships, address underlying alcohol or drug issues/family violence</li></ul>
culturally appropriate process	<ul style="list-style-type: none"><li>✓ supported by qualitative data</li></ul>
strengthen cultural identity	<ul style="list-style-type: none"><li>✓ more likely to identify iwi affiliations</li><li>✓ supported by qualitative data</li></ul>

# Critical success factors

critical factor	components
<b>site readiness</b>	 tangible support and endorsement by leadership; clarification of roles, process, systems and expectations; socialisation with staff, site, stakeholders and community
<b>rangatiratanga</b>	 autonomy, equity & opportunity; decision-making authority; Ao Māori immersion and accountability
<b>relationships</b>	 high level trust & confidence; collaboration; shared values & principles; networking and forums for reflection and continuous development
<b>site champions</b>	 nurturing/brokering relationships, problem-solving and maximising potential for success
<b>early engagement</b>	 front end process, time to connect and resolve
<b>tikanga</b>	 reclaiming and re-creating relevant tikanga, knowing how to create safe spaces, culturally specific knowledge & skillsets
<b>independent, neutral advocate</b>	 neutral, independent advisor & advocate, navigator; whānau-led process; trust & integrity
<b>whānau transformation</b>	 all-of-whānau approach; trauma informed; mauri ora models of practice; maximising whānau capacities

# Success themes across evaluations

Tūhoe Hauora	Mokopuna Ora	Ngāti Porou	Kairāanga ā Whānau	Rangitāne o te Wairarapa
socialisation & endorsement	high level trust and confidence	sharing power & control	early involvement	relationships
collaboration	socialisation	timely communications	Te Ao Māori immersion & accountability	rangatiratanga
clarification	site champions	socialising the model	Te Toka Tūmoana	site champions
iwi led solutions & pathways	autonomy & opportunity	reflection & continuous improvement	conduit, connector	whānau transformation
nuturing & problem solving	clear systems & process	integrity and trust	someone who cares	
tenacity & persistence	willingness to collaborate	whanaungatanga & whakapapa	expressions of emotions (whakatangi) and whakatau	
tikanga based	strong, visionary leadership	neutral, independent & whānau-led	advocate for whānau	
front end process	all of whānau, trauma informed	mobilise whānau to be the architects of their own destiny	peer support, mentorship & workforce development	
achievable plans	knowing how to create safe spaces	reclaiming tikanga	whānau capacity to realise potential	
neutral & whānau led	absolute commitment to whānau	iwi roadmaps & models	strong connections	
Mauri Ora, Te Māherere models of practice	address emergent needs	a champion to problem solve & maximise potential	unique skillsets & ways of being	
	persistent & flexible		site readiness	
	trusted advocate, navigator			

# Insights and opportunities

## Continued practice development

- Although based on common values, Māori models of practice are unique to iwi and should not be generalised. There is a need to support co-design and flexibility.
- Develop, strengthen and maintain a community of practice for Specialist Māori Roles that support capacity building and strengthen their collective identity.
- Build partnerships for practice with iwi and Māori organisations that support shared training opportunities, resources and contribute to a shared outcome.
- Alignment with Te Toka Tūmoana and Māori models was found to be helpful to practitioners
- Adopt the critical success factors identified in this report more widely



# Insights and opportunities

## Evidence building for the future

- Learning from this work included the time needed for relationship-building and to feed back findings, when working with kaupapa Māori researchers and iwi.
- With the building of trust, there are opportunities for evidence building partnerships with Māori.
- The contributing reports each make meaningful contributions of Māori knowledge and worldviews.
- There is a need to improve contracted measures, data collection & reporting, to be able to more robustly understand outcomes and impact over time.



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