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Te Komihana O Ngā Tari Kāwanatanga



MINISTRY OF
SOCIAL DEVELOPMENT
Te Manatū Whakahiato Ora

**Review of the Centre
Integrated Service Delivery: Regional Co-ordination**

FINAL WORKSTREAM REPORT

July 2003

Table of contents

Executive Summary	4
Context	4
Definitions	5
Role of central government	6
Working with stakeholders	6
Further policy work required	7
Introduction	9
Context	10
Approach	10
The benefits of collaboration	10
The limitations of collaboration	11
The development of good practice principles	12
The focus of collaboration – defining regional and local areas	12
Barriers to collaboration	13
Levers for change	14
Definitions of collaboration.....	15
Role of central government.....	19
Working with stakeholders	21
Further policy work required	24
References.....	26
Appendix 1 : Case Studies	27
Appendix 2 : Project Methodology	38

Executive Summary

Context

1. In November 2001, the *Report of the Advisory Group on the Review of the Centre* highlighted the need to achieve better integrated service delivery to address complex social problems which involve multiple agencies, and to achieve better citizen-focused service delivery. The Integrated Service Delivery: Regional Co-ordination workstream set out to examine existing successful models of local collaboration and suggest how government agencies could work better together and with local stakeholders.
2. The Integrated Service Delivery: Regional Co-ordination workstream undertook a review of the New Zealand and international literature on collaboration, carried out fieldwork in three regions in New Zealand, and drew on a range of relevant government reports. The findings of the work have been used to develop both the *Final Workstream Report* and *Mosaics: Whakaāhua Papariki: Key Findings and Good Practice Guide for Regional Co-ordination and Integrated Service Delivery* (available at www.msd.govt.nz).
3. A key purpose of this *Final Workstream Report* is to provide an account of the regional co-ordination project. Like *Mosaics* it also describes the key good practice principles and actions required to develop and improve collaboration. Some key case studies of successful collaboration in action are also identified.
4. The report also highlights the key issues that may require a policy response from Ministers and central government including the need to:
 - remove structural barriers to collaboration eg by addressing service boundaries and funding mechanisms
 - emphasise ways to ensure that government systems and processes support and incentivise collaboration eg by addressing departmental accountabilities, managerial delegation at local level and evaluation arrangements
 - undertake further policy work to support collaborative working with stakeholder groups eg by addressing Treaty partnership relationships and whole of government approaches to working with local authorities
 - develop better monitoring and evaluation mechanisms to determine where collaboration is effective.
5. There is evidence that collaboration can improve services and offer benefits for organisations, including better processes, improved relationships, greater capacity to respond to local needs and more efficient use of resources. However, there is currently little clear evidence, either in New Zealand or internationally, that collaboration improves outcomes. This is largely due to the lack of effective evaluation of collaborative initiatives.

6. Collaboration is time- and resource-intensive, and there are limitations to what it can achieve. Organisations need to make decisions about when collaboration is appropriate and consider the necessary trade-offs in devoting time and resource to joint working. Moreover there is no single approach to developing collaboration that will work in all cases. Different models will be needed to achieve specific objectives, and different approaches will be needed at various stages of the collaborative process.
7. Nonetheless, where the decision has been made that collaboration is appropriate, the fieldwork and literature provide some guidance about what makes collaborative mechanisms function effectively.

Definitions

8. The workstream identifies two levels of collaboration regional co-ordination and integrated service delivery.
9. **Regional co-ordination** is multi-agency collaboration at a strategic level. Its purpose is to provide an overview of needs and activities in an area, and engage in forward planning and alignment of resources across a whole region, population group or cross-cutting issue. The principal regional co-ordination mechanisms are: *Networks*, which are relatively informal groups which focus on relationship-building and information-sharing; and *Partnerships*, which are more formal arrangements with a focused objective around the production of strategies, systems or services.
10. **Integrated service delivery** involves organisations working together at an operational level. Its purpose is to develop the delivery of services requiring the input of more than one agency, focused on specific local areas, client groups, communities, families or individuals. Three models of integrated service delivery are identified. These are *case management approaches*, *“one-stop-shop” single access points for service delivery*, and *joint-funded contract service provision*.
11. Findings show that the key principles for developing effective regional co-ordination and integrated service delivery include:
 - clarity of purpose and function
 - relationships and information-sharing
 - taking account of the local context
 - appropriate mechanisms and processes
 - governance, leadership and accountability.

Role of central government

12. Government organisations, both at the centre and at local level, have a key role to play in supporting effective regional co-ordination and integrated service delivery. Systemic change will be required to embed collaboration into all activities of organisations. While some government actions to support collaboration require barriers to be removed at national policy level, participants in the field work observed that many of the necessary changes may be developed and implemented by government agencies at the local level within existing structural arrangements.

13. To support collaboration, government at the centre will need to:

- Foster a collaborative culture, attitudes and values within organisations by valuing and rewarding collaboration in performance and accountability measures, and providing leadership and positive role modelling of collaborative behaviour at all levels. This also means building relevant capacity and developing skills to support effective collaborative working among staff, stakeholders and contract service providers.
- Develop appropriate organisational structures to address the inconsistency of service boundaries and the fragmentation of government agencies and funding pools in the long term. There is also a need to increase the flexibility of government organisations at a local level to act on opportunities to collaborate and to work across boundaries in the short term.
- Enable flexible systems and processes which allow sufficient time and resources to support collaborative initiatives and enable information-sharing.
- Support responsive policy development by ensuring policy is informed by regional perspectives and that departments at the centre set frameworks and guidelines and empower managers to develop local solutions.

Working with Stakeholders

14. Government organisations also need to work effectively with local stakeholders such as iwi/Māori, local government, community and voluntary sectors and Pacific groups. It is important to involve stakeholders in collaboration both as representatives of local communities and as service providers in their own right.

15. To work effectively with local stakeholders government agencies will need to:

- Build sustainable relationships between government agencies, local authorities and communities by developing open information sharing, joint consultation processes and clear accountabilities for meeting objectives and representing local communities.

- Strengthen Treaty partnership relationships between government and Māori. This underpins issues of service delivery to meet the aspirations of Māori by developing formal recognition of Treaty partnership relationships, strengthening partnership working and developing joint accountability mechanisms between government and iwi/Māori.
- Develop effective consultation and involvement of stakeholders by consulting groups together to build understanding and facilitate dialogue and supporting community and voluntary sector groups to participate.
- Improve the responsiveness of government agencies to Māori and Pacific groups. This includes recognising the diversity of experience and aspirations amongst Māori and Pacific groups, improving cultural awareness within organisations, providing more flexible services and building the capacity of Māori and Pacific staff.
- Develop the capacity of communities and community providers by ensuring sustainable funding to support collaborative activity long-term, and developing joint training to share knowledge and capacity across sectors.

Further policy work required

16. Most of the good practice principles for developing collaboration can be applied by government agencies at the centre and in the regions within existing structural arrangements. However findings indicate that policy work will be required within government departments and by central agencies over the medium to long term to reduce some of the more systemic barriers to collaboration which currently exist at a number of levels.

17. Key issues for further policy work include:

- achieving better alignment of departmental service boundaries as this has been identified as one of the structural barriers that impedes effective collaboration
- rationalising existing funding pools and resource allocation for cross-cutting policy issues
- building collaboration into departmental accountabilities
- increasing flexibility at a local level so managers are able to make decisions and allocate resources to meet local needs
- describing what a 'whole of government approach' will mean in practice when working with local authorities – particularly given the new Local Government Act 2002
- formalising the basis for Treaty partnerships
- improving monitoring and evaluation mechanisms to determine where collaboration is effective.

Introduction

Context

18. In November 2001, the *Report of the Advisory Group on the Review of the Centre* highlighted the need to achieve better integrated service delivery to address complex social problems which involve multiple agencies, and to achieve better citizen-focused service delivery. The Integrated Service Delivery: Regional Co-ordination workstream set out to examine existing successful models of local collaboration and suggest how government agencies could work better together and with local stakeholders.

19. The work was undertaken in response to a Cabinet Directive (CAB MIN (01) 39/14 refers) which committed government to a series of initiatives to enhance service delivery including:

- establishing cross-agency **Circuit Breaker Teams** to solve previously intractable problems in service delivery by drawing on front-line knowledge and creativity together with central technical support
- enhancing regional co-ordination of state sector agencies, including their interaction with local government and community organisations, by adapting and building on existing successful models of local co-ordination
- **evaluating** the integration of service delivery against the needs, priorities and interests of Māori.

20. In March 2002, the integrated service delivery Workstream (as outlined above) began work under the sponsorship of a Reference Group which included the following members:

- Peter Hughes, Chief Executive, Ministry of Social Development (Chair)
- Dr Karen Poutasi, Chief Executive and Director General, Ministry of Health
- John Chetwin, Chief Executive, Department of Labour
- Jackie Pivac, Chief Executive, Department of Child, Youth and Family Services
- Geoff Dangerfield, Chief Executive, Ministry of Economic Development
- Leith Comer, Chief Executive, Ministry of Māori Development, Te Puni Kōkiri
- Fuimaono Les McCarthy, Chief Executive, Ministry of Pacific Island Affairs
- Brendon Boyle, Chief Executive, E-government, State Services Commission
- Bryce Fleury, Policy Advisor, New Zealand Public Service Association.

21. A key aim of the regional co-ordination project was to provide Ministers, government agencies and key stakeholders with lessons gained from first-hand experience of:

- what makes regional co-ordination and integrated service delivery work (and what stops it from working)
- what needs to be done to improve and develop it further
- what are the most appropriate arrangements and opportunities for developing better regional co-ordination and integrated service delivery
- how to assess whether collaboration is effective in improving services and outcomes for citizens.

Approach

22. The key findings and good practice principles were distilled from consistent messages gathered from consultation with practitioners in the field, both inside and outside of government. The information was gathered from a series of 27 focus groups conducted in three regions across New Zealand: Taranaki, Counties/Manukau and the Southern (Southland and Dunedin). The focus groups consisted of individuals from government organisations, the community and voluntary sector, iwi and Māori groups, Pacific peoples, local government and the business sector. Participants were selected on the basis that they were involved in existing regional co-ordination and integrated service delivery initiatives or had some relevant interest and experience in this area. Case studies of successful collaboration initiatives, and the key learning points they provide for others, were identified. A number of case studies are included in Appendix 1. Further information about the methodology can be found in the Appendix 2.
23. A *Literature Review* was commissioned for the project which synthesised New Zealand and international research findings on effective mechanisms for joint working between agencies. *Integrated Service Delivery and Regional Co-ordination: A Literature Review* is available at www.msd.govt.nz and www.ssc.govt.nz.
24. Many of the findings and good practice suggestions reflect similar conclusions reached by other government projects and policy processes. The recommendations made in the reports produced by the Community-Government Relationship Steering Group – *Potential for Partnership, Whakatūpū Whakaaro*, and *He Waka Kotua – Joining together on a shared journey* – on government agencies working with wider stakeholders were particularly relevant. Work undertaken by The Treasury on issues related to centralised and decentralised decisions in government, and by the Central Agencies Chief Executives' Reference Group in relation to central agency leadership, were also relevant.

The benefits of collaboration

25. The *Report of the Advisory Group on the Review of the Centre* concluded that greater collaboration between government agencies, and better-integrated service delivery, was a key means for effectively addressing complex social problems and achieving better outcomes for citizens. There is a strong feeling both within

government and amongst stakeholders that a more inclusive and better co-ordinated public sector can lead to more efficient and effective services and therefore improve the lives of people and communities. Collaboration is also seen to be an important means for promoting community development and empowering communities to be more self-reliant. While these were the working assumptions which underpinned the project, it is worth noting that many of these have yet to be fully tested or supported with solid evidence.

26. Both the New Zealand and international literature indicate that there is currently little or no research evidence that co-ordination, collaboration or integration in themselves improve outcomes for individuals or their families/whānau. This is in part due to the fact that evaluation of collaborative initiatives is often limited, focused on process, and conducted over too short time-scales to pick up changes in outcomes over time. It also reflects the fact that many of the expected benefits of collaboration, such as improved relationships, are difficult to measure.
27. There is, however, some evidence that collaboration can enhance the quality of services, and offer advantages to participating organisations through better processes, improved relationships, greater capacity to respond to local needs and more efficient use of resources. There is also some evidence that long-term collaborative initiatives can produce benefits for communities through a commitment to community development and greater community involvement in decision-making (see *Literature Review*, Chapters 4 & 5, pp23-42).

The limitations of collaboration

28. While there are evident benefits to be gained from greater co-ordination, it is important to acknowledge that collaboration is not a panacea. There are clear messages, both from the literature and from practitioners, that collaboration can improve the use of existing resources. However, co-ordination in itself cannot counter the effect of constrained funding, legislative limitations on agencies activities or a lack of skilled practitioners in a particular area.
29. Moreover, it is clear, both from the literature and from the experience of practitioners, that collaboration is time and resource intensive. Decisions are therefore required about when collaboration is appropriate. Some of the trade-offs around collaboration will need to be considered through policy processes at a central government level. Departments will need to determine an appropriate balance between the responsiveness of services developed through collaborations at local level, and the potential inequities of provision which may arise between localities from this approach.
30. Other trade-offs will need to be made at local level. Organisations need to decide the appropriate balance they wish to strike between devoting time and resources to collaborating with other agencies and meeting their obligations in delivering their agency's core business. The international literature provides some guidance for identifying circumstances when collaboration is appropriate, either at strategic or

operational level. These points are summarised in *Mosaics* on page 12 for regional co-ordination; and page 19 for integrated service delivery, and the *Literature Review*, Chapter 6, pp 43-47.

31. Each situation in which people collaborate is different. There is no single approach that will work in all cases and no step-by-step method for developing collaboration. Organisations need to be clear that they have selected appropriate collaborative models and processes to achieve the objectives of each specific initiative. Different processes and approaches will also be needed to address the various issues which arise at different stages of the collaborative process.

The development of good practice principles

32. In identifying good practice principles, the report takes its starting point from the Review of the Centre's conclusions (and the available evidence) that some benefits can be gained both for services and for citizens by enhancing the way that government organisations work together and with others. It assumes that those seeking this advice have already identified appropriate issues which require collaboration, and made the decision to devote the necessary time and resources to undertake it. The good practice guidance is therefore focused not on whether to collaborate, but on how to develop collaboration effectively.

The focus of collaboration – defining regional and local areas

33. There are currently many different definitions of region, used by different organisations in different contexts. This picture is complicated by the lack of coherence between service, local authority and iwi boundaries. In practical terms, examples of inter-agency working at the strategic level encountered in the fieldwork tend to operate at local authority level. However, some co-ordination initiatives operate across broader geographical areas such as Regional Authority boundaries, and incorporate a number of Territorial Local Authorities, *eg Taranaki Mayoral Forum*. Other co-ordination initiatives, led by particular government agencies, tend to operate within their own service boundaries, *eg the Regional Inter-sector Fora* led by Te Puni Kōkiri. Inconsistencies in geographical service boundaries used by different agencies have been identified as an important issue for collaborative working.
34. The concept of locality is similarly difficult to define, as communities tend to define their local area in ways which can be quite different from the definitions used by organisations. Most integrated service delivery initiatives are designed to address 'local' issues. This means they have a relatively confined geographical focus which may range from whole towns or cities to particular suburbs or to individual streets or housing areas.
35. This report does not attempt to define what is meant by regional or local level, since appropriate definitions will vary for different purposes. The key finding is that agencies working collaboratively together will need to select a geographical focus appropriate to the issue concerned. The effectiveness of the initiative is improved by

a focus on geographical areas which has meaningful coherence for communities as well as for organisations.

Barriers to collaboration

36. A number of barriers which impede effective co-ordination between government agencies and other stakeholders have been identified. The *Report of the Advisory Group on the Review of the Centre* (2001) noted several barriers to collaboration between organisations. These include:

- the number of government agencies (including Crown entities) which Ministers and citizens have to interact with
- the frequency of structural change, including the separation of policy from operations, which has led to a devaluing of service delivery
- the diversity of regional boundaries across the different departments (the fieldwork revealed further diversity with local authority and iwi boundaries)
- centralisation of services by some agencies to the main centres, leaving some agencies without representation at a local level
- variation in levels of delegations within those departments
- division of financial resources into a large number of small pools
- outputs that focus organisations on the delivery of core business at the expense of whole-of-government approaches
- a public service culture that is risk-averse rather than fostering innovation and progress.

37. The *Literature Review* and the fieldwork undertaken identified a further set of barriers which impede effective joint working, including:

- no one agency at the centre with an overview
- no government agency at the regional level with a clear mandate to lead regional initiatives
- an increase in competition for resources between agencies
- the nature of the funder/provider contracting regime
- overall funding pressures limiting the level of resource that is allocated to co-ordination and collaboration
- a tendency for some agencies to shift responsibilities to other agencies, withdraw from collaboration
- differences between agencies priorities and national policy drivers which make it complicated to identify common interests
- use of the Privacy Act 1993 to limit the exchange of information across agencies.

38. A specific set of issues were also identified that impede joint working with iwi/Māori groups. Other government reports have also highlighted barriers to effective joint working. These include:

- the need for government and other agencies to recognise diverse Māori realities rather than having a 'one size fits all' approach (see Community-Government Relationship Steering Group, *Potential for Partnership, Whakatōpū Whakaaro*)
- a lack of commitment and consistency in government agencies' approaches to Māori issues (see Community-Government Relationship Steering Group *He Waka Kotuia – Joining Together on a Shared Journey*)
- a lack of information related to the effectiveness of co-ordination and integration in terms of Māori outcomes (see *Literature Review*, Chapter 5, pp40-42).

Levers for change

39. Despite the barriers, there are a great many factors which are driving government organisations to collaborate more closely with each other and with wider stakeholders. Government has signalled its concern with improving the connections between agencies and ensuring that the work of departments is well aligned with whole-of-government approaches to addressing problems which focus on working towards common goals and outcomes. It is important for organisations both inside and outside of government to be aware of the current directions which underpin the move towards increased collaboration, and to use the opportunities that they present for developing collaborative activity.

40. Some of the key levers for enhancing collaboration include:

- The *Managing for Outcomes* process is a new strategic planning process being adopted across government. It obliges government agencies to focus on broader outcomes, and then align the work of their agencies (outputs) to the achievement of those outcomes. This process will require agencies to think broadly about the causes of problems in their planning, to identify joint or overlapping outcomes with other agencies, and to identify opportunities to collaborate in order to achieve their own priorities. A number of wellbeing frameworks have been developed that will help in defining and measuring high level outcomes include:
 - *New Zealand Living Standards 2000*
 - *The Social Report series* (updated annually)
 - *Monitoring Progress Towards a Sustainable New Zealand*
 - *Quality of Life in Big Cities of New Zealand*.

A number of organisations are using these outcomes frameworks and adapting them to guide collaboration around common outcomes at local level.

- The *Sustainable Development Programme of Action* provides an overarching framework for thinking about how the social, economic, environmental and cultural spheres interact with each other. The programme of action emphasises participation and partnerships as key means of improving in the four key priority areas – quality and allocation of fresh water, energy, sustainable cities and investing in child and youth development. These partnerships will oblige

agencies to collaborate with a broader range of agencies and partners from outside their habitual sector of activity.

- The *Community-Government Relationship Steering Group* and the associated *Statement of Government Intention for an Improved Community-Government Relationship* which recognise the unique and vital role that the community, voluntary and iwi/Māori organisations play in New Zealand society. The work on improving community-government relationships has led to a comprehensive set of recommendations for developing collaboration and joint working, and produced guidance on improving participatory processes, improving resourcing and accountability arrangements, and the review and monitoring of government-community relationships.
- *The Treaty of Waitangi* provides the basis for the partnership relationship between iwi/Māori and the Crown, and has been an important lever for improved partnerships between some government agencies and iwi. For example: the Ministry of Education partnership with Ngāti Porou; the Tairāwhiti Taskforce which has been led by the Department of Labour; the Ministry of Social Development initiative with Te Rarawa; and Ngāi Tahu and the Department of Conservation's joint partnership over Aoraki/Mt Cook.
- The *Local Government Act 2002* requires local councils to develop community plans which identify the social, economic, environmental and cultural outcomes desired by local communities. The Act explicitly requires local authorities to work in collaboration with organisations who can influence the delivery of those outcomes such as government service providers. Collaboration will be needed to support the development of community plans, to develop services to meet local needs and to monitor the achievement of local outcomes.
- A number of *Regional/local development initiatives* led by individual government departments with a specific focus at regional level are fostering the development of partnerships between a range of government agencies and stakeholders at a local level. For example Regional Partnerships Programme run by the Ministry of Economic Development provides support, capacity building and initiative funding to encourage co-operation and joint planning for regional growth. The Ministry of Social Development is implementing a series of regional social development strategies elaborated through local partnerships, and Te Puni Kōkiri and the Ministry of Pacific Island Affairs are leading capacity-building initiatives intended to build the capacity of communities to contribute to and lead social and economic development in their communities.

Definitions of collaboration

41. The literature on joint working between agencies reveals the broad range of mechanisms which are used to enable agencies to work together, and highlights the wide range of terminology used to describe these. Clear definitions are important to

enable collaborative initiatives to select the most effective mechanisms for their purposes and ensure that participants have appropriate expectations of their involvement. A great many terms are used to describe collaborative approaches, including 'whole-of-government' approaches, 'joint working', 'inter-sectoral action', 'collaboration', 'co-ordination' and 'co-operation'. These are often used interchangeably.

42. Clear definitions are important to enable collaborative initiatives to select the most effective mechanisms for their purposes and ensure that participants have appropriate expectations of their involvement. In general, distinctions are drawn between the different types of collaboration mechanisms on the basis of their structure, the focus and scope of their activity, and the formality of the governance arrangements, including authority, investment of resources, liability for risk and accountability (*Literature Review*, Chapter 2, p7).
43. The workstream identifies two levels of collaboration. Within these broad categories, a range of models can be found which may be used for different purposes.
44. **Regional Co-ordination** is multi-agency collaboration at a strategic level. The purpose of regional co-ordination is to provide an overview of activities in an area, to determine what is needed, and to decide how to meet these needs in a way which is consistent with national government goals. The co-ordination process also focuses on forward planning and alignment of resources across a whole region, population group or cross-cutting issue.
45. The principal regional co-ordination mechanisms are: **Networks**, relatively informal groups which focus on relationship-building, information-sharing and identifying opportunities to strengthen organisational capacity and delivery; and **Partnerships**, which are more formal arrangements with a focused objective around the production of strategies, systems or services.
46. Current network arrangements include: Regional Inter-sector Fora, the Strategic Co-ordination Group in Manukau and the Mayors' Taskforce for Jobs. Examples of partnerships include: Regional Partnership Programmes; the Dunedin Mayors' Taskforce for Jobs '4 Trades' partnership (see Case Study Appendix 1) and Manukau Council's *Tomorrow's Manukau* outcomes groups; Further case studies are included in *Mosaics*.
47. **Integrated Service Delivery** is organisations working together at an operational level. The purpose of integrated service delivery is to develop at an operational level the delivery of services requiring the input of more than one agency. The focus of integrated service delivery tends to be on smaller local/geographic areas, client groups, communities, families or individuals.
48. Three models of integrated service delivery have been identified. These are: "**case management approaches**" which provide packages of services involving a range of agencies which are tailored to meet specific individual needs; "**one-stop-shop**"

single access points for service delivery which provide access to a broad range of government or government-funded services through a single access point; and, **joint-funded contract service provision** which delivers joint resourcing from a number of agencies to fund contracted specialised services to meet a specific need.

49. Examples of case management approaches include: *Strengthening Families* which involves the co-ordination of relevant services by one lead agency; *Wraparound services* delivered by a multi-disciplinary team; and, *Fast Forward* which provides integrated packages of business support through individualised account management.
50. Examples of one-stop-shop approaches include: *Heartland Services* which provide single access points to government services in rural areas (see Case Study Appendix 1); co-ordinated service provision at the *Auckland Refugee and Migrant Resettlement Centre*; and, the *Southland Work and Income partnership with the Pacific Island Advisory and Cultural Trust* which improves access for a specific group providing government services in more culturally appropriate locations.
51. The integrated funding agreement with the *Otago Youth Wellness Trust* is an example of joint-funded contract service provision (see Case Study Appendix 1). Further case studies of integrated service delivery are included in the *Mosaics* guide.
52. While these definitions are helpful in understanding the range of collaborative activity, it is important to note that effective joint working between government services requires a range of mechanisms at many levels. The key message is that 'one size doesn't fit all'. The concepts of regional co-ordination and integrated service delivery are not mutually exclusive, and these activities are often closely related. A key issue in developing joint working between organisations is how well the two levels fit together. Strategic-level co-ordination may well lead to projects or initiatives involving integrated service delivery. Similarly integrated service delivery initiatives need to be developed with a sense of where they fit within the wider strategic context of collaboration across a region.
53. Moreover, the two levels of co-ordination impact on organisations in different ways and involve staff at different levels. Regional co-ordination requires the participation of senior managers with the authority to move resources and make strategic planning decisions, whereas integrated service delivery initiatives will require joint working between service managers and front-line staff. The involvement of staff at different levels in collaborative working should reinforce an ethos of collaboration within organisations.
54. In addition, the development of regional co-ordination and integrated service delivery at local level requires strong links to central government. Robust feedback loops need to be set up and maintained which link regional perspectives and experience to policy development. This will help to ensure that public management structures and systems at the centre support organisations working together at a local level.

55. Findings show that there are key principles for developing effective regional co-ordination and integrated service delivery.

Clarity of purpose and function

56. Collaboration cannot be an end in itself. Joint working initiatives must have a clear purpose and objectives, and use appropriate models for achieving these. It must be clear what mandate the group has to make decisions, and the membership of the group must include people with the appropriate decision-making powers for the purposes of the group. This clarity of purpose provides an important basis on which to build a joint understanding of the value of collaboration at both strategic and operational levels. This should be used to build commitment of partners and ensure that agencies' risks and fears about collaboration can be actively managed.

57. Moreover, there needs to be strong links between regional co-ordination and integrated service delivery in local areas. Collaboration at a strategic level should create opportunities for improved 'joined-up' working at the ground level, whereas integrated service delivery should be developed within a coherent framework defined through strategic collaboration and resource alignment.

Relationships and information-sharing

58. Effective collaboration rests on good relationships which are built and sustained over time. Collaborative groupings need to build on existing relationships wherever possible, and to devote significant time to building and developing relationships through both formal and informal channels. Joint working requires relationships to be built between organisations at management and front-line staff levels. Fostering good relationships requires developing trust between partners through sharing information openly and honestly in a safe environment. Moreover, collaborative groups, at both strategic and operational levels, need to develop robust mechanisms for consulting and sharing information with wider stakeholders.

Taking account of the local context

59. Models for collaboration work best when they are developed at a local level. Collaborative initiatives need to be focused clearly on addressing local problems and given the flexibility to adapt their character and style to fit with local circumstances. Clear definitions of the appropriate geographical focus for collaboration are needed to enable services to work together and with local communities more effectively. New collaborative mechanisms in particular need to ensure they link and communicate with existing networks, partnerships and initiatives and with community-based groups in their local area. This should avoid duplicating effort and improve coherence and local accountability.

Appropriate mechanisms and processes

60. Collaborative initiatives at both strategic and operational levels need to ensure that the model they are using is fit for the purpose. The range of organisations involved must be appropriate to the issue or problem addressed. In addition, the format and frequency of meetings, and the level of staff required to attend, must be appropriate for achieving the collaboration's objectives. Effective inter-agency working requires considerable support and adequate resourcing. The organisation and administration of collaborative initiatives must be handled effectively. It is also useful to have someone with responsibility for identifying problems, facilitating communication between agencies and supporting staff to work in new environments or in different ways.

Governance, leadership & accountability

61. Productive collaborative working requires effective governance arrangements. Clear leadership of collaborative initiatives should be developed in ways which are appropriate to the issue and local circumstances and agreed by all partners, rather than being mandated externally. The responsibilities and accountabilities of the collaborative group must be understood by all organisations involved and by wider stakeholders. Collaborative working developed at a local level needs to take account of overarching strategic frameworks, both regionally and nationally, and should inform the development of these frameworks.

Role of central government

62. Government organisations, both at the centre and at local level, have a key role to play in supporting effective regional co-ordination and integrated service delivery. The actions required of government cover the full span of activity, and amount to systemic change. Participants in the fieldwork considered that collaboration needs to be embedded in all activities of organisations. While some government actions to support collaboration require barriers to be removed at national policy level, participants observed that many of the necessary changes may be developed and

implemented by government agencies at the local level within existing structural arrangements.

63. To support collaboration, government at the centre will need to address organisational attitudes and values, policy development and statutory and structural issues such as delegations and accountability systems.

Foster a collaborative culture, attitudes and values

64. Government organisations need to foster an ethos of collaboration and define it as part of their core business. This means valuing and rewarding collaboration in performance and accountability measures, and providing leadership and positive role modelling of collaborative behaviour, at all levels from Ministers and Chief Executives to managers and front-line staff. This change in culture includes empowering staff to use their own initiative to develop collaborative activity and promote effective community involvement. The Healthy Housing initiative in South Auckland provides some instructive lessons about building a collaborative culture to support better integrated service delivery (see Case Studies Appendix 1).
65. Government organisations will also need to value and develop collaborative working skills among their staff. Government agencies may need to develop capacity for collaboration amongst stakeholders and contract service providers, and should include funding for building staff skills in service contracts.

Develop appropriate organisational structures

66. Policy work is required at the centre to rationalise the large number of government agencies, the inconsistency of service boundaries and the fragmentation of funding pools in order to reduce duplication and improve consistency. However this is likely to require change over the long term. To overcome structural barriers to collaboration in the shorter term, government organisations at a local level need to develop flexibility to identify and act on opportunities to collaborate and to work across boundaries. This includes developing staff roles with a specific responsibility for areas or issues which are the focus of collaboration, and fostering commitment to relationship-building.

Enable flexible systems and processes

67. Organisational systems and processes need to facilitate collaboration by allowing sufficient time and financial resources to support collaborative initiatives. Government organisations will also need to build collaboration into the accountabilities of organisations, individuals and contract service providers. In addition, they should support the development of systems which enable information-sharing and the resourcing of collaborative working.

Support responsive policy development

68. It is clear that collaboration at regional and local level requires consistent support and robust communication with the centre. Departments at the centre need to enable diversity in policy implementation by setting frameworks and guidelines, and empowering managers to develop local solutions. National policy and strategies also need to be informed by regional perspectives; sound feedback loops are required between the centre and localities to use the experiences at local level to improve policy development. Collaborative mechanisms are also required at national level to ensure that information from front-line perspectives is shared between organisations at all levels. The development of a cross-sectoral policy framework to address the needs of young people with high and complex needs is an example of greater collaboration in policy development at central government level (see Case Studies Appendix 1).

Working with stakeholders

69. Government organisations also need to work effectively with local stakeholders such as iwi/Māori, local government, community and voluntary sectors and Pacific groups. Each stakeholder group has a particular role and specific needs in the way they collaborate with government agencies.

70. Māori have a special relationship with the Crown set out in the Treaty of Waitangi. Understanding and recognition of the provisions of the Treaty must provide the fundamental framework for defining relationships between the Crown and Māori at all levels. Government agencies need to develop robust partnership arrangements with iwi and Māori groups in the development of policy and strategies and in the design, delivery and evaluation of services which affect Māori communities. These groups also need to work together to improve the cultural appropriateness of services and build the capacity of both government and Māori organisations to deliver services which are responsive to Māori needs.

71. *Local authorities* will have a key role to play in the development of strategic-level co-ordination and integrated service delivery at the local level. In particular, the new local government legislation places an obligation on local government to lead the process of defining community outcomes and priorities, and to engage with other bodies capable of influencing their delivery. This role will increase the need for local government to work with government agencies to determine the fit between national and local priorities. It will also increase the demand for the co-ordination of local services.

72. *Community and voluntary sector organisations* play two key roles with respect to government:

- first, community and voluntary sector groups play a key role in representing the voice and perspectives of local communities

- second, many community and voluntary sector agencies are service providers in their own right who work in partnership with government agencies to meet local needs.

It is important to be clear about the distinction between these functions in developing collaboration and joint working between government and community groups.

73. Government organisations need to understand and value the contribution of community, voluntary and tangata whenua groups, and to develop and sustain ongoing relationships to involve them in policy development and the planning and delivery of services. Government has an interest in fostering a strong community and voluntary sector as a means of achieving both its own outcomes and those of the community. Many of these points are emphasized in the work of the Community-Government Relationship Steering Group.
74. *Pacific peoples* constitute six percent of the New Zealand population, and this proportion is expected to double by 2050. On average they experience significantly poorer outcomes across a spectrum of wellbeing indicators than the population as a whole. Pacific peoples are also involved in a range of community-based groups and organisations which provide services within their own communities. Government agencies at both local and national level, and local authorities, therefore need to work closely with Pacific groups to develop appropriate policies and strategies to meet the needs of their communities, and to ensure that services are provided in a culturally appropriate manner. This involves improving the interface between government and Pacific peoples, strengthening the responsiveness of government service delivery, and building the capacity of Pacific groups to develop and deliver services to their own communities.
75. There are a number of key lessons for effective collaboration between government agencies and these stakeholder groups.

Build sustainable relationships between government agencies, local authorities and communities

76. Collaborative working at local level will require careful balancing of local needs with national priorities and policy directions. Clear accountabilities, open information sharing and the development of relationships of trust, built up over time, will be required. Local authorities have a key role to play in brokering relationships between government services and communities at the local level. Developing joint consultation processes between government agencies and local government is a key means to make best use of resources and information and avoid overburdening groups with consultation initiatives. Moreover, effective collaboration with stakeholders requires clear arrangements to ensure that community partners are effectively representing their communities and have robust arrangements to ensure their accountability. The *Waitakere Collaboration Group* collaborative process between community, local government and central government provides an example of successful relationship building (see Case Study Appendix 1).

Strengthen Treaty partnership relationships between government and Māori

77. It is crucial to address Treaty partnership and accountability issues between iwi/Māori and the Crown, as these underpin issues of service delivery to meet the aspirations of Māori. This means developing formal recognition of Treaty partnership relationships at all levels of government activity. It includes strengthening partnership working between government and iwi/Māori, developing joint accountability mechanisms to ensure services meet requirements of government departments and mana whenua, and fostering an ethos of Treaty responsiveness in public sector organisations. The whole-of-government agreements with iwi being piloted with Te Rarawa, are an example of one way of approaching this issue (see Case Study Appendix 1).

Develop effective consultation and involvement of stakeholders

78. To support effective collaboration, government organisations need to involve communities, including Māori and Pacific groups and the community and voluntary sector, in decision-making. This means consulting groups together to build understanding and facilitate dialogue. It also requires government organisations to support and resource groups which represent their communities to participate.

Improve the responsiveness of government agencies to Māori and Pacific groups

79. Government agencies need to recognise the diversity of experience and aspirations which exist amongst Māori and Pacific groups. They need to build their capacity to respond flexibly and provide appropriate access points for services. Government agencies need to make a commitment to building the capacity of Māori and Pacific staff in public sector organisations. They also need to increase understanding of Māori and Pacific cultural values among other staff.

Develop the capacity of communities and community providers

80. Government organisations need to actively support the capacity of community providers, including Māori and Pacific providers, in developing effective collaborative activity. This means ensuring sustainable funding to support collaborative activity long-term, and developing joint training to share knowledge and capacity across sectors. It will also be important to shift contracting regimes to focus on holistic outcomes, which incentivise collaboration. Government organisations should also devote attention to building the capacity of communities to identify their own needs and play an active role in developing solutions.

Further policy work required

81. The following section identifies the changes in policy settings or institutional arrangements necessary to improve regional co-ordination and integrated service delivery. The issues identified warrant attention by central government over the medium to long term. The intention is to help set the policy agenda for reducing some of the more systemic barriers to collaboration which currently exist at a number of levels.
82. To begin, achieving better alignment of regional service boundaries has been identified as one of the structural barriers that impede collaboration. This is further complicated by the fact that not only do government agencies have different regional boundaries from each other, they also have different boundaries from local authorities and iwi boundaries. Improving the alignment of regional boundaries would make collaboration easier.
83. There is a need to rationalise existing funding and resource allocation for cross-cutting policy issues particularly given the number of existing funding pools to deal with complex social and economic issues.
84. Equally government systems and processes need to better support and incentivise collaboration at a regional and local level. For example, building collaboration into departmental accountabilities including Statements of Intent, key performance indicators, performance objectives will provide an encouragement for interagency collaboration.
85. One of the key findings from this work is that managers at the local level need more flexibility to make decisions and allocate resources to meet local needs. Currently there is considerable variation in the amount of flexibility that local managers have. Greater consistency in local managers' delegations would facilitate co-ordinated planning at the local level.
86. Furthermore, the new Local Government Act 2002 enables local authorities to take a broader approach to their business. All Local authorities are now required to take an active interest in the social, economic, environmental and cultural wellbeing of their local communities. As a result the relationship between central government and local government is changing with both having an interest in the broad wellbeing of communities they serve.
87. Agencies need to continue the good policy work that has been undertaken to support collaborative working with stakeholder groups. A key task for government agencies is to consider what a 'whole of government approach' will mean in practice when working with local authorities.
88. This report highlights the desire by many iwi and Māori groups to formalise Treaty of Waitangi partnership relationships. Further analysis on New Zealand's constitutional

settings and the place of the Treaty is needed to provide a clearer direction for public policy. Greater clarity in this area will assist many government agencies when engaging with iwi and Māori in the future.

89. Finally, the question of how effective collaboration is in improving outcomes for citizens cannot be adequately answered until better monitoring and evaluation mechanisms are established and results reported. This means agencies will need to focus on building the evidence for the effectiveness of their interventions.

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Appendix 1: Case Studies

Case Study: Mayors' Taskforce for Jobs (Dunedin)

The Mayors' Taskforce for Jobs is a regional co-ordination initiative by which councils lead collaboration in their local areas to develop strategies to reduce unemployment. The Taskforce started in February 2000 at a governance conference in Christchurch where a group of mayors joined together to work towards zero unemployment in their communities. It now has 51 mayors signed up.

In Dunedin, the Mayor formed a network of core people working in the area of youth employment. This group has been meeting on a regular basis since April 2001 to identify issues related to employment. Membership of the Core Group is unstructured, with people coming and going as the need arises. At present there are representatives from Work and Income, Skill NZ (now Tertiary Education Commission), Career Services, Community Employment Group, Group Special Education, city councillors, Dunedin City Council staff, training providers, youth helping agencies, principals, Youth Forum, and Ready Willing and Able. Representatives of the Otago Polytechnic and University will join the group shortly. A co-ordinator was appointed in April 2002 to further the work of the Taskforce.

The Taskforce has two main goals:

- Goal 1:** By the year 2005 there will be no young person out of work or training in our communities.
- Goal 2:** By the year 2009 all people in our communities will have the opportunity to be in work or training.

The role of the Taskforce is strategic – identifying issues, supporting those groups that are working well and identifying gaps with regard to youth employment. The Taskforce is developing a three-pronged approach to meeting the first goal, and will begin developing a strategy to meet the second goal. The three-pronged approach involves:

- working with schools to enhance their careers education programmes so that students come out of school knowing the range of available jobs
- working with employers to encourage them to take on young people and with organisations that work with unemployed young people
- using the conduit that the Mayor has to central government to lobby for change on issues identified in the community.

Achievements

- The Taskforce has identified the need to promote apprenticeships as a valid career pathway for young people, and is actively promoting apprenticeships to employers and through schools and the media.
- The Taskforce has developed **4 Trades**, which is a partnership between Work and Income, the Mayors Taskforce and the Malcam Trust. 4 Trades is designed to take the stress out of apprenticeships for employers. It does this by employing the apprentices, 'renting' them out to a host company for a minimum of six months, completing all the paperwork and undertaking to find apprentices another placement if the host company is unable to keep them.
- The profile of the Mayors' Taskforce and the role of the Mayor in particular have raised the awareness of the importance of livelihood for individuals and the need to have long-term, sustainable employment.

Success factors

- Having a dedicated co-ordinator for the group is absolutely critical to sustain the momentum of the work and ensure that decisions are implemented and administration is kept up to date. Very little can be achieved by a group whose members are also busy working in other fields.
- The networking and exchange of information within the group works well and has meant that the enthusiasm and energy in the group has been maintained.

Risk factors

- Working in partnership is challenging and requires a commitment of time and energy by all the parties.
- The success of a partnership depends to a considerable extent on goodwill.
- Roles and responsibilities for each partner need to be clearly defined.

Case Study: Heartland Services

Heartland Services is an integrated service delivery initiative designed to improve access to government services in provincial and rural New Zealand. It restores the visible physical presence of government agencies in communities through two components – service centres and an outreach service.

Service centres provide a base from which government services can be delivered whenever government agency representatives are in town. Service centres are staffed by a co-ordinator or receptionist five days a week to provide an ongoing link between agencies, many of which may only come to town on a weekly or monthly basis. Other services available include a public telephone to access government 0800 numbers and computer access to government websites. Eighteen service centres have been established to date and more are planned.

The Outreach Service involves a number of agencies synchronising their visits to remote communities once or twice a month to provide a face-to-face service to rural clients. Outreach Services operate out of existing local community facilities.

Departments currently collaborating on the initiative are ACC, Housing New Zealand Corporation, Inland Revenue, Work and Income, the Māori Land Court and the Immigration Service. To date, the most used service has been Inland Revenue, with over a third of all contacts, followed by Housing New Zealand Corporation, with about a quarter of contacts nationally. Communities have identified a number of other government services which they would like to see included, and a number of these have been approached to participate in the future.

Achievements

- Heartland Service Centres bring government services back to communities and improve access for clients. Clients can see several relevant services on the same day which makes for easier transitions between services. People can organise all their support needs on the same day, and communication between agencies is improved.
- The services make use of existing premises and facilities, and can adapt their mode of operation to suit community needs. Service centres often include space for community organisations such as Plunket, the Safer Community Council, REAP and Parents as First Teachers.

Success factors

- The initiative responds to and is driven by interest from local councils and communities. Service centres are not established unless councils want the service in their area and are willing to provide leadership and support.
- The initiative was able to build on networks established as part of the Strengthening Families initiative. This meant that service centres could be established very quickly in some areas.

- Heartland Services are very flexible in their approach.
- The centres began as a pan-government initiative with a range of organisations involved early in the process. The fact that the centres are branded as a joint initiative and not seen as coming from one agency has made other agencies more willing to participate.

Risk factors

- One of the criteria for setting up a service centre is that premises are already available. The government pays the rent for centres but will not build new premises specifically for the service. Ideally, premises need to be big enough to cope with all the community groups that may want to use them and to allow for expansion.
- While most sites are highly visible, some are not particularly well sited, both for visibility and accessibility. Their location may need to be reviewed.
- Ten of the 18 service centres are currently in Work and Income premises. For security reasons, this means that voluntary agencies cannot be based in these centres.
- The way that some government services are structured internally has made their collaboration in the Heartland Services initiative difficult. For example, where case managers' caseloads are not defined geographically, nominating a single case manager with responsibility to attend has been difficult.
- Some people consider it a disadvantage that co-ordinators in the service centres are only employed for four hours a day. However, in some areas this has added to the hours of a community receptionist to make up a full-time day; in others, co-ordinators have only wanted part-time work.
- A major risk to the initiative has been the need to negotiate rental agreements, with some potential landlords seeking higher than market rents. This means that centres have not yet been established in some areas.
- In some areas, existing community services have perceived the initiative as a threat. This meant that a centre was not established in one area.

Case Study: Otago Youth Wellness Trust (integrated funding agreement)

The Otago Youth Wellness Trust is a not-for-profit organisation which provides health, crime prevention and social services to 'at-risk' young people aged 11 to 18 in the greater Dunedin area. The integrated funding agreement is a pilot project which sets out to develop a single funding agreement to replace seven separate contracts from government agencies to the Trust.

Outcomes sought include:

- young people participating positively in family/whānau and community, and achieving in their schooling, training and/or work
- young people able to seek and access needed quality services
- an increase in the wellbeing of young people with multiple disadvantages
- involving Runaka more effectively.

Achievements

- Agencies have agreed on roles and responsibilities and the high-level outcomes sought.
- There is improved understanding by government agencies of the nature of the Trust's work and the role of the community in establishing the Trust.
- There is improved understanding of government and community operating processes.

Success factors

- The Trust and government agencies have developed good working relationships.
- Taking a holistic and more joined-up approach has enabled a better focus on outcomes.
- The Trust and government agencies have developed innovative ways of overcoming systemic and policy barriers.
- The willingness of government agencies to engage in the whole process has been important.

Risk factors

- Government agencies can be too inflexible in the implementation of government policy.
- Some agencies still take a silo approach to service delivery.
- Compliance costs of reporting will remain high for the Trust unless an integrated contract is implemented for the Trust.

Case Study: Healthy Housing (South Auckland)

The Healthy Housing Programme is an integrated service delivery initiative involving the Counties Manukau District Health Board, Auckland District Health Board and Housing New Zealand Corporation. It aims to reduce overcrowding and improve the health of the approximately 1,000 households living in Housing New Zealand homes located within the priority sites of Otara, Mangere and Glen Innes. The programme involves a joint assessment of the health and housing conditions of the households in order to identify any health or housing assistance the household needs and refers families to appropriate health and social services. A Public Health Nurse and a Tenancy Manager in each site undertake the joint assessment in conjunction with the family. The assessment may result in the addition of bedrooms to a home or a transfer to a more appropriate house/s and referral to appropriate health and social services, such as Work and Income, early childhood services, Inland Revenue Department, school-based health services, primary health care and hospital services and emergency food parcels.

The key components of the programme are:

- selection of high-priority geographic areas for further intervention
- design of 'preferred standards for health housing' to introduce different designs into HNZN's existing framework
- establishment of protocols for referral processes
- development of a joint assessment tool.

Achievements

- Both agencies have learned a great deal about how to work in partnership. HNZN, in particular, has been able to learn from the more extensive experience of the Counties Manukau District Health Board.
- Staff skills have been enhanced through developing knowledge of each agency's areas of work and learning ways to work together.
- The holistic approach has now become part of HNZN core business.

Success factors

- The Chief Executive Officers of the District Health Boards and HNZN have made a major commitment to the project. They have provided leadership and showed active interest and support for it.
- The organisations understand the importance of working together to address problems in a holistic way, *eg the CEO of HNZN has included health outcomes among his key performance indicators.*
- Both organisations have been willing to make compromises.
- The project has been inter-sectoral from the beginning and has focused on developing strong inter-sectoral relationships.

- The people working on it are committed and capable, and work well both individually and together.
- HNZC gave staff training to increase their knowledge of infectious diseases.

Risk factors

- Participants have had to overcome the different philosophies and cultures of the two organisations, and convince some people that this is a legitimate way of working.
- The project has had to contend with competing priorities in the different organizations.
- At first, project members within HNZC underestimated the level of buy-in required across the whole agency.
- As a pilot, the project was funded on an annual basis; but participants recognised the need for ongoing funding to ensure commitment.
- The timing of the evaluation of the pilot does not fit well with the funding cycle. Ongoing funding may need to be confirmed before agencies know that the project is effective.
- Processes need to be developed to track the budget and measure accountability. The budget is split between two agencies, which are accountable to different Ministers for different aspects of the project.
- Some community groups have questioned the fact that the project has no community advisory group, but the team believes that it is important for the sectors to learn to work together first before the community becomes involved.

Case Study: Inter-sectoral strategy for children and young people with high and complex needs (High and Complex Needs strategy)

The inter-sectoral strategy for children and young people with high and complex needs (HCN) focuses on meeting the needs of children and young people who come to the notice of more than one of the health, education and social services sectors. It aims to provide services that are in addition to those that are considered 'core' services for the agencies and sectors involved. It was agreed by government in December 2000, and funding was allocated from July 2001.

Achievements

- Some children and young people are receiving services that have been developed as individualised packages tailored to meet their specific needs.
- An inter-sectoral unit (the HCN Unit) has been established and is responsible for implementing and overseeing the day-to-day operations of the strategy.
- Understanding of the nature of this group and of the services they require has increased – skilled practitioners, from different disciplines, have found ways to work together, sometimes at a case level and sometimes at a service development level.

- A process review has been undertaken which enabled further insights into the strategy and analysis of the approach.
- Re-development work is underway and new governance arrangements are in place.
- Three large and complex sectors are working together.

Success factors

- Focusing first on the needs of the child/young person and then asking the question 'how are those needs best met'.
- Ongoing commitment to the value of an inter-sectoral approach to addressing the needs of this group by all levels in the organisations, in both policy and operations'
- Developing a clear and shared view of the outcomes that are to be achieved.
- The ability to get the sectors to work together on an ongoing basis – strong relationships are essential to this and they take time to get established.
- Openness and willingness to learn from new ways of working and to ongoing improvements.

Risk factors

- Lack of shared understandings at all levels of the strategy.
- Lack of clarity about accountabilities.
- Lack of understanding about how crucial communication is, especially given the multiple and complex relationships involved.
- Lack of understanding about inter-sectoral work resulting in undue pressure on a single agency, and/or an erosion of confidence in the strategy itself.
- Inter-sectoral work is time-consuming: solutions should be at the least intensive level.
- Working together in a system-wide way across all the agencies can be a challenge.
- There are incentives to work together, but once funded, agencies can lose commitment/'drop out'.

Case Study: Te Rarawa whole-of-government agreement with iwi

A Memorandum of Understanding has been developed between Te Rarawa, central government agencies and local authorities which operate within the Te Rarawa rohe to support the iwi to build capacity to be self-determining, deliver holistic services to its hapū and whānau, and develop strategic employment-focused initiatives. Twenty-six agencies, including government departments, local councils and the district health board, have agreed to work together to contribute to the vision, goals and objectives defined by the iwi. The process is led by the Ministry for Social Development with significant input from Te Puni Kōkiri, the Community Employment group of the Department of Labour, Department of Internal Affairs, and Child, Youth and Family.

The whole-of-government approach involves government services working with iwi at both strategic level (sharing goals and objectives and identifying opportunities for improving services) and at operational level (developing the delivery of services). One of the key benefits will be to consolidate government funding within a single umbrella contract to ensure consistent terms and conditions and a single point of contact for all government contracts with the iwi. It is envisaged that the whole-of-government approach developed with Te Rarawa could be extended to other iwi, and is already being used to support the production of regional social development strategies. It could similarly be used for other organisations representing a defined community of interest or a large voluntary sector agency which receives service contracts from a number of government agencies.

Achievements

- Objectives which are considered unachievable bilaterally between iwi and single agencies become more achievable through collaboration between several agencies and iwi.
- There has been an increased emphasis from government agencies on achieving improved responsiveness and flexibility in delivering higher level outcomes defined by the iwi and its communities.
- The umbrella contract will simplify funding arrangements and reduce compliance costs for the iwi.

Success factors

- The agreement is based on the iwi's vision and goals and underpinned by clear objectives and realistic expectations.
- The focus is on progressing the long term independence and self-reliant development of the iwi rather than being limited to the delivery of government services.
- The process is driven by the iwi. Te Rarawa showed strong leadership and had a mandate from their 27 Marae.
- Senior level involvement of government managers has been important in driving the process and maintaining commitment at government level.
- Good team work between agencies has engendered trust and goodwill which has enabled other agencies to be brought into the process.

Risk factors

- Prior to the agreement, Te Rarawa had little infrastructure in place to oversee the range of activities in which it was involved. Government services will need to continue to work with Te Rarawa to support key development tasks. Iwi infrastructure and capacity will be an issue with all iwi who want access to this process.
- The time commitment required to participate in the process of developing the Memorandum of Understanding is considerable, particularly for smaller government departments with minimal regional or little local infrastructure.
- The relationship between the umbrella contract and existing contracts is problematic.
- It will be necessary to develop accountability, reporting and monitoring requirements through the lead funder which enable all the government funders to meet their own accountability requirements.
- One of the key outcomes sought from the umbrella contract is to lessen compliance costs for providers. The establishment costs for umbrella contracting arrangements could impose additional upfront costs for government, but should result in lower costs and more effective monitoring downstream.
- A high level of goodwill is necessary for developing whole-of-government agreements. Where this is not present initially, substantial time and resources will be required to build good relationships as a foundation for such a process.
- There may be interface issues between the development of whole-of-government agreement processes with iwi and Treaty settlement processes for several of the iwi which have expressed an interest in whole-of-government arrangements.

Case Study: Waitakere tripartite process

The Waitakere Collaboration Initiative is a three-way partnership between local government, community and central government. Its purpose is to improve wellbeing in Waitakere City through collaborative planning and action. There is strong commitment by the three partners to: achieve a true three-way partnership between local government, community and central government; develop and implement a collaborative strategy for Waitakere for the next three years; improve and support processes for agencies to collaborate; and develop an internet-based mapping project for the city which will provide accessible and up-to-date information to support the initiative.

Achievements

- Strong positive relationships have been established between all three partners.
- A Collaboration Forum was held in February 2002 to explore better ways to collaborate and review and renew the Wellbeing process.
- A Collaboration Strategy group with representatives from each sector was set up to develop the collaborative plan (including development of the 'calls to action') and steer the collaborative process.

- A collaboration project manager was appointed and jointly funded by local government and central government agencies with support from the community partners.
- A Wellbeing Summit was held in December 2002 for the community to mandate work to date.
- The initiative has been a platform to successfully link other sources of funding into the city, eg *Gateway \$300,000 and Youth Works Waitakere \$195,000*. As well as these specific achievements, the project has also resulted in a climate of collaboration across Waitakere – people and agencies are thinking and working collaboratively, both formally and informally.

Success factors

- The leadership of Waitakere City Council has facilitated and initiated the process.
- Leadership has come from both community and central government agencies at the local level to support the initiative.
- Mandated community representatives and a strong network of ‘community networks’ has meant that local government and central government partners have been able to effectively engage with community partners.
- Previous investment in developing and supporting community networks has been essential.
- There has been a willingness from all parties at local level to ‘give it a go’ and see where it leads, as well as a strong commitment to making sure that the initiative is practical and will actually make a difference at local level.

Risk factors

- Collaboration is time-consuming – agencies face many demands for time and resources that prevent them from fully participating in the collaboration process. This is a particular issue for community agencies who rely heavily on volunteer support, but local and central government agencies also face constraints at local level.
- Resourcing is needed to support the process – there have especially been difficulties in providing ongoing funding for the project manager from local budgets, where central government agencies have varying degrees of decision-making authority around funding at local level.
- There is a risk that the project will achieve collaboration but not achieve measurable improvements to wellbeing.
- The process is complex. The issues being addressed are complex with multiple causes and solutions; the risk is in being unable to successfully manage this complexity without losing sight of the objectives or losing commitment from the three partners.
- Community expectations are higher than what can be realistically achieved from the project.

Appendix 2: Project Methodology

Regional Co-ordination Project Team

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Fieldwork Methodology

A key aim of this project was to provide Ministers, government agencies and key stakeholders with lessons gained from first-hand experience of:

- what makes regional co-ordination and integrated service delivery work (and not work)
- what needs to be done to improve and develop it further
- what are the most appropriate arrangements and opportunities for better regional co-ordination and integrated service delivery
- how to assess whether collaboration is effective in improving services and outcomes for citizens.

The methodology used in the project was specifically designed to capture qualitative information about the key factors that enhance or inhibit regional co-ordination /collaboration and integrated service delivery. A literature review was commissioned which synthesised New Zealand and international research findings on effective mechanisms for joint-working between agencies. A series of facilitated focus group sessions were held in Counties/Manukau, Taranaki and the Southern (Southland and Dunedin) region. The focus groups consisted of individuals from government organisations, community and voluntary sector, iwi and Māori groups, Pacific peoples, local government and the business sector. Participants were selected on the basis that they were either: a) involved in existing regional co-ordination and integrated service delivery initiatives; or b) had some interest and experience in implementing regional co-ordination and integrated service delivery mechanisms.

The project objectives were to:

- Provide an adequate picture of what we mean by better regional co-ordination and integrated service delivery so that it can be measured and useful for service delivery and policy.
- Identify the most appropriate arrangements and opportunities for better regional co-ordination and integrated service delivery so that organisations can make an informed decision about the opportunities for engagement and the forms that better regional co-ordination should take.

- Describe what better regional co-ordination might achieve and what processes will need to be put in place to enable us to monitor if better regional co-ordination and integrated service delivery is occurring.

Literature Review

A literature review was commissioned for the work which synthesised the New Zealand and international writings on regional co-ordination/collaboration and integrated service delivery. The literature review was designed to form the theoretical basis of the project and in particular to inform the focus group questions.

The objectives of literature review were to:

- shape and define the concepts of regional co-ordination, integrated service delivery, whole of government, collaboration, joined-up government and other similar concepts
- identify the types of issues (or desired outcomes) that provide the impetus for integrated service delivery and regional co-ordination
- explores the evidence that integrated service delivery and regional co-ordination improve outcomes for people
- explore the evidence that integrated service delivery meets the needs, interests and priorities of Māori
- identifies key success factors or general principles for the operation of integrated service delivery and regional co-ordination.

Most of the literature comes from New Zealand, England and Europe, with smaller amounts from Australia, the United States and Canada. The literature is particularly strong on integrated service delivery and partnership arrangements, usually for service delivery as opposed to planning. It is relatively strong on area-based initiatives, which again focus on service or programme delivery, but weak on regional co-ordination, which does not appear to be a common strategy for either strategic planning or improving service delivery, other than in the form of location based initiatives. The literature reviewed here focuses strongly on the social services, with modest contributions from the economic and environment sectors. Additional specialist literature searches would be needed to explore the economic and environment sectors in more detail.

The review was able to draw on several earlier literature reviews, which address specific aspects of the topic.

Selection of Regions

The project team selected three regions to undertake the fieldwork. The criteria used for selection were as follows:

- The social, economic and environmental characteristics of the regions needed to be different from each other as it was felt that this would highlight some of the key drivers for collaboration.
- To manage the risk of 'over-consultation' the project team needed to consider regions that did not have a high level of central government focus i.e. Northland, Tairāwhiti and Christchurch.
- To ensure inclusion of iwi/Māori and Pacific peoples, it was important to select regions which could cover these specific population groups.

The regions selected to undertake the fieldwork were Counties/Manukau, Taranaki and the Southern (Southland and Dunedin).

Focus Group Approach

The focus group approach was the most appropriate method for the information gathering process because it enabled the project team to work with small groups who met in neutral locations to have planned discussions that were facilitated by members of the project team whose role it was to focus interaction and discussion around a set of predetermined questions. The group process was intended to stimulate discussion and interaction amongst group peers and allowed for 'reality checks' on the responses of other participants.

The purpose of the focus group sessions was to give the project team an opportunity to:

1. Listen to people in the field about their experiences of regional co-ordination and integrated service delivery.
2. Through discussion:
 - a. clarify the concepts of regional co-ordination and integrated service delivery
 - b. identify the barriers and opportunities for better regional co-ordination and integrated service delivery
 - c. identify models of regional co-ordination and integrated service delivery and highlight the success factors.

Process

Throughout the period of September and October 2002 the project team conducted a series of 27 focus groups across the three regions (involving fewer than 200 people in total). Of these groups five had a specific focus on iwi-Māori groups, two focused on Pacific communities, six focused on local authority-lead groups and initiatives, four involved gathering perspectives from community and voluntary sector participants and four had a specific business sector focus and five groups focused on government agency lead initiatives.

Focus group sessions lasted an hour and a half. The themes for each session were specifically targeted for the categorized groups and a facilitation guide was developed to lead discussion with participants. The focus groups were facilitated by a member of the project team, with a second project team member taking notes from the discussions.

Participant Selection

In June and July of 2002 the project team worked with key departments to identify a number of existing models of co-ordination and collaboration which would be useful to examine. The departments consulted during this process included the State Services Commission, Ministry of Social Development, Department of Labour, Ministry of Economic Development, Industry New Zealand, the Ministry of Pacific Island Affairs and Te Puni Kōkiri, both centrally and in the regions. The regional staff of these departments identified the most appropriate groups and individuals to talk to.

Participants were selected on the basis that they were either a) involved in existing regional co-ordination and integrated service delivery initiatives or b) had some interest and/or experience in implementing regional co-ordination and/or integrated service delivery initiatives.

Iwi and Māori representation was specifically sought to ensure that the voice of Māori was included in the work. Te Puni Kōkiri: The Ministry of Māori Development played an important role in the process of identifying the participants and assisting in the facilitation of discussions with iwi and Māori.

Analysis

An analytical framework was developed to guide the analysis of the information that was gathered from the field in a structured form. This enabled the project team to build up a picture of the issues that were raised. Notes of the discussions from the focus group sessions were written up and provided back to participants for comment in order to ensure the integrity of the process.

The material gathered in the focus group sessions was used to identify good practice principles for collaboration from the perspective of practitioners in the field. These findings were then checked against lessons from the literature and the conclusions of other relevant government reports to ensure the robustness of the good practice suggestions. The focus group material was also used to highlight areas of policy work which require further development.

Findings

The good practice lessons are published in *Mosaics – Key Findings and Good Practice Guide for Regional Co-ordination and Integrated Service Delivery*, which is available from the Ministry of Social Development and State Services Commission website.