

Mosaics

Whakaāhua Papariki

**Key Findings and Good Practice Guide for
Regional Co-ordination and Integrated Service Delivery**

Acknowledgements

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tēnā koutou, tēnā koutou, tēnā rā koutou katoa.**

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Introduction

Mosaics describes good practice for government agencies, iwi and Māori groups, local authorities, community and voluntary sector groups, and Pacific groups working together on regional co-ordination and integrated service delivery. It has four sections:

- The **Executive summary** highlights the key points of the guide.
- **Levels of collaboration** describes regional co-ordination (strategic collaboration) and integrated service delivery (operational collaboration), and identifies their keys to success.
- **The role of central government** identifies the barriers within government to successful collaboration, and how agencies can remove or reduce these barriers to collaborate successfully with each other and with stakeholders.
- **Working with stakeholders** discusses the specific requirements for government agencies working with stakeholder groups.

Mosaics also includes examples of collaboration in action, taken from case studies of regional co-ordination and integrated service delivery in Southland, Dunedin, Taranaki, and Auckland.

Mosaics is intended to be tested by practitioners in the field of collaboration (including policy, operational planning and service delivery staff). We welcome comments and feedback for future development. Please forward to: *Mosaics*, PO Box 12-136, Wellington, or by email to mosaics@msd.govt.nz.

Background to the guide

The information in *Mosaics* is based on a number of sources.

- The recent Review of the Centre provided a comprehensive analysis of the strengths and weaknesses of the public sector. It recommended better-integrated service delivery to address complex social problems and focus on the results that citizens want from governments. The work was led by the State Services Commission, and involved a number of other government agencies. More information on the Review can be found at www.ssc.govt.nz.
- The fieldwork for the guide gathered consistent messages from consultation with people inside and outside government in three regions – Taranaki, Counties/Manukau, and the Southern (Southland and Dunedin) region. The focus groups included people from government organisations, iwi and Māori groups, the community and voluntary sector, Pacific peoples, local government, and the business sector.
- A Literature Review was commissioned to back up the findings from the fieldwork. *Integrated Service Delivery and Regional Co-ordination: A Literature Review* draws together New Zealand and international research findings on effective mechanisms for collaboration between agencies. It is available at www.msd.govt.nz and www.ssc.govt.nz.
- Other government projects and policy processes related to collaboration provided

useful material for the guide, particularly two reports produced by the Community-Government Relationship Steering Group. *Potential for Partnership, Whakatōpū Whakaaro*, and *He Waka Kotuia – Joining together on a shared journey* contain recommendations for government agencies working with stakeholders. Work by the Treasury on centralised and decentralised decision-making and effective central agency leadership was also relevant.

Why collaborate?

Mosaics takes its starting point from the conclusions of the Review of the Centre, the literature review, and the fieldwork, that improving the way government organisations work together and with others has benefits for organisations and for people.

The Review of the Centre concluded that greater collaboration among government agencies, and better-integrated service delivery, was an essential way to address complex social problems and achieve better outcomes for citizens. The literature review and the fieldwork showed that there is a strong feeling, within government and among stakeholders, that a more inclusive and better co-ordinated public sector can lead to more efficient and effective services and improve outcomes for people and communities.

Collaboration is also seen as an important way to promote community development, and enable communities to be more self-reliant.

All of these principles were the working assumptions that underpinned work on the guide. However, many of these have yet to be fully tested, or supported by solid evidence.

According to New Zealand and international literature, there is little or no research evidence proving that collaboration in itself improves outcomes for individuals or for their families/whānau. This is partly because many of the expected benefits of collaboration, such as improved relationships, are difficult to measure. In addition, evaluation is often limited, too focused on process, and conducted over too short a time to pick up long-term changes in outcomes.

However, there is some evidence that collaboration can enhance the quality of services and benefit participating organisations. These benefits include better processes, improved relationships, a greater capacity to respond to local needs, and a 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).

Despite these benefits, however, it is important to acknowledge that collaboration is not a panacea for underlying problems. The literature review and the fieldwork participants sent

the clear message that collaboration can improve the use of existing resources, but cannot make up for a lack of sufficient resources. Nor can collaboration itself solve funding problems, legislative limitations, or a lack of skilled practitioners.

Deciding to collaborate

The literature review and the fieldwork participants were also clear that collaboration is time and resource intensive. Organisations need to decide the appropriate balance they wish to strike between devoting time and resources to collaborating with others, and meeting their obligations in delivering their own core business.

International literature provides some guidance for identifying when collaboration is appropriate at a strategic or an operational level (see *Literature Review*, Chapter 6, pp43-47).

Collaboration can also require a trade-off between improved services in one area, and resulting inequities between different areas. This trade-off will sometimes need to be addressed through policy processes at a central government level.

Mosaics doesn't discuss in detail when collaboration is appropriate. The good practice guidance is for groups who have decided to collaborate, and focuses on how to collaborate effectively.

Executive summary

Successful regional co-ordination and integrated service delivery require government agencies to collaborate with each other and with iwi and Māori groups, local authorities, community and voluntary sector groups, and Pacific peoples.

Regional co-ordination and integrated service delivery focus on achieving outcomes for individuals, families, and communities. They are intended to help overcome the fragmentation of government agencies that can result in service gaps and duplication, conflicting policies and strategies, and unco-ordinated funding and planning processes.

Collaboration cannot be an end in itself. It must deliver clear and measurable outcomes for individuals and communities, and create benefits for the people, agencies, and organisations involved.

Everyone must be aware, at the outset, of the considerable time, commitment, and resources required for successful collaboration.

Levels of collaboration

Regional co-ordination is collaboration at the strategic level. Its purpose is to provide an overview of activities of agencies in an area, and allow organisations to forward plan and align their resources. The focus of regional co-ordination tends to be on a whole region, population group, or cross-cutting issues.

Integrated service delivery is collaboration at the operational level. Its purpose is to develop the delivery of services that require the input of more than one agency. The focus of integrated service delivery tends to be on smaller local or geographic areas, client groups, communities, families or individuals. An agency might deliver the services, or help build the capacity of a stakeholder group to deliver the services itself.

Both levels of collaboration are closely related. Regional co-ordination might lead to projects involving integrated service delivery, and integrated service delivery initiatives need to fit within the strategic context of collaboration across a region.

Barriers to collaboration

The *Report of the Advisory Group on the Review of the Centre* noted several barriers to collaboration between organisations. These include:

- the number of government agencies (including Crown entities) that Ministers and citizens have to interact with
- the frequency of structural change within government agencies
- differing regional boundaries for different departments
- the centralisation of agencies' services, leaving some agencies without representation at a local level

- the variation in levels of delegations within departments
- the 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, and doesn't foster innovation and progress.

The *Literature Review* and the fieldwork also identified these barriers to collaboration:

- no single agency at the centre with an overview
- no single agency at the regional level leading regional initiatives
- overall funding pressures limiting the funding that is allocated to collaboration
- differences between agencies' priorities and policies, making it difficult to identify common interests.

Specific issues also impede collaboration with iwi and Māori groups, including:

- agencies taking a 'one size fits all' approach to Māori, rather than recognising the diversity of Māori aspirations (see *Community-Government Relationship Steering Group Report 2002*)
- a lack of commitment and consistency in government agencies' approaches to Māori issues (see *Community and Voluntary Sector Phase Two (Steering Group) Māori*)
- a lack of information related to the effectiveness of collaboration for Māori outcomes (see *Literature Review*, Chapter 5, pp40-42).

Levers for change

Despite the barriers, many factors are driving government agencies to collaborate more closely with each other and with wider stakeholders. The government has signalled its concern to improve connections between agencies, and ensure that departments' work focuses on working towards common goals and outcomes.

Key levers for enhancing collaboration include:

Managing for Outcomes. This is a new strategic planning process being adopted across government. It obliges government agencies to focus on broader outcomes, and then focus the work of their agencies (outputs) on achieving those outcomes. Resources that will help in defining and measuring high level outcomes include:

- *New Zealand Living Standards 2000* (www.msd.govt.nz)
- The *Social Report* series (<http://socialreport.msd.govt>)
- *Monitoring Progress Towards a Sustainable New Zealand* (info@stats.govt.nz)
- *Big Cities Report* (<http://www.bigcities.govt.nz/project.htm>).

Sustainable Development Programme of Action. The sustainable development programme provides a framework for thinking about how the social, economic, environmental and cultural spheres interact with each other. Encouraging participation and partnerships is a major part of the sustainable development approach.

Government and community relationships. The Community-Government Relationship Steering Group, and the associated *Statement of Government Intentions for an Improved Community-Government Relationship*, recognise the unique and vital role that community, voluntary and iwi and Māori organisations play in New Zealand society. *He Waka Kotuia – Joining Together on a Shared Journey* contains a comprehensive set of recommendations for developing collaboration between these sectors.

Treaty of Waitangi. The Treaty of Waitangi provides the basis for the partnership relationship between Māori and the Crown. The Treaty has been an important lever for improved partnerships between some government agencies and iwi, including:

- the Ministry of Education partnership with Ngāti Porou
- the Tairāwhiti Taskforce led by the Department of Labour
- the Ministry of Social Development initiative with Te Rarawa
- Ngāi Tahu and the Department of Conservation's joint partnership over Aoraki/Mt Cook.

Local Government Act (2002). The Local Government Act requires local councils to develop community plans that identify the social, economic, environmental and cultural outcomes desired by local communities. It also requires local authorities to work in collaboration with organisations that can influence the delivery of those outcomes. This is likely to increase the demand for the co-ordination of local services.

Regional and local development initiatives. A number of government departments are leading regional co-ordination initiatives that involve a range of government agencies and stakeholders at a local level.

- The Ministry of Economic Development sees partnerships between central government, local and regional stakeholders and businesses as critical to regional economic growth. The Industry New Zealand Regional Partnerships Programme provides incentives to encourage cooperation and joint planning for regional growth.
- The Ministry of Social Development is implementing a series of regional social development strategies that link social and economic development.
- Capacity-building initiatives led by Te Puni Kōkiri and the Ministry of Pacific Island Affairs are a programme of action intended to build the capacity of the non-government sector to deliver services and to raise capability of communities to contribute and lead social and economic development in their area.

Working with stakeholders

All stakeholders (iwi and Māori groups, local government, community and voluntary sector groups, and Pacific peoples) share these requirements for successful collaboration with government agencies:

- meaningful consultation, followed by feedback and demonstrated changes
- shared responsibilities and accountability with government agencies
- co-ordinated and sustainable funding pools
- a focus on outcomes – what the collaborative work aims to achieve
- capacity-building so they can work most effectively with government agencies.

Each stakeholder group also has particular requirements of and opportunities for collaboration.

Iwi and Māori groups identified that government agencies must support Māori in building the infrastructure required for successful collaboration. They also need to understand the diverse needs of iwi and Māori organisations, rather than taking a 'one size fits all' approach.

Local authorities stressed that they will have a key role to play in collaboration at the local level. In particular, the Local Government Act 2002 requires local government to lead the process of defining community outcomes and priorities, work with other organisations that can influence their delivery, and monitor how services contribute to achieving the outcomes. Local authorities will need to work with government agencies to determine the fit between national and local priorities.

Community and voluntary sector organisations felt that they had a dual role in their relationship with government: they can represent the voice and perspectives of local communities, and many are service providers in their own right, working in partnership with government agencies to meet local needs.

Since 2000, a considerable amount of work has been done across government on developing relationships between government agencies and the community and voluntary sector. *He Waka Kotuia – Joining Together on a Shared Journey* contains comprehensive recommendations for developing collaboration between these sectors. Participants felt that the implementation of these recommendations will make a substantial contribution to improving participatory processes, improving resourcing and accountability arrangements, and monitoring government and community relationships.

Pacific peoples experience lower overall outcomes, on many indicators, than other New Zealanders. Government agencies and local authorities need to work closely with Pacific groups to develop policies and strategies to meet the needs of their communities. Pacific people in the regions suggested that strengthening the responsiveness of government service delivery and building the capacity of Pacific groups to develop and deliver services to their communities is crucial to improving outcomes for Pacific groups.

Levels of collaboration:

Regional co-ordination and integrated service delivery

Levels of collaboration:

Regional co-ordination and integrated service delivery

Collaboration happens at two levels: the strategic level of regional co-ordination, and the operational level of integrated service delivery. Both work together to create co-ordinated, accessible services that improve outcomes for people, families, and communities.

This section describes:

- what regional co-ordination and integrated service delivery are, and what they aim to achieve
- models of regional co-ordination and integrated service delivery
- the keys to success of each one.

This section includes these examples of collaboration in action:

- Mayor's Taskforce for Jobs
- Fast Forward
- Heartland Services
- Otago Youth Wellness Trust
- Refugee and Migrant Services in Auckland.

Overview

Successful regional co-ordination and integrated service delivery are driven by the commitment of the people involved. Agencies and organisations need to see the benefits to themselves of working collaboratively with others.

The success of all collaborative work depends on good relationships developed over time, realistic expectations and timeframes, and clear roles, leadership, and outcomes to be achieved.

The strategic level: regional co-ordination

Regional co-ordination provides a long-term, co-ordinated direction for community development and service delivery. It should involve senior regional managers working closely with each other and with stakeholders. It has a wide focus, covering large areas or population groups, and many activities and services.

To be effective, a regional co-ordination group needs to:

- identify the government's high-level objectives, and how they translate into action in the local context
- take an account of community outcomes, needs and priorities, and consider how these can best be met
- enable agencies to align their strategies to provide a coherent direction for government activity in the region
- focus agencies' attention on long-term perspectives and broader outcomes
- define a coherent set of priorities for the region that are in line with government's objectives and tailored to meet local needs.

The need for regional co-ordination

Participants in the field suggested that government policy can seem to lack an overall strategic direction in the regions. Policies of different departments sometimes contradict each other, and policies developed by one agency can create problems for others. For example, people interviewed in South Auckland felt that education strategies that supported home schooling created difficulties for the strategies and services of other agencies, such as police youth crime reduction.

Regional co-ordination aims to overcome this lack of overall direction by ensuring that strategies do have a coherent direction and that planning and resources are aligned. One of regional co-ordination's most important roles is to provide an overview of:

- what services are being delivered in a region and how they affect each other
- how resources are being used
- how people can work together more effectively.

Regional co-ordination can work with integrated service delivery to improve the coherence and accountability of local services. This should result in better access to quality services, and to improvements in outcomes for individuals and communities.

The development of regional co-ordination is particularly appropriate in circumstances where:

- organisations are obliged by legislation or policy to consult with other agencies in developing strategic plans
- organisations have common objectives and recognise that co-ordinating their activities will help them achieve outcomes
- many agencies are active in a geographical area, or focused on a particular issue or population group, and they want to ensure that their activities are mutually reinforcing and do not cut across each other
- there is overlapping activity between agencies, and efficiencies in time and resources could be made by better co-ordination of their activities
- senior managers, with the authority to make decisions and shift resources, are available to participate.

Developing an overview and co-ordinating activity

Because agencies plan and deliver services independently, it is often difficult to get complete picture of what is provided across a region. People with experience in the field report that the overview provided by regional co-ordination is useful to:

- jointly map service provision, to ensure that clients and other agencies are aware of and can access appropriate services
- highlight gaps in current service provision, and identify opportunities to develop collaboration to address problems and needs
- identify duplication of services, to align resources and activities
- provide opportunities to build capacity within organisations to improve service delivery
- build capacity within communities to identify their own needs and play an active role in developing solutions.

Ensure governance and accountability

Regional level co-ordination mechanisms are an important means of reinforcing the collective accountability of government services. Many participants felt that such mechanisms enable agencies to accept responsibility when things go wrong. The involvement of senior managers also provides an important point of contact for local stakeholders, and provides a clear focus of responsibility and accountability.

Models of regional co-ordination

Networks and partnerships are the two most common models of regional co-ordination. The main difference between them is the scope of activity, the level of formality, and governance and accountability arrangements.

The distinction between a network and a partnership isn't always clear in practice, as the form and function of a group can change as it develops. However, using the network and partnership models can help to establish and clarify the purpose of the regional co-ordination group.

Networks

A network is an informal, loosely structured group whose main purpose is relationship-building and sharing information. Its members don't have a mandate for specific action or change. Its main purpose is for members to meet, talk, and develop the trust and familiarity necessary for collaboration to work.

Creating a network is an ideal way to begin collaboration. It provides a safe environment for people to share ideas and issues, understand each other's perspectives, and share information among stakeholders and in the community. Members can identify opportunities for joint activities and for developing their own work. Finally, a network can provide a strong collective voice for its members.

Partnerships

A partnership builds on the functions of a network, such as relationship-building and information-sharing, but also produces strategies, systems, and services.

The activities of partnerships are generally limited in time, with a clear entry and exit point linked to the delivery of specific objectives. Partnerships have a clear mandate to make decisions and deliver change. This mandate is underpinned by formalised operating arrangements that may include shared authority, responsibility and management of work undertaken, joint investment of resources and shared liability and accountability for projects and initiatives (see *Literature Review*, pp9-10).

Collaboration in action: Mayor's Taskforce for Jobs

The Mayor's Taskforce for Jobs is a national initiative in which mayors lead local collaboration on developing strategies to reduce unemployment, especially among young people. In Dunedin, the Taskforce has created a network of core people who work in the area of youth employment.

The network has an unstructured, informal membership. Its members include representatives from Work and Income, Tertiary Education Commission (formerly Skill NZ), Career Services, Community Employment Group, city councillors and council staff, and youth agencies.

Having identified apprenticeships as a valid career pathway for young people, the network has created the 4 Trades partnership between Work and Income, the Mayor's Taskforce, and the Malcam Trust.

4 Trades employs young people as apprentices, places them with a host company, and takes care of the administration detail. This takes the stress out of hiring apprentices for employers, and encourages young people into apprenticeships.

Success factors

The high profile of the mayor and of the Mayor's Taskforce has raised awareness of the need for sustainable, long-term employment for young people.

A dedicated co-ordinator sustains momentum, makes sure decisions are implemented, and keeps administration up to date.

Keys to success: regional co-ordination

Participants identified that successful regional co-ordination groups:

- have a clear purpose and scope
- fit the local context
- define realistic, measurable outcomes and indicators
- have clear leadership and roles
- build relationships over time, and don't expect instant results
- share information openly
- build on existing relationships and activities
- have processes that are fit for purpose.

All these elements ensure that the group gains credibility through its processes and achievements. They also ensure members can make manageable commitments of time and energy.

Define a clear purpose

The group needs to define whether it is a network (building relationships and sharing information), or a partnership (developing joint action). It also needs to define whether it will serve community needs directly, or strengthen the capacity of other organisations to serve community needs.

Example: unclear purpose

Participants in several regional inter-sector fora said they were frustrated by an unclear purpose. The RIFs needed to decide whether their focus was on: improving outcomes for Māori, building organisations' capacity to consult with Māori, or developing Māori cultural awareness training (see Collaboration in action, page 56).

The effectiveness of many regional co-ordination groups can be undermined by an unclear purpose. An unclear purpose can create inconsistent expectations and lack of motivation among members. Members who expect a partnership model, for example, may feel that a network is simply a talking shop.

Define a clear scope

Trying to tackle too many issues will create unmanageable demands on time and resources. The group needs to define what issues it will address, and what activities it will undertake.

Activities need to fit with the priorities of the agencies and organisations involved. This helps to maintain the commitment and motivation of members, and allows them to achieve their own outcomes as well as the group's. Organisations will only continue to be involved when they see that the group adds value to the work they do and that they can make a contribution.

Collaboration within the group

When the group has a wide scope, it should allow smaller groups to collaborate about issues of common interest. For example, Manukau City Council's strategic planning activity involves small groups of relevant stakeholders that focus on particular outcomes. (see **Collaboration in action**, page 62).

Fit the local context

Collaboration works best in a defined geographical area that is meaningful to local people. The geographical area will depend on the issue concerned.

Collaboration on environmental issues, or on issues that affect a particular population group and involve several agencies, may require a focus at city, district or regional council level.

Collaboration on specific problems, such as health issues or substandard accommodation, may focus on small areas with poor quality housing. A group that is building relationships with iwi will focus on a rohe that may cross service or administrative boundaries.

Develop measurable outcomes

The group needs to develop clear outcomes and indicators so it can measure what it is achieving for the community, and for the agencies and organisations involved. Two types of outcome are needed:

- Impact outcomes, relating to what the group is achieving for citizens and communities. For example: *to have all youth in the xx region in employment or training by 2005.*
- Process outcomes, relating to what the group is achieving for its members and their organisations. For example: *improved relationships, better communication and information-sharing, and higher levels of trust.*

Have clear leadership and roles

The group needs to establish at the start:

- which organisation or agency will take a leadership role
- what roles and responsibilities other agencies and organisations will have
- how much flexibility individual members will have to make decisions and commit resources.

Leadership

Leadership of a collaborative group is not about imposing an objective or exerting control. It is about gaining respect, building trust and confidence, and fostering a shared vision and momentum for progress.

A central government agency might play a leadership role on issues that fall mainly within their area. For example, Te Puni Kōkiri leads the regional inter-sector fora dedicated to Māori capacity-building (**Collaboration in action**, page 56), and the Ministry of Economic Development leads groups focused on regional economic development.

Build relationships over time

Building good relationships takes considerable time. Many successful regional co-ordination groups are the result of relationships built up over a number of years. Short-term expectations can interfere with collaboration, and undermine the group's effectiveness. Members need to:

- have realistic expectations, and not expect results before relationships are well developed
- develop succession planning in their organisations and agencies, so the group doesn't depend entirely on its original members.

Collaborative relationships also depend on honesty and commitment. Organisations and agencies need to be honest about their priorities and agendas, and what time and resources they can commit.

Good practice: relationship building

Waitakere City Council's three-way partnership builds on the trust relationships that have been established with government services and community groups over the last 10 years, through the Waitakere wellbeing strategy and fora such as the government agencies' inter-sector group.

Good practice: building on existing relationships

Manukau City Council's Tomorrow's Manukau strategic planning process (Collaboration in action, page 62) built on the relationships established through the Manukau Strategic Co-ordination Group, a network of government agencies in the area. Tomorrow's Manukau would have been much more difficult to establish if relationships had not first been developed through the MSCG.

Build on existing relationships and activities

The group needs to build on what is already working well in the area, rather than duplicating or reinventing groups and activities. Gaining a strategic overview will help the group identify where and how it can build on existing activities and collaboration.

Links with others

The group must maintain links with other co-ordination groups and initiatives to ensure it fits in with local activity.

Share quality information

Successful regional co-ordination relies on an open exchange of good information among agencies and stakeholders, and meaningful feedback loops with government at the centre.

Agencies and organisations

Distributing information to the staff of member organisations and agencies:

- improves organisational knowledge and understanding
- demonstrates the value of strategic collaboration
- creates a culture of collaboration and relationship-building
- encourages staff to share information with people in other organisations and agencies.

Stakeholders

Distributing information to stakeholders and the wider community:

- gains buy-in for, and ownership of, regional strategies
- provides a sound basis for consultation.

Good practice: information sharing

Several local authorities are currently collecting local information and making it available through a website, such as the Manukau City Council database on consultation and the Waitakere City Council internet-based mapping project.

Government at the centre

Robust feedback loops with government at the centre help to link regional co-ordination to national policy and strategies.

Ongoing communication should help ensure that:

- local strategies are in line with broad national policy directions and experience
- local priorities inform policy development at the centre.

Have processes that are fit for purpose

The group needs to identify and use the right meeting processes. Informal processes work best for groups that focus on information-sharing and networking. More formal processes, such as written minutes, may feel like a threat to members of these groups and hamper their willingness to share information and collaborate effectively.

More formal processes will be necessary for partnership groups with reporting and accountability requirements. Participants in these groups may also need training and support to run meetings effectively.

Whatever the level of formality, everyone attending a meeting needs to share the authority to make decisions.

The operational level: integrated service delivery

Integrated service delivery is about organisations working together at an operational level. Its purpose is to develop the delivery of services that require the input of more than one agency, and focus on specific local areas, client groups, communities, families or individuals. This means:

- defining and identifying ways to improve outcomes
- improving access to quality services
- making the best use of resources across agencies.

Integrated service delivery involves a range of staff at different levels within organisations. These include front-line staff to deliver the services, and managers to allocate resources and set priorities. Managers will also be involved in planning initiatives and developing performance and accountability arrangements.

The focus of integrated service delivery initiatives tends to be on small geographical areas and communities, or target population groups. An initiative might deliver a single co-ordinated service, or provide a range of services through a single access point. Integrated service delivery initiatives often involve local community-based organisations in developing services for local people that are well integrated into the local context.

The development of integrated service delivery initiatives is particularly appropriate when:

- there is a pressing problem with complex causes that cannot be addressed effectively by any single agency
- local areas or population groups are receiving a substantial range of services from different agencies, and the access to and quality of service delivery could be improved by agencies working together
- agencies have overlapping activities and concerns, and collaboration would make the best use of resources
- services are committed to common outcomes

- it is clear what each agency can contribute to the initiative
- agencies have enough flexibility to put resources into integrated service delivery initiatives, and the timing and local circumstances are good.

(see *Literature Review*, pp44-46.)

Models of integrated service delivery

The three main models of integrated service delivery are: case management, 'one-stop shop', and joint-funded service provision.

Examples: case management

Strengthening Families and Wraparound both take a case management approach to supporting vulnerable families. Strengthening Families is led by MSD and the Ministries of Health and Education, while Wraparound is led by a multi-disciplinary team, supporting its holistic approach to working with Māori and iwi groups.

Case management

Case management provides a package of services, tailored to meet individual needs, from several agencies. Services are usually designed around providing health, education, and social services to individuals or families.

Partners in a case management initiative develop joint outcomes for the client that take a holistic view of the client's needs, develop joint assessment procedures, and share accountability and resourcing.

Collaboration in action: Fast Forward

Fast Forward is an innovative approach to case management being piloted in Otago, Taranaki, and Auckland. It provides a package of business support services targeted at businesses with the potential for success.

In Taranaki, Industry NZ, Trade NZ, Technology NZ, and the Tertiary Education Commission (formerly Skill New Zealand) work with business support organisation Venture Taranaki.

Fifteen companies in Taranaki have benefited from targeted business support services, supported by Venture Taranaki's local knowledge. Each company selected for Fast Forward must meet rigorous requirements of its product or service, its determination to grow, and its commitment to innovation.

Success factors

The case management approach has allowed flexible strategies to support individual businesses. The government agencies and Venture Taranaki have a strong commitment to the idea and practice of partnership. They communicate well, and follow up on agreed actions.

Lessons for joint working

Getting buy-in from organisations that don't have a culture of collaborative working can be difficult. One organisation focusing on core business, at the expense of collaborative working, can have a 'trickle down' effect on the initiative.

One-stop shop

A one-stop shop provides a single access point to government or government-funded services. It improves clients' access to services, and makes referrals among services easier. It is particularly useful for communities that don't have service agencies or staff located in the area.

The one-stop shop can be a physical or an online access point, and can provide services in culturally appropriate locations for specific communities.

Examples: one-stop shop

The e-government portal provides a single online access point for government services.

The Pacific Island Advisory and Cultural Trust in Invercargill makes its offices available to Work and Income staff twice a week to see Pacific clients (see Collaboration in action, page 70).

Collaboration in action: Heartland Services

Heartland Services is a national one-stop-shop initiative, aimed at improving access to government services for people living in provincial and rural areas. The Outreach service involves staff from different agencies visiting remote areas on the same day, with service centres providing a base for the visiting staff to work from. The service centres are staffed by a co-ordinator five days a week, and provide access to government 0800 numbers and websites.

ACC, Housing New Zealand, Inland Revenue, Work and Income, the Māori Land Court, and the Immigration Service are all involved in the initiative, and other government agencies have been approached to participate. It has provided:

- better access to services for clients, and easier transitions between services
- easier communication among agency staff
- flexibility to use service centres in the way that best suits community needs (for example, including organisations like Plunket or the Safer Community Council).

Success factors

The initiative responds to local demand. Service centres are only established in areas where the council is prepared to provide strong support and leadership.

The centres are branded as a joint initiative and not as being led by a single agency, increasing the willingness of agencies to participate.

In several areas the initiative built on established networks, making implementation faster and easier.

Lessons for interagency working

Using shared premises for service centres can create logistical problems. Premises need to be large enough to accommodate community organisations, be in a good location with high visibility, and be affordable.

Ten of the 18 service centres are based in Work and Income offices, meaning that for security reasons community and voluntary organisations can't be based there as well.

Managers' caseloads in some agencies aren't defined geographically, making it difficult for that agency to identify a single case manager to participate.

Although the initiative responds to local demand, a service centre couldn't be established in one area, as existing community services felt the initiative was a threat to them.

Joint-funded service provision

Joint-funded service provision involves several agencies jointly funding a specialised service to meet a specific need. It can take two forms:

- a lead agency administers and monitors funding from several agencies to a service provider, or
- agencies contribute to a single funding pool that is managed by a joint body.

Partners to joint-funded service provision develop joint service criteria, performance assessment frameworks, and monitoring and evaluation requirements.

Collaboration in action: Otago Youth Wellness Trust

The Otago Youth Wellness Trust is a not-for-profit organisation that 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 that sets out to develop a single funding agreement to replace seven separate contracts from government agencies to the Trust.

Outcomes sought by the Trust include:

- young people participating positively in family/whānau and community, and achieving in their schooling, training and work
- young people being able to access needed quality services
- an increase in the wellbeing of young people with multiple disadvantages
- more effective involvement of Rūnaka.

Success factors

The Trust has developed good working relationships with government agencies, and has found that taking a holistic approach enables a better focus on outcomes. The Trust and government agencies have developed innovative ways of overcoming systemic and policy barriers.

Lessons learned

Government agencies can be too inflexible in implementing government policy, and some still tend take a silo approach to service delivery.

The compliance costs of reporting will remain high for the Trust unless it implements an integrated contract.

Keys to success: integrated service delivery

Agencies developing integrated service delivery initiatives need to:

- get buy-in from other agencies and staff
- plan carefully and thoroughly
- support locally led initiatives
- adapt centrally led initiatives
- invest in relationship-building
- build on and link to existing initiatives and resources.

Integrated service delivery initiatives must have accountability to government and the community. Many participants expressed the view that agencies may have different accountability systems, and can be unwilling to commit funding for services that aren't directly linked to their own portfolio or vote structure. Initiatives need clear lines of reporting and accountability to Ministers, and must adhere to the criteria in the Public Finance Act 1989. Initiatives involving joint or pooled funding, in particular, need robust contracting, reporting and monitoring arrangements agreed to by all partners.

Partners in a new integrated service delivery initiative must create a formal agreement to ensure appropriate governance and financial accountability, and use written protocols and staff training where appropriate to support interagency working.

Formal governance and accountability agreements need to be supported by:

- clear outcomes, roles, and accountabilities
- a dedicated co-ordinator when needed
- adequate resources and capacity
- monitoring and evaluation.

Get buy-in

A new initiative must have buy-in from people who understand the value of collaboration and are committed to working together. To get buy-in, agencies need to:

- build understanding of the value of collaboration at every level of the agency, so staff see how integrated service delivery helps them to meet their objectives
- build on opportunities to develop collaboration
- manage risks and fears about collaboration, such as fears of failure and criticism, and concerns about privacy legislation (the next section, **The role of central government**, has more information on information-sharing and privacy legislation)
- provide support for staff who will be involved in interagency working.

Integrated service delivery can require people to adapt to different organisational processes, practices, and cultures, and sometimes to work in a new environment; for example, a social worker might deliver part of an initiative in a school.

Collaborative meetings

Getting buy-in also means using collaborative meetings at all levels. Collaborative meetings include:

- large, strategic meetings to give overview and direction
- management meetings to discuss generic management issues
- meetings of front-line workers to discuss cases and experiences
- community network meetings providing information to local service providers.

Plan thoroughly and carefully

Participants in the fieldwork noted that many initiatives have unrealistic timeframes for implementation, and for achieving their outcomes. Sustainable funding isn't always available for successful pilot programmes, leading to disruption and inconsistent service provision. Frontline staff sometimes need training to deliver new initiatives, and to get used to interagency working.

Careful planning of a new initiative helps ensure that it is appropriate, manageable, and sustainable, and can help create buy-in from staff and stakeholders. The following questions are necessary at the start.

- Is the initiative necessary? Is any other current initiative achieving the same outcomes?
- Is it the right time of year to start a new initiative? Are workloads too busy, or are people on leave?
- What is a realistic timeframe for development and achievement?
- How can staff be prepared and briefed about the initiative, its timeframes, and their requirements in working with other agencies? What support is needed for people who will be working in new environments?
- Is ongoing funding, staffing, and provider capacity available?
- What formal governance, accountability, and monitoring systems need to be put in place?

Invest in relationship-building

Staff in different organisations and sectors need to build personal contacts that foster understanding of each other's business. Frontline staff can create links with each other to enable information-sharing and appropriate referrals, and managers can consult with each other on resourcing decisions and to resolve problems that are obstructing progress.

Regular meetings within and among organisations enable staff to:

- encourage information sharing, and foster openness and transparency
- help to change attitudes and enable people to work differently
- overcome patch protection
- foster an interest in seeking the views of others
- enable people to support each other informally
- develop processes for recognising and resolving conflict.

Support locally-led initiatives

Participants stressed that the most effective initiatives are developed by local people in response to a local problem or need. Locally-led initiatives suit local circumstances and fit local communities.

Initiatives in different areas may have similar objectives, but each will develop its own character and style over time.

A new initiative needs to build on and link to existing initiatives and relationships, without duplicating services or taking resources from existing activities. Building on what already exists maximises the networks already available and makes the most efficient use of resources.

Adapt centrally-led initiatives

Practitioners in the field felt that integrated service delivery initiatives imposed by central government must be adapted to local circumstances. Centrally-led initiatives are not always well targeted to meet local needs. They sometimes duplicate existing activity, take resources from community-based initiatives with similar objectives, and don't link well with existing activity.

To adapt centrally led initiatives to local circumstances, agencies need to:

- define a local focus that is appropriate for the issue and the people involved
- provide enough time to gain local buy-in, and develop the initiative to fit the local context
- provide information and contact lists of the people who developed the initiative, so stakeholders can understand its reasons and objectives.

National policy and strategies can provide a good impetus for local level action. Linking an initiative to broader policy frameworks can help an initiative to get support and resources.

Define clear outcomes

Partners must clearly define short-term and long-term outcomes and measures.

A short-term outcome is concerned with the direct effect of the initiative. For example: *clients know how to access appropriate services.*

A long-term outcome is concerned with the overall wellbeing of clients and communities. For example: *better health for Pacific peoples in the area.*

Modest, realistic outcomes are better than overambitious outcomes that create an unmanageable workload for managers and staff.

Define roles and accountabilities

Each partner in a new initiative, whether an individual, an agency, or a stakeholder organisation, must have clear roles and accountabilities. The initiative must also have clear leadership, whether by a single agency or by a multi-disciplinary team.

Partners must have a joint sense of ownership and responsibility for achieving outcomes, and be clear about which agencies have primary responsibility for each aspect of the initiative. This ensures that the success of the initiative doesn't depend on just a few individuals.

Partners also need to be clear about how monitoring and reporting will ensure that they meet accountability requirements.

Each person, organisation, and agency must have a clear contribution to make to planning and delivery, linked to the initiative's outcomes.

Leadership

Deciding which agency or agencies should lead an initiative is best done on a case-by-case basis. The decision will depend on:

- the key accountabilities of the agencies involved
- their capacity to deliver
- personal leadership within the group.

All partners need to agree on the lead agency or agencies. The appropriate lead agency may change over time.

Appoint a dedicated co-ordinator when appropriate

Many people commented that integrated service delivery initiatives benefit greatly from having a dedicated co-ordinator to support and assist interagency working. The co-ordinator provides administrative support, circulates information among partners, and assists communication.

A dedicated co-ordinator can also have knowledge and experience of the local environment, which is helpful in maintaining momentum.

The co-ordinator's role must be clearly defined so he or she isn't left to do most of the initiative's work.

Provide adequate resources

The success of a new initiative depends on its ability to deliver services. Adequate and manageable resources are essential for a new initiative to deliver services consistently and successfully.

Agencies must ensure that enough money is available to implement the initiative, and to provide ongoing funding. Agencies using a case management approach must ensure that funding follows the client among all the services.

Build provider capacity

Before committing themselves to an initiative, agencies need to assess provider capacity and build capacity where necessary. This is particularly important when there is no appropriate agency to fill a gap in services. Building provider capacity:

- ensures that integrated service delivery can achieve its objectives
- prevents organisations poaching staff from each other or from existing community-based projects.

Many people expressed the view that service provider contracts should include infrastructure and staff development costs, and contracts with not-for-profit agencies should include funding for staff training and development.

Evaluate and monitor

Evaluation and monitoring is a key element of accountability. It is essential to show the achievement of outcomes, and to learn from mistakes.

Evaluation and monitoring require robust planning and adequate resourcing, and should be built into initiatives from the outset. Their results should be able to justify the cancelling or continuing of an initiative.

Evaluations don't need to be huge to give meaningful feedback, but they must be tailored to fit the initiative.

Collaboration in action: Refugee and migrant services in Auckland

The Auckland region has several strategic and operational initiatives that work together to provide integrated services for refugees and migrants.

- The refugee co-ordinator for Work and Income is co-ordinating a regional inter-sector refugee co-ordination plan. This plan aims to better co-ordinate government agencies' assistance for refugees in the Auckland area.
- Manukau City Council is developing a New Settlers Policy to respond to the needs of new settlers in the city. Central government agencies, community service providers, and ethnic groups are all involved in developing the policy.
- The Refugee Reception Centre in Mangere provides integrated services for refugees for the first six weeks after their arrival. New Zealand Immigration Service, Refugee and Migrant Service, Refugees as Survivors Trust and Auckland University of Technology (which provides language assistance) are all based at the centre.
- The Auckland Regional Migrant Service provides a one stop shop service for resettled refugees and migrants. A centre is planned for Three Kings and satellite services are planned for the future. The service is funded through the New Zealand Immigration Service pilot, and sponsored by Auckland and Manukau City Councils.

Success factors

Community development advisers at the Office of Ethnic Affairs have been invaluable in assisting good working relationships between government agencies and refugee and migrant communities.

Several agencies (including Housing New Zealand and the Ministries of Health and Education) have appointed a refugee co-ordinator. This person liaises between agencies and services, and is a point of contact for refugees.

Front-line delivery services being located together enables frequent information-sharing, mutual support, and regular ad hoc meetings as required. It also provides easier access and transition between services for the client.

Lessons learned for government

Government and non-government agencies and organisations need realistic, flexible government policies so they can meet the needs of their clients at a local level. Effective strategies and services in a complex area like refugee and migrant services require:

- a common strategy developed by government and support organisations
- joint funding and resourcing – one possibility is a fund for refugee policies, rather than individual services
- local people with a mandate to make decisions and commit resources
- national policies that take into account the capacity of frontline services to respond to demand
- frontline staff, volunteers, and resources to meet the needs of different groups
- consistent services for different categories; for example, there are big service gaps between asylum seekers and people entering under the family reunification scheme.

The role of central government

The role of central government

Many government agencies are doing innovative and robust work to develop collaboration within and outside government. However, the Review of the Centre and the *Mosaics* fieldwork showed that many barriers to successful collaboration still exist within government.

This section of the guide:

- identifies the barriers to collaboration within government
- suggests how government can remove or reduce these barriers to improve collaboration among government agencies and with stakeholders.

Some of the suggested actions would require major structural change within central government if implemented, but most can be actioned within existing structural arrangements.

This section includes these examples of collaboration in action:

- Healthy Housing
- intersectoral strategy for children and young people with high and complex needs (HCN strategy).

Overview

This section distinguishes between two arms of central government: government at the centre (Ministers and the Wellington-based head offices of all central government agencies), and government in the regions (central government agencies at local level).

Government at the centre provides the policy framework that guides the activity of government services in local areas. It has a crucial role to play in supporting improved collaboration, by:

- being more responsive to the needs of regional agencies and communities
- making more effort to include regional perspectives in policy development
- devolving more authority, decision-making ability, and funding to regional managers.

Practitioners in the field noted that regional agencies have a more ‘hands-on’ role in developing and supporting regional co-ordination and integrated service delivery. They will need to balance their responsibilities in meeting local needs with their obligations to deliver on national priorities and policies. They need to give government at the centre frequent and meaningful feedback about the impact of national policy and initiatives. Managers need to encourage and enable their staff to find flexible, innovative ways of working with other agencies and with stakeholders.

The new focus on outcomes is a positive step toward improved collaboration. In the future, the development of joint outcome plans will help agencies find ways to work together, co-ordinate their funding and planning processes, and align their strategies and priorities.

Barriers to collaboration

Barriers to successful collaboration belong in the broad areas of:

Organisational culture

Participants felt that government agencies are hampered by a culture of secrecy. Many agencies need to create a more open and honest culture, and actively encourage and support collaboration as part of core business.

Funding processes

Participants stressed that differing funding processes among agencies can result in confusion and inequities. Government at the centre needs to create more flexible and better-aligned funding processes, and to devolve more funding to the regions.

Government structure and systems

Service boundaries within regions are often different from each other and from iwi and local authority boundaries. Participants felt regional agencies need the flexibility to work across boundaries, and to strengthen their connection with isolated areas.

Policy development and implementation

Participants said centrally-developed policy needs to be more flexible and responsive to local needs and priorities. Local managers need more authority and flexibility to make decisions and use resources.

Removing barriers: organisational culture

Many participants felt that government agencies vary greatly in their commitment to working openly with each other and with stakeholders. Some work hard at fostering relationships, while others have a culture of secrecy and are reluctant to share information. Many agencies are seen to be highly risk-averse, and not supportive of innovation and change.

Participants stressed that all government agencies need a culture of openness and honesty that encourages innovation, risk taking, and information-sharing. This culture must be led from the top, by Ministers, Chief Executives, and senior managers. Ministers can lead from the top by:

- supporting the definition of joint outcomes
- holding Chief Executives accountable for what is achieved
- holding Chief Executives accountable for how well they work together to achieve joint outcomes.

Chief Executives and senior managers can lead from the top by modelling co-operative, rather than competitive, behaviours, such as:

- taking opportunities to work with other Chief Executives and with managers
- ensuring their decision-making is transparent
- being open and honest about organisational priorities, agendas, performance and constraints
- participating in collaborative fora and initiatives, and communicating the value and achievements of these to staff.

Leadership from the top is crucial in building and sustaining regional co-ordination and integrated service delivery.

Give local managers more decision-making authority

Many government agencies need to enable local managers and staff to make decisions and manage resources at local level. People at the local level noted that the government agencies that collaborate most successfully either:

- create a role with a large amount of devolved authority, such as Work and Income Regional Commissioners, or
- have a specific responsibility for working in local communities, such as the Community Employment Group of the Department of Labour.

Government at the centre needs to enable local managers to implement policy in a way that suits the local environment, and achieves broader policy outcomes. This means developing greater trust in local representatives, and developing accountability systems that measure how well managers meet local needs as well as organisational accountabilities.

Encourage information sharing

Many public servants have concerns about privacy legislation and its effect on information sharing. Chief Executives and managers can:

- foster a better understanding of privacy legislation
- support agreements for information sharing, such as protocols to obtain informed consent for information to be shared
- encourage staff to identify and prioritise information that other organisations need, and to exchange information in formal and informal ways. For example, staff could attend events at other agencies to promote services, or invite other agencies to present to internal staff meetings.

Encourage and support collaborative work

Staff need encouragement, resources, and support to collaborate effectively with other agencies. Again, CEs and senior managers must lead from the top to encourage staff to work on collaborative initiatives. They can:

- create opportunities for staff to work with new people and learn new perspectives
- encourage staff to use their initiative, and trust them to deliver
- identify catalysts and champions, and support them to create and sustain collaborative work
- broaden staff experience and contact with different groups, to promote cultural awareness and responsiveness.

Encouraging and supporting collaboration means creating a workplace culture where people feel they can take risks, and where collaborative behaviours are rewarded.

Support relationship building

Staff need sufficient time to build relationships. Local managers must enable their staff to be flexible and creative with the resources available, and manage workloads so staff have time to focus on relationship-building.

Building relationships as part of core business enables a better flow of information and makes co-ordinating strategy and service much easier. It also enables open and productive consultation that is based on trusting relationships.

Service managers, in particular, need to build relationships and have regular contact with each other. Good communication among managers keeps them up to date with important changes, and makes it easier for a new agency to adapt and fit into the local environment.

Set realistic standards and timeframes

Setting standards for collaborative behaviours and activities helps ensure consistency, and makes people accountable for how they work together. These standards must take into account the time required to build and maintain good collaborative relationships.

Collaborative initiatives often face unrealistic demands or inadequate timeframes. Centrally-developed initiatives need enough time to be developed for local circumstances, and long-term performance measures to properly evaluate their success.

Build staff capacity for collaboration

Specific skills and competencies are required for effective collaboration. Chief Executives and managers need to build staff capacity through recruitment, training, and job stretch. They can:

- value life experience and knowledge of local communities in recruitment and promotions systems
- provide induction training on working collaboratively, and ongoing training in values and cultural practices, communication, negotiation, and conflict management
- develop multi-skilling, secondments and cross-training between departments.

Good practice: collaboration roles

Work and Income have Regional Operations Managers (ROMs) in local areas, enabling Regional Commissioners to take on a strategic, relationship-building role with other agencies.

Senior managers should have collaborative working included as part of their job description. Developing a specific collaborative role might also be useful.

Build collaboration into performance assessment criteria

Many fieldwork participants felt that performance assessment criteria for all government agency staff, from Chief Executives to frontline service delivery staff, should include collaboration, relationship-building, and Treaty awareness.

Participants noted that government agencies currently focus on measuring the delivery of core business, and don't measure relationship-building, collaboration, or Treaty responsiveness. This can be a barrier to collaboration because agencies tend to focus on delivering what is measured, particularly when there is pressure on staff time and resources.

Good practice: performance assessment

Managers can reward collaboration and relationship building in current performance assessments. A regional manager with Occupational Safety and Health takes into account the time that staff spend on building relationships with other agencies when assessing staff performance at meeting work targets.

Making sure that performance criteria include collaboration, relationship-building, and Treaty awareness would:

- encourage and reward innovation
- support staff to build relationships as part of their core business
- create the incentive to take a broad view of issues, rather than a narrow agency focus
- provide the flexibility to identify joint working opportunities.

It is important to remember that there is little point in collaboration for its own sake. Performance criteria related to collaboration should reflect the purpose of the

collaboration, and of how it contributes to achieving organisational and community outcomes.

Service contracts also need to include collaboration and relationship-building requirements. The current service contracting regime focuses providers on outputs, and provide no obligation or incentive for providers to work collaboratively with other groups or services. In addition, the competitive contract-letting system creates competition between provider organisations, which undermines collaboration.

Removing barriers: funding processes

A widespread view among fieldwork participants was that inflexible funding processes are a major barrier to collaboration. Annual planning cycles drive short-term thinking, making it difficult for organisations to collaborate on strategic planning with a long-term focus.

Differing funding structures, allocation processes, and eligibility criteria among departments have resulted in unco-ordinated service funding, creating delivery gaps and duplication. Contracting systems result in high compliance costs, competition between service providers, and confusion over responsibility and accountability.

Move funding to the areas of greatest need

Practitioners suggested that government at the centre needs the flexibility to move funding to the areas with greatest need. Collaborative activity will only be effective when the resources match the scale of the problem. More flexible funding would also enable collaborative work to achieve national policy priorities.

People noted that percentage thresholds for access to specific services can result in inequity. For example, more people lack access to services in areas like South Auckland, where the population is larger and the scale of the problem is greater, than in smaller areas where fewer people are affected.

Devolve more funding to the local level

Fieldwork participants stressed that successful collaboration requires greater decision-making power by government agencies at the local level. Funding is currently allocated from government at the centre for specific uses. Devolving more funding so regional managers can decide how it is used to meet local needs would increase opportunities and flexibility for collaboration.

Devolved funding would also enable iwi and Māori, community and voluntary groups, and Pacific groups to have more input into decisions.

Co-ordinate funding processes

Many practitioners agreed that government agencies need to co-ordinate their funding and systems. Several agencies independently administer funding for specific complex social problems or population groups. This creates duplication of services and confusion for clients, and complicates funding arrangements for service providers.

Participants also felt that bringing together pools of departmental funding to address specific problems would help. For this to work efficiently, the government may need to identify a lead agency to co-ordinate and channel funding for specific issues such as health and disability, or for population groups such as youth or Pacific peoples.

A joint framework developed at a regional level would also improve the consistency of funding processes. A framework would set common service standards and funding criteria, linked to the achievement of outcomes.

Good practice: co-ordination

In the Waikato, five government agencies independently administer funding for family violence services involving 34 providers. Nearly one-third of these providers have contracts from more than one government agency. The Review of the Centre Circuit Breaker team has developed a common outcome statement and a single approval, service specification, monitoring and audit process, agreed by the funders. This will support collaborative planning of family violence services in the Waikato.

Collaboration in action: Healthy Housing

Healthy Housing is a case management initiative aimed at reducing overcrowding and improving residents' health in approximately 1000 Housing New Zealand households in Otara, Mangere, and Glen Innes.

Counties Manukau District Health Board, Auckland District Health Board, and Housing New Zealand have:

- targeted high-priority areas for housing and health services
- developed preferred housing standards and assessment procedures
- developed joint protocols for referrals.

An assessment can result in repairs or additions to the house, or a family transfer to more suitable accommodation. Families are also referred on to appropriate health and social services if necessary.

Success factors

Agency staff have developed their skills in collaborative working, and reinforced the importance of an holistic approach to service delivery.

The three Chief Executive Officers involved have made a major commitment to the project and shown active interest and support. The Chief Executive Officer of Housing New Zealand now includes health outcomes among his key performance indicators, and staff receive training to increase their knowledge of infectious diseases.

Lessons for interagency working

Staff from each organisation had to adapt to a different organisational culture, philosophy, and priorities. Members from Housing New Zealand found they had underestimated the efforts required to get buy-in across the whole organisation.

The initiative encountered several funding problems:

- the pilot was funded on an annual basis, but ongoing funding was needed to make the initiative sustainable
- the timing of the evaluation didn't fit with the timing of the funding cycle
- the budget was split between two agencies with accountabilities to different Ministers, creating the need to track the budget and measure accountability.

Removing barriers: government structure and systems

Participants stressed that overlapping and inconsistent service boundaries and frequent structural change within government can both act as barriers to collaboration.

Collaboration is particularly challenging in provincial and rural areas that don't have an agency office or staff as easy contact points.

Government agencies must work to remove or minimise these barriers within the current government structure.

Work across service boundaries

The boundaries of government services differ from each other and from local authority and iwi boundaries. The lack of common boundaries means that stakeholders sometimes need to contact several people within the same agency, because there is no single person with overall responsibility for the area or issue concerned.

To enable staff to work across service boundaries, agencies need to:

- encourage staff to collaborate at the right level for the issue, rather than collaborate only within strict geographical boundaries
- allow staff to act as contact points, make decisions and move resources within specific areas. District and Council boundaries would be the most appropriate boundaries to use, since the process of defining community outcomes will take place at this level.

Participants felt that appointing a liaison person for specific issues or groups would help agencies to collaborate with each other. The liaison person would:

- exchange information with other agencies
- feed information back into policy and decision-making
- build understanding of other agencies' perspectives, issues and agendas.

Good practice: liaison

Inland Revenue has social policy liaison officers and Māori co-ordinators, and Child, Youth and Family have Community Liaison Social Workers. Liaison can also be encouraged by mechanisms such as buddy systems to link staff between agencies.

In the long term, aligning government service boundaries would make collaboration much easier, but would also require large-scale structural changes.

Strengthen connections with isolated areas

Participants felt that many rural and isolated areas don't have a government office or staff. This lack of a 'working presence' can severely limit agencies' ability to deliver accessible services. Agencies need to collaborate with each other to strengthen their connections with these areas, so that:

- agencies gain better knowledge and understanding of the local area and its concerns

- communities get better information about how to access and link services more effectively
- local experience can influence policy directions and decisions
- services are more accountable to communities.

Ways for government agencies to strengthen their connections with local areas range from local, low-cost options to major interventions requiring structural change within government.

As with all forms of collaboration, agencies need to first identify what existing relationships and activities they can build on to strengthen their connection with isolated areas.

Local contacts

Central government agencies in the region need to identify the right people to contact in other agencies in the area. Councils will find it particularly important to know who to contact when they require input into the process of defining community outcomes.

Agencies can:

- create a list of senior managers with responsibility for the area
- identify key service agencies to act as co-ordinators for collaboration on specific issues: for example, District Health Boards for disability issues, the Community Employment Group for employment issues, and the Ministry of Education for truancy problems
- create a cluster of senior government officials in the region to work with iwi and Māori, local government, community and voluntary groups, and Pacific groups. This cluster could build on existing networks and partnerships.

Service location

Locating key service agencies in the same premises (a 'one-stop-shop') greatly assists collaboration, but can also require the alignment of infrastructure issues such as IT systems and leasing arrangements.

'Regional Commissioner' role

Some participants suggested that in the long term, the government could consider creating a new, 'regional commissioner' role with delegated authority from several departments to make decisions and move resources at a regional level. A regional commissioner would simplify interaction with government, and increase the consistency of the government's work in a region. However, a role of this kind would require considerable changes to current accountability structures.

Regional visits

Policy makers and managers can use visits to local areas to consult with frontline service delivery staff, with local government, and with stakeholders. The experience of local stakeholders provides invaluable information about the needs of communities and the likely impact of new policies and initiatives.

Minimise the impact of structural change

Most participants stressed that frequent structural change requires considerable staff time and attention and results in loss of organisational memory. Changes to the titles and activities of government agencies create confusion for clients of services and make collaboration with other organisations more difficult.

Government agencies need to recognise the risks and costs of structural change, and consider whether improvements could be achieved in other ways. When structural change does occur, its impact can be minimised at local level by:

- informing other local managers
- maintaining relationships so new organisations fit into the local context
- using succession planning to ensure that relationships don't disappear when staff move on.

Removing barriers: policy development & implementation

Successful regional co-ordination and integrated service delivery require a close fit between national policy directions and local needs and priorities. Much of the activity of regional government agencies is driven by national policies, strategies and priorities.

Practitioners indicated that this can be a major barrier to successful local collaboration, because:

- government at the centre doesn't always understand the local impact of national policies
- national priorities and strategies are sometimes poorly aligned with local priorities, and not adapted to local contexts and experience
- lack of alignment between planning cycles can create inconsistencies and conflicting directions
- policies developed by individual departments can diverge or even cut across each other when applied at the local level.

Co-ordinate policy development

Participants in the fieldwork noted that strategies for areas such as economic and social development and environmental management are not always consistent or mutually reinforcing. Government at the centre needs to:

- identify connections between different departments' roles and directions
- examine how national policies and strategies affect each other, how they can work together, and how tensions can be managed
- analyse the implications of national policies on the work of other agencies, particularly in areas where initiatives are implemented.

Participants recommended that in the long term, the government needs to develop an overall strategy that will align the activities and directions of different departments. This alignment will also help agencies to co-ordinate and target their funding processes.

Incorporate regional perspectives

Government at the centre needs to take a broader, more inclusive approach to policy development, and to enable more input from local staff and stakeholders.

Government at the centre can:

- increase policy analysts' understanding of the potential difficulties of implementing national policy in the regions
- recruit people with regional knowledge, who can contribute that knowledge to policy development
- build policy capacity at local level, including supporting local councils to develop their policy skills
- support the development of regional strategies and policy initiatives at local level
- work closely with councils to identify how policy can support the delivery of community outcomes.

Create strong feedback channels

Participants in the fieldwork highlighted that government at the centre needs clear and regular feedback about the effect of national policy at local level. Regional agencies and councils need to communicate openly and honestly about these effects, to help ensure that local experience informs the development of national policy.

Government at the centre needs to allow enough time for feedback to be reflected in policy development. It also needs clear processes for informing regional agencies, councils, and other stakeholders of the results.

All government agencies need to develop monitoring and evaluation mechanisms to provide solid evidence of what is working and what needs to change.

Support local implementation

People working at a local level stressed that the role of government at the centre should be to provide principles and frameworks to guide local action, but that regional agencies and stakeholders should be able to develop implementation to fit the local context.

Government at the centre can support local implementation by allowing regional agencies time to gain local buy-in, and by providing support to develop the local model.

Government at the centre can also support local implementation by ensuring that agencies understand what new policies are intended to achieve, and by providing training and education programmes to prepare staff for the impact on their own work of working with other agencies.

Encourage 'horizontal integration'

Horizontal integration means that new policies and initiatives build on what already exists, and develop links with local initiatives groups and networks. This ensures that:

- new policy doesn't duplicate or cut across existing activity
- policy implementation fits the local context
- collaboration is easier and local accountability is robust.

Collaboration in action: High and Complex Needs (HCN) Strategy

The HCN strategy is a national, inter-sectoral strategy for children and young people with high and complex needs. Three large and complex sectors – health, education, and social services – provide tailored service packages to children and young people.

The strategy targets children and young people who come to the attention of more than one of the health, education, or social services sectors. A dedicated inter-sectoral unit, the HCN Unit, oversees the strategy's implementation and day-to-day operation.

Success factors

The strategy partners focus on the needs of the child or young person, and then consider how best to meet them. This is an excellent example of a client- or service-driven strategy, rather than an agency-driven one.

Practitioners from various disciplines have found new ways to work together at a case management and service development level. Strategy partners have developed strong relationships and a shared commitment to outcomes.

A process review has given insights into how well the strategy works, and led to new governance arrangements. Strategy partners feel they would have benefited from having a better understanding of the requirements and demands of inter-sectoral work before they began.

Working with stakeholders

Working with stakeholders

The essence of collaboration is that government agencies work with stakeholders to identify, develop, and deliver integrated strategies and services. Ideally, stakeholder groups will develop the capacity and resources to identify their own goals and priorities, create strategies, and deliver services in their own communities.

This section describes what government agencies and stakeholder groups need to do to collaborate successfully. It includes these examples of collaboration in action:

- Regional inter-sector fora
- Te Rarawa whole-of-government agreement
- Tomorrow's Manukau
- PIACT partnership with Work and Income.

Overview

Each stakeholder group has a particular role in, and specific needs for, the way it collaborates with government agencies.

Iwi and Māori have the principles of the Treaty of Waitangi underpinning their collaboration with government. They seek the development of meaningful partnerships within a Treaty framework.

Local authorities have a specific legislative role in defining and measuring outcomes for their community. They provide a crucial link between government agencies and the community.

Community and voluntary groups play a key role in speaking for specific parts of the community. They need to work with government to ensure the diverse range of voices in the community is heard. They are also often service providers in their own right, and need to work with government to develop the capacity and resources to design and deliver effective services.

Pacific peoples are a significant ethnic group, and experience worse outcomes than many other groups in society. They need to work with government to ensure that services meet their needs and improve their outcomes. All the fieldwork participants gave consistent messages about their requirements for effective collaboration with government agencies.

Build sustainable relationships

Participants noted that government and stakeholder groups need to develop relationships that are based on trust and are built up over time. They need to work together to develop clear roles and responsibilities, and share information openly. Community partners must be able to represent their communities effectively and have robust arrangements to ensure their accountability. Local authorities have a key role to play in building good relationships between groups at local level.

Strengthen Treaty partnership relationships between government and iwi and Māori

In addition, government at the centre needs to formally recognise Treaty partnership relationships as the basis for partnership working between the Government and iwi and Māori. This means developing joint accountability mechanisms to ensure that services meet the requirements of government departments and of mana whenua, and developing Treaty responsiveness in the public sector.

Develop effective consultation and stakeholder involvement

Government agencies need to involve communities, including Māori and Pacific groups and the voluntary sector, in decision-making. This means consulting groups together to build understanding and allow ongoing communication. It also requires government agencies to support and resource community and voluntary sector groups to participate in consultation.

Make government services more responsive

People stressed that government agencies need to recognise that people in communities have different needs and want different things. They need to respond flexibly, and provide appropriate services. This means building understanding of different cultural values, such as Māori and Pacific perspectives.

Support communities and community service providers

Government needs to actively support communities to define their needs and identify the services they need. It also needs to support the groups that provide services to their communities, including Māori and Pacific providers. This means ensuring sustainable funding and developing joint training to share knowledge and skills with government agencies.

Working with iwi and Māori

Iwi and Māori groups emphasised that they have a special relationship with the Crown, set out in the Treaty of Waitangi. Articles One and Two define the role of Māori as partners with the Crown, with equal authority and accountability for decision making about issues concerning Māori communities. Article Three establishes the rights of Māori to receive services that meet their needs.

Recognising and understanding the Treaty must provide the framework for defining the partnership relationship between the Crown and Māori at all levels.

Regional co-ordination and integrated service delivery can make a significant contribution to improving government services to Māori, and enabling Māori to develop and deliver their own services.

Fieldwork participants stressed that government agencies, individually or on a whole-of-government basis, need to work in partnership with mana whenua to:

- identify the aspirations and needs of Māori, and identify where these needs are not being met
- build the capacity of government agencies and Māori organisations to deliver responsive services
- ensure that resources are available to support Māori communities
- create appropriate decision-making, governance, monitoring, and evaluation processes
- make services accountable to Māori as well as government
- address issues for Māori that affect collaboration, such as contested boundaries, different priorities, and different stages of Treaty settlement.

Strengthen the Treaty relationship with Māori

Iwi and Māori participants stated that the Treaty relationship between Māori and the Crown needs to be formally strengthened, so Treaty principles can underpin all collaboration. Participants stressed that government needs to:

- develop legislation to support Treaty relationships, and implement that legislation at all levels of government
- include clauses recognising Treaty principles and obligations in all legislation and in the formal accountability of government departments, including in their Statements of Intent
- develop formal partnership agreements between government and iwi and Māori that can underpin agreements like Memoranda of Understanding
- develop protocols setting out how government agencies will work with Māori, based on a robust understanding of roles and responsibilities, and cultural values and attitudes.

Develop joint accountability

Partnerships with iwi and Māori require joint accountability frameworks that recognise the accountabilities of government agencies for the delivery of services, and the kaitiakitanga responsibilities of mana whenua for the wellbeing of all people in their rohe.

Some iwi suggested that to make public services accountable to Māori, government agencies could:

- require all service providers to report to mana whenua as well as to government
- work with mana whenua to determine the best way to measure the way policy and procedure meet Māori aspirations
- assist mana whenua to develop suitable governance and accountability models. For example, in the USA, the White Mountain Apache have the best outcomes of any indigenous people because they use governance structures that are very like their traditional ones.

Avoid 'one-size fits all' approaches

Participants felt that government agencies need to avoid assuming they know what Māori want, and taking a 'one-size-fits-all' approach to working with Māori.

Not all Māori share the same aspirations for a particular area. For example Kohanga Reo or Kura Kaupapa education may meet the needs of some Māori but not others. Understanding distinctions such as Māori, tangata whenua, mana whenua, iwi, hapū and whānau is essential for government agencies to ascertain which group's needs they are meeting, and which group(s) they need to engage with.

Some participants felt that it is best for mana whenua to work with their people to define their aspirations, and then work with government agencies to decide the best service, governance, and accountability arrangements.

Other participants felt that it was important for those Māori who were estranged from their tribal links, that there be opportunities for Māori to engage other services to meet their needs.

Build cultural awareness

Government agencies need to build cultural awareness and staff capacity for working with iwi and Māori. Actions can include:

- upskilling staff in understanding Treaty issues, so they include Treaty principles and obligations in policy and services
- including Treaty responsiveness in performance criteria for all staff, and reinforcing the accountability of Ministers for the Treaty responsiveness of their departments
- recognising and rewarding Māori cultural knowledge and skills, including valuing people's life experiences and contact with local communities alongside academic qualifications

- providing Māori responsiveness training for staff, emphasising that Māori clients may have different needs to other groups, and that delivering services to Māori clients requires an understanding of their cultural values and practices.

Make service delivery more responsive

Service delivery needs to be more innovative and flexible so it can meet Māori needs and aspirations. Agencies need to:

- communicate openly with each other and with communities, to assess needs and learn how well services are working
- make it easy for people to access services by, for example, having service contacts at local schools and iwi-based community organisations
- ensure problems are defined in ways that are meaningful to communities and consistent with Māori culture and values
- have the flexibility to work within iwi boundaries where they cross service boundaries.

Support Māori staff

Some practitioners commented that Māori staff in government agencies play a major role in supporting the delivery of culturally responsive services. They provide a key point of contact for Māori communities, and build valuable networks within the public service. Agencies and iwi and Māori groups need to:

- encourage links and relationship-building between Māori staff and communities
- build opportunities for two-way secondments between rūnanga, iwi trusts and Māori service providers
- support informal networks among Māori staff across agencies.

Support iwi and Māori service delivery

The development of services by Māori for Māori supports the right of Māori to exercise self-determination and accountability. Agencies can support iwi and Māori service delivery by:

- devolving resources and support to iwi and Māori groups
- enabling iwi and Māori providers to develop service models that use a holistic view of wellbeing (Wraparound services are a good example)
- providing culturally appropriate policy frameworks for iwi and Māori providers to implement
- supporting capacity-building for Māori providers through training, skill sharing and secondments.

Community-based initiatives from Māori communities can for example, risk missing out on resources because they don't fit with mainstream funding criteria. To avoid this risk, government agencies need to:

- develop long-term funding so community groups can do strategic planning and ensure they are sustainable
- simplify departmental funding application and allocation processes, and lengthen application timeframes, so groups can develop strong funding applications and reduce their compliance costs
- work with iwi and Māori groups on needs assessment and funding criteria
- make contracting regimes focus on community outcomes.

Many participants suggested that Te Puni Kōkiri would benefit from having more responsibility and flexibility at regional level, to play a greater role in supporting iwi and to contribute more effectively to partnerships.

Collaboration in action: Regional inter-sector fora

Te Puni Kōkiri leads regional inter-sector fora around New Zealand. The fora focus on building capacity for Māori, and involve:

- networking, collaboration, and relationship building among government agencies
- building partnerships between government agencies and whānau, hapū, iwi, and Māori organisations and communities.

Agencies have identified opportunities to work collaboratively, and initiated collective projects.

Success factors

Many government and non-government groups work together, and have developed a high level of trust and information sharing.

Some fora have the flexibility for smaller groups to work together on a project basis.

Lessons for inter-sector fora

The group must have a clear mandate, purpose, and focus. Participants need to know whether the purpose is to provide services to the community or to build capacity.

Participants must have clearly defined roles, and the authority to commit resources. They must be honest about their priorities and the resources they can commit.

The relationship between regional inter-sector fora, central government agencies, and iwi and other Māori organisations needs to be clearly defined.

Resources must be available for administrative support for meetings, planning, and research.

Collaboration in action: Te Rarawa whole-of-government agreement with iwi

The Ministry of Social Development leads the Te Rarawa whole-of-government agreement with iwi. Government agencies work with the iwi at a strategic level, to identify goals and opportunities for improving services, and at the operational level, to develop the delivery of services.

The agreement is based on the Memorandum of Understanding signed by Te Rarawa, government agencies, and local authorities. Te Rarawa defined the vision, goals and objectives in the memorandum. It commits 26 organisations, including government departments, local councils, and the district health board, to support Te Rarawa to:

- build capacity to be self-determining
- deliver holistic services to its hapū and whānau
- develop employment initiatives.

A major feature of the agreement is that government funding for the iwi will be consolidated into a single umbrella contract, providing consistent terms and conditions, and reducing compliance costs. Creating an umbrella agreement will involve initial costs, but will result in reduced costs and better monitoring later.

Government agencies with significant input into the agreement include Te Puni Kōkiri, Community Employment Group, Department of Internal Affairs, and Child, Youth and Family.

The whole-of-government approach developed with Te Rarawa could be used with other iwi, and is already being used to help produce regional social development strategies. It could also be used with other communities or large voluntary sector agencies.

Success factors

Collaboration among the government agencies makes it easier for Te Rarawa to collaborate with several agencies than with one agency working apart from the others.

Government agencies are flexible and responsive in helping to achieve Te Rarawa's outcomes.

The agreement is locally led. It is based on the iwi's vision and goals, with clear objectives and realistic expectations.

The agreement has long-term, strategic goals, rather than short-term service delivery goals only.

Lessons for whole-of-government agreements

Te Rarawa needed, and still needs, to develop its infrastructure and capacity to meet the demands of collaborative working. Infrastructure and capacity may be an issue for all iwi who want to use this process.

Developing the Memorandum of Understanding required a considerable time commitment. This created particular demands for smaller government departments with little local infrastructure.

The lead funding agency under the umbrella contract will need to develop accountability, reporting and monitoring requirements that enable all the government funders to meet their accountability requirements.

Government and iwi may need to address the relationship between whole-of-government agreements and Treaty settlements.

Working with local government

The Local Government Act (2002) gives local authorities a key role in the development of collaboration at the local level. Councils are now required to:

- lead the process of defining community outcomes
- work with organisations that can influence the delivery of better outcomes
- monitor how services contribute to achieving the outcomes.

Local authority participants noted that the Act will require councils to work closely with government agencies and with the community. They will help to ensure that services contribute to improving community outcomes, and create ways for the community and government agencies to work together. Many councils will have an active interest in ensuring greater co-ordination of local services to meet the needs of communities. Councils will also be responsible for giving feedback to central government about how national policies affect the community.

All these roles fit councils' core business of ensuring the economic, social, cultural and environmental wellbeing of local communities. They are also based on the assumption that councils best understand their communities, and can represent their interests. Participants emphasised that the Act means local authorities have a legal obligation to collaborate with others. Although central government agencies aren't bound by law to collaborate with local authorities, a number of existing strategies and policy frameworks encourage and support agencies to work with councils at local level. These include: the Managing for Outcomes process, the sustainable development and social development agendas, and specific partnership programmes related to economic and social development and capacity-building.

Build lasting relationships

The key to sustainable collaborative activity lies in good relationships that are developed over time. Local authorities and government agencies need to devote time and resources to building trust and developing positive working relationships before setting up structures for collaboration. People at local level felt that effective collaboration should build on existing structures, rather than invent new ones. To build lasting and productive relationships, government agencies, councils, and communities need to:

- have regular meetings and open, inclusive discussions
- make the effort to understand each other's perspectives and constraints
- have realistic expectations of what others can do
- become less defensive about their own position, and more willing to share information and work towards positive solutions.

Good practice: use of an existing mechanism

Local authorities in Southland used the Safer Community Council as the basis for forming the steering group for the Joint Community Outcomes and Priorities process, to develop long term community council plans.

Clearly define roles and responsibilities

The obligation on councils to lead the process of defining and reporting on community outcomes raises issues about who has accountability for their achievement. Some councils are concerned that communities will hold the council responsible for service delivery and the achievement of outcomes.

Councils must define their accountabilities to local communities and to ratepayers when they commit resources to funding or deliver services directly.

Government agencies must clarify how the achievement of community outcomes fits their organisational accountabilities.

Local authorities and government agencies must be clear about how each contributes to achieving and reporting on community outcomes. They need to work together to define consistent quality standards for service delivery, and robust monitoring and evaluation arrangements for reporting on community priorities and outcomes.

Participants also stressed that councils will need to decide which issues require them to work individually with government agencies and the community, and when it might be more effective for several councils to work together, taking a broader regional perspective.

Government agencies will also need to decide when to work individually with local councils, and when it will be necessary for government agencies to work together to address an issue.

Ensure local accountability

The council must clearly define the geographical area, demographics, and characteristics of the communities it is representing. It must also be aware of how communities define themselves, and understand the tensions between areas or groups that compete for representation and resources.

The council needs a strong system of checks and balances to ensure that:

- vocal minorities don't dominate the collaborative process
- traditionally marginalised groups are heard and taken into account
- councils themselves don't take control of collaborative processes and resources
- the community believes the council understands its views and can represent them.

Government agencies need to support councils to represent their communities effectively. They also need to develop their own processes of accountability to local communities by identifying groups which may face difficulties in getting their voices heard, and helping develop the capacity of these groups to participate.

Link community interests to policy development

Participants felt that councils need to give government at the centre regular feedback about how national policies and strategies affect local communities. There should be ongoing dialogue between local authorities and government at the centre, to ensure the regional perspective informs policy and planning.

Build capacity of staff and councillors

Council employees and elected members must have the appropriate skills to engage with communities, work with government service partners, and monitor service provision and outcomes.

Use joint consultation

Collaboration enables organisations to co-ordinate their consultation so they use their resources most effectively and communities don't get consultation fatigue.

Joint consultation might involve councils and government agencies:

- using each other's networks and consultation mechanisms
- sharing information gathered from consultation, and sharing best practice on consultation
- developing joint mechanisms to consult communities together.

Community involvement should be based on an exchange of information so that organisations learn what is important to local people and communities understand the constraints faced by government agencies. This helps to promote realistic debate about outcomes and priorities, and set manageable expectations about what can be done to achieve them.

Learn from international models

Experience in the UK, Australia and Canada provides models that could help the development of collaboration between local government and central government agencies. Partnership models, such as the Local Strategic Partnerships in the UK, are specifically designed to support the delivery of community plans (see UK Government, Department of the Environment, Transport and the Regions (2001) *Local Strategic Partnerships Government Guidance*, London).

Good practice: ongoing relationship between councils and departments

The Ministry for the Environment has good contact with local authorities. This includes regular visits to discuss regional issues and brief local councils about national policy, and the publication of a newsletter which communicates more widely information gathered at the local level.

Collaboration in action: Tomorrow's Manukau

Tomorrow's Manukau is a city-wide planning strategy that sets out how to achieve long-term goals for the community in education, transport, health, the economy, and sustainability. It was developed after consultation with residents, tangata whenua, government and business representatives, and community organisations.

Government agencies and stakeholders have formed action groups to work on each outcome identified in the strategy. Each group acts as a sounding board for new initiatives, and identifies opportunities for joint initiatives.

The groups also aim to align members' plans and strategies, and create contingency funds to help ensure sustainability.

Success factors

Manukau City Council's CEO provides strong leadership, and the council provides the necessary resources and skills.

The strategy began with a clear purpose and focus, and defined outcomes and activities.

Lessons for regional co-ordination

The formation of action-focused groups creates the risk that the groups could fall back into a silo approach, and undermine the original purpose of collaboration.

There may be a risk that a council-led strategy comes too much under the ownership and control of the council, rather than the community.

The Papakura and Franklin District Council areas are represented in the action groups, but are not part of the geographical scope of the strategy. A more inclusive scope could be beneficial.

Working with the community and voluntary sector

Community and voluntary sector groups represent the voice and perspectives of local communities. Many of them are also service providers working alone or with government agencies to meet local needs. This service provider role is particularly important in rural areas, where community and voluntary groups may be the main providers of social support services.

Since 2000, a lot of work has been done to strengthen relationships between government agencies and the community and voluntary sector. In May 2001, the report *Communities and Government, Potential for Partnership, Whakatōpū Whakaaro*, set out the key issues. In August 2002, the report *He Waka Kotuia – Joining Together on a Shared Journey* outlined a comprehensive set of recommendations for developing collaboration between these sectors.

The second report emphasised the need to develop and sustain ongoing relationships and improved collaboration with community and voluntary groups and tangata whenua. It stated that developing a strong community and voluntary sector would help government agencies to achieve their own and the community's outcomes. Managers and staff would need to develop ongoing relationships with community and voluntary groups, so these groups could contribute to policy development and service planning and delivery.

The report made detailed recommendations aimed at improving participatory processes, resourcing and accountability arrangements, and review and monitoring of government community relationships. These recommendations are all consistent with the messages given by participants in the fieldwork.

Develop a genuine partnership approach

Many participants from the community and voluntary sector stressed that collaboration requires genuine partnership and involvement in decision-making processes, rather than simple consultation to distribute information or get feedback.

To develop genuine partnership approaches, agencies will need to be prepared to share information openly. They will also need to give up some control and ownership over decisions and resources, and share accountability and credit with groups in the community.

Build sustainable relationships

Government agencies and community and voluntary sector groups need to build ongoing working relationships at many levels, particularly around service delivery.

One-to-one relationships between staff help to build trust and understanding of each group's perspective, while relationships with managers can help problems to be sorted out quickly. Staff with specific responsibility for liaison with community groups provide a useful contact point for information sharing between the sectors.

Involve the community sector in policy development

Government agencies need to involve community and voluntary groups early in the policy development process, and in planning for new initiatives. Community and voluntary groups have sound knowledge of the needs, concerns and priorities of local people which should inform policy and planning. Community service providers also need to be involved in assessing how local capacity will affect policy implementation and service delivery.

Build understanding among community groups

Community and voluntary sector groups have different priorities and perspectives. Practitioners felt that agencies need to give equal value and weight to the knowledge, experience and opinions of each group, and work with groups together rather than singly. They can also encourage information sharing and communication among groups.

It is important for the community sector to develop a strong collective voice so it can act as an effective partner in collaboration, particularly at the strategic level.

Use effective consultation processes

Good consultation is based on sound principles and effective processes. Government agencies and councils can ease the consultation burden on community groups by developing joint consultation methods. Agencies and councils need to:

- use existing networks and mechanisms for consultation
- consult groups together to avoid doubling up on time and resources, and to avoid consultation fatigue
- reimburse people for the time and expenses involved (for example, travel expenses, or printing out lengthy web documents)
- tell communities how the consultation information has been used, and what has happened as a result
- celebrate achievements that have been influenced by community participation.

Further good practice advice and resource materials for effective participatory processes are outlined in *He Waka Kotuia – Joining Together on a Shared Journey*.

Ensure community groups are accountable

Participants commented that government agencies and local government must have confidence in the mandate and ability of community and voluntary groups to represent local communities. Agencies need to work with groups to:

- create mechanisms to make sure groups are accountable to their communities
- ensure that spokespeople for local groups are mandated to speak on behalf of their communities.

Develop provider capacity

In some areas, particularly more isolated rural areas, community and voluntary organisations are the main providers of social support services. Agencies can provide capacity building and funding support by:

- developing protocols between government services that take account of the role of community providers
- developing long-term funding arrangements instead of annual funding cycles
- ensuring that funding follows clients referred to community and voluntary groups
- streamlining bureaucratic procedures, to reduce compliance costs for service providers
- developing joint training for government agencies and community groups
- using consistent approaches and quality standards for statutory and non-statutory providers
- making contracting regimes focus on outcomes rather than service outputs.

Working with Pacific communities

'Pacific communities' means people from Pacific Island nations, and community-based Pacific groups that provide services in their communities.

Pacific peoples make up six percent of the New Zealand population, a proportion that is expected to double by 2050. On average, Pacific peoples experience significantly poorer outcomes than other New Zealanders.

Government agencies and local authorities need to work closely with Pacific groups to:

- develop appropriate policies and strategies
- provide services in a culturally appropriate manner
- build the capacity of Pacific groups to deliver services
- find innovative ways for government agencies to deliver services, such as being based in community premises, and providing interpretation and language assistance.

Strengthen the role of MPIA

Participants felt that the Ministry of Pacific Island Affairs needs a much stronger role in co-ordinating collaboration among government agencies and Pacific peoples. This would involve the Ministry:

- distributing information and resources from government to the Pacific community
- co-ordinating funding and resources for community-based Pacific groups
- representing the views of Pacific communities to government
- providing feedback on consultation to government and to the Pacific community
- making other government agencies accountable for their actions after consultation.

Practitioners at the local level felt that the lack of co-ordinated funding for initiatives targeted for Pacific peoples leads to duplication of services, and confusion for providers in accessing funding. In South Auckland, for example, three Pacific groups are funded by separate government departments to deliver the same package of family violence services.

Using MPIA to co-ordinate funding would make better use of existing resources, ensure that information reaches all relevant groups, and ensure accountability for the way resources are used.

Some groups suggested that MPIA could also have responsibility for delivering and implementing government policies for Pacific peoples. This would:

- ensure more responsive service delivery through a better understanding of Pacific peoples' perspectives and values
- enable Pacific communities to deliver their own solutions, by providing resources and building capacity and employment opportunities.

Support community-based Pacific groups

Pacific participants emphasised that community-based Pacific groups have a key role in developing a collective voice for Pacific peoples, and helping Pacific peoples to build effective relationships with government agencies.

Pacific groups need to build community leadership to:

- advocate for Pacific communities at all levels of government, including with Chief Executives, regional managers, Ministers, and MPs
- establish relationships between government agencies and Pacific communities
- develop formal arrangements such as Memoranda of Understanding between Pacific groups and government agencies
- support Pacific peoples to deliver their own solutions.

Develop effective consultation

Pacific practitioners suggested that government agencies need to co-ordinate and improve their consultation processes with Pacific communities. This will require agencies to:

Good practice: shared reference group

The Ministry of Pacific Island Affairs has a Community Reference Group which is shared for consultation between the Ministries of Pacific Island Affairs and Social Development. The focus of this group tends to be on social service delivery, but is not limited to this.

- develop shared definitions of Pacific communities
- use local structures as a platform for consultation
- develop a shared reference group to ensure that information reaches all the relevant groups, and avoid 'consultation fatigue' in the community.

In developing single or joint consultation, government agencies must respect good practice principles, including:

- paying for participants' time and expenses
- supporting representatives to take feedback back to their communities
- involving the community in the design of consultation so issues are framed in a meaningful way, and Pacific peoples' attitudes and values are taken into account
- showing what has changed as a result of consultation
- using culturally appropriate means of consultation (such as community venues and language assistance).

Make government agencies more responsive

Different groups in Pacific communities have different needs and aspirations. Agencies need to understand and respond to these diverse needs rather than use a 'one-size-fits-all' approach for Pacific groups.

In developing appropriate services, staff in government agencies may require specific training to build understanding of Pacific values, such as holistic approaches to social issues and the value of service to the community.

Participants also suggested that each government agency should have one person who is a consistent point of contact for Pacific issues, and a conduit for information within and among agencies. An example is the Pacific peoples' co-ordinator role within the Police.

Good practice: capacity-building

In Invercargill, PIACT has provided cultural supervision and responsiveness workshops for government agencies, to support them to better understand Pacific cultures.

Build the capacity of Pacific staff

A consistent approach to building the numbers and capacity of Pacific staff across government is essential. Government agencies need to:

- include an explicit focus on Pacific peoples in equal opportunities policies
- ensure that HR criteria and contracting processes place more emphasis on life experience, people skills, networks and ability to work with communities than on academic qualifications.

Support and develop Pacific community service providers

The development of services 'by Pacific for Pacific' enables Pacific communities to develop their own policy solutions and services to meet local needs.

Government agencies need to work with Pacific groups to create needs assessment and funding criteria that are meaningful for Pacific communities.

Community-based initiatives from Pacific groups can risk missing out on resources because they don't fit with mainstream funding criteria. To avoid this risk, government agencies need to:

- develop sustainable, long-term funding so groups can do strategic planning and ensure they survive
- simplify departmental funding application and allocation processes, and lengthen application timeframes, so groups can develop strong funding applications and reduce their compliance costs
- support capacity-building for Pacific providers through training, skill sharing and secondments
- make sure contracting regimes focus on community outcomes, and recognise that this approach is more in line with Pacific providers' holistic view of services.

Collaboration in action : PIACT partnership with Work and Income

This partnership is a one-stop-shop initiative in Invercargill. Work and Income staff use a room in the Pacific Island Advisory and Cultural Trust (PIACT) premises twice a week, to meet Pacific clients. Work and Income also runs a group for potential job-seekers at the premises, and has taken Pacific peoples to meet staff at the Work and Income office.

The initiative means that Pacific clients meet Work and Income staff in familiar surroundings, and have a translator and child minder available. More Pacific peoples are now attending Work and Income meetings, and receiving increased support. Work and Income staff feel they now have a better understanding of Pacific cultures.

Success factors

Leadership and support from PIACT and from Pacific churches were critical to the initiative succeeding. The support of the church, in particular, gave the initiative credibility, and helped some clients overcome their initial reluctance. Work and Income continues to work with Pacific churches to get information to clients.

The project leader from Work and Income had networks in the Pacific community, and used these to gain trust among clients.

Work and Income staff were willing to try the initiative, and were given the flexibility to do so.

Lessons for joint working

The ongoing success of the initiative depends on sustainable funding for PIACT. Community organisations need sufficient funding to provide resources for joint working.

Government agencies depend on organisations like PIACT, and should pay them for their time and expenses.

Want to know more?

The following documents all contain information that is useful background for developing regional co-ordination and integrated service delivery.

Brady, Natalie (2002) *Striking a Balance: Centralised and Decentralised Decisions in Government*, Treasury, Working Paper 02/1, September.

Central Agencies Chief Executive's Reference Group (2002) *Towards more effective Central Agency Leadership*, Unpublished report.

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Appendices

Appendix 1: Regional profiles

Manukau City

Population		
Usually resident population count	283,197	
Percentage change from March 1996	Increase 11.4%	
Percentage of people by age		
Under 15 years	27.0%	
15-65 years	64.7%	
Over 65 years	8.3%	
Ethnic group as a percentage of population		
Māori	16.5%	
NZ European	64.7%	
Pacific peoples	26.9%	
Asian	15.1%	
Social and Economic Indicators		
Standard of Living		
Median personal income	\$19,000	
Unemployment rate	10.1%	
Labour force participation rate	65.9%	
Sole parent households	20.7%	
Households owning a home with and without a mortgage	61.2%	
Households with phone access	94.7%	
Education		
People without a formal qualification	29.3%	
Health		
Infant mortality per 1000 live births (average 1994-1998)	7.4	
Economy		
Number of businesses/per 1000 people	60	
Benefit Rates (March 2001)		
Benefit type	Number of people receiving a benefit income at some point during the year/working age population	Proportion of beneficiaries in receipt of a benefit for 6 or more of the last 24 months
Unemployment	6.3%	80.3%
Domestic purposes	4.8%	94.2%
Sickness	2.4%	86.9%
Invalid	2.3%	97.3%

Taranaki region

Population		
Usually resident population count	102,858	
Percentage change from March 1996	Decrease 3.5%	
Percentage of people by age		
Under 15 years	23.7%	
15-65 years	62.1%	
Over 65 years	14.2%	
Ethnic group as a percentage of population		
Māori	14.7%	
NZ European	90.1%	
Pacific peoples	1.1%	
Asian	1.5%	
Social and Economic Indicators		
Standard of Living		
Median personal income	\$17,300	
Unemployment rate	7.8%	
Labour force participation rate	65.1%	
Sole parent households	13.4%	
Households owning a home with and without a mortgage	69.1%	
Households with phone access	96.1%	
Education		
People without a formal qualification	30.5%	
Health		
Infant mortality per 1000 live births (average 1994-1998)	8.5%	
Economy		
Number of businesses/per 1000 people	69.2	
Benefit Rates (March 2001)		
Benefit type	Number of people receiving a benefit income at some point during the year/working age population	Proportion of beneficiaries in receipt of a benefit for 6 or more of the last 24 months
Unemployment	7.7%	82.8%
Domestic purposes	4.3%	94.5%
Sickness	1.9%	85.7%
Invalid	2.7%	98.4%

Southern region

Population		
Usually resident population count	91,002	
Percentage change from March 1996	Decrease 6.3%	
Percentage of people by age		
Under 15 years	22.6%	
15-65 years	64.3%	
Over 65 years	13.1%	
Ethnic group as a percentage of population		
Māori	11.3%	
NZ European	93.4%	
Pacific peoples	1.4%	
Asian	3.2%	
Social and Economic Indicators		
Standard of Living		
Median personal income	\$17,800	
Unemployment rate	5.3%	
Labour force participation rate	68.8%	
Sole parent households	11.8%	
Households owning a home with and without a mortgage	72.9%	
Households with phone access	96.3%	
Education		
People without a formal qualification	32.7%	
Health		
Infant mortality per 1000 live births (average 1994-1998)	7.2	
Economy		
Number of businesses/per 1000 people	77.7	
Benefit Rates (March 2001)		
Benefit type	Number of people receiving a benefit income at some point during the year/working age population	Proportion of beneficiaries in receipt of a benefit for 6 or more of the last 24 months
Unemployment	7.2%	82.5%
Domestic purposes	3.5%	93.8%
Sickness	1.5%	80.5%
Invalid	2.9%	97.4%

Appendix 2: Fieldwork methodology

Introduction

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 are identified below:

- 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 form/s that better regional co-ordination should take.
- Provide a description of what will change with better regional co-ordination and what processes will need to be put in place to enable us to monitor if better regional co-ordination and integrated service approaches are 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 the literature review included 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
- explore 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
- identify 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.

Method – How the results were achieved

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, ie 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 region (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 for planned discussions. These 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.

Focus group process

Throughout the period of September and October the project team conducted a series of focus group sessions with groups of people from government departments, community and voluntary sector, the business sector, iwi and Māori groups and Pacific peoples. The focus groups consisted of individuals from government organisations, the community and voluntary sector, iwi, runanga and Māori groups, Pacific peoples, local government and the business sector.

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

- listen to people in the field about their experiences of regional co-ordination and integrated service delivery
- through discussion:
 - clarify the concepts of regional co-ordination and integrated service delivery
 - identify the barriers and opportunities for better regional co-ordination and integrated service delivery
 - identify models of regional co-ordination and integrated service delivery and highlight the success factors.

To aid in the analysis, groups were classified in the following ways:

- specific regional co-ordination and integrated service delivery groups
- iwi/Māori groups
- Pacific interest groups
- non-population interest groups.

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 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.

Focus group guide

The focus group questions were specifically targeted for the categorised groups. It is important to note that given the fluid nature of the focus group approach, a question guide was developed (attached as Appendix 3) and was used to lead discussion with participants.

Analysis

In order to organise the information in a useful way a framework (or a set of headings) was developed which enabled the project team to place the information that was gathered from the field into a structured form. This enabled the team to build up a picture and tell a story around some of the issues that were raised.

Discussions from the focus group sessions were written up and provided back to participants for comment. This was important to ensure the integrity of the process.

Conclusions

The fieldwork confirmed the problems that were raised by the initial *Review of the Centre Report* and highlighted (in more detail) the issues. In addition, it has highlighted the real effects that this work has on the services that citizens receive. The knowledge gained from this work is intended to inform Ministers, Chief Executives, government departments and communities about the changes that need to occur at a 'central government' level. It also describes the good practice that needs to occur within organisations.

Appendix 3: Discussion guide for regional co-ordination and integrated service delivery models

What was the model/group intended to achieve? For example, for:

- the target group
- local community
- organisations
- government.

How does the model/group respond to Māori needs, interests and priorities?

What has been achieved? For example:

- information sharing, trust and relationship building, integrated service delivery, strategic planning and priority setting, reforms/alignment of resources, funding, new initiatives, community engagement.

What helped each of these achievements to happen?

What problems did you encounter?

What would you do differently?

What would other people need to do differently?

Discussion Guide for iwi/Māori groups

How could services working together better, improve things for Māori?

- what outcomes would Māori need or want?
- how should iwi/Māori be involved?

How could collaboration at the strategic level improve things for Māori?

What kinds of collaborative initiatives have you been involved in?

- level and purpose – strategic level/service delivery
- focus – geographical area/target group etc.

How successful were these initiatives in meeting Māori needs?

- success stories
- constructive examples of lessons learned.

What are the blockages to better meeting Māori needs?

What can be done to remove these blockages?

What lessons would be helpful to give others about making sure that collaboration meets Māori needs?

What kinds of guidance would you, or other groups, find useful to help collaboration work better for Māori?

Discussion with non-population interest groups

What kinds of collaborative initiatives have you been involved in?

Type of collaboration:

- vertical (different stakeholder groups)
- horizontal (across sectors: social, economic, environmental)
- level and purpose – strategic level/service delivery
- focus – geographical area/target group etc.

What were/are these initiatives intended to achieve?

- information sharing
- trust and relationship building
- integrated service delivery
- strategic planning and priority setting
- reforms/alignment of resources, funding
- new initiatives, community engagement.

What helped each of these achievements to happen?

What problems did you encounter?

What problems did you experience?

What would need to be done differently to address these issues?

Pacific interest groups

How could services working together better, improve things for Pacific peoples?

- what outcomes would Pacific peoples need or want?
- how should Pacific peoples be involved?

How could collaboration at the strategic level improve things for Pacific peoples?

What kinds of collaborative initiatives have you been involved in?

- level and purpose – strategic level/service delivery
- focus – geographical area/target group etc.

How successful were these initiatives in meeting Pacific peoples' needs?

- success stories
- constructive examples of lessons learned.

What are the blockages to better meeting Pacific peoples' needs?

What can be done to remove these blockages?

What lessons would be helpful to give others about making sure that collaboration meets Pacific peoples' needs?

What kinds of guidance would you, or other groups, find useful to help collaboration work better for Pacific peoples?