



Ministry of Social Development

# Strategic Intentions

2016-2020



**MINISTRY OF SOCIAL  
DEVELOPMENT**  
TE MANATŪ WHAKAHIATO ORA

# We help New Zealanders to help themselves to be safe, strong and independent.

## MSD people:



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# Minister's foreword

## **The Ministry of Social Development is about to undergo major transformational change in the way it carries out its essential role in supporting and helping New Zealand's most vulnerable people.**

Over the next few years, the Ministry will both sharpen its focus on social and economic outcomes and support transformation of the system of care and support for vulnerable children and young people. Throughout this period, the Ministry will also continue to progress its existing priorities and support people, their families and communities to achieve the best possible outcomes.

In April 2016 I announced major changes in the way we will provide support and protection for children and young people, following a review I commissioned by an independent Expert Panel.

Providing vulnerable children and young people with a stable and loving home and a bright future is at the centre of these changes. From 1 April 2017 a new operating model will be introduced, to be overseen by a new agency, the Ministry for Vulnerable Children, Oranga Tamariki. The new model will bring together statutory care and protection services, youth justice services, operational adoption services, Children's Teams, some Community Investment functions, complaint and grievance panel services, and associated policy advice functions, all of which are currently carried out by MSD.

This will not happen overnight and we anticipate it will take up to five years to fully embed these reforms. MSD will have a critical role to play in supporting these changes, with responsibility for transitional arrangements and for providing a range of corporate services to the Ministry for Vulnerable Children, Oranga Tamariki during its first few years of operation.

The Government's targets to reduce welfare dependency for all clients are challenging, but we are seeing some good progress in this area. To meet these targets, MSD will continue to develop new and more innovative interventions through a social investment model, supporting a wider range of clients into employment including people with mental or physical disabilities and health conditions.

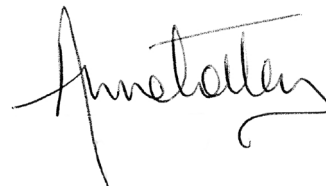
A social investment model underpins much of MSD's approach to funding. This results-based approach gives the Government confidence that money will be spent on the right people, at the right time, with the greatest benefit to those who need it most.

With the social investment model in mind, MSD will continue to trial new approaches to establish what works best for different people. The model will also be used to inform the way in which MSD works with individuals and families in the provision of social housing.

MSD will continue to lead and support cross-government social sector agency work programmes such as the Tairāwhiti place-based social investment initiative and the development of a more connected and effective system to support and prevent family violence and sexual violence, over the next four years.

All of MSD's work will continue to be supported and enhanced by greater use and sharing of data across agencies to inform decision-making and drive new interventions.

The transformational change MSD will undergo during the period covered by this Strategic Intentions statement is significant and far-reaching. These changes will enable MSD to stay fit for purpose as it works to serve and support New Zealanders now, and in the future.



**Hon Anne Tolley**  
**Minister for Social Development**



# Chief Executive's introduction

## **The Ministry of Social Development's Strategic Intentions are clear – they describe how we intend to thrive in a changing environment and to continue to deliver effective services to the most vulnerable New Zealanders in the next four years.**

With an extensive and diverse client base, the Ministry touches the lives of almost all New Zealanders at some point. Our interactions are driven by our clear strategic direction to put clients at the centre of everything we do, to provide better services for our clients, and to improve our contribution to social and economic outcomes.

Over the next four years, we will undergo transformational change on an unprecedented scale. The changes to the delivery of services for vulnerable children and young people announced by the Minister for Social Development in April 2016 will have significant implications for us all and for our work with social sector agencies.

We are working through the implications of transitioning parts of the organisation into the new Ministry for Vulnerable Children, Oranga Tamariki, which becomes operational on 1 April 2017.

We will work to ensure we do not lose the benefits of connection we have established as a single agency, and ensure we use the lessons of the past ten years as a foundation for better ways of working. We will also remain focused on delivering excellence of service to our clients both during the transition phase and beyond. We will support the Ministry for Vulnerable Children, Oranga Tamariki to focus on what it needs to do from the outset to implement the new operating model, including providing some of its corporate services.

A robust change framework underpins our approach to organisational change, and we continue to develop new and innovative approaches to deliver the challenging Better Public Services targets set by the Government.

Working in a challenging fiscal environment, our use of data and analytics and a social investment approach ensures we are able to target funding to areas of highest priority, and to measure results. This approach is the cornerstone of our Community Investment Strategy and the investment approach to reducing welfare dependence. Over the next four years we will be expanding this to our social housing role.

Reducing welfare dependency will remain a significant focus. By streamlining our transactional services and enabling clients to do more for themselves online, more staff time can be focused on working with those people who need the most support.

We have a substantial role to play in the delivery of the Government's social housing reform programme, shaping and growing the social housing market and managing the social housing register to ensure that those most in need are placed in housing.

Our staff work hard to deliver excellent service in often challenging and difficult circumstances. Our commitment to staff and client safety and security remains a priority. Finding the right balance between carrying out our work and keeping each other safe is reflected in the security work we continue to do.

A constructive staff culture will contribute to our success over the next four years. In 2015 the first progress survey of our Building Blue culture development programme showed we are making measurable progress towards our preferred culture.

We cannot achieve our commitment to excellent service delivery without working more closely with social sector agencies. An integrated sector approach is critical as we develop better ways of collaborating and sharing knowledge, skills and resources to deliver better results.

I am looking forward to the challenges ahead. I believe that the changes under way, our ambitious work programme, and our ongoing implementation of the social investment approach will transform not only the Ministry and the way we work, but also the lives of vulnerable New Zealanders.



**Brendan Boyle**  
Chief Executive





# Statements of responsibility

## Chief Executive's statement

In signing this information, I acknowledge that I am responsible for the information on strategic intentions for the Ministry of Social Development. This information has been prepared in accordance with sections 38 and 40 of the Public Finance Act 1989.

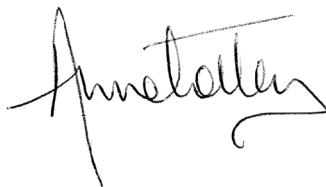


**Brendan Boyle**  
**Chief Executive**  
**Ministry of Social Development**

October 2016

## Minister's statement

I am satisfied that the information on strategic intentions provided by the Ministry of Social Development is consistent with the policies and performance expectations of the Government.



**Hon Anne Tolley**  
**Minister for Social Development**

October 2016

# Nature and scope of functions

**We help New Zealanders to help themselves to be safe, strong and independent.  
Ko ta mātou he whakamana tangata kia tū haumarū, kia tū kaha, kia tū motuhake.**

## Our purpose

The Ministry of Social Development helps New Zealanders to help themselves to be safe, strong and independent.

## Our role and functions

The Ministry's core role is to help build successful individuals and strong, healthy families and communities. We do this by providing the following services to New Zealanders:

- assessment and payment of welfare benefits and entitlements
- employment support and training
- social housing assessments and services
- assessment and payment of New Zealand Superannuation and Veterans' Pensions
- access to concessions and discounts for seniors, families and those on low incomes
- student allowances and student loans
- campaigns that challenge antisocial attitudes and behaviour
- services to uphold the integrity of the welfare system
- statutory care and protection of children and young people
- youth justice services
- adoption services
- funding for community service providers and support for families and communities
- advice to the Government on social policy.

We do not work alone – we collaborate closely with other government agencies, non-government organisations, advisory groups, communities and iwi to make a positive and lasting difference in the lives of New Zealanders.

In April 2016 the Government announced its intention to transform the system for the care and support of vulnerable children and young people. As part of this transformation a new department, the Ministry for Vulnerable Children, Oranga Tamariki, will assume the Ministry of Social Development's existing functions and resources that relate to supporting children and young people, including responsibility for statutory care and protection.

The Ministry for Vulnerable Children, Oranga Tamariki will commence on 1 April 2017. Until then the Ministry of Social Development has a dual role – leading the programme to develop the new child-centred operating model and establish the new agency, while also continuing to provide services to care for and support vulnerable children.

For at least the first two years of its operation, the Ministry of Social Development will be providing some shared services to support the operation of the new agency.

## Our scope

As the administering department for Vote Social Development, we currently oversee almost \$25 billion of public money and provide services and assistance to more than a million New Zealanders. Our client base currently includes children, youth, families, working-age people, students, disabled people, seniors and communities.

We provide services to the following Ministers:

- Minister of Finance
- Minister for Social Development
- Minister for Social Housing
- Minister for Youth
- Minister of Revenue
- Minister for Seniors
- Minister of Veterans' Affairs
- Associate Minister for Social Development
- Minister for Disability Issues.

From 1 April 2017 the scope of our services will change but we will continue to serve and support New Zealanders and their families and communities.

**We monitor four Crown entities:**

- Children’s Commissioner
- Families Commission (Superu)
- New Zealand Artificial Limb Service
- Social Workers Registration Board.

**We support the following statutory tribunals and advisory committees:**

- Social Security Appeal Authority
- Student Allowance Appeal Authority
- Social Workers Complaints and Disciplinary Tribunal
- nine Child, Youth and Family Residence Grievance Panels.

**We provide leadership across government by:**

- chairing the Social Sector Board
- providing cross-agency leadership for two of the Government’s Better Public Services results, and supporting a further six<sup>1</sup>
- hosting the Children’s Action Plan Directorate, the Family Violence Unit, and the Place-based Initiatives National Support Team
- supporting Community Response Forums
- developing place-based initiatives.

**We work with Māori by:**

- co-ordinating two Treaty Settlement Social Sector Accords (Te Hiku and Tūhoe)
- supporting the Waikato River Iwi Accord and the Taranaki Whānui Social Accord
- engaging on joint social development planning with the iwi of Wairoa and Ngāti Rangī
- progressing five formal Memoranda of Understanding (with Ngāpuhi, Tainui, Ngāti Porou, Ngāti Kahungunu and Ngāti Toa)
- supporting the E Tu Whānau programme to increase awareness of family violence issues
- establishing a Māori Investment Strategy to improve sustainable employment outcomes for Māori, underpinned by our investment approach.

**Our legislation**

The complex environment in which we operate is governed by many key pieces of legislation that provide the framework to support the decisions we make and to ensure a fair system for all New Zealanders.

A full list of the legislation we administer can be found at [www.msd.govt.nz/about-msd-and-our-work/about-msd/legislation/](http://www.msd.govt.nz/about-msd-and-our-work/about-msd/legislation/).

<sup>1</sup> This agency responsibility arrangement may change when the Ministry for Vulnerable Children, Oranga Tamariki is established.



# Our strategic intentions

**The next four years will be characterised by transformational change across the social sector and within the Ministry of Social Development. Our core purpose will continue to be to help New Zealanders to help themselves to be safe, strong and independent. Over the coming year we will have a dual focus: to continue to enhance and deliver high-quality services to New Zealanders, and to support the establishment of the Ministry for Vulnerable Children, Oranga Tamariki.**

This document focuses on our key intentions and priorities during the transition period to support the establishment of the Ministry for Vulnerable Children, Oranga Tamariki. During this time, as we implement a new structure for the Ministry, we will continue to deliver services to New Zealanders who depend on us. From 1 April 2017 we will revisit and revise this Strategic Intentions statement to reflect our new role, operating environment, outcomes and priorities.

## Refocusing the Ministry of Social Development

In July 2016 the Government announced its intention to create a new stand-alone agency with responsibility for the system for care and support of vulnerable children and young people. The new agency is to be called the Ministry for Vulnerable Children, Oranga Tamariki, and will commence operations on 1 April 2017.

At the same time, the Government confirmed the Ministry of Social Development's critical ongoing role in providing social services that reduce vulnerability and support greater independence and stronger communities, through:

- developing and delivering effective and efficient client-centred services, including for income support and benefits, employment support and training, social housing, students, seniors and people with disabilities
- managing the actuarial liabilities for welfare and social housing through the development of an integrated actuarial approach
- providing the Government with both current and long-term social policy advice.

These changes have significant implications for the whole of the Ministry of Social Development. We are taking this opportunity to reassess what we want to achieve for New Zealanders, how we are organised, and how we deliver services to achieve social and economic outcomes for New Zealand.

Our purpose remains centred on helping people to help themselves to be safe, strong and independent. The Government's changes provide the opportunity to sharpen our focus on our social and economic contribution, and to build on our existing strengths to further reduce the incidence and duration of vulnerability across society.

We will share many clients with the Ministry for Vulnerable Children, Oranga Tamariki, particularly through the services we provide to families and whānau. We will concentrate on working together to deliver and improve services to the clients we both support.

## Transforming the system of care and support for vulnerable children and young people

In the short term we have a focus on supporting the development of a new operating model to give effect to government's decisions to transform the system of care and support for vulnerable children and young people.

These decisions followed the release of the final report of the Expert Panel that was commissioned by the Minister for Social Development to deliver independent advice on a new operating model to provide care and support to vulnerable children in New Zealand. The report looked at the whole system and set out a blueprint for a new child-centred approach to improve the long-term life outcomes for vulnerable children and young people.

This continues the process of creating a fundamental change in the way New Zealand cares for its most at-risk children. This change process began with the Green and White Papers for Vulnerable Children, leading to the introduction of the Vulnerable Children Act in 2014 and the creation of multi-agency Children's Teams, and a work programme to modernise Child, Youth and Family.

The reforms announced by the Minister are transformational and involve comprehensive and systemic change. They will significantly alter the landscape of the social sector and will lead to changes in the way sector agencies engage with each other, provide universal and targeted services, and make investment decisions. This is expected to take four to five years.

## The Ministry for Vulnerable Children, Oranga Tamariki

The Ministry for Vulnerable Children, Oranga Tamariki will act as a single point of accountability for the long-term wellbeing of vulnerable children and young people. It will work to engage all New Zealanders to support vulnerable children and on partnering with iwi and Pacific communities to improve outcomes for Māori and Pacific children and young people.

Our current roles and functions that are focused on supporting children and young people, including responsibility for statutory care and protection and youth justice, will be transferred to the Ministry for Vulnerable Children, Oranga Tamariki to support its new role.

The new operating model will include five core services: prevention, intensive intervention, care support, youth justice, and transition support.

Over the next four years the operating model will be developed to:

- introduce stronger system and organisational leadership and culture change
- adopt a formal social investment approach to funding and service provision
- put a high degree of specific focus on improving outcomes for Māori children and young people
- extend the range of services provided and increase the effectiveness of evidence-based service provision
- allow funding to follow the child, including the ability to directly purchase
- explicitly recognise and seek to remediate the trauma that this group of children and young people may have suffered.

### **Supporting the transition process**

It is important that both the Ministry for Vulnerable Children, Oranga Tamariki and the Ministry of Social Development effectively transition into the new arrangements from 1 April 2017. To support this, we have established a transformation programme that is focused on:

- establishing the Ministry for Vulnerable Children, Oranga Tamariki and on the roles, responsibilities and functions it and the Ministry of Social Development will each have, as well as the provision of corporate services between the agencies
- supporting the design and implementation of the new operating model, including defining the relationship between the two agencies and the delivery of services and management of the liability for shared clients
- ensuring the smooth transition of staff and functions between the two agencies
- refocusing the Ministry of Social Development for our changed role and functions and to maximise our contribution to the Government's outcomes for New Zealanders.

During the transition period we will continue to maintain our focus on providing excellent services and care to all New Zealanders, including vulnerable children and their families.

We will support managers to lead the changes, provide staff with access to any support they may need during the change, and monitor staff wellbeing.

### **Continuing to deliver high-quality social services**

Our purpose remains centred on helping people to help themselves to be safe, strong and independent. The Government's changes provide the opportunity to sharpen our focus on our social and economic contribution, and to build on our existing strengths to further reduce the incidence and duration of vulnerability across society.

### ***Putting clients at the centre of everything we do***

Accessing government services can be confusing for some of our clients. We will keep working to make our services as easy as possible to access and to make the system work for our clients. We will work with other agencies, iwi, providers and community partners to ensure that clients have an easy and seamless experience in accessing our services. In some cases, this will mean going digital and simplifying processes; in others we will work more intensively with people who need it most.

### ***Providing and purchasing intelligent services through an investment approach***

We will emphasise the use of data and analytics to help us understand the needs of our highest-priority clients, so we can tailor our interventions to meet their needs and aspirations. We will work with the Social Investment Unit in the Treasury to develop a framework for investing in the way services are delivered.

This investment approach, along with annual valuations of liability, will enable us to prioritise funding towards clients with the greatest need. We have already been successful with this approach in the area of reducing welfare dependency, and we are now expanding it into the area of social housing need. Integrating these two liability management frameworks will be an important step towards meeting client needs more holistically.

To do this successfully we must manage and use information strategically and securely. We will ensure our frontline staff have the capability, capacity and tools to make timely, evidence-based decisions on the basis of what clients need.

### ***Working as part of the wider social sector***

No single organisation can meet the needs of vulnerable individuals, families and communities on its own. Over the next four years, a core strategic focus will be enhancing our engagement with and contribution to the social sector. This will include working with the Ministry for Vulnerable Children, Oranga Tamariki to support shared clients, and with other agencies such as the Ministries of Education, Health and Justice. We will also continue to provide quality advice to the Government.

We will continue to strengthen existing relationships and build new strategic partnerships across government and society to help us deliver our new role and functions.

### ***Building capability to meet future needs***

As we work through the transformation programmes and the development of new operating models, we will identify areas where we may need to build new capabilities or have a different mix of capabilities from the past.

This will include capabilities that are in limited supply in the public sector, including data and analytics, research and evaluation, strategic sourcing, and service design.



# Delivering Better Public Services results

**A focus on achieving targets that matter for New Zealanders is changing the way agencies work together and with communities to deliver better public services. We refer to these targets as our Better Public Services (BPS) Results.**

**During the next four years the Government is likely to review and reset its targets for some or all of the BPS Results. Existing responsibilities may change for some targets after the Ministry for Vulnerable Children, Oranga Tamariki is established, but we will continue to contribute to cross-agency work to deliver better public services and to achieve results that make a real difference for New Zealanders.**

## **We are the lead agency for BPS Results 1 and 4**

The lead agency for a BPS Result is the agency that has formal accountability for its success. The lead agency performs a co-ordinating function by pulling together the right people from across the social sector.

### **Result 1 – reducing welfare dependence**

In 2015 the Government set two new challenging targets for BPS Result 1, to:

- reduce the number of New Zealanders on a main benefit from 295,000 in June 2014 to 220,000 by June 2018
- reduce the long-term cost of benefit dependence over the same period by \$13 billion.

In 2015/2016 the number of working-age main benefit recipients fell by 1.9 percent to 279,806. The cumulative fall since June 2014 is 4.6 percent.

The latest valuation of the benefit system (June 2015) put the liability at \$68.4 billion, a decrease of \$600 million (approximately 1 percent) from the previous year. The cumulative actuarial release from June 2014 to June 2016 was \$3.8 billion.

As lead agency for this Result we will continue to work towards these targets by investing resources where they will have the greatest impact, and by working with a wider range of clients. We will also trial new approaches to learn what works, adjusting our approach where appropriate.

We will continue to use an investment approach to determine where funding should be applied in the welfare system and to target services to where they will have the greatest impact.

Our focus over the next four years will be on working with other agencies and regional stakeholders to assist clients who face significant challenges to being work ready and who need more intensive support. This will include identifying opportunities to work with the economic sector to ensure we are providing services and products to help our clients towards independence.

## **Result 4 – supporting vulnerable children**

As lead agency for Result 4, our target is to reduce the 2011 figure for the number of children experiencing physical abuse by 5 percent by 2017.

The number of physical assaults on children has fallen to 2,953 for the year to 30 June 2016, compared with 3,118 for the previous 12 months. This result meets the 5 percent target for the first time.

We will continue to work towards achieving this target by responding to notifications, providing care and protection services, making early and effective interventions, and supporting the implementation of Children's Teams.

## **We are a contributing agency for BPS Results 2, 3, 5, 7, 8 and 10**

Contributing agencies support the lead agency to achieve success. This requires collaboration with other social sector partners and working together in different ways from in the past.

### **Results 2 and 3 – supporting vulnerable children**

The Results in this area are under the general oversight of the Social Sector Board (SSB).

We will support the Ministries of Education and Health respectively towards achieving these results by working with vulnerable children and their families to increase participation in early childhood education (ECE), to improve immunisation rates of infants, and to reduce the incidence of rheumatic fever.

We will work with the Ministry of Education to achieve the Result 2 target of 98 percent of children starting school having previously participated in ECE by 31 December 2016, through locally-based innovations, and engagement with ECE providers, iwi, Māori organisations and Pacific churches. All children in care aged between 18 months and five years are expected to be enrolled in and attending quality ECE, unless there is a valid reason<sup>2</sup>.

<sup>2</sup> Some children may not be enrolled in ECE due to medical reasons, lack of consent from parents, or because they are on an ECE waiting list.

We will work with the Ministry of Health to achieve the Result 3 targets of 95 percent of eight-month-olds immunised by December 2017 and reducing the rheumatic fever rate to 2.1 cases per 100,000 by June 2017. The tools for achieving this will be the Gateway assessments, which ensure that children in care have been fully immunised, and the Family Start programme.

#### **Result 5 – improving educational attainment**

Educational achievement is a key indicator for future life outcomes. We will support the Ministry of Education in working towards the target of having 85 percent of 18-year-olds achieving NCEA Level 2 or an equivalent qualification by 2017.

We will continue to contribute to this target through the Youth Service, which aims to assist disengaged young people back into training or education.

#### **Results 7 and 8 – reducing crime**

We will support the Ministry of Justice to contribute to cross-agency efforts to reduce the rates of crime by 20 percent by June 2017 (Result 7) and of reoffending by 25 percent by 2017 (Result 8).

Our work with the justice sector is to manage children and young people who have offended or are likely to offend, to stop them from graduating to more serious offences.

In line with the recommendations of the Expert Panel, we will put in place improved arrangements for:

- responding to children who offend
- consulting earlier with Police
- providing more intensive intervention with at-risk young people
- reducing custodial remands
- designing more evidence-based programmes for reducing reoffending.

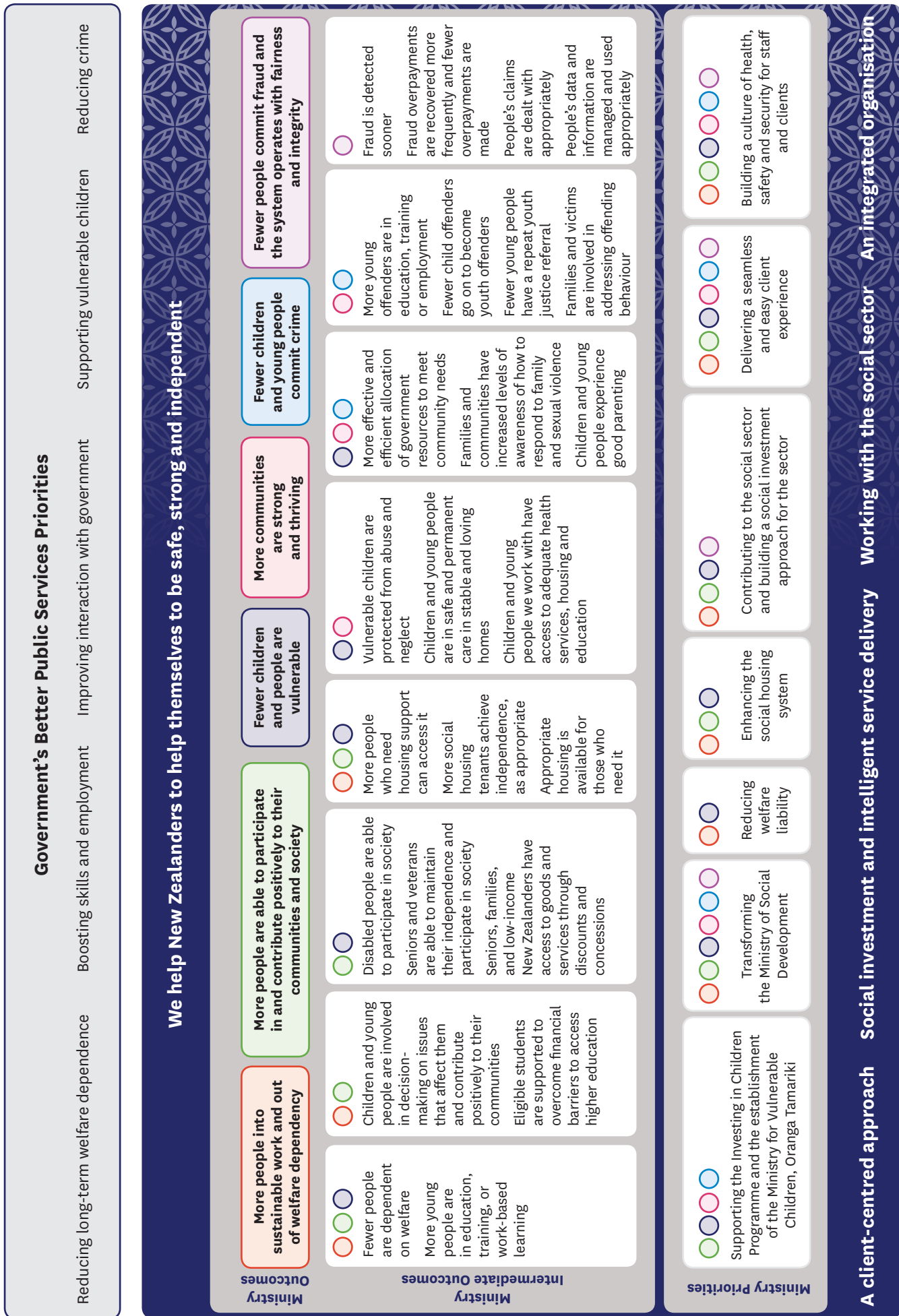
Sustained employment is crucial to reducing reoffending. We will work with the Department of Corrections to trial two new services over the next three years to support up to 400 prisoners each year to prepare for, find and stay in work.

We are also working in three communities to pilot approaches that increase our ability to reach gang-connected families. Each pilot has developed a prevention and intervention approach, providing opportunities for individuals from gangs or gang-affiliated families to address a range of social needs such as increasing employment opportunities, addressing alcohol and drug abuse, and accessing parenting support.

#### **Result 10 – enhancing the digital environment**

Providing accessible digital services for clients is a key priority for the Ministry. By making it easier to use online channels we will contribute to cross-agency efforts, led by the Department of Internal Affairs, to ensure that 70 percent of New Zealanders can complete their transactions with the Government easily in a digital environment by 2017.

# Government priorities, MSD outcomes and priorities\*



\* During 2016/2017 we will revise our performance framework to reflect our new role, functions and opportunities from 1 April 2017. Work is under way to ensure that the new Outcomes Framework reflects our future roles and functions, including our social housing role, our work to support regional development, and our economic contribution to outcomes for New Zealanders.





## **Delivering our strategic intentions**

**This section outlines our key priorities for managing our functions, operations and resources in 2016/2017 to achieve our outcomes and to help New Zealanders to help themselves to be safe, strong and independent.**



# Supporting the transformation of the system for care and support of vulnerable children and young people

The Government has decided to fundamentally change the system for the care and support of vulnerable children and young people. Over the next four years the focus of both the Ministry of Social Development and the Ministry for Vulnerable Children, Oranga Tamariki will be on supporting the transformation of the system while maintaining continuity of service for clients. In the short term our priority is the successful establishment of the Ministry for Vulnerable Children, Oranga Tamariki.

## Supporting the transformation of the system

Over the next four to five years, the Government is transforming the system of care and support of vulnerable children and young people. This involves comprehensive and systemic reform, beginning with the establishment of a new child-centred operating model and the Ministry for Vulnerable Children, Oranga Tamariki from 1 April 2017. Leading this transformation and the transition to the Ministry for Vulnerable Children, Oranga Tamariki is the key priority for the Ministry during 2016/2017. This work is outlined further in the *Our strategic intentions* section.

## Maintaining focus on and commitment to services for children and young people

The needs of young people and children in our care will remain paramount during the transition period.

During this time we will maintain a focus on and commitment to providing high-quality, effective core services to all our clients.

As part of this commitment, we will continue improving the way we respond to and care for vulnerable children, for example by embedding Children's Teams and implementing the Community Investment Strategy.

Tools such as Tuituia and Gateway assessments will help reduce vulnerability by providing every child or young person entering care with an assessment that helps build a complete picture and enables them to get access to the right health and education services to address their needs.

We will continue improving frontline practices to free up social workers to spend more time with children. For example, we will monitor high caseloads, implement more mobile technology, and develop a bicultural practice framework to improve the way we work with Māori and Pacific children.

## Working with Māori and Pacific communities

Working more effectively for Māori and Pacific children will help improve outcomes for all children. We will continue progressing the five formal Memoranda of Understanding with iwi partners (Ngāpuhi, Tainui, Ngāti Porou, Ngāti Kahungunu and Ngāti Toa) and refreshed Joint Service Delivery Plans with iwi to focus on the future direction signalled in the *Investing in New Zealand's Children and their Families* report. These relationships are primarily focused on:

- supporting joint project design
- improving testing, learning and delivery, particularly in the areas of supporting family group conferences
- enhancing partnered response pathways
- supporting caregiver training
- ensuring mokopuna feel supported and ready to transition from care
- providing connections to whānau, hapū and iwi through whakapapa knowledge, engagement with marae and hapū communities, and the exploration of cultural identity.

In addition, a Pacific cultural framework, Va'aifetu, has been launched in five Child, Youth and Family (CYF) sites.

The new organisational structure and operating model will provide a meaningful and visible commitment to vulnerable Māori children, young people and their whānau. Work has begun to consider how Māori and Pacific stakeholders will participate in the future operating model.

## Embedding the Children's Teams

Children's Teams are a fundamentally different way of working to support children who do not meet the threshold for statutory intervention but still require intensive, cross-agency support. Children's Teams, and other components of the Children's Action Plan, will be incorporated into the Ministry for Vulnerable Children, Oranga Tamariki.

We will continue to support the 10 Children's Teams<sup>3</sup> to reach scale and four of those Children's Teams (Whangarei, Canterbury, Counties Manukau and Hamilton) to expand to reach vulnerable children across their whole district health board region. By the time they have reached scale (in most cases by 2017), the 10 Children's Teams will be supporting 3,800 children annually.

## Implementing the Community Investment Strategy

Each year we strengthen communities by investing over \$300 million in community-based social services. These services are critical to reducing vulnerability in communities and society through programmes and services, such as Family Start, residential support programmes, early intervention services, teen parent support, and information and resources for parents and communities. Funding is also used to raise vital awareness of how to address family violence and sexual violence through services such as Women's Refuge.

We will continue to implement the Community Investment Strategy to target this funding more effectively and to develop a new way of working with the community sector. The Strategy has three priority areas that align with the intent and direction of the new operating model:

- supporting vulnerable children and children in hardship, and reducing child maltreatment
- supporting vulnerable young people, including youth offenders, and reducing youth crime
- supporting victims/survivors, addressing perpetrators' behaviour, and reducing violent crime (family violence, sexual violence).

By reviewing the Strategy each year, we can put in place the building blocks of a social investment system that will give providers more clarity about where we need to invest to make the biggest difference in communities.

To deliver effective services, we need evidence of what works and what does not. We will continue to help funded providers to move to results-based reporting. We expect that all providers will be on results-based contracts by 2018.

## Approving and assessing social services providers

All community social services providers that we work with are assessed against a set of standards that reflects the type of services they deliver.

At present we are leading the development of cross-agency Social Sector Accreditation Standards. This is a first step in the Cross-Government Accreditation project, in which agencies are working together to reduce duplication and compliance and to join up processes.

## Youth Advocacy Service

The new system will put the needs of children and young people at its heart. To achieve this, we are establishing a new Youth Advocacy Service from April 2017 to:

- help children and young people to drive system change
- support them to advocate for themselves as individuals and/or support a trusted person to advocate with and for them
- connect them as a community of children and young people in care
- build youth leaders from within the community
- equip them with skills and confidence for the future.

3 Rotorua, Whangarei, Horowhenua/Ōtaki, Marlborough, Hamilton, Tairāwhiti, Eastern Bay of Plenty, Canterbury, Whanganui and Counties Manukau.



# Reducing the welfare liability

**We want to help those people who are missing out on the opportunity to better their lives by helping them into work. Over the next four years we will continue to operate the benefit system accurately and efficiently, in a way that improves employment and social outcomes by moving people closer to independence.**

Reducing people's dependence on the welfare system for extended periods of time lessens the risk of poverty, social dislocation and deteriorating overall health. By adopting an investment approach we have already made steady progress towards supporting people into sustainable employment.

We will work more effectively with clients who face significant challenges to being work ready and who require more intensive support towards independence. We will manage this with greater use of active case management, trialling new approaches, and working with a wider range of clients than in the past.

## **Using a social investment approach to target services for the greatest impact**

The Government has a strong focus on reducing the long-term cost of welfare dependence through well-targeted, evidence-based investment.

Over the next four years we will focus particularly on two groups who make up a significant part of the liability: clients with health conditions and disabilities, and Māori.

### ***People with health conditions and disabilities***

Since 2000 the number of clients with a mental illness as the primary reason for their incapacity has more than doubled, to about 60,000. This broadly translates to \$5.5 billion in future liability.

We will co-ordinate efforts with other agencies, including non-government organisations, across the social sector, to support these clients to move into sustainable employment. For example, we are partnering with the University of Auckland, and the Waikato, Northland, Waitemata and Canterbury District Health Boards (DHBs) to change the way we engage with the health sector and the wider social sector to deliver outcomes through the Connecting Services for Better Outcomes programme.

We will use cross-agency data to identify at-risk populations within the DHBs whose lives we can invest in to support their return to the workforce. By doing so, we will improve their health and social outcomes.

We will focus on interventions that will work for those of our clients who have more complex needs and barriers to employment. We will continue to work with industry groups and employers to support employment opportunities for a wider range of clients.

### ***Māori clients***

Māori clients receive the same services from the Ministry as non-Māori. However, we recognise that Māori clients may require a different mix and application of these services to effectively address the various factors that lead many to be in the welfare system. These factors include intergenerational participation, low levels of education, and poor health.

We are developing a Māori Strategy to better understand the issues faced by Māori beneficiaries and address these through specific interventions.

### ***Reducing intergenerational welfare dependency of young clients***

Over 30,000 clients between the ages of 16 and 24 years have a parent who is or was a beneficiary. When compared with other young beneficiaries whose parents have not been on benefit, young intergenerational beneficiaries have a higher average welfare liability and are disproportionately Māori.

This year we will use the social investment approach to consider options to improve outcomes for young intergenerational beneficiaries.

### ***Trialling new ways of working with a wider range of clients***

The more complex challenges we now face require building partnerships with a range of stakeholders, including many we have not traditionally engaged with. We will continue to use trials to test new and innovative ways of working with clients to improve outcomes.

For example, the latest valuation of the liability of the welfare system shows a correlation between criminal conviction and long-term benefit receipt. We are working with the Department of Corrections to implement a trial to support more offenders into employment on release from prison. The trial will focus on ensuring offenders are better prepared for employment prior to release, and on strengthening the incentives for offenders and employers to improve employment outcomes.

### **Working across agencies and sectors to better tailor interventions**

We are expanding our use of the investment approach across the Ministry, including developing an actuarial valuation for the social housing system. This valuation will be developed separately from, but will be integrated with, the benefit valuation to provide a better understanding of people's pathways in both systems.

Taking a greater multi-agency view across the social sector will help us to understand how to best support individuals who need to access social services.

In conjunction with other agencies and sectors, we are actively supporting the Government's Business Growth Agenda and regional development priorities through new approaches to the development of education and career pathways for New Zealanders. For example we have been working with employers and the education sector to develop Ara, the Auckland Airport Skills and Jobs Hub. Part of this initiative involves more closely aligning training provision with the needs of industry.

Working with the Ministry of Business, Innovation and Employment and other key stakeholders, we aim to improve employers' access to reliable and appropriately skilled staff and create more opportunities for New Zealanders to enter the workforce and develop their skills.

### **Improving financial literacy and avoiding debt**

Providing and enhancing budgeting skills helps families to become more financially independent.

Over the next four years we will redesign the support services that help increase the financial capability of vulnerable New Zealanders experiencing hardship. From November 2016 we will implement a new approach to budgeting services, including reframing budget advisors as financial mentors, providing group and peer-led support, and introducing strengths-based financial plans.

In Budget 2016 the Government provided an additional \$4.2 million for the Community Finance Scheme. This provides safe and affordable loans for people on low incomes. The Scheme is leveraged with private sector contributions, such as lending capital provided by the Bank of New Zealand.

We will also work with clients to better understand how we can help them avoid getting into debt.

### **Supporting disengaged young people into work, training or education**

The Youth Service aims to assist disengaged young people back into training or education by providing intensive wraparound support including budgeting and parenting.

From July 2016 the Youth Service has been extended to at-risk 18- and 19-year-olds and 19-year-old teen parents, to reduce their likelihood of remaining on a benefit long term.

All clients referred to the Youth Service will have a youth coach and budgeting obligations and will be money-managed. They may also receive incentive payments when they meet certain obligations.

Teen parents referred to the Youth Service have an obligation to attend a parenting course, enrol their children with a Primary Health Organisation, complete Well Child checks, and ensure children attend early childhood education.



# Enhancing the social housing system and reducing the housing liability

**We are now the Government's lead agency for social housing. Over the next four years we will work to actively shape and grow the social housing market, while also managing the social housing register. The aim is to build a fair, efficient and effective system to support the right people into the right house, for the right duration and cost.**

Having somewhere warm, safe and dry to live is an important foundation from which people can become independent. In addition to meeting a fundamental human need, stable, secure housing enables vulnerable New Zealanders to focus on other aspects of their lives such as finding sustainable work, improving their education or training, or accessing medical care to improve their health.

We support people in need of social housing by completing needs assessments, managing the social housing register, and purchasing social housing places through the Income-Related Rent Subsidy (IRRS).

Over the next four years we will explore tailored services for clients with housing needs, as well as those with both housing and welfare needs. We will continue to work with the Treasury, the Ministry of Business, Innovation and Employment, and Housing New Zealand to deliver the Government's social housing reform programme.

## Meeting emergency housing needs

The Government's key focus in housing is getting those who most need help into warm, safe and dry accommodation.

In Budget 2016 the Government committed \$41.1 million over four years towards a new emergency housing funding model. This will allow us to provide a more co-ordinated response to emergency housing across government agencies. The model includes contracting emergency housing places in areas of high demand, and a new non-recoverable Special Needs Grant for those in emergency situations. As well as supporting those in need, this dedicated grant will help us keep better track of the demand for emergency housing.

As part of this approach, new initiatives are being implemented to support individuals and families who are either homeless or at risk of homelessness. These include:

- the Housing First initiative, which will move people into housing and provide support to address the issues underpinning homelessness
- Better Housing Outcomes, which will implement a range of solutions to prevent homelessness by working with social housing tenants at risk of losing their tenancies.

We will work more proactively with a greater number of clients and their families in emergency housing to support them into sustainable longer-term accommodation.

## Building a fair and efficient social housing system

We are adopting a social investment approach to make the social housing system more responsive to the needs of its users and to reduce the overall social sector liability. We aim to reduce vulnerability by housing more of the right people, in the right place, for the right duration and cost.

We will focus on actively managing the housing system to support clients to independence where appropriate, through administering interventions and programmes such as housing support products and tenancy reviews.

In taking a social investment approach we will aim to assess the impact of our interventions across a wide range of social outcomes, and develop new interventions to provide extra support to people most likely to benefit from it. We have begun by working in partnership with the Social Investment Unit to estimate the impact social housing currently has on employment, education, health and justice outcomes for different households. As we develop interventions, we will look to identify key risk factors and partner with other social sector agencies and non-government organisations to target the right type and level of support.

As part of this we will undertake valuations of the liability of social housing in order to improve our understanding of clients' pathways and risk factors across both welfare and housing. We will also develop a return on investment framework to understand the costs and benefits associated with the social housing system and its various interventions.

To be effective in our role as the Government's social housing agency, we are building our understanding of:

- the social housing liability and the factors that affect how it changes
- the needs and demographics of tenants
- the drivers in the social housing and wider housing markets
- the best mix of interventions to reduce the liability where there is a net benefit to client and government across the broader social sector
- the relative return on investment for different intervention mixes.

Over time, access to better information and analytics will help us to improve housing outcomes and return on investment through targeted investment and purchasing decisions.

### **Actively shaping the social housing market**

Increasing supply to meet demand in the social housing market is a key component of a fair, efficient and effective system to meet housing needs.

We will continue to publish a Purchasing Intentions statement each year to help the market understand the types of tenancies we expect to purchase. This will contain information on performance measures, the characteristics and needs of people living in or in need of social housing, and how we will work with social housing providers.

The Purchasing Intentions will provide advice to the market on areas likely to be in high demand for social housing, the type of social housing places required, and patterns of supply.

We will develop a contracting framework to help us decide where to focus IRRS funding.

### **Community housing providers**

We are working with community housing providers (CHPs) to increase diversity and options in the social housing market. In purchasing social housing tenancies from community housing providers, we seek to encourage and develop a social housing market with more innovation and responsiveness to tenant and community needs. This includes, for example, purchasing properties that are tailored for tenants with a disability, or from providers who specialise in mental health services.

Changes to the Housing Restructuring and Tenancy Matters Act 1992 have enabled us to enter into tailored agreements for social housing places.

We have established a team to broker tailored agreements with the sector to secure additional places in Auckland. We continue to engage with CHPs, Auckland Council, the Community Housing Regulatory Authority and other relevant parties to address barriers to increasing supply in the Auckland housing market.

We currently have an open Request for Proposals for additional social housing places in Auckland. In the 2016 Budget \$120.1 million was allocated over the next four years for 750 additional IRRS places in Auckland and other high-demand areas.

We also continue to work with the Treasury and the Ministry of Business, Innovation and Employment to support growth in the CHP sector through various cross-agency initiatives such as the Crown land development programme.

### **Helping more New Zealanders into housing independence**

A core focus of our social housing role is to reduce vulnerability by supporting people to access warm, safe, dry housing and to continue to support those who are able to sustain long-term housing independence to do so.

We have a range of financial support measures to assist people who are on the social housing register or already in social housing to move closer to housing independence. These include:

- providing a conditional grant letter that offers recoverable assistance to help with bond, rent in advance and letting fees
- offering housing support products to help people move to alternative accommodation, such as bond grants and moving assistance payments (including a \$5,000 relocation grant to assist people to move out of Auckland to another region).

We will continue to strengthen our approach to social housing by finding sustainable solutions for clients with employment and housing needs. This includes more intensive, work-focused case management for beneficiaries who are on the social housing register.

### **Enhancing our operating model**

To support these enhancements to the social housing system, we are refining our operating model to ensure it provides:

- evidence-based decision-making
- clear accountability for results at a senior leadership level
- effective and efficient mechanisms for matching people to appropriate interventions
- appropriate policy settings, including suitable eligibility criteria
- oversight and governance
- quality feedback loops, and reporting on performance.

This will help us to become a much more active purchaser of social housing places and provide interventions that will focus on supporting social housing tenants and applicants to independence where appropriate.



# Contributing to the social sector and the social investment approach

**Across the social sector there is an appetite for change and to do things differently to deliver better outcomes for the most vulnerable members of society. Over the next four years we will continue to work with our social sector partners to support and contribute to the collection of data, the development of new models and frameworks, and the development of a social investment approach.**

Social sector agencies deliver a wide range of services to New Zealanders throughout their lives. Many people's needs are met through universal services; however, some individuals, families and communities have more complex needs that require the involvement of multiple agencies.

As one of the largest providers of social services, we play a critical role in the social sector. We will work alongside our sector partners to lead the social sector work programme, including to:

- oversee collaborative models such as place-based initiatives and Children's Teams
- implement a social investment approach to making sector decisions
- use and share data and analytics to strengthen how we deliver services with other agencies
- work with iwi and the community to enhance our cultural capability
- help seniors maintain independence and participate in society
- address youth offending.

## Supporting cross-sector collaboration and governance

To effectively address complex needs, agencies must work together and with communities in different ways to achieve better results. To deliver on expectations, we need a clear focus on priorities across the sector.

We will continue to provide secretariat support and advice to key cross-sector groups such as the Vulnerable Children's Board and the Social Sector Board.

### Vulnerable Children's Board

The Vulnerable Children's Board (VCB)<sup>4</sup> has been reconstituted to support and advise on the transformation of New Zealand's care and support system over the next few years.

The VCB governs the fundamental transformation of the way the system supports vulnerable children and young people. It provides advice on the cross-agency elements of the transformation work programme, such as the development of the investment approach for vulnerable children.

### Social Sector Board

The Social Sector Board (SSB)<sup>5</sup> provides strategic oversight, governance and collective stewardship of the social system. This involves:

- leading the social sector
- sponsoring the use of evidence across the system
- driving service innovation
- fostering a client-centric outcome focus.

To do this the SSB is collectively accountable to Ministers for ensuring, as much as practicable, that the system works to deliver the outcomes that require collective action.

At the heart of the social system is the social investment approach to deliver sustainable results. The SSB is focused on embedding social investment in the social sector and provides oversight for the Social Investment Unit.

## Enhancing the use of data, analytics and evaluation to further develop a social investment approach

The way we collect, analyse and use data is becoming more critical as we seek to better understand our clients and to tailor our services to meet the needs of individuals, families and communities.

Social investment is about improving the lives of New Zealanders by applying rigorous and evidence-based investment practices to social services.

Our investment approach and the Community Investment Strategy are giving us a greater understanding of the types of interventions that work and where our investments will have

<sup>4</sup> The VCB has an independent chair, and comprises three other independent members as well as the Commissioner of Police and the Chief Executives of the Ministry for Vulnerable Children, Oranga Tamariki, the Ministries of Social Development, Health, Education, Justice, and Corrections and Te Puni Kōkiri.

<sup>5</sup> The SSB is chaired by the Chief Executive of the Ministry of Social Development, and also comprises the NZ Police Commissioner and the Chief Executives of the Ministries of Health, Education, Justice, Corrections, Business, Innovation and Employment, and Pacific Peoples, and Te Puni Kōkiri.



the greatest impact. This enables us to purchase services and make decisions that are flexible and outcome-focused.

We are expanding our use of the investment approach across the Ministry, including integrating the welfare and social housing valuations to provide a better understanding of people's pathways in both systems.

Using an investment approach across the Ministry and other social sector agencies will help create a positive flow-on effect within the system. By investing up front in people, our aim is to improve their future life outcomes and lessen their need for social support services in the long term.

We must ensure that clients who receive services from multiple agencies can do so with ease. This means designing a structure that allows for the coherent flow of information between agencies so that all our decisions are based on the needs of the client.

The Social Investment Unit (SIU) has been created as a cross-agency unit responsible for overseeing and co-ordinating the Government's social investment approach. It is an independent unit and reports through the SSB to the Ministers of Finance and State Services.

The primary objective of the SIU is to advance and embed a systematic approach to social investment across the social sector by:

- championing a social investment approach
- acting as stewards of the social investment system
- partnering with agencies
- building and operating the centralised platform required
- prototyping solutions (building a reusable infrastructure).

We are working with the SIU to continue applying a social investment approach across our activities and policy advice for welfare and housing. Social investment principles will also be a core component of the Ministry for Vulnerable Children, Oranga Tamariki.

## Responding to family violence and sexual violence

We are committed to working across the sector to effectively respond to and prevent family violence and sexual violence to ensure New Zealand families live without harm or fear.

We will work with the Ministry of Justice to co-ordinate an extensive cross-agency work programme to achieve an integrated system for preventing and responding to family violence. This entails changing practices and collecting more of the evidence and data we need to guide investment decisions in the medium term.

We will lead a workforce development project to implement a competency framework that will detail the skills, knowledge and behaviour expected of the family violence and sexual

violence workforce. A more skilled workforce will be able to deliver more effective responses to and outcomes for victims, perpetrators and their families.

We will work with ACC to develop and implement a primary prevention framework for family violence and sexual violence to support the work of government agencies, NGOs and communities. This will provide a more co-ordinated approach to investment and service delivery, and a single consolidated source of advice for areas that currently cut across multiple agencies. We will establish and lead a Family Violence Primary Prevention Investment Board of relevant agencies to facilitate aligned and coherent decisions on investment as well as co-ordinated service delivery.

We are also leading the cross-agency sexual violence work programme, which aims to develop an effective, integrated prevention and response system in the long term, and builds on the considerable cross-agency work already completed. It will:

- develop and implement sustainable specialist first response and harmful sexual behaviour services
- develop an overarching policy framework, including strategies for particularly vulnerable population groups
- improve sector infrastructure
- develop a prevention strategy and action plan.

The sexual violence work programme will respond to the recommendations of the Social Services Committee's Inquiry into the funding of specialist sexual violence social services. It has been structured to run parallel to the family violence work programme.

Over the next four years we will continue to work to prevent and respond to family violence and sexual violence through:

- primary prevention
- implementing a workforce competency framework
- developing sustainable specialist first response and harmful sexual behaviour services
- developing a sexual violence prevention strategy and action plan
- the E Tu Whānau programme, an initiative owned by whānau, hapū and iwi that builds on local strengths and initiatives to engender community ownership and action.

## Supporting ex-offenders into employment

Over 80 percent of prisoners released each year spend more than 12 months on a benefit, and many have benefit liability well above the general population. In addition, sustained employment is crucial to reducing reoffending.

With the Department of Corrections, we will trial two new services, beginning before release and continuing for up to 12 months:

- an externally contracted service delivering a multi-disciplinary approach, in which professionals will team-manage each released prisoner, providing multiple service support and co-ordinating care before and after release
- an in-house ex-prisoner case management service, in which specialist case managers will navigate care and support prior to and following release.

These services are aimed at increasing the employment prospects of released prisoners, allowing them to prepare for, find and stay in work. Each service will be targeted at up to 200 clients a year.

### **Minimising harm from gangs**

Gang-connected families continue to be over-represented in negative social outcomes. We want to work with this group to address the multigenerational impact of the gang lifestyle for individuals, their whānau and communities. As part of the cross-sector Gangs Action Plan, we are testing different ways of providing social support and assistance in gang-connected communities.

We have invested over \$600,000 in three community pilots (in Gisborne, Whakatane and Flaxmere) in which we are partnering with Police and local service providers to deliver support services to gang-connected families. These services include education, employment and mentoring opportunities.

A fourth pilot is being developed in partnership with the NZ Police in West Auckland. The four pilots will be evaluated in 2018.

### **Working with our economic sector partners to support stronger employment outcomes**

Ensuring that our clients have access to sustainable employment opportunities creates stronger regions and sectors and supports the wider economy. Increasingly, we are working with a range of central government agencies and regional stakeholders to identify opportunities to develop initiatives to create social and economic gains for individuals through employment. We continue to monitor labour market trends to understand the skill and labour needs of employers.

In particular, we are working in partnership with the Ministry of Business, Innovation and Employment (MBIE) and the Ministry for Primary Industries to contribute to the Government's Regional Growth Programme (RGP). The RGP is focused on developing regional action plans to attract further investment, raise incomes and increase employment opportunities. These action plans provide an opportunity for us to work with businesses, iwi and Māori, and councils in each region.

Where actions have a specific focus on employment and skills, we will ensure that our clients have first access to employment opportunities by working with partners to identify training or labour requirements.

We are also working with MBIE, the Ministry of Education and the Tertiary Education Commission on the Sector Workforce Engagement Programme (SWEP), which aims to improve access to reliable, skilled staff while giving priority to New Zealanders including beneficiaries. SWEP supports industry-led initiatives to focus on labour market solutions in key industries such as tourism, horticulture and viticulture, dairying, construction, Ara – Auckland International Airport, and trucking and logistics.

### **Place-based approaches**

The Government is setting up a number of locally-led social investment place-based initiatives to improve the delivery of social services in some of New Zealand's most vulnerable communities. We have the lead agency role supporting the development of an initiative in Tairāwhiti (Gisborne).

The first step in getting better results for vulnerable people in Tairāwhiti is to create a single governance group to bring together existing governance and advisory groups. We will work with the Tairāwhiti Social Investment Collective to establish a single local governance group to build on the existing high level of collaboration between local agencies. This will build better local networks and improve service co-ordination and information sharing.

Through this initiative we aim to improve the range, quality and delivery of our services, and to provide more flexibility by fitting services to the needs of individual families. This will enhance support for integrated service delivery to at-risk families.

### **Our Crown entity partners**

We monitor four Crown entities that contribute to the achievement of the objectives of the social sector:

- Office of the Children's Commissioner
- Families Commission (Superu)
- Social Workers Registration Board
- New Zealand Artificial Limb Service.

Over the next four years we will support these Crown entities as they navigate through a changing environment, adapting their services to become more client-focused and to ensure that their strategy and delivery are matched to the social investment framework and objectives.



## Delivering a seamless and easy client experience

**The Government wants to give New Zealanders more and better opportunities to access services online. We are making it easier for clients to complete straightforward transactions through digital channels, at a time that suits them. We are also streamlining our processes and systems to increase the accuracy and cost-effectiveness of our services. This will increase client independence, and will allow our staff to focus on those who require more intensive support.**

### **Providing simpler, leaner transactional services**

Services to assess people's entitlement to assistance, and to monitor and manage their payments until their entitlement ends, are a key component of our engagement with many of our clients.

Over the next four years we will continue to embed a simpler, leaner approach to transactional services. This will lead to more transactional services using digital channels and introduce back-end automation and streamlined business processes to reduce work effort.

Streamlining and automating the bulk of our administrative transactions will allow us to give more attention to face-to-face services that will make a real difference to the client, such as helping them to find employment, addressing housing needs, and supporting those with particularly complex situations.

### **Providing client-focused, accessible digital and self-service channels**

Our clients tell us that they want to interact with us more through digital channels at a time that suits them. The focus of the Simplification programme has been on introducing and improving digital channels for clients to complete transactions.

Over the next four years we will continue to invest in and improve our digital channels, allowing clients to do more for themselves. This is not about changing people's entitlements, eligibility, or work or social obligations, and no-one will be deprived of financial support because they cannot use digital channels.

We have also been making changes to improve the information that clients receive from us, including progressive improvements to the Work and Income website. These enhancements will make it easier for clients to find the information they need and to understand what they need to do.

### **Transforming our service delivery model**

As well as transforming the way we manage transactional services, we are working to redesign the way we will deliver services to clients in future. This involves thinking differently about what services we provide, how, and to whom.

To help us develop the new model, we will prototype and test ideas at concept sites, and actively seek insights from our clients and staff, so we can focus on what really works for clients.



# Building a culture of health, safety and security

Following the tragic events that occurred in Ashburton on 1 September 2014, we established a Security Response Programme (SRP) to implement changes based on the recommendations from the independent review of our security environment and to respond to the changing health, safety and security environment. The SRP has focused on embedding a culture of safety and security awareness across the Ministry, and implemented a new health, safety and security operating model and a dedicated Health, Safety and Security Group. These changes will become embedded business-as-usual practices in the coming year.

## Enhancing safety and security systems so we can deliver services to New Zealanders with confidence

We have an unwavering commitment to the safety and security of staff and clients. Our focus is on providing services in an environment that is safe for our staff, clients and stakeholders.

The environment in which we operate is constantly changing. The focus in our service sites is shifting towards carrying out routine transactions online and using our face-to-face interactions with clients to address their particular needs and issues. We are committed to making our sites safe places for visitors and staff.

We have trialled a new layout for our Work and Income site offices to reflect this new way of working and to put the safety and security of our clients and staff at the core of our thinking. We will use what we learnt to inform the physical environment of future sites.

We will align this work with the Future State Office Environment Programme, which we established to ensure that we meet the Government's Protective Security Requirements and implement physical security enhancements to our offices. We will align this work with the redesign of the way we deliver services to clients, to ensure our workplaces are fit for purpose to meet future needs, and staff can continue delivering services to New Zealanders with confidence.

## Meeting our duty and obligations to keep staff, clients and the public safe

As part of our programme of self-assessments, we have put in place targets to improve our level of ACC compliance at all sites. We achieved Primary Level status in 2015.

Our aim is to have all our sites compliant with the Tertiary Level standard by 2018.

Our Safe Work Environments Plan is designed to improve our overall security maturity and ultimately to keep our staff and clients safe.

The Plan was adopted before the Ashburton tragedy and will be reviewed as part of the health, safety and security (HSS) work programme.

### **Managing the health, safety and security of our most valuable resource – our people**

The requirements of the changing safety and security environment, including the Health and Safety at Work Act 2015 and enhancing our capability and maturity around the Government's Protective Security Requirements, will have a financial cost for our organisation. However, ensuring our staff's safety at work is one of our top priorities.

To achieve this we have revised our approach to health, safety and security so we can manage HSS issues more strategically.

The new model creates a unified HSS Team with clear functional splits between strategic, technical and analytical, and operational HSS functions. It will enable us to embed the changes introduced in the SRP, and to continue developing our approach to HSS issues as part of our everyday business.

We are entering a period of significant and sustained change with the establishment of the Ministry for Vulnerable Children, Oranga Tamariki and the new operating model for vulnerable children. There will be more changes and opportunities for the Ministry of Social Development, as well as ongoing changes to improve our effectiveness and efficiency.

Our new HSS team will lead work on cultivating staff resilience through the development of a Wellbeing Strategy. This will support staff and the organisation through these changes.



# Supporting strong, inclusive communities

**All New Zealanders have the right to be safe, strong and independent. We promote positive ageing for older New Zealanders, and we are looking for new ways of working with disabled people's organisations and with young people and students, to maximise the opportunities for all people to participate fully in society.**

## **Supporting older New Zealanders to maintain independence and participate in society**

Older people are key contributors to our economy and our communities, and their numbers are growing. Over the next 40 years, there will be a steep increase in people aged over 65 and an even bigger increase in those aged over 80. It is projected that by the mid-2020s there will be more people aged 65 or over than under 15.

We will continue to promote a society where older people can age positively, be supported in their communities, and have the same opportunities as everyone else. We will work to ensure that older people have their voices heard, are aware of their choices and have access to the information they need to participate in society.

### ***Positive Ageing Strategy***

We will continue to promote the Positive Ageing Strategy's 10 goals for seniors. We will do this through meetings with stakeholder groups (including central, local and non-government agencies), and by providing positive ageing messaging via online and other communication channels.

### ***Preventing social isolation***

Up to 10 percent of older New Zealanders are affected by social isolation or a lack of social connection. We want to help the public identify older people who appear to be at risk.

We will provide information to older people and the community, through our electronic channels, local councils, district health boards, Age Concern and Citizens Advice Bureaux, on how they can stay connected with their communities, what to look out for and who to contact for help.

## ***Preventing elder abuse and neglect***

Over 2,000 cases of elder abuse and neglect, which can be physical, emotional or financial, are reported annually. As elder abuse is often hidden and victims are frequently afraid to talk about it, the true incidence is likely to be much higher.

We will continue to promote awareness of elder abuse and neglect by providing funding to prevention services across New Zealand and supporting the annual World Elder Abuse Awareness Week. We will also continue to actively encourage the public to report suspected cases to the Police and/or the Family Violence Information Helpline (0800 456 450).

## **Supporting young New Zealanders to contribute to communities**

The Ministry of Youth Development encourages and supports young people aged between 12 and 24 years to develop and use knowledge, skills and experiences to participate confidently in their communities. This is achieved by working collaboratively with young people, other funders (including corporates and philanthropic organisations), providers, local government, and other central government agencies.

### ***Youth development services***

We are developing a Youth Investment Strategy to ensure that our investment in youth development achieves the greatest possible impact for New Zealand's young people. The Strategy will indicate target populations and the types of services to be purchased.

Improved focus on collecting client data and evidence on what works for which young people will continue to inform future investment.

### **Supporting disabled New Zealanders to participate in society**

One in four New Zealanders lives with a physical, sensory, learning, mental health or other impairment. We want disabled people to be healthy and independent with the opportunity to live full lives and participate in society.

#### ***New Zealand Disability Strategy***

We are currently revising the New Zealand Disability Strategy. The new Strategy will be released by December 2016. It will provide direction to government agencies in relation to disabled people over the next ten years.

#### ***Disability Data and Evidence Working Group***

We will continue to work with other agencies on the Disability Data and Evidence Working Group. We need a strong evidence base to understand the life outcomes of disabled people and to inform good decision-making.

#### ***New Zealand Sign Language***

We will continue to work with other agencies to implement the 2015 New Zealand Sign Language (NZSL) Board Action Plan.

Implementing the Plan will enhance the ability of deaf people to learn, communicate and participate in society, and will help the Government meet its commitments under the United Nations Convention on the Rights of Persons with Disabilities and the New Zealand Sign Language Act 2006.

### **Assisting students to overcome barriers to higher education**

As education leads to better social and employment outcomes, and more people contributing positively to society, we want to ensure that New Zealanders can access the services they need to enable their study.

We will continue to provide two main forms of financial support:

- Student Loans – to help students finance their study
- Student Allowances – to help students to pay day-to-day living costs while they complete their tertiary education.

As over 98 percent of students apply for assistance online, we will continue to enhance our digital channels to encourage their use. Our focus over the next year will be on introducing back-end automation and streamlining business processes to reduce work effort. This will allow us to focus face-to-face services more on outcomes-focused interactions.



# Strengthening our organisational health, capability and culture to allow us to operate as a cohesive, integrated agency

**A successful organisation requires the right capability and culture to deliver on its priorities and expectations. Over the next four years we will continue to invest in the capability of our staff to undertake future roles and functions. This will allow us to operate in a cohesive and integrated way to provide better services for our clients and to improve our contribution to the social sector.**

A skilled, capable and engaged workforce will ensure that we can continue to deliver improved outcomes for the public and that we will be more agile as new practices are introduced in response to changes in our role, functions and service delivery mechanisms.

## Developing leaders

Developing our leaders is one of our top priorities. We will attract and invest in high-quality leaders to ensure they can manage change, embody the corporate culture, and work with sector partners to achieve shared outcomes.

Our current approach to leadership development involves:

- support for our senior and middle managers, to help them to understand their impact on others
- emerging leader programmes, to identify and ready people for their first people leadership role
- Te Aratitia and Te Aka Matua, which accelerate the development of Māori and Pacific people
- a New Manager Programme, which ensures people new to leading a team have core management and leadership skills
- MSD Study Awards, which fund study, development and tertiary qualifications.

## Strengthening our culture

Corporate culture has a significant influence on organisational capability and performance. It is a powerful element in shaping our work relationships, work processes, and results.

We have been working to change our corporate culture to a constructive style through the Building Blue programme by 2021. Over the next four years we will continue to:

- build a deeper understanding of constructive corporate culture among our leaders and staff
- cultivate a culture of coaching that is woven into all interactions
- invest in the development of 'blue leaders' to build a common understanding of expected behaviour and commitment to our culture change vision

- enable the Building Blue programme by aligning human resource systems and processes, including recruitment and induction.

We will reassess our operating culture every two years to track progress towards the preferred 'blue' culture. The next reassessment survey is due in 2017.

## Equal employment opportunities

Our equal employment opportunities (EEO) policy promotes equality and diversity within a positive work culture that is based on respect, fairness and valuing individual difference.

Over the next four years we will:

- identify organisational barriers to involvement, and minimise or remove these
- ensure our accommodation is appropriate and accessible, and update our accommodation guidelines and processes
- provide disability awareness training and resources
- provide education and communication to ensure managers and staff are 'disability confident'
- work with other agencies to share best practice and aim for our policies and procedures to be an exemplar for the sector.

## Maintaining stable industrial relations

Positive and stable industrial relations support a high-performing organisation.

Our collective employment agreements will continue to provide a stable platform for the Ministry as we embed government initiatives for better public services and other programmes that will change the way we work.

As we renew our collective agreements in coming years, we will seek to maintain constructive relationships with the unions that represent our employees, the largest of which is the Public Service Association (PSA).



## Governance capability and decision-making

In order to work effectively as a cohesive, integrated agency we need to have a co-ordinated way of making organisation-wide decisions. It is important that the right decisions are made at the right time based on a robust understanding of the implications for the whole organisation.

Fit-for-purpose governance arrangements enhance transparency and accountability, and build confidence in the actions we take. At a time when major decisions are being made in relation to the future of parts of the Ministry, we want to ensure that these decisions do not have unintended consequences for other parts of the organisation.

Governance in the Ministry is carried out by our Leadership Team with the support of five governance sub-committees. These have a membership mix of second- and third-tier managers, and focus on:

- finance and project portfolio
- policy and cross-sector issues
- information management
- corporate capability
- health, safety and security.

We will continue to strengthen our governance arrangements to support whole-of-Ministry decision-making.

## Project investment and delivery capability

We will continue to focus our strategic project investment decisions on directing our resources and efforts towards those initiatives that will contribute most to the achievement of our strategic outcomes.

Our Enterprise Portfolio Management Office will continue to lead the development of portfolio management practices across senior management. This will in turn embed strengthened benefit realisation capability across the Ministry.

## Maximising the value of our data assets

Better use of our own data, and integrating our data with that of other agencies, will allow us to improve our insights and achieve our vision of being a customer-centred, integrated agency.

Over the next four years, our business group Insights MSD will be focused on continual development of our infrastructure, the methods and techniques applied, and how information is shared across the Ministry and with our key stakeholders.

We are seeing evidence that clients are preferring self-service for routine transactional activity. Over the next four years we can expect our clients to be more connected and engaged with us digitally. The work we do now to ensure personal information is secure and shared safely and that non-personal information is open and easily accessible to the public will lay the foundations to ensure our systems and way of working are future-proof.

We are also responding to the emerging need for more predictive and prescriptive use of data, to anticipate better what will happen and how we can encourage desired outcomes rather than focusing on the present use of more descriptive or diagnostic data (used to understand what has happened in the past and why).

## Managing risk

The rise in demand for services challenges our ability to manage our risks and operate within existing baselines. We support our staff to make decisions in a risk-aware way and to build in consideration of risk early in every process.

Our Risk and Assurance Group advises the Chief Executive and Leadership Team on the systems, processes and controls that we rely on to deliver effective and efficient services to all New Zealanders. Each year the Group undertakes a programme of audit, assurance, risk and advisory activity to improve risk management processes across the organisation.

A Risk and Audit Committee provides critical support to the Chief Executive through independent advice and challenge on risk, internal control and assurance matters. The Committee's advisory role provides an alternative perspective on risk management and internal control, internal assurance, external audit, financial and performance matters, and governance frameworks and processes. The perspective provided by the Committee is of critical importance in a time of change for the Ministry.



# Financial management and capital intentions

**We have significant financial challenges to overcome in order to deliver on the expected changes to our systems, processes and service delivery structures, and to meet our statutory obligations and address our strategic priorities within the current baseline. We are being challenged to improve services and outcomes within a more complex and changing environment.**

We are committed to delivering positive social and economic outcomes to all New Zealanders. Understanding the effectiveness of our expenditure helps us target our resources towards our key strategic projects.

## Capital intentions

Our asset portfolio had a book value of approximately \$378 million as at 30 June 2016.

We have a Ten-year Capital Plan in place and each year we conduct a capital expenditure planning process. This ensures capital investment is targeted to meet business needs and assets are appropriately replenished. We assess our performance by ensuring expenditure is in accordance with the Ten-year Capital Plan.

Over the next four years, our significant capital investments will include the Simplification projects, the relocation of our National Office, the Future State Office Environment Programme, and expenditure on the transformation towards the new operating model for vulnerable children. We will also invest in core assets to retain functionality, and in process improvements.

## Asset management

We have adopted the Treasury's capital asset management framework. This supports the provision of quality information for decision-making, financial planning and performance monitoring purposes. We will maintain a strong focus on ensuring the effective and efficient use of our capital resources.

## Property

We operate out of 286 locations nationwide, including commercial offices, residential facilities and family homes.

We have a National Property Strategy that aims to maximise the use of the property portfolio through site amalgamations, both within the Ministry and with other agencies. This includes reducing the average space occupied from 26m<sup>2</sup> per person in 2014 to 16m<sup>2</sup> per person by 2026. This target will be reviewed when we know the outcome of the Site Security Future State project, which could impact the space utilisation of our service delivery sites.

We manage our commercial office portfolio in accordance with the principles, guidelines and standards developed by the Government Property Group.

In addition to optimising value for money and co-locating with other agencies, we aim to provide safe, accessible offices located within the area they serve.

**Forecast capital expenditure**

	Forecast 2016/2017 \$000	Forecast 2017/2018 \$000	Forecast 2018/2019 \$000	Forecast 2019/2020 \$000
IT business improvement and ISAP enablement	15,601	3,018	17,500	37,100
IT core assets and data centre	26,934	31,000	31,000	31,000
IT – Simplification	31,139	8,800	-	-
IT – Social Housing	9,400	8,000	-	-
National Office relocation	6,607	-	-	-
Other property expenditure	27,872	36,582	19,000	9,000
Motor vehicles	2,442	12,000	11,000	5,000
<b>Total</b>	<b>119,995</b>	<b>99,400</b>	<b>78,500</b>	<b>82,100</b>



# Assessing our performance

**We monitor a range of measures, indicators and milestones to assess our performance towards achieving outcomes, results and expectations for New Zealanders. During 2016/2017 we will revise our performance framework to reflect the Ministry's new role, functions and opportunities from 1 April 2017.**

The Ministry leads and contributes to a number of the Government's priorities for Better Public Services.

Better Public Services theme	Better Public Services result target	Progress
<b>Ministry of Social Development lead</b>		
Reducing welfare dependence (Result 1)	Achieve a 25 percent reduction in working-age client numbers from 295,000 in June 2014 to 220,000 in June 2018  Achieve an accumulated actuarial release of \$13 billion by June 2018	At 30 June 2016 the number of working-age main benefit recipients stood at 279,806. The cumulative fall since June 2014 is 4.6 percent.  The latest valuation of the benefit system (June 2015) put the liability at \$68.4 billion, a decrease of \$600 million (approximately 1 percent) from the previous year. The cumulative actuarial release from June 2014 to June 2016 was \$3.8 billion.
(Result 4)	Halt the 10-year rise in children experiencing physical abuse and reduce 2011 numbers by 5 percent by 2017	In the last year, we continued to see a reduction in the number of physical assaults on children from 3,118 to 2,953 for the year to 30 June 2016. This result shows a reduction of 5 percent since June 2011 and has achieved the target for the first time.
<b>Ministry of Social Development contribution</b>		
Supporting vulnerable children (Result 2)	Increase participation in early childhood education so that by the end of 2016, 98 percent of children starting school will have participated in early childhood education (ECE)	At 30 June 2016 the ECE participation rate had risen to 96.6 percent.  This is an increase of 0.3 percent compared with 30 June 2015.
(Result 3)	Achieve full immunisation of 95 percent of eight-month-olds by December 2014 and maintain this through to June 2016, and reduce the incidence of rheumatic fever by two-thirds to 1.4 cases per 100,000 people by June 2017	At 31 March 2016 the immunisation rate was 92.8 percent, an increase of almost 5.7 percent since 2012.
Boosting skills and employment (Result 5)	Increase the proportion of 18-year-olds with NCEA Level 2 or equivalent qualification to 85 percent by 2017	The result for the 2015 calendar year was 83.3 percent, compared with 81.2 percent for 2014.
Reducing crime (Result 7)	Reduce total crime by 20 percent by June 2017	In December 2015 the youth crime rate was 201 court appearances per 10,000, a decrease of nearly 38 percent from 323 in June 2011. The total crime rate over the same period fell from 990 per 10,000 to 827, a decrease of 16.5 percent.
(Result 8)	Reduce reoffending rates by 25 percent by 2017	The rate of reoffending fell from 28.8 cases per 10,000 population in December 2011 to 28.0 in December 2015.
Improving interaction with government (Result 10)	Increase the percentage of New Zealanders who complete their transactions with Government online to 70 percent by 2017	In the quarter ended 30 June 2016, 46.8 percent of applications for financial assistance were lodged online, up from 37.8 percent a year previously. Overall, 52.2 percent of New Zealanders' common transactions with government agencies were digital in the quarter ended 31 March 2016, compared with 45.8 percent for the same period in 2015.

Our outcomes and intermediate outcomes form our long-term performance objectives. Below are the indicators the Ministry uses to demonstrate progress towards achieving its outcomes. We will report further progress against these indicators in our next Annual Report.



Ministry outcome	Indicator/s	2013/14:	2014/15:	2015/16:	Intended trend
 <p><b>More people into sustainable work and out of welfare dependency</b></p>	Reduce working-age client numbers by 25%, from 295,000 in June 2014 to 220,000 in June 2018	295,000	284,960	279,806	↓
	Achieve an accumulated actuarial release <sup>6</sup> of \$13 billion between June 2014 and June 2018		\$2.5bn <sup>7</sup>	\$3.8bn <sup>8</sup>	↑
 <p><b>More people are able to participate in and contribute positively to their communities and society</b></p>	We are developing a new suite of performance measures for social housing that will be informed by a valuation of the social housing system and other data sources. Intended trends and performance information will be included in the 2016/2017 Annual Report.				
	More young people are involved in decision-making activities	13,726	9,478	8,430*	↑
	More young people are involved in community-based projects and activities	37,506	27,835	34,405	↑
	The number of participating SuperGold Card business partners	7,218	8,053	8,304	↑
	The accurate assessment of Community Services Card and SuperGold Card applications	99%	99%	96.9%	↔

\* The direct delivery of youth development activities, for example youth participation workshops, ceased to be an operational function for the Ministry of Youth Development following a policy change from 4 April 2016.

6 An 'actuarial release' is an estimate of the change in long-term liability of the benefit system resulting from changes in the number of beneficiaries and their likelihood of long-term benefit receipt.

7 Cumulative actuarial release from June 2014 to 31 December 2015 (latest available).

8 Cumulative actuarial release from June 2014 to 30 June 2015 (latest available). Source: Taylor Fry Actuarial valuation of the Benefit System for Working-age Adults as at 30 June 2014.



Ministry outcome	Indicator/s	2013/14:	2014/15:	2015/16:	Intended trend
 <p><b>Fewer children and people are vulnerable</b></p>	The proportion of children and young people who have been abused/neglected within six months of a previous finding of abuse/neglect <sup>9</sup> .	13%	12%	11%**	↓
	The proportion of children aged under five years old (who are unable to return home), who are placed with their Home for Life caregiver within 12 months of coming into care		80%	77% <sup>†</sup>	↑
	The percentage of children and young people in care referred for a Gateway assessment will be between	31%	65% <sup>††</sup>	80%	↑
	The percentage of children participating in the Family Start programme receiving scheduled Well Child visits	80%	81%	82%	↑
	The percentage of children aged between 18 months and five years participating in the Family Start programme who are enrolled in early childhood education	71%	71%	76%	↑
 <p><b>More communities are strong and thriving</b></p>	The percentage of families who report that the Strengthening Families process has helped them get access to the services they needed	94%	93%	94%	↑
	The proportion of surveyed community groups that say the It's not OK campaign has increased their ability to address or prevent family violence	94%	96%	93%	↔

\*\* There are known issues about the consistency and quality of abuse findings. Work is under way to improve the accuracy of identification and reporting of abuse.

† Although the trend is down, the performance standard has been met.

†† Before 2014/2015 the Gateway programme had not been rolled out to all district health board (DHB) areas and the focus was on referring children and young people entering care. In 2014/2015 the programme was fully implemented in 20 DHB areas and the focus was on ensuring all children and young people already in care who had not yet received a Gateway assessment were referred.

9 Repeat findings of abuse/neglect may relate to an historical event prior to a child or young person coming to our attention.

Ministry outcome	Indicator/s	2013/14:	2014/15:	2015/16:	Intended trend
 <p><b>Fewer children and young people commit crime</b></p>	The proportion of young offenders who are in education, training or employment following our intervention	59%	66%	67%	↑
	The proportion of child offenders who have a subsequent youth justice referral	62%	64%	71% <sup>‡</sup>	↓
	The proportion of victims engaging in family group conferences	59%	57%	55% <sup>‡‡</sup>	↑
 <p><b>Fewer people commit fraud and the system operates with fairness and integrity</b></p>	The percentage of successful prosecutions concluded	97.2%	96.8%	96.6%	↑
	The percentage of non-current debt paid in full, or under an arrangement to pay, within four months		72.3%	71.1%	↑

‡ The number of child offenders referred to Child, Youth and Family is small, and even a small change to the volume will significantly affect the percentage. Previously published results suggested the trend was decreasing; however, a recent data quality review found this to be incorrect. We will be reviewing this measure and target for the next financial year.

‡‡ Police are increasingly likely to undertake alternative action prior to referring a young offender to us for a family group conference (FGC). These alternative actions may involve victim engagement, and victims may be less committed to engaging in any subsequent FGC.



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