



A shared outcomes framework for whānau



Te Pou Matakana
COMMISSIONING AGENCY

About Te Pou Matakana

As the North Island's Whānau Ora commissioning agency, Te Pou Matakana (TPM) is responsible for commissioning initiatives that will drive whānau health and wellbeing by building on the strengths and assets of Māori communities in the region.

TPM recognises the need to shift focus from the funding and delivery of outputs towards outcomes, which has been well articulated in the fields of public policy and outcomes measurement. TPM already has a strong commitment to understanding, measuring and improving outcomes for whānau.

About this paper

This positioning paper builds on current momentum towards the development of a shared approach to outcomes measurement for whānau. The objectives of the paper are to:

- outline the case for a shared outcomes framework¹ for whānau
- inform Government Ministries, community agencies² and the community about the outcomes measurement and evaluation work that Māori organisations have invested in that can be used in the development of a shared outcomes framework for whānau
- initiate discussion about the development and implementation of the framework.

We invite you to share your organisation's experiences of measuring and evaluating outcomes, and provide input into the framework.

The paper is based on an extensive review of historic and current Māori outcomes frameworks, shared outcomes frameworks used internationally, and research on the application, benefits and limitations of using these models.

The development of the paper has been overseen by Professor Sir Mason Durie and Dr Te Kani Kingi. It has also been informed by consultations with Government, academic and non-Government stakeholders in New Zealand and internationally (see Appendix).

The paper was completed between April and June 2015.

© 2015 Te Pou Matakana

ALL RIGHTS RESERVED. Any unauthorised copy, reprint or use of this material is prohibited. No part of this content may be reproduced or transmitted in any form or by any means, electronic or mechanical, including photocopying, recording, or by any information storage and retrieval system without express written permission from Te Pou Matakana.

¹A "shared outcomes framework" is a common set of measures used by a collective of organisations to monitor performance, and learn what is and is not working. It aligns program and organisational level outcomes with population level outcomes.

²"Community agencies" is used to refer to non-Government organisations and businesses that deliver services to the community, such as employment services and sporting agencies.



Contents

Foreword.....	4
Executive Summary	5
1. New Zealand’s approach to supporting whānau to achieve social and economic outcomes needs to evolve.....	7
1.1 There is a long-term vision for Māori wellbeing.....	7
1.2 The conventional funding model will prevent New Zealand from achieving this vision.....	9
2. Commissioning for outcomes—based on a shared outcomes framework—will drive better outcomes for whānau.....	11
2.1 The move towards commissioning for outcomes has begun.....	11
2.2 There are clear benefits of commissioning for outcomes	12
3. There is a strong foundation for a shared outcomes framework for whānau.....	15
3.1 Building on the Government’s shared outcomes focus	15
3.2 Aligning and leveraging Māori outcomes frameworks	16
4. A shared outcomes framework for whānau	18
4.1 The framework will deliver benefits for Government, community agencies and whānau.....	18
4.2 The framework will be guided by Māori principles	19
4.3 The framework will strike a balance between consistency and flexibility.....	20
4.4 The framework will be applicable across Ministries and community agencies	21
4.5 An indication of what the framework will look like.....	24
4.6 What a shared outcomes framework for whānau will not be.....	25
5. A roadmap for embedding a shared outcomes framework for whānau.....	26
5.1 Using the shared outcomes framework to drive better outcomes for whānau	26
5.2 Options to overcome potential challenges.....	31
6. Our invitation to you to continue the discussion	35
Appendix.....	36
Consultations	36
Bibliography	37



Foreword

Te Pou Matakana (TPM) has brought the commissioning for outcomes approach to New Zealand with the aim of improving the lives of the whānau we support. This approach is driving the collaborative and innovative behaviours we need to see to get the best outcomes for whānau.

We are compelled to encourage broader adoption of this approach by all Government Ministries and agencies. We see this as a positive alternative to the conventional funding model of multiple, prescriptive, short-term contracts that is not working for whānau.

Two important pillars are needed for commissioning for outcomes to succeed. First, we need a shared framework that defines the long-term outcomes we are collectively working towards. Second, we need an agreed approach to tracking progress towards these outcomes. We have invested in developing an approach that will work for New Zealand and the steps we need to take to get there. Our current thinking is laid out in this paper.

We would like you to work with us to build a shared outcomes framework for whānau that can be used by all Government Ministries, agencies and funded organisations to plan, fund, deliver, monitor and evaluate our activities.

We invite you to engage in a conversation with us to make this a reality.

John Tamihere
Chief Executive Officer
Te Pou Matakana Commissioning Agency



Executive Summary

Wellbeing is at the heart of good public policy. New Zealand performs strongly in international measures of wellbeing and progress. However, the Māori population enjoys fewer markers of wellbeing than the rest of the New Zealand population.

The New Zealand Government has a desired long-term state for Māori society. Progress towards *Ara Hei Mua*, or Māori wellbeing, is not being prevented by a lack of effort and resources. The conventional funding model undermines the type of collaborative, long-term service delivery approaches that most benefit whānau.

The Government has committed to finding “new and better ways to improve outcomes for New Zealanders within a tight fiscal environment”.³ Commissioning for outcomes is an emerging model that is an alternative to the conventional funding model. It has been shown in other jurisdictions to deliver:

- Improved outcomes for service users and for the community
- Greater focus on harm prevention through long-term investments
- Increased value for money through the delivery of services in a more efficient way.

We need to expand the use of commissioning for outcomes models across Government Ministries and community agencies. To do so will require a shared outcomes framework for whānau to be used across all Ministries and community agencies that link population-level outcomes to outcomes at the provider⁴ and program levels.

Policy makers have the opportunity here to build on the momentum created by the Whānau Ora policy. In doing so, three key principles should be kept in mind. First, we need to recognise previous work done in the field of outcomes measurement, both successes and failures, and to see these attempts as important stepping stones to where we are today. Second, we need to co-produce a new shared outcomes framework by working in close partnership with community agencies and whānau themselves. Finally, we should drive towards greater integration of services and work together across multiple Government Ministries and agencies.

A commissioning for outcomes approach, supported by a shared outcomes framework, will provide the Government and community agencies with:

- A standard vocabulary and agenda, which will provide a common understanding of progress and a better appreciation of the full range of outcomes that whānau desire
- The ability to compare approaches by identifying the inter-linkages between activities and outcomes, and a more robust evidence base for service and policy development
- Greater flexibility in service delivery, more collaboration and better alignment of activity to outcomes, which in turn results in more efficient resource allocation
- Better outcomes for whānau.

continued

³ State Services Commission (2013). *Better Public Services – next priorities*. <http://www.ssc.govt.nz/bps-next-priorities>.

⁴ “Provider” refers to Government and community agencies that provide services to whānau.



This will be a complex and challenging transition to make. This paper sets out a clear roadmap to adopt and embed the commissioning for outcomes approach, including options to overcome potential challenges, starting with the Whānau Ora Ministries, before being extended to other Ministries and community agencies.

We invite you to continue the discussion with us as we work towards the development and implementation of a shared outcomes framework for whānau.

1. New Zealand's approach to supporting whānau to achieve social and economic outcomes needs to evolve

1.1 There is a long-term vision for Māori wellbeing

Wellbeing is at the heart of good public policy. Wellbeing describes not just the economic health of a nation or community, but also the conditions that indicate whether our lives are getting better.⁵ For the last ten years the Organisation for Economic Co-operation and Development's (OECD) *Better Life Index* has measured wellbeing "to understand the living conditions that ordinary people experience". Individual wellbeing is comprised of quality of life and material conditions, which require natural, economic, human and social capital to be sustained over time.⁶ Figure 1.1 below depicts the model that underpins the *Better Life Index*, showing the interaction between individual wellbeing and the different forms of capital required to sustain wellbeing over time.

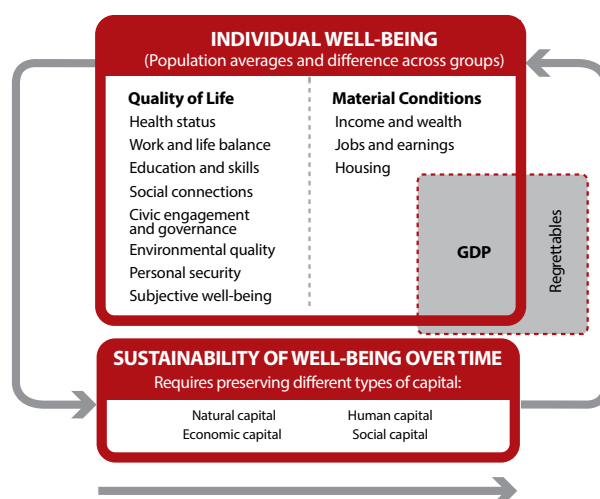


Figure 1.1: The OECD's wellbeing framework⁷

New Zealand performs strongly in international measures of wellbeing and progress. It ranks among the top countries in a large number of indices within the Better Life Index, including self-reported health, civic engagement and the environment.⁸

However, the Māori population enjoys fewer markers of wellbeing than the rest of the New Zealand population in a number of areas, including health, education, and social connection. This is despite gains being made in some important areas (for example, in life expectancy and representation in Government).⁹ Many more Māori should be experiencing higher levels of wellbeing than is currently the case.

5 OECD. (2013). *Measuring Well-being and Progress: Understanding the issue*. <http://www.oecd.org/statistics/measuringwell-beingandprogressunderstandingtheissue.htm>.

6 *ibid.*

7 *ibid.*

8 OECD. (2014). New Zealand. *OECD Better Life Index*. <http://www.oecdbetterlifeindex.org/countries/new-zealand/>.

9 Statistics New Zealand. *NZ Social Indicators He Kete Tatauranga*. http://www.stats.govt.nz/browse_for_stats/snapshots-of-nz/nz-social-indicators/Home.aspx.



The New Zealand Government, through Te Puni Kōkiri (TPK), has five *kaupapa* to support *Ara Hei Mua* - the desired long-term state of Māori society.¹⁰ The table below presents Te Puni Kōkiri's 5 *kaupapa* and *Ara Hei Mua*, and how they relate to the Better Life Index wellbeing areas (see Table 1.1).

Ā mātou kaupapa Te Puni Kōkiri priorities	Ara Hei Mua Te Puni Kōkiri desired long-term state of Māori society	Relevant Better Life Index wellbeing area
Skills and learning	For Māori to be skilled, learned and innovative.	Quality of life – education and skills
Cultural wealth	For Māori to be secure, confident and expert in their own language and culture.	Social capital
Economic wealth	For Māori economic wealth to thrive through high performing people, assets and enterprises.	Material conditions
Crown - Iwi, hapū, whānau Māori relations	For the Crown to have genuine engagement and productive relationships with Māori. Includes current consultations.	Quality of life – civic engagement and governance
State Sector effectiveness	An effective State Sector to support Māori aspirations.	Social capital

Table 1: Te Puni Kōkiri priorities and desired long-term state of Māori society

Progress towards *Ara Hei Mua*, or Māori wellbeing, is not being prevented by a lack of effort and resources. The New Zealand Government has invested significant funds to work towards the *Ara Hei Mua*. For example, the Government spent \$137.6 million over four years on Whānau Ora.¹¹ In addition, significant resources to enable and encourage Māori development sit outside Whānau Ora, and are administered by other Ministries and agencies, particularly in the Ministries of Health, Education and Social Development.¹² While collaboration between these Ministries has increased recently, the lack of a coherent approach across the whole-of-Government has reduced the impact of those resources.

10 Te Puni Kōkiri. *Ā Mātou Kaupapa*. <http://www.tpk.govt.nz/en/a-matou-kaupapa/>.

11 Controller and Auditor-General. (2015). *Whānau Ora: the first four years*. <http://www.oag.govt.nz/2015/whanau-ora>.

12 Te Puni Kōkiri. (2014). *Te Whanake Māori: Building an Agenda for Māori Development*. <http://www.tpk.govt.nz/documents/download/449/tpk-bim2014.pdf>.

1.2 The conventional funding model will prevent New Zealand from achieving this vision

Funding and delivering services in the same way is not a sustainable option for New Zealand.¹³ There is an extensive evidence base that demonstrates that whānau-centred, collaborative, long-term approaches work to generate and sustain positive change.¹⁴ The Treasury recognises that “solving difficult social problems means a long-term focus on root causes, and ensuring that existing Government services work together to provide effective and sustained support”.¹⁵

However, the conventional funding model undermines collaborative, long-term service delivery approaches.¹⁶ Figure 1.2 below outlines the key components of the conventional funding model, how each of these components contribute to inflexible and ill-targeted service delivery, which in turn produce poor wellbeing outcomes for whānau. The conventional funding model also has a number of strengths, particularly achieving efficiencies in service delivery by creating competitive tension between service providers (both in the Government and community sectors), and having clear lines of accountability between funding allocations and service delivery.

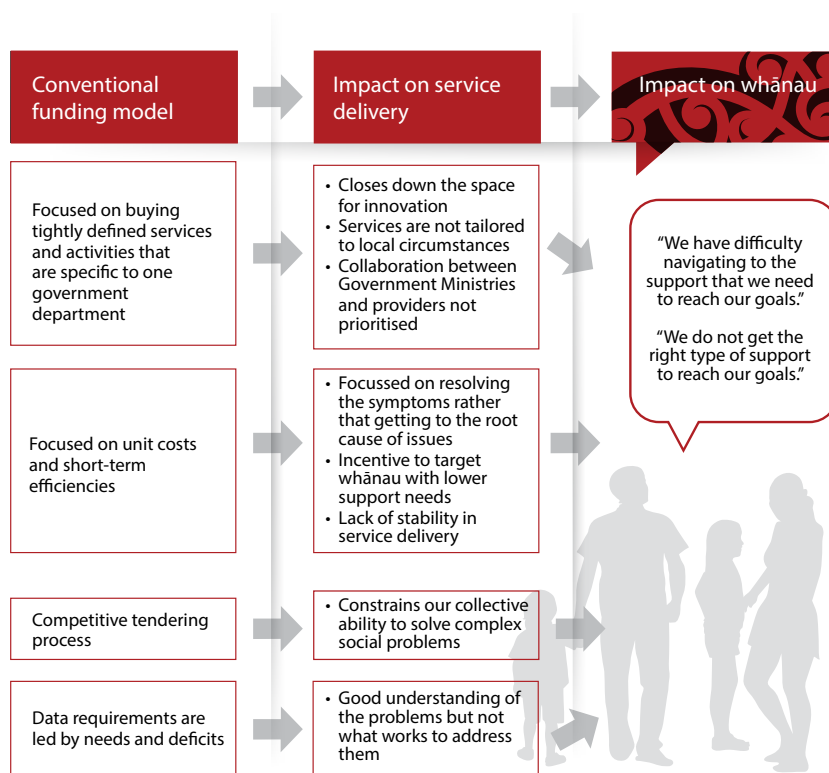


Figure 1.2: Limitations of the conventional funding model

13 State Services Commission (2013). *Better Public Services – next priorities*. <http://www.ssc.govt.nz/bps-next-priorities>.

14 See for example, Murdoch Children's Research Institute. (2011). *Review of the evidence base in relation to early childhood approaches to support children in highly disadvantaged communities for the Children's Ground Project*. http://www.childrensground.org.au/wp-content/uploads/2014/09/Childrens_Ground_Project_Literature_Review_FINAL_3.10.11.pdf.

15 The Treasury. (2014). *How can Government improve results for our most vulnerable (at-risk) children and their families?*. <http://www.treasury.govt.nz/budget/socialinvestment/rfi-socialinvestment.pdf>.

16 Te Pou Matakana. (2015). *Commissioning for Outcomes*.



In addition to the negative impacts of the conventional funding model on whānau, there are also negative impacts for providers and for Government. Some of the issues that community agencies say that they experience as a result of the conventional funding model include:

- Community agencies receive inadequate levels of funding for services they provide, and have limited ability to raise money for shortfalls
- Funding is often fragmented and not secure, which contributes to unstable operating conditions
- Contracts are too tightly focused and unable to accommodate innovation
- Much needed cross-sectoral development and service delivery is not always possible.¹⁷

For Government this means that the risk factors and determinants of health and wellbeing are not being addressed, and complex problems go unresolved, necessitating increased spending on more expensive tertiary interventions. The lack of co-ordination also contributes to wastage of funds through gaps and overlaps in service delivery.

The conclusion that can be drawn from this is simple and powerful: funds are not being used efficiently and are not flowing to the right places to achieve the desired outcomes. The challenge is: how do we create an efficient market for social outcomes?

¹⁷ Te Pou Matakana. (2014). *He Ara Hōu – Frameworks and Practices for Māori Commissioning*. p.15.

2. Commissioning for outcomes—based on a shared outcomes framework—will drive better outcomes for whānau

2.1 The move towards commissioning for outcomes has begun

Over time the New Zealand Government's funding models have evolved from allocating funds to achieve a broad purpose (block grants), to funding community agencies based on the number and mix of services provided (activity based contracts) (see Figure 2.1). Today, most Government funding is provided to the non-Government sector on an activity basis where success is determined by the quantity and/or quality of the outputs generated. This is referred to as the conventional funding model in this paper.

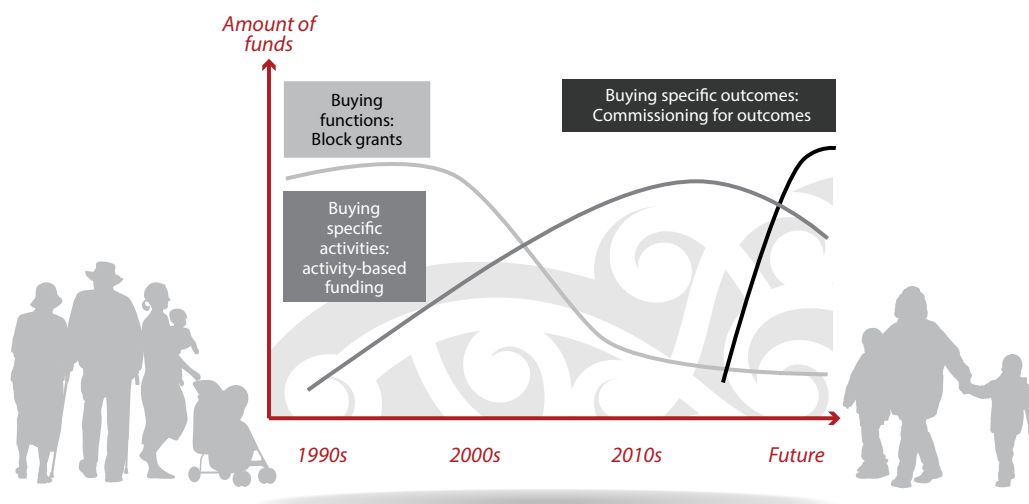


Figure 2.1: Evolution of Government funding models of the not-for-profit sector

Note: There are other funding models operating that are not represented here, including individualised funding models. This figure is illustrative only.

The Government has committed to finding “new and better ways to improve outcomes for New Zealanders within a tight fiscal environment”.¹⁸ We need to make better use of the resources available to support whānau by using capital to drive success.¹⁹

Te Pou Matakana (TPM) has been compelled to explore alternatives to the conventional funding model to improve outcomes for whānau. Commissioning for outcomes is an emerging model that is an alternative to the conventional funding model. It is well-recognised that a shift from funding activities and outputs, to commissioning for outcomes is needed to improve outcomes for whānau.²⁰

¹⁸ State Services Commission (2013). *Better Public Services – next priorities*. <http://www.ssc.govt.nz/bps-next-priorities>.

¹⁹ Social Ventures Australia Consulting. (2014). *Investing in Social Change*. *SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2014/09/10/investing-in-social-change/>.

²⁰ For example, Te Manatū Whakahiato Ora. (2014). *Investing in Services for Outcomes: Information for NGOs*. <http://www.msd.govt.nz/about-msd-and-our-work/work-programmes/investing-in-services-for-outcomes/>.



2.2 There are clear benefits of commissioning for outcomes

The failure to be clear about desired outcomes is a major barrier to effective capital allocation to achieve social change. Desired outcomes should be the starting point for a sensible allocation of investment. We must be clear about the outcomes that we want an investment to achieve and be able to measure progress towards these outcomes. By doing so we will create a virtuous loop so that when outcomes are achieved, we fund based on performance. And when they are not achieved, we modify or re-allocate investment accordingly.²¹ This is the essence of commissioning for outcomes.

There is a wealth of international literature that outlines the benefits of a commissioning for outcomes approach.²² A leading advocate of the approach, UK's new economics foundation (or NEF), contends "a focus on the 'triple bottom line' (social, environmental and economic impacts) and on co-production can enable commissioners to get real value for money, achieve well-being and prevent harm."²³

NEF's extensive work in this area has informed the development of TPM's commissioning for outcomes model. Figure 2.2 below shows the main components of the model, how these components contribute to collaborative and well-targeted service delivery, and improved outcomes for whānau.

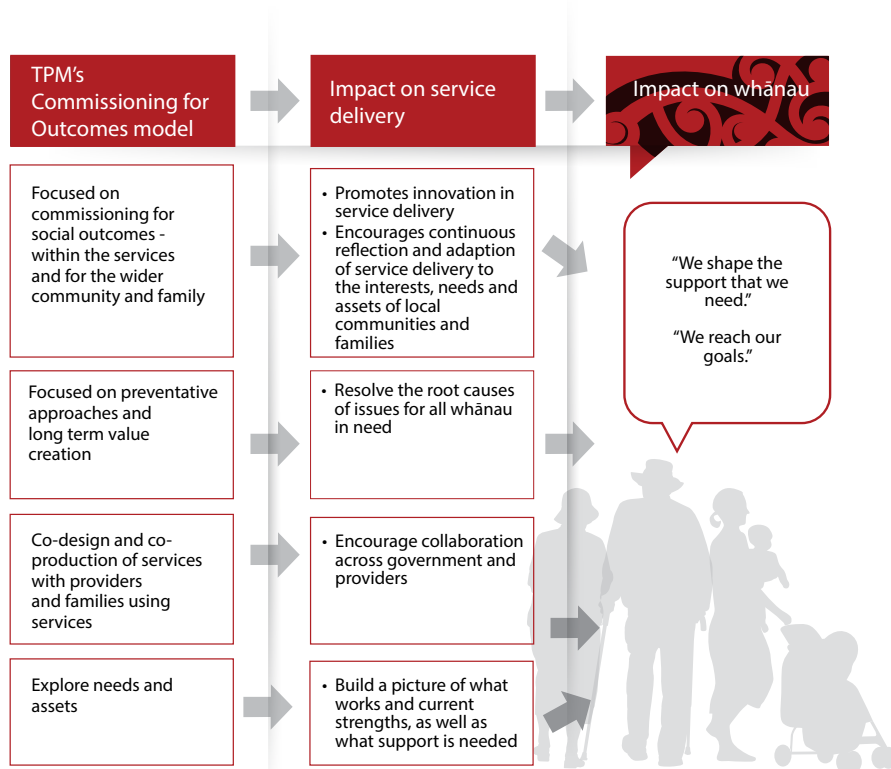


Figure 2.2: Anticipated benefits of the TPM Commissioning for Outcomes model

²¹ Social Ventures Australia Consulting. (2014). Investing in Social Change. *SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2014/09/10/investing-in-social-change/>.

²² SROI Network. *Social Return on Investment – and commissioning: How commissioners can use SROI to achieve better results*. http://www.thesroinetwork.org/component/docman/doc_download/74-social-return-on-investment-and-commissioning?Itemid=138.

²³ nef. (2014). *Commissioning for outcomes and co-production: A practical guide for local authorities*. <http://www.neweconomics.org/publications/entry/commissioning-for-outcomes-co-production>.



The Productivity Commission provides a strong endorsement of TPM's commissioning for outcomes approach in its recent inquiry draft report on *More Effective Social Services*:

"The development aspirations of Māori, the desire to improve the outcomes of whānau, and the tikanga around manaakitanga, whānaungatanga and rangatiratanga mean that iwi and other Māori groups are obvious candidates for further devolution of the commissioning of social services."²⁴

When executed well, the benefits of commissioning for outcomes fall into three categories:

- Improved outcomes for service users and for the community
- Greater focus on harm prevention through long-term investments
- Increased value for money through the delivery of services in a more efficient way.

Improved outcomes for service users and for the community



Case study:

Commissioning for Value in the National Health Service, England

Commissioning for Value is a collaboration between NHS Right Care, NHS England and Public Health England that applies the commissioning for outcomes approach. *Commissioning for Value* involves regional collaborations working together to identify priority programs that offer the best opportunities to improve patient outcomes from healthcare and to improve the value that populations receive from investment in their local health system.²⁵

The starting point for the Calderdale Clinical Commissioning Group (CCG) to commission for value was to undertake a comprehensive review of health investment patterns and review population outcomes in the local health economy.²⁶ As a result of this review, the Calderdale CCG has begun to make business decisions based on a clear rationale and supporting evidence, rather than responding to assumptions and anecdote. They have had wider engagement with the system partners which has led to better integration of services.

In addition, health clinicians now have a consistent framework against which to review patterns of spending and to evaluate their impact on quality and outcomes. This has spurred increased clinical ownership of the challenges facing the region, in the case of respiratory disease. Increased investment has been made to address this challenge.

As a result, referrals to services have increased and admissions to hospital for ambulatory case sensitive conditions have reduced. While it is too early to assess the impact on health outcomes in terms of reducing readmissions to hospital and ultimately reducing mortality rates for respiratory disease, it is anticipated that these outcomes will eventuate over time.²⁷

For more information see: <http://www.rightcare.nhs.uk/index.php/commissioning-for-value/>

²⁴ Productivity Commission. (2015). *More Effective Social Services*, <http://www.productivity.govt.nz/sites/default/files/social-services-draft-report.pdf>. p.279.

²⁵ NHS (2015). Commissioning for Value. *Right Care*. <http://www.rightcare.nhs.uk/index.php/commissioning-for-value/#commissioningforvalue>.

²⁶ NHS (2015). Commissioning for Value in Calderdale – One Year On. *Right Care* <http://www.rightcare.nhs.uk/index.php/resourcecentre/commissioning-for-value-best-practice-casebooks/commissioning-for-value-in-calderdale-one-year-on/>.

²⁷ *ibid*.



2. Commissioning for outcomes —
based on a shared outcomes framework—
will drive better outcomes for whānau
continued

Focus on harm prevention through long-term investments



Case study: Newpin Social Benefit Bond, Australia

Social benefit bonds (SBB) – also known as social impact bonds or pay-for-success bonds elsewhere – are a mechanism by which charitable and philanthropic trusts, as well as ethical and institutional investors, replace Government in its role providing funding for prevention and early-prevention social programs. In return for the funding, community agencies agree to deliver specific social outcomes through nominated programs. As these programs ward off future social ills and associated costs, Governments can make significant long-term savings.²⁸

Typically, Government payments attach to service delivery rather than the outcome the Government is seeking to achieve. In contrast, SBBs provide a direct financial incentive to focus on and improve the relevant outcome. This emphasis on performance targets gives everyone involved in the project more incentive for success. These targets often span many years beyond a typical Government contract.

The first Australian SBB was between the New South Wales Government and Uniting Care Burnside for its New Parent and Infant Network (Newpin) program. Social Ventures Australia (SVA) played a lead role in structuring and marketing the pilot SBB to potential investors and successfully raised \$7m. Over the seven year duration of the Newpin bond, it is expected that more than 460 children will be supported to return or stay with their families. The Newpin bond is a long-term investment that facilitates a harm prevention focus. For more information see: <http://socialventures.com.au/work/newpin-social-benefit-bond/>

Value for money through the delivery of services in an efficient way



Case study: Moneyball for Government, United States

Moneyball is focused on using outcomes data and evidence to invest limited taxpayer dollars so that they get the maximum social, economic and environmental impact. It is underpinned by the belief that “Government at all levels should help improve outcomes for young people, their families and communities by:

- Building evidence about the practices, policies and programs that will achieve the most effective and efficient results so that policymakers can make better decisions;
- Investing limited taxpayer dollars in practices, policies and programs that use data, evidence and evaluation to demonstrate they work; and
- Directing funds away from practices, policies, and programs that consistently fail to achieve measurable outcomes.”²⁹

The initiative is being championed by high-profile representative of the federal, state and local Governments including Michael Bloomberg, former Mayor, New York City; and Peter Orszag, Former Director, Office of Management and Budget, President Barack Obama, and former Director, Congressional Budget Office.

Moneyball has been applied to a range of policy areas, including career training, at home care and teen pregnancy prevention. For more information see: <http://moneyballforgov.com/>

²⁸ Social Ventures Australia. (2013). Pinning benefit bonds down. *SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2013/05/26/pinning-benefit-bonds-down/>.

²⁹ Moneyball for Government. *Moneyball Principles*. <http://moneyballforgov.com/moneyball-principles/>.



3. There is a strong foundation for a shared outcomes framework for whānau

It is clear that we need to expand the use of commissioning for outcomes models across Government Ministries and community agencies. To do so will require:

- agreement to the end point that we are working towards in the form of a **shared vision and strategy for whānau**; and
- a shared understanding of pathways to achieving this vision and a way of monitoring progress through a **shared outcomes framework³⁰ for whānau**.

The remainder of this paper proposes an approach to developing and embedding a shared outcomes framework for whānau.

3.1 Building on the Government's shared outcomes focus

The New Zealand Government is a recognised leader in setting clear, long term outcomes.³¹ Central to this reputation is a clear articulation of the *Better Public Services* outcomes and targets in six core areas.³² The Government is clear on why these areas are important, what steps are being taken to drive results and what will provide evidence of successful performance.³³ This approach recognises that when you focus, you get better results because it is clear what the aim is and how effort is being expended to achieve the results.³⁴

It is encouraging to see the New Zealand Government's willingness to have an explicit focus on outcomes and preparedness to put hard targets on the table. However, the *Better Public Services* agenda and approach will only go part-way to improving outcomes for whānau as it focuses on public services, rather than all services provided to Māori by providers across Government and the community sector; and presents results at a national level, which can mask discrepancies between population groups.

The *Better Public Services* approach is an excellent step in the right direction. The momentum behind the *Better Public Services* approach needs to be capitalised on and extended to include a shared outcomes framework for whānau to be used across all Ministries and community agencies that links population-level outcomes to outcomes at the provider³⁵ and program levels.

A "shared outcomes framework" is a common set of measures used by a collective of organisations to monitor performance, and learn what is and is not working. It aligns program and organisational level outcomes with population level outcomes.

Some nations and states have adapted a shared outcomes framework for their populations, for example, Scotland, the US State of Virginia. The New Zealand Government has the opportunity to be a thought leader in shared outcomes internationally.

³⁰ A shared outcomes framework is a common set of measures used by a collective of organisations to monitor performance, track progress towards outcomes and learn what is and is not working.

³¹ Social Ventures Australia Consulting. (2014). Investing in Social Change. *SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2014/09/10/investing-in-social-change/>.

³² English, Bill and Paula Bennett. (2015). Ministers set new targets to reduce dependence. *Beehive.govt.nz*. <http://beehive.govt.nz/release/ministers-set-new-targets-reduce-dependence>.

³³ State Services Commission. (2015). *Better Public Services*. <http://www.ssc.govt.nz/better-public-services>.

³⁴ English, Bill and Paula Bennett. (2015). Ministers set new targets to reduce dependence. *Beehive.govt.nz*. <http://beehive.govt.nz/release/ministers-set-new-targets-reduce-dependence>.

³⁵ Provider refers to Government and community agencies that provide services to whānau.



3. There is a strong foundation for a shared outcomes framework for whānau
continued

3.2 Aligning and leveraging Māori outcome frameworks

Māori organisations have a rich history of research and evaluation that can be built upon in developing a shared outcomes framework to improve whānau wellbeing. An interest in outcomes, in contrast to activities and interventions, was evident as far back as 1984⁴⁰ when the Māori Women's Welfare League produced the *Rapu Ora Report* on the Health of Māori women. In analysing their data they drew on a Māori wellbeing framework. (Te Whare Tapa Wha) that included wairua (spiritual wellbeing), hinengaro (emotional and mental wellbeing), tinana (physical wellbeing), whānau (family wellbeing). The development of outcome tools relevant to Māori was again emphasised in the 1990s, largely in response to the establishment of increasing numbers of Māori community agencies in health, social services, education and the need to know whether their results were favourable or not.

In 2002, in an attempt to help providers of mental health services to Māori, Dr Te Kani Kingi developed *Hua Oranga*, an outcome framework. His framework not only focussed on measurable outcomes according to Whare Tapa Wha dimensions but also provided for parallel measurements to be made by patient, clinician, and a family member.³⁶

Also in 2003, at a national Hui on whānau development, a framework for measuring whānau Outcomes was presented and discussed. The framework identified six key capacities associated with whānau wellbeing: the capacity to care, to share, for guardianship, to empower, to plan ahead and for growth.³⁷

The following year, health impact assessments were under discussion and a Māori health impact framework was discussed. It included two major sites of impact – the resource domain and the human domain.³⁸

But it was not until 2010 that a more comprehensive approach to whānau wellbeing was outlined in *Whānau Ora: Report of the Taskforce on Whānau Centred Initiatives*. Building on the earlier findings the Report described six major whānau outcome goals: whānau self-management, healthy whānau lifestyles, and full whānau participation in society, confident whānau participation in te ao Māori, economic security, and whānau cohesion. The report became the basis for the Whānau Ora policy.³⁹

In recent years New Zealand Government Ministries, District Health Boards, Māori service delivery and commissioning agencies have developed an array of outcomes frameworks for Māori service users and the community.⁴¹ The literature also highlights that there have been several previous attempts to introduce these frameworks.⁴²

There is now a need to align these distinct projects and build a common language and practical approach to monitoring, evaluating and commissioning outcomes for Māori. It is time for Māori outcomes frameworks to be recognised and synchronised by Government.

³⁶ Kingi, Te Kani (2002). *Hua Oranga Best Outcomes for Māori*, PhD thesis. Massey University.

³⁷ Durie, Mason. (2001). *Mauri Ora The Dynamics of Māori Health*. Oxford University Press. Auckland. p. 200-202.

³⁸ Durie, Mason. (2011). *Nga Tini Whetu Navigating Māori Futures*. Huia Publishers Wellington. p. 299-300.

³⁹ Ministry of Social Development. (2010). *Taskforce On Whānau Centred Initiatives*. <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/planning-strategy/whanau-ora/whanau-ora-taskforce-report.pdf>.

⁴⁰ Te Ara, Māori Women's Health Activism, *Women's Health*. <http://www.teara.govt.nz/en/womens-health/page-9>.

⁴¹ For example: Ministry of Health. *He Korowai Oranga: Māori Health Strategy*; Waitemata District Health Board.

⁴² Kingi, Te Kani and Leonie Simpson (2005). *An Outcomes Based Approach to Social-Service Delivery: Issues for Consideration and Development*. Massey University.



Policy makers also have an opportunity here to build on the momentum created by the Whānau Ora policy. In doing so, three key principles should be kept in mind.

- First, we need to recognise previous work done in the field of outcomes measurement, both successes and failures, and to see these attempts as important stepping stones to where we are today
- Second, we need to co-produce a new shared outcomes framework by working in close partnership with community agencies and whānau themselves
- Finally, we should drive towards greater integration of services and work together across multiple Government agencies.

Building on our current knowledge base and prior experiences can help to ensure that there is a smooth progression towards a shared outcomes framework for whānau. It is also important to recognise the unique contribution that Māori communities can make to a whole of Government approach to outcomes measurement.

Māori make an active investment in understanding and advocating for change, not only in the interests of improving the equity of Māori and non-Māori populations but also to ensure that future generations are able to flourish as Māori in modern New Zealand. The shared outcomes framework for whānau will be valuable for Government, community agencies, service users and the wider community.

⁴³ Te Puni Kōkiri. (2013). *Measuring performance and effectiveness for Māori*. <http://www.tpk.govt.nz/en/a-matou-mohiotanga/crownmaori-relations/measuring-performance-and-effectiveness-for-maori->

⁴⁴ Productivity Commission. (2015). *More Effective Social Services (Draft report)*. <http://www.productivity.govt.nz/sites/default/files/social-services-draft-report.pdf>. p.272-3.



4. A shared outcomes framework for whānau

4.1 The framework will deliver benefits for Government, community agencies and whānau

A shared outcomes framework for whānau will move Ministries and community agencies beyond sector-, organisation- and program-specific outcomes frameworks to a framework that is relevant across all Government Ministries and that reflects the interactions between different parts of whānau lives. The purpose of a shared outcomes framework for whānau is to have a single framework that is used by all relevant Government Ministries and community agencies to design, produce, deliver and fund services.

Shared outcomes frameworks offer benefits beyond each organisation using bespoke outcomes frameworks. NPC, a UK charity think tank and consultancy, highlights the benefits of shared outcomes frameworks in the UK: "until we can get more shared measurement into social policy – and especially the charity sector – our efforts to measure what works will be fragmented and we may miss valuable lessons and insights from our peers."⁴⁵

The benefits for **Government Ministries** of a shared outcomes framework for whānau include:

- a common language to determine the outcomes they want to contribute to, and what they want the agencies they fund to contribute to
- the ability to identify outcomes that they can work with other Ministries to contribute to, and a shared framework of reference to hold each other to account
- a tool to compare the performance of services and organisations they fund, and to allocate resources to those that are performing best
- Increased value for money through the delivery of services in a more efficient way.

The benefits for **community agencies** of a shared outcomes framework for whānau include:

- a tool for identifying the outcomes that they want to contribute to
- the ability to benchmark their programs and services against like organisations
- recognition of the full range of outcomes that they generate, regardless of the source of funding they receive.

The benefits for **whānau** of a shared outcomes framework for whānau include:

- access to services that are clear about the outcomes that they are working to achieve
- access to services that deliver the outcomes that they would like to progress towards
- a standardised way of comparing the services that they can access.

⁴⁵ NPC. (2013). *Blueprint for Shared Measurement*. <http://www.thinknpc.org/publications/blueprint-for-shared-measurement/> <http://svaconsultingquarterly.com/2014/03/14/shared-measurement-easier-than-you-think/>.

Discussion questions

1. Which benefits is your Ministry most interested in the framework delivering?
2. Are there any other benefits you would add that the framework should provide?

4.2 The framework will be guided by Māori principles

Principles are important in grounding an outcomes framework in the reality that the framework is attempting to represent. There are few examples of outcomes frameworks in use in New Zealand that have been conceived from a Māori viewpoint using Māori norms.

Over many years, Durie and Kingi have developed and refined six principles for Māori outcomes frameworks to highlight the application of outcome measures and the broad parameters under which they operate. The first three principles, *Outcome Interconnectedness*, *Outcomes Specificity and Strengths Based*, consider the limitations of measures in existing frameworks and the idea that these types of measures, while useful, are not perfect. The measures require considered interpretation through alignment with both input and process indicators. The last three principles, *Māori Focused Outcomes*, *Māori Commonality*, and *Contemporary Relevance*, consider the Māori population, diversity, characteristics, and distinctiveness. These six principles are described in Table 4.1 below.⁴⁶

Principle	Characteristics
1. Outcome Interconnectedness	Māori and non-Māori outcomes are the same on many levels. Generic measures of outcomes will therefore be of relevance.
2. Outcome Specificity	Outcomes often have multiple determinants and it is frequently difficult to identify what these are. However, it is important that as much as practical, an outcome determinant or cause is identified.
3. Strengths Based	Shifts the orientation from the avoidance of negative outcomes (e.g. truancy from school) to the display of positive outcomes (e.g. success in NCEA).
4. Māori Focused Outcomes	Māori outcomes need to be based on Māori goals and aspirations rather than only with comparisons with non-Māori.
5. Māori Commonality	While the Māori population is diverse (culturally, demographically, and socio-economically) there are outcomes which are held in common and which assist with the identification of Māori specific outcomes.
6. Contemporary Relevance	Although cultural outcomes are often shaped by traditional and historical constructs, these will need to be placed and considered within a contemporary context, one which brings relevance to the current environment, structures, and interactions.

Table 4.1: Principles for a shared outcomes framework for whānau⁴⁷

⁴⁶ Durie, Mason. (2003). Parameters, Goals and Outcomes for Maori Development. In Durie, Mason *Nga Kahui Pou – Launching Maori Futures*. Wellington, Huia Publishers. p.308-309. Kingi, Te Kani, *Measuring Māori Outcomes within Education: A discussion document*. p.28-29. Durie, Mason et al. (2002). *Māori Specific Outcomes and Indicators*. Massey University, Palmerston Nth.



Discussion questions

- 3. How well do the principles for Māori outcomes framework align to your Ministry’s current approach to outcomes measurement and evaluation?
- 4. What will be required to shift your approach to achieve alignment with these principles?

4.3 The framework will strike a balance between consistency and flexibility

Outcomes frameworks typically outline what outcomes to measure, how to measure those outcomes and how to assess progress towards the outcomes. When considering the scope and contents of an outcomes framework (and in particular a shared outcomes framework) there is a need to strike a balance between consistency and flexibility in outcomes measurement and assessment.

Consistency provides the opportunity to aggregate data across organisations and to make comparisons. This is very useful in determining the best value for money in resource allocation; however, the relevance of particular outcomes or measures may be inconsistent across investments or organisations, making these comparisons less meaningful.

Alternatively, *flexibility* enables service providers and users to set their own goals (or outcomes), which establishes an engaging and empowering dynamic. Both engagement and empowerment will be enhanced when cultural norms are recognised and included in outcome goals and indicators. For whānau, tikanga and kaupapa Māori will be especially relevant. However, too much flexibility limits the ability to make comparisons between investments and learn from the results.

A balance between consistency and flexibility will need to be struck across the five elements of the shared outcomes framework for whānau:

Element	Description
1. Outcome domains	The high-level grouping of outcomes experienced by stakeholders, as a result of an activity or investment
2. Outcomes	The effect of an activity or investment on stakeholders.
3. Indicators	The observation or measurement that indicates the progress that has been made towards an outcome
4. Measurement approach	The way quantitative and qualitative data should be measured and observed, and recorded to provide a valid and reliable indication of the type and extent of progress towards the outcomes
5. Assessment approach	The way that quantitative and qualitative data should be assessed and communicated to provide a valid and reliable representation of progress towards the outcome, the extent to which this would happen anyway, and the contribution of an investment to progress towards the outcomes

Table 4.2: Five elements of the shared outcomes framework for whānau



In line with NEF's experience advising organisations in the UK on the introduction of commissioning for outcomes approaches, it is recommended that the shared outcomes framework for whānau has agreed outcome domains and high-level, long-term outcomes with less prescription in the intermediate outcomes (i.e. immediate, short and medium term). This will enable Ministries to work with community agencies and whānau to determine the outcomes that are most relevant and engaging for them to work towards that will lead to the shared long-term outcomes. Community agencies will be required to provide evidence of the rationale for the intermediate outcomes that they select so that the logic between the intermediate outcomes and long-term outcomes is clear. This approach strikes the right balance between producing results that the Government will be able to aggregate and compare, while also empowering whānau to set their aspirations.

4.4 The framework will be applicable across Ministries and community agencies

Social, economic, cultural and environmental outcomes

To be effective, the shared outcomes framework for whānau needs to be sufficiently comprehensive to provide an accurate representation of the wellbeing of whānau. This means not just considering high-level indicators, such as employment levels, but taking a broader view of social, economic, cultural and environmental outcomes, and the inter-linkages between these outcomes.

The Whānau Ora Outcome Domains are the recommended starting point for the outcome domains in the shared outcomes framework.⁴⁸ Whānau Ora empowers whānau as a whole rather than focusing separately on individual family members and their problems. The Whānau Ora Outcome Domains are sufficiently broad to be applicable to many Government Ministries and community agencies that deliver a wide scope of services. They are also familiar to community agencies. Importantly, unlike the OECD Better Life Index's focus on individual wellbeing, we understand it is important to move towards measuring whānau outcomes.

To ensure that the shared outcomes framework for whānau is relevant across Government and community agencies, and to give a more comprehensive view of wellbeing at the national level, it is recommended that these domains be supplemented by one further domain related to the environment. The following table describes the domains and their links to the wellbeing areas (in the OECD's *Better Life Index*).

⁴⁸ Ministry of Social Development. (2010). *Taskforce On Whānau Centred Initiatives*. <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/planning-strategy/whanau-ora/whanau-ora-taskforce-report.pdf>.



Outcome domain	Description ⁴⁹	Better Life Index wellbeing area
1. Whānau knowledge	Whānau make their own decisions, care for their own people and supply their own needs. They are knowledgeable about their own communities, can access those goods and services necessary for ongoing development, are active participants in a range of networks and have patterns of leadership that provide continuity between the past and the future.	Quality of life – education and skills
2. Whānau health	Whānau actively foster lifestyles that lead to optimal health and wellbeing.	Quality of life – health status
3. Whānau participation in community	Whānau have ready access to community facilities and the ability benefit from community goods and services.	Quality of life- social connections
4. Whānau engagement with te ao Māori	Participation in Māori cultural events, iwi affairs, <i>marae hui</i> , <i>waka ama</i> and <i>kapa haka</i> , and the ongoing transmission of Māori knowledge, culture and te reo Māori.	Not applicable
5. Whānau standards of living	Whānau live comfortably, extend opportunities for children and grandchildren, and provide a nest egg for future generations.	Material conditions
6. Whānau relationships	Whānau remain connected, nurture younger generations and to embrace new technologies that will facilitate the process.	Quality of life – social connections
7. Whānau built and natural environment	<i>Mana whenua</i> is appropriately respected; The <i>Mauri</i> of all Waterways are in Optimum Health, and; <i>Wāhi Tapu</i> are Protected. ⁵⁰	Quality of life – environmental quality

Table 4.2: Seven outcome domains of the shared outcomes framework for whānau

Individual, whānau and national levels

For the shared outcomes framework for whānau to provide the benefits outlined in section 4.1 it needs to be relevant at the individual, whānau⁵¹, and national levels. This will require data to be collected and communicated in a way that is both engaging for individuals and whānau that receive services, and meaningful when the data is aggregated at the national levels for Government to assess and learn from progress towards outcomes.

Each outcome domain will comprise a number of outcomes, each of which will have a number of relevant indicators. Most indicators will be common across the different stakeholder levels. For example, data on participation in sporting activities is collected at the individual level and can be aggregated up to the number or percentage of individuals in each whānau. However, some indicators will only be relevant at the whānau level or the national level as they represent the interactions between individuals or groups within the population. For example in the area of education, an indicator at the individual level may be completion of the requirements necessary to access university; at the whānau level an indicator may be use of educational technologies together in the home; and at a national

⁴⁹ Ministry of Social Development. (2010). *Taskforce On Whānau Centred Initiatives*. <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/planning-strategy/whanau-ora/whanau-ora-taskforce-report.pdf>.

⁵⁰ Jeffries, Richard and Nathan Kennedy. (2009). *Ngā Mahi: A Kaupapa Māori Outcomes and Indicators Kete*. <http://researchcommons.waikato.ac.nz/bitstream/handle/10289/6102/PUCM%20Maori%20Report%202.pdf?sequence=1&isAllowed=y>.

⁵¹ In this instance whānau is used to refer to data collection at a household level.

level the indicator could be policy change that will lead to better outcomes for whānau.

Figure 4.1 shows that all of the outcome domains are relevant at all levels.

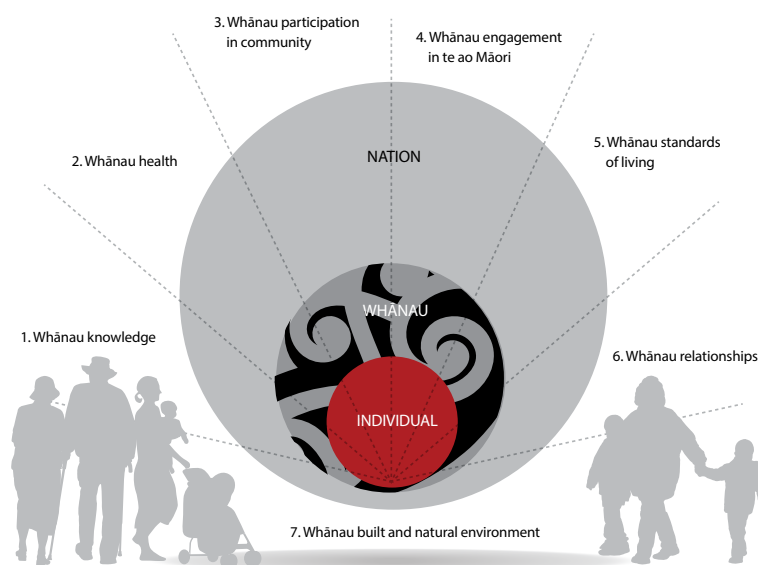


Figure 4.1: Outcome domains and stakeholder groups for the shared outcomes framework for whānau

Progression towards the outcome goals

The New Zealand population is heterogeneous. Some whānau are able to embrace the Whānau Ora outcome goals⁵² as part of their day-to-day reality, others are not able to meet any of the goals. Likewise, some whānau may be making good progress towards most of the outcome goals, but not all. Many outcomes frameworks, including Māori-specific frameworks, focus on the portion of the population that are far from meeting any of the goals. This makes sense in the context of many investments being focused on the provision of services that avert crises (e.g. homelessness support, emergency relief).

TPM see four broad phases of progression towards the outcome goals. The closest point to meeting the progress goals is referred to as *Future ready*, followed by *Success*, *Stability* and *Crisis Averted* moving further away from the outcome goals. There are multiple starting points for whānau reflecting the different circumstances that whānau face when they begin working with community agencies, and the journey they take while working with agencies.

To ensure that the diversity of the population is captured, it is essential that the shared outcomes framework include indicators that are relevant to whānau at all of these different progress points. This is also important to ensure that the measurement approach is:

- whānau-centred – by being relevant to their circumstances (i.e. relevant to the reason services are being accessed)

continued

⁵² Whānau are: self-managing; living healthy lifestyles; participating fully in society; confidently participating in te ao Māori; economically secure; successfully involved in wealth creation; and cohesive, resilient and nurturing. Ministry of Social Development. (2010). *Taskforce On Whānau Centred Initiatives*. <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/planning-strategy/whanau-ora/whanau-ora-taskforce-report.pdf>.



- engaging – by being sufficiently relevant to build into service delivery (i.e. incorporating measures into interactions with the service provider)
- transparent – by being clear why data is being collected and sharing the results.

Discussion questions

5. Are there any other dimensions (in addition to the outcome domains, group levels and progress towards goals) that need to be accommodated in the framework?

4.5 An indication of what the framework will look like

The following table provides an indication of what the shared outcomes framework for whānau will look like. The sample outcomes and indicators have largely been sourced from work undertaken by Sir Mason Durie and Dr Te Kani Kingi.⁵³ Note: Only a sample of the outcome domains, outcomes and indicators we would expect to see in the final framework are included in Table 4.3 below. The final framework will include immediate, short-, medium- and long-term outcomes, and indicators which are both objective and subjective.

Outcome domain	Sample outcomes	Sample indicators
1. Whānau knowledge	Financial literacy	Ability to complete financial literacy assessment
2. Whānau health	Enhanced whānau capacities to be healthy	Whānau arrangements for care of older whānau members Older whānau members are active and mobile
3. Whānau participation in community	Positive participation in society as Māori	Participation in Māori services (such as Māori health services, Māori educational services and Māori social services)
4. Whānau engagement with te ao Māori		Enrolment on an electoral roll
5. Whānau standards of living	Practice of Māori culture, knowledge and values	Marae attendances
6. Whānau relationships		Adherence to Māori protocol in meetings
7. Whānau built and natural environment	Financial resources available to pass on to future generations	Type and level of financial resources

⁵³ Durie, Mason, et al., (2002). *Māori Specific Outcomes and Indicators*. A report prepared for Te Puni Kōkiri.



Outcome domain	Sample outcomes	Sample indicators
8. Whānau knowledge	More confident in relationships with other people	Self-rated level of confidence
9. Whānau health	The Mauri of all Waterways are in Optimum Health	Access to water that is safe to drink
	Wāhi Tapu are Protected	Ownership of site location

Table 4.3: Sample excerpt of a shared outcomes framework for whānau

Discussion questions

- What are good examples of existing frameworks that should be drawn upon in the development of the shared outcomes framework for whānau?

4.6 What a shared outcomes framework for whānau will not be

This section has laid out what we recommend should be included in the shared outcomes framework for whānau. There are a number of things that we recommend that the framework **not** be:

- A replacement for hard working and sharp-eyed funding managers
- A fixed, unchanging framework that will remain the same over time – as new research emerges indicators will be refined
- A mechanism for directly comparing all investments that the NZ Government and social sector make in different outcome domains – this would require a valuation process.⁵⁴

⁵⁴ See for example Robin Hood. (2009). *Measuring Success: How Robin Hood Estimates the Impact of Grants*. https://www.robinhood.org/sites/default/files/2009_Metrics_Book.pdf; Social Ventures Australia. (2013). *Innovative way to measure what matters. SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2013/09/04/innovative-thinking-to-measure-what-matters/>.



5. A roadmap for embedding a shared outcomes framework for whānau

A commissioning for outcomes approach, supported by a shared outcomes framework, will provide the Government and community agencies with:

- A standard vocabulary and agenda which will provide a common understanding of progress and a better appreciation of the full range of outcomes that whānau desire
- The ability to compare approaches by identifying the inter-linkages between activities and outcomes, and a more robust evidence base for service and policy development
- Greater flexibility in service delivery, more collaboration and better alignment of activity to outcomes, which in turn results in more efficient resource allocation
- Better outcomes for whānau.

Commissioning for outcomes and managing for shared outcomes have been the subjects of discussion and debate within the Government and non-Government sectors in New Zealand for more than a decade.⁵⁵

What is missing from the debate is a clear statement of how a shared outcomes framework should be developed and used. We propose the following approach to fill this gap.

5.1 Using the shared outcomes framework to drive better outcomes for whānau

TPM envisages the framework being used by a broad range of Government Ministries and community agencies, including those that provide:

- educational services (e.g. school teachers)
- sport and recreation services (e.g. sporting agencies)
- career services (e.g. Careers New Zealand)
- employment services (e.g. Ministry of Business, Innovation and Employment)
- income tax services (Inland Revenue Department)
- services to Māori (Te Puni Kōkiri)
- legal services (e.g. Family Courts, Department of Justice)
- safety services (NZ Police)
- detention services (e.g. Department of Corrections, Ministry of Justice).

⁵⁵ For example: In 2004, the Department of the Prime Minister and Cabinet, Te Puni Kōkiri, the State Services Commission and The Treasury, issued a joint paper on managing for shared outcomes. Multiple. (2004). *Getting Better at Managing for Shared Outcomes*. <http://www.ssc.govt.nz/sites/all/files/mfso-guidance.pdf>.



We envisage three main phases to adopt and embed the commissioning for outcomes approach:

- setting up a shared outcomes framework for whānau;
- monitoring outcomes against the framework; and
- managing performance to progress towards outcomes in the framework.

In each of these phases we have identified the tools and capability that need to be in place to use the shared outcomes framework in the way that will deliver optimal outcomes. There are a number of measures that can be introduced or modified to reinforce the ideal use of the framework.

Setting up a shared outcomes framework for whānau

Success for the shared outcomes framework for whānau will mean that the framework is adopted by all Government Ministries and agencies, and organisations funded by Government, and that the vision underpinning the framework, the outcome domains, outcomes and indicators resonate with both whānau and service providers. The Ministries and community agencies will demonstrate that commitment through an agreement to work toward a shared vision, and improved collaboration between agencies and Government to align efforts and deliver mutually reinforcing activities consistent with this shared vision.

A secretariat could be established to work alongside Ministries and community agencies to assist them to gain a clear understanding of how each Ministries' and community agencies' activities contribute to the shared outcomes, and to identify how they can work together to achieve the outcomes. Joint and/or complementary data systems to record whānau demographics, activity and outcomes across Ministries and community agencies will facilitate this work.



Case study:

Scotland Performs: The National Performance Framework

In 2007 the Scottish Government published its *Economic Strategy* which set out the approach to delivering its Purpose to ensure that all of the Government's resources and policies were focused on its achievement. *Scotland Performs*, the National Performance Framework, was developed to "describe the outcomes [Scotland] wants to achieve and how well Scotland is progressing in key areas: health and wellbeing; justice and communities; the environment; the economy; and education and skills" that align with its 10 year vision.⁵⁷

The Government regularly publishes "Performance at a Glance" reports with results against the Framework which is "a useful 'first-stop' for anyone seeking an overall picture of the state of Scotland."

For more information see: <http://www.gov.scot/About/Performance/scotPerforms>

Once priorities have been identified, Ministries and service providers will be in a position to allocate resources based on the ability of organisations to achieve the desired outcomes in the shared framework. Where robust outcomes data is not yet available to inform these decisions, providers will be asked to articulate a logic model to demonstrate the link between their activities and the desired shared outcomes.⁵⁸ Target outcomes will be included in funding agreements between Ministries and providers.

⁵⁶ The Scottish Government. (2014). *Scotland Performs*. <http://www.gov.scot/About/Performance/scotPerforms/NPFChanges>.

⁵⁷ *ibid*.



Monitoring outcomes against the shared framework

Ministries and community agencies will need to be supported to develop the data collection, analysis and reporting tools needed to monitor progress against the outcomes that are most relevant to them.

All Ministries and community agencies will monitor progress towards the outcomes and evaluate the effectiveness of the initiatives based on quality and quantity of outcomes achieved. The use of performance dashboards at the individual, whānau, organisational and national levels will assist in maintaining focus on the target outcomes. Building regular monitoring of performance dashboards in cross-ministerial and community agency meetings will enhance this focus. Furthermore, it will be critical that whānau receive information on their progress (or lack of it) on a regular basis. To counteract any potential perverse behaviours, service quality assurance processes will need to be maintained.



Whānau Tahī

NAVIGATING WAYS TO ASPIRATIONAL OUTCOMES

Case study :

Whānau Tahī Navigator, Te Whānau O Waipareira and Te Pou Matakana, New Zealand

The Whānau Tahī Navigator is a software application that enables transformation, collaboration, and supports service delivery to whānau. It provides the platform for an Enterprise Ecosystem that is able to be extended/configured to add new capabilities and/or connect to other systems through close-knit integration, in effect combining other systems into a single whole. The solution also operationalises provider outcomes-based practice and captures information for various stakeholder groups (whānau, provider, funder etc.) to identify the impact of services as indicated by various outcome measures.

Whānau Tahī is Te Pou Matakana's (TPM) information management solution of choice. TPM is currently using Whānau Tahī to support the delivery of the Whānau Direct program. Whānau Direct is a kaupapa Māori approach to self-determined support and co-designed at a whānau level. This program aims to enhance the skills and ability of whānau to grow resilience and respond positively in situations to meet the immediate needs of whānau by accessing resources directly in 'moments that matter'. The 22 providers in the North Island who are involved in the program use the solution to understand the needs of whānau; identify their position on the continuum of whānau development; assess eligibility for assistance; determine outcomes for whānau involvement in the program; and to manage the financial approval workflow.

In terms of outcomes, the target outcomes are agreed at the first contact between the whānau and the provider. Within one to four weeks post-receipt of goods, the providers and whānau meet together to discuss progress towards outcomes and the impact that Whānau Direct has had on the whānau situation. TPM can monitor the types of outcomes whānau are aspiring to, and the progress that whānau are making towards these outcomes. Whānau Tahī also empowers TPM with analysis and insight from its data warehouse to enhance understanding and inform decision making for commissioning for outcomes.

What makes Whānau Tahī different from other similar systems is that the solution is structured around working with whānau, as well as individuals. This encourages providers to work with whānau.

There is potential to embed the shared outcomes framework for whānau into Whānau Tahī and for the solution to be used by Ministries and service providers to monitor outcomes against the shared framework.

⁵⁸ Social Ventures Australia. (2013). Finding the Golden Thread: A new approach to articulating program logic statements. *SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2012/07/12/finding-the-golden-thread-a-new-approach-to-articulating-program-logic-statements/>. 2013.

Managing performance to progress towards outcomes in the framework

Once Ministries and community agencies have collected outcomes data for a period of time they will be in a position to start using this data to inform their service delivery and investment decision-making. All organisations will be expected to reflect on and learn from the outcomes data.

This could be encouraged by convening “data parties” where organisations and community members come together to assess the progress towards the shared outcomes, to celebrate success and unpack what is and is not contributing to this progress. The secretariat would play a role in convening these forums to encourage close scrutiny of what is going on and agreement on what needs to change to drive improvements.

All Ministries and community agencies will be expected to re-allocate resources based on progress towards outcomes. Over time this will enable funding to be redirected towards more preventive activities, using flexible and local blended funding models, and harnessing the energy and power of service users to identify and co-design actions and deliver interventions. Furthermore, it is expected that Ministries will use the findings on outcomes to inform policy and service delivery development.

As time passes it will be appropriate to revisit and adapt the framework to take account of emerging challenges, problems that have diminished and opportunities that have been identified.

Case study: Integrated Community Care Outcomes Framework Department of Health and Human Services, Victorian Government, Australia

The Department of Health and Human Services (DHHS) in Victoria, Australia have embarked on an ambitious transformation of its community services sector to meet the twin challenges of increased demand for services, and increased costs of providing services to Victoria’s most disadvantaged.⁵⁹

Central to the transformation is a shared outcomes framework used by Government and community agencies to focus their strategies, plan, monitor and improve collaboration to achieve common outcomes.⁶⁰ The Outcomes Framework contains a series of outcome areas which are underpinned by indicators and measures that have been validated and tested:



⁵⁹ Department of Human Services (2012). *Human Services: The case for change*. http://www.dhs.vic.gov.au/__data/assets/pdf_file/0007/679813/1_iwas_human_services_case_for_change_0412.pdf. Victorian Government, Australia.

⁶⁰ Department of Human Services (2011). *Development of a One DHS Outcomes Framework*. http://www.dhs.vic.gov.au/__data/assets/pdf_file/0006/627711/development-of-a-one-dhs-outcomes-framework-2-06-2011.pdf. Victorian Government, Australia.



5. A roadmap for embedding a shared outcomes framework for whānau continued

Service providers have commenced collecting data from clients and DHHS is able to analyse the outcomes achieved by geography and cohort. Clients are actively engaged in determining the outcomes that they are working towards, and hence the outcomes that are tracked. Providers were supported to develop proficiency in identifying what outcomes to track and how to track through workshops and training materials. Data collection is built into the service delivery model.

It is currently in use by DHHS and service providers funded by DHHS. The intention is for other Government departments and service providers to adopt the framework over time, and that ultimately the Government will be able to use the outcomes information to assist resource allocation decisions.

For more information see: http://www.dhs.vic.gov.au/__data/assets/word_doc/0005/904424/Outcomes-framework-diagram-word-0415.doc

Figure 5.1 shows how the shared outcomes framework for whānau will be used to inform and influence resource allocation, activity delivered, and measurement and assessment of the activity. In turn, the results generated will be used to realign resource allocation to those organisations and activities that are generating the most progress towards outcomes, and to inform refinements to the framework. In short, it will allow Government to fund those services that get results.

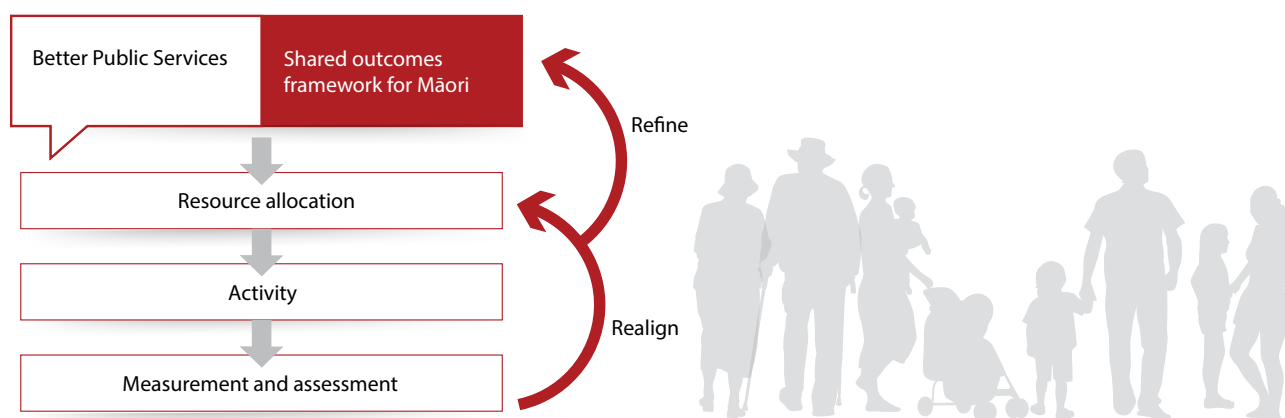


Figure 5.1: Use of the shared outcomes framework for whānau

Discussion questions

7. What would Ministries and community agencies need to do differently to transition to a commissioning for outcomes approach?



5.2 Options to overcome potential challenges

There will be effort required to fully realise the promised benefits of universal adoption of a commissioning for outcomes approach underpinned by a shared outcomes framework for whānau.

Setting up a shared outcomes framework for whānau

There will be two main challenges in setting up the shared outcomes framework so that it accommodates the objectives and activities of the broadest possible range of Ministries and agencies. The first challenge will be to determine which outcomes to include in the framework. Some options to address this challenge include:

- Having an agreed approach to prioritising the most important outcomes to measure and assess based on a fact based analysis of existing community indicators
- Involving whānau in testing the relevance of the framework to ensure that culturally relevant outcomes are included - whānau community members could be elected to act as important advocates for service users and influence the internal processes for the commissioning process, including the shared outcomes framework development⁶¹, with a protocol for involving service users and community members at each stage of the commissioning cycle⁶²
- Having flexibility in the framework to accommodate a larger number of outcomes that are agreed by Ministries and agencies, and a smaller number of outcomes determined by service users.

The second challenge in the set up phase will be to garner commitment to long-term outcomes that will not be achieved until beyond the typical timeframe of conventional funding agreements (1 to 3 years). As described above, social impacts bonds are becoming an increasingly common option for Governments that wish to catalyse and achieve long-term outcomes. The NZ Government is currently engaged in a pilot of social impact bonds.⁶³ The shared outcomes framework for whānau will include immediate, short-, medium- and long-term outcomes that can be used as the basis for measuring the impact measurement and counterfactual required by social impact bonds.⁶⁴

Monitoring outcomes against the shared framework

As with all outcomes frameworks there are challenges in collecting data, particularly collecting data in the whānau environment and collecting data from service users following the period with which they are engaged with a service.⁶⁵ There are three options to minimise the impact of these challenges:

- Engage service users in the data collection and monitoring process – involve service users in identifying the outcomes and indicators that are most relevant to them; set the expectation up-front that data will be collected from them to track outcomes during and post-activity periods; and discuss the data collected and what it means.

⁶² Ministry of Health. (2015). *Social Bonds – New Zealand Pilot*. <http://www.health.govt.nz/our-work/preventative-health-wellness/social-bonds-new-zealand-pilot>.

⁶³ Cabinet Office, UK Government. (2013). *A measurable outcome*. Centre for Social Impact Bonds. http://data.gov.uk/sib_knowledge_box/measurable-outcome.

⁶⁴ These challenges are described in greater detail in Te Puni Kōkiri. (2013). *Measuring performance and effectiveness for Māori*. <http://www.tpk.govt.nz/en/a-matou-mohiotanga/crownmaori-relations/measuring-performance-and-effectiveness-for-maori->



- Build data collection into service delivery – make it easy for service users to provide data by using the full functionality of mobile devices and exploring near field communications technology.
- Use open data and big data to supplement data collected directly from service users.

Managing performance to progress towards outcomes in the framework

Once data has been collected, the challenge arises of taking into account external influences on outcomes. For example, the state of the labour market has a huge influence on the ability of youth support services to succeed in placing young people into jobs. A common approach to address this challenge is to develop an agreed set of standards or principles for interpreting results. The UK Government's *The Green Book: Appraisal and Evaluation in Central Government* provides "guidance to public sector bodies on how funding proposals should be appraised, before significant funds are committed – and how past and present activities should be evaluated."⁶⁶ Part of this advice includes incorporating external influences into funding appraisals. A similar approach could be taken accompany the shared outcomes framework for whānau.

The final challenge will be to respond to what has been learnt from the results produced by the framework. The Government and agencies will have access to a rich array of data to assess, including:

- the overall position of whānau with respect to the outcome domains
- the progress that the population is making towards the aspirational outcome goals
- the contribution of Ministries and community agencies to the outcomes
- the performance of organisations relative to each other in generating outcomes for whānau
- the type of activities that generate the greatest change in outcomes.

Building the results into a commissioning for outcome approach will encourage Government and community agencies to make full use of this data. This will mean that organisations orient their spending to organisations, programs and services that are able to demonstrate that they have supported whānau to progress towards outcome goals and away from those that cannot. For this approach to be effective it will require:

- More extensive use of multi-year contracts with renewal periods to provide the time needed for providers to work with whānau to generate outcomes
- Careful consideration of the target outcomes included in funding agreements to ensure that they do not drive undesired behaviours (e.g. setting up access barriers)⁶⁷ through testing with design structure experts and community members to ensure outcome measures reflect whānau aspirations
- Flexibility in the funding arrangements to enable providers to correct things quickly when progress towards outcomes is not being made

⁶⁶ HM Treasury, UK Government. (2011). *The Green Book: Appraisal and Evaluation in Central Government*. https://www.gov.uk/Government/uploads/system/uploads/attachment_data/file/220541/green_book_complete.pdf

- Recognition by Government and community agencies of what has been learnt from allocating resources to services that do not work well
- Bridging funding to enable providers to providing continuing care and support to service users when funds are re-allocated to other providers.

Discussion questions

8. How does your organisation currently address the challenges associated with shared measurement?

The following diagram shows the main phases of development and implementation of the shared outcomes framework. TPM proposes that this process commence with the Whānau Ora Ministries, before being extended to other Ministries and the community agencies they fund. All of the phases will need to be completed first for the Whānau Ora Ministries, and then for the other Ministries.

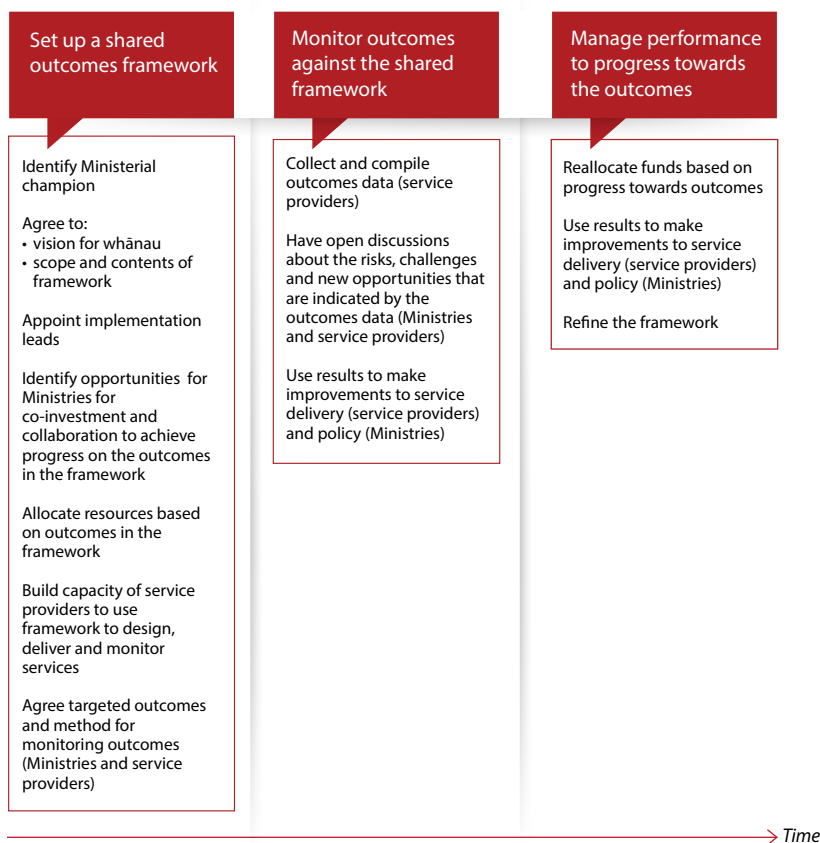


Figure 5.2: Proposed phases for the development and implementation of the shared framework

⁶⁷ For example, a prison contract that provides per head funding has an incentive to keep people in the prison.



5. A roadmap for embedding a shared outcomes framework for whānau
continued

Discussion questions

9. What should be the next step that the Whānau Ora Ministries take to develop and implement the shared outcomes framework for whānau?
10. Who else should be involved?



6. Our invitation to you to continue the discussion

Throughout this paper we have included a number of discussion questions. We would like to invite you to provide us with responses to these questions. Responses can be provided to Shane Taurima, Relationships Manager (shane.taurima@tepoumatakana.com), or John Tamihere, Chief Executive Officer (john.tamihere@waiwhanau.com).

Discussion questions

Scope and contents of the framework

1. Which benefits is your Ministry most interested in the framework delivering?
2. Are there any other benefits you would add that the framework should answer?
3. How well do the principles for Māori outcomes framework align to your Ministry's current approach to outcomes measurement and evaluation?
4. What will be required to shift your approach to achieve alignment with these principles?
5. Are there any other dimensions (in addition to the outcome domains, levels and progression points) that need to be accommodated in the framework?
6. What are good examples of existing frameworks that should be drawn upon in the development of the shared outcomes framework for whānau?

Development and implementation of the framework

7. What would Ministries and community agencies need to do differently to transition to a commissioning for outcomes approach?
8. How does your organisation currently address the challenges associated with shared measurement?
9. What should be the next step that the Whānau Ora Ministries take to develop and implement the shared outcomes framework for whānau?
10. Who else should be involved in the next steps?



Appendix

Consultations

TPM would like to thank the following people for their contributions to this paper:

Name	Role	Organisation
New Zealand		
Professor Sir Mason Durie	Professor of Māori Research and Development & Assistant Vice - Chancellor (Māori & Pasifika)	Massey University
Dr Te Kani Kingi	Director of Te Mata o Te Tau Academy - for Māori Research and Scholarship	Massey University
Polly Atatoa-Carr	Lead Researcher/ Co-PI Growing Up in New Zealand Longitudinal Study	Auckland University
Atawhai Tibble	Project Manager: Te Kupenga Study of Māori Households	Statistics New Zealand
Donavan Clarke	Senior Advisor (Māori) Families Commission	Families Commission
Jordan Waiti	Whānau Resilience Researcher	Independent Researcher
Dr Maureen Holidway	Research Centre for Māori Health and Development	Massey University
Jeremy Robertson	Principle Advisory: Social Policy Research Unit	Families Commission
International		
Rosie Macguire Charlotte Crack Sarah Arnold	Senior Consultant Senior Consultant Assistant Analyst	NEF, UK
Simon Faivel Anna Crabb Jon Myer	Director Principal Consultant	Social Ventures Australia
Lauren Costello Vishaal Kishore	Strategy and Analytics Division Office of the Secretary	Department of Health and Human Services, Victorian Government, Australia



Bibliography

- Cabinet Office, UK Government. (2013). A measurable outcome. *Centre for Social Impact Bonds*. http://data.gov.uk/sib_knowledge_box/measurable-outcome.
- Controller and Auditor-General. (2015). *Whānau Ora: the first four years*. <http://www.oag.govt.nz/2015/whanau-ora>.
- Department of Human Services (2011). *Development of a One DHS Outcomes Framework*. http://www.dhs.vic.gov.au/__data/assets/pdf_file/0006/627711/development-of-a-one-dhs-outcomes-framework-2-06-2011.pdf. Victorian Government, Australia.
- Department of Human Services (2012). *Human Services: The case for change*. http://www.dhs.vic.gov.au/__data/assets/pdf_file/0007/679813/1_iwas_human_services_case_for_change_0412.pdf. Victorian Government, Australia.
- Durie, Mason. (2001). *Mauri Ora: The Dynamics of Māori Health*. Oxford University Press. Auckland.
- Durie, Mason. (2011). *Nga Tini Whetu Navigating Māori Futures*. Huia Publishers Wellington.
- Durie, Mason. (2003). Parameters, Goals and Outcomes for Maori Development. In Durie, Mason *Nga Kahui Pou – Launching Maori Futures*. Wellington, Huia Publishers.
- Durie, Mason, et al., (2002). *Māori Specific Outcomes and Indicators*. A report prepared for Te Puni Kōkiri.
- English, Bill and Paula Bennett. (2015). Ministers set new targets to reduce dependence. *Beehive.govt.nz*. <http://beehive.govt.nz/release/ministers-set-new-targets-reduce-dependence>.
- Jeffries, Richard and Nathan Kennedy. (2009). *Ngā Mahi: A Kaupapa Māori Outcomes and Indicators Kete*. <http://researchcommons.waikato.ac.nz/bitstream/handle/10289/6102/PUCM%20Maori%20Report%202.pdf?sequence=1&isAllowed=y>.
- HM Treasury, UK Government. (2011). *The Green Book: Appraisal and Evaluation in Central Government*. https://www.gov.uk/Government/uploads/system/uploads/attachment_data/file/220541/green_book_complete.pdf
- Impact Change Solutions. (2013). *Strategic Commissioning – Smarter Commissioning Briefing Paper*. <http://www.marketshaping.co.uk/wp-content/uploads/2013/05/SCBP-11-Commissioning-Homecare-Services.pdf>.
- Kingi, Te Kani and Leonie Simpson (2005). *An Outcomes Based Approach to Social-Service Delivery: Issues for Consideration and Development*. Massey University.
- Kingi, Te Kani (2002). *Hua Oranga Best Outcomes for Māori*, PhD thesis. Massey University.
- Kingi, Te Kani, *Measuring Māori Outcomes within Education: A discussion document*.



Ministry of Health. (2015). *Social Bonds – New Zealand Pilot*. <http://www.health.govt.nz/our-work/preventative-health-wellness/social-bonds-new-zealand-pilot>.

Ministry of Social Development. (2010). *Taskforce On Whānau Centred Initiatives*. <https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/planning-strategy/whanau-ora/whanau-ora-taskforce-report.pdf>.

Murdoch Children's Research Institute. (2011). *Review of the evidence base in relation to early childhood approaches to support children in highly disadvantaged communities for the Children's Ground Project*. http://www.childrensground.org.au/wp-content/uploads/2014/09/Childrens_Ground_Project_Literature_Review_FINAL_3.10.11.pdf.

OECD. (2013). *Measuring Well-being and Process: Understanding the issue*. <http://www.oecd.org/statistics/measuringwell-beingandprogressunderstandingtheissue.htm>.

OECD. (2014). *New Zealand. OECD Better Life Index*. <http://www.oecdbetterlifeindex.org/countries/new-zealand/>.

Moneyball for Government. *Moneyball Principles*. <http://moneyballforgov.com/moneyball-principles/>.

Multiple. (2004). *Getting Better at Managing for Shared Outcomes*. <http://www.ssc.govt.nz/sites/all/files/mfso-guidance.pdf>.

nef. (2014). *Commissioning for outcomes and co-production: A practical guide for local authorities*. <http://www.neweconomics.org/publications/entry/commissioning-for-outcomes-co-production>.

NHS (2015). Commissioning for Value. *Right Care*. <http://www.rightcare.nhs.uk/index.php/commissioning-for-value/#commissioningforvalue>.

NHS (2015). Commissioning for Value in Calderdale – One Year On. *Right Care* <http://www.rightcare.nhs.uk/index.php/resourcecentre/commissioning-for-value-best-practice-casebooks/commissioning-for-value-in-calderdale-one-year-on/>.

NPC. (2013). *Blueprint for Shared Measurement*. <http://www.thinknpc.org/publications/blueprint-for-shared-measurement/> <http://svaconsultingquarterly.com/2014/03/14/shared-measurement-easier-than-you-think/>.

Productivity Commission. (2015). *More Effective Social Services (Draft report)*, <http://www.productivity.govt.nz/sites/default/files/social-services-draft-report.pdf>.

Robin Hood. (2009). *Measuring Success: How Robin Hood Estimates the Impact of Grants*. https://www.robinhood.org/sites/default/files/2009_Metrics_Book.pdf.

Social Ventures Australia. (2013). Finding the Golden Thread: A new approach to articulating program logic statements. *SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2012/07/12/finding-the-golden-thread-a-new-approach-to-articulating-program-logic-statements/>.

Social Ventures Australia. (2013). Innovative way to measure what matters. *SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2013/09/04/innovative-thinking-to-measure-what-matters/>.



Social Ventures Australia Consulting. (2014). Investing in Social Change. *SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2014/09/10/investing-in-social-change/>.

Social Ventures Australia. (2013). Pinning benefit bonds down. *SVA Consulting Quarterly*. <http://svaconsultingquarterly.com/2013/05/26/pinning-benefit-bonds-down/>.

SROI Network. *Social Return on Investment – and commissioning: How commissioners can use SROI to achieve better results*. http://www.thesroinetwork.org/component/docman/doc_download/74-social-return-on-investment-and-commissioning?Itemid=138.

State Services Commission. (2015). *Better Public Services*. <http://www.ssc.govt.nz/better-public-services>.

State Services Commission (2013). *Better Public Services – next priorities*. <http://www.ssc.govt.nz/bps-next-priorities>.

Statistics New Zealand. (not dated). *NZ Social Indicators He Kete Tatauranga*. http://www.stats.govt.nz/browse_for_stats/snapshots-of-nz/nz-social-indicators/Home.aspx.

Te Ara, Māori Women's Health Activism, *Women's Health*. <http://www.teara.govt.nz/en/womens-health/page-9>

Te Manatū Whakahiato Ora. (2014). *Investing in Services for Outcomes: Information for NGOs*, <http://www.msd.govt.nz/about-msd-and-our-work/work-programmes/investing-in-services-for-outcomes/>.

Te Pou Matakana. (2015). *Commissioning for Outcomes*.

Te Pou Matakana. (2014). *He Ara Hōu – Frameworks and Practices for Māori Commissioning*.

Te Puni Kōkiri. *Ā Mātou Kaupapa*. <http://www.tpk.govt.nz/en/a-matou-kaupapa/>.

Te Puni Kōkiri. (2013). *Measuring performance and effectiveness for Māori*. <http://www.tpk.govt.nz/en/a-matou-mohiotanga/crownmaori-relations/measuring-performance-and-effectiveness-for-maori->.

Te Puni Kōkiri. (2014). *Te Whanake Māori: Building an Agenda for Māori Development*. <http://www.tpk.govt.nz/documents/download/449/tpk-bim2014.pdf>.

The Scottish Government (2014). *Scotland Performs*. <http://www.gov.scot/About/Performance/scotPerforms/NPFChanges>.

The Treasury. (2014). *How can Government improve results for our most vulnerable (at-risk) children and their families?*. <http://www.treasury.govt.nz/budget/socialinvestment/rfi-socialinvestment.pdf>.



Te Pou Matakana

COMMISSIONING AGENCY

KIA TŪ - KIA OHO - KIA MATAARA

STAND TALL - STAND STRONG - STAND VIGILANT

www.tepoumatakana.com

Level 4, Whānau Centre | 6-8 Pioneer Steet, Henderson, Auckland, New Zealand

Postal: PO Box 21 081, Henderson, Auckland 0650. New Zealand | Phone 0800 929 282

