

Proactive Release

Authorised by the Minister for Social Development

20 February 2020

Social Sector Leadership and Support Cabinet paper



Social Sector Leadership and Support

Hon Carmel Sepuloni, Minister for Social Development

February 2020

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Cabinet has agreed the Government's improving social wellbeing approach and agreed the governance in place to implement and uphold this approach. This pack contains:

- Social Sector Leadership and Support Cabinet paper.
- Cabinet: Minute of Decision [CAB-19-MIN-0504].

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Cabinet Social Wellbeing Committee

Social Sector Leadership and Support

Proposal

- 1 This paper seeks Cabinet agreement to the Government's improving social wellbeing approach and to confirm the governance in place to implement and uphold this approach.
- 2 This includes clarifying the role of the Social Investment Agency (SIA) and changing the name to the Social Wellbeing Agency, and noting the role and work programme for the Social Wellbeing Board (SWB).
- 3 This paper also seeks agreement to establish a strategy unit in the Department of the Prime Minister and Cabinet (DPMC).

Executive Summary

- 4 This Government is committed to improving the wellbeing of all New Zealanders. As part of this we have moved away from the social investment approach, which had a narrow concentration on fiscal outcomes, to an approach centred on people, with emphasis on broader measures of wellbeing that tell us whether people are leading full, meaningful lives.
- 5 To support the development of this, the SIA engaged widely on the approach. The findings from this engagement have been published and informed the following principles for an improving social wellbeing approach:
 - 5.1 We take a strengths-based approach that focuses on people not just as individuals, but as members of broader family, whānau, iwi, communities, and regions.
 - 5.2 We use a broad and inclusive set of measures of wellbeing.
 - 5.3 We provide a range of support services for all New Zealanders.
 - 5.4 We are clear about the outcomes we are seeking to achieve.
 - 5.5 We use a wide range of data ranging from administrative data, lived experiences, and survey data.
 - 5.6 We will increase our focus on how to make the best choices among possible interventions.

- 6 Embedding and implementing the Government's improving social wellbeing approach will require both changes from individual agencies, government and non-government and greater cross-sector coordination.
- 7 There are already existing governance structures in place, namely the Social Wellbeing Committee (SWC) and the SWB, however there is currently no dedicated function set up to provide advice that incorporates a strategic cross-sector look across New Zealand's social landscape. As a result of this, the SWC is not being provided with the level of advice and support needed to fully deliver on their priorities.
- 8 I propose locating that function within the SIA.
- 9 The SIA can provide a dedicated pool of resource that has a degree of separation from individual agency operational pressures, while still maintaining close relationships with different parts of the social sector. This will also build on the SIA's existing analytical capability; and aligns with a Government view that existing resources should be optimised before creating new ones.
- 10 As such, I propose that the role of the SIA be clarified to include:
- 10.1 Strategic advice on issues that fall across or between agency responsibilities, in partnership with social sector agencies;
 - 10.2 Facilitating, on behalf of all agencies, cross-cutting pieces of work;
 - 10.3 The secretariat for the SWB; and
 - 10.4 Support for the Officials Social Wellbeing Committee (OSWC) where necessary (for example, monitoring progress and activity against the Cabinet Priority Committee's (CPC) priorities allocated to the SWC).
- 11 This will mean the SIA will have two broad functions:
- 11.1 Providing cross-social system advice and supporting the social sector with cross-system work; and
 - 11.2 Creating insights, tools, and practices that improve cross social system decision making and ultimately social wellbeing.
- 12 These changes will help enhance the role of the SWB, and ensure the SWC is provided with better support to achieve their priorities, through the provision of strategic advice from the SWB on cross-cutting issues that are beyond the remit of any single agency.
- 13 To reflect these changes, I also propose changing the name of the Social Investment Agency to the Social Wellbeing Agency.
- 14 In line with these proposals, the paper also seeks agreement to establish a strategy unit in the DPMC.

The Government has moved away from social investment to an improving social wellbeing approach in the social sector

- 15 This Government wants to build a modern and fairer New Zealand that is more sustainable, productive and inclusive. At the heart of this is improving people's wellbeing.

- 16 To achieve this we need to do things differently. We have moved away from a social investment approach which had a narrow concentration on fiscal outcomes for the Government to a focus centred on people, with an emphasis on broader measures of wellbeing that tell us whether people are leading full, meaningful and prosperous lives.
- 17 In April 2018 the SWC noted the proposed approach of this Government to investing for social wellbeing and I was invited to report back, after engaging with a wide range of people and organisations, with any refinements to the approach. [SWC-18-MIN-0038 refers].
- 18 An extensive engagement process “Your voice, your data, your say on social wellbeing” was facilitated by the SIA. A summary of the results from the engagement has been published on the SIA website.
- 19 We have now developed a robust and well-informed understanding of what social wellbeing is in collaboration with service users, disabled people, Māori and Pacific peoples, government agencies, social sector groups and NGOs. Through the nationwide engagement process we made sure that people were involved in forming the foundation of our approach.
- 20 Participant feedback about the engagement process was overwhelmingly positive. Participants valued engagement early in this Government’s development of its approach to improving social wellbeing.
- 21 Participants voiced their dissatisfaction with the way that the social sector has traditionally operated, particularly the relationship between government, service providers, communities, and service users and their families/whānau.
- 22 This Government’s commitment to take a broad focus to improving social wellbeing was strongly supported by engagement participants. Further detail from the engagement process is attached as **Appendix 1**.

Following public input we have developed principles that will underpin and guide our Government’s approach to improving social wellbeing

- 23 Following the engagement process the SIA has developed an approach to improving social wellbeing that is centred on people, with emphasis on broad measures of wellbeing that tell us whether people are leading full, meaningful lives.
- 24 We define improving social wellbeing as enabling people, whānau and communities to live the lives to which they aspire and includes both material conditions and quality of life.
- 25 Our improving social wellbeing approach is based on the following principles:
- 25.1 We take a strengths-based approach that focuses on people not just as individuals, but as members of broader family, whānau, iwi, communities, and regions, including taking whānau-centred approaches to supporting collective wellbeing, and working with others to agree the outcomes we are seeking.
- 25.2 We use a broad and inclusive set of measures of wellbeing so we understand what it means to help people live full, meaningful lives.

- 25.3 We provide a range of support services for all New Zealanders, along with additional services that are responsive to the particular needs and circumstances of different groups.
- 25.4 We are clear about the outcomes we are seeking to achieve, what is being done to achieve these, how we will know when we have achieved those outcomes, and what the success measures are. These outcomes and measures will necessarily vary depending on context but will all be anchored in the concept of improving social wellbeing.
- 25.5 We use a wide range of data (ranging from administrative data, lived experiences, and survey data, to open consultation processes) and approaches to interpreting that data, to inform decisions.
- 25.6 We will increase our focus on how to make the best choices among possible interventions, to get the best possible social outcomes for New Zealand and feedback lessons about what works (and doesn't) so we continually improve.
- 26 Underpinning the approach will be a commitment to enhancing cultural wellbeing, in particular honouring Te Tiriti o Waitangi and The United Nations Declaration of Rights of Indigenous People. Building true and practical partnerships with Māori will bring benefits to all New Zealanders.

Implementing an improving social wellbeing approach will require changes from individual agencies and better cross social sector support

- 27 This improving social wellbeing approach will involve reshaping what supports are available to people and how those supports are selected, initiated, and delivered. Crucial to these changes is how agencies, both government and non-government, and others work collectively.
- 28 This is about stepping out of the silos of agencies and working together to assess, develop and implement initiatives to improve wellbeing. Putting this approach into action will require cross-sector coordination as well individual agency responses.
- 29 It is intended that the improving social wellbeing approach aligns with other key government work programmes, for example the Child and Youth Wellbeing Strategy, the Treasury's Living Standards Framework, Statistics New Zealand's regular release of wellbeing statistics, and Local Government's Community Wellbeing Work Programme. I intend to work closely with social sector Ministers to ensure that we are well connected across all of this work and can support one another and not duplicate efforts. The SWB and the SIA will work with agencies and the broader social system to determine how the system can work better together and how the approach should be implemented.
- 30 Government agencies and the SWB will be expected to report to the SWC by June 2020 on how they are implementing this approach.
- 31 For individual agencies, I propose that they take practicable steps to start to implement an improving social wellbeing approach:
- 31.1 Make use of all relevant evidence and information to improve understanding and measurement of wellbeing.
- 31.2 Use that wider information in day to day decision making at the front line.

- 31.3 Improve their internal decision making (including processes, policies and practices) to make better choices about the availability and delivery of interventions.
- 31.4 Engage with local governance bodies where relevant (including councils, communities, and iwi/hapu) in order to understand current wellbeing and priority outcomes for particular communities (or groups of communities).
- 32 However, we have identified gaps in the coordination of and the resources available to support cross-sector governance. Filling these resource gaps will help to bridge agency silos and lead to better co-ordinated advice being delivered to the Government.

There are already governance structures in place to support the implementation of an investing for social wellbeing approach

- 33 This Government already has established cross-sector leadership tasked with implementing the Government's priorities in the social sector at the Ministerial level through the SWC and at the cross-departmental level through the SWB.
- 34 Through the SWC, the Government has taken steps to tackle cross-cutting issues requiring collective ownership of outcomes. The SWC considers strategic and policy matters relating to social wellbeing to support a fair and dignified standard of living for all New Zealanders.
- 35 The SWC has responsibility for the following CPC priorities:
- 35.1 Ensuring everyone is earning, learning, caring, or volunteering.
 - 35.2 Supporting healthier, safer, and more connected communities.
 - 35.3 Ensuring everyone has a warm, dry home.
 - 35.4 Making New Zealand the best place in the world for children.
 - 35.5 Valuing who we are as a country.
- 36 At a cross-departmental level the SWB has been formed to work on the most challenging and cross-cutting issues that are beyond the remit of any single agency, and that require a people-centred, integrated, sustainable and enduring approach to improving social wellbeing.
- 37 However, there is currently no function set up to provide Ministers with advice that takes a strategic cross-sector look across New Zealand's social landscape, including future issues.

There is currently no dedicated function to provide Ministers with strategic cross-sector advice, or to support consistent collaborative cross-sector work

- 38 In order to effectively implement the proposed approach to improving social wellbeing, we need to ensure the governance structures in place are supported with cross-sector insights and advice.
- 39 The only such advice that Ministers currently receive is from independent organisations such as the Law Commission or the Productivity Commission, or

specially commissioned one-off pieces of work. Portfolio-centric strategic advice is done on an agency by agency basis.

- 40 The lack of a dedicated function has resulted in the SWC not being provided with the level of advice and support needed to fully deliver on their priorities.
- 41 When the SWB or other social sector Chief Executives are commissioned to undertake co-ordinated cross-sector work to develop a collective approach to social issues they currently have to create special task forces or issue-specific structures such as the Family Violence and Sexual Violence Joint Venture. While these groups can be effective and are an important part of cross-sector working, there remains a gap where these initiatives cannot be established, it is not cost-effective, or cannot be sustained in the long-term.
- 42 A lack of resourcing limits both the SWB's ability to deliver strategic cross-sector advice and the amount of advice that the SWC is receiving that goes beyond the remit of a single portfolio. There is also no dedicated resource available to report on cross-system activity or progress towards key social sector government priorities.
- 43 There is also no resource dedicated to supporting OSWC in its role supporting the Chair of the SWC. Other similar groups have supporting resource to draw on in their roles supporting their respective committees (for example the Officials Economic Development Committee is supported by the Treasury and the Ministry of Business, Innovation and Employment).
- 44 This lack of resource limits OSWC's ability to deliver fully on its role in supporting the Chair of SWC. For example, there is currently no resource available to monitor progress and activity against CPC priorities allocated to the SWC.
- 45 This lack of readily-available resources for cross-sector work is resulting in:
 - 45.1 An absence of strategic cross-sector advice being delivered to Ministers.
 - 45.2 No standing resource to act as a natural facilitator of cross-system programmes of work.
 - 45.3 A lack of traction when the SWB wants to commission cross-system work.
 - 45.4 No resource to track progress and activity against key cross-system priorities (for example, the CPC priorities allocated to the SWC).
 - 45.5 No secretariat to support OSWC in its role supporting the Chair of the SWC.

I propose that the SIA is repositioned to provide a dedicated pool of cross-sector resource that would work for the sector, in partnership with the sector

- 46 To ensure that the SWC is being fully supported by the SWB and social sector agencies and strategic cross-sector advice is being delivered to Ministers, there needs to be a dedicated pool of resource that fills the gaps identified above.
- 47 In order to address the gaps identified above, and in line with the Government's response to the Mental Health inquiry, we want to draw on and optimise existing resources and mechanisms and infrastructure ahead of any machinery of government changes.
- 48 I therefore propose locating this dedicated function within the SIA.

- 49 Locating it within the SIA will ensure that there is a dedicated pool of resource that has a degree of separation from individual agency operational pressures, but still has a range of relationships with different parts of the social sector. It would also prevent any concerns around potential bias should the function be located within an agency with a strong operational responsibility.
- 50 This function will build on the SIA's existing capabilities, allowing for stronger collaboration and clarifies the SIA's role as the 'glue' for social sector co-ordination.
- 51 The SIA has strong analytical capability that can be utilised to make sure that strategic advice is informed by a strong evidence base. There are existing resources in the SIA that could be repurposed to fill some of the resource gaps. There would be a transition period to fill all the gaps identified above.
- 52 I expect the SIA to work more closely with social sector agencies to ensure that it has strong connections with day to day operations, as well as continue to develop their relationships with community groups.
- 53 I also expect the SIA to work in consultation with the SWB as it develops strategic advice.

The role of the SIA can be expanded to support the Government to implement an improving social wellbeing approach in the social sector

- 54 The SIA's current aim is to strengthen the use of data, analytics and insights in decision making across the social sector (that is, both government departments and NGOs).
- 55 It focuses on three key areas: raising awareness, developing capability and using evidence. It provides three key services: infrastructure and tools; methods and approaches; and insights, analysis & advice. The SIA's current work programme focuses on:
- 55.1 Building data capability across the sector.
 - 55.2 Delivering actionable cross-sector insights to a range of stakeholders.
 - 55.3 Stimulating innovation.
- 56 The current SIA work programme is attached as **Appendix 2**.
- 57 Examples of past and current work include:
- 57.1 Developing infrastructure to transfer data in a safe, secure way that is, facilitation of the Data Exchange.
 - 57.2 Development of the Data Protection and Use Policy (DPUP), a collection of Principles and Guidelines to build trust and confidence in the social sector's use of people's data and information.
 - 57.3 Development of child wellbeing indicators and an approach to the evaluation of the Child and Youth Wellbeing Strategy.
 - 57.4 Life-course modelling of cross social sector events for populations groups.
 - 57.5 Measurement of the impact of social housing placement on wellbeing.

- 57.6 Facilitating collective impact models.
- 58 I propose that the role of the SIA be clarified to also include:
- 58.1 Strategic advice on social issues that fall across or between agency responsibilities, in partnership with social sector agencies.
 - 58.2 Lead, as requested by social agencies, cross-cutting pieces of work.
 - 58.3 Provide the secretariat for the SWB to enable it to facilitate cross-sector work and to track system progress and activity against key cross system priorities.
 - 58.4 Support for the OSWC where necessary (for example, monitoring progress and activity against the CPC priorities allocated to the SWC).
- 59 As a result of these extra responsibilities, the SIA will have two broad functions:
- 59.1 Providing cross-social system advice and supporting the sector with cross-system work; and
 - 59.2 Creating insights, tools, and practices that improve cross-system decision making and ultimately social wellbeing.
- 60 The SIA will continue to develop system infrastructure and tools, and methods and approaches. It will use its current skills and perspective to ensure insights from data analytics and lived experiences are brought through into cross-sector insights, analysis and advice for Ministers.

The SWB will continue to lead multi-agency work and strengthen its relationship with the SWC

- 61 The SWB has an important role to play in providing leadership and strategic oversight of social sector government agencies. It is also intended that they provide advice to the SWC on the strategic direction of social sector policy and provide leadership for collective efforts on specific areas of cross-agency priority, where no single agency can lead or deliver this work.
- 62 Through a stronger connection between the SIA and the SWB, I believe we will strengthen the role of the SWB and the support they can provide to the SWC and the Government as a whole. I expect the Chair of the SWB and the Chief Executive of the SIA to work together to enable the delivery of co-ordinated cross-sector advice.
- 63 The SWB will lead a collective approach across the social sector, working on the most complex and challenging cross-cutting issues to improve social wellbeing of current and future New Zealanders.
- 64 The SWB will advise the SWC on the strategic direction of social sector policy, optimal resource and budget allocations and reprioritisation within and between departments.
- 65 In addition to regular oversight I have over the SWB, I also propose that the SWB report to the SWC every six months with an update on their work programme and to present relevant strategic social sector advice.

- 66 In line with this I expect the SWB's proposed work programme to focus on a small number of priority areas where collective action will make the biggest intergenerational difference for New Zealanders.
- 67 I have agreed the SWB work programme for 2019/2020 with the SWB. The work programme is:
- 67.1 Governance of the Child and Youth Wellbeing Strategy.
 - 67.2 Governance of the Family Violence and Sexual Violence Joint Venture.
 - 67.3 Oversight of the Oranga Tamariki Action Plan.
 - 67.4 Providing advice to Government about how social services could work more effectively.
 - 67.5 Supporting the SWC to achieve their priorities, through the provision of strategic advice on cross-cutting issues that are beyond the remit of any single agency.
 - 67.6 Co-ordination of the cross-agency response to the Mental Health Inquiry.
- 68 This work programme may be updated overtime as priorities change however any changes will need to be made in consultation with me as responsible Minister. I will consult with relevant Ministers as required if changes to the work programme impact their responsibilities.
- 69 The SWB's membership includes the Chief Executives of the Ministries of Health, Education, Justice, and Social Development, DPMC, Oranga Tamariki, and Te Puni Kōkiri with an independent Chair. Chief Executives of other agencies are brought in to support the governance of specific areas of work as appropriate.
- 70 The Chief Executive of the Ministry of Housing and Urban Development will also be added as a permanent member of the SWB. Housing is a key component of improving wellbeing in our communities, and it is important that this agency is represented in discussions.

The SIA and the SWB will work together to provide strategic cross-sector advice to the SWC

- 71 The changes proposed in this paper will provide the channels and resources to provide the SWC with the strategic cross-sector advice it needs to deliver the government priorities it has responsibility for.
- 72 A diagram of the interactions and lines of communication between entities is provided in Appendix 3.
- 73 In practice this will look like:
- 73.1 The SWB will meet regularly with the responsible Minister to update them on progress toward its work programme and will provide a six-monthly update to the SWC on its progress towards its work programme.
 - 73.2 The OSWC will have increased capability to monitor and report on the government priorities the SWC has responsibility for.

- 73.3 Through me, the SWC and individual SWC Ministers can commission advice and cross-agency work from the SIA.
- 73.4 With my agreement, the SWB will also be able to commission cross-sector work from the SIA. This work would be done in conjunction with relevant agencies and would need to go through the SIA work programme approval process where the work programme is agreed by myself as Minister responsible for SIA.
- 73.5 The SIA will work more closely with government departments while complementing and leveraging the close working relationships it has with NGOs.
- 74 As the Minister responsible for the SIA, I have recently approved its work programme. However following the proposals in this paper it will be essential that the SIA orientate its work programme to be more demand-driven, with higher visibility and input from the SWC and the SWB.
- 75 To enable SIA to conduct the work proposed, the work programme will need to be reprioritised. A revised SIA work programme will be drafted in consultation with the SWB, for my approval.

The provision of strategic cross-sector advice will support Ministers to make decisions about how work is prioritised across the sector

- 76 Re-positioning the SIA to address the gaps in the resources available to support the cross-sector leadership groups will mean that Ministers will be better supported in making decisions that will further this Government's improving social wellbeing approach across the social sector.
- 77 The SIA already has some cross-sector work underway. Examples of how this work could support Ministers to make strategic cross-sector decisions include:
- 77.1 *Sustainable approaches to increasing demands on the capability and capacity of children's workforce* – the SIA could use its data and analytical capability to provide the SWB with an analysis of trends and predictions of how the capability and capacity of the children's workforce will operate in the next five years and where significant gaps might arise (for example, teachers, social workers, doctors). This advice would allow the SWB to develop options to present to the SWC who would make decisions about how Government might respond to fill these gaps.
- 77.2 *The effects of socio-economic disadvantage on wellbeing outcomes* – the SIA could use its data and analytical capability to present a system wide picture of the effects of socio-economic disadvantage on wellbeing outcomes. This would allow the SWB to have conversations about which areas look to be most in need of attention. The SIA could then assist those agencies commissioned by the SWB to develop advice and options for the SWB, who could then present options to the SWC for decisions.

Role and function for a possible strategy unit in the Department of the Prime Minister and Cabinet

- 78 In line with the proposals outlined to provide greater support for cross-sector leadership in the social sector, the Prime Minister also proposes the establishment of a small strategy unit within DPMC focussed on the provision of advice on cross-

government areas of public policy that require strategic direction, further exploration or have the potential to be transformational.

79 DPMC is best placed to host the strategy unit due to its status as a central agency and the whole of government mandate.

80 The Prime Minister is seeking Cabinet's agreement to reallocate a portion of the SIA's funding to support the establishment of a strategy unit.

Structure, position and work programme of the proposed strategy unit

81 The strategy unit would be relatively small and would focus on a small number of long term, cross-government strategic policy projects. The strategy unit would have an interdisciplinary staff, including people with strong quantitative skills. The Prime Minister's expectation would be that it works in a collaborative way and be both strongly analytical and able to tell a story in a way that non-experts can follow.

82 As well as the work of line agencies, the strategy unit's work would complement and leverage the other strategy entities we have. Work programmes would need thoughtful alignment.

83 A centralised strategy unit would undertake a small number of projects at any one time. Its work programme would be a combination of long-term self-directed projects arising from horizon scanning, and Prime Minister-driven strategic projects. The strategy unit's work programme would be agreed by the Prime Minister on the advice of the Chief Executive of DPMC.

Proposed funding for the strategy unit

84 It is proposed that baseline funding be transferred from SIA to DPMC to fund the strategy unit. This would include up to \$0.5 million in the 2019/20 financial year to establish the unit and \$1.5 million from the 20/21 financial year.

85 This funding transfer will result in there being some implications for the existing SIA work programme however it will not affect the proposals outlined above.

Reflecting this Government's approach to improving social wellbeing and updating the role of the SIA will require some technical changes

86 To reflect this Government's approach to improving social wellbeing and to highlight the shift from a narrow concentration on fiscal outcomes for the Government to a focus centred on people, I propose to change the name of the Social Investment Agency to the Social Wellbeing Agency.

87 This is in line with the Government's response to the mental health inquiry and reflects the strengthened role the agency will play in furthering the Government's approach to improving social wellbeing.

88 Replacing the former social investment approach with this Government's improving social wellbeing approach may affect the wording of the scope of the current appropriations for the SIA. As such, this paper seeks agreement to delegate authority to the Minister of Finance and the Minister of Social Development to make any necessary changes to scopes of appropriations to give effect to the decisions in this paper.

Consultation

- 89 The State Services Commission, The Treasury, Te Puni Kōkiri, Oranga Tamariki, Te Arawhiti, New Zealand Police and the New Zealand Defence Force (Veterans' Affairs) and the following Ministries: Business, Innovation and Employment (Employment and ACC), Housing and Urban Development, Social Development, Women, Health, Education, Justice, Pacific Peoples, Primary Industries (Rural Communities), Culture and Heritage (Sport and Recreation), and the Department of Corrections and Internal Affairs, were consulted on this paper.
- 90 The Department of Prime Minister and Cabinet contributed to the paper.

Financial Implications

- 91 As a result of the proposals in this paper up to \$0.5 million would be transferred from SIA's baseline to DPMC in the 2019/20 financial year and \$1.5 million would be transferred from SIA's baseline to DPMC in the 2020/21 financial year.
- 92 Replacing the former social investment approach with this Government's improving social wellbeing approach may affect the wording of the scope of appropriations. As such, this paper seeks agreement to delegate authority to the Minister of Finance and the Minister of Social Development to make any necessary changes to scopes of appropriations to give effect to the decisions in this paper.

Human Rights

- 93 The policy proposals in this paper appear consistent with the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Legislative Implications

- 94 There are no legislative implications arising from this paper.

Gender Implications

- 95 An improving social wellbeing approach has the potential to contribute to better outcomes for all New Zealanders, including for women.

Disability Perspective

- 96 An improving social wellbeing approach has the potential to contribute to better outcomes for all New Zealanders, including for disabled people. To ensure there were voices from this sector present in the engagement to develop this Government's approach to improving social wellbeing the SIA engaged specifically with representatives of the disability sector.

Publicity and Proactive Release

- 97 The SIA has published *What you told us Findings of "your voice, your data, your say"* engagement. The summary document sets out the themes from the engagement from an NGO, service user, agency, Māori and Pacific peoples perspective.
- 98 I intend to proactively release this paper.

Recommendations

It is recommended that the Committee:

The Improving Social Wellbeing Approach

- 1 **note** that the Government has shifted from social investment to improving social wellbeing.
- 2 **note** that in April 2018 the Social Wellbeing Committee noted the shift away from social investment and invited the Minister for Social Development to report back, after running a nationwide public engagement process, with any refinements to the new approach [SWC-18-MIN-0038 refers].
- 3 **agree** that improving social wellbeing is enabling people, whānau and communities to live the lives to which they aspire and includes both material conditions and quality of life.
- 4 **agree** that the improving social wellbeing approach is centred on people, with an emphasis on broad measures of wellbeing and is based on the following principles:
 - 4.1 We take a strengths-based approach that focuses on people not just as individuals, but as members of broader family, whānau, iwi, communities, and regions.
 - 4.2 We use a broad and inclusive set of measures of wellbeing.
 - 4.3 We provide a range of support services for all New Zealanders.
 - 4.4 We are clear about the outcomes we are seeking to achieve.
 - 4.5 We use a wide range of data ranging from administrative data, lived experiences, and survey data.
 - 4.6 We will increase our focus on how to make the best choices among possible interventions.

Implementing the Improving Social Wellbeing Approach

- 5 **note** that embedding and implementing the Government's improving social wellbeing approach will require changes from individual agencies and greater cross-sector coordination.
- 6 **agree** that individual agencies will take the following steps to implement an improving social wellbeing approach:
 - 6.1 Make use of all relevant evidence and information to improve understanding and measurement of wellbeing.
 - 6.2 Use that wider information in day to day decision making at the front line.
 - 6.3 Improve their internal decision making (including processes, policies and practices) to make better choices about the availability and delivery of support options.

- 6.4 Engage with local governance bodies where relevant (including councils, communities, and iwi/hapu) in order to understand current wellbeing and priority outcomes for particular communities (or groups of communities).
- 7 **invite** social sector government agencies and the Social Wellbeing Board to report back on progress to the Social Wellbeing Committee by June 2020.

Supporting the Improving Social Wellbeing Approach

- 8 **note** that this Government has tasked cross-sector leadership groups with implementing the Government's social policy goals and driving the improving social wellbeing approach, namely the Social Wellbeing Committee and the Social Wellbeing Board.
- 9 **note** that the Social Wellbeing Board's role is to work on the most challenging and cross-cutting issues that are beyond the remit of any single agency, and require a people-centred, integrated, sustainable and enduring approach to improve wellbeing.
- 10 **note** that there is a gap in the resources available across the social sector to support cross-sector leadership groups and this is leading to a lack of strategic cross-sector advice being delivered to the Social Wellbeing Committee and Ministers.
- 11 **agree** that the Social Investment Agency be re-positioned to address the gaps in the resources available to support cross-sector leadership groups, which would also clarify the Social Investment Agency's role as the 'glue' for social sector coordination.
- 12 **agree** that the role of the Social Investment Agency be clarified to include:
- 12.1 Strategic advice on issues that cut across or fall between agency responsibilities.
 - 12.2 Resource that could be called upon to lead, on behalf of all agencies, cross-cutting pieces of work.
 - 12.3 A strengthened secretariat for the Social Wellbeing Board.
 - 12.4 Support for the Officials Social Wellbeing Committee where necessary (for example, monitoring progress and activity against the Cabinet Priority Committee's priorities allocated to the Social Wellbeing Committee).
- 13 **agree** that, as a result of the recommendation above, the Social Investment Agency will have two broad functions:
- 13.1 Providing cross-social system advice and supporting the social sector with cross-system work; and
 - 13.2 Creating insights, tools, and practices that improve cross social system decision making for improving wellbeing.
- 14 **invite** the Social Wellbeing Board to report to the Social Wellbeing Committee every six months with an update on their work programme and to present strategic social sector advice.
- 15 **note** I have agreed the work programme for the Social Wellbeing Board for 2019/2020, being:

- 15.1 Governance of the Child and Youth Wellbeing Strategy.
- 15.2 Governance of the Family Violence and Sexual Violence Joint Venture.
- 15.3 Oversight of the Oranga Tamariki Action Plan.
- 15.4 Providing advice to Government about how social services could work more effectively.
- 15.5 Supporting the Social Wellbeing Committee to achieve their priorities, through the provision of strategic advice on cross-cutting issues that are beyond the remit of any single agency.
- 15.6 Co-ordination of the cross-agency response to the Mental Health Inquiry.
- 16 **note** that any changes to this work programme will be made in consultation with the Minister responsible for the Social Wellbeing Board.
- 17 **note** that the Chief Executive of the Ministry of Housing and Urban Development will join the Social Wellbeing Board.
- 18 **agree** that the Social Wellbeing Committee and individual Social Wellbeing Committee Ministers can commission advice and cross-agency work from the Social Investment Agency, in conjunction with relevant agencies, with the agreement of the Minister responsible for Social Investment Agency, through the Social Investment Agency work programme approval process.
- 19 **agree** that the Social Wellbeing Board can commission cross-social system advice from the Social Investment Agency, with the agreement of the Minister responsible for Social Investment Agency, through the Social Investment Agency work programme approval process.
- 20 **note** I expect the Chair of the Social Wellbeing Board and the Chief Executive of the Social Investment Agency to work together to enable the delivery of co-ordinated cross-sector advice.
- 21 **note** these changes will provide the channels and resources required to ensure the Social Wellbeing Committee receives the strategic cross-sector advice it needs to deliver the government priorities it has responsibility for.
- 22 **note** that a revised work programme for the Social Investment Agency will be drafted for agreement with the Minister responsible for the Social Investment Agency.
- 23 **agree** to change the name of the Social Investment Agency to the Social Wellbeing Agency.
- 24 **agree** to establish a new strategy unit within the Department of Prime Minister and Cabinet, focussed on long term, cross-government strategic policy.
- 25 **approve** the following fiscally neutral adjustment to establish a small cross-government strategy unit within the Department of Prime Minister and Cabinet, with no impact on the operating balance:

	\$m – increase/(decrease)				
	2019/20	2020/21	2021/22	2021/23	2023/24 & Outyears
Vote State Services					

Minister for Social Development Departmental Output Expense: Designing and Implementing Social Investment (funded by revenue Crown)	(0.500)	(1.500)	(1.500)	(1.500)	(1.500)
Vote Prime Minister and Cabinet Prime Minister Multi-Category Expenses and Capital Expenditure: Policy Advice and Support Services MCA Departmental Output Expense: Policy Advice- Prime Minister and Cabinet (funded by revenue Crown)	0.5000	1.500	1.500	1.500	1.500

- 26 **agree** that the proposed changes to appropriations for 2019/20 above be included in the 2019/20 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply.
- 27 **invite** the Minister Responsible for the Social Investment Agency to instruct Parliamentary Counsel Office to draft Orders in Council to change the name of the Social Investment Agency to the Social Wellbeing Agency in Schedule 1A of the State Sector Act 1988.
- 28 **agree** to make changes to scopes of the current Social Investment Agency appropriations relating to implementing social investment to give effect to the decisions in this paper.

Authorised for lodgement

Hon Carmel Sepuloni
Minister for Social Development
Chair – Social Wellbeing Committee

Appendix 1: feedback from engagement

- An extensive engagement process, 'Your voice, your data, your say on social wellbeing', facilitated by the SIA, heard from people in 83 hui held in 27 locations, an online survey, and a roundtable discussion hosted by the Institute for Governance and Policy Studies at Victoria University of Wellington. To ensure the engagement was inclusive, I established a working group made up of representatives from social sector agencies, NGOs, peak bodies, Māori and Pacific peoples, a disability advocate, and a client representative, to oversee the process.
- Engagement focused around four elements:
 - Putting people at the centre
 - Making better use of a wide range of information
 - Working in partnership and building trust
 - Providing clear goals and robust measurement.

What we heard from the engagement

- Participant feedback about the engagement process and workshop design was overwhelmingly positive. Participants valued engagement early in this Government's development of its approach to Improving Social Wellbeing. The hui were seen as a positive first step in working together for positive change across the sector.
- Participants told us that these discussions are not new and the issues raised should not provide any surprises. They voiced their dissatisfaction with the current system, particularly the relationship between government, service providers, communities, and service users and their families. I am grateful to those who told us what it is really like for them and what things need to change.
- Looking across all the feedback, there is a consistent call for:
 - Taking a broader approach to understanding and measuring wellbeing.
 - Listening more, and working in partnership with providers (including establishing a different kind of relationship).
 - Changes to contracting practices to enable greater innovation and room for locally led solutions.
 - Being respectful, deliberate, ethical, and open with how we use data (including a two-way street for information sharing and building workforce skills).
 - An approach that acknowledges the importance of communities and providers and building their skills and capacity to support this approach to social wellbeing.
- Participants at the general hui told us that:
 - They want government to better understand their work and their communities, respect them as experts in their field, and see the skills and value they bring

- Communities should be acknowledged as the best place to design and deliver services that work for them, and empowered accordingly.
- They see current funding and contracting arrangements as one of the main impediments to providing better services that help improve people's lives. They were critical of short term contracting, partial funding and overly prescriptive contracts with onerous reporting requirements.
- They have difficulties attracting and retaining staff who have the skills they need to do the research and evaluation needed to improve service delivery. They said that this capability shortfall also includes the ways they collect, share, and store information.
- Service providers want access to data from Government for improved service delivery, planning and development.
- Stories and lived experiences are valuable, in addition to administrative data, to provide deeper insights and understanding about what is working.
- Participants at hui that were specifically focused on Māori told us that they:
 - Want to be included in the decisions that will affect them, including what the system looks like.
 - Want to be 'co-deciders', not just 'co-designers.'
- Participants at hui that were specifically focused on Pacific peoples told us that they want:
 - a 'seat at the table',
 - to be empowered to design solutions, and
 - be involved in making decisions that affect their communities.
- Participants at hui that were specifically focused on disabled people also voiced concerns about being involved in the decisions being made about them, saying "nothing about us without us".
- The roundtable discussion hosted by the Institute for Governance and Policy Studies told us that:
 - There should not be one framework for measuring wellbeing. Instead we need to draw-on and cross-reference multiple approaches and measure a wider set of things, such as resilience and whānau capability.
 - To improve people's wellbeing we need to encourage greater innovation.
 - We need to have funding models that encourage more collaboration.
 - Wider data access, including making government research/evaluations public and enabling safe access to the integrated data infrastructure (IDI), has an important role to play in innovation.
 - Greater data use will need to be accompanied by strengthened data governance.

Appendix 2: Current SIA Work programme 2019/20

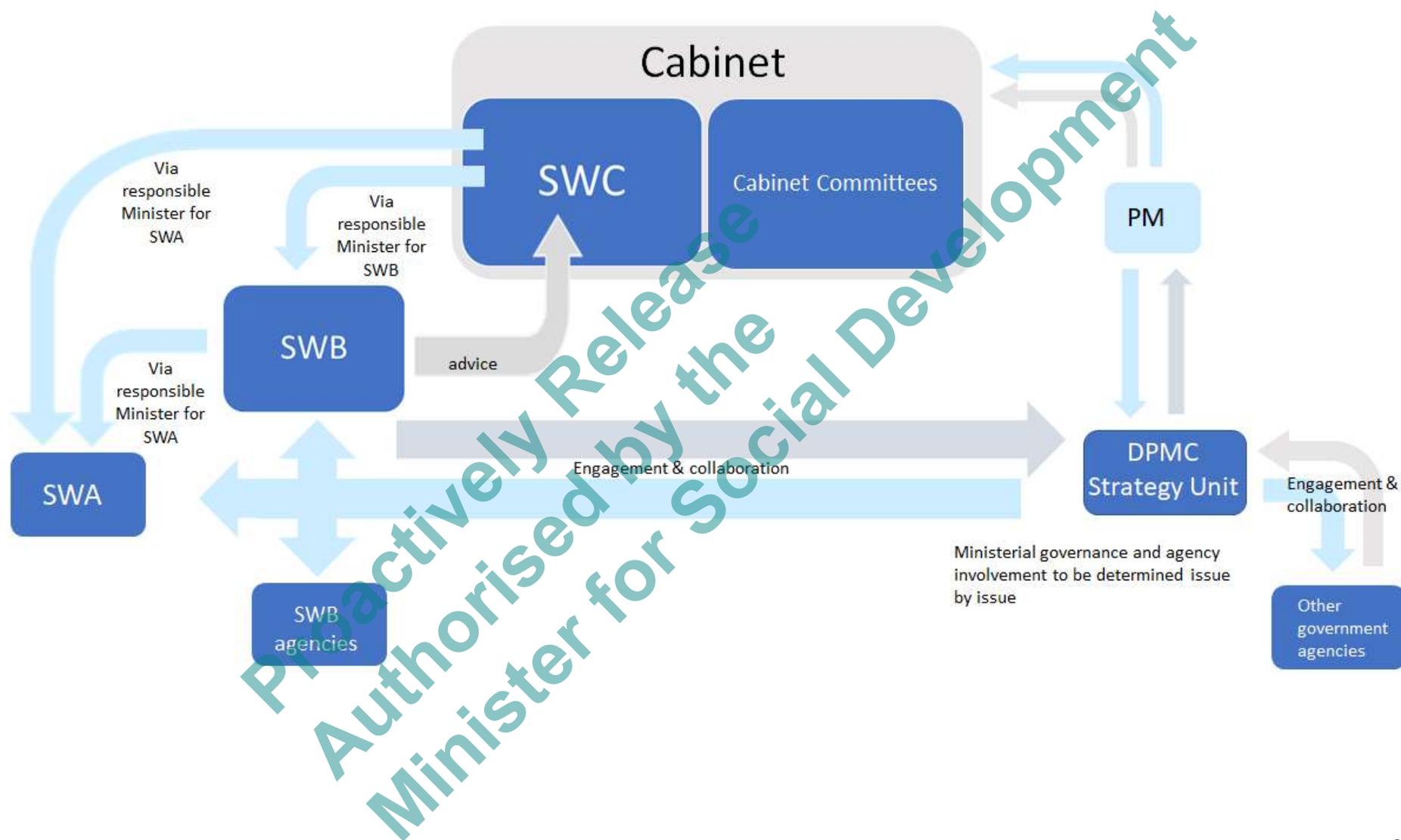
The following is a list of key activity in SIA's work programme for 2019/20. ^ This key activity is committed; all other activity is proposed at this time and we believe is aligned with the role and direction of the agency

SIA Service	Name	High Level Description	Est Due Date
Insights, analysis and advice	Child Wellbeing evaluation plan^	Working with DPMC on an approach to evaluating the Child and Youth Wellbeing Strategy .	Nov-2019
	Child Wellbeing data stocktake	NZ child wellbeing data stocktake of data gaps and overlaps, with relevant agencies feeding information into the stocktake, and with Statistics NZ providing advice / support.	Jun-2020
	OECD Child Wellbeing data^	Working with the OECD on the child wellbeing data project to identify (and begin to address) gaps in data for international comparison.	Dec-2020
	Impact of government debt on child poverty	Working with DPMC to look at the impacts of government debt on families and individuals (from the Child Poverty Unit).	Dec-2019
	Place-Based Initiatives Evaluation^	Place-Based Initiatives evaluation completed with quality information to support decision making	Jun-2020
	Collective Impact approach^	Deliver and test a different approach to a Collective Impact contract with Kāinga Whānau Ora and report back to the Minister on how to potentially use more effectively a Collective Impact Model through Whanau Ora providers.	Dec-2019
	Governance	Support the SWB with more strategic advice and insight around possible areas of intervention to improve wellbeing across the social sector	Oct-2019
	Under fives	0-5 years analysis to determine where in the social sector we should be spending money to get the most impact for long-term outcomes and improve wellbeing	Jun-2020
	Workforce modelling	Investigate and test workforce modelling for the social sector	Dec-2019

SIA Service	Name	High Level Description	Est Due
Methods and best practice	Maori measurement	Manawa Nui (Big Heart) project is working closely with Maori providers to learn about measuring things that matter to Māori and how to do it better.	Dec-2019
	Evidence Centre	Evidence Centre development, scoping and working through options to inform a decision around whether this is a capability the social sector needs.	Dec-2019
	SNOMED*	Feasibility study of SNOMED CT* for the Social Sector. MoH have mandated the SNOMED use for Medical terms, the project will assess the feasibility of using the full set of terms which could lead to the interoperability of social sector and health data and systems.	Dec-2019
	Social Sector Events Record	Implement the Social Sector Events Record which is a data standard describing the data items and inter-relationships that define social sector events. The standard increases the value of data by making it easier and more reliable to collect, connect and join that data	Jun-2020
Data, infrastructure and tools	Data Exchange^	Data Exchange implemented in over 40 organisations aligned with the Cabinet-approved business case due for completion October 2020	Oct-2020
	Data Protection and Use Policy^	Complete the Data Protection and Use Policy and present implementation options to the Minister and Cabinet	Dec-2019
	NGO Data Capability assessment	Develop an NGO Data Capability assessment working with our partners to identify pragmatic actions that will progress organisations through the different stages of data maturity	Sep-2019
	The Hub	Enhancing The Hub , New Zealand's one-stop-shop for social science research	Feb-2020
	Short-form Wellbeing Survey	Working with service providers to create a short-form wellbeing survey and test with users to determine value and future use.	Mar-2020
Key internal activity	Te Aho Kura	Te Aho Kura : Champion and embed Te Aho Kura in our work.	Jun-2020
	Operating Model	Implement an enhanced operating model that better integrates the SIA's work programme with the needs of the SWB and the social sector.	Dec-2019
	Partnership	Implement an enhanced partnership model and test with our foundation partners to ensure increased levels of value are achieved for all parties.	Sep-2019

*SNOMED CT (Systematized Nomenclature of Medicine – Clinical Terms) is a standardised, multilingual vocabulary of clinical terminology that is used by health care providers for the electronic exchange of clinical health information around the world

Appendix 3: Diagram





Cabinet

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Social Sector Leadership and Support

Portfolio **Social Development**

On 30 September 2019, following reference from the Cabinet Social Wellbeing Committee (SWC), Cabinet:

The Improving Social Wellbeing Approach

- 1 **noted** that the government has shifted from social investment to improving social wellbeing;
- 2 **noted** that in April 2018, SWC noted the shift away from social investment and invited the Minister for Social Development to report-back, after running a nationwide public engagement process, with any refinements to the new approach [SWC-18-MIN-0038];
- 3 **agreed** that improving social wellbeing is enabling people, whānau and communities to live the lives to which they aspire and includes both material conditions and quality of life;
- 4 **agreed** that the improving social wellbeing approach is centred on people, with an emphasis on broad measures of wellbeing and is based on the following principles:
 - 4.1 we take a strengths-based approach that focuses on people not just as individuals, but as members of broader family, whānau, iwi, communities, and regions;
 - 4.2 we use a broad and inclusive set of measures of wellbeing;
 - 4.3 we provide a range of support services for all New Zealanders;
 - 4.4 we are clear about the outcomes we are seeking to achieve;
 - 4.5 we use a wide range of data ranging from administrative data, lived experiences, and survey data;
 - 4.6 we will increase our focus on how to make the best choices among possible interventions;

Implementing the Improving Social Wellbeing Approach

- 5 **noted** that embedding and implementing the government's improving social wellbeing approach will require changes from individual agencies and greater cross-sector coordination;

- 6 **agreed** that individual agencies will take the following steps to implement an improving social wellbeing approach:
- 6.1 make use of all relevant evidence and information to improve understanding and measurement of wellbeing;
 - 6.2 use that wider information in day-to-day decision making at the front line;
 - 6.3 improve their internal decision making (including processes, policies and practices) to make better choices about the availability and delivery of support options;
 - 6.4 engage with local governance bodies where relevant (including councils, communities, and iwi/hapu) in order to understand current wellbeing and priority outcomes for particular communities (or groups of communities);
- 7 **invited** social sector government agencies and the Social Wellbeing Board to report back on progress to SWC by June 2020;

Supporting the Improving Social Wellbeing Approach

- 8 **noted** that the government has tasked cross-sector leadership groups with implementing the government's social policy goals and driving the improving social wellbeing approach, namely SWC and the Social Wellbeing Board;
- 9 **noted** that the Social Wellbeing Board's role is to work on the most challenging and cross-cutting issues that are beyond the remit of any single agency and that require a people-centred, integrated, sustainable and enduring approach to improve wellbeing;
- 10 **noted** that there is a gap in the resources available across the social sector to support cross-sector leadership groups and this is leading to a lack of strategic cross-sector advice being delivered to SWC and Ministers;
- 11 **agreed** that the Social Investment Agency be repositioned to address the gaps in the resources available to support cross-sector leadership groups, which would also clarify the Social Investment Agency's role as the 'glue' for social sector coordination;
- 12 **agreed** that the role of the Social Investment Agency be clarified to include:
- 12.1 strategic advice on issues that cut across or fall between agency responsibilities;
 - 12.2 resource that could be called upon to lead, on behalf of all agencies, cross-cutting pieces of work;
 - 12.3 a strengthened secretariat for the Social Wellbeing Board;
 - 12.4 support for the Officials Committee for SWC where necessary (for example, monitoring progress and activity against the Cabinet Priority Committee's priorities allocated to SWC);
- 13 **agreed** that, as a result of the decision above, the Social Investment Agency will have two broad functions:
- 13.1 providing cross-social system advice and supporting the social sector with cross-system work; and
 - 13.2 creating insights, tools, and practices that improve cross social system decision making for improving wellbeing;

- 14 **invited** the Social Wellbeing Board to report to SWC every six months with an update on their work programme and to present strategic social sector advice;
- 15 **noted** that the Minister for Social Development has agreed the work programme for the Social Wellbeing Board for 2019/2020, being:
- 15.1 governance of the Child and Youth Wellbeing Strategy;
 - 15.2 governance of the Family Violence and Sexual Violence Joint Venture;
 - 15.3 oversight of the Oranga Tamariki Action Plan;
 - 15.4 providing advice to government about how social services could work more effectively;
 - 15.5 supporting SWC to achieve their priorities, through the provision of strategic advice on cross-cutting issues that are beyond the remit of any single agency;
 - 15.6 co-ordination of the cross-agency response to the Mental Health Inquiry;
- 16 **noted** that any changes to this work programme will be made in consultation with the Minister responsible for the Social Wellbeing Board, in consultation with other Ministers if they are impacted;
- 17 **noted** that the Chief Executive of the Ministry of Housing and Urban Development will join the Social Wellbeing Board;
- 18 **agreed** that SWC and individual SWC Ministers can commission advice and cross-agency work from the Social Investment Agency, in conjunction with relevant agencies, with the agreement of the Minister responsible for the Social Investment Agency, through the Social Investment Agency work programme approval process;
- 19 **agreed** that the Social Wellbeing Board can commission cross-social system advice from the Social Investment Agency, with the agreement of the Minister responsible for the Social Investment Agency, through the Social Investment Agency work programme approval process;
- 20 **noted** that the Minister for Social Development expects the Chair of the Social Wellbeing Board and the Chief Executive of the Social Investment Agency to work together to enable the delivery of co-ordinated cross-sector advice;
- 21 **noted** that these changes will provide the channels and resources required to ensure that SWC receives the strategic cross-sector advice it needs to deliver the government priorities it has responsibility for;
- 22 **noted** that a revised work programme for the Social Investment Agency will be drafted for agreement with the Minister responsible for the Social Investment Agency;
- 23 **agreed** to change the name of the Social Investment Agency to the Social Wellbeing Agency;
- 24 **agreed** to establish a new strategy unit within the Department of the Prime Minister and Cabinet, focused on long-term, cross-government strategic policy;

- 25 **approved the following fiscally neutral adjustment to establish a small cross-government strategy unit within the Department of the Prime Minister and Cabinet, with no impact on the operating balance:**

	\$m – increase/(decrease)				
	2019/20	2020/21	2021/22	2021/23	2023/24 & Outyears
Vote State Services Minister for Social Development Departmental Output Expense: Designing and Implementing Social Investment (funded by revenue Crown)	(0.500)	(1.500)	(1.500)	(1.500)	(1.500)
Vote Prime Minister and Cabinet Prime Minister Multi-Category Expenses and Capital Expenditure: Policy Advice and Support Services MCA Departmental Output Expense: Policy Advice- Prime Minister and Cabinet (funded by revenue Crown)	0.5000	1.500	1.500	1.500	1.500

- 26 **agreed** that the changes to appropriations for 2019/20 above be included in the 2019/20 Supplementary Estimates and that, in the interim, the increase be met from Imprest Supply;
- 27 **invited** the Minister Responsible for the Social Investment Agency to issue drafting instructions to the Parliamentary Counsel Office for Orders in Council to change the name of the Social Investment Agency to the Social Wellbeing Agency in Schedule 1A of the State Sector Act 1988;
- 28 **agreed** to make changes to scopes of the current Social Investment Agency appropriations relating to implementing social investment to give effect to the above decisions.

Michael Webster
Secretary of the Cabinet

Hard-copy distribution:

Prime Minister
Deputy Prime Minister
Minister for Social Development