Social Investment Agency
Toi Hau Tāngata

5 December 2024

File Ref: 2024010

9(2)(a) [redacted]

[redacted]

Thank you for your Official Information Act 1982 request, received on 15 October 2024. You requested:

> *Copies of all advice or briefings the agency holds related to family violence/sexual violence since 27 November 2023 to date*

On 22 October 2024 you refined/ clarified your request to:

> *My request is copies of all advice or briefings the agency holds, specifically documents provided to the Minister but also documents provided to other agencies related to reviewing family violence/sexual violence services/funding since 27 November 2023 to date.*

On 11 November 2024 we extended your request due to the consultation required for the request. The new due date to respond to your request is 11 December 2024.

In accordance with the provisions of Official Information Act 1982 (OIA) please find below a response to your request.

Information being released

Please find enclosed the following document.

Item	Document Date	Document Title	Decision
1.	27 March 2024	SWA2324082 Briefing Proposed approach to selecting areas of social spending for review	Release - some withheld under 9(2)(a) and 9(2)(f)(iv)

I have decided to release the relevant document listed above, subject to information withheld under one or more of the following sections of the Official Information Act, as applicable:

- 9(2)(a)- protect the privacy of natural persons, including that of deceased natural persons
- 9(2)(f)(iv) - maintain the constitutional conventions for the time being which protect- the confidentiality of advice tendered by Ministers of the Crown and officials

Information withheld

We have identified 12 documents to be within scope of your request. We are withholding five of the documents, including their titles, in full under section 9(2)(f)(iv) of the OIA.

We are withholding the following seven documents in full under the section 9(2)(f)(iv) of the OIA, in order to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials.

Item	Date	Document Description	Decision
2	6 June 2024	Briefing Spending Review: Progress Update	Withhold in full under 9(2)(f)(iv)
3	1 August 2024	SIA2425035- Impact Reviews scope and next steps	Withhold in full under 9(2)(f)(iv)
4	9 September 2024	Impact Review Family Violence Sexual Violence Programmes	Withhold in full under 9(2)(f)(iv)
5	3 October 2024	IEB CEs presentation impact reviews 3 Oct	Withhold in full under 9(2)(f)(iv)
6	4 October 2024	SIA2425086 Findings from impact reviews	Withhold in full under 9(2)(f)(iv)
7	3 October 2024	Appendix Two - Using the IDI to understand family and sexual violence	Withhold in full under 9(2)(f)(iv)
8	8 October 2024	Family Violence Sexual Violence DCEs slide deck impact reviews 8 Oct	Withhold in full under 9(2)(f)(iv)

In making my decision, I have considered the public interest considerations in section 9(1) of the OIA.

If you are not satisfied with this response, you have a right to seek an investigation or review by the Ombudsman. Information about how to make a complaint is available at www.ombudsman.parliament.nz or by calling 0800 802 602.

Yours sincerely

K Anderson

Kirsty Anderson
Manager, Office of the Chief Executive.

SOCIAL WELLBEING AGENCY | TOI HAU TĀNGATA

Proposed approach to selecting areas of social spending for review

Date:	27 March 2024
Security level:	In confidence
To:	Hon Nicola Willis, Minister for Social Investment

Purpose

This briefing sets out a proposed approach and key deliverables to achieve your priority to roll out a programme to better understand the return New Zealanders are getting from current social spend.

Recommendations

It is recommended you:

Note our proposed approach to supporting your priority to "roll out a programme to evaluate areas of existing social sector spend".	Noted
Note that we are supporting the Child and Youth Wellbeing Unit, the Joint Venture on Family and Sexual Violence, and Te Puni Kokiri to review the effectiveness of spend in the following areas: • First 2,000 days (of children's lives) • Family and sexual violence • Whānau-based programmes	Noted

Indicate which additional areas of spend you would prefer be reviewed, as we have capacity to do so (please rank in order of priority 1 - 4):

- Housing support ☐
- School attendance and achievement ☐
- Youth crime ☐
- Other: ____________________ ☐

Note that in considering areas to review you may wish to consider: • alignment with Government priorities and targets • the complexity of the area of spending • the size of the spend • the nature of the problem • system maturity (to implement social investment) • logistical considerations (including the capacity of key agencies).	Noted
Circulate this briefing to relevant portfolio Ministers and **seek** their support for the areas of spend that will be reviewed as first priorities	☐ Yes ☑ No
Note officials will refine the scope and provide plans for each review, for your agreement, by April 2024, anticipating that initial results of the reviews will be available around August 2024.	Noted

Aphra Green
Deputy Chief Executive
Policy, Data and Insights

Hon Nicola Willis
Minister for Social Investment

Context

1. In your letter of 29 January 2024 to the Prime Minister, you set out priorities for your social investment portfolio, the second of which was "rolling out a programme to evaluate areas of existing social sector spending to better understand the return New Zealanders are getting from current social sector spending". We indicated we would provide advice on areas of spend to review and an approach to the proposed evaluations in a briefing we provided on 23 February 2024 and that outlined a proposed work programme to implement your priorities (SWA – 23/24 – 077 refers).
2. In Treasury advice to you in December 2023 (T2023/2002 refers), officials also recommended a two-phased approach to applying evidence and evaluation standards, consistent with this priority:
   2.1. Phase 1 – identifying two to three priority areas of spend, and beginning work to improve the quality of impact measurement and the alignment of funding decisions with evidence in these areas
   2.2. Phase 2 – implementation of social investment standards more broadly, building on the analysis undertaken in Phase 1.

Summary of proposed approach to reviews

3. Consistent with the earlier Treasury advice, we propose to establish a programme to evaluate areas of existing social sector spending by initially focussing on reviewing two or three areas of spend and expanding what we learn from this process to other areas, as appropriate. The aims of the initial reviews will be threefold:
   3.1. to determine **what** we currently know about the effectiveness of spend in the selected priority areas
   3.2. to understand **how** agencies are evaluating programmes in these areas and acting on evidence collected
   3.3. to **test the standards** for value and impact measurement, which we are developing to support another of your priorities (see below, SWA-23/24-071 refers).
4. S9(2)(f)(iv) [redacted]
5. [redacted]

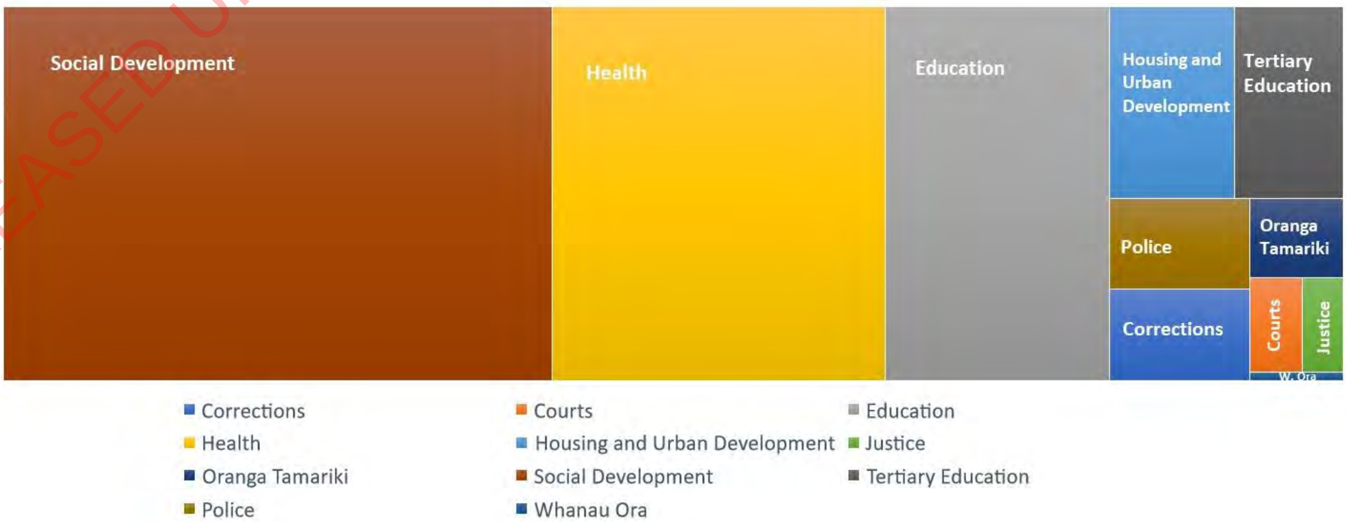
The application of standards (example)

6. The standards we are developing will set out consistent, shared thresholds of evidence and enable cross-agency understanding of the appropriate use of different types of evidence for impact measurement. It will ensure standardised assessments of the different areas of spend we review and help us to gauge the maturity of the systems set up around these spending areas to support social investment (that is, it will help us identify what elements and processes necessary for social investment exist, and where there may be gaps).
7. SWA has previously reviewed evidence on the impact and effectiveness of interventions, including using some very general evidence standards to 'rate' the available information. For example, we recently examined 35 programmes intended to reduce youth offending. In this study we found mixed results and gaps in the availability of evaluations, with only 15 of the 35 programmes assessed appearing to have had any type of evaluation published. Further, only 10 of these evaluations included a focus on outcomes. Our review also showed that successful programmes generally only produced positive results for a minority of participants. (See Appendix 1 for a fuller summary of these results.)
8. This previous experience indicates that we might expect much of the evidence we collect as we review different areas of spending will likely fall within lower levels of confidence, as gauged against value and impact measurement standards. Further, it indicates that even the most successful interventions are likely to have nominally low success rates, although the 'value' of these interventions may still be considered 'good', depending on how value is determined.

Narrow scope of spending for reviews proposed

9. Total social sector spend was approximately $70 billion in 22/23. This spend is currently distributed across a number of large Votes and appropriations, as summarised in the diagram below, which shows the relative size of each Vote.

Figure 1.Distribution of social spend among social sector agencies



10. Within each Vote, spending can be further categorised. Different parts of this spend will be more or less amenable to analysis about effectiveness. Those investments likely to be easiest to assess in the first instance will be spend on contracted programmes, some of which are already regularly assessed. For example, MSD takes a portfolio approach to evaluating the effectiveness of its spend on employment programmes. Total spend on these programmes is approximately $700 M and their effectiveness is routinely and rigorously evaluated using the IDI.
11. However, the amount of programme-related spend usually makes up a relatively small proportion of agencies' overall spend. (It makes up an even smaller proportion of investment across the social sector as a whole, which includes a range of charitable, philanthropic as well as private organisations, as illustrated in Appendix 2). Other work streams may be better suited for assessing the impact of larger volumes of spend.

Considerations in selecting priority areas to review

12. You may want to consider the following criteria to decide priority areas to review in a first phase of analysis:

12.1. **Alignment with Government priorities and/or Government targets**

The proposed reviews have the potential to support priorities identified by the Government in other contexts, including for achieving proposed government targets. For example, Child and Youth Ministers have discussed positioning the Child and Youth Wellbeing Strategy as an investment strategy and were interested in further information regarding the impact of spending on young people in their 'first 2,000 days'. A review in this area could support that direction.

12.2. **The complexity of the area of spending**

The more complex an area of spending, the longer it may take to adequately review and the less certain any results of a review may be. Considerations include whether it is relatively easy (or not) to draw clear boundaries around the spend, the level of diversity that exists among the client group(s) served, the number of different provider groups/services responsible for delivering the services, and the degree of confidence we can have in terms of determining cause and effect.

12.3. **The size of the spend**

The higher the level of spend, the greater the potential fiscal benefits if any inefficiencies are identified. However, higher spends may also be associated with higher levels of complexity, with the disadvantages of this noted above.

12.4. **Nature of the problem**

Some areas of spend, by their nature, do not easily align with an investment approach. For example, where the problem being addressed fundamentally reflects a structural or regulatory issue that is not amenable to a funding solution by itself (such as housing supports); or where the spend is on universal services (such as free schooling), which are less suitable for evaluation as they cannot be rigorously evaluated ex post. By comparison, some areas may be more aligned to a social investment approach. This includes areas of spending that are intended to be preventative, such as much of the spending on children and young people. Although the challenge of assessing the impact of spend on prevention is that benefits may not be seen until much later in life.

12.5. **System maturity**

The extent to which social investment practices (such as monitoring and evaluation) already exist for an area of spend will determine how quickly we will be able to assess the impact of that spending. However, where there are strong monitoring and evaluation systems in place, there may be more work to assess how information generated through this system is used by decision-makers to improve the value of spend.

12.6. **Logistical considerations (capacity)**

Treasury and SWA officials have capacity to provide high-level support for up to three reviews at one time. While we will be able to provide guidance in the planning stages of the reviews, may undertake some analysis where this aligns to our current work programmes, and will contribute to developing recommendations on system improvements following the reviews, staff from the relevant agencies will necessarily need to collect and analyse the applicable data themselves. This will create work that these agencies will need to accommodate within their existing work programmes, according to their and their Ministers' other priorities. It will therefore be necessary to confirm areas for review with your Ministerial colleagues and to carefully consider the scope of any review in one area of spend once that area has been identified.

Recommended areas of spend for review

13. Considering the criteria noted above, we have identified a number of different areas that could be reviewed in a first phase of analysis.

We have started work with interested agencies

14. Building on early interest in the need to review the effectiveness of spend, we are already working with the Child and Youth Wellbeing Unit, the Joint Venture on Family and Sexual Violence, and Te Puni Kōkiri to look at spend in the following areas:

14.1. **First '2,000 days'** – as above (paragraph 12.1), Ministers have already identified their interest in using the Child and Youth Wellbeing Strategy as an investment framework. While the size and complexity of spend in this area is high and outcomes are often over the longer-term, the challenges posed by this could be reduced by limiting the scope of any review. For example, looking only at spending on younger children (those in their first 2,000 days) and, potentially, to only services of a particular type or designed to address a particular (nearer-term) problem.

14.2. **Family and sexual violence** – New Zealand has high rates of family violence and sexual violence. Addressing the impacts of family violence and sexual violence requires collaboration across a range of agencies, which is currently facilitated by Te Puna Aonui The Joint Venture on Family and Sexual Violence, and has since 2018 included joint cross Vote Budget packages to align investment priorities in this area. In addition, high level outcomes and indicators have been agreed to measure progress to improve the family violence and sexual violence system and ensure accountability across government. Te Puna Aonui has indicated a desire to review spending and is already in discussion with SWA as to how this might be done.

14.3. **Whānau-based interventions** – the Minister for Māori Development has indicated an interest in better understanding the impact of Whānau Ora. You were provided with advice on how Whānau Ora and the social investment approach might complement each other (SWA-23/24 – 071 refers), and subsequently agreed that SWA work with Te Puni Kōkiri and Statistics NZ to strengthen the evidence base to support this outcome. A review of 'whānau-based' interventions could be limited to only Whānau Ora spend, or could include a wider range of interventions to demonstrate the effectiveness of whānau-based approaches. The latter option would introduce considerable complexity but could be considered when any review is scoped in more detail.

Reviews could be progressed in additional areas as capacity allows

15. While our capacity to work with agencies to review effectiveness of spend is committed in the short-term, there are additional areas that could also be reviewed as our capacity allows. These include:

15.1. **Housing support (social, transitional and emergency housing and associated support services)** – this is an area of current focus for the Government, which is seeking to improve both housing supply (through the 'Going for Housing Growth' programme) and housing support (through the Kāinga Ora review and work to end large scale use of emergency housing). While increasing housing supply will have long-term fiscal and social benefits, the regulatory nature of the proposed change means this area is not suitable for a social investment approach. The housing support system is, however, more amenable to evaluation in the context of a social investment approach, including to better understand housing need, and the mix of accomodation and services that best meet that need. While there are likely to be opportunities to improve outcomes through improving the housing support system, this is also an area where trade-offs between outcomes for populations directly benefiting from housing services might be demonstrated to be achieved at the expense of a wider (yet still disadvantaged) population group.

15.2. **School attendance and achievement** – the numbers of children not regularly attending school has been raised as a priority issue for the Government. The Associate Minister of Education has also asked for an evaluation of services intended to improve attendance by the Education Review Office, which SWA expects to help support with some analytical capabilities. Spending in this area would be relatively easy to isolate and any review could leverage information collected as part of the existing review(s). However, limiting the scope of a review to (only) attendance services would miss other types of services and interventions that might also boost attendance. A wider review of services that promote school engagement and positive educational outcomes, building on the review of services intended to boost attendance, could therefore be considered.

15.3. **Youth crime** – crime (generally) has been identified as an issue of concern to the Government. While the size and complexity of spend in this area is high, this could be managed by reducing the scope of review and restricting it to the spend used to support youth who offend and, in particular, serious young offenders who are most at risk of future offending as adults. This is an area where there is already some good data and evidence.

16. The Treasury and SWA considered recommending **employment assistance** as a further area for possible review. We noted that the Government has indicated that supporting people into work is a priority, spending on this area is relatively easy to isolate, and social investment principles have been used to inform the administration of spending in this area since around 2018 (as noted above). We also note that Minister Upston has indicated that she intends to update the strategy that drives how and where Employment Multi-Category Appropriation spending occurs to reflect government priorities. While we thought a review in this area provided an opportunity to refine and model social investment principles (including testing our standards), the Ministry of Social Development (which is responsible for this area of spending) did not support its inclusion for possible review, on the basis that it thought there would be very little new to learn compared to other spending areas.

Links between proposed spending areas

17. While presented as discrete areas for review above, impacts of each of the areas overlap. For example:

17.1. Effective interventions during pregnancy and up to around 5 years of age for disadvantaged children improve outcomes related to physical and mental health, education, employment, and crime well into adulthood.

17.2. Stopping the intergenerational impacts of family violence and sexual violence prevents further harm to those affected by violence and has a positive impact on physical and mental health, homelessness, and crime.

17.3. Better housing improves outcomes related to physical and mental health, education and economic wellbeing.

18. In addition, we note that the Whānau Ora programme delivers interventions in most of the areas listed.

19. While out of scope of the initial reviews proposed in this paper, this suggests that it will also be important to have a view about the balance of spending across multiple portfolio areas. This is a question that can be considered as the review programme is expanded.

Proposed approach to analysis in first priority areas

20. Once priority areas for review are selected, SWA and Treasury will work together with the relevant agencies to develop a plan to gather the information and do the analysis needed for

the review. To the extent possible, we will work to ensure that these plans align with agencies' work to develop Savings and Performance Plans. We may also involve expert advisors (e.g. Chief Science Advisors; interdisciplinary working group), as appropriate.

21. It is proposed that each review cover the following steps (outlined in more detail in Appendix 3):

    21.1. Ministers confirm priority areas to be reviewed

    21.2. Value and impact and measurement standards (VIMS) are confirmed

    21.3. SWA, Treasury and relevant agencies work together to refine and agree the scope of each review, including exactly what spending is included

    21.4. Agencies provide detail about:

    - the population group(s) served
    - the objectives and desired outcomes (including measures) for the spending
    - how the spend is evaluated and/or monitored (what proportion of the spend is evaluated/monitored) and how this aligns with the VIMS
    - what the available information says about the effectiveness and impact of the spend (using the VIMS to also indicate how much confidence we can have in these conclusions)
    - how evidence collected is used and acted on by relevant decision-makers (at agency governance, management and practitioner levels, as appropriate)

    21.5. SWA and Treasury work with agencies to provide summary advice to you and other relevant Ministers on the reviews, together with suggestions for improvement, as appropriate

    21.6. SWA and Treasury support agencies to put in place ongoing monitoring arrangements to report on the impact and value of relevant expenditure, and progress in implementing improvements.

22. Depending on the availability of data and evidence, some steps will take longer than others. It is therefore likely that some of these steps will be prioritised when scoping each review with the relevant agencies, with an initial focus on determining what we currently know about the effectiveness of spend and what could be provided to help inform Budget 25 processes. We will keep you updated on what we think can be achieved within what timeframes.

23. We also expect the execution of the reviews may be somewhat iterative, as the VIMS that will be tested are developed at the same time as the reviews are conducted, and as we learn more about each area of spending.

24. Following the reviews, we will, as indicated above, present our findings in a report. We will present the report to you and relevant portfolio Ministers, with recommendations for change, as appropriate. We will also expect to update you on findings as the reviews are progressed.

25. While, in some areas (particularly large or complex areas of spend) there may be insufficient information to provide you with specific options to reprioritise or stop programmes, there are other actions which could be taken. For example, changes needed to overall spending

patterns over time – that is, using the information gained through reviews to identify broad areas where spending should fall and other areas where it should rise over time, rather than to identify particular interventions or services that should immediately be stopped or scaled up. This would enable you to drive strong incentives to improve the quality of information and impact measurement through the system without waiting for further information.

26. Regardless of any actions identified following a review, there will likely to be benefits to setting up ongoing monitoring arrangements including reporting on:
    - 26.1. How much is being spent on what within the priority area
    - 26.2. What proportion has been evaluated or measured for impact
    - 26.3. What that evaluative activity is saying about effectiveness/impact
    - 26.4. What actions agencies are taking to increase effectiveness/impact, through the improvement of existing programmes or internal reprioritisation.

Extending reviews more broadly (phase 2)

27. As previously advised by Treasury, we propose a second phase of work, which would involve agencies working with their Ministers to evaluate their social investment practices and the impact of additional areas of spend. Key elements of this process will be incorporated in the agency savings and performance plan process led by Treasury. Indicative steps for this phase of work are:
    - 27.1. Treasury and SWA update the VIMS, as necessary, and communicate these to agencies
    - 27.2. Treasury incorporates reporting processes and a timeline into reporting on agency Savings and Performance Plans (SPPs)
    - 27.3. Agencies look across all of their social sector spending and provide detail on:
        - How much total spend is amenable to a social investment approach
        - Who is served and what they are trying to achieve with the relevant funding
        - What proportion of this spend is appropriately evaluated and monitored (consistent with the VIMS)
        - What that evaluation is saying about impact and value
        - What actions agencies are taking to increase effectiveness and impact (such as through the improvement of existing programmes and/or internal reprioritisation)
    - 27.4. Agencies implement proposed changes and provide ongoing reporting on impact and value of relevant expenditure.

Consultation

28. We have consulted the following agencies on this briefing: Treasury, Social Development, Health, Police, Education, Te Puna Aonui, Oranga Tamariki, Justice, Corrections, Te Puni Kōkiri and the Child Wellbeing and Poverty Reduction Group (Department of the Prime Minister and

Cabinet). All were supportive of the recommendations in this paper. The Social Wellbeing Board also considered and discussed this paper.

29. As indicated, the Child Wellbeing and Poverty Reduction Group, Te Puna Aonui, and Te Puni Kōkiri further indicated they are already committed to undertake some form of review of their areas of spend (Family Violence and Sexual Violence; First 2,000 days, Whānau Ora) and we are already working with them to scope these.

Next Steps

30. Once you have selected areas of spend you would like to focus on, we recommend that you seek agreement and support of relevant Ministers for these to be reviewed. We recommend you do this by sharing this briefing with them and writing to them, noting they may consider it necessary to consult with additional stakeholders/partners.
31. Following confirmation of the areas to be reviewed, SWA and Treasury will work with the relevant departments to scope and plan each review, for your and the relevant Ministers' agreement. This will require SWA to adopt a role that it has traditionally not exercised – that is, to help lead the design of each review (including how value and impact standards are to be implemented), and to provide advice on the performance of departments in relation to their evaluation and monitoring practices. The proposed plans will, therefore, clarify for Ministerial endorsement the respective roles of the partner agencies (also considering capacity and capability constraints, where relevant).
32. Subject to the timing of agreements around priority areas of spending to review, we anticipate plans to be available in April 2024. The reviews will then proceed, with initial results expected around August 2024, subject to our more detailed planning.
33. S9(2)(f)(iv) [redacted]
34. We can provide further advice on additional work to review spend in the second phase of activity after work on these priority areas has been progressed.

Name	Position	Contact Number	First contact
Aphra Green	Deputy Chief Executive Policy Data and Insights	[redacted]	☑
Megan Davis	Principal Policy Analyst Policy and Insights	[redacted]	☐

Attachments

Appendix 1 – Overview of current evaluations of programmes targeted at youth

Appendix 2 – Proposed steps for review

Appendix 1

DRAFT

Overview of current evaluations of programmes targeted at youth

The Social Wellbeing Agency has reviewed information on the effectiveness of interventions intended to reduce youth offending for the Youth Engagement Ministers Group (YEMG) work programme.

This document is a work in progress – it is not complete – it will be updated as new information is provided or evaluations completed.

December 2022

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Summary

- The evidence on the evaluations outcomes from the range of programmes we have in place for young people with high needs is mixed – but we may know a lot about these programmes from other information sources
- This is likely due to many of the programmes being new, and data not yet being available (or collected)
- More comparison evaluation approaches would help us determine what works and where to invest to get the best outcomes for these young people.

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SWA examined 35 programmes identified by agencies in a stocktake* exercise undertaken for the YEMG work programme

- SWA looked for evaluations/impact studies that were in the public domain or in academic journals. We have not included internal agency analysis, or provider-specific reports such as Education Review Office reviews.
- Many of the programmes are relatively new, meaning that evaluations were not (yet) feasible – a number of these have, nevertheless, committed to (further) evaluation.
- A western model was generally adopted to assess the quality of evaluations that were found; two kaupapa Māori evaluations did not fit comfortably within this framework meaning that any judgments that could be made about whether these evaluations spoke to effectiveness was limited.
- This is an evolving overview. In socialising the initial results of this stocktake, some agencies identified some other evaluations, and other programmes that were potentially beneficial for youth engagement. We will update this work with that additional information as it comes to light.

*Refer next slide

3

A range of services and programmes support children and young people with moderate to very high needs and their whānau

Support needs

Beginning to disengage with education and pro social activities	Experiencing multiple factors correlated with poor wellbeing and future offending	Experiencing multiple factors and have offended	Engaged in serious and/or persistent offending

Moderate | **High** | **Very High**

Individual and family prevention programmes

Moderate

Access and Choice: includes $66.469m targeted funding over 4 years for youth-specific primary mental health and addiction services for 12-24-year-olds across New Zealand. Youth-specific services are available in youth-friendly and accessible settings, for example in schools, Youth One Stop Shops and other community settings

Mana Ake: ($90m over 4 years) - a holistic mental health programme that supports primary and intermediate school children in Canterbury and Kaikōura and is expanding to Northland, Counties Manukau, Bay of Plenty, Lakes and West Coast

Expanding mental health and wellbeing supports for students enrolled in tertiary education institutes ($25m over 4 years)

Piki (Integrated Psychological Therapies Pilot) ($12.25m over 4 years), supports young people aged 18-25 years in the Greater Wellington area who are experiencing mild to moderate mental health and alcohol and other drug needs

Expansion of Healthy Families NZ: delivered across 11 locations in Aotearoa targeting regions with higher-than-average rates of preventable chronic diseases, and or high level of deprivation – expand within regions to include AOD

Establish Whakapuawai: partnership proposal between Blue Light and Ruapotaka Marae in Glen Innes/ East Auckland working in a wrap-around way to engage tamariki in education and prosocial support

Ākonga Fund: support ākonga (12 to 21 years) adversely affected by the impact of COVID-19 to stay engaged or re-engage in education

High

intensive Mentoring extension intensive mentoring to children 10-14 disengaged from school/ supports, have early contact with police and at risk of escalating

Youth Services: support to young people aged 16 – 19 years with Youth payment, Young parent payment and youth not in education, employment and training (NEET) or at risk of becoming NEET

Limited Service Volunteer (LSV): voluntary six-week residential training programme run by NZDF in partnership with MSD and Police

He Poutama Rangatahi (HPR), support to rangatahi most at risk of long-term unemployment who may need ongoing support to connect to training and employment, supports employers to help meet the needs of rangatahi

He Poutama Taitamariki (HTP), intensive service for young people in Northland aged 15-24 years who are NEET and most at risk of long-term unemployment

Tupu Aotearoa: supports Pacific people, identified as NEET with the work readiness skills they need into meaningful and sustainable employment and training pathways

Taiohi Ararau: ($3m), supports young Māori (15-24) not receiving a benefit and NEET in Northland

Pae Aronui: ($14m over 3 years), tests improvements in education and employment outcomes for rangatahi Māori (15-24) who are NEET or at risk of NEET in 4 communities

Pregnancy and Parenting Service: ($5m), intensive engagement and harm reduction service for parents experiencing harms of substance abuse, have infants under the age of [illegible] or are pregnant and marginalised

Te Ara Oranga: methamphetamine harm reduction initiative in Northland ($3.0m), and Bay of Plenty ($2m)

Enhanced funding for youth focused alcohol and drug harm prevention and minimisation services addresses a gap in sustainable funding for AOD service for youth

Te Pae Oranga Rangatahi: ($2.88m over four years), tikanga Māori and whānau-centred response to divert rangatahi coming to Police attention from youth/criminal justice

Hooks for Change: ($0.75m) reducing young people's escalation through the youth justice system in three locations

Kotahi te Whakaaro West Auckland: government, non-government and iwi review cases of young people involved with Police in the preceding 24 hours to prevent escalation into or through youth justice. The initiative is also continuing in Counties Manukau

Family Functional Therapy extension: evidence-based family/whānau counselling

Very High

Te Pae Whakatupurunga - Family Functional Therapy Cross Generations supports tamaiti and rangatahi 12-24 years old to reduce involvement with the justice system

Intensive Mentoring: ($0.228m), model includes mentoring, counselling, parenting, and whanau centred social work – in Auckland

Mana Tamariki (Intensive Case Management): ($1.55m), intensive relationship-based casework in central and South Auckland. Tamariki who have difficulties engaging in school, in trouble with Police, or have complex needs

Paiheretia te Muka Tāngata: ($8.75m), a kaupapa drawing on the strengths of the whānau ora approach to support rangatahi Māori under the age of 30 and their whānau who are engaged in the Corrections system

YJ Residence and OT Specialist Remand Care Placements

FTE Youth Worker / Practitioner Pilot: trial increased youth worker/practitioner time with young people (12-24) with complex needs and a number with needs considered 'moderate'

Children's flexi fund ($5.2m over 4 years), direct purchase of goods and services for children and young people who experience family harm (where cannot be funded elsewhere)

Alternative Education: ($24.017m) young people disengaging or disengaged from education receive educational and pastoral support to re-engage in a meaningful learning programme (1,888 places nationally)

Community and Schooled programmes

Attendance and Engagement Strategy (Regional Response Fund)

Māori and Pacific Suicide Prevention Community Funds ($3.1m p.a.) supports community interventions and programmes aimed at preventing suicide and responding if, or when, a suicide occurs – includes young people as a priority

NZ Drug Foundation – Prevention of Drug Related Harm ($0.729m) provides services to prevent drug related harm at a national level

E Tū Whānau, a kaupapa Māori movement for positive change.

Pasefika Proud Social change movement – 'by Pacific for Pacific' – to boost wellbeing for Pacific families and transform attitudes, behaviours and norms that enable violence.

Kōhine Māori Projects ($0.865m), Te Puni Kōkiri and Manatū Wāhine exploring supports for better outcomes for kōhine Māori because of the COVID-19.

Tūturu: ($1.868m), supports secondary schools to take a whole school approach to addressing student wellbeing, with a focus on reducing alcohol and other drug (AOD) related harm 7 locations

School based health services for secondary students to improve health outcomes and inequalities. Budget 22 extension ($12.548m over 4 years) to improve health equity for high need students and help prevent the development of more serious mental and physical health conditions among youth

Rangatahi Manawaroa ($2m - funds projects and initiatives to improve rangatahi capacity to resist risk factors and enhance protective factors in their lives

Rangatahi/youth focused transitional housing ($20m over 4 years), for youth aged 16-24 who are homeless or at risk of homelessness, in design stages

Local Innovation and Partnership Fund ($20 m over 4 years), multi-year fund to support development and implementation of local initiatives to respond to and prevent homelessness including amongst rangatahi/youth.

Youth Inclusion Programmes (YIP) ($1.761m), community led support for children and young people at risk of offending or showing anti-social behaviour. Operated with high schools and community services in 10 communities

Youth Inclusion programmes extension

Resilience to Organised Crime in Communities (ROCC): Cabinet-mandated, multi-agency approach supporting locally-led responses to organised crime. Focused on 3 target cohorts: rangatahi, gang-affiliated whānau, those experiencing harm associated with the use of, or addiction to drugs (particularly methamphetamine). Budget 22, $34.12m for community resilience and whānau support to enable roll out to build resilience in 4 communities where organised crime and the methamphetamine trade significantly impacts on wellbeing

KEY

- Grey = Announced
- Black = Baseline/continuing
- Green = Opportunity for enhancement/improvement
- Red = Opportunity for enhancement/expansion – new money required

SWA found mixed results and gaps in the availability of evaluations

- **Only 15** of the 35 programmes identified in the stocktake appeared to have **had any form of evaluation** or monitoring report published
- Of those that had been evaluated, about **half** were process evaluations, and/or used primarily qualitative methodologies that **did not attempt to measure outcomes** resulting from the programme
- **Only 10 evaluations** included a **focus on outcomes** for participants (representing about a quarter of all programmes identified in the stocktake) – the majority of these were either retrospective surveys of clients (ie, asking at the end of treatment, "are you better now than before treatment?"), or involved pre-post comparisons only (which does not necessarily indicate effectiveness)
  - **9** of these reports indicate that **outcomes were improved** for participants in the relevant programme – although the scale of impact varied, with some programmes having more impact than others
  - **1** report indicated that the **intervention was potentially harmful**, as it appeared to lead to worse outcomes for participants than a comparison group
- **Only 4 evaluations** compared outcomes for participants relative to a comparison group

Summary of evaluations for youth engagement initiatives identified by agencies

Key: 14 No evaluation | 5 Evaluation planned | 6 Process evaluation | 6 Outcome evaluation (without comparison) | 4 Outcome evaluation (with comparison)

	0+ years of age	5+ years	12+ years	16+ years
Justice	Children's flexi fund; Pasefika Proud		Pae Whakatupuranga; YJ Residence and OT Remand Care; Hooks for Change; Kotahite Whakaaro	Te Pae Oranga Rangatahi; Paiheretiate Muka Tāngata
Social services	Mana Tamariki (Intensive Case Management); E Tū Whānau		Intensive Mentoring (social); Youth Inclusion Programmes	He Poutama Rangatahi; Pae Aronui; Youth Services; Taiohi Ararau; He Poutama Taitamariki; Limited Service Volunteer; Tupu Aotearoa
Education		Intensive Wraparound Service	Ākonga Fund; Intensive Mentoring (MoE); Alternative Education; Tūturu	Whakapuawai; Mental health supports for tertiary students
Health	Te Ara Oranga; Pregnancy and Parenting Service; Healthy Families NZ	Mana Ake	Access and Choice	Youth-focused Alcohol & Drug; Piki (Integrated Psychological Therapies)

Further details of evaluations examining outcomes

Programme	Impact#	Evidence*	Method for examining outcomes	Key findings	Other notes
Pae Whakatupurunga	+	**	Pre-post comparison of clinical assessment and client survey	Low completion rate for programme. Majority of those completed reporting making progress during the programme.	Currently last year of multi-year evaluation. Programme is very small (n<100). Model is Family Functional Therapy, wh has a lot of supporting evidence.
Te Pae Oranga Rangatahi	++	***	Longitudinal outcomes compared to a matched group	Participants committed significantly less harm from reoffending (-22%), and took longer to reoffend compared to matched comparison.	The only evaluation so far undertaken focuses only on the fu Te Pae Oranga programme (not only rangatahi).
Pae Aronui	+	*	Counting the number of goals achieved, split by "education" and "employment"	Out of 302 people engaged, 141 (47%) achieve an employment outcome, and 94 (31%) achieve an education outcome. (Many of these were the same people.)	Programme includes support from six different providers. Results are often split by provider in the evaluation, and som have more detail and appear to be more successful than others (although volumes are small).
Youth Services	–	***	Longitudinal outcomes compared to a matched group	Participants slightly more likely to be on benefit and more likely to be serving a community sentence 1-2 years after the programme. Participants slightly more likely to attain (low level) tertiary qualifications.	This programme has been evaluated at least twice. Both generally indicate the programme does harm with respect to employment and justice outcomes. The programme was restructured in 2020 and has not yet been re-evaluated.
Limited Service Volunteer	+	***	Longitudinal outcomes compared to a matched group	Participants have increased income, employment, educational participation, less tim in prison, but also less educational qualification and more time on benefit.	This evaluation shows mixed outcomes, but our characterisation is positive based on positive effects on justice, income, and employment.
Intensive Wraparound Service	+	*	Evaluators' predictions of 28 students' outcomes	Of 28 IWS students, 14 were considered to be likely to maintain attendance at school or transition to post-school.	The outcome was a prediction of the evaluators, based on a review of case files and interviews with whānau and school staff.
Te Ara Oranga	++	***	Longitudinal outcomes compared to a matched group	People referred to the programme have 34% les future offending than comparison group not referred. This includes reductions in drug and non-drug offences. No differences in victimisation.	Sample size relatively small (but all treatment effects statistically significant). The control group also substantially reduced offending, indicating that other system responses ar also likely to be effective (but less effective than Te Ara Oranga).
Pregnancy and Parenting Service	+	*	Comparison of clinical assessment and client survey after vs the worst point during treatment.	Improvements across employment, housing drugs, health and relationships.	The choice of the worst point during treatment as a comparison is used because clients entering the programme might not acknowledge the full extent of issues they are dealing with. However, this comparison biases the treatment effect upwards.
Mana Ake	++	**	Pre-post comparison of clinical assessment and client survey	Large positive differences in engagement and wellbeing; and learning and achievement. Moderately positive differences in attendance.	The evaluation outcomes were assessments made by those i the programme, and not directly tested with attendance or learning data. Teachers were also surveyed and were very positive about the programme.
Piki (Integrated Psychological Therapies Pilot)	+	*	Retrospective subjective question asked of clients	Two thirds of clients reported therapy helped 'a lot' or 'quite a bit'. The app component of the therapy appeared to be less effective.	This was primarily a process evaluation of a pilot programme so only contained some data on outcomes.

Impact as identified by evaluation: ++ indicates very positive outcome; + indicates somewhat positive outcome; – indicates negative outcome
* Indication of the extent to which evaluation is likely to reveal causal impacts of the programme: *** indicates a matched comparison group; ** indicates a pre-post comparison; * indicates other sorts of comparisons (or no comparison) of outcomes.

Why is it important to use a comparison group to determine effectiveness?

- While additional supports/programmes are often critical in promoting wellbeing, people are also helped by other supports – their whānau and community, friends and mentors, and 'business as usual' government or social services
- Looking at differences in outcomes before and after receiving support combines the effect of the programme with the effect of all of these other supports
- The best way to disentangle these effects is to compare outcomes to a group of people who started in similar circumstances, but were not exposed to the programme
- This point is illustrated with data provided in the evaluation of the Youth Service: NEET programme, opposite

Source: Dixon, S. & Crichton, S. (2016). Evaluation of the impact of the Youth Service: NEET programme.

8

SOCIAL WELLBEING AGENCY | TOI HAU TĀNGATA

The effectiveness of different interventions will vary depending on need and the age of a young person

Evaluations can help to identify the most effective interventions to maximise protective factors and mitigate harm at key stages through the life-course, from conception to young adulthood…

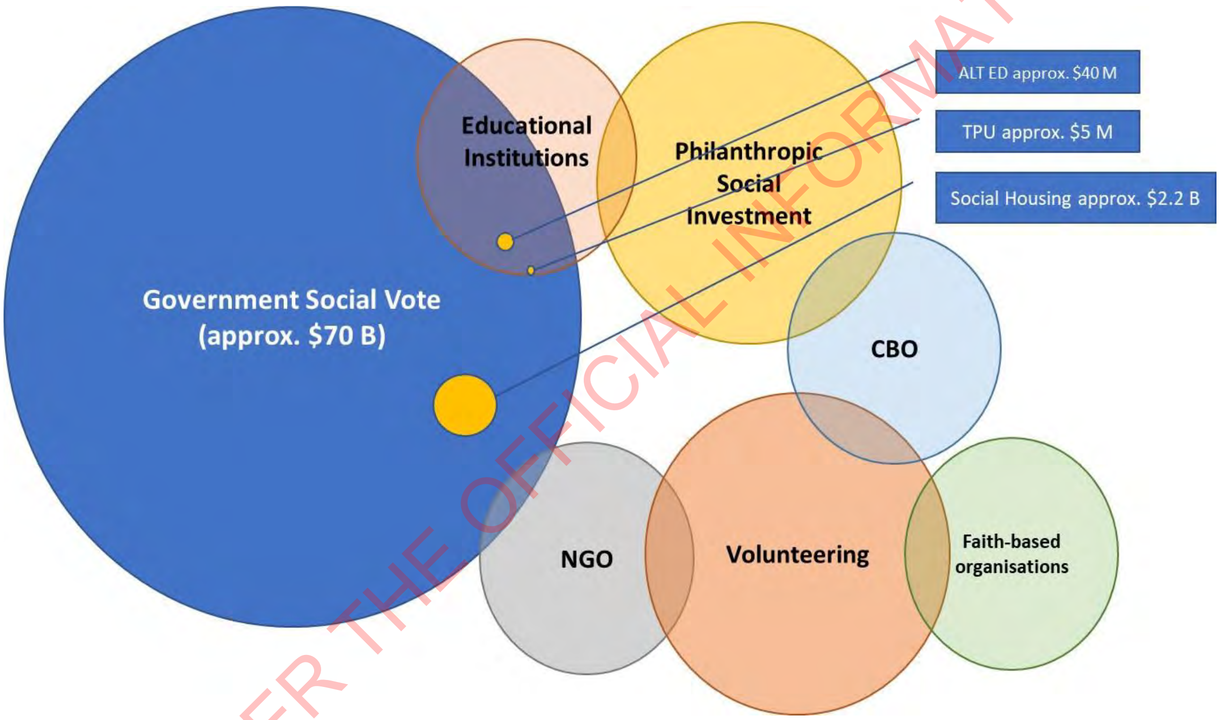
Youth offending is associated with unmet need and can be reduced by addressing these needs at the earliest opportunity. If needs escalate, the focus of inventions must also expand and intensify to improve outcomes.

…but many interventions address multiple needs of multiple individuals and can also have inter-generational impacts that are not able to be measured in the short- to medium-term.

Appendix 2: Spending across the wider social sector

The schematic below shows the approximate relative value of the investment made in the social sector by a range of organisations including government agencies and non-government agencies. It also shows, by way of comparison, the value of investment made in some specific programmes (which SWA has recently looked at).

Figure 2: Schematic illustrating the approximate relative value of investment across the social sector



Key:
ALT ED = Alternative Education; TPU = Teen Parenting Units; CBO = Community-based organisations

This schematic is intended to show that those areas of spend that we can most easily evaluate constitute a relatively small proportion of social sector spend overall. However, as our data infrastructure is strengthened and, in particular, as more data is inputted into the IDI, it will be possible to better understand the impact of a broader range of social spending, not only by government but (potentially) also by a much wider range of organisations.

In the longer term, governments may wish to consider social investment approaches that reflect this wider landscape. In the meantime, SWA will (continue to) work with partner agencies, including from outside of government, to collect the data needed for such assessments to be made, as opportunity arises.

Appendix 3: Proposed steps for reviews

It is proposed that each review covers the following steps:

1. Ministers identify priority areas for review

Because each review will place significant demands on the agencies responsible for spending in a particular area, it will be important that Ministers with relevant portfolio responsibility in these areas are also supportive of the review and proposed approach.

2. Set standards

Within the social investment approach there are opportunities to standardise how:

- data is collected and shared
- how we understand outcomes and needs
- how we measure value and impact of investments
- how we use evidence in the policy process.

SWA is proposing to first focus on developing a set of standards for how we measure impact and value. These value and impact measurement standards (VIMS) will be tested in the context of the proposed reviews.

3. Refine and agree scope of review, including exactly what spending is included

The size and the complexity of spend in the different areas of spend identified for potential review varies significantly. SWA, Treasury and relevant agencies will therefore need to work together to refine and agree the scope of each review, including exactly what spending is included. For cross-agency priority areas such as the First 2000 Days spend, it will be important to identify which programmes are included in scope of the review, and which are not.

4. Agencies provide details on:

- ***The population group(s) served***

  Descriptive data will be collected to quantify the problem(s) being addressed by the spend, and to describe the needs and characteristics of the group(s) served – how many people/whānau receive services, where they are located, what their needs are, etc.

- ***The objectives and desired outcomes (including measures) for the spending***

  In some cases these will be clear. However, in other cases outcomes may need to be developed and/or defined with Ministerial direction, or a set of generic outcomes (commonly identified as desirable) used to assess the impact of the spend.

- ***How the spend is evaluated and/or monitored***

  What processes are in place to collect information to enable an assessment of impact will be documented and what proportion of the spend that is evaluated/monitored will be estimated. An assessment will be made as to how information collected on the impact of the spend aligns with the VIMS.

- ***What the available information says about the effectiveness and impact of the spend***

  An assessment will be done to indicate:

- what outcomes are being achieved (against the stated goals for the area of spend, or general outcomes measures) and the confidence we can have in these results
- what return the Government may be getting on the investment (subject to a suitable methodology being identified to assess this)
- why a particular result has been achieved – for example, if an investment was showing no or little return, whether this might be because of a fundamental fault with the premise of the intervention (that is, it was never going to work for this group in this place) or because of a problem with the implementation of an otherwise demonstrably successful intervention (for example, because practitioners delivering the service are not properly trained/equipped) or for another reason

We will determine the level of confidence we can have in any conclusions reached against the VIMS.

Published data indicating 'what works' (generally) in this area may be noted in addition to information collected specifically on the impact of the spend itself.

- ***How the evidence collected is used***

  A description will be provided as to how information on impact is communicated to relevant decision-makers (at agency governance, management and practitioner levels, as appropriate) and the processes that enable them to use and act on this information. This may include how the agency might use (what) evidence in making initial and ongoing funding and programme decisions.

Develop advice

SWA and Treasury will summarise the information collected by agencies for you and the relevant portfolio Ministers. Drawing on this information, SWA and Treasury will work with agencies to develop insights and recommendations on:

- how the effectiveness of the spend might be improved – for example, by re-prioritising spending from less effective interventions to more effective interventions
- how systems might be strengthened to better support social investment – what systems and infrastructure are needed to support social investment for this area of spend and what gaps such as missing data, tools, and/or governance mechanisms, need to be filled.

Implement improvements

SWA and Treasury will support agencies to implement recommendations developed following the review, as appropriate. This will include putting in place ongoing monitoring arrangements to report on the impact and value of relevant expenditure and on progress to implement improvements.