

Office of the Minister for the Community and Voluntary Sector

Chair
Cabinet Social Policy Committee

Kia Tutahi: An Accord between Government and Communities of Aotearoa New Zealand

Proposal

1. This paper seeks Cabinet's agreement to a high-level Accord between Government and Communities of Aotearoa New Zealand to strengthen their relationship. The paper also seeks agreement on the next steps giving effect to the Accord including a work programme led by the Office for the Community and Voluntary Sector (OCVS) with a small number of government agencies and community organisations to champion the Accord.

Executive Summary

2. Increasing engagement with communities requires government to work more collaboratively in many different settings. These range from contracting to grantmaking to engaging with communities on complex policy and service delivery questions. A non-binding Accord is proposed that provides an important symbol to communities and government of a commitment to co-operation.
3. The new demands of greater collaborative and partnership-type arrangements with communities have surfaced community concerns about working with government agencies. Communities report a range of concerns about their interaction with government. For instance, poor engagement practices, one sided funding arrangements with high compliance costs, and the overall strength (capacity and capability) of communities. The Accord provides a platform to tackle these issues on a broader scale. Progress is already being made, with some government agencies and community stakeholders working in trusting relationships promoting new ways of enabling communities to make decisions about solving social problems that directly affect their lives.
4. In March 2010, as Minister for the Community and Voluntary Sector, I established a joint community-government steering group to oversee the development of a community-government relationship agreement and to lead an associated consultation process [APH Min (10)3/9]. In summary, the final steering group report (attached), presented to me in April 2011, proposes:
 - an Accord between Government and the Communities of Aotearoa (pages 7-11);
 - cross-party support for the Accord in order to give it sustainability (page 20);
 - translation of the Accord into Te Reo Māori, New Zealand Sign Language and other priority languages (page 22);

- a signing process involving the Prime Minister, Minister for the Community and Voluntary Sector and representatives of communities streamed online to concurrent regional events (pages 19-20);
 - the use of champion organisations from government and communities to promote the Accord (page 21);
 - involvement of the wider state sector and local government (page 18);
 - the OCVS invites community organisations and groups to advise on options for implementing the Accord (page 23);
 - a transition reference group convened by the OCVS comprising members drawn from communities and government to provide advice and guidance on implementation of the Accord in year one (page 20);
 - the OCVS lead work on ways to reflect the Accord in government agency strategic and accountability documents (page 21); and
 - a phased work programme over three years to give effect to and review the Accord (pages 21-26).
5. From a government perspective, an Accord provides opportunities to:
- foster an environment that encourages efficient and effective cooperation and collaboration with communities to achieve social, economic and environmental outcomes;
 - state clearly the core principles expected by Ministers and communities of how government agencies will work with communities;
 - strengthen productive relationships towards outcomes expressed in government agency planning documents; and
 - ensure a use of resources that represents public value¹ contributing to efficiency in engagement and, through better collaborative practice, better results.
6. Leveraging off existing initiatives focused on working better with communities and encouraging the spread of good practice ideas, rather than developing a separate and discrete work programme, offers the greatest cost-effective potential to achieve the Accord's goals. An Accord action plan will involve a small group of government agencies and community organisations to champion ways of giving effect to the Accord.
7. Giving effect to an Accord need not impose unnecessary compliance costs if departments build the Accord's principles into their existing planning and accountability documents.

¹ In this context, "public value" builds on the idea of public resources for public benefit.

Background

8. Rapid growth during the last decade in government engagement with community-based partners, builds on a long-standing recognition that complex social problems cannot be solved by government or communities alone. Interaction between government and communities occurs on many levels - ranging from contracting and grant arrangements to collaboration and partnerships.
9. Moreover, communities seek greater involvement in the development of policy and service delivery planning. Increased expectations of shared responsibility will accompany greater involvement. We have an opportunity to improve how public services are delivered by working with communities to better understand service users' needs. Better collaboration and co-operation in a period of fiscal restraint has the potential to help us maximise the impact of limited resources.

Sector Information

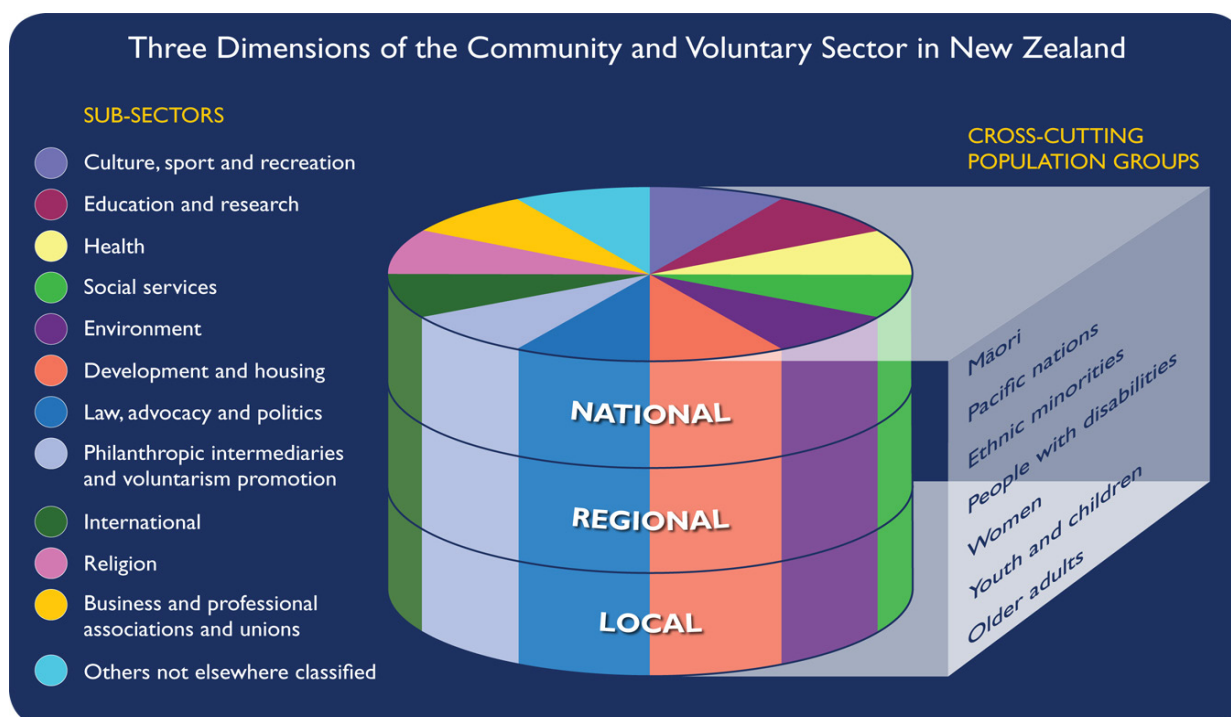
10. New Zealand's community and voluntary sector comprises 97,000 non-profit organisations and contributes 4.9% to our Gross Domestic Product.² (Figure 1). Strong government relations with this sector are vital. The community response to the Canterbury earthquake provided a striking example of how critical volunteer and community organisation response can be in the face of major economic and social challenges.
11. Of that 4.9%, over one million volunteers contribute half the value across 12 primary activity areas ranging from health to sport and recreation, and social services to conservation³. Government's direct interests range from multi-million dollar service delivery contracts, to grants of a few thousand dollars to small providers; from civil defence and emergency management volunteers to honorary fishery officers.
12. Today, a changed context for the community-government relationship means we seek more collaborative arrangements with a stronger focus on partnership and local decision-making. Service users are keen to be involved in service design and in the delivery process. This Government's approach to collaboration sees more community decision-making at a local level accompanied by resources.
13. Recent initiatives such as Whānau Ora, High Trust Contracts, trialling new approaches to social sector change and the Code of Funding Practice have made a material difference to the overall funding environment for established community-based providers.

² Statistics New Zealand, (2007). Non-Profit Institutions Satellite Account. Wellington.

³ The Satellite Account classifies non-profit organisations into 12 subsectors now used by the UN and by the OCVS. These are: Culture, Sport and Recreation; Education and Research; Health; Social Services; Environment; Development and Housing; Law, Advocacy and Policy; Philanthropy and Promotion of Voluntarism; International; Religion; Business and Professional Organisations and Unions; and Others not elsewhere classified.

Figure 1: Dimensions of New Zealand's Community and Voluntary Sector

The Community and Voluntary sector in New Zealand comprise three dimensions – North, Regional and Local. Each then comprises 12 sub-sectors e.g., environment; culture, sport and recreation; religion, and seven population groups e.g., Māori; Pacific nations; People with disabilities.



The Community-Government Relationship.

14. In 2001, the then Prime Minister and Minister responsible for the Community and Voluntary Sector signed a *Statement of Government Intentions for an Improved Community-Government Relationship (Statement of Intentions)*. This represented an important first step and while expressing a government view only, many community organisations took it seriously and sought to ensure government agencies responded to its commitments.⁴ It achieved uneven prominence, however, across the community and government. A 2004 OCVS review of the community-government relationship, reported that many government agencies failed to explicitly embed the *Statement of Intentions*' goals in day-to-day practice⁵. In 2009, a report by the Association of Non-Governmental Organisations of Aotearoa critiqued government responsiveness to the *Statement of Intentions*.

⁴ The SOGI made 6 commitments when working with the sector relating to: the culture of government, prioritising a “whole of government” approach, recognising the Treaty of Waitangi, participation in decision-making, funding and accountability arrangements and strengthening the community sector.

⁵ Office for the Community and Voluntary Sector, (2004). *The Community-Government Relationship*.

15. In August 2009, Cabinet invited me to report to Cabinet Social Policy Committee (SOC) by 30 November 2010 on a work programme of actions to support strong relationships between communities and government, and to seek endorsement of a community-government relationship agreement [SOC Min (09) 31/5A refers].
16. In November 2009, a national Community-Government Forum, discussed the development of a relationship agreement to replace the *Statement of Intentions*.
17. In March 2010, I established the Kia Tutahi-Standing Together steering group to oversee the development of a community-government relationship agreement and lead a consultation process on a draft agreement [APH Min (10)3/9]. Co-chaired by Hori Awa (Waikato-Tainui) and Don Gray (MSD), the steering group drew on a formal nomination process. Made up of eight community sector representatives and eight senior officials, the Steering group:
 - undertook an extensive consultation programme with communities; and
 - developed a strategy and action plan to give effect to the Accord.
18. On 25 June 2010, Cabinet agreed to release a draft agreement in which the scope of the Steering group's work went beyond the organisational framework of "community and voluntary sector" and embraced a wider and more inclusive term "communities of Aotearoa New Zealand" [CAB Min (10) 23/4 refers].
19. Responding to recommendations on principles for an Agreement from the steering group in December 2010, I agreed that the steering group frame the principles into an Accord, which implies the signatories all aspire to work in accordance with the principles, instead of an Agreement between parties that may carry expectations of legal redress which cannot be met.

Problem statement

20. For over two decades, a number of consistent longstanding community concerns have affected the community-government relationship. First reported to government in the 2001 report of the Community and Voluntary Sector Working Party⁶ following major public sector restructuring in the 1990s, the then Government acknowledged these concerns. In summary, these were:
 - a sense of exclusion from policy development processes and service delivery planning on issues affecting them;
 - funding arrangements with burdensome compliance costs and limited opportunities for negotiation; and
 - a risk of lessening community capacity and capability to achieve its own goals.
21. For many organisations and communities, however, the concerns noted above remain prominent, particularly in the areas of contracting practice and engagement with government. These issues now have a different context, reflecting challenges inherent in ways government and communities work together to deliver more

⁶ Ministry of Social Policy, (2001). Whakatopū Whakaaro – Potential for Partnership, Report of the Community and Voluntary Sector Working Party. Wellington.

client/user-focused services. Many in the community sector, therefore, consider that a systematic joint approach has merit and should be formally signalled in a relationship policy document.

Steering Group Report

22. In summary, the steering group report proposes:
- an Accord between Government and the Communities of Aotearoa (pages 7-11);
 - cross-party support for the Accord in order to give it sustainability (page 20);
 - translation of the Accord into Te Reo Māori, New Zealand Sign Language and other priority languages (page 22);
 - a signing process involving the Prime Minister, Minister for the Community and Voluntary Sector and representatives of communities streamed online to concurrent regional events (pages 19-20);
 - the use of champion organisations from government and communities to promote the Accord (page 21);
 - involvement of the wider state sector and local government (page 18);
 - the OCVS invites community organisations and groups to advise on options for implementing the Accord (page 23);
 - a transition reference group convened by the OCVS comprising members drawn from communities and government to provide advice and guidance on implementation of the Accord in year one (page 20);
 - the OCVS lead work on ways to reflect the Accord in government agency strategic and accountability documents (page 21); and
 - a phased work programme over three years to give effect to and review the Accord (pages 21-26).
23. The steering group also proposes a staged programme of action over the next three years to support government and communities to give effect and review responsiveness to the Accord.

The Accord

24. As a jointly developed document (unlike the 2001 *Statement of Intentions*), the Accord builds on a decade of sustained activity by government and the community and voluntary sector to support healthy, strong relationships, and provide a basis for better communication. The term *Kia Tutahi* or “Standing Together” forms the basis of the Accord and how government and communities can address the economic, social and cultural challenges we all face.
25. As a non-binding “aspirational” framework document, the Accord provides high level guidance for communities and government on working together for mutual benefit. Although silent on specific details of implementation, it adopts a principle-based structure broadly similar to relationship policy documents found elsewhere in the world⁷. It recognises the benefit of government and communities working together for a greater good and the importance of guiding principles.
26. The Accord comprises a list of principles grouped under four headings (page 11). In summary, these headings are:
- a respect for Te Tiriti o Waitangi / Treaty of Waitangi;
 - a collective responsibility to hear and respond to the voices of all;
 - acting in good faith; and
 - our joint work will be built on trust and mutual respect.
27. The distinctive nature of this New Zealand Accord lies in:
- its reach beyond community organisations to the inclusive term “communities of Aotearoa New Zealand”. Other similar documents internationally focus primarily on organisations (defined variously as not-for-profit, third sector or voluntary); and
 - the weight given to Te Tiriti o Waitangi / Treaty of Waitangi in the principles.

Benefits of the Accord

28. From a government perspective, an Accord provides opportunities to:
- state clearly the core principles expected by Ministers and communities of how government agencies will work with communities
 - strengthen productive relationships towards outcomes expressed in government agency planning documents;

⁷ The three most well known examples are the UK Government’s Compact with the Voluntary and Community Sector in 1999 (more recently cast by the Coalition Government as a Partnership with Civil Society Organisations), the Canadian Government’s 1999 Accord with the Voluntary Sector, and the Australian Government’s recent initiative to develop a compact with the voluntary sector.

- ensure a use of resources that represents public value⁸ contributing to efficiency in engagement and, through better collaborative practice, better results; and
 - foster an environment that encourages efficient and effective cooperation and collaboration with communities to achieve social, economic and environmental outcomes.
29. The Accord supports Government’s wish to work differently with communities and to focus on the interests of families, whānau and individuals, through such work as Whānau Ora, High Trust Contracting and the Community Response Model. It also supports the State Services Commission’s priority goal to strengthen trust in state services.

Community feedback

30. Community consultation on the Accord revealed mixed views on what needed to be done. The main themes, however, were:
- the scope of relationships ranged from important interfaces between community organisations and government agencies, to government relationships with any individual who contributes to the common good;
 - concerns about the inclusive term “communities of Aotearoa” failed to acknowledge the role of umbrella organisations;
 - the importance of Te Tiriti o Waitangi/Treaty of Waitangi in providing “a platform for tangata whenua and all peoples of Aotearoa New Zealand to self determine their communities”;
 - the need for a clear set of actions to accompany the Accord;
 - the need for an Accord to apply beyond the core public service and include Crown entities such as District Health Boards and local government;
 - the need to reassure community organisations that giving effect to the Accord will continue work to address long-standing concerns about funding, participation and advocacy; and
 - a wish to see the Prime Minister sign the Accord along with the responsible Minister.

Giving Effect to the Accord

31. In order to give effect to the Accord (pages 21-28), the steering group proposes a joint staged approach summarised as follows:
- in the first two years, the OCVS works with identified government agencies and community organisations to champion the Accord and make public a body of good practice knowledge including case studies and agency system improvements;

⁸ In this context, "public value" builds on the idea of public resources for public benefit.

- from year two onwards, government and communities will use lessons learned to replicate good practice across government and communities including options for involving local government; and
 - a three-yearly joint review process.
32. I broadly support this approach but wish to ensure it focuses on organisational development that leads to positive and measurable impact. This has the potential to lead to positive system changes and an ongoing review process providing government agencies and communities with an opportunity to learn-as-they-go. This approach minimises reporting burdens and enables government and communities to focus on results.
33. Leveraging off existing initiatives and encouraging the spread of good practice ideas, rather than developing a separate work programme offers the greatest potential to embed the Accord in government agency relationships with communities. Work led by the OCVS already aims to assist government agencies strengthen their relationships with communities, for instance:
- a joint community-government process to develop the Code of Funding Practice - a web-based Code (released on 30 September 2010) that assists government agencies and community providers to adopt good practice funding arrangements;
 - a Ready Reference Guide to Good Engagement (to be released after the Accord becomes publicly available) provides practical guidance on engaging with citizens and communities;
 - a regular programme of joint Good Practice seminars and workshops using case studies to share information and good practice that builds a shared understanding of what works;
 - brokering relationships between social lenders to help strengthen the social lending sector; and
 - providing second-opinion advice during policy development across government on the impact of that policy on communities and ensuring departments factor community perspectives into the process.
34. The opportunity also exists for interested communities and community organisations to champion the Accord in their own spheres of interest. The OCVS has a role of acting as a central contact point for the sector and will assist communities by co-ordinating information and lessons learned from community-based champions.
35. Identifying community organisations (Māori and non-Māori) that wish to champion the Accord will form a critical part of the next phase of work. As recommended by the steering group, the OCVS will invite community organisations and groups to be involved as community champions and/or to develop tools resources for giving effect to the Accord. This includes widening the constituency to engage iwi / Māori, Pacific and ethnic communities.
36. Current examples of government agencies already manage priority work with communities in ways that fit with the Accord's principles include:
- The Ministry of Social Development's Family and Community Services manages the new Community Response Model. This brings together

government and community organisations to give communities a real say in expenditure on family and community services funding. Regional forums put together plans for family social support in their area, and develop local solutions.

- The Department of Conservation partners with 550 community conservation organisations on often ambitious mainland or island restoration and visitor projects on public conservation land. Staff training programmes that includes community partners institutionalises working with the community across the department.
 - The Department of Internal Affairs' regional teams facilitate and broker support for community-led initiatives and enable collaboration between government and communities to achieve shared goals. Support may include advice and/or funding but often brokering engagement between communities and relevant government and other agencies.
 - Led by Te Puni Kōkiri, Whānau Ora is a new initiative requiring multiple government agencies to work together with local Whānau Ora provider/collectives (currently 25) to provide services to whānau. It stresses whānau empowerment through opportunities for whānau to develop solutions that meet their current needs.
37. To help give effect to the Accord more widely, as proposed by the steering group, the following agencies have agreed to work with the OCVS to champion the Accord: the Ministries of Social Development, Health, and Pacific Island Affairs, the Department of Internal Affairs (with the Office of Ethnic Affairs), SPARC and Te Puni Kōkiri.
38. Through mechanisms such as interactive workshops and seminars, the OCVS will work with these agencies and their communities of interest to build a body of knowledge on giving effect to the Accord through a range of methods including case studies and action research.
39. Government agencies and community organisations championing the Accord will have different strengths. Their main focus will be to share their experience of how a principle-based approach to working with communities or government helps achieve outcomes. I do not expect these roles to impose a great burden on organisations, with the OCVS managing the process of organising a means of sharing good practice. In addition, communities will have their own mechanisms for promoting and sharing good practice.
40. This approach focuses on relationships between individual government agencies and communities. It avoids the need to create new structures and enables government agencies and communities to build off what works at local, regional and national level.
41. I expect relevant government agencies to identify community organisations and communities in their spheres of interest and develop formal systems for engaging with their community stakeholders and to inform them about the Accord. Examples of existing systems include:
- the Ministry of Health's annual forum with health and disability NGOs;
 - the Land and Water Forum (that includes recreational non-profits and iwi) advises the Ministries for the Environment and of Forestry and Agriculture on water use; and

- the Ministry of Social Development's Community Response Model.
42. Appendix B provides a small cross-section of case studies illustrating ways in which interaction between government and communities reflect the Accord's principles and demonstrate good practice.
 43. As noted above, a focus on sharing good practice and championing systems that work forms the basis of giving effect to the Accord. The impact of the Accord on government agencies, therefore, will be proportional to the significance of community relationships to agencies' core business. For instance, the Ministry of Health and District Health Boards have extensive interactions with community-based providers central to core business. The Ministry of Economic Development has much narrower engagement around regulatory matters within its wider role of fostering economic development.

Transition Reference Group

44. Giving effect to the Accord will require joint action by communities and government at the individual agency level. A reference group provides an opportunity to model a joint approach to review communities and government working together as an active relationship between officials and communities. As recommended by the steering group, the reference group will be time-limited to one year and provide the OCVS with advice on giving effect to the Accord. Costs associated with the reference group will be met within baselines.
45. The OCVS will also report to the Minister for the Community and Voluntary Sector by December 2012 on progress with government and community responsiveness to the Accord at the end of year incorporating community perspectives. I consider that the OCVS is well-positioned to initiate an action plan immediately based on the steering group's recommendations.
46. Following the 2012 report back, the OCVS in collaboration with community organisations, undertake triennial reviews to assess the Accord's impact.

Signing the Accord

47. The Accord should be signed by the Prime Minister and myself as Minister for the Community and Voluntary Sector. This will signal a clear Government commitment to a whole-of-government approach.
48. The steering group favours a small-scale signing or launch ceremony at Parliament by August 2011, attended by a range of representatives from communities and government. Following the launch, an online process and regional roll out would encourage wide endorsement followed by an online process for communities to register support and a clear signal that this Government takes the relationship seriously. Steering group proposals for parallel regional events with live streaming will need to be scoped and costed before decisions can be made.
49. I propose a formal signing in August to enable:
 - the OCVS to work with community sector stakeholders and government to formulate detailed action plans, building on the steering group's proposals and create cost-effective options for the next phase of work including a signing process;

- government agencies to consider how they might best respond to the Accord;
- communities to identify local, regional and national champions for the Accord;
- the OCVS to establish a reference group; and
- the OCVS to identify and work with selected agencies on ways to champion the Accord.

Cross-party support

50. Many in the community sector expressed concern about the need to attract cross-party support for the Accord to endure. I appreciate communities' desire for an enduring document. Once approved by Cabinet and publicly available, I will send a copy of the Accord to the heads of other political parties to seek cross-party support.

Measuring success

Criteria for Success

51. I consider that in order for the Accord to succeed, it must meet the following criteria to satisfy government and community expectations:
- strong advocacy for its goals within government and communities;
 - be accessible to and resonate with the communities in their widest interpretation including all subsectors, Māori, Pacific, ethnic and local communities;
 - have a practical impact on the behaviour and practices of government agencies across the core public service and relevant Crown entities, especially around the critical issues raised by communities;
 - enhance collaborative engagement between communities and government including funding arrangements;
 - build on existing networks and successes;
 - respect local circumstances;
 - have sufficient gravitas to ensure continuing political support to ensure sustainability;
 - contribute to more productive and efficient relationships with better outcomes for all; and
 - lend itself to a publicly transparent checking or review process with minimal compliance costs.
52. No one tool exists to measure the community-government relationship. The success criteria outlined above will form the basis of a future review. The OCVS will report to the Minister for the Community and Voluntary Sector by December 2012 on progress with government and community responsiveness to the Accord after year one. I agree with the steering group that subsequently, a full review of government and

community responsiveness to the Accord be conducted by the OCVS triennially, in collaboration with a range of community sector partners.

53. I do not expect unnecessary compliance costs to emerge from giving effect to the Accord. This can be avoided if departments build their responsiveness to the Accord into existing planning and accountability documents. With the Accord in place as a means of helping government agencies to strengthen their relationships, I see no need for a separate stream of work to help them reflect the Accord in planning and accountability documents.
54. I expect responsible Ministers to remind departmental chief executives of Government's commitment to strong relationships with the non-profit sector and communities. Moreover, in circumstances where such relationships are material to the department's outcomes, then non-financial reporting should include indicators that affirm the productivity of those relationships.

Comment

55. Community feedback signalled the importance of applying the Accord beyond the core public service. Crown entity chief executives are accountable to their boards which, in turn, possess a degree of statutory independence. It will be important to find ways of drawing relevant Crown entities into the Accord's ambit as they have significant interaction with the community sector. For instance, District Health Boards (with health and disability NGOs), SPARC (with sport and recreation organisations) and New Zealand Transport Agency (with local communities on transport planning).
56. I suggest that in line with advice from the Ministers of Finance and State Services on timely Ministerial engagement with chairs and boards at the beginning of the strategic planning process, responsible Ministers encourage relevant Crown entities to adopt the Accord as a tool to strengthen their critical community relationships, drawing on OCVS resources where necessary.
57. Under existing legislation, local authorities cannot be compelled to participate. Local Government New Zealand has indicated, however, that it supports the thrust of the Accord and will consider ways of encouraging local authorities to adopt the Accord.

Risks

58. Risks exist for government in managing the tension between communities' expectations of what the Accord means and government agencies' right to act in government's interest. Typically this might include occasions what contracts are terminated or government decisions run counter to a particular community's wishes. This can be mitigated by agencies actively managing difficult relationships at the earliest opportunity, using good practice resources such as the OCVS Code of Funding Practice and Ready Reference Guide to Good Engagement.

Consultation

59. The following agencies were consulted in the development of this paper and their comments are built into the paper: the Ministries of Culture and Heritage, Defence, Economic Development, Education, Environment, Fisheries, Foreign Affairs and Trade, Health, Justice, Pacific Island Affairs, Social Development, Te Puni Kōkiri, Transport, Women's Affairs and Youth Affairs, Departments of Building and Housing,

Conservation, Corrections, Inland Revenue, Internal Affairs, Labour, Prime Minister and Cabinet, Statistics New Zealand, Creative New Zealand, Families Commission, Housing New Zealand Corporation, New Zealand Police, Office for Disability Issues, Office of Ethnic Affairs, Office of Senior Citizens, Office of the Ombudsmen, SPARC, State Services Commission, Te Papa Tongarewa, Tertiary Education Commission and the Treasury.

60. The Office of the Auditor-General was informed.

Financial Implications

61. The OCVS will take a lead role in promoting and embedding the Accord across government and with the community and will meet those costs from within baselines.

Human rights implications

62. The relationship agreement will complement the civil and political rights outlined in the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993.

Gender and Disability Implications

63. The proposals include recognition that government agencies should support participation in ways that are inclusive of diverse population groups. The proposals support New Zealand's commitments under the United Nations' Convention on the Rights of People with Disabilities.

Legislative Implications

64. This proposal has no legislative implications.

Compliance Cost Statement

65. Costs associated with the OCVS action plan will be met from within baselines. Compliance costs for government agencies can be avoided if departments build responsiveness to the Accord into existing planning and accountability documents.
66. Costs associated with a triennial review will be factored into current and future OCVS baselines.

Regulatory Impact Statement

67. No regulatory impact statement is required for this proposal.

Publicity

68. A communications plan will be developed that includes regular updates on the OCVS website and through the OCVS e-news which is sent to about 12,000 email addresses. The Accord will be placed on the OCVS website, promoted via

government and community networks and translated into Te Reo Māori, New Zealand Sign Language, Pacific nations and other priority languages⁹. Government and community agencies championing the Accord will also play a lead role in socialising the Accord is widely through their organisations. I propose to make this Cabinet paper and the steering group's report publicly available on the Office for the Community and Voluntary Sector website following consideration by Cabinet.

Recommendations

69. I recommend that the Committee:

- **endorse** the attached Kia Tutahi Community-Government Accord;
- **agree** to a low-key formal signing of the Accord;
- **agree** that the Prime Minister and Minister for the Community and Voluntary Sector sign the Accord;
- **agree** that, once approved by Cabinet and publicly available, the Minister for the Community and Voluntary Sector seek support for the Accord from the heads of other political parties to obtain cross-party support;
- **agree** that Ministers remind departmental chief executives of Government's commitment to strong relationships with the non-profit sector and communities;
- **agree** that responsible Ministers encourage relevant Crown entities to adopt the Accord as a tool to strengthen their critical community relationships;
- **agree** that this Cabinet paper and the steering group's report be made publicly available on the Office for the Community and Voluntary Sector website following consideration by Cabinet;
- **agree** that the Accord be translated into Te Reo Māori, New Zealand Sign Language, Pacific peoples' and other priority languages;
- **note** that legal advice confirms that the Accord presents no appreciable risk of litigation;
- **note** that the Office for the Community and Voluntary Sector will convene a small reference group comprising government and community members for one year to provide advice on giving effect to the Accord;
- **note** that the Office for the Community and Voluntary Sector with the reference group will identify community organisations to champion the Accord;
- **note** that the Ministry of Social Development, Ministry of Health, Department of Internal Affairs, SPARC, Te Puni Kōkiri and Ministry of Pacific Island Affairs will work with the Office for the Community and Voluntary Sector to champion the Accord;

⁹ The Office of Ethnic Affairs notes the following order of top ten languages for its Language Line: Mandarin, Samoan, Korean, Cantonese, Tongan, Hindi, Arabic, Japanese and Punjabi.

- **agree** that the Office for the Community and Voluntary Sector report back to the Minister for the Community and Voluntary Sector by December 2012 on progress with government and community responsiveness to the Accord at the end of year one;
- **agree** that, following the 2012 report back, the Office for the Community and Voluntary Sector in collaboration with community organisations, undertake triennial reviews to assess the Accord's impact; and
- **note** that Local Government New Zealand has indicated that it will consider ways to encourage local authorities to adopt the Accord.

Tariana Turia

Hon Tariana Turia

MINISTER FOR THE COMMUNITY AND VOLUNTARY SECTOR

19 / 05 / 2011

Appendix A

Steering Group Report and Accord

Appendix B

Case study 1: Ministry of Health and the Health and Disability NGO Working Group

The Ministry of Health facilitates a Health and Disability NGO Working Group ('the Working Group') that jointly host an annual forum to discuss matters of mutual importance. Established in 2002 and elected by its peers to represent the health and disability sector, the Working Group engages with the Ministry on strategic issues to further the relationship between the health and disability NGO community, the Ministry and the wider health sector.

A candid exchange of views often characterises the Ministry and Working Group's relationship. The ability of both parties to work through critical issues and maintain a conversation forms a central plank of the relationship. Building on the trust and co-operative action developed over a decade, the Ministry funds the group to:

- Organise and deliver an annual national forum, providing an opportunity to discuss key issues for the NGO sector and address matters of mutual interest. Approximately 100 representatives from the NGO sector and government agencies attended the 2010 Forum "Connections, Strengths and New Directions".
- Organise and, where appropriate, provide representation to a variety of national project groups conducting work relevant to health and disability NGOs. Current and past involvement includes the Health Identity Programme Sector Advisory Group, Future Workforce, Primary Care Advisory Council, and Health and Disability Standards.
- Further develop the Ministry's relationship with other priority stakeholders by attending and contributing to meetings, presentations and workshops that address NGO health sector issues.
- Work with the NGO desk within the Ministry and contribute to the regular NGO desk updates provided to the sector.
- Undertake project work that contributes to the body of evidence relating to NGO sector issues. The Working Group's most recent papers, published in 2010, include:
 - An NGO Perspective on the Re-Organisation of the Planning and Funding Environment
 - The NGO Sector Role: A Key Contributor to New Zealand's Health and Disability Services
 - The NGO Sector: Opportunities for Reducing Administration and Compliance Costs
 - He Waka eke Noa - Health and Disability Sector NGOs: Towards a Whānau-Centred Approach.

The 2010 Forum provided important input to the development of the Working Group's programme of action for 2011/2012 that now focuses on:

- primary health (priority focus)
- aged care
- the role of NGOs – continuation of representation on relevant committees/projects
- High Trust Contracts
- collaboration across government
- opportunities to achieve broader sector representation on the Working Group.

Case Study 2: Ministry of Social Development, Work and Income and Interactionz

Based in Hamilton, this provider of vocational services, through a person-centred delivery model, has held a contract with Work and Income for over a decade. Services delivered, under this contract, include a range of vocational service activities that provide opportunities for increased participation in the community and/or employment. The specific “service” has seen significant transformation over that time. But through the positive relationship between the Ministry and Interactionz, the contract has been flexible enough to accommodate philosophical changes in beliefs about service delivery and the disability sector itself.

“Today, Interactionz rejects the idea that services are the answer and is focused, in the first instance, on assisting people to identify, utilise and grow relationships outside of service. Interactionz is driven by a desire to bring about long-term sustainable change in the lives of people on the margins of community. We recognise that this will only be achieved by remaining clear in our purpose and maintaining a willingness to change ourselves.” Karen Gillum. Interactionz Chairperson

Although initially operating as a “sheltered workshop”, the decision to alter the service type was not an easy one, but involved Interactionz’s management and governance teams, the MSD representative and service users. While the route to success went through a number of stages, the critical steps and agreed understandings that created a trusting and productive relationship included;

- “Pathways to Inclusion”, as a source of guiding principles to improving vocational services for people with disabilities provided by Interactionz;
- this includes the need for services to be “responsive to the needs of all groups of people with disabilities” and highlights the needs of Māori, Pacific peoples & other defined groups;
- a collective approach to deciding and designing the most appropriate service delivery;
- people with disabilities leading lives that have meaning to them, with no limits on what might be possible;
- the importance of working in good faith at times when funding or policy priorities have been changing;
- Interactionz creating vocational plans, regularly updated, that meet the changing goals and aspirations of each individual;
- knowing each other’s strengths and responsibilities, using those strengths appropriately, and when necessary, leaving each other to do the best job; and
- recognising the success of this relationship through the joint presentations to the OCVS “Good Practice in Action” seminars.

“We believe that trust and transparency come about through consistent behaviour, people doing what they say they will and information being shared. This has been our experience in our relationship with MSD’s representative, the result of which is a positive and effective professional relationship.” Karen Gillum. Interactionz Chairperson

Case Study 3: Department of Internal Affairs and Porirua Living Without Violence – Te Noho Riri Kore Inc

In 2010, Porirua Living Without Violence applied for a grant for a project in Waitangirua. The east Porirua community was uneasy after two gang-related murders in less than two months. Funded by a community development scheme grant, the Waitangirua project embodies the scheme's outcome of building strong, sustainable communities. The grant typified investment in communities, hapū/iwi wanting to work in new ways to generate their own solutions to local issues.

The project aims to reduce the incidence of violence in Waitangirua by supporting residents to be innovative in finding solutions, and to become better informed and connected within their own community.

The project brought a residents' group together to identify local priorities to make the community a safer and more attractive place in which to live. The initial focus was to identify how to let local people know what is going on and how they could become involved. Where gaps in services existed, such as holiday programmes for children, the project supported local people to develop and run their own.

Finding ways to celebrate identity and diversity has been a feature of the project, with local people developing community events that encourage families, children and people from diverse cultures to come together and celebrate as a community.

Porirua Living Without Violence took the time to ensure the worker for this project had both the community development skills and the networks in the Waitangirua community to connect with some of the least accessible and most isolated groups in the community. The project worker identified a group of wives and partners of patched gang members who were reluctant to participate in local activities and organisations for fear of being judged. The project supported them to establish their own group, known as the *Monday Mumzys*, which has become a place to develop skills, build confidence and connect with life in Waitangirua.

On Memoriam Day in July 2010, the *Monday Mumzys* organised their own community event, *A Life Without You*, to celebrate the memories of women and children in the gang scene who have passed away. The event acted as a catalyst for the group, who are now working together to reflect their mission – “*we are survivors, taking steps in a positive direction, to make better life choices and create better opportunities for ourselves, our whānau and our future*”.

Members of the *Monday Mumzys* represented the community in the city council's planning processes for the development of the Waitangirua Community Park. The group contributed to planting and painting projects in the park development. A Waitangirua Residents Association is emerging as a legacy organisation from the project, focused on providing an ongoing forum for the community to plan and manage community defined and driven activities and events beyond the life of the project. Members of the *Monday Mumzys* are at the heart of the new organisation.

Case Study 4: Ministry of Social Development Family and Community Services and Waihi – Keeping Kids Safe and Secure

A strong collaboration of government and non-government agencies led a three-month campaign in Waihi targeting the effects that heavy drinking and family violence have on children. The campaign attracted additional support and involvement from the Waihi community, adding strength to its success.

For the first time, this sort of project secured the backing of two high-profile national campaigns to drive home a local message. In addition, the Ministry of Social Development's "It's not OK" Campaign and the Alcohol Advisory Council's "Ease up on the Drink" Campaign supported the project.

Four billboards displayed on the roads leading in to Waihi, started the awareness-raising campaign, reminding people to 'ease up on the drink'. Shoppers also got the message from a slideshow running at local supermarkets and liquor stores featuring locals encouraging people to think about how their drinking behaviour could be hurting their children.

An information leaflet distributed in the *Waihi Leader* included tips for people on how to cut down on their drinking and contact numbers for local agencies that provide help.

The Hauraki District Council partnered with Waikato District Health Board, Police and the Hauraki Family Violence Intervention Network to lead the Waihi project. A small working group of key people involved in family violence prevention in Waihi and the Hauraki district developed the campaign. This included staff from the Waihi Community Resource Centre.

A project success happened outside of the original campaign scope:

- concerns about people not knowing where to go for help led to the development of a local directory of services - an invaluable resource
- the local radio station, Gold FM, got involved, recording and broadcasting messages from the local role models who featured in the slideshow
- the local photographer who took the photos for the slideshow became closely involved with the campaign and set up a Facebook page to promote it.

This extra work was a great example of how projects can benefit from increased local initiative and support. The learning is: stay flexible, listen to the community, be open to local people bringing their skills to the work – be it a photographer or a local radio DJ.

Although the project awaits formal evaluation, stories are already emerging on how the campaign helped initiate conversations about family violence in Waihi and how, for the first time, people are asking for help.

The Waihi billboards were also seen by a Taupo police officer, and the Waihi campaign is now being modified for use in Taupo.

Case Study 5: Whānau Ora provider Te Hau Āwhiowhio o Otangarei (Te Hau Āwhiowhio) in Whangārei

1. Te Hau Āwhiowhio comprises five entities that together, provide a full range of social and community support to young people and the community of Whangārei. It has established relationships with a number of other organisations, including: local schools and tertiary institutions; Whangārei District Council; local PHOs; NZ Police; NZ Fire Service; marae, churches and kōhanga reo; Housing NZ; WINZ; and the Ministries of Justice and Social Development. One member group provides training and employment in television news coverage.
2. Te Hau Āwhiowhio services a community which is more than 60% Māori and with a third of its clients under 15 years old. Sole parents and unemployed persons are over-represented in this community. Providing good quality health services and helping people address the issues of their community both economically and socially has been a key component of the Collective from the outset.
3. Focused on whānau-centred objectives, Te Hau Āwhiowhio has a social marketing programme; sets up training opportunities for the unemployed and supports trade training programmes. It works with families, whānau and tamariki to increase their self reliance. It encourages them to deal with the issues of their community in a creative manner that also addresses economic and social realities.
4. When working with Whānau Ora providers/collectives like Te Hau Āwhiowhio, the principles of engagement adopted by Te Puni Kōkiri are consistent with the principles of 'respect for one another' and 'openly sharing knowledge' as contained in Kia Tūtahi, the Relationship Agreement between the Communities of Aotearoa New Zealand and the Government of New Zealand.

Te Hau Āwhiowhio has said "through Whānau Ora we are able to stand alongside whānau and see them lifting themselves; forging their own directions and developing their own strengths."

Te Hau Āwhiowhio has been jointly visited by Te Puni Kōkiri, Ministry of Social Development and Ministry of Health officials and has completed an initial contract to develop a Programme of Action that sets out how they will develop and provide whānau-centred services.

The Te Tai Tokerau Regional Leadership Group, comprising community members and government representatives, provides regional direction to ensure that Te Hau Āwhiowhio whānau-centered initiatives contribute in positive and realistic ways to its local communities.