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Ministerial Briefing Papers

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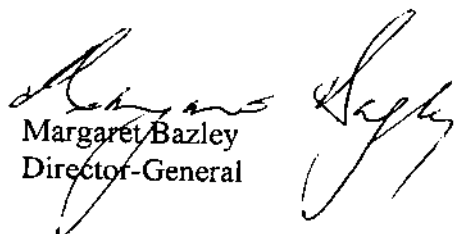
Dear reader

Please find enclosed a set of the Department of Social Welfare's Post-Election Ministerial Briefing Papers. The publications take three forms: An Overview of the Department and the Corporate Office, individual business unit papers and a volume on strategic directions and key strategic issues.

I am sure you will find the publications of great interest. The papers provide an up-to-date insight into the Department and its business groups and a good summary of the issues facing social welfare at the present time.

Limited numbers of further copies of the ministerial briefing package are available at \$60.00 (GST excl) from the Corporate Communications Unit of the Department, Private Bag 21 Wellington or fax (04) 472 4965.

Yours sincerely


Margaret Bazley
Director-General

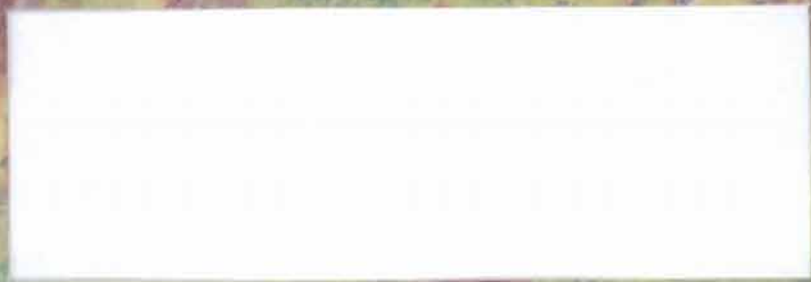


from welfare
to well-being

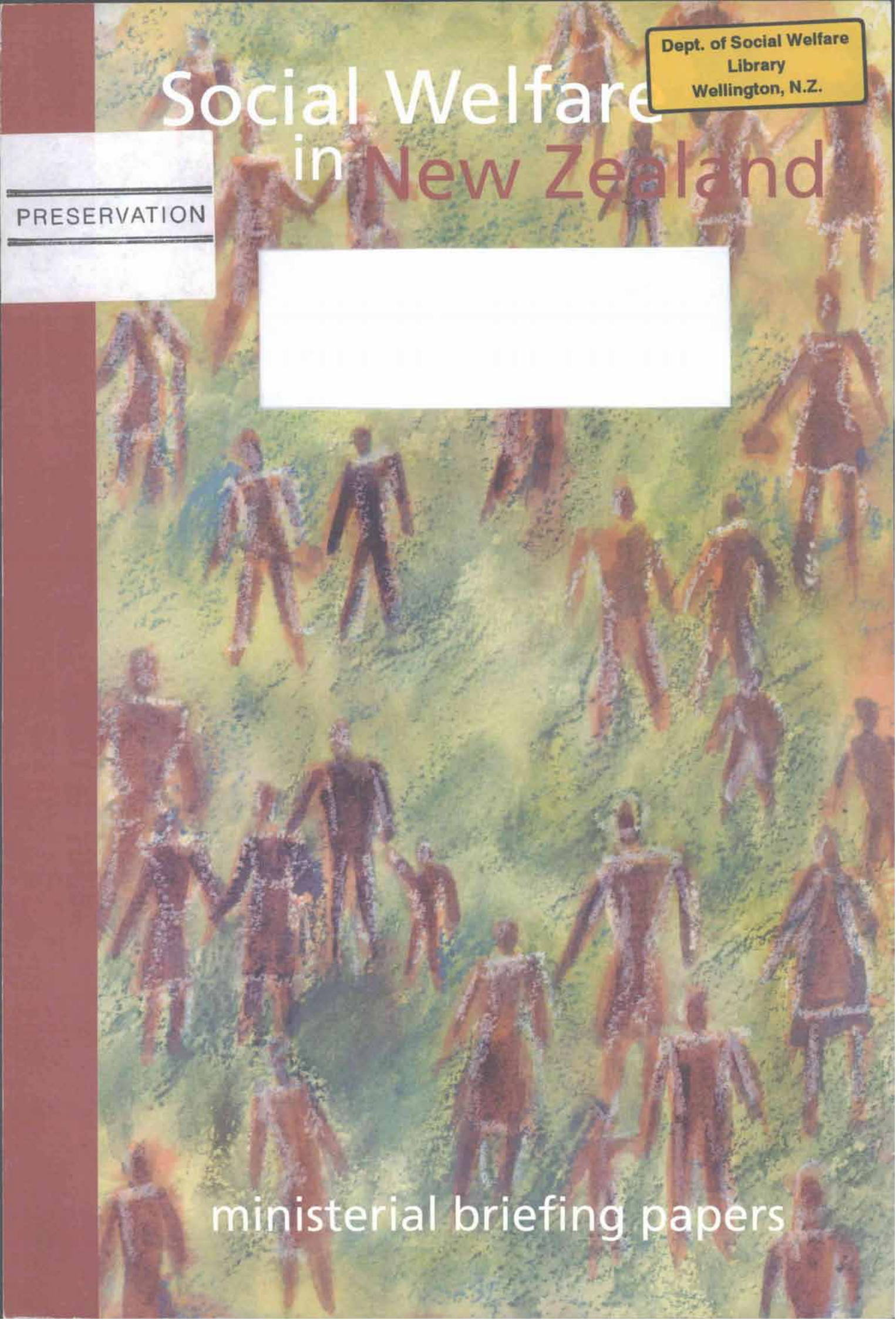
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**New Zealand Community
Funding Agency**

**POST-ELECTION
BRIEFING PAPER**

1996

NEW ZEALAND

COMMUNITY FUNDING AGENCY

Table of Contents

| | |
|--|-----------|
| Introduction | |
| | 4 |
| Mission Statement | |
| | 6 |
| Key Functions | |
| | 7 |
| Management Structure | |
| | 9 |
| Management Responsibilities | |
| | 11 |
| Overview of Policy and Operational Changes 1993/96 | |
| | 12 |
| Recent Major Undertakings and Achievements | |
| | 18 |
| Strategic Objectives | |
| | 20 |
| Key Issues (1996/97 and onward) | |
| | 22 |
| Business Organisational Strategies | |
| | 26 |
| Volume and Costs | |
| | 28 |
| Financial Information | |
| | 37 |

Introduction

The New Zealand Community Funding Agency (NZCFA) was established in May 1992, as a business unit of the Department of Social Welfare (DSW).

NZCFA is the key interface between Government and not-for-profit social and welfare service providers. The interface functions include: service planning, contracting and the approval of organisations for the provision of community-based social and welfare services throughout New Zealand.

NZCFA is the agent contracting for services on behalf of a number of principals including: for the Minister of Social Welfare (through the Director-General of Social Welfare), for other business units especially the Children, Young Persons and Their Families Services (CYPFS) and for other government departments (for example the Ministry of Education and the Crime Prevention Unit). In 1996, NZCFA has service contractual relationships with over 1200 not-for-profit organisations throughout New Zealand.

The Agency contributes to the key strategic goals of the Department of Social Welfare through assisting in :

- the implementation of the DSW Social Services Strategic Plan 1995- 2005, that "all families are meeting their care, control and support responsibilities"; and
- the implementation of the DSW "From Welfare to Well-being" strategy, that people are supported "to transform dependency into contribution".

The Agency works closely with Income Support and the Children, Young Persons and Their Families Service in the achievement of these dual goals.

To ensure programme resources are targeted to families and communities of high needs, NZCFA has developed a National Needs Indicator Index. The Index includes 10 social economic factors

(ethnicity, sole parenthood, housing cost, income support, isolation, multiple households, unemployment, education qualification, infant mortality, and teenage pregnancy) and helps to establish the relative needs of 37 communities in New Zealand.

This index is supplemented by an annual service planning process to help identify local needs and priorities, and to target NZCFA's programme funding to address the following areas:

- 268,000 children who live in benefit dependent families;
- 76% of beneficiary children who live in sole parent families;
- 25% of children who live in families where no parent has paid work (48% of Māori children, 45% of Pacific Islands children, and 16% of European children);
- 44% of Māori families who are headed by a sole parent;
- the number of children who are more likely to require care and protection services or youth justice services;
- the relatively high rate of teenage ex-nuptial births in New Zealand;
- the relatively high rate of youth suicide in New Zealand.

Highlights of NZCFA's contribution to the Welfare to Well-being vision include:

- parenting and home-builders programmes which support the development of strong families, to raise capable and self-reliant young people, and hence to reduce long-term and intergenerational welfare dependence and family dysfunction;
- pilot family/whānau service centres which integrate the delivery of family support services, early childhood education programmes and health services to improve the social, educational and health outcomes of children from families in need;

- out of school care and recreation programmes, life skill development and rehabilitation programmes for children and youth at risk; and
- vocational services for people with disabilities and who face multiple barriers to participation in mainstream society through work.

In 1996, NZCFA completed the development of a monitoring and evaluation system (MES) to monitor the effectiveness of a range of family/whānau services. MES is a tool increasingly used by the 300 family/whānau service providers contracted by NZCFA to enhance their services, and used by NZCFA to ensure government resources are directed at programmes which are effective in addressing client needs. Early MES results show that for over 80% of the clients who have used the family/whānau programmes contracted by NZCFA, they were able to achieve their goals, address issues of concern and reduce the severity of the problems they once had.

Service providers must meet the Standards for Approval developed by NZCFA before they can enter contract negotiation with NZCFA. This is to ensure only service providers who can meet minimum safety, quality and accountability standards will be contracted to deliver services. NZCFA's approval status is increasingly used by a number of other funders and purchasers as an accreditation and risk management tool.

Over the last four years, NZCFA has replaced a community grant system with a systematic approach to service output contracting, in accordance with the accountability requirements of the Public Finance Act. NZCFA places strong emphasis on its "outreach" model to maintain close knowledge of, and relationships with, the community sector. Outreach workers take NZCFA's business out to both potential and existing service providers at the local community level.

DSW relies significantly on the not-for-profit

sector to provide quality services. From time to time, sector representatives have raised concerns about the fragility of the sector. They have also expressed concerns about their increasing difficulties in accessing community funding in general, and about the cost involved in service contracting and meeting accountability requirements in respect of public expenditure.

A comprehensive study commissioned by NZCFA in 1996 provided an objective insight into the state of its providers in the not-for-profit sector. The study found that at the end of 1995, the not-for-profit sector was "viable but vulnerable".

Enhancing the viability of the not-for-profit sector to deliver effective community-based services is one of the key strategic issues to be addressed over the next three to five years. The conclusion drawn from the report is that efficiencies have been maximised within the sector during the last four years and attention must now be given to achieving a sustainable balance between resourcing levels and output expectations over the longer term.

Other strategic tasks include:

- developing a robust needs assessment framework to ensure service contracting is responsive to changing social and welfare needs, to move away from inequitable historical funding patterns or demand driven risks;
- increasing inter-business unit initiatives to ensure effective targeting and efficient delivery of strategic programmes such as balancing the use of family/whānau programmes and residential care, the integrated family/whānau service centres, Hippy and Compass programmes; and
- building strategic alliances with other departments to jointly achieve Government's strategic goals in securing social cohesion and community security.

Mission Statement

MISSION

*To work with communities to achieve well-being
for individuals and families*

VALUES

- Fairness
- Leadership
- Accountability
- Innovation & Improvement
- Respect

STATEMENT OF SERVICES

The Agency is contracted to:

- provide information to Government via the Services Planning process;
- provide a contracting plan for the provision of social and welfare services;
- negotiate service contracts with the providers of social and welfare services;
- approval of providers of social and welfare services;
- contractual performance monitoring, payments and review;
- effectiveness monitoring of services delivered.

Key Functions

The Agency's key functions can be expanded as follows:

- Services Planning
 - needs assessment
 - maintenance of service availability information
 - service development
- Contracting
 - negotiation of service contracts
 - payment and monitoring of contracts
- approval of applicant providers
- effectiveness monitoring

The processes developed by NZCFA to undertake these functions are described below.

SERVICES PLANNING

This function involves the following three sub-functions:

Needs assessment - the collection of information on social and welfare service needs to inform our principals as to the nature and level of need for investment in services (including informing Government for the Appropriation round). This includes the development of tools such as the National Needs Indicator and extensive consultation with key informants about social and welfare service need in the community.

Maintenance of service availability information - this involves seeking out and documenting the services, identifying the capacity of service provision and the costs of providers able to deliver these services under contract.

Service development - the development of providers or extension of services of existing providers in order to meet particular needs for

principals. The development of iwi social services, Out of School Care programmes, and special programmes for the management of conduct disordered and sexually offending adolescents are good examples. This work requires special skills and often requires development contracts rather than contracts for services in the initial stages.

CONTRACTING

This function involves the following sub-functions:

Services contracting - the negotiation of contracts for social and welfare services (up to 2000 each year) according to the instruction of principals. These instructions can be very general e.g. the expectation of the Minister of Social Welfare that a partial funding contribution to the total costs of existing social and welfare services will be made; that there will be a choice of service provision for consumers and that there will be services contracted in every community according to an annually reviewed list of government service priorities. Other principals are very explicit. CYPFS, for instance, specifies the provider, the location, volume and price for services secured by NZCFA on its behalf. The Crime Prevention Unit specifies whether or not new funding is to be spent on pilots or on existing services.

Funding is issued by way of a contract agreed between NZCFA and the approved service provider. Contracts specify the type of services to be provided, and the quantity, quality and effectiveness measures of services to be delivered. The length of contracts can vary from one to three years.

Contract payment and contract performance monitoring - all service providers who contract with NZCFA are required to report annually, six monthly, or quarterly on performance as specified in the contract. Payment is contingent on satisfactory performance under contract, as

determined against agreed service quantity, quality and effectiveness measures.

EXAMPLE OF OUTPUTS DELIVERED

Examples of service outputs which were achieved for the year ended 30 June 1996, and delivered by the not-for-profit sector is given below. For that year, government funding through NZCFA contributed about 40 to 45% to the cost of securing the following community based services:

- 805 information and advice centres;
- 2,942 individual and 1,296 group vocational training programmes for people with disabilities;
- 4,967.5 youth day programmes with 43,603 placements;
- 2,964 holiday programmes;
- 46,985 individual and 868 group daily activity programmes with a rehabilitative focus for people with disabilities;
- 10,625 parenting programmes with 35,078 placements;
- 5,613 clients received funding for the extra costs associated with enabling a person with a disability to participate in a workplace;
- 14,097 homebuilder and home-based support programmes with 35,631 placements;
- 143,415 emergency housing bed nights for people in need of temporary shelter;
- 145,516 refuge bednights for women and their children fleeing violent relationships and 31,735 community contacts;
- 577,241 hours of counselling/therapy work by qualified counsellors, and 24,335 services delivered by skilled volunteers;
- 230,743 bednights for children referred by CYPFS;
- 90,908 bednights for children from community referrals;
- 936 support programmes and 1661 HIPPY placements delivered from 6 pilot Family/whānau Service Centres.

APPROVAL OF APPLICANT PROVIDERS

This function is delegated to NZCFA through the provisions of the Children, Young Persons and Their Families Act and the Disabled Persons Community Welfare Act. It includes the specification of standards, the development of approval systems, the implementation of approvals and regular reviews and the provision of approval status information to a variety of interested parties. It is likely to include a formal process for approval on behalf of other contractors, for instance the Department for Courts, in future. It currently includes widespread informal provision of approval status information as a basis for other Government Departments, Lottery Grants, banks and philanthropic funders' decisions.

The process for approval has changed from a checklist approach, which assessed organisations against a set standard, to a more flexible assessment. The new approval framework sets minimum standards for organisation and client safety, and requires organisations to demonstrate how they are meeting the required standards. The more flexible approval process accommodates variations in organisations and caters for cultural differences and a diverse range of service delivery. The approval status of organisations is reviewed on an annual basis.

MONITORING EFFECTIVENESS

This function involves the collection of data on the effectiveness of social and welfare services to inform service development. This will be a condition of contract from the next financial year.

OTHER FUNCTIONS

In addition the Agency maintains a ministerial support and operational policy advice function.

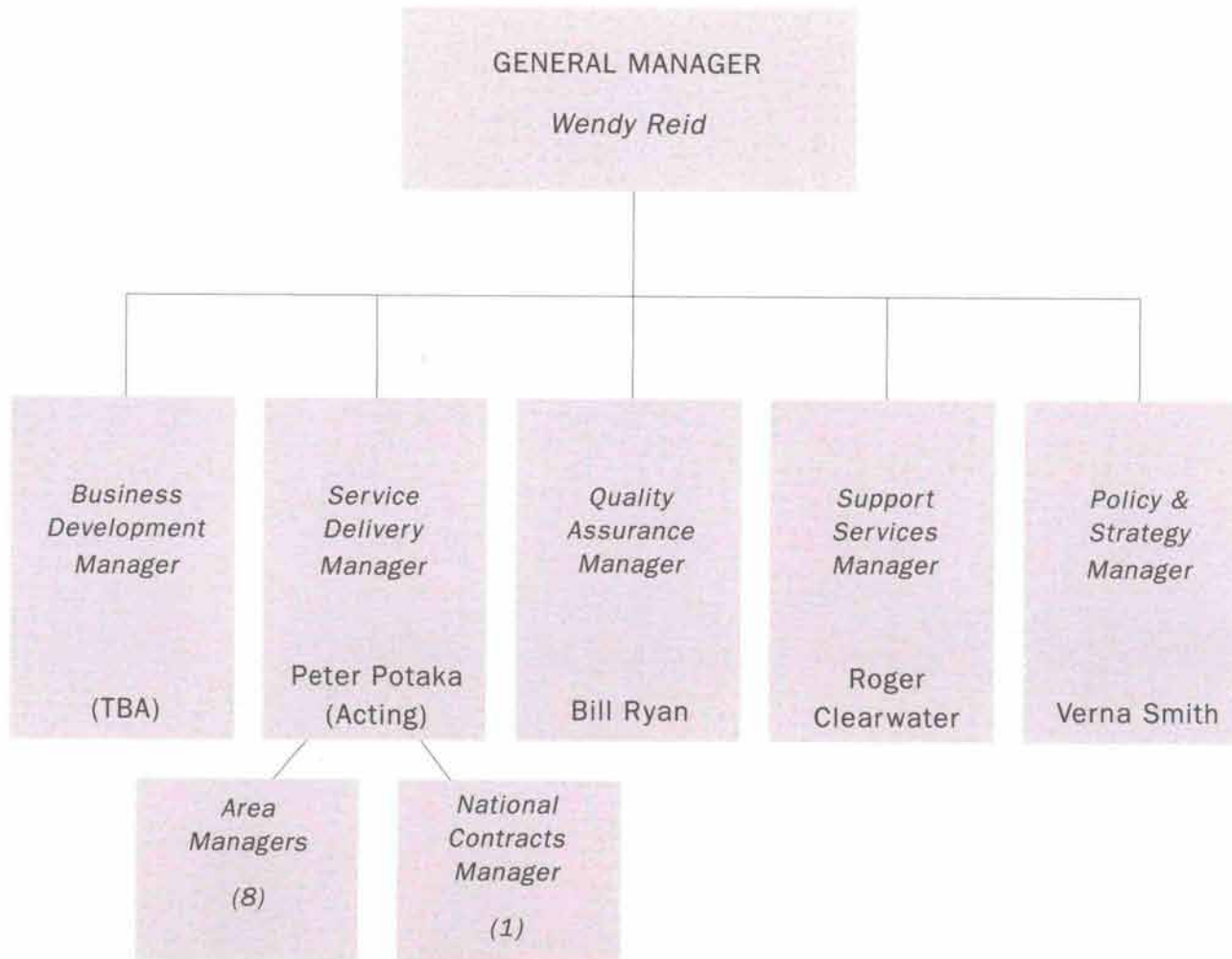
Management Structure

For 1996/97 year, NZCFA has an operating budget of \$11.738m (GST inclusive) and a non-departmental output class budget of \$110.584 (GST inclusive). It operates out of eight geographic areas with a staff of 120 persons.

A small National Office is responsible for delivering operational policy, strategic planning, procedural advice, auditing, quality assurance, communications, financial and administrative support services including making payments to providers. A small national contracts team is responsible for the negotiation of national contracts.

NZCFA operates on an "outreach" model, with the majority of the Agency staff based around eight area teams which are responsible for local service planning, contracting for services and regulating standards of service delivery through the approval of service providers. Outreach workers take NZCFA's business out to both potential and existing service providers at the local community level.

Management Structure



Management Responsibilities

AGENCY MANAGEMENT TEAM

GENERAL MANAGER:

WENDY REID

Responsible for: ministerial services; business interfaces; corporate interfaces; strategic alliances; policy advice to Government; organisation development; governorship*; and contribution to corporate management of the Department.

POLICY/STRATEGY MANAGER:

VERNA SMITH

Responsible for: co-ordination of strategic and business planning; research; policy development; programme evaluation; policy interfaces; policy advice to Government; information analysis and interpretation; policy projects; communications; and governorship*.

SUPPORT SERVICES MANAGER:

ROGER CLEARWATER

Responsible for: finance; human resources; information technology; administration; legal; corporate and business interfaces; procedural/policy guidelines - co-ordination and publication; information management - filing/systems; and governorship*.

QUALITY ASSURANCE MANAGER:

BILL RYAN

Responsible for: audit; risk management support; quality assurance support; procedural guidelines development; and governorship*.

BUSINESS DEVELOPMENT MANAGER:

(TO BE APPOINTED)

Responsible for: business development i.e. source external opportunities; marketing to potential clients; developing joint venture arrangements with other stakeholders; matching internal development to meet external business opportunities.

SERVICE DELIVERY MANAGER:

PETER POTAKA (ACTING)

Responsible for: service delivery systems development; service delivery performance management; service delivery procedural guidelines; operational projects - identification of need and brief; business interfaces; services delivery customer services; service delivery innovation champion; business planning; and governorship*.

* Governorship is defined as "The right and responsibility to manage the organisation". Hand-in-hand with this goes accountability.

Area Managers: who operate out of eight geographic areas; and

National Contracts Manager: who operates out of National Office.

Each Area Manager is the Area Representative for the General Manager. These managers do not hold line management responsibilities but are managers of particular portfolios (strategic planning, human resource development, performance monitoring etc.) and hold a coaching and performance management role for Outreach workers in their Area. The National Contracts Manager undertakes the management of all Agency functions in respect of organisations which operate on a nationwide basis.

Outreach Workers: operate from 30 locations throughout New Zealand and are responsible for the management of their own portfolio of not for profit providers.

Overview of Policy and Operational Changes 1993 - 96

CONTRACTING FOR OUTPUTS

During the 1994/95 year, NZCFA shifted to contracting for outputs, or services delivered with quality, quantity and effectiveness specifications, rather than contracting on the basis of inputs.

All NZCFA service contracts now require the total number of service units which the provider has agreed to deliver to be recorded, even where a partial funding contribution is being made to those services. This enables NZCFA to meet the requirement to report back to Government on the level of services it has secured through its funding contribution and to acknowledge the value of voluntary and community contributions.

For the 1997 financial year, NZCFA aimed to achieve greater continuity in service contracting, by ensuring funding offers were in place before the expiry of 1996 financial year service contracts. Before new service contracts can be finalised, NZCFA must first be satisfied that service providers have fulfilled all contract performance requirements from the previous year. A new target was also set to negotiate at least 10% of contracts in core NDOCs as multi-year (up to three year) contracts.

REVIEW OF MAJOR PROCESSES

The Agency intends to review its major processes, and in particular its needs assessment and its contracting processes, in consultation with the not-for-profit sector, during the 1997 financial year. The overarching goal of the reviews will be to simplify processes for both the Agency and providers where possible, and to reduce compliance costs for both parties, while still retaining the appropriate level of accountability for government funding.

NATIONAL NEEDS INDICATOR INDEX

One of the key questions which arose following the Agency's establishment was whether government funding was being targeted at areas of greatest need.

To address this question, NZCFA worked in conjunction with consultants Ernst and Young to develop a needs indicator, against which funding decisions could be tested. This needs indicator is based on census data and identifies the levels of Māori and Pacific Islands population, unemployment, benefit dependence, multiple households, single parent households, housing costs, regional isolation, teenage pregnancy, infant mortality rates, and qualifications at school leaving age in each community.

This needs indicator has been endorsed by staff of the Department of Sociology and Social Work of Victoria University, and continues to be enhanced to reflect relative needs in communities. It is expected that the incidence of disability will be incorporated once such information is captured in the next available census.

The index helps to establish the relative needs of 37 communities throughout the country, with Kaitaia being ranked first with the highest needs when all factors are considered, and Paraparumu ranked thirty-seventh.

When grouped by regions, the levels of need are ranked as follows:

Extremely high need:

Tai Tokerau, East Coast/Gisborne/Hawkes Bay

Moderately high need:

Central North Island

Moderate need:

Canterbury/Westland; Taranaki/Manawatu;

Otago/Southland;

Moderately low need:

Auckland; Wellington.

VIABILITY OF THE NON-PROFIT AND WELFARE SECTOR

In early 1996, NZCFA commissioned an independent assessment of the viability of the not-for-profit sector which is the predominant supplier of services contracted by NZCFA. The study addresses some of the questions which are often raised:

- the sector's accountability, efficiency and effectiveness in respect of Government's investment in the voluntary sector;
- the appropriate level of resourcing for services delivered by the sector.

The review reached the following key conclusions:

- that Government, through NZCFA, makes a substantial (about 40-55%) contribution to the not-for-profit sector, for the provision of community based social and welfare services;
- that the not-for-profit sector who have a contractual relationship with NZCFA are viable but vulnerable;
- that the sector shows signs of vitality and growth in respect of service provision;
- that there are also signs of financial stress amongst a proportion of the sector, as reflected in reducing reserves and decreased ability to replace capital items;

- that over 80% of providers have been able to increase the quality and quantity of service they have provided;
- that NZCFA has either increased or maintained funding contributions to over 70% of providers;
- that NZCFA has directed resources into areas of priority through assessment of needs and service planning;
- that there are more providers who wish to enter the sector than those who wish to exit;
- that community participation in the delivery of social and welfare services has increased;
- that efficiencies have been maximised within the sector during the last four years and attention must now be given to achieving a sustainable balance between resourcing levels and output expectations over the longer term;
- that there is a continuing need to reduce compliance cost while maintaining accountability;

Further issues to be addressed include:

- to achieve greater co-ordination amongst government funding agencies in needs assessment, service planning and in establishing priorities for the allocation of funding;
- to review providers in categories that appear to be facing the highest level of financial stress to identify any changes needed;
- to put in place a monitoring framework to alert NZCFA to early warning signs of viability problems amongst the sector.

MONITORING AND EVALUATING EFFECTIVENESS OF SERVICES CONTRACTED BY NZCFA

NZCFA has put in place a Monitoring and Evaluation System (MES) to measure the effectiveness of services provided within the family/whānau resource development NDOC areas. In early 1996, over 60 service providers were voluntarily participating in the system, with more providers joining during the year.

Substantial information is being collected about referral patterns and uptake of services by families. The first report of activities of these providers was produced early in 1996, enabling both NZCFA and the service providers to determine whether families in need are able to access the programmes, whether they complete the programmes and whether their use of the services improves their ability to resolve family and relationship problems.

In the 1997 financial year, NZCFA will encourage all family/whānau service providers to participate in MES. NZCFA also plans to extend this monitoring and evaluating approach to other funding programmes, starting with residential care. This is to ensure clients are getting the desired benefits from NZCFA's contracted services and that the public is getting value for Government's investment in social and welfare services. The evaluative information will also help to target resources to programmes which are effective in strengthening families, reducing the need for more costly and traumatic statutory intervention.

CO-ORDINATION AND COLLABORATION

NZCFA, through its contributions to Welfare to Well-being and the Social Services Strategic Plan, seeks to increase the level of co-ordination and collaboration between the wide variety of stakeholders who are, or may be involved in, fulfilling NZCFA's mission. In particular, NZCFA

builds strategic alliances in all communities to support individuals and families to achieve well-being. NZCFA has developed working relationships with Regional Health Authorities, the Association of Philanthropic Trusts, Safer Community Councils, Lottery Youth, Lottery Welfare, the Department of Internal Affairs, and the Community Employment Group as a means of furthering this co-ordination and collaboration work.

PURCHASING ROLE IN RESPECT OF CYPFS REFERRED CLIENTS

In 1994/95, NZCFA took over purchasing responsibility for CYPFS referrals to residential care services for children and young people in need of care and protection. This purchasing relationship has been further strengthened through an annually negotiated service level agreement between the two business units. Increased efficiency and effectiveness will be obtained from services contracted by NZCFA for both CYPFS referred and community referred clients, through improved assessment of needs, and through the systematic evaluation of services put in place by NZCFA.

The purchasing relationship is supervised through the oversight of the Board of CYPFS, to which major proposals for changes in the purchasing relationship are referred for consideration.

DEVELOPMENT OF CHILD AND FAMILY SUPPORT SERVICES

The Children, Young Persons and Their Families Act (1989) enabled the establishment of Child and Family Support Services, Iwi Social Services and Cultural Social Services, and their participation in providing "out of" family and "in" family care and protection services to children and young people in need. The intent of the Act is to enable the participation of a wider range of

community organisations in work aimed at strengthening families to care, protect and control their own children. Implementation of the Department's Social Services Strategy will result in a planned shift of resources away from undue reliance on "out of" family residential care to the provision of services by Iwi Social Services, Cultural Services and preventative family/whānau services, to support families to care for their own children.

To date, over 90 community-based Child and Family Support Services have been established, approved and contracted with NZCFA to provide services under sections 396 and 403 of the Children, Young Persons and Their Families Act (1989) as amended in 1995. Child and Family Support Services work alongside CYPFS to provide "out of" family care for children and young persons. The services can report directly to the Court if requested by the Court, but they are not empowered to take emergency action to secure the safety of children or young persons at risk of harm. A much greater number of providers are approved under Section 403 and contracted to provide child abuse education and prevention services.

DEVELOPMENT OF IWI SOCIAL SERVICES

NZCFA has worked with CYPFS and SPA on the development of Iwi Social Services since 1995. Standards for Approval for Iwi Social Services were developed in December 1995, following an extended period of consultation with iwi, and piloting of the drafts.

This development is in line with the aim of Puaote-Ata-tu and Te Punga, to enable iwi to provide more appropriate and responsive care and protection services for their own children.

One Iwi Social Service, Ngati Ruanui in Taranaki, was approved in May 1995 and has been providing services since August 1995. Fifty-five

expressions of interest in becoming approved have been received by NZCFA. Of these, 22 have been identified as a priority (based on the iwi affiliation of children coming to the notice of CYPFS). NZCFA, with CYPFS, will continue to work with these organisations, at the preferred pace of each iwi-based organisation, to approve and contract with them for the delivery of social services to their people.

NZCFA's focus over the next five years will centre around discussing with iwi their medium/long term aspirations for achieving well-being for their own people, and determining the role of NZCFA in this.

CULTURAL SOCIAL SERVICES

The Children, Young Persons and Their Families Act also enabled Cultural Social Services to be established. As children from Pacific Islands nations currently form the third largest group of children referred for care and protection services, priority has been given to complete development of service standards for Cultural Social Services which are appropriate for Pacific Islands aiga by the end of 1996.

VOCATIONAL SERVICES

NZCFA has been the primary purchaser of vocational services for people with disabilities. Since 1995, NZCFA has progressively implemented a vocational services strategy developed with the disability sector, providers, and government departments. The aim is to rectify inequities in expenditure patterns, and to improve vocational and employment outcomes for people with disabilities.

Wherever feasible, funding has shifted from sheltered, segregated workshop environments to training, support and placements in the open labour market. Increased services have been contracted for people with psychiatric disabilities, for Māori people and people living in

rural areas. The range of vocational programmes has extended, and the number of participants has increased from about 11,500 in 1992/93 to over 30,000 in 1994/95.

An increased demand is being placed on vocational services by people with disabilities, particularly in the supported employment area. Where practicable, service providers are encouraged to progress people with disabilities through from daily activity programmes to open employment according to individual plans, and develop transition plans for young people moving from special education into work. In 1995, Government injected an additional \$5m into vocational services, as part of the Employment Taskforce package.

When Government made the decision in 1993 for NZCFA to remain the primary purchaser of vocational services, the decision was also taken that this purchasing arrangement would be reviewed in 1995. Following a series of environmental scans and stocktake exercises, Government made a decision in April 1996 to endorse the principle of progressively integrating the purchasing responsibility for vocational services with mainstream agencies, such as the NZ Employment Service (NZES), the Regional Health Authorities, and the Employment, Training and Support Agency (ETSA), so that people with disabilities can have direct access to services purchased for the general population.

The initial phase of this integration will involve transferring a number of open employment placement contracts to NZES from 1 July 1997. Government has yet to make a decision on integrating other purchasing responsibilities pending consideration of the fiscal implications of this transfer, and pending the outcome of a review of the role of sheltered employment in the context of a review of the Disabled Persons Employment Promotion Act 1960.

HOUSING

In 1992, NZCFA took over funding responsibility for the Community Housing portfolio from the Housing Corporation of New Zealand. Responsibility for funding community houses for people with disabilities was transferred to Health in July 1995. Service providers deliver residentially-based services predominantly in the areas of Emergency Housing, Refuges, and Youth at Risk accommodation.

The amalgamation of the community housing programme with existing funding programmes highlighted inequities in funding support from Government for like providers. The transition of the "input" driven community housing funding programme and the alignment of this form of government assistance with the output contract for service approach, has now been achieved. From 1 July 1996, all NZCFA contracts have been written in a consistent format which means that all providers are treated equally from a funding perspective, regardless of housing source.

In 1994/95, NZCFA undertook a review of emergency housing services which indicated that the support needs of people using emergency housing are changing. A short-term supported housing pilot was established, to assess the most appropriate mix of services to assist families and individuals to move more successfully into permanent accommodation. The pilots highlighted the positive outcomes of short-term supported housing for homeless individuals and families who also have social service needs. In May 1996, the Minister of Social Welfare agreed to the implementation of short-term supported housing as a new funding programme from the 1997 financial year.

FAMILY SERVICE CENTRES

In 1993, Government allocated \$6.6m to support the establishment and operation of integrated family service centres at six pilot sites over a three year period. The concept is an innovative idea based on the successful Kelvin Road project in Auckland, to integrate the delivery of early childhood education, health care and family support services. The families targeted through these projects are those at greatest risk of multi-generational welfare dependence and dysfunction.

The success of the pilots relies on improved co-ordination amongst different government services and collaboration between government agencies and the community.

It will also rely on the availability of funding to ensure that the pilots can complete their programmes of programme development and move into mainstream service provision without interruption to services when the early indication of effectiveness is confirmed.

These purpose-built centres are operating in Otara, Mangere, Huntly, Opotiki, Porirua, and Motueka. The effectiveness of these service centres to strengthen families and achieve social, health and educational outcomes for disadvantaged families is being evaluated. The results will guide Government's decision on the continuation of these services and future development.

Funding for the pilot centres beyond February 1997 has yet to be secured. The current shortfall for 1996/97 is met at a cost to other family/whānau services.

SUPPORT FOR FAMILIES OF MURDER VICTIMS

In addition to assuming service contracting responsibilities for victim support services since 1993, NZCFA was allocated an extra \$500,000 in 1995 to contract for support, counselling and therapy services for families of murder victims.

COMMUNITY BASED JUVENILE SEXUAL ABUSE TREATMENT FACILITY

In 1995, Government approved the funding of community-based teams for the provision of intensive treatment programmes for up to 33 male juveniles with sexual abuse problems as an interim programme pending the establishment of a 12-bed specialist unit for these people. NZCFA has the responsibility to contract for both services.

SPECIALIST SERVICE FOR CHILDREN WITH SEVERE BEHAVIOURAL DIFFICULTIES

In a new joint venture with specialist practitioners from the medical and psychiatric field, NZCFA is contracting for the development of an intensive habilitation programme for children in the Auckland area with severe behaviour difficulties. The programme will provide services for up to two years for 20 children and is expected to commence in early 1997.

Recent Major Undertakings and Achievements

NZCFA is committed to working in a professional and innovative way to secure quality services for New Zealanders which are effective and culturally appropriate. The Agency works in a collaborative way with providers to secure services on behalf of the Government to assist people to reach their full potential and to assist families in need of support. NZCFA has developed a process of community consultation to target the services and areas of greatest need, and aims to continue increasing its responsiveness to its customers' needs.

INNOVATION

- One of the key premises on which NZCFA is founded is to be as close as possible to its primary customer interface - the service providers who are contracted to NZCFA. The Agency has introduced the 'officeless office' - staff are highly mobile and have all the equipment and facilities they need to produce contracts on site with the providers of community services.
- Approval standards have been introduced for organisations contracting with NZCFA, to ensure quality.
- The services planning process has been developed as a tool to identify the highest priority services in consultation at the community level and to match these to the funding available.
- Contracts have been made as simple as possible in order not to intimidate volunteer-based organisations.
- NZCFA's magazine for service providers, Outreach, has provided an avenue for communication between service providers and the Agency.

SERVICES PLANNING

The Agency's services planning process was designed to identify in conjunction with the community the needs for social and welfare services, and priorities for funding. This information is backed up by evidence from census and other data to make equitable funding allocations to areas depending on need.

This process is being reviewed with the aim of putting in place a needs assessment process that can derive service needs information from individuals and families, rather than relying unduly on historical data or on demand information supplied by service providers.

The Agency is targeting development funding to ensure gaps in service delivery are resolved. One of the most significant areas where development was identified as necessary was the need for Iwi and Cultural Social Services to support the work of the CYP&F Act. The Agency has worked with Iwi to establish protocols and to develop Iwi Social Services delivery plans for inclusion in the overall services planning process.

AUDIT BASED PROCEDURES

NZCFA operates a formal funding approach: through clear approval, contracting, service planning, contract monitoring and auditing processes established over the last four years. This infrastructure operated by NZCFA has been developed to meet Public Finance Act accountability requirements, and is a key distinguishing feature from other one-off grants funders or grants from philanthropic trusts.

The Audit New Zealand 1995 report stated:

"The Agency (NZCFA) has made considerable progress in developing a comprehensive client service planning cycle. We view the client service planning cycle as being one of the key strategic strengths of the Agency. The assessment of community needs at a local level by the area teams, and the benchmarking of those assessments against the needs index.....gives a comprehensive interlocking framework for decision. In addition, the Agency is developing and implementing both a human resource framework, and an Operational Management System (OMS) to operate interactively with the client services planning. These will combine to give a focused business."

The Audit New Zealand report further stated that "...the business of the Agency is essentially as a rationer of Government monies to the community. As a rationer, the Agency is essentially in a difficult position. Those funded will expect it was their due, and those from whom funding is withdrawn or not provided, will consider themselves aggrieved. ...the processes being developed are highly innovative and will prove

very effective in ensuring that the Government secures from community organisations the optimal level of service for the funding available. ...the model could be of considerable use to other organisations who use the purchaser/provider model to secure goods and services to meet needs in the community."

COMPUTER SYSTEM - OPERATIONS MANAGEMENT SYSTEM (OMS)

The 1995 financial year saw the Agency design and install a computerised operations management system (OMS) for approvals, contract management and services planning. An Information Technology Plan is in place to increase utilisation of the system, improve the integrity of data produced and to enhance the capacity of the system.

OMS has facilitated a further major achievement - the transfer of NZCFA's funding strategy from one based on inputs such as salaries and administrative costs to an output based one which requires providers to contract for provision of an agreed quantity of units of social and welfare services to agreed standards.

PROCEDURES HANDBOOK

A new procedures handbook was launched during the 1995 financial year using up to date information-mapping techniques to present operational information for staff in a more effective and user friendly way. This handbook will be translated into electronic form and integrated into the Department's Consolidated Network Project.

Strategic Objectives

INCOME SUPPORT

BUDGET REFERRAL SCHEME FOR INCOME SUPPORT REFERRALS

Family budgeting services have always been an integral part of family skills and home management skills programmes contracted by NZCFA to support families in need. In 1995, Government supported an additional budget advisory service to fast track services for families with recurrent budgeting problems, referred by Income Support. The service was successfully implemented with the collaboration of the New Zealand Federation of Family Budget Advisory Services, Income Support and NZCFA. For the first three months of operation, 80 budget advisory services were contracted to provide services, with an average of about 34 referrals per service. Following the implementation stage, there has been a continuing increase in the uptake rate for this service by families. It is projected that the programme will cater for 11,000 to 15,000 people per year.

SOCIAL SERVICES

NZCFA is well positioned through its innovative funding programmes to take a key role in implementing DSW's Social Services Strategy for the years 1995 - 2005.

The vision for the Department is that "all families are meeting their care, control and support responsibilities".

DSW strategies for moving towards the achievement of the Social Services Strategy Vision are:

- promoting the strengthening of families in order to assist them to meet their care, control and support responsibilities;
- intervening, where necessary and at the least intrusive extent, to ensure the safety of all family members through assisting families to achieve a positive outcome by dealing with their own crises;
- creating good information and evaluation systems. (NZCFA has introduced a Monitoring and Evaluation System);
- supporting the development and evaluation of seamless delivery of early intervention service models for children and young people to break the cycle of inter-generational deprivation and dependence through projects that involve the joint effort of families, schools, social services and the wider community;
- developing effective interaction and co-ordination with other agencies, providers and service recipients. An example of the Agency's co-ordinating role is reflected in the Agency contracting, with funding contributions made by the Ministry of Health and Te Puni Kokori, for the piloting and evaluation of parenting programmes to be delivered by the Māori Women's Welfare League;
- developing a continuous process of effective, proactive strategic planning and management which involves all staff.

CRIME PREVENTION

NZCFA is the principal funder of community based family violence prevention services. NZCFA has developed a NZCFA Crime Prevention Implementation Plan directly from DSW's five Crime Prevention Strategic Plans on:

- Family Violence
- At Risk Families/Whānau
- Victims
- Youth "At Risk" of Offending
- White Collar Crime

The key tasks from those plans which require NZCFA input have been pulled together to form the NZCFA Crime Prevention Implementation Plan. The plan also includes the six new funding initiatives for the 1997 financial year, which are detailed under the section "New Service Outputs".

WELFARE TO WELL-BEING

Highlights of NZCFA's contribution to the Department's Welfare to Well-being initiative, are as follows:

- The expansion and enhancements to family/whānau resource development, and skills development (such as the 4397 parenting programmes, and 8406 home builders programmes delivered in 1995);
- Establishment of the six pilot family service centres;
- Monitoring and evaluation of the work of providers of parenting and home-based support programmes;
- Further provision for victim support, women's refuge, counselling and budgeting programmes through additional funding;
- Extra community care placements for children and young people and more esteem building courses for the rehabilitation of alienated youth;
- Increased provision for employment opportunities for people with disabilities.

DEVELOPING THE GOVERNMENT'S RELATIONSHIP WITH THE NOT-FOR-PROFIT SECTOR

NZCFA will continue to work closely with representatives of the not-for-profit sector with a view to maintaining the goodwill and participation of voluntary organisations in the provision of social and welfare services.

Key Issues

NZCFA is moving out of its establishment phase to one of consolidation and improvement. One of the major challenges will be the successful alignment of its existing and future business activities to respond to changing government and departmental priorities. The focus on Welfare to Well-being is an opportunity to build on NZCFA's existing community networks and to mobilise communities through more collaborative partnerships with other organisations involved in the delivery of community based services.

INTERFACES WITH EXTERNAL ORGANISATIONS

NZCFA will be responding to the challenge of providing integrated service delivery through greater collaboration with the voluntary sector and other government departments. In particular, NZCFA recognises the need to ensure better integration and collaboration in the resourcing and provision of services particularly from Welfare, Education, Corrections, Health and Labour, to children, young people and their families. This is to minimise fragmentation and duplication of service delivery, and to reduce compliance costs through the provision of a more cohesive and holistic model of service delivery.

The Agency's role in supporting the development of the six pilot family/whānau service centres, which involve integrated delivery of family support, early education and health services targeted to families in high need communities, represents a significant step in this regard.

INTERFACE WITH CYPFS

For purchasing arrangements in 1996/97, NZCFA and CYPFS have adopted a formalised service level agreement approach, to clarify and strengthen NZCFA's role as the primary service purchasing agent for CYPFS referred clients. Over the next twelve months, emphasis will be placed on a co-ordinated approach to service planning by CYPFS and NZCFA, particularly in respect of projecting the level of requirements for residential care services for children and young people in need of care and protection, and in the families' access to other community-based "strengthening of families" programmes. This approach has been designed to minimise risks identified by the CYPFS Board.

MEETING INCREASING SERVICES NEEDS

NZCFA expects a continuing and growing need for services across all service types, despite the growth in the economy. The Agency is planning to develop a needs assessment framework in 1996/1997, to better assess the service needs from sources closer to the providers' clients, rather than having their service needs being represented through information which is historical or only from the providers of those services. Such enhanced information will assist NZCFA to respond more effectively to changes in the types of services required, and to contract for services which can better address the multiplicity of problems presented by individuals and families.

SELF-MONITORING FRAMEWORK

A self-monitoring framework to monitor outcomes for Māori as related to NZCFA's operation is being developed by Te Puni Kokiri in conjunction with NZCFA. The self-monitoring framework will be implemented from 1997. Currently NZCFA contracts with over 130 iwi based and 170 pan-tribal service providers involved in the entire spectrum of services.

NEW SERVICE OUTPUTS

OSCAR (OUT OF SCHOOL CARE AND RECREATION PROGRAMMES)

In 1995, Cabinet approved \$2.04m for the development of 5,000 OSCAR programme places for the 18 months from 1 July 1996. The aim of this development assistance is to improve the chances of parents or caregivers to move out of benefit dependence into training or employment.

A number of OSCAR programmes were already operating successfully in the community through the financial and volunteer support of parents, the community, local authorities and other funding such as Lottery Youth.

This new OSCAR development initiative has enabled NZCFA to put resources into communities with a higher level of needs and where, without some development assistance, it might be difficult for these programmes to get started. Through its national indicator of social and welfare service needs, NZCFA identified a number of communities with a high priority for this development assistance, and existing and potential service providers were invited to put forward service proposals through the services planning process.

RESIDENTIAL CARE

NZCFA contracts for residential care placements for children and young persons in need of care and protection, both when they are referred from CYPFS and from community referrals as provided for under Section 19 of the Children, Young Persons and their Families Act.

Emphasis has been given to improving information and planning processes to enable more accurate forecasting of "bednight" usage. In the 1997 financial year, the priority is to improve services and support for families so that children and young persons can remain with their families when this is in the best interests of the child or young person. The aim is to help reduce the need for residential care placements and the length of stay, with beneficial results both for the child or young person and the family, and also with fiscal savings.

COMMUNITY-BASED INTERVENTION SERVICES FOR JUVENILES WITH SEXUAL ABUSE PROBLEMS

In 1995, Government approved the establishment of a 12 bed specialist unit for adolescent males with sexual abuse problems. NZCFA has the responsibility to contract for the provision of community-based assessment, intervention, and outreach programmes in support of the residential programmes.

SPECIALIST SERVICE FOR CHILDREN WITH SEVERE BEHAVIOURAL DIFFICULTIES

In a new joint venture with specialist practitioners from the medical and psychiatric field, NZCFA is contracting for the development of an intensive habilitation programme for children in the Auckland area with severe behaviour difficulties. The programme will provide services for up to two years for 20 children and is expected to commence in early 1997.

INTER-DEPARTMENTAL CRIME PREVENTION INITIATIVES

The budget for the 1997 financial year gave NZCFA the responsibility for implementing six out of 12 new crime prevention initiatives, developed by the Crime Prevention Unit, over a three year period, starting in July 1996. The major focus is to augment existing programmes with the aim of preventing family violence, through increasing awareness, assisting people who have been affected by family violence and breaking the cycle of family violence. The initiatives form part of an inter-departmental crime prevention package of 12 initiatives designed to meet Goal two of the Government's 'New Zealand Crime Prevention Strategy' issued in October 1994.

The new community based initiatives to be funded by NZCFA are:

1. Personal safety training for girls;
2. Specialist services for child victims and witnesses of family violence;
3. Māori family violence services;
4. Family violence services in rural areas;
5. Additional resources for victim services;
6. Community based sex offender programmes.

The programme specifications and implementation plans were developed in consultation with the Crime Prevention Unit in the Department of Prime Minister and Cabinet and government agencies with expertise in the area of the initiatives, such as Te Puni Kokiri. NZCFA has welcomed the opportunity to have the implementation responsibilities for these key crime prevention initiatives, and to support community input in the achievement of common objectives in respect of family violence.

AGE-WISE PROJECT

Following the Age-wise conference, NZCFA completed a research project in 1995 which established the value of an information service specific to older people and their families. A subsequent study established the feasibility of

developing a database and nation-wide information service. Recommendations from this project will be integrated into the Department's policy development in respect of the Positive Aging Taskforce project.

OPERATIONAL ENHANCEMENTS

CUSTOMER RESPONSIVENESS

Responsiveness to customer perceptions is vital for NZCFA to continue to improve its efficiency and effectiveness. The focus for the 1997 financial year will be on consolidating developments made in the Agency's first years of operation, building upon the considerable strength of its staff to ensure that its customers receive a service of excellence. Customer perceptions have been sought through the use of consultants and general feedback from service providers. Many suggestions for future improvement will be taken up during the 1997 financial year.

COMMUNICATIONS STRATEGY

NZCFA maintains an external communications link with providers of social and welfare services, the media and other interested groups through direct mail, newsletters and regular face to face contact.

A proactive, targeted, marketing strategy is to be implemented over the next 12 months, to promote and raise the public profile of the Agency and public recognition of the positive role NZCFA plays.

REVIEW OF ORGANISATIONAL OPERATIONS

The Agency must determine the appropriate organisational approach to support its strategic direction and achievements of its key objectives. The Agency is currently working to develop strategies to improve performance and customer responsiveness. As part of the change management process, the Agency is working towards a self-managing concept for its workers.

STAFF

Emphasis is being placed on the upskilling of NZCFA's primary resource, its staff. Some of the specific strategies for achieving this are:

- review of the existing organisational operations to determine the "fit for the future";
- implementation of the self-management concept as a means of improving performance;
- technological enhancements to support staff.

SELF-MANAGING WORKERS

One of the Agency's key milestones to achieve service excellence, set out in the Agency's 1997 financial year business plan, is to move from a traditional management framework to that of self-managed teams and workers. The move to self-management will allow the Agency to realise the original vision of the Agency to empower staff to 'do it once and do it right'.

The development of self-managing teams and workers is aimed at providing staff with greater skill diversity and expertise so that they can operate with greater autonomy within a clear framework of policy and best practice standards.

The benefits will be improved service delivery for customers through reduced turnaround time and quicker, more responsive decision making, as staff will have a higher level and wider range of skills together with a greater level of autonomy to deal with customer queries.

To support the move to self-management the Agency will need to direct additional resources into training, human resource development, technological development and structural alignment.

Business Organisational Strategies

HUMAN RESOURCES

TRAINING

Training plans for the 1997 financial year concentrate on individuals' skill gaps and development needs rather than national training initiatives. HR is involved in monitoring training plans developed following the skills assessment round in May 1996, to ensure all staff have had skills gaps addressed before the third round of assessments in June 1997.

WORK ENVIRONMENT

Work environment goals focus on Occupational Safety and Health (OSH), and the different needs of staff working from home and staff within an office surrounding. NZCFA continues to monitor the level of Occupational Overuse Syndrome (OOS) cases amongst staff, and put in place preventative measures.

INDUSTRIAL RELATIONS

During the 1997 financial year, the HR team is introducing a new contract for Agency staff. This includes staff briefings on changes made to the document during the 1996 financial year bargaining round.

HR POLICY AND PROCEDURES

The HR team is continuing to add to and update the human resource volume of the Procedures Handbook. HR also monitors the Agency's performance and resource management through auditing of performance plans and time costing records.

EEO

From the 1997 financial year, the EEO plan has moved into a three year cycle, to allow initiatives to have a wider and more in-depth focus. For target groups, the Agency is concentrating on formalising mentoring relationships and increasing participation on project teams and in management.

An EEO survey of all staff in the 1996 financial year indicated staff awareness of policies and EEO principles was lacking. An audit of staffing policies against EEO principles and the Human Rights Act will be undertaken in the 1997/98 financial year to ensure that any institutional discrimination is eliminated.

Operational and individual workplans will be formulated and monitored in line with EEO principles to ensure that expectations with regards to workload and deadlines do not impinge on life outside work.

BICULTURAL DEVELOPMENT

In early 1996, NZCFA undertook a review of the Agency's implementation and achievement in respect of Te Punga, the departmental bi-cultural strategy. During this review it was identified that NZCFA:

- maintains contact with iwi on an ongoing basis in all team areas;
- has established a network for Māori staff since 1993 (Mai Wai Ra E Taurima). The network meets regularly and strategies are being developed to enhance Māori policy input into NZCFA's operations;
- has ensured all staff complete bicultural training;
- has incorporated Te Reo and Tikanga competency in NZCFA's staff skills assessment competencies.

INFORMATION SYSTEMS STRATEGIC PLAN (ISSP)

The Agency through its outreach model of working is reliant heavily on Information Technology. Outreach staff use laptop computers to undertake their contracting, monitoring, approvals and services planning work. The Agency has developed, and is now using, a software package known as the "Operations Management System" or OMS. This piece of software is resident on all laptops, and information held on it is consolidated at an Agency level on an Oracle Database in National Office.

OMS is the main information platform for all NZCFA's operations. As it holds extensive financial information, it is interfaced to the DSW financial system to enable contract payments to be made to providers of welfare services. Once payments are made, the payment information is conveyed back to the Oracle Database and in turn downloaded to each individual Outreach Worker's laptop. Thus an Upload/Download process is operating.

PROPERTY MANAGEMENT

NZCFA does not own any of the property it currently occupies. Invercargill and Christchurch offices are sub-leased from CYPFS. Auckland, Rotorua, Napier and Wellington offices are sub-leased from Income Support. The remaining offices (Palmerston North, Dunedin, Whakatane, Tauranga, Wanganui and Tai Tokerau), are leased from outside sources. The National Office is based in the Charles Fergusson Building in Wellington.

NZCFA's "officeless office" policy means that Outreach Workers can either work from home or use their cars as mobile offices. Office bases provide administrative support and a facility for meetings and staff planning purposes. As a result, NZCFA office expenses are relatively low.

Volume and Costs

OUTPUT CLASS D12 - CONTRACTING FOR THE PROVISION OF SOCIAL AND WELFARE SERVICES

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases the management of Government's funding of, and investment in, social and welfare services through a prioritised purchase plan, the contracting with non-government organisations to implement the plan, monitoring of providers, and approval of providers of such services.

QUANTITY, QUALITY, TIMELINESS AND COST

The Minister expects the Department to conduct a comprehensive services planning round and to produce prioritised funding plans by 30 June 1997. These are to be fully consistent with funding resources available. The Minister will also expect the following quantity, quality, timeliness and cost performance indicators to be met:

Quantity

An estimated 1,500-2,000 contracts with providers will be completed.

An estimated 1,500-2,000 approval reviews will be completed.

Quality

All contracts will meet NZCFA characteristics of contract quality.

All NZCFA contracts will be with organisations who have been approved.

Cost

Outputs in this class will be provided within the appropriated sum of \$11.738 million including GST. The GST exclusive amount of \$10.434 million will be wholly funded from revenue Crown. The 1995/96 financial year appropriation for this output class was \$11.878 million including GST.

NON-DEPARTMENTAL OUTPUT CLASSES

OUTPUT CLASS 01 - SERVICES TO FAMILIES IN NEED OF SUPPORT: CHILD AND YOUTH SUPPORT AND REHABILITATION

DESCRIPTION

Securing the supply of Child and Youth support programmes that provide a range of planned activities and rehabilitation programmes occurring outside school hours or during school holidays for children and young people who show the "higher needs" factors in NZCFA's needs indicator. These programmes include intensive life skills training and esteem building for children and young people.

Contributing to the development of "Out of School Hours Care And Recreation" (OSCAR) programmes that are designed to increase opportunities for social interaction and experience for children in disadvantaged communities and to increase care givers participation in the work-force.

Securing the supply of personal safety courses for intermediate school age girls, to teach them a range of practical, negotiation and safety strategies to deal with personal safety issues, to reduce their fear of, and the likelihood of victimisation.

Major providers include Iwi and community based organisations.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 3,500 to 4,500 places in youth day programmes will be secured.

- 1,200 to 1,400 holiday programmes will be secured.
- 150 to 200 OSCAR programmes will be established.
- 3,000 to 4,000 children will attend OSCAR programmes.
- 100 to 150 courses of two hours duration for up to 20 girls per programme.

Quality

- 80% of participants will complete youth day programmes.
- 50% of new OSCAR programmes will become self supporting and continue operation during the contract period.

Cost

This Output Class will be provided within the appropriated sum of \$5.027 million including GST. The 1995/96 final appropriation was \$3.734 million including GST.

**OUTPUT CLASS 02 -
SERVICES TO FAMILIES IN
NEED OF SUPPORT:
COUNSELLING/THERAPY**

DESCRIPTION

Securing the supply of counselling and therapy services that include:

- Crisis counselling for victims of sexual abuse, rape, and family violence.
- Post-crisis counselling and therapy for individuals, children, youth, and families at risk of family breakdown.
- In-depth advice and assistance to individuals, couples and families facing financial difficulties.
- Counselling and intervention services for sex offenders.

It is expected that for the majority of clients there will be an agreed plan with the objectives

of achieving well-being and independence, and that the families are able to meet their own care, control and support responsibilities.

This Output Class also includes funding for the development, delivery and evaluation of pilot specialist programmes for child victims and witnesses of family violence, which are appropriate to each age and cultural group, to deal with the effects of family violence.

Major providers include iwi and community based social and welfare organisations.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 159,000 to 169,000 counselling hours will be secured.
- 15,000 to 16,000 clients will be assisted,
- 30 adolescent clients with sex offending problems will be assisted.
- 4,200 counselling and intervention hours for adolescent sex offenders will be secured.
- Up to six pilot programmes in six areas will be developed for child victims of family violence.

Quality

- A minimum of 80% of clients assisted will complete their agreed plans.

Cost

This Output Class will be provided within the appropriated sum of \$14.333 million including GST. The 1995/96 final appropriation was \$13.291 million including GST.

**OUTPUT CLASS 03 -
SERVICES TO FAMILIES IN
NEED OF SUPPORT:
FAMILY SERVICE CENTRES
(OPERATING)**

DESCRIPTION

Securing the supply of Family Service Centres that include contributions to seven time-limited initiatives to develop and test new holistic programmes for at risk young families. These services are provided in response to emerging community needs and to experiment with a new approach to co-ordinated delivery of family support, early childhood education and health services for these families.

The providers are Kelvin Road, Mangere East Primary School, Chapel Downs Primary School, Waahi Whanui Trust, Whakatohea Māori Trust Board, Cannons Creek Trust and the Motueka and Districts Pre-school and Whānau Trust.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 350 to 525 family support programmes will be secured.
- 280 Home Instruction Programme for Preschool Youngsters (HIPPY) year one placements will be provided.
- 175 HIPPY year two placements will be provided.

Quality

- A minimum of 50% of placements on HIPPY will complete the two year programme.
- A minimum of 80% of families will complete family support programmes.
- Each Family Service Centre will complete an annual customer satisfaction survey for a minimum of 20% of their clients.

Cost

This Output Class will be provided within the appropriated sum of \$1.905 million including GST. The 1995/96 final appropriation was \$2.035 million including GST.

**OUTPUT CLASS 04 -
SERVICES TO FAMILIES IN
NEED OF SUPPORT:
FAMILY/WHĀNAU HOME BASED
SUPPORT**

DESCRIPTION

Securing the supply of family/whānau home based support services (i.e. services that are delivered predominantly at the clients' homes). Home-based family/whānau services include social work support and practical assistance provided for at risk children, young people and their families who have identified problems in their family relationships and in managing their homes. The services help individual families to develop skills in home routines and develop family living skills to deal effectively with their family relationships and to prevent child abuse. These services aim at strengthening and assisting families to meet their care, control and support responsibilities, and minimise the need for statutory intervention.

Funding to support the development of new service response and prevention initiatives, that involve, whānau, hapu and iwi, to promote attitudinal and behavioural changes by Māori to family violence.

Funding to support extension of family violence services to people in rural communities.

Major providers include iwi-based providers, community-based providers and voluntary organisations.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 7,000 to 10,000 families will be supported.
- 159,000 to 225,000 social work/support hours will be provided.
- Up to 10 new services will be developed to reduce violence in Māori Families.
- Family violence services to women will be extended into eight rural areas.

Quality

- A minimum of 75% of families will complete planned support within three months.
- Māori family violence programmes will be developed with input from whānau, hapu and iwi.

Cost

This Output Class will be provided within the appropriated sum of \$7.980 million including GST. The 1995/96 final appropriation was \$7.500 million including GST.

OUTPUT CLASS 05 - SERVICES TO FAMILIES IN NEED OF SUPPORT: FAMILY/WHĀNAU LIFE SKILLS DEVELOPMENT

DESCRIPTION

Securing the supply of Family/Whānau Life Skills Development programmes which include family living skills development for groups of individuals and families, with services delivered predominantly outside the clients' homes. These services will provide the opportunity for individuals and families to participate in structured group programmes or support groups that focus on skills development in such areas as parenting, family relationships, child abuse and family violence prevention.

This output class also includes funding to increase service outputs in life skills development programmes for victims of family violence.

Major providers include iwi and community-based organisations.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 4,500 to 7,500 programmes will be secured with 22,000 to 30,000 participants.

Quality

- A minimum of 80% of participants will complete programmes.

Cost

This Output Class will be provided within the appropriated sum of \$7.681 million including GST. The 1995/96 final appropriation was \$7.501 million including GST.

OUTPUT CLASS 06 - SERVICES TO FAMILIES IN NEED OF SUPPORT: RESIDENTIAL CARE

DESCRIPTION

Securing the supply of residential care services that provide residential (out of home) care placements and/or supervision arrangements for children and young people in need of care and protection. The placements may be with foster parents, whangai, aiga or in a family home. All services will meet the standards specified by the Director-General pursuant to section 396 of the Children, Young Persons and their Families Act 1989.

Major providers are approved Child and Family Support Services and Iwi Social Services.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- Up to 2,000 children will be referred for care and protection by the New Zealand Children, Young Persons and Their Families Service.
- Up to 1,000 children will be referred for care and protection by organisations in the community.
- 200,000 to 270,000 bed-nights will be secured for CYPFS referrals.
- 70,000 to 80,000 bed-nights will be secured for community referrals.
- Included in the above figures are up to 50 individuals who will have conduct disorders that require higher levels of support and supervision, estimated at 15,000 bed nights.

Quality

Average number of care nights provided per community referred child will be 20 nights.

A maximum of 25% of all children and young persons assisted by programmes (excluding regular respite arrangements) will be placed in care more than once within 1996/97.

Cost

This Output Class will be provided within the appropriated sum of \$18.208 million including GST. The 1995/96 final appropriation was \$18.338 million including GST.

OUTPUT CLASS 07 - SERVICES TO FAMILIES IN NEED OF SUPPORT: TRAINING IN THE CHILDREN, YOUNG PERSONS AND THEIR FAMILIES ACT 1989

DESCRIPTION

This Output Class contributes to the funding of training for non-government organisations in the

new requirements under the amendments to the Children, Young Persons and their Families Act 1989. Training may include specialist individual tuition and course materials and content. The objective is to upskill the non-government organisations involved in delivering services who are approved under sections 396 and 403 of the Children, Young Persons and their Families Act 1989.

Providers may be non-government organisations, consultancies, or individual expert trainers.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality, effectiveness and cost performance indicators to be met:

Quantity

- 300 to 500 person training days will be delivered.

Quality

- At least 70% of participants in contracted training programmes will express satisfaction with their training as assessed through post-training evaluation surveys.

Cost

This Output Class will be provided within the appropriated sum of \$0.588 million including GST. The 1995/96 final appropriation was \$0.897 million including GST.

OUTPUT CLASS 08 - SERVICES TO PROMOTE COMMUNITY WELFARE: EMERGENCY ACCOMMODATION, AND SHORT-TERM SUPPORT ACCOMMODATION

DESCRIPTION

Securing the supply of emergency accommodation, or short term supported accommodation, assistance that provides temporary shelter for families and individuals who have difficulties in accessing permanent

accommodation. Emergency accommodation (i.e. up to 3 months) clients are expected to be primarily self-reliant and able to access other counselling/support services from other community providers.

Major providers include iwi-based providers, community-based providers and voluntary organisations.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 1,200 to 1,300 households (families or individuals) will be assisted with emergency or short-term accommodation.
- 330 to 380 emergency bedrooms will be available throughout the year.

Quality

- For people requiring emergency accommodation, the average length of stay will not exceed three months, except for households in supported housing.

Cost

This Output Class will be provided within the appropriated sum of \$1.334 million including GST. The 1995/96 final appropriation was \$1.045 million including GST.

OUTPUT CLASS 09 - SERVICES TO PROMOTE COMMUNITY WELFARE: GENERAL ADVICE AND INFORMATION

DESCRIPTION

Securing the supply of general advice and information services that can increase the skills and strengthen the resources of individuals and families to meet their own social and welfare needs and therefore reduce the need for intervention.

Major providers include iwi and community-based organisations.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 440 to 450 centres/outlets will provide services to the public.
- 500,000 to 660,000 hours of service ability will be secured.

Quality

- 90% of all inquirers will be able to be assisted.

Cost

This Output Class will be provided within the appropriated sum of \$3.250 million including GST. The 1995/96 final appropriation was \$3.250 million including GST.

OUTPUT CLASS 010 - SERVICES TO PROMOTE COMMUNITY WELFARE: COMMUNITY HOUSING

DESCRIPTION

Funding for the community houses that provide residential accommodation for justice related outputs and non-residential child focused advice services for education related outputs. This Output Class also includes contributions to residential care service providers using Community Housing Ltd, houses and who are contracted with NZCFA to provide services in 1996/97.

The residential accommodation is normally of supported type associated with ancillary services of a rehabilitative kind.

Major providers include community-based providers and voluntary organisations.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- Up to 20 houses will be used for residential purposes.
- Up to 20 houses will be used for service delivery/advice/administrative purposes.

Quality

- All residential providers will retain NZCFA approval standards throughout the year.

Cost

This Output Class will be provided within the appropriated sum of \$0.181 million including GST. The 1995/96 final appropriation was \$0.136 million including GST.

OUTPUT CLASS 011 - SERVICES TO PROMOTE COMMUNITY WELFARE: REFUGE¹

DESCRIPTION

Funding refuges that provide safe houses for women and children leaving violent relationships. Services provided for women and children while staying at safe houses include safe accommodation and a comprehensive range of services, such as advice and transport. Funding also covers specified home-based support services such as community-based social work support, outreach and education programmes to enhance the ability and skills of women and their children to keep themselves safe.

Providers are community-based voluntary organisations.

¹ Social work support, outreach, education, awareness for families using sheltered/safe accommodation are now included under Output Class 02.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 8,000 to 10,000 adults will be assisted with refuge accommodation.
- 10,000 to 15,000 children will be assisted with refuge accommodation.
- 3,000 to 5,000 adults will be assisted with home-based support.
- 4,000 to 6,000 children will be assisted with home-based support.

Quality

- 80% of women (and their children) will complete agreed service plans.
- The average length of stay will not exceed 28 days.
- A maximum of 25% of women will require refuge accommodation more than once in this financial year.

Cost

This Output Class will be provided within the appropriated sum of \$4.637 million including GST. The 1995/96 final appropriation was \$4.494 million including GST.

OUTPUT CLASS 012 - DISABILITIES: ADMINISTRATION OF TRAINING SUPPORT

DESCRIPTION

Funding for administration and delivery of training support and self-start programmes which provide training support and self-help funding schemes for people with disabilities to reduce their dependence on benefits and increase their participation in the work-force.

Currently the delivery of these programmes are contracted with Workbridge. The contract provides for services to be delivered and reporting on the funding administration.

QUALITY AND COST

The Minister will expect the following quality and cost performance indicators to be met:

Performance measures relating to the contract for the administration of these programmes with Workbridge will include:

- contract standards are all met
- reporting requirements are all met
- criteria for the programmes are appropriately applied, resulting in less than 2% of funding decisions being contested
- the service being delivered according to agreed contract value.

Cost

This Output Class will be provided within the appropriated sum of \$0.070 million including GST. The 1995/96 final appropriation was \$0.070 million including GST.

OUTPUT CLASS 013 - DISABILITIES: DAILY ACTIVITIES - REHABILITATION

DESCRIPTION

Funding for daily activities that provide planned programmes with a vocational skills development, and work rehabilitation focus, enabling participants' attendance in training programmes and subsequent entry into the workforce.

Providers are primarily community-based providers.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 4,000 to 5,000 programmes with 8,500 to 10,000 participants.

Quality

- A minimum of 80% of participants will complete agreed plans.

Cost

This Output Class will be provided within the appropriated sum of \$15.664 million including GST. The 1995/96 final appropriation was \$15.061 million including GST.

OUTPUT CLASS 014 - DISABILITIES: EMPLOYMENT PLACEMENT

DESCRIPTION

Securing the supply of employment placement services that provide placement advice and assistance services to clients with a severe disability, to enable their participation in and entry to the workforce. This includes open, supported or sheltered employment.

Major providers include Workbridge and community based organisations.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 7,500 to 8,500 training placements will be secured.
- 1,000 to 1,500 placements in open employment will be secured.
- 2,000 to 3,000 placements into open employment with support will be secured.
- 300 to 400 placements in sheltered employment will be secured.

Quality

- 75% of all employment placements will exceed three months.
- 50% of placements will exceed six months.
- 50% of people placed in training courses are then placed in employment.

Cost

This Output Class will be provided within the appropriated sum of \$8.823 million including GST. The 1995/96 final appropriation was \$8.382 million including GST.

OUTPUT CLASS 015 - DISABILITIES - EMPLOYMENT SUPPORT

DESCRIPTION

Funding for employment support provides vocational opportunities, with support, in both the sheltered and open workforce. The assistance provided for clients of supported employment schemes will include funding to meet productivity shortfalls and other expenses, e.g. Job coaching and personal support. The assistance provided for clients of sheltered employment schemes will include a variety of vocational opportunities in a sheltered workplace.

Supported employment is defined as employment in the open workforce at market wages (i.e. at or above the minimum wage). Sheltered employment is defined as vocational opportunities in a segregated workplace with a top up to the clients benefit.

The providers are community-based organisations.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 5,000 to 5,700 clients will be supported in employment.
- 70% - 80% of these clients will be in sheltered employment.
- 20% - 30% of these clients will be supported in open employment

Quality

- 75% recipients of supported employment assistance will remain in employment for over three months.
- 50% recipients of supported employment assistance will remain in employment for over six months.

Cost

This Output Class will be provided within the appropriated sum of \$14.387 million including GST. The 1995/96 final appropriation was \$11.602 million including GST.

OUTPUT CLASS 016 - DISABILITIES - VOCATIONAL TRAINING

DESCRIPTION

Securing the supply of vocational training, work readiness skills, presentation skills, training of employers in the special needs of clients with disabilities, and any other training to facilitate participation and entry to the workforce of people with disabilities.

Providers are primarily community based vocational service providers.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 850 to 1,200 programmes will be secured with 6,000 to 8,400 participants.

Quality

- A minimum of 80% of clients will complete training programmes.
- 75% of participants attending programmes will express satisfaction with the content of the programmes.

Cost

This Output Class will be provided within the appropriated sum of \$3.874 million including GST. The 1995/96 final appropriation was \$3.464 million including GST.

FINANCIAL INFORMATION

NEW ZEALAND COMMUNITY FUNDING AGENCY STATEMENT OF FINANCIAL PERFORMANCE

| ACTUAL 30/06/96 \$'000 | BUDGET 30/06/96 \$'000 | | BUDGET 30/06/97 \$'000 |
|------------------------------|------------------------------|--|------------------------------|
| REVENUE | | | |
| 10,558 | 10,558 | Crown | 10,434 |
| 0 | 0 | Other | 0 |
| 10,558 | 10,558 | Total Revenue | 10,434 |
| EXPENSES | | | |
| 6,007 | 6,279 | Personnel | 6,228 |
| 3,249 | 2,927 | Operating | 2,790 |
| 0 | 0 | Special Costs | 0 |
| 626 | 699 | Depreciation | 675 |
| 148 | 148 | Capital Charge | 110 |
| 527 | 505 | Inter Business Unit Allocations | 631 |
| 10,557 | 10,558 | Total Expenses | 10,434 |
| 1 | 0 | NET OPERATING SURPLUS | 0 |
| OUTPUT EXPENDITURE | | | |
| 10,557 | 10,558 | Contracting for Provision of Social & Welfare Services | 10,434 |

NON-DEPARTMENTAL OUTPUT CLASSES

| ACTUAL 30/06/96 \$'000 | BUDGET 30/06/96 \$'000 | | BUDGET 30/06/97 \$'000 |
|--|------------------------------|--|------------------------------|
| NON-DEPARTMENTAL OUTPUT CLASSES | | | |
| <i>SERVICES TO FAMILIES IN NEED OF SUPPORT</i> | | | |
| 3,728 | 3,734 | Child & Youth Support and Rehabilitation | 5,027 |
| 13,185 | 13,291 | Counselling/Therapy | 14,333 |
| 2,034 | 2,035 | Family Service Centres (Operating) | 1,905 |
| 7,349 | 7,500 | Family/Whānau Home Based Support | 7,980 |
| 7,270 | 7,501 | Family/Whānau Life Skills | 7,681 |
| 18,237 | 18,338 | Residential Care | 18,208 |
| 897 | 897 | Training in the Children, Young Persons, and Their Families Act | 588 |
| <i>SERVICES TO PROMOTE COMMUNITY WELFARE</i> | | | |
| 0 | 75 | Assessment of the Viability of Residential Care and Support Services | 0 |
| 72 | 136 | Community Housing | 181 |
| 795 | 1,045 | Emergency Housing | 1,334 |
| 0 | 563 | Management Community Housing Portfolio | 0 |
| 4,444 | 4,494 | Refuge | 4,637 |
| 3,202 | 3,250 | General Advice & Information | 3,250 |
| <i>DISABILITY SERVICES</i> | | | |
| 70 | 70 | Contract for Training Support | 70 |
| 15,024 | 15,061 | Daily Activities - Rehabilitation | 15,664 |
| 8,375 | 8,382 | Employment Placement | 8,823 |
| 11,569 | 11,602 | Employment Support | 14,387 |
| 3,424 | 3,464 | Vocational Training | 3,874 |
| 99,338 | 101,438 | Non-Departmental Output Classes | 107,942 |
| OTHER EXPENSES TO BE INCURRED BY THE CROWN | | | |
| 328 | 365 | Contingency and Innovation Fund | 365 |
| 787 | 828 | IHC Assistance | 700 |
| 1,783 | 1,783 | Training Support & Self Help | 1,887 |
| 2,898 | 2,976 | Total Other Expenses | 2,952 |
| 102,573 | 104,414 | | 110,894 |
| CAPITAL CONTRIBUTIONS TO OTHER PERSONS OR ORGANISATIONS | | | |
| 0 | 300 | Establishment Grants | 0 |
| 0 | 300 | Total Capital Contributions to Other Persons or Organisations | 0 |
| 102,573 | 104,714 | TOTAL | 110,894 |



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Income Support

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BRIEFING PAPER**

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 **Income Support**

Table of Contents

| | |
|--|----|
| Introduction | 4 |
| Vision, Purpose and Values Statement | 8 |
| Key Functions | 9 |
| Management Structure | 10 |
| Management Responsibilities | 12 |
| Overview of Policy and Operational Changes 1993-96 | 13 |
| Strategic Objectives | 16 |
| Key Issues | 17 |
| Business Organisational Strategies | 23 |
| Outcomes And Output Classes | 25 |
| Financial Information | 30 |

Introduction

Income Support was established in May 1992 as the business unit of the Department of Social Welfare responsible for the delivery of income support benefits. Prior to 1996 Income Support was known as the New Zealand Income Support Service.

Income Support provides assistance to over 878,000 customers including National Superannuitants, through a network of more than 90 offices with some 4000 staff.

Welfare dependence is the most serious and pressing social problem in New Zealand. The size of New Zealand's dependency problem is shown by key social indicators:

- employment growth has been significant, but the total numbers receiving benefits is also increasing;
- 1991-1996 unemployment beneficiaries fell 12%; domestic purposes beneficiaries rose 11%, sickness beneficiaries rose 68%, invalids beneficiaries rose 44%;
- 1996 (year ended June) 62,000 more people were employed, but unemployment benefits only dropped by 5000 and other benefit categories experienced a 7000 increase in numbers;
- 1996 - 450,000 (21%) of working age people are state dependent (including dependent spouses and ACC), in 1985 only 8% of the population were state dependent;
- 1996 - 183,000 people (54%) stay on benefit longer than 1 year;
- current trends suggest that government expenditure on working-age benefits will be higher in the year 2000 than now;
- 268,000 children (30%) live in benefit dependent families (only 12% in 1985);
- 76% of beneficiary children live in sole parent families;

- 1991 Census 25% of children live in families where no parent has paid work (48% of Māori children, 45% of Pacific Islands children, 16% of European children);
- 44% of Māori families headed by a sole parent;
- compared with similar countries, New Zealand has relatively high rates of teenage ex-nuptial births 1994 30.4 per 1000 teenage females (1985 25.9/1000).

High levels of dependency have the potential to undermine the social and economic fabric of New Zealand. Long-term and intergenerational dependency add stresses to people's lives and contribute to social problems such as child abuse, domestic violence, youth offending, poor health and low educational attainment.

Income Support has made the commitment to tackle the problem. The reconfiguration of the business has been driven by the need to meet the challenges that stem from welfare dependency.

Under the banner of "From Welfare to Well-being", the Department of Social Welfare has developed strategies which maximise the opportunities for beneficiaries to move towards self reliance. Key strategies for creating "positive income support" include:

- incentive-oriented benefits — changes and refinements to the design and delivery of benefits to provide maximum incentives for beneficiaries to move to self reliance;
- active assistance — pro-active non-benefit services which complement incentive oriented benefits and further lead the beneficiary towards self reliance;
- public information and support which is vital to support beneficiary movement towards self reliance.

Income Support aims to help customers take advantage of a positive economy to become more self-sufficient and independent. It is seizing the initiative to break the dependency cycle with a range of active assistance programmes.

Customised service places each customer with an individual staff member who is responsible for that customer. Continuity of service helps the customer to greater self reliance and independence. National coverage of customised service will be completed by the end of 1996.

Compass is a government initiative to assist sole parents into education, training and employment which, in an initial pilot, showed significant positive results for the participants. The programme has been extended and will now continue until 30 June 1997. By the end of July 1996, approximately 6,500 customers had participated in the Compass programme.

Boost aims to help young people receiving Independent Youth Benefit to greater self sufficiency and independence through their increased participation in education, training and employment. Evaluation of the programme has shown a marked level of success with the target customers. The Boost pilot will continue operating until 30 June 1997 by which time a decision will have been reached on the future of the programme.

Passport to Your Future is another programme aimed at deterring secondary school students from entering a benefit dependent life.

Income Support is not working alone in this area. The Children and Young Persons and Their Families Service is active in its work to prevent the flow of young people most at risk from coming into the benefit system. Income Support will be developing closer relationships with the Service to provide integrated services to at risk children and young people with the aim of breaking the cycle of dependency.

New Zealand superannuitants represent almost 55% of Income Support's customers with a different entitlement from other Income Support customers. The difference is reflected in the development of Super Centres, with 14 centres already established to provide New Zealand Superannuation processing and payment together with specialised services and brokerage activity to meet the needs of this customer group.

A key part of Income Support's five year strategic plan is to make services more accessible and visible by moving to retail shop space which will emphasise the face-to-face aspect of customer management. Services will be delivered from smaller sites in high foot and vehicle traffic areas. These sites will have window display capabilities and will be easily saleable/leasable shops in the event that the need moves elsewhere.

Telephone call centre services will be centralised in four locations offering an 0800 service and an enhanced level of customer service including the ability to process simple transactions, and schedule appointments with staff working in service centres. The call centres will be the preferred access point for customers requiring information.

Two major ongoing issues for Income Support are to identify and reduce benefit crime and to manage a debt portfolio of approximately \$700 million.

Customised service will deter benefit crime and reduce debt creation, while the ongoing problems will be addressed through the centralisation of the benefit crime and the debt collection functions.

The high percentage of Māori and Pacific Islands customers who are welfare dependent has long been of concern to community leaders and to Government. Income Support realises that there is a particular problem with a high level of long-term and intergenerational benefit dependency.

Accordingly, the business has a commitment to addressing the problem with specific culturally appropriate actions. Income Support communicates with Māori through Māori language iwi radio stations. Staff work specifically with local iwi to find local solutions to local Māori dependency problems. In some areas Māori and Pacific Islands staff are working with their own people to address individual dependency issues.

Income Support has laid out its strategies to address the needs of Māori and Pacific Islands people in the Te Taura Taumau and Lali publications.

As Income Support faces the challenges in the future, the business can look back to major successes.

Four years ago, Income Support had an administration structure that was 12 levels high. Now it is five. The business was made up of administrators with a focus on paper. Now the focus is on customers. Where it once took 20 days to process an application it now takes 24 hours, and operating costs are down from 4.4% of budget to 2.7%.

Income Support does more, with fewer resources.

Internationally, Income Support is recognised as the best agency of its type in the world, a world leader in delivering an income support service.

Income Support continues to realistically face the challenge of breaking the cycle of dependence that affects a significant proportion of the population.

In the financial year 1995-96, the business paid \$9.904 billion in benefits and pensions to more than 878,000 customers (excluding War Pensioner customers) throughout New Zealand.

The business has an operating budget for financial year 1996-97 of \$283 million. This includes \$30 million as the business's

contribution to the operation of TRITEC and \$10 million for overheads (particularly corporate costs). Most of the \$233 million balance is taken up in staffing costs. Income Support has approximately 4000 staff spread across National Office and approximately 140 locations.

The General Manager leads and manages the business with the support of the Executive Management Team. That team provides the overall strategic direction of the business, taking into account Government direction and requirements.

The General Manager also works with the Income Support Board, which was appointed by the Director-General in August 1995. The Board's role is to advise and support the General Manager. It brings with it a wealth of commercial business and community experience. The Board ensures that management decisions are robust and based on sound commercial practices and community knowledge.

Members of the Board

JOHN CAMERON (CHAIRPERSON)

Chairperson of the Board of TRITEC.

Former Chairperson of Works Corporation, and member of Board of Transit New Zealand.

Chairperson of the Vehicle Testing Authority.

Chairperson, Lumley Insurance Company, Australasia.

Director of a number of public and private companies including Richmond Meats and Skellerup.

JOHN ABURN

Company Director, former President of the New Zealand Stock Exchange.

BARRY DINEEN

Company Director, former Chairman and Managing Director of Shell in New Zealand.

WIRA GARDINER

Former Chief Executive of Te Puni Kokiri.

CYPFS Board member.

Business Consultant.

JANE HIGHAM

Resource Manager, Federation of New Zealand Family Budgeting Services.

OLIVER NEES

Accountant, member of the TRITEC Board.

BONNIE ROBINSON

Chief Executive, New Zealand Council of Christian Social Services.

Vision, Purpose and Values Statements

By the year 2004, Income Support aims to be:

"The recognised world leader transforming social dependence into social contribution, promoting hope and worth within New Zealand communities."

PURPOSE STATEMENT

We will provide quality customer service supporting individual growth and development, assisting people to be the best they can be.

VALUES STATEMENT

In the achievement of the business vision and purpose, the following values are central for management and staff:

- Professionalism
- Recognition of achievement
- Action orientation
- Customer focus
- Team power
- Innovation
- Commitment
- Enthusiasm

Key Functions

To assess and pay income support benefits to customers in four main categories:

LONG-TERM BENEFITS

New Zealand Superannuation

Veterans Pension

Transitional Retirement Benefit

Invalids Benefit

TRANSITIONAL BENEFITS

Unemployment Benefit

Independent Youth Benefit

Training Benefit

Job Search Allowance

Domestic Purposes Benefit

Widows Benefit

Sickness Benefit

Orphans Benefit

Unsupported Child's Benefit

Training Incentive Allowance

Child Care Subsidy

WAR PENSIONS

War Disablement Pensions

Other War Pensions

TARGETED BENEFITS

Accommodation Supplement

Disability Allowance

Special Benefit

Special Needs Grants

Advance Payment of Benefit

Family Support

Funeral Grants

Handicapped Child's Allowance

Recoverable Assistance Programme

Tenure Protection Allowance

INCOME SUPPORT IS ALSO RESPONSIBLE FOR:

- Community Services Card
- Benefit Investigations
- Debt Collection
- Administration of International Social Security Agreements

Management Structure

Thirteen area managers are responsible for customised service centres and super centres which are operated from community located shop fronts. In turn, these will soon be supported by four call centres, six debt collection units, ten benefit crime teams and a national data match centre and two accounting centres.

LOCATION OF SERVICES

The country is divided into 13 Service Delivery Areas:

Northland, Auckland North, Auckland Central and Auckland South, Waikato, Bay of Plenty, Taranaki, East Coast, Central, Wellington, West Coast, Canterbury and Southern. 131 service centres will report within this area structure.

BENEFIT CRIME AREAS

Northland, Auckland Central, Auckland South, Waikato/Hauraki, Rotorua/Bay of Plenty, Taranaki/Wanganui/Palmerston North, East Coast (North Island), Wellington, Northern South Island, Southern South Island and National Data Match Unit, Lower Hutt.

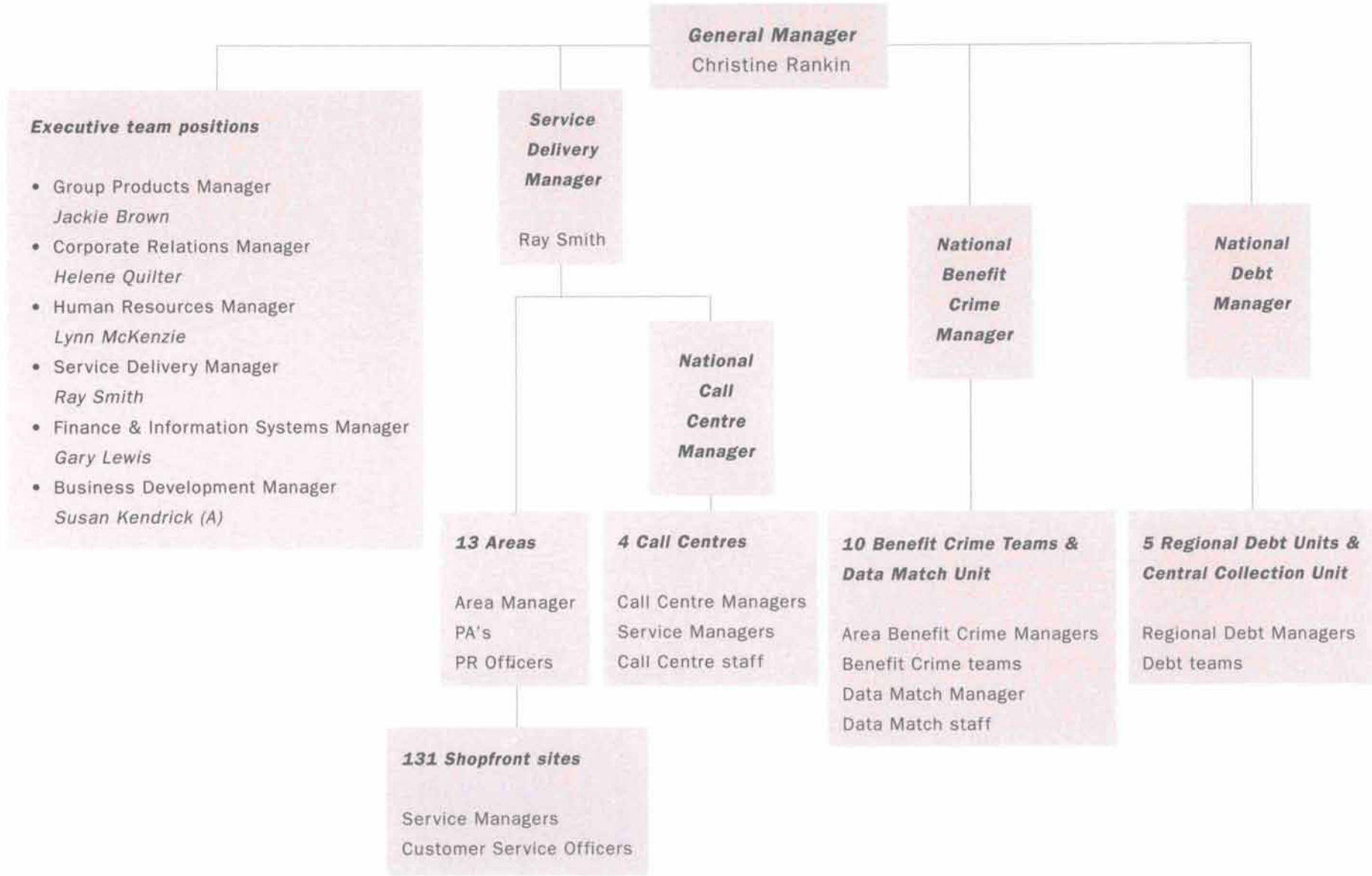
DEBT AREAS

Auckland North, Auckland South, Eastern, Western, Southern and Central Collection Unit, Lower Hutt.

CALL CENTRES

The agreed locations for call centres are Auckland, Wellington, Hamilton and Christchurch.

Management Structure



Management Responsibilities

GENERAL MANAGER :

CHRISTINE RANKIN

Leads and manages Income Support, directing the activities of the Executive Team, contributing to corporate management as required.

GROUP PRODUCTS MANAGER :

JACKIE BROWN

Provides policy advice, instruction and interpretation and programme implementation for the various income support programmes administered by the business, manages all matters related to War Pensions.

CORPORATE RELATIONS MANAGER :

HELENE QUILTER

Manages public relations, marketing, parliamentary servicing, provision of legal services and management of the business's key relationships. Responsible for communicating information about products and services to existing and potential customers in line with the business vision, building and maintaining a professional image for the organisation.

HUMAN RESOURCES MANAGER :

LYNN MCKENZIE

Provides a human resource management consultancy to senior managers, district managers and national office managers including payroll services, employment contract interpretation and negotiation, dispute resolution, HR policy guidelines, staff induction, training and development programmes, EEO and human resource strategies.

BUSINESS DEVELOPMENT MANAGER :

SUSAN KENDRICK (ACTING)

Responsible for strategic planning and reporting, benefit information, implementation of key business projects including the move to shop fronts, configuration of debt and investigation functions, customised service, call centres, super centres and property distribution.

FINANCIAL INFORMATION SYSTEMS MANAGER :

GARY LEWIS

Manages accounting and financial services with clients including Corporate Office, the General Manager, Regional and District Managers and The Treasury, providing specialist tenancy/property services. Also manages Information Systems including the implementation of the Information Systems Strategic Plan and maintenance of the service level agreement with TRITEC.

SERVICE DELIVERY MANAGER :

RAY SMITH

Responsible for management of the business's service delivery operation, achievement of the business plan and the strategic plan as they concern service delivery objectives and for ensuring all services are delivered to the Purchase Agreement and business standards.

The Service Delivery Manager, together with Area Managers is the key link between frontline service delivery and the General Manager, Executive Team members and National Office.

Overview of Policy and Operational Changes 1993 - 96

HOUSING

The Government's housing reforms came into effect in July 1993 with the introduction of Accommodation Supplement, replacing Accommodation Benefit.

The main change was the introduction of the same level of housing subsidy for Housing New Zealand tenants and private tenants.

Expenditure on Accommodation Supplement for 1995/96 was \$561 million providing housing assistance to more than 277,000 New Zealanders.

The maximums available for Accommodation Supplement were increased at 1 July 1996. The maximums payable depend on where a person lives in New Zealand i.e. Auckland, Wellington, or the Rest of New Zealand. From 1 October 1996 a number of regions presently in the Rest of New Zealand category were increased to the Wellington maximum.

GOVERNMENT HEALTH REFORMS

As part of the Government's health reforms, disability support programmes administered by the Department of Social Welfare were transferred to the four Regional Health Authorities.

At 1 July 1993 the then Rest Home Subsidy and Home Help programmes were transferred and became known as Residential Care Subsidy (including private hospital care) and Home Support Services. Income Support has retained the financial assessment functions and some payment functions for these programmes.

At 1 July 1995 the remainder of the programmes administered under the Disabled Persons Community Welfare Act were transferred to the Regional Health Authorities.

NEW ZEALAND SUPERANNUATION

A multi-party Accord on Retirement Income Policies was signed in August 1993.

A new benefit called Transitional Retirement Benefit was introduced to assist people affected by the gradual raising of the age of eligibility of New Zealand Superannuation to 65 years by the year 2001.

Additionally, National Superannuation became known as New Zealand Superannuation.

DISABILITY ALLOWANCE

The administration of Disability Allowance (targeted to people who have regular and ongoing expenses because of a disability or personal health need) was reviewed in October 1994.

Clearer definitions of costs allowed under the programmes were provided and doctors were required to verify the customer's condition and associated costs.

SPECIAL NEEDS GRANTS

In December 1994, in response to rising food bank usage, the Government announced a loosening of the criteria for Special Needs Grants for food and an increase in the annual amounts available.

| | Before | After |
|---------------------------------|--------|-------|
| Couple/sole parent 3+ children | \$300 | \$550 |
| Couple/sole parent 1-2 children | \$250 | \$400 |
| Couple no children | \$200 | \$300 |
| Single | \$150 | \$200 |

Expenditure on Special Needs Grants has increased significantly since this time (expenditure in 1995/96 was \$52 million compared to \$45 million in 1994/95).

SPECIAL BENEFIT

A High Court ruling in February 1995 led to a change in the assessment of Special Benefit.

The principal change was the requirement to assess the person's eligibility for the benefit based on their individual circumstances. This method allows, where necessary, for departure from entitlement assessed under the special benefit formula.

ADVANCE PAYMENT OF BENEFIT

Eligibility for an advance had been limited to long-term beneficiaries (Domestic Purposes, Widows and Invalids Beneficiaries).

A ruling by the Ombudsman found that the criteria for advances were illegal. This led to a policy change in October 1995. Eligibility for up to six weeks benefit was extended to all other benefit groups. At the same time, the provision for recoverable Special Needs Grants was removed.

In addition from 1 July 1996 a loan programme, called the recoverable assistance programme, was introduced for low-income earners.

SICKNESS BENEFIT/INVALIDS BENEFIT REVIEW

A review of Sickness and Invalids Benefit administration led to changes at 1 September 1995. The changes saw active management of these programmes occur for the first time.

For Sickness Benefit the first medical certificate is now for a maximum of four weeks. At three months the customer must be reassessed by a doctor chosen by Income Support, and annually thereafter. Doctors are required to supply more information, relevant to the receipt of income support, about the patient's medical condition and prognosis.

Assessments for Invalids Benefit are now undertaken by doctors chosen by Income Support. A review period of 12, 18 or 24 months or never has also been introduced.

The medical certificate requires more information, and some targeted reassessments of current Invalids Benefit customers can occur where it is felt they may no longer qualify.

Although the numbers on the Invalids Benefit have not decreased, the review achieved its main objective. It can now be said with certainty that those people receiving Invalids Benefit are receiving the correct benefit at the correct rate.

There had been a steady increase in the numbers on the Sickness Benefit until September 1995. The review halted the increase and numbers have been stabilised. The trend of continuing increases in numbers has stopped.

A pilot programme has recently started in six offices with the aim of maximising the value of a second opinion from a doctor designated by Income Support. Where a designated doctor identifies a customer as no longer unfit for work, Income Support will endeavour to ensure that every effort is made to assist the customer into work or training. At present, this group of customers have a tendency to transfer onto another benefit.

EMPLOYMENT TASK FORCE

A number of changes to income support were announced as part of the Government's response to the Employment Task Force.

CHANGES TO ABATEMENT FROM 1 JULY 1996

People who receive a benefit are able to earn \$80 a week before their main benefit is reduced. Previously the amount was \$50 a week (or \$60 for people with children).

People who receive the Domestic Purposes, Widows or Invalids Benefits are able to earn \$180 a week before the benefit abatement rate rises to 70 percent. Previously the higher abatement rate started once earnings exceeded \$80 a week.

WORK TESTING CHANGES FROM 1 APRIL 1997

Spouses of unemployment beneficiaries with either no children or a youngest child aged 14 or over will be required to look for full-time work, or take part in some activity which will improve their employment prospects, as a condition of full benefit entitlement.

People with no children, or with a youngest child aged 14 or over, receiving the Domestic Purposes or Widows Benefits will be required to seek part-time work, or take part in some activity which will improve their employment prospects, as a condition of full benefit entitlement.

To help spouses of unemployment beneficiaries and people receiving the Domestic Purposes or Widows Benefits to begin planning for this new requirement, everyone in this group with a youngest child aged between seven and 14 years will be required to attend an interview with Income Support to discuss their future plans. Income Support will provide information about the range of assistance options available to them.

CHANGES TO BENEFIT STAND-DOWNS FROM 1 APRIL 1997

These changes consist of:

- a graduated benefit reduction for work-test failure;
- reduction of the voluntary unemployment stand-down from 26 to 13 weeks; and
- a single stand-down formula for benefit applicants.

PAYDAYS

In February 1996 Unemployment and Sickness Benefit customers paid weekly were moved to staggered pay days (either Tuesday, Wednesday or Thursday). Previously all these customers were paid on a Thursday.

In November 1996 new Domestic Purposes, Widows and Invalids Benefit customers will also be paid weekly in arrears, on staggered pay days. This change does not affect current customers, although they will have the option to move to the new payment system.

CHANGES TO UK PENSION PAYMENT ARRANGEMENTS

United Kingdom authorities notified New Zealand of their intention to change the payment arrangements for UK Pensions to their customers living in New Zealand from 1 April 1996.

Previously the UK Government had made bulk payments on behalf of pensioners to Income Support. The change altered this arrangement to pay the UK pension portion directly to the pensioner. Income Support is now required to top that payment up to the full amount of the New Zealand Superannuation.

This change was controversial and unsettling to many UK pensioners. An alternative payment system (the Special Banking Option) has been approved by Government and is to be implemented by 1 April 1997.

YOUTH INCOME SUPPORT

Changes to Youth Income Support originally proposed for 1 January 1996 have been further delayed until 1 January 1998.

The changes will raise of the age of eligibility for income support to 18 years with an increase in the level of Family Support for 16 and 17 year olds to \$55 per week also proposed.

Income Support Strategic Objectives

To achieve the strategic direction of providing value to the customer through customised service the business has set itself the following goals to be reached by the year 2000.

- To be the recognised world leader in the design of income support and related social assistance for people and their communities.
- To have a technology platform that allows flexibility of business initiatives.
- To have operational staff who are highly competent advisors, skilled in the effective development of relationships with customers and their community.
- To have organisational structures and systems that facilitate the high quality delivery of a wide range of flexible services.
- To manage the mix of Crown and operational expense to maximise the results for Government, communities and the customer.
- To be the most cost effective agency of Government.
- To be the community's agency of choice.
- To impress our customers with our absolutely fabulous service.

Key Issues

WELFARE DEPENDENCY

An issue raised in recent years has been that of long-term and intergenerational welfare dependency.

There is a growing awareness about the extent of the problem with initiatives such as customised service, Compass and Boost being seen as major initiatives to break the dependency cycle.

Passport to Your Future is another initiative aimed at deterring secondary school students from a benefit dependent life by encouraging them to think about their future and set goals for themselves.

With the economy in a positive phase, Income Support has a number of opportunities to assist customers to become more self sufficient and independent.

These include the implementation of the recommendations to Government resulting from the Employment Task Force, as well as the extension of customised service, Compass and Boost.

CUSTOMISED SERVICE

Customised service was introduced as a national pilot on 1 July 1995 and involves allocating each customer to an individual staff member. The staff member then becomes responsible for that customer. The benefit to the customer is continuity of service and enables the staff member to assist the customer to greater self reliance and independence.

The national pilot allocated one third of customers to a customer service officer who became their point of contact with Income Support. The pilot finished in April 1996 and customised service is now being rolled out throughout the organisation with Income Support delivering customised service to the 360,000

customers who receive core benefit payments including both work tested and non-work tested customers.

The aim of customised service is to achieve:

- increased awareness of the need to plan for self-reliance and independence;
- guaranteed access to full entitlement;
- seamless service provision and information networking;
- greater customer connection to education, training and employment through financial services, information brokerage and referrals;
- reduced need for emergency payments through more timely intervention;
- reduced debt creation and benefit crime.

National coverage of customised service will be completed by the end of 1996.

COMPASS

Compass is a government initiative aimed at assisting sole parents into education, training and employment. The programme was piloted in four Income Support offices from March 1994 to March 1995.

Initial pilot results showed significant movement into education, training and employment for the participants. At 30 April 1995, 1,122 people had participated in Compass. Nearly three quarters (71%) had entered education, training or employment. In total, 52 percent had undertaken training and 29 percent had at least one period of employment (some had undertaken training as well as having a period of employment). 14 percent of participants were no longer receiving a benefit and for 8 percent this was due to their being employed.

The programme was extended as a national pilot to 41 districts from 1 October 1995 to 30 June 1996, and will now continue until 30 June 1997. By the end of July approximately 6,500 customers had participated in the Compass programme.

There is no doubt that the Compass programme is having a real impact on the lives of sole parents. Customers who have experienced the programme talk about the difference it has made to them and to the lives of their children.

Typically they report that the programme works to improve the situation of sole parent beneficiaries, that they are better informed about the choices available to them, they have access to networks and they are assisted with setting goals and moving towards self sufficiency.

Given that a significant number of New Zealand's children are being brought up in sole parent families, the value of this programme, which provides options other than lives being lived out on a benefit, cannot be underestimated.

Boost

Independent Youth Benefit provides income support for 16 and 17 year olds who are either unable to live with their parents because of family breakdown or to be financially supported by their parents. They need to be either unemployed and seeking full-time work or a full-time student at secondary school.

The Boost pilot programme has been operating in 6 district offices since December 1994. The aim is to assist young people receiving Independent Youth Benefit to greater self sufficiency and independence through increased participation in education, training and employment. Boost also involves identifying and addressing some of the issues surrounding 16 and 17 year olds living without parental (and in some cases any adult) support and guidance.

There were approximately 1,000 participants in the Boost programme from December 1994 to November 1995. Evaluation of the programme showed a clear increase in the number of Independent Youth Benefit customers participating in education and training, from 50 percent to 60 percent over the period of the pilot.

There were a range of other outcomes for participants including family reconciliation, full-time work and cancellation of benefit due to non-compliance.

The Boost pilot will continue operating until 30 June 1997 by which time a decision will have been reached on the future of the programme.

INTERAGENCY COLLABORATION

Income Support provides active personal customised assistance to help customers seek self reliance and independence, particularly those people who are suffering multi-barriers.

The business works with other government agencies and community groups to promote and co-ordinate information, opportunities and support for customers and by developing a one-to-one relationship with the customer. Income Support can also provide an active information brokerage role, referring customers to other agencies for pre-employment and job search needs. People can also be put in touch with organisations such as budgeting services or any of the many services funded by the New Zealand Community Funding Agency.

Close working relationships have been developed with agencies such as the Inland Revenue department and the New Zealand Employment Service which provide services to the same customers.

Income Support has worked with IRD on many mutual issues such as Child Support and Family Support and the relationship developed with NZES involves the co-location of offices in some areas. The possibility of establishing a health/welfare operational interface between Income Support and the Regional Health Authorities is currently being investigated.

Managing the interface between government agencies requires particular attention in order to avoid conflict between government departmental outputs. Income Support has therefore negotiated a number of protocol documents with other agencies.

NEW ZEALAND EMPLOYMENT SERVICE

This protocol aims at providing a seamless service delivery to job seekers accessing services provided by NZES and Income Support in the many areas of joint activity carried out by the two agencies.

To maximise the effectiveness of the assistance delivered by each agency, both agencies are committed to working within their respective areas of expertise and avoiding duplication of services, while working co-operatively to assist mutual clients.

For Income Support this will involve the referral of work-tested clients who are considering searching for work, in the short or long-term future, to NZES for the assessment of labour market disadvantage and the provision of employment assistance.

NZES clients who may be in need of income maintenance assistance will be referred to Income Support for the assessment of financial disadvantage and the provision of financial assistance.

Income Support and NZES are committed to providing a seamless and integrated service to their mutual clients. In particular this will involve reducing any physical and procedural barriers to access faced by these job seekers.

IMMIGRATION SERVICE

As a result of the co-ordination between Income Support and Immigration, advice given to migrants, asylum seekers, refugees and temporary visitors about benefit eligibility and benefit entitlement is enhanced.

Both agencies will actively promote each other's programmes and services to their mutual clients (including interpreter services).

The agencies will exchange appropriate customer information in compliance with the Privacy Act and regularly review and align information collected from mutual customers. The agencies

will also consult each other as early as possible in the development, implementation and review of policy and agency specific initiatives that are relevant to the benefit/immigration interface.

ACC

Legislation was recently passed allowing ACC to implement a new return to work assessment process for people receiving weekly compensation.

Income Support and ACC are to work together to develop protocols to manage the interface between the two systems for people who have undergone reassessment. People who are no longer entitled to receive weekly compensation payments may need to apply for Income Support.

AGEING POPULATION

New Zealand superannuitants represent almost 55% of Income Support's customers.

The numbers will progressively increase as the population ages, most dramatically after 2010. As entitlement to New Zealand Superannuation is on the basis of age, this group is seen in a different context from other Income Support customers who are entitled on the basis of income level and individual need.

The difference is reflected in the development of Super Centres.

Super Centres have already been established in 14 sites around New Zealand in the last 12 months and have met with overwhelming support from superannuitants and from consumer groups representing older people. The centres are separately branded and provide New Zealand Superannuation processing and payment together with specialised services and brokerage activity to meet the needs of this customer group.

Super Centres will be continue to be gradually introduced over the next 3 years with 39 Centres planned.

Super Centres are being used for Keeping Independent Now (KIN) seminars.

KIN is a project to assist older people maintain their independence in the community. The seminars, which are run with the help of local community groups or agencies, are used to actively provide information about, and access to, facilities that support independent living. They aim to help older people stay in their communities and independent for as long as they choose.

Each Super Centre will run at least six seminars a year.

MOBILISING COMMUNITIES

With its diverse relationships with a wide range of government and community agencies in most New Zealand towns, Income Support is in a good position to help mobilise society to meet the challenge of breaking cycles of welfare dependency. Working with other local managers of Social Welfare business units, Income Support managers will continue to play a positive role in encouraging the development of a wide range of local "out of dependency" initiatives involving the public, private and voluntary sectors. The business has pledged its support to mayors of cities and districts as they spearhead efforts to encourage greater collaboration and co-ordination of groups within their communities in pursuit of the goal of moving people from welfare to well-being.

PUBLIC AWARENESS OF INCOME SUPPORT

The public is largely unaware of current developments in Income Support and sees Income Support primarily as a payment agency. There is a need for public education on the Welfare to Well-being strategy and customised service.

SERVICE CENTRES 'SHOP FRONTS'

Making services more accessible and visible by moving to service centres is a key part of Income

Support's five year strategic plan. Many low income earners who may be entitled to Income Support do not approach the organisation because of its business profile.

Income Support will be delivering personal service from retail shop space rather than office space which will emphasise the face-to-face aspect of customer management.

Services will be delivered from smaller sites in high foot and vehicle traffic areas. They will have window display capabilities and will be easily saleable/leasable shops in the event that demands change.

CALL CENTRES

The introduction of telephone call centres is planned for 1996/97. Currently each office has telephonist facilities but in the future, telephone services will be centralised in four locations and enhanced.

These 0800 call centres will be the preferred service access point for Income Support customers and potential customers, and will be extensively marketed. They will be the organisation's support network, removing the need to telephone support in local service centres.

The 0800 call centres will include the following services:

- Processing transactions;
- Managing all service centre call diversion;
- Information brokering and mailouts;
- Scheduling CSO appointments in local service centres;
- Transmitting customer messages to the CSO through e-mail;
- Managing customer connection to CSO voice mail;
- Offering a multi-lingual service.

Operations in the 0800 call centre will be able to access the same computer systems as CSOs in local service centres, and will be able to access customer cases or diary notes.

REDUCING BENEFIT CRIME AND MANAGING DEBT

Ongoing issues for Income Support are identifying and reducing benefit crime and managing the large debt portfolio of approximately \$700 million.

The strategy to deal with this is to deter benefit crime and reduce debt creation through customised service, while improving the detection of benefit crime and the collection of debt through the centralisation of these functions.

CRIME PREVENTION STRATEGY

Income Support has contributed to the development of the DSW Crime Prevention Strategic Plans in the key areas of Family Violence, At Risk Families, Victims, Youth at Risk and White Collar Crime.

An Income Support Implementation Plan has been developed to identify the nature and extent of the business response in each of these key areas. In particular it has shown the development of customised service and the implementation of the benefit crime strategy as opportunities to incorporate crime prevention responses into business activity.

BENEFIT CRIME

The management of fraud (benefit crime) on the Income Support system is a key responsibility of the business, and a major function within the business.

The Income Support response to benefit crime will be based on deterrence, prevention, detection and punishment. Resources will focus on improving performance and results with greater accountability on all staff to manage benefit crime.

This function will be managed independently of district operations with a National Office team responsible for research, development, marketing campaigns and co-ordination.

Ten specialised units with a distribution network of investigators will be established and will have staff specialising as investigators or technical researchers and reviewers.

Centralised data matching will continue with detected cases investigated and managed in the same site.

NEW BENEFIT CRIME INITIATIVES

In the future, Income Support will be placing a greater emphasis on preventing and deterring benefit crime with increased usage of risk profiling and internal data-matching.

The objective is to keep benefit criminals out of the system at the point of admission rather than attempting to identify people in the system. Risk profiling and internal matching will be complemented by a more tightly focused investigation capability. A long-term media campaign is being designed to turn public opinion against benefit crime. It is estimated that the campaign will start in February 1997.

The number of cases of benefit crime detected does not provide an accurate indication of the true incidence of benefit crime.

Income Support has embarked on a programme to identify the size of the risk of benefit crime. A pilot programme was undertaken between July and November 1995 and it was relaunched in May 1996. The risk sizing programme now involves random interviews with 24,000 Income tested customers a year to establish the incidence of benefit crime in the sample group. This data should enable the business to make robust estimates of the amount of crime.

DEBT MANAGEMENT CENTRES

The changing business environment brings the opportunity to change the management of some functions within the organisation, such as Debt Management.

The changes incorporate international, national and internal best practices and will see the

segmentation of the portfolio and the establishment of discrete functional units to manage debt after cancellation of benefit.

Specialist units will be supported by enhanced technology such as automated dialling and access to location tools.

CENTRAL COLLECTION UNIT

In 1995 Income Support began the introduction of international best practice for debt management.

The first phase of the programme was to set up a centralised collection unit to manage debt not brought under arrangement within 12 months by district offices. Early results have shown a substantial improvement in the effectiveness of the business's debt management practices.

NEED TO BE COST EFFECTIVE

An ongoing issue for the government sector is the need to look continually for ways to provide services more cost effectively.

A number of strategies are being developed by Income Support to improve cost effectiveness.

They include the development of national telephone call centres which will improve service delivery and be more cost effective. The property distribution strategy aims to provide services from smaller cheaper accommodation, rather than the current large accommodation, which is often long term and expensive.

Over the next three years the Information Systems Strategic Plan will be progressively implemented. Although this requires an initial capital investment by Government, it is expected to create substantial benefits.

QUALITY

The business has developed a quality improvement plan, that outlines steps being taken to improve the accuracy of benefit processing.

A computerised quality management system that measures accuracy of processing is operating in each district office with a national accuracy programme providing quality measures for business reporting and external audit. Our results in this area have shown an improvement since this quality drive was started in mid-1995.

Technology plans, when fully implemented will also reduce the possibility of errors in benefit processing.

SOCIAL SECURITY LEGISLATION

The Social Security Act was last consolidated in 1964. The present legislation is unnecessarily complicated, extremely complex, lacks consolidation with other legislation, is difficult to use and contains a number of weaknesses and redundant sections. In April 1996 further major and complicated changes were made to the Social Security Act as part of the tax reduction and social policy programmes.

There is an urgent need to review the legislation to make it user friendly, easier to access and in plain English.

The Act is also inflexible and poorly adapted to meeting the needs of our customers. Its philosophical underpinnings have not fundamentally changed since 1938 when it was first enacted, and to a large extent it still reflects the assumptions about life made in the 1930s. For example the unemployment benefit is provided if a person is unemployed, which in the 1930s meant that the person did not have a full-time job. Nowadays there are any number of variations on traditional employment which do not sit well with a benefit that is premised on a person having no job at all.

Also, the Act assumes that people with a wide variety of circumstances will have their main needs met by a particular category of benefit. For example, everyone from a schizophrenic, a person with a broken leg, to an alcoholic receives the sickness benefit even though their needs or reasons for requiring the benefit are quite different. The growth of supplementary programmes has tried to deal with this but this has added to the complexity of the system.

Business Organisational Strategies

STAFF REMUNERATION

The level of staff remuneration is an ongoing issue. There is a need to recognise staff performance through remuneration and to remain competitive in the marketplace by retaining and recruiting staff with good communication skills and technical skills such as PC skills.

Income Support is experiencing difficulty in retaining skilled staff, especially in areas which are experiencing buoyant economic growth. The business strategy is to increase levels of remuneration through the availability of performance pay.

HUMAN RESOURCE PLAN AND EEO

HR STRATEGIES

Income Support recognises that staff are the most critical factor in determining the business's ability to achieve. A management of change programme is therefore an important part of the human resource strategy.

The Human Resource Strategic Plan sets out three key outcomes. These are:

- The business is a recognised leader in the provision of flexible and innovative work practices, conditions and information systems;
- Staff are highly skilled, competent and committed to the business;
- The business is recognised as an organisation that values staff, effectively manages their performance and rewards their achievements.

EEO

Income Support is committed to raising and maintaining staff and management awareness of EEO issues, policies and practices.

The annual EEO plan of the business is developed in consultation with both staff and management after an overall departmental strategy is determined.

Current strategies focus on the barriers raised by rigid work practices, race and disability.

BICULTURALISM

Te Taura Taamau, the business's response to the Department's bicultural strategy Te Punga, aims to:

- Reduce the level of Māori welfare dependency;
- Ensure staff are highly competent advisors, skilled in the effective development of relationships with customers, iwi and their community;
- Ensure these strategies are implemented and monitored.

District Managers are working with local iwi to ensure Māori customers are provided with appropriate services to assist them towards independence. Many district offices are currently operating local initiatives such as the delivery of services from marae and information on benefit entitlement via iwi radio.

TRAINING FRAMEWORK

Income Support will commit a certain percentage of its personnel budget to developing its employees.

Regular training and development will ensure all staff are provided with the most up-to-date techniques to provide quality customer service, and to assist individual growth and development.

INFORMATION SYSTEMS STRATEGIC PLAN

The business has recently completed an update to its information systems strategic plan which identifies the system and technology requirements to support the business in the delivery of its welfare to well-being initiatives.

The key information system recommendation from the strategy is the phased replacement of the SWIFTT system and associated hardware with new Client/Server technology.

The new and replacement systems will be phased in over a period of three years.

Major initiatives identified within the plan include the establishment of Call Centres, the use of Interactive Voice Response technology to provide the equivalent of phone banking enquiries, and the migration of the functionality from being benefit focused to customer focused.

PROPERTY MANAGEMENT

Income Support's strategic direction requires delivery of services which are both convenient and accessible.

The property distribution strategy is to provide service delivery outlets that reflect the service demands of local communities.

Outcomes and Output Classes

Income Support's work is based on the government outcomes for income maintenance and the specific contracted outputs.

OUTCOMES

The products and services delivered by Income Support contribute to the achievement of the Government's outcomes for Social Welfare, which are expressed in two categories: general and specific.

GENERAL OUTCOMES

- People are encouraged to take responsibility for themselves, their families and whānau.
- Appropriate services and support are available to people with special needs and disabilities and other disadvantaged groups.
- Social Welfare policies and practices help the development of strong and supportive families and whānau.
- Social Welfare policies and practices support older people to live independently and facilitate the participation and contribution of older people in community life.
- Social Welfare policies and practices support and strengthen safe and cohesive communities.
- The special position of Māori under the Treaty of Waitangi is recognised.

SPECIFIC OUTCOMES

- People receive sufficient income to prevent undue hardship.
- People are well-informed about their income maintenance entitlements, how to access them, and their rights and obligations.

- Recipients are supported to become independent and move into paid employment to the greatest extent possible.
- Particular needs and circumstances of recipients are recognised and that appropriate services and support are available to those with special needs.
- Benefit crime is detected and deterred.
- Debt is appropriately managed.

Income Support is contracted by Government to provide the following outputs.

OUTPUT CLASS D1 - APPLICATIONS FOR BENEFITS, GRANTS AND THE COMMUNITY SERVICES CARD

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases the assessment of applications for long term, transitional and targeted benefits payable under the Social Security Act 1964, and the Social Welfare (Transitional Provisions) Act 1990. This class of outputs also includes the purchase of assessment of applications for the Community Services Card. It also includes the conveyance of information relating to customer entitlements, rights, duties and obligations as well as the identification to the customer of the dangers of welfare dependency and activities they can undertake to avoid dependency.

QUANTITY, QUALITY, TIMELINESS AND COST

The Minister will expect the following quantity, quality, timeliness and cost performance indicators to be met:

Quantity

- An estimated 418,000 primary benefit applications will be processed;
- An estimated 1,515,000 supplementary benefit applications will be processed;
- An estimated 240,000 applications and re-applications for the Community Services Card will be processed;

Quality

- A minimum of 80% of primary benefit applications will be accurate (i.e. the correct person is assessed for the correct benefit at the correct rate and with the correct start date);
- Of higher risk Community Services Card applicants, a minimum of 10% of applications and 5% of re-applications will be tested for income qualification accuracy;

Timeliness

- A minimum of 50% of primary benefit applications will be processed within five working days;
- All services will be available for a minimum of seven hours on each departmental working day;

Cost

Outputs in this class will be purchased within the appropriated sum of \$91.643 million including GST. The GST exclusive amount of \$81.460 million will be funded from revenue Crown of \$81.426 million and estimated revenue from third parties of \$0.034 million. The 1995/96 final appropriation for this output class was \$96.720 million including GST.

OUTPUT CLASS D2 - REVIEW OF BENEFIT ENTITLEMENT

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases the review of both long term, transitional and targeted benefits payable under the Social Security Act 1964 and the Transitional Provisions Act 1990. It also includes the conveyance of information relating to customer entitlement, rights, duties and obligations as well as the identification to the customer of the dangers of welfare dependency and activities they can undertake to avoid dependency.

QUANTITY, QUALITY, TIMELINESS AND COST

The Minister will expect the following quantity, quality, timeliness and cost performance indicators to be met:

Quantity

- An estimated 2,561,000 benefit reviews will be processed;

Quality

- A minimum of 80% of reviews will be accurate (i.e. the correct person is re-assessed for the correct benefit at the correct rate with the correct start date);

Timeliness

- All services will be available for a minimum of seven hours on each departmental working day;

Cost

Outputs in this class will be provided within the appropriated sum of \$107.315 million including GST. The GST exclusive amount of \$95.391 million will be funded from revenue Crown of \$95.352 million and estimated revenue from third parties of \$0.039 million. The 1995/96 final appropriation for this output class was \$114.247 million including GST.

OUTPUT CLASS D3
- PAYMENT OF BENEFITS AND GRANTS AND ISSUE OF COMMUNITY SERVICES CARDS.

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases the payment of long term, transitional and targeted benefits and grants made under the Social Security Act 1964, Social Welfare (Transitional Provisions) Act 1990 and the issue of Community Services Cards.

QUANTITY, QUALITY, TIMELINESS AND COST

The Minister will expect the following quantity, quality, timeliness and cost performance indicators to be met:

Quantity

- An estimated 35 million payments of income support benefits, grants and supplementary entitlements will be processed;
- An estimated 1,520,000 Community Services Cards will be issued;

Quality

- At least 96% of payments will be paid on the due date;
- At least 95% of Community Services Cards will be issued within 6 working days of receipt of tapes containing client particulars;

Cost

Outputs in this class will be provided within the appropriated sum of \$40.218 million including GST. The GST exclusive amount of \$35.749 million will be wholly funded from revenue Crown. The 1995/96 final appropriation for this output class was \$40.184 million including GST.

OUTPUT CLASS D4
- SERVICES TO REDUCE BENEFIT CRIME

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases products designed to reduce the level of benefit crime. These include investigations, information matching and initiatives to deter benefit crime.

QUANTITY, QUALITY, AND COST

The Minister will expect the following quantity, quality, and cost performance indicators to be met:

Quantity

- An estimated 40,000 potential benefit crime cases will be investigated;
- An estimated 59,000 investigations will be conducted as a result of information matches with other agencies (e.g. IRD, Education, Corrections and Customs);

Quality

- On average, all investigations will result in debt establishment at a rate in excess of \$2 for every \$1 spent;

Cost

Outputs in this class will be provided within the appropriated sum of \$36.874 million including GST. The GST exclusive amount of \$32.777 million will be wholly funded from revenue Crown of \$32.764 million and estimated revenue from third parties of \$0.013 million. The 1995/96 final appropriation for this output class was \$36.143 million including GST.

OUTPUT CLASS D5 - DEBT COLLECTION

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases activities related to the management of debts arising from Benefits and Pensions paid under the Disabled Persons Community Welfare Act 1975, the Social Welfare (Transitional Provisions) Act 1990 and the Social Security Act 1964. This class of output also involves the collection of maintenance and liable parent contributions outstanding as at 30 June 1992.

QUANTITY, QUALITY, AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- Actual collections of "current debt" are estimated to be \$151 million;
- Actual collections of "non-current debt", maintenance debt, liable parent contributions and major repairs and advances debt, are estimated to be \$66 million;
- Actual collections made by the Central Collection Unit are an estimated \$8 million;

Quality

- Non-fraudulent benefit overpayment debt established is estimated to be \$53 million;
- An estimated 90% of current debtors will be repaying;
- An estimated 80% of all non-current debtors (excluding maintenance, liable parent contribution and major repairs and advances debt) will be on arrangement within 3 months of debt establishment;
- An estimated 15% of debtors transferred to the Central Collection Unit will be repaid or repaying.

Cost

Outputs in this class will be provided within the appropriated sum of \$32.054 million including GST. The GST exclusive amount of \$28.492 million will be funded from revenue Crown of \$28.481 million and estimated revenue from third parties of \$0.011 million. The 1995/96 final appropriation for this output class was \$34.146 million including GST.

OUTPUT CLASS D6 - BENEFIT AWARENESS SERVICES

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases activities designed to provide information that assists the public understanding of Income Support's role, function and objectives as well as promoting and disseminating information to the Income Support customer base.

QUANTITY, QUALITY, AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- An estimated five national marketing campaigns will be conducted;
- An estimated 4,300 promotions/activities will be conducted by public relations staff;

Quality

- A minimum of 80% of all agreed campaign objectives shall be met or exceeded;
- A minimum of 75% of all agreed public relations objectives shall be met or exceeded;

Cost

Outputs in this class will be provided within the appropriated sum of \$4.500 million including GST. The GST exclusive amount of \$4.000 million will be wholly funded from revenue Crown. This is a new output class for 1996/97.

OUTPUT CLASS D1
(VOTE: WAR PENSIONS)
- WAR PENSIONS SERVICES

DESCRIPTION

In this Output Class the Minister in Charge of War Pensions purchases the assessment and review of entitlement for, and payment of, War Pensions and concessions. The Minister also purchases policy and operational advice on matters concerning War Pensions and related issues, services to advisory groups and committees; ministerial servicing and support.

QUANTITY, QUALITY, TIMELINESS AND COST

Quantity

An estimated 3,900 new applications and applications for review of War Pensions disablement will be processed.

Quality and Timeliness

An estimated 95% of all new applications and reviews of accepted disability that are controllable by Income Support will be processed within 10 working days.

Cost

Outputs in this class will be provided within the appropriated sum of \$5.354 million including GST. The GST exclusive amount of \$4.759 million will be funded from revenue Crown of \$4.756 million and estimated revenue from third parties of \$0.003 million. The 1995/96 final appropriation for this Output Class was \$5.352 million including GST.

FINANCIAL INFORMATION

INCOME SUPPORT

STATEMENT OF FINANCIAL PERFORMANCE

| ACTUAL 30/06/96 \$'000 | BUDGET 30/06/96 \$'000 | | BUDGET 30/06/97 \$'000 |
|---|---|---|---|
| REVENUE | | | |
| 290,381 | 290,381 | Crown | 282,529 |
| 82 | 100 | Other | 100 |
| 290,463 | 290,481 | Total Revenue | 282,629 |
| EXPENSES | | | |
| 140,011 | 147,523 | Personnel | 133,920 |
| 65,997 | 61,957 | Operating | 63,809 |
| 0 | 0 | Special Costs | 0 |
| 23,900 | 23,002 | Depreciation | 25,649 |
| 7,558 | 7,464 | Capital Charge | 7,464 |
| 51,491 | 50,535 | Inter Business Unit Allocations | 51,787 |
| 288,957 | 290,481 | Total Expenses | 282,629 |
| 1,506 | 0 | NET OPERATING SURPLUS/(DEFICIT) | 0 |
| OUTPUT EXPENDITURE | | | |
| 85,946 | 85,973 | Applications for Benefits, Grants and Community Services Card | 81,460 |
| 101,545 | 101,553 | Review of Benefits | 95,391 |
| 34,297 | 35,719 | Payment of Benefits, Grants and the Issue of the Community Services Card | 35,749 |
| 32,104 | 32,127 | Reduction of Fraud and Abuse | 32,777 |
| 30,343 | 30,352 | Debt Collection | 28,492 |
| 0 | 0 | Communications | 4,000 |
| 4,722 | 4,757 | War Pension Services | 4,759 |
| 288,957 | 290,481 | | 282,629 |

NON-DEPARTMENTAL OPERATING AND CAPITAL FLOWS

| ACTUAL 30/06/96 \$'000 | BUDGET 30/06/96 \$'000 | | BUDGET 30/06/97 \$'000 |
|------------------------------|------------------------------|---|------------------------------|
| | | BENEFITS AND OTHER UNREQUITED EXPENSES | |
| 561,794 | 560,940 | Accommodation Supplement | 631,399 |
| 29,775 | 29,775 | Benefits paid in Australia | 54,459 |
| 34,281 | 35,917 | Child Care Subsidy Programme | 39,290 |
| 2,397 | 2,572 | Clothing Allowance | 2,613 |
| 149,314 | 147,358 | Disability Allowance | 173,947 |
| 1,115,718 | 1,127,870 | Domestic Purposes | 1,212,057 |
| 251 | 280 | Expenses to Attend Treatment | 365 |
| 5,525 | 5,620 | Funeral Grant | 5,842 |
| 21,735 | 21,688 | Handicapped Child Allowance | 25,388 |
| 1,317 | 1,318 | Home Help | 1,385 |
| 17,984 | 18,225 | Independent Youth Benefit | 19,729 |
| 403,718 | 405,378 | Invalids | 449,857 |
| 5,050,938 | 5,054,201 | National Superannuation | 5,066,049 |
| 22,794 | 22,958 | Orphans/Unsupported Child | 27,436 |
| 300,526 | 302,763 | Sickness | 325,616 |
| 87 | 88 | Special Annuities | 81 |
| 86,792 | 88,065 | Special Benefit | 75,305 |
| 50,310 | 51,956 | Special Needs Grants | 44,509 |
| 0 | 0 | Special Transfer Allowances | 440 |
| 620,364 | 625,790 | Tax on Income Tested Benefits | 642,255 |
| 17,061 | 17,063 | Tenure Protection | 14,543 |
| 83,573 | 82,655 | Training Benefit | 80,688 |
| 26,571 | 27,424 | Training Incentive Allowance | 36,501 |
| 85,283 | 85,421 | Transitional Retirement Benefit | 90,918 |
| 1,050,737 | 1,056,724 | Unemployment | 1,070,973 |
| 58,459 | 58,426 | Veterans | 60,839 |
| 73,163 | 73,502 | Widows | 77,235 |
| 9,870,467 | 9,903,977 | Sub-total | 10,229,719 |
| | | Vote: War Pensions | |
| 1,236 | 834 | Interest Concessions Land & Build | 1,074 |
| 6,868 | 6,652 | Medical Treatment | 11,892 |
| 5,598 | 5,603 | Other Pensions | 5,938 |
| 81,136 | 79,269 | War Disability Pensions | 81,637 |
| 88 | 91 | War Pension Concessions | 82 |
| 94,926 | 92,449 | Sub-total | 100,623 |
| 9,965,393 | 9,996,426 | Total Benefits and Other Unrequited Expenses | 10,330,342 |
| | | OTHER EXPENSES TO BE INCURRED BY THE CROWN | |
| | | Vote: Social Welfare | |
| 7,150 | 7,258 | Suspensory Loan Abatement | 6,144 |
| | | Vote: War Pensions | |
| 20 | 39 | Blinded Servicemen's Trust Board | 0 |
| 7,170 | 7,297 | Total Other Expenses | 6,144 |
| 9,972,563 | 10,003,723 | TOTAL OPERATING EXPENDITURE | 10,336,486 |

CAPITAL CONTRIBUTIONS TO OTHER PERSONS OR ORGANISATIONS

| | | | |
|-------------------|-------------------|--|-------------------|
| 2,486 | 2,596 | Loans for Repairs to Homes | 0 |
| 6,859 | 6,798 | Special Needs Loans | 124 |
| 83,073 | 82,689 | Advance Payment of Benefit | 93,348 |
| 189 | 205 | Community Services Card Payments | 200 |
| 34 | 2,850 | Short-Term Loans to UK Pensioners | 0 |
| 92,641 | 95,138 | Total Capital Contributions to Other Persons or Organisations | 93,672 |
| 10,065,204 | 10,098,861 | TOTAL | 10,430,158 |

REVENUE FLOWS**Non-Tax Revenue**

| | | | |
|------------|--------------|-----------------------------------|------------|
| 1,748 | 1,382 | Family Benefit Debt Establishment | 1,382 |
| 253 | 440 | Interest Revenue | 340 |
| (1,371) | (500) | Maintenance Debt Establishment | (1,260) |
| 630 | 1,322 | Total Non-Tax Revenue | 462 |

Capital Receipts

| | | | |
|----------------|----------------|--|----------------|
| 159,973 | 160,530 | Benefit Recoveries Current Debt | 161,357 |
| 17,420 | 17,800 | Benefit Recoveries - Liable Parent Contributions | 21,418 |
| 67,028 | 51,000 | Benefit Recoveries Non-Current Debt | 51,575 |
| 152 | 205 | Community Services Card Recoveries | 200 |
| 0 | 370 | Recoveries from UK pensioners | 1,900 |
| 244,573 | 229,905 | Total Capital Receipts | 236,450 |
| 245,203 | 231,227 | TOTAL REVENUE AND RECEIPTS | 236,912 |

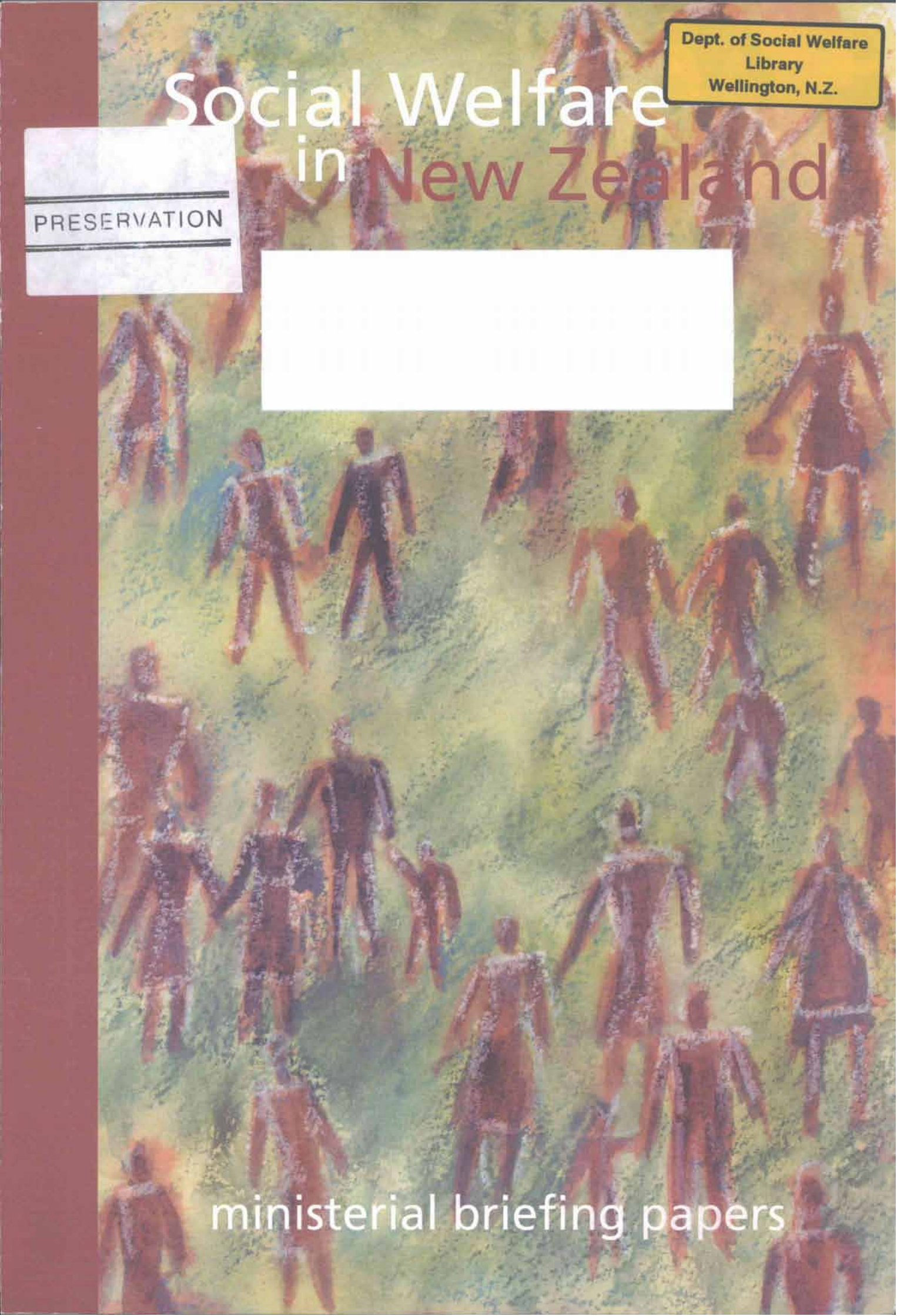
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PRESERVATION

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**Children, Young Persons
& Their Families Service**

**POST-ELECTION
BRIEFING PAPER**

1996



**CHILDREN,
YOUNG PERSONS
& THEIR FAMILIES
SERVICE**

Table of Contents

| | |
|--------------------------------------|-----------|
| Introduction | |
| | 4 |
| Vision, Mission & Values Statements | |
| | 6 |
| Key Functions | |
| | 7 |
| Management Structure | |
| | 9 |
| Management Responsibilities | |
| | 10 |
| Policy & Operational Changes 1993-96 | |
| | 13 |
| Major Undertakings & Achievements | |
| | 19 |
| Strategic Objectives | |
| | 21 |
| Key Issues 1996-97 | |
| | 22 |
| Business Organisational Strategies | |
| | 24 |
| Statutory & Non-Statutory Bodies | |
| | 28 |
| Outcomes & Output Classes | |
| | 30 |
| Financial Information | |
| | 33 |

Introduction

The Children, Young Persons and Their Families Service (CYPFS) is the second largest business unit within the Department of Social Welfare with 1969 permanent and temporary staff.

As at 1 July 1996 the Service had 1024 non-supervisory social workers, 110 social work supervisors and 191 Family Group Conference Co-ordinators.

The Service operates from 62 site offices grouped into 14 areas, three of which cover the South Island. Sites are spread from Kaitaia to Invercargill, providing both home-visiting and office-based services nationwide.

The basic business of the Service is to provide care and protection and youth justice services to children, young persons and their families, and adoption information and services to adopted people, prospective adoptive parents and birth parents.

The Service is operating in an environment of significant social problems. Around 268,000 (30 percent) of children now live in benefit dependent families, as compared with 12 percent in 1985. 76 percent of these beneficiary children live in sole parent families. While total numbers of beneficiary children coming to the attention of the Service are relatively small, notifications from this section of the population are twice as likely as others to require care and protection services and more than twice as likely to require youth justice services.

A healthy society and economy depends on the existence of strong families that produce capable and self-reliant adults. The Department's "From Welfare to Well-being" strategy with its emphasis on mobilising communities and strengthening the role of families in raising children and young persons has the potential to enable CYPFS and the Department as a whole to contribute to the

future health and well-being of New Zealand's society.

Many of the families coming to the attention of the Service are characterised by factors such as low health status, psychiatric disorders, severe marital stress and conflict, poor or non-existent child rearing skills, no attention to pre-school education and a strong likelihood of family violence. As many as 95,000 children and young people live in such families.

These are the children and young people upon which the Service focuses its energies under the Welfare to Well-being social services strategy. To this end the Service is working closely with Income Support to provide a seamless service for clients. It is obvious, however, that positive results for these families also rely on the Service forging strong inter-agency connections and collaboration with the other government agencies working with children. Clear definitions of core business and financial responsibility must be established and adequate resourcing is a major issue.

The New Zealand Children, Young Persons and Their Families Service has a total business budget for the 1996/97 financial year of \$159.981 million.

An increase of \$11 million in the 1996/97 budget has gone some way to reducing the level of underfunding, but the Department's analysis has concluded that an immediate further investment is required.

The General Manager, Griff Page, is responsible for the management of the Children, Young Persons and Their Families Service. He is assisted by a Board of Management which was established in March 1996 to ensure the most effective use of CYPFS resources. The five Board members bring a wide range of private and public sector experience, skills and viewpoints to this task.

The Board members are:

Denis Thom - Chairperson

Lawyer. Chairperson of Wellington International Airport and director of a number of companies. Member of the NZ Stock Exchange Market Surveillance Panel and a committee member of the Wellington branch of the Institute of Directors.

Alan Isaac

Managing partner of KPMG with a particular interest in dispute mediation. Has been assisting CYPFS with audit and financial management issues since 1995.

Wira Gardiner

Established the administrative division of the Waitangi Tribunal. Former Chief Executive of Te Puni Kokiri.

Murray Burns

Chief Executive of the Pharmacy Guild. Former Chief Executive of the Central Regional Health Authority.

Patricia McKelvey

Retired principal of Wellington High School. Governor of the Sports Foundation. Now works as a consultant in education and sport management.

Vision, Mission & Values Statements

STATEMENT OF VISION

All families are meeting their care, control and support responsibilities

MISSION STATEMENT

To be the leading professional social service provider in protecting and enhancing the safety and well-being of children, young persons and their families.

VALUES STATEMENT

The focus on service excellence and development is demonstrated in the following areas:

CUSTOMER

- Services are flexible and respond to customers' needs;
- Customers are treated with courtesy and respect;
- Services are provided in a manner sensitive to all cultures and recognise special responsibilities to Māori in accordance with the spirit and intention of the Children, Young Persons, and Their Families Act 1989;

ORGANISATION

- Embraces a philosophy of continuous improvement;
- Recognises its responsibilities to stakeholders and the community;
- Meets its financial responsibilities;
- Recognises the Treaty of Waitangi and its partnership obligations;

PEOPLE

- Staff are appropriately skilled and qualified;
- Staff are cared for and respected for the contribution they make to the organisation's service delivery;
- Effective working relationships between professional and management staff will be promoted;

DIRECTION

- A clear and purposeful direction will be maintained;
- Through professional effectiveness the agency mission and vision will be achieved.

The services provided for Māori in relation to children, young persons and their families must be consistent with the Treaty of Waitangi and the principles of Puaote-Ata-tu and Te Punga.

Key Functions

The key function of CYPFS is the provision of statutory social services focussed on children and young persons who need care or protection, break the law, or are involved in adoption processes. These services are authorised and constrained by legislation and operate in the area of state intervention in family life.

CARE AND PROTECTION SERVICES

These services aim to ensure children and young persons are safe from abuse or neglect and are adequately cared for by their families. The work balances the child's need for safety and well-being with their right to belong and be connected to their family. This is achieved through:

- investigating reports alleging abuse and neglect ("notifications") and other situations which cause concern for a child or young person's welfare;
- assessing new and existing cases for risk and the need for care or protection, and representing that assessment in a Family Group Conference or Court;
- initiating the level of action judged necessary, including urgent removal from home;
- working with families to resolve the care and protection needs identified, through informal agreements, Family Group Conference or Court ordered plans;
- working with children and young persons placed in the care, custody or guardianship of the Director-General and with their families;
- ensuring the provision of residential and caregiver services to meet the needs of those placed in the care, custody or guardianship of the Director-General.

These services are provided under the Children, Young Persons and Their Families Act 1989. Similar services are provided, as required, under the Guardianship Act 1968, the Family Proceedings Act 1980, the Immigration Act 1987, and other statutes.

YOUTH JUSTICE SERVICES

The purpose of these services is to confront children and young persons about their offending, to hold them accountable and to do this in a way which recognises their youth and vulnerability, diverts them away from the criminal justice system, stops their offending behaviour and supports and maintains them in their family.

This is achieved through:

- working with Police to explore options for young offenders' accountability to ensure that only cases necessary in the public interest are brought into the formal system;
- providing appropriate placements for young people who are arrested;
- working with families and Police (or other enforcement agency) to make Family Group Conference plans which will emphasise to the young person the consequences of the offending and reduce the probability of future offending;
- assisting the child or young person, family and others to carry out Family Group Conference or Court ordered plans;
- providing custodial services.

These services are provided under the Children, Young Persons and Their Families Act in relation to offences under any other statute that can result in criminal prosecution.

PUBLIC AWARENESS SERVICES

In addition to the direct work with children and young persons and their families, the Service is involved in activities which:

- raise public awareness about children's needs for care, protection and control; and
- work with other relevant agencies and groups to achieve consistent, high quality and integrated services for children and young persons who are, or may be, in need of care, protection or control.

ADOPTION INFORMATION AND SERVICES

These services advance the interests of children involved in adoption, and promote informed choices by all parties to the adoption process. Services are provided under the Adoption Act 1955 and the Adult Adoption Information Act 1985 (and under Official Information and Privacy statutes), and are achieved through:

- counselling people considering placing a child for adoption;
- educating, preparing, and assessing adoptive applicants;
- issuing placement approvals;
- monitoring and reporting adoption placements to the court (both in-country and inter-country);
- developing protocols and agreements with sending countries for inter-country adoption;
- providing post-adoption services for parties affected by adoption with children under 20 years of age;
- providing information to parties of previous adoptions; and
- assisting and mediating contact between parties of previous adoptions.

Management Structure

NATIONAL OFFICE REPORTING LINES



Management Responsibilities

GENERAL MANAGER:

GRIFF PAGE

Responsible for the management of the Children, Young Persons and Their Families Service, directing the activities of the National and Area Managers, and contributing to corporate management of the Department as required.

NATIONAL MANAGER, SERVICE DELIVERY:

KEN RAND

Accountable for staff management of the Area Managers including coaching, mentoring and staff development, and monitoring Area and Area Manager performance. Area Managers report to this position. Accountabilities and expectations are clearly specified through performance agreements and service delivery agreements which are aligned with business goals and priorities.

AREA MANAGERS (14)

Responsible for establishing, planning and delivering (in accordance with the Service Delivery Agreement negotiated with the National Manager, Service Delivery) Area operations to care for and protect children at risk, and to deal with young offenders. These services must comply with the requirements of the Children, Young Persons and Their Families Act 1989, other legislation and the policies of Government.

EXECUTIVE MANAGER, NATIONAL OFFICE:

GORDON MCFADYEN

Assists the General Manager in carrying out his key functions. The comprehensive support function includes specific projects, representing the General Manager as required, and establishing and maintaining efficient systems, including the keeping of files, ministerial reporting and the preparation of reports and other documents.

NATIONAL MANAGER, STRATEGIC POLICY:

MIKE DOOLAN

Responsible for the development of policy, programmes and services to achieve the goals of the Department's Social Services Strategic Plan, including the establishment of outcome objectives, standards and procedures, for new and existing programmes and services. Mike Doolan carries the additional title of Chief Social Worker and speaks for the Service in relation to professional practice issues.

NATIONAL MANAGER, PRACTICE POLICY:

HARRY WILSON

Responsible for the implementation of initiatives, and the management of risks and interface issues arising from policy development, including inter-agency relationships. Also responsible for the maintenance and regular review of operational guidelines.

MANAGER RESIDENTIAL AND CAREGIVER SERVICES:

JANET WOLFOLK

Responsible for the management of residences, the monitoring of CYPFS caregiver services, the management of the CYPFS relationship with NZCFA with respect to the purchase of indirect care through Child and Family Support Services (bednights) as "out of family" care, and the monitoring of specific programme initiatives.

NATIONAL MANAGER ADOPTION SERVICES:

MARY IWANEK

Responsible for the development and implementation of policies and standards for the management of adoption services, including inter-country adoption, and the provision of information to the parties to adoption, in compliance with the law.

MANAGER STRATEGIC

RESOURCE DEVELOPMENT:

NICOLA VARUHAS (ACTING)

Responsible for the co-ordination of corporate functions, including human resources, information services, planning, finance, public awareness, business communications and legal services. The grouping of these services is to facilitate focus as well as allow better resource sharing and promotion of best practice.

**THE FIVE NATIONAL FUNCTIONAL MANAGERS AND THE OFFICE SOLICITOR
(LISTED BELOW) REPORT TO THE MANAGER, STRATEGIC RESOURCE
DEVELOPMENT**

NATIONAL MANAGER, PUBLIC AWARENESS SERVICES: SUSIE HALL

Responsible for the development and implementation of policies and standards for the provision and delivery of Public Awareness services that promote the well-being of children, young persons and their families in accordance with the objects of the Children, Young Persons and Their Families Act, and for the provision of internal business communication and media policy and liaison.

NATIONAL FINANCE MANAGER: BARRY HOWATSON (ACTING)

Responsible for developing and managing efficient and effective accounting and financial policies and systems, assisting the Service to achieve its goals in cost effective ways in accordance with legislation, the policies of Government, and standards of accounting practice.

NATIONAL MANAGER, HUMAN RESOURCES: DEREK HOWELL (ACTING)

Responsible for developing and promoting human resource policies, and assisting the Service to provide a professional and quality service in the most cost effective way, in accordance with legislation and the policies of Government.

NATIONAL MANAGER, INFORMATION SYSTEMS: MARTYN WRIGHT

Responsible for the development and provision of information systems which assist the Service in the achievement of its goals.

NATIONAL MANAGER, PLANNING: MERVYN ENGLISH

Responsible for the development of the Strategic Business Plan, the Fiscal Year Business Plan, managing the Purchase Agreement and assisting the General Manager in the monitoring of the performance of operations.

OFFICE SOLICITOR: JUDY DELL

Responsible for the development and implementation of policies and standards for the provision of an excellent legal service that promotes the well-being of children, young persons and their families, in accordance with legislation and the policies of Government.

Overview of Policy & Operational Changes 1993 - 96

BACKGROUND

The Children, Young Persons and Their Families Service has its origins in the Child Welfare Division of the Department of Education, established by the Child Welfare Act of 1925. In 1972 the Division was amalgamated with the Department of Social Security and became the Social Work Division of the newly-created Department of Social Welfare. It became the New Zealand Children and Young Persons Service on 1 July 1992, following a major restructuring of the Department.

The name was changed to the Children, Young Persons and Their Families Service in May 1996 to more accurately reflect the aims of family-based resolutions integral to the objects and principles of the Children, Young Persons, and Their Families Act 1989.

THE WEEKS REPORT

In 1993 the Director-General commissioned a team of external consultants (led by Andrew Weeks) to study the financial management practices of the Service. Their report, known as the Weeks Report, highlighted deficiencies within the organisation which inhibited its ability to function.

The Weeks Report found a lack of statistical data and an organisational culture which had not embraced the principles of public sector management laid down by the Public Finance Act 1989. There was evident financial pressure on the Service with increasing numbers and complexity of referrals, but the impact of this could not be demonstrated clearly. There was a lack of logical flow between the services purchased by Government and the tasks undertaken by social workers.

ORGANISATIONAL CHANGES

As a result of the Weeks Review, a new management and support system was implemented in July 1994. It included 15 new Area offices with maximum delegation and accountability to Area level, and decentralisation of administration, financial and payroll functions.

A new casework recording system was developed. The output and reporting structure was reorganised with consistent links and measurement categories between service delivery, financial and administrative recording. Key Performance Indicators with quantity, quality, and cost measures were developed for each output.

The improved management data has enabled tighter monitoring of the Service's performance against the Purchase Agreement. It has also provided the improved financial accountability required by the Public Finance Act.

A recent management audit led to a realignment of the reporting lines at the National Office level in May 1996, to provide tighter accountability and management. The improvements are focussed, inter alia, on devolving responsibility and accountability to the lowest possible level, making a clear separation of policy and operations and providing the efficient utilisation of staff resources with a logical, functional relationship between core areas of business.

AMENDMENTS TO CHILDREN YOUNG PERSONS AND THEIR FAMILIES ACT 1989

The Children, Young Persons, and Their Families Act was implemented at the end of 1989 after a very short lead time of six months. In 1993, the extensive structural, operational, philosophical and policy changes required by the Act were still bedding down.

The Children, Young Persons and Their Families Amendment Act 1994 corrected minor drafting errors but also contained a number of significant changes. Many of these arose from recommendations in the Mason Report into the early workings of the CYP&F Act presented to the Minister of Social Welfare in 1992. These are discussed below:

YOUTH JUSTICE AMENDMENTS

Major criticism of the CYP&F Act had centred on Police actions when questioning a suspected young offender. Some Police were unclear when young people had to be read their rights. A number of high profile cases were dismissed by the Courts because of this lack of clarity. As a result public confidence in the Act was called into question. An amendment to section 215 made it explicit that an enforcement officer does not have to inform a child or young person of their rights until the officer has reasonable grounds to suspect the child or young person being questioned has committed an offence.

Another criticism centred on the ineffectiveness of the provisions in the Act in relation to "hard core" offenders. An amendment now enables a youth justice Family Group Conference (FGC) to be waived where the young person repeatedly offends and it is clear that the FGC process is not working. Other amendments strengthened the role of victims in the youth justice FGC by allowing support persons to attend. For those serious young offenders who need to be contained, the grounds on which a child or young person can be contained in secure care were broadened.

CARE AND PROTECTION AMENDMENTS

A major criticism of the CYP&F Act was that it favoured family rights above the child's. An amendment strengthened the "paramourty principle" that the welfare and interests of the child or young person are to be the first and paramount consideration. This brings the legislation into line with the Guardianship Act and with case law application of the Adoption Act.

AMENDMENTS AFFECTING THE INTERFACE WITH OTHER PROVIDERS.

The CYP&F Act established agencies in the voluntary sector with authority to carry out a large number of care and protection functions under the Act. These are approved Child and Family Support Services, Iwi Social Services and Cultural Social Services.

The amendments increased the independence of these groups, authorising them to report directly to the court where they are the prime caseworker. Another amendment, however, limits the Court's ability to make orders against the Director-General for practical or financial support in these cases. Previously CYPFS could be ordered to meet on-going costs despite lack of previous involvement in the matter.

MANDATORY VS. VOLUNTARY REPORTING

A major policy debate in the development of the amendments was the proposal that certain agencies which deal with children be required by law to report child abuse. Mandatory reporting was first proposed in the 1986 Children and Young Persons Bill. It was debated in the development of the CYP&F Act and recommended in the Mason Report which resulted from the Review of the CYP&F Act headed by retired Judge Ken Mason in 1991. It had an intuitive appeal and would have made a strong symbolic statement on behalf of children. On examination it proved to be less straightforward with persuasive arguments for and against.

Parliament decided against mandatory reporting, targeting instead the underlying issues of abuse awareness and prevention, and public confidence about the processes of reporting child abuse. The amendment requires the Director-General of Social Welfare to:

- raise public awareness of child abuse and how to prevent it and information about when and how to report it; and
- work with all the relevant government and non-government agencies to develop individual but interconnected protocols on reporting child abuse; and
- monitor the effectiveness of these protocols.

CHILDREN AND YOUNG PERSONS WITH DISABILITIES

In 1993 responsibility for funding and approving services for all persons with a disability, including children and young persons, transferred from the Department of Social Welfare to the Health sector. As part of the change, supports which had been an automatic entitlement for a given level of disability became negotiable.

This change had a considerable impact on CYPFS. Service providers in the Health sector have demanded that CYPFS meet full care costs for children and young persons already known to the Service. These providers have also attempted to invoke CYPFS responsibility using the care and protection definitions of s14 of the Children, Young Persons, and Their Families Act in situations where parents have difficulty meeting the special needs of children with disabilities.

CYPFS is currently involved with approximately 220 children with disability, of which 93 are placed with CYPFS caregivers. The remaining 127 children are placed with organisations at an estimated cost to CYPFS of approximately \$1,713,538 for the year ending 30 June 1997.

The clarification of financial responsibility for all "children-at-risk" through disability and/or disadvantage is a major issue for CYPFS. There are numerous examples of interface areas where the Service has been expected to carry both the responsibility and the costs as the result of the social dysfunction which can accompany health and education difficulties. e.g. on the fine line between psychiatric disability and conduct disorder in the general area of mental health issues, and on the issue of truancy and non-attendance at school. There is no doubt that some children and young people are falling through the cracks at these interfaces, as agencies continue to debate who takes responsibility.

These pressures have put the Service's financial viability under strain and the redefinition of boundaries has required considerable re-negotiation with major providers such as IHC, and funders and purchasers, such as RHAs, the Ministry of Health and the NZ Community Funding Agency. This area is still being negotiated.

RESIDENTIAL CARE

Around 1990, the number of Department of Social Welfare institutions providing residential care was reduced nationally from 23 to five. Limiting the number of institutional beds is in keeping with the CYP&F Act, but in the 1990s pressure grew to increase the residential capacity to meet the needs of a difficult group of children and young persons, described colloquially as "hard to place".

The Service has researched the demand and ways to meet it. Operationally, it is difficult to cover the country yet keep children and young persons in their communities. It is also a challenge to cater for the range of needs without mixing young offenders and children who are in need of care and protection. Many considered for residential care have significant mental

health needs, and discussion and planning has involved negotiation for access to support and treatment services in the education and health sectors.

The Service is under constant criticism for not having the residential capacity to meet current need. Some of the criticism reflects a wide misunderstanding of the CYP&F Act which promotes family and community-based resolutions and prescribes the criteria for the admission of children and young people to residential care. Some is also based on alarmist media reports that young people are rampaging in large numbers. Most recently the Police and the Judiciary have entered the debate.

It is true that CYPFS social workers are struggling with increasing numbers of highly disturbed children and young people and, not infrequently, with disturbed parents. The geographical spread of residences has meant shortages of available placements in some areas and the Service has also faced some loss of neighbourhood support for its existing residences and legal challenges under the Resource Management Act. Neighbours of residences have become particularly intolerant of having youth justice facilities in residential areas.

The challenges in residential care are two-fold. There are significant challenges to the continued use of CYPFS residences under the Resource Management Act, and the capacity/target group dilemma must be resolved. A working group comprising appropriate specialists is continuing to develop and present the Service's position in the planning tribunals and courts.

The target group for residential or alternative care contains the most seriously damaged and disturbed children and young people.

A major issue is the lack of community placements for very difficult children and young people. They typically need a mix of services

many of which are provided by other agencies and professions (e.g., mental health services). CYPFS will continue to work toward an integrated approach to these services.

The Service has developed, and the previous Government has approved, a residential services strategy to meet the demands. Developments in residential services will be focussed initially in Auckland where a new Youth Justice facility and a Youth Horizons programme for children and young people with serious behavioural difficulties will be established.

The residential services strategy is fully discussed later in the Key Issues section of this paper.

ADOPTION INFORMATION & SERVICES

The Adoption Information and Services Unit was established in 1992 as a dedicated service delivery unit within the Children, Young Persons and Their Families Service. The Unit's business development plan focuses on the promotion of service excellence. Clients' needs have been clearly identified and prioritised and the Unit has developed new programmes and services that are designed to ensure the expeditious and on-going delivery of high quality, professional outputs.

Earlier work to comprehensively review the Adoption Act remains unfinished. The provisions of the Adoption Act are dated, both in relation to current adoption practice and in regard to the expectations of all interested parties. There are also problems associated with its lack of fit with the CYP&F Act. Justice administers the Adoption Act but does not have responsibility for its implementation in practice. The CYPFS view is that the review of the legislation should progress as a matter of priority. The issue is whether the administration of the Act is properly placed with the Justice Ministry.

IMPLEMENTATION OF THE CHILDREN, YOUNG PERSONS, AND THEIR FAMILIES AMENDMENT ACT

INTERAGENCY PROTOCOLS

The 1994 amendments to section seven of the CYP&F Act required the Service to develop child abuse reporting protocols with key agencies and groups who deal with children and young persons. The Service has subsequently produced an interagency guide covering recognition of child abuse, how to report, outcomes of reporting, key service providers and how to access them. A parallel publication incorporates the established protocols of the key agencies and professions and, for the voluntary sector, guidelines and sample protocols.

The amendment to section seven also requires the Director-General to embark on the more general promotion of public awareness and prevention of child abuse.

"BREAKING THE CYCLE" CAMPAIGN

The Breaking the Cycle campaign is a major public awareness activity which commenced its appearance through the national media in 1995/96. It is a several-stage campaign which raises public awareness of child abuse, encourages action to prevent abuse and promotes positive parenting. It also raises the profile of CYPFS as an agency interested in prevention and in supporting parents.

The title reflects the research finding that patterns of violence flow through the generations of a family. The positive goal of the campaign is to intervene to break the cycle.

PUBLIC AWARENESS

The Service produced an updated series of pamphlets explaining the CYP&F Act and the role of the Service. Other recent publications include booklets and pamphlets (in English, Māori and Samoan) offering parenting advice.

A series of English, Māori and Samoan-language videos showing care and protection and youth justice Family Group Conferences have been well received. They were designed primarily to help families prepare for an FGC, but are also a valuable tool for general information or staff training. Each video focuses on one story and demonstrates the range of issues and outcomes possible in a FGC.

COMMUNITY LIAISON SOCIAL WORKERS

The Service has appointed 18 Community Liaison Social Workers to give effect locally to the requirements of the Director-General in the amended section seven of the CYP&F Act. Their task is to negotiate and implement child abuse reporting protocols and maintain liaison with agencies and groups who work with children.

OTHER LEGISLATION AND ORGANISATIONAL CHANGES

Two pieces of legislation with particular impact on the Service in the 1993 - 96 period were the Privacy Act 1993 and the Domestic Violence Act 1995 which became effective on 1 July 1996.

CYPFS expects that the Domestic Violence (DV) legislation will result in some increase in requests for custody/access reports and referrals for care and protection assessments. However, no new resources have been voted, and the Act does not identify CYPFS as a service provider. The DV legislation and government decisions set up specific services for DV cases coming before the Family Court. It is important to ensure that the provisions of the Children, Young Persons, and Their Families Act are not used inappropriately in the domestic violence arena and that actions under the DV Act do not routinely flow on to actions under the CYP&F Act. More money may be needed as the impact may be significant.

IWI SOCIAL SERVICES

1995 saw the inception of the first Iwi Social Service, Ngati Ruanui, approved under the provisions of the Children, Young Persons, and Their Families Act. CYPFS is now working with the New Zealand Community Funding Agency (NZCFA) to assist other Iwi who have expressed interest in developing services and up to eight Iwi Social Services could be approved by December 1996.

The Service has appointed a full-time manager to co-ordinate local Area work with local Iwi designed to support Iwi Social Service development. NZCFA has responsibility for the approval and funding of Iwi Social Services.

As more and more Iwi Social Services are approved, a critical issue will be to manage the transition of clients and resources. Issues to be negotiated and managed include: client choice, fitting transfers with the timing of court orders, the degree of joint work and the degree of resource transfer.

Data on the ethnic breakdowns of notifications to CYPFS is not currently reliable but available figures give Māori the highest notification rate at 41.62 per 1,000 of the Māori target population (as against 23.53 for Pacific island and 22.27 for European and all other ethnic groups). It has also been established by the Welfare to Well-being research that 48 percent of Māori children are living in families where no parent has paid work.

It is envisaged that a network of Iwi Social Services across the country by the year 2005 should result in the rate of Māori notifications to CYPFS falling below the rate for the European populations.

A significant number of Iwi already deliver a range of social services as approved providers - Child and Family Support Services or as Community Services - under the terms of the CYP&F Act. Some offer adult-focussed services

outside the ambit of CYPFS core responsibilities but which impact on the welfare of children - e.g. budget and accommodation advice. It is accepted that approved Iwi Social Services will want to continue to provide, or develop services which complement the non-statutory functions of CYPFS - e.g. in the area of community education about child abuse and the reporting of child abuse. This work can only help to improve the well-being outcomes sought by the Department.

Various Iwi are now in a varying state of readiness to seek approval as Iwi Social Services. For those already approved as Child and Family Support Services, the change in approval status to that of Iwi Social Service will give mandatory power to assume sole guardianship of children and young people of their Iwi/hapu.

Major Undertakings & Achievements

SERVICE DEVELOPMENT

RISK MANAGEMENT

A major thrust of CYPFS has been to define best professional practice, particularly in the area of child protection risk assessment where complex and serious judgements are required. The Risk Management Project is being introduced nationwide this year.

AUCKLAND METRO STUDY

The greatest concentration of CYPFS clients, staff and resources is in the Auckland area where Statistics New Zealand estimates that the city populations of Waitakere and Manukau will increase by about 50 percent over the next ten years.

Given these factors, Auckland was deemed an ideal location for a study to assist the Service to examine current practice deficiencies and to plan for future challenges. In order to meet future demands the Service must ensure the effective management of care and protection and youth justice services - and especially operational boundaries and interfaces which often exist between care and protection and youth justice issues.

The first stage of the study was completed in December 1995. The study analysed the under-17 population base projections and matched it against resources, including the number of social workers and staff in the Auckland area. It also identified and prioritised practice deficiencies, and offered potential solutions.

\$2.468 million of the additional \$11 million funding in the 1996/97 budget was targeted to the northern metropolitan areas. Stage II of the project, currently under way, will ensure that this funding is used to best effect. It is addressing service delivery problems to achieve greater levels of co-ordination, effectiveness and efficiency between CYPFS staff, clients and community.

RESIDENTIAL CARE

A major review of all Service residences resulted in Government allocating \$1.053 million in the 1995/96 financial year for the development of a Juvenile Sexual Abuse Treatment facility which will be established in Christchurch. This unit will cater for 12 young people identified as the most serious offenders in the country. It will be backed by mobile units which will respond to sexual offending at the local level when young offenders are able to be maintained in community placements.

An extra \$1 million was allocated for the 1996/97 financial year for the establishment of a specialist unit - the Youth Horizons Programme - for children and young people with serious behavioural problems.

This new specialist residential programme will be aimed at young people aged between 12 and 14. It will provide intensive individually tailored behaviour management programmes including educational and recreational components in a 24 hour care and supervision environment.

The Department of Social Welfare residential services strategy, which includes the establishment of these new programmes, was put before the Cabinet Social Policy Committee at the end of May 1996.

The strategy also includes the total separation of youth justice and care and protection residential facilities and campuses and the shifting, wherever possible of youth justice residences to locations with a "non-residential;" zoning. The establishment of a Youth Justice Centre which will locate all youth justice services, including Youth Aid and a Youth Court on one site, in Auckland is one option currently under consideration.

It also suggests the development of a range of alternative management systems for residences, including the possibility of contracting these services out. Barnados is one community-based Child and Family Support Service already providing placements for difficult to manage children and young people.

There is a real need for all agencies involved - the police, the judiciary, education, health and the voluntary sector - to co-operate if there is to be effective management of very dysfunctional young people.

Overall, the Service is looking to a 40 percent increase in residential bed availability over the next four years.

The Cabinet Committee noted that additional funding, both capital and operational, may be required at some point in the future. The Department is to report back, with a business plan, to the Cabinet Committee on Expenditure Control and Revenue by December 1996.

ADOPTION SERVICES

There has been major change in the Service's response to adoption in that all adoption business is now managed centrally by specialist social workers who are totally focused on this area.

The Adoption Information and Services Unit has introduced a new Education and Preparation Programme for prospective adoptive applicants. While it is based on a model of self-selection, the Adoption Unit does continue to retain and exercise statutory discretion as to who is finally approved to adopt.

The Unit has also rewritten its Operating Manuals to bring them into line with shifts in practice and operational policy, as well as to include legislative changes such as the Privacy Act 1993.

There was a further reduction in the overall number of adoptions completed in the 1995/96 financial year but an increasing demand for services related

to inter-country adoption. The Service received 494 inquiries, an increase of nearly 200 over the 1994/95 year. 96 applications (an increase of 62 from the previous year) resulted in 80 completed home study reports for children from Russia and other countries to be adopted by New Zealanders.

The Adoption Unit is currently working to introduce both programmes and services that will move the present passive inter-country adoption programme, to one that is more active and which takes account of the Hague Convention on Inter-country Adoption and the United Nations Convention on the Rights of the Child. These matters are more fully discussed in the Key Issues for 1996-97 section of this paper.

A recent focus on adult adoption issues has resulted from a trend for adults to present - in the public/media arena - as survivors of childhoods traumatised by adoption and bad social work. Since many of these individuals are exploring the possibility of redress, the Unit has been required to investigate each grievance.

QUARTERLY PRACTICE JOURNAL

In 1995 the Service introduced its own professional journal in which practice issues, research, and policy debates specific to work in CYPFS are explored. This both raises the profile of CYPFS and its staff as a professional enterprise and encourages rigorous debate in the complex social areas in which staff practice. Social Work Now is published quarterly.

DOCUMENTATION

A professional documentation unit now manages all Service documentation and up-dates. With this in place, the Service has prepared comprehensive practice handbooks, pulling together all practice documentation produced since the inception of the CYP&F Act.

Strategic Objectives

SHORT TO MEDIUM-TERM OBJECTIVES

CYPFS strategy is focused on service quality. The short to medium-term objectives are:

- to improve the quality of assessments and targeting of clients;
- to improve the preparation and monitoring of FGC plans and court orders;
- to improve the outcomes of FGC plans through the purchase of appropriate services;
- to improve the effectiveness of Residential services;
- to improve collaborative relationships, particularly with the NZ Community Funding Agency and iwi.

ENVIRONMENTAL OVERVIEW

The Service operates in an often white-hot political environment. Its activities, particularly relating to child abuse and neglect investigation excite public interest, especially when something goes wrong.

It must be remembered that the Service's focus is on the care and protection of children and young people, and that this focus directly confronts some adults' inappropriate power over, and dominance of children. Aggrieved adults in this situation are able to use the redress mechanisms - political institutions, Ombudsmen, Privacy Commissioners, the Courts, and of course the media - to challenge CYPFS activity.

The general public does not understand the Service's targeted role and associate it with a more general welfare function. The impossibility of delivering to this public expectation lessens the Service's credibility in the eyes of the public.

The under-17 population which provides CYPFS clients is predicted to increase from the current 950,000 to one million in the year 2003.

Major factors in the recent patterns of family change in New Zealand include a high level of family breakdown, significant changes of parent figures for many children, intergenerational dependency on the State, and clients who are not experiencing improving economic conditions.

Factors common amongst the multi-problem families coming to the notice of government agencies including CYPFS are: low health status, psychiatric disorders, severe marital stress and conflict, poor or non-existent child rearing skills, no pre-school education and a strong likelihood of family violence. Born of this group are some of the most seriously dysfunctional children (and families) in New Zealand.

As many as 95,000 children and young people live in such families and are seriously at risk as a result. Reported violent crimes against children more than doubled between 1991 and 1994.

Within this context CYPFS faces a potential risk of net-widening and demands which could strain current resources and jeopardise service quality. In anticipation of these developments the Service's strategic direction has been clearly set and summarised as: a focus on the quality of the outcomes of service delivery.

Key Issues for 1996-97

INTER-AGENCY ISSUES

Many of the challenges facing CYPFS arise where the work of the Service interacts with other agencies and businesses. Poorly defined inter-agency boundaries produce stress and ill-feeling, and can be wasteful of resources and time.

URGENT INVESTIGATION OF LEGISLATION REQUIRED

At the critical level there is a need for immediate Government investigation of the mandatory responsibilities, and boundaries of responsibility, of the different agencies working with children and young people. A recent case illustrates this need to clarify those areas of the interfaces where no one Government agency has a statutory responsibility to act.

The Department - and the community - was this year faced with the release from prison of a young person who, in the expert opinion of a wide range of specialists, is a danger. The capacity of the Director-General to contain the young person in secure custody expired at age 17. The provisions of the Mental Health Act do not extend to the compulsory treatment of the "personality disorder" which this young person suffers. The custodial provisions of the Criminal Justice Act are not available until the young person is convicted of an offence punishable by imprisonment.

The previous Minister of Social Welfare alerted the appropriate Ministers to this specific case. The Director-General has also raised the matter with her counterparts in the Police, Health, Justice and Corrections.

INTER-AGENCY PROTOCOLS

The July 1996 sign-off of the inter-agency child abuse reporting protocols is seen to herald a new era of collaboration and goodwill. Improved liaison and the exchange of information in the form of regular quarterly meetings of top officials from Health, Welfare and Education, and regular meetings of the Chief Executives of those agencies is also greatly improving the situation.

On a larger scale the 1994 establishment of the Waitakere City Co-ordinating Group now stands as one of the most commendable, and successful, examples of a collaborative Welfare to Well-being initiative which has caught the imagination of business interests and government and community agencies. The Waitakere City experience provides the blueprint for the development of a national model.

The Service has established an excellent working relationship with the Police. Police and CYPFS conduct serious sexual or physical abuse investigations jointly using a Serious Abuse Team (SAT) joint protocol for managing serious abuse notifications. The inter-departmental co-operation, co-ordination and co-working that results from this protocol is a model of its type.

Work has now begun on negotiating a joint CYPFS/Police protocol for managing youth justice work.

But there is still much work to be done in the inter-agency area. Key interfaces currently being addressed are:

Health

Work continues on the care and protection v health needs interface issues in relation to children and young persons with disabilities discussed earlier in this paper.

Voluntary sector providers

The appropriate purchase of services from agencies will be further clarified in new working arrangements with the New Zealand Community Funding Agency which acts as an agent for CYPFS in the purchase of services required.

Education

The 1995 recommendations of Education and Science Committee inquiry into children in education at risk through truancy and behavioural problems put the responsibility for addressing truancy and non-attendance problems back with the schools. Despite this there is a continuing expectation that CYPFS will play a significant role in attending to these problems.

The successful outcomes of the placement of a Royal Oak CYPFS social worker on site at Penrose High School prompted other schools to approach the previous Minister to facilitate similar working arrangements with CYPFS. The current Service view, however, is that such initiatives must be locally driven with CYPFS area managers making decisions on where their social workers are best placed to achieve the optimum outcomes under the Government Purchase Agreement. CYPFS would like to provide more social work support to schools as a matter of routine but current financial pressures mean that this support is not always available.

The expertise for social work in schools clearly lies within CYPFS and the Department of Social Welfare sees great value in the proposal. But any national commitment to the social workers in schools scheme is dependent on additional funding.

ADOPTION

IMPLEMENTATION OF THE HAGUE CONVENTION ON INTER-COUNTRY ADOPTION

Once the necessary legislation has been passed, the Director-General will undertake the responsibilities of the "Central Authority". The Adoption Information and Services Unit (AISU) of CYPFS will, along with NZCFA and the Social Policy Agency, develop the systems to implement the Convention. This is likely to be a mix of systems to approve and monitor non-government organisations undertaking this work, as well as systems for the direct provision of tasks that cannot be delegated.

An increasing number of adoption authorities in other countries are seeking formal agreement for Home Study reports on inter-country adoptive applicants to be undertaken by a government agency. The purpose is to safeguard children in accordance with Hague Convention principles and to prevent trafficking in children.

The Service sought and gained the approval of the Minister to process inter-country adoption applicants to the same standard as local adoptive applicants and in a similar way. This will mean the implementation of an education and preparation programme that specifically addresses the issues around the special needs of inter-country adopted children and their families.

RISK MANAGEMENT FRAMEWORK

The nationwide introduction of the child protection risk management framework has begun. This provides a clinical assessment tool and associated procedures. It establishes the necessary processes of knowledge based practice and casework supervision within which the critical assessment of the risk to the child will be made and will enable the targeting of interventions to identified high-risk factors. The child protection framework will be followed by frameworks to manage adolescent self-harm behaviours, and notifications of general behavioural/relationship difficulties.

Business Organisational Strategies

STRATEGIC & BUSINESS PLANNING

Till recently the CYPFS planning processes have been weak. There is a requirement in the 10-year Social Services Strategic Plan for improved strategic management. As a result this year, for the first time, a full three-year Strategic Business Plan has been developed, focusing on achieving the goals set out by the Social Services Strategic Plan.

Annual planning has also been introduced at the Area Office level. This year further integration between the Strategic Business Plan, National Fiscal Year Business Plan and Area Office Plans will occur. A new position - National Manager Strategic Resource Development - has been established to oversee this process. The key developments are greater congruence between strategic goals and business activity, and better planning of resource use.

ORGANISATIONAL MANAGEMENT

The major issue of 1996/97 is to continue the development and integration of management processes which will serve the strategic objectives of the Service.

The appointment of a Service Delivery Manager in July 1996 will ensure a clear separation between policy and operations. The ongoing role of this position will involve monitoring the performance of Area Managers, collating and analysing performance information and providing timely feedback and consistent application of sanctions and rewards.

While improved management data has enabled tighter monitoring of the Service's performance

against the Purchase Agreement the Department is clearly of the view that the Service has a shortfall in its funding requirements.

The \$11 million baseline increase for the 1996/97 financial year was targeted for quality improvement for service delivery. The Service will be seeking a further baseline increase for the 1997/98 financial year to address an increase in the volume and complexity of work.

A more planned and rational approach to baseline funding for CYPFS has been raised by the Department with Treasury. The Department is keen to see the development of a formula which would take into account demographic growth and other trends such as increases in youth offending. Discussion on the basis for such a formula has already begun with Treasury.

It is clear from recent demographic studies that the number of young New Zealanders under the age of 17 will increase - from 950,000 now, to one million in 2003, especially in the 10 to 16 year age group. Much of this increase will occur in the Māori population, and in Auckland in particular.

This information has major implications for CYPFS staffing, particularly in Auckland.

HUMAN RESOURCES

There are a number of human resource issues which need to be addressed in an integrated way. These include:

PROFESSIONAL PRACTICE

The business stands or falls on its ability to deliver a competent professional service. The Risk Management framework being introduced is

a tool. It will function best in a climate of up-to-date professional knowledge and systems of casework support and supervision.

Statutory social services require a sound knowledge of the law, high degree of professional skill, depth of experience, appropriate judgements about levels of intervention and appropriate resources, and creative ways to help and support clients. Meaningful systems are needed to monitor and support practice. Maintaining the health and safety of workers and retaining experienced staff are also major issues.

RECRUITMENT & RETENTION

CYPFS is currently having difficulty in both recruiting and retaining skilled social work staff. Turnover is escalating. It is now at a national average of 13.5 percent and rising, up from nine percent in the previous 12 months. In some areas, such as South Auckland, turnover is as high as 22 percent.

This turnover represents a critical loss of skill and experience which the Service cannot continue to sustain. There is a need for a shift in funding to promote the advanced development of social workers.

Specific outcomes sought include changes to pay structures and reward mechanisms which will both encourage and reward appropriate professional qualifications, skills and experience. It is planned to increase the maxima for both social workers and supervisors, to have additional monetary incentives for staff to achieve recognised qualifications, and to revisit the current performance pay/bonus system.

PROFESSIONAL DEVELOPMENT

The current internal training and development process (known as the Competency Programme) for social workers was comprehensively reviewed by Coopers and Lybrand in March 1996. The report highlighted a number of deficiencies in

the process and a working party was set up to address these.

One of the key recommendations of the working party was that CYPFS develop a compulsory training and development curriculum which incorporates the national unit standards which make up the new Certificate in Social Services together with additional standards which cover key knowledge, values and skills requirements for statutory social work practice.

The CYPFS Professional Strategy paper also recommends the registration of all social workers. The strategic goal is to promote the development and establishment of an independent registering body for the social work profession in New Zealand. This would require the registration of all social workers practising in New Zealand. A briefing paper is being prepared for the Social Policy Agency, recommending that a consultative project be established to work toward this end.

CYPFS does not feel well-served by some of the existing schools of social work and is moving to address problems with the universities and other training providers.

EQUAL EMPLOYMENT OPPORTUNITY

The Service is in the process of aligning EEO planning with business strategic planning. This will enable the Service to commence longer-term strategic EEO planning - probably on a three year basis.

Underpinning this shift is the desire to better integrate EEO into the human resources function and operation. In the year ahead the Service will be working to achieve this by ensuring EEO principles guide the development and implementation of key human resource functions such as performance management, workforce planning and organisational planning.

The key departmental EEO strategies for the year ahead are to:

- support staff with family responsibilities;
- further develop opportunities for Māori staff;
- further develop opportunities for Pacific Islands staff;
- further develop opportunities for staff from other ethnic groups;
- promote employment of people with disabilities;
- assist staff from EEO groups to further develop their skills;
- include core EEO material in training for all staff.

ORGANISATIONAL PLANNING

The Service strives to provide an organisational environment which sustains a good employee - employer relationship and provides for ongoing organisational planning and change. Initiatives in the area of Occupational Safety and Health, Equal Employment Opportunity and workplace reform are likely to bring about changes such as more flexible working hours and processes which will assist in furthering this objective.

BICULTURAL DEVELOPMENT

The core activities of the Service are prescribed by the Children, Young Persons, and Their Families Act 1989. This Act was substantially rewritten between its introduction into the House of Representatives in December 1986, and its passage into law in May 1989. The catalyst for this revision was the publication of Puaote-Atatu, the Report of the Ministerial Advisory Committee on a Māori Perspective for the Department of Social Welfare.

The Act makes major provision for culturally determined processes, and to a very large extent CYPFS activity is required to be responsive to bicultural objectives. Bicultural objectives are readily accepted by professional staff, although

it is still too early in the developmental process to claim that these are always achieved in practice.

Additionally the Service is committed to the organisational objectives of Te Punga (the Department of Social Welfare Bicultural Strategy for the 90's) and Lali (the Department Strategy for Pacific Islands Employment and Service Delivery. The Service is a major contributor to the development of Iwi Social Services, and is making considerable headway in seeking a staffing complement which reflects the cultural mix of its clients.

Some sites have discrete Māori and Pacific Islands social work teams. It is the aim of the Service to be able to provide a co-ordination of personnel and procedures which recognises and effectively addresses the cultural needs of clients. The operative word, however, is aim. The ongoing development and refinement of service delivery will be determined by local needs and, of course, available resources.

CHILDREN, YOUNG PERSONS AND THEIR FAMILIES SERVICE INFORMATION SYSTEMS

The key information system for the Service is SWIS, the Social Work Information System. SWIS is the repository of client case notes, and provides social workers with a national client database. SWIS is the primary source of KPI's (Key Performance Indicators) and supports various client-related administrative functions, such as the management of client financial plans.

The other two information systems of particular significance to the service are the human resource and payroll system (CHRIS) and the financial management information system (KAURI). CHRIS and KAURI are both DSW-wide systems also employed by other DSW business units. KAURI is a fully integrated system. Data need only be entered once, whereupon every

relevant part of the system will be updated enabling budget managers to access up-to-date expenditure levels at all times.

The business maintains an Information Systems Strategic Plan (ISSP) with a rolling three year horizon to guide information systems development and procurement. The plan is regularly reviewed and updated to reflect any significant changes in business strategies, government policy, or technology opportunities.

The ISSP identifies the need for the business to develop a holistic business and information model incorporating outcome as well as output measures. Such a model will form the basis for any future systems development at CYPFS.

BUSINESS & INFORMATION MODEL PROJECT

This is a major project to ensure that information systems are fully aligned with business objectives, and deliver quality information to practitioners and management on cost effective processes and interventions. The several sub-projects co-ordinated under this overarching strategy will result in a substantial reshaping or replacement of SWis (the Social Work Information System) within two or three years.

PROPERTY MANAGEMENT

The Children, Young Persons and Their Families Service currently occupies 69 buildings throughout the country with offices in most provincial centres. All of this accommodation, with the exception of seven locations is leased.

The Service presently owns 143 family homes and former staff houses, and operates five residential centres throughout the country. A number of the homes and houses are no longer used by CYPFS and strategies are being developed for the implementation of a disposal programme to reduce holdings to meet actual and specific needs. It is intended that the sale

of surplus properties will part-fund the residential services strategy.

Significant property issues include:-

- The recently announced relocation of Youth Justice facilities from the Northern Residential Centre;
- The Juvenile Sexual Abuse Treatment facility planned for Christchurch;
- The Resource Management Act implications for the five existing residential centres. The work required in this area is having a heavy impact in terms of staff time and cost. \$1 million has been allocated for this work for the 1996/97 financial year;
- Waikato Raupatu Claims Settlement: Negotiations with Waikato-Tainui on the transfer to the Land Holding Trustee of the settlement properties which comprise all surplus properties in the claim area have been satisfactorily concluded. Negotiations on remaining properties still in use are continuing.

Statutory & Non-Statutory Bodies

COMMISSIONER FOR CHILDREN

The Service works closely with the current Commissioner for Children. The Commissioner has broad statutory responsibilities under the terms of the CYP&F Act to monitor and assess the policies and practices of the Department of Social Welfare as they apply to the general welfare of children and young people, and to encourage the development of policies and services which promote the welfare of children and young people. The appointment to this position is made by the Governor-General on the recommendation of the Minister of Social Welfare.

The current Commissioner is both vigorous and thorough in his scrutiny of general issues confronting the Service and specific issues with individual case management. The Commissioner plays an active role in all case management reviews involving the death of any child or young person known to the Service, as a matter of policy. He and his staff also work routinely with National Office and CYPFS Area management, to resolve casework issues as they arise.

CARE AND PROTECTION RESOURCE PANELS

Care and Protection Resource Panels are set up in statute under the provisions of the Children, Young Persons and Their Families Act. The functions of these panels can be summarised as follows:

- to carry out the functions described in section 429 of the Children, Young Persons and their Families Act 1989;
- to enable social workers, police officers, care and protection co-ordinators to consult or inform the panel as required by the Act at various stages of the care and protection process;
- to help make decisions about the care and protection of children, and;
- to bring the perspective of the local community, of other agencies, disciplines, cultures and experiences to these decisions.

There are currently 56 panels across the country servicing a diverse range of urban and rural communities. They meet on average at least fortnightly, although the frequency of the meetings is dependent on the number of incidents of child abuse and neglect reported to the local CYPFS office. Urban area panels tend to meet weekly, whereas those in some of the more remote rural areas meet on a monthly basis.

The membership of panels spans a mix of governmental, community agency and professional and cultural representatives. Ideally a panel will reflect the cultural make-up of the community it serves and comprise people with a commitment to child protection. Area managers have a responsibility to ensure that panels are able to give advice that is relevant to the community they serve.

CHILD & FAMILY SUPPORT SERVICES

As with Iwi Social Services the Act also encourages the provision of social services by voluntary and community-based organisations to complement the core activities of CYPFS.

Child and Family Support Services may be approved under the Act by the NZ Community Funding Agency to provide a range of services. This approval enables these services to offer alternative care services such as foster families or alternative care in family-like settings.

There are currently approximately 107 Child and Family Support Services. When CYPFS refers children to these agencies the funding is contracted via the NZ Community Funding Agency through a placement contract.

NEW ZEALAND FAMILY & FOSTER CARE FEDERATION

The strong advocacy role which the New Zealand Family and Foster Care Federation takes on behalf of caregivers cannot be overstated. The Federation provides support, networking and liaison on behalf of those who care for children and young people and provides a vital link between caregivers and CYPFS.

The Federation network provides CYPFS with an excellent overview of caregiving issues, often picking up issues, and anomalies, that may risk being overlooked by the Service. For example, the major concern raised at their 1996 annual conference was the lack of CYPFS consideration concerning support and resourcing for family/whānau caregivers, as compared to the resources which are invariably put in place for out-of-family caregivers.

The Service acknowledges the important role played by foster parents and other alternative caregivers in the development of children and young people unable to be cared for by their own parents.

SERIOUS ABUSE TEAMS

Serious Abuse Teams (SAT) teams are a non-statutory, organisational entity developed between Police and CYPFS to jointly manage

sexual abuse enquiries. They arise from an agreed national protocol between the two agencies that each site will nominate trained and suitable personnel to work in the teams.

Operationally, each agency undertakes to advise the other when a case arrives and to decide together how the investigation will be managed.

SAT is the term most commonly used in CYFPS. The Police prefer CAT (child abuse team) which for them better differentiates this task from other work. In large centres there may be full-time teams in each agency. In smaller centres, a joint "team" of police officer and social worker forms around a particular case when necessary.

While the teams were initially established to manage in parallel the criminal and child protection requirements of sexual abuse cases, the model can apply, and often is applied, to other child abuse matters.

Outcomes & Output Classes

OUTCOMES

The services delivered by CYPFS are intended to contribute towards the achievement of the following outcomes:

- Parents, families/whānau and communities take responsibility for the care, protection and control of their children and young persons;
- Children and young persons are safe within the family/whānau group, and are protected where their safety and well-being cannot be guaranteed;
- The community is protected from children and young persons whose behaviour is harmful;
- Children and young persons who offend are held accountable for their actions, and discouraged from further offending;
- Adoption provisions are managed in the interests of the child, and parties to adoption have greater access to information about each other.

OUTPUTS

OUTPUT CLASS D7 - PUBLIC AWARENESS SERVICES FOR THE WELL-BEING OF CHILDREN, YOUNG PERSONS AND THEIR FAMILIES

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases public education activities designed to meet the Director-General's obligation to promote the well-being of children, young persons and their families and family groups in accordance with the objects of the Children, Young Persons and Their Families Act 1989.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- A major promotional campaign will be conducted through the national media;
- An estimated 2,000 schools and other groups will be visited;

Quality

- A post-promotional survey will disclose an increase in public awareness in comparison to pre-promotional survey;
- Subsequent evaluations will assess 75% of representations visits as having been successful.

Cost

Outputs in this class will be provided within the appropriated sum of \$4.473 million including GST. The GST exclusive amount of \$3.976 million will be funded from revenue Crown of \$3.973 million and estimated revenue from third parties of \$0.003 million. The 1995/96 final appropriation for this output class was \$5.957 million including GST.

OUTPUT CLASS D8 - RISK IDENTIFICATION AND MANAGEMENT

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases a risk identification and management service for all situations where children and young persons are reported at risk.

of abuse, neglect or deprivation, or exhibit harmful behaviours. These situations are investigated and managed in compliance with the law.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- An estimated 23,000 to 25,000 notifications will be investigated;
- An estimated 3,100 to 3,300 reports will be made to the Family and Youth Courts;

Quality

- Action taken on accepted notifications within seven working days of receipt in 75% of cases;
- A minimum of 90% of reports and assessments will be prepared and available at least two working days before the hearing.

Cost

Outputs in this class will be provided within the appropriated sum of \$49.402 million including GST. The GST exclusive amount of \$43.913 million will be funded from revenue Crown of \$43.851 million and estimated revenue from third parties of \$0.062 million. The 1995/96 final appropriation for this output class was \$47.707 million including GST.

OUTPUT CLASS D9 - FAMILY RESOLUTION SERVICES

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases the management of resolution processes by means of Agreements with families/whānau, statutory Family Group Conferences (FGCs), and giving effect to plans and orders of FGCs and the Courts.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- An estimated 3,000 to 3,200 family/whānau agreements will be negotiated;
- An estimated 8,200 to 9,000 referrals will be accepted for Family Group Conferences;
- An estimated 10,800 to 12,000 Family Group Conference Plans and Court Orders will be managed;

Quality

- 75% of family/whānau agreements will be finalised within three months and no further action required;
- 75% of Family Group Conferences will reach agreement;
- 60% of plans and Court orders achieving their goals and no further action required.

Cost

Outputs in this class will be provided within the appropriated sum of \$86.966 million including GST. The GST exclusive amount of \$77.303 million will be funded from revenue Crown of \$77.218 million and estimated revenue from third parties of \$0.085 million. The 1995/96 final appropriation for this output class was \$80.206 million including GST.

OUTPUT CLASS D10 - RESIDENTIAL AND CAREGIVER SERVICES

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases accommodation and care services provided by the Children, Persons and Their Families Service for the care and custody of children and young persons who have been arrested or remanded by courts, or who are in the Director-General's custody by order or agreement.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- 133 residential care beds will be provided;
- An estimated 2,350 care giver services beds will be provided;
- An Estimated 420 Family Home beds will be provided;

Quality

- Each person admitted to residential care will have objectives set in their individual residential care programme. These objectives will be met in a minimum of 90% of cases;
- All care givers will be assessed every six months against departmental service standards.

Cost

Outputs in this class will be provided within the appropriated sum of \$33.092 million including GST. The GST exclusive amount of \$29.415 million will be funded from revenue Crown of \$29.276 million and estimated revenue from third parties of \$0.139 million. The 1995/96 final appropriation for this output class was \$32.243 million including GST.

OUTPUT CLASS D11 - ADOPTION AND INFORMATION SERVICES

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases the management of adoption, including inter-country adoption, and the provision of information to the parties of adoption about each other. The Minister also purchases the services to provide information to parties of previous adoptions, and provide contact assistance and mediation services.

QUANTITY, QUALITY AND COST

The Minister will expect the following quantity, quality and cost performance indicators to be met:

Quantity

- An estimated 400 to 450 reports to the Court on final orders will be provided;
- Responses to an estimated 4,500 to 5,000 inquiries under the Adult Adoption Information Act will be prepared;

Quality

- 95% of reports to the Court will be available to the Court within 20 working days of the Court's request;
- All responses under the Adult Adoption Information Act will comply with legislative standards.

Cost

Outputs in this class will be provided within the appropriated sum of \$6.046 million including GST. The GST exclusive amount of \$5.374 million will be funded from revenue Crown of \$5.363 million and estimated revenue from third parties of \$0.011 million. The 1995/96 final appropriation for this output class was \$6.452 million including GST.

FINANCIAL INFORMATION

CHILDREN, YOUNG PERSONS & THEIR FAMILIES SERVICE STATEMENT OF FINANCIAL PERFORMANCE

| ACTUAL 30/06/96 \$'000 | BUDGET 30/06/96 \$'000 | | BUDGET 30/06/97 \$'000 |
|------------------------------|------------------------------|--|------------------------------|
| REVENUE | | | |
| 153,091 | 153,091 | Crown | 159,681 |
| 278 | 300 | Other | 300 |
| <u>153,369</u> | <u>153,391</u> | Total Revenue | <u>159,981</u> |
| EXPENSES | | | |
| 82,903 | 83,004 | Personnel | 81,690 |
| 27,410 | 29,501 | Operating | 29,176 |
| 20,054 | 19,465 | Special Costs | 23,775 |
| 4,051 | 4,006 | Depreciation | 6,031 |
| 5,937 | 6,031 | Capital Charge | 6,688 |
| 11,788 | 11,384 | Inter Business Unit Allocations | 12,621 |
| <u>152,143</u> | <u>153,391</u> | Total Expenses | <u>159,981</u> |
| <u>1,226</u> | <u>0</u> | NET OPERATING SURPLUS/(DEFICIT) | <u>0</u> |
| OUTPUT EXPENDITURE | | | |
| 5,214 | 5,295 | Public Awareness Services | 3,976 |
| 42,113 | 42,406 | Risk Identification & Management | 43,913 |
| 70,893 | 71,294 | Family Resolution Services | 77,303 |
| 28,254 | 28,661 | Residential & Care Giver Services | 29,415 |
| 5,669 | 5,735 | Adoption & Information Services | 5,374 |
| <u>152,143</u> | <u>153,391</u> | | <u>159,981</u> |



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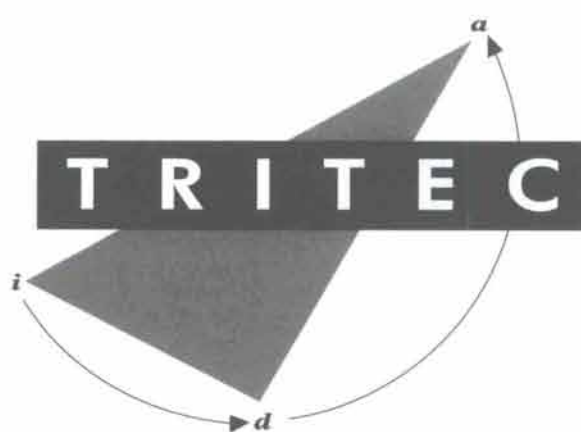


Table of Contents

| | |
|--|----|
| Introduction | 4 |
| Vision, Mission and Values Statement | 6 |
| Key Functions | 8 |
| Management Structure | 9 |
| Management Responsibilities | 10 |
| Overview of Policy and Operational Changes 1993/96 | 11 |
| Recent Major Undertakings and Achievements | 12 |
| Strategic Objectives | 13 |
| Key Issues for 1996/97 | 14 |
| Business Organisational Strategies | 15 |
| Financial Information | 16 |

Introduction

TRITEC supports the business units of the Department of Social Welfare with Information Technology services. In particular, TRITEC is responsible for the operation and maintenance of the Department's major information systems including SWIFTT and TRACE on behalf of Income Support and SWis on behalf of the Children Young Persons and Their Families Service (CYPFS).

TRITEC is responsible for the delivery of high volumes of payments (35 million bank deposits a year) to Income Support customers throughout New Zealand. These payments to customer bank accounts total approximately \$9.5 billion per year. TRITEC also prints and posts letters, declaration forms, tax certificates and other information to Income Support customers. There is an average of 8 million pieces of mail a year.

TRITEC has approximately 120 staff and operates from Lane Street, Upper Hutt.

In August 1993 the Director-General appointed a Management Board for TRITEC. The Board members are:

| | |
|---------------------|---|
| John Cameron | Chairperson of Lumley Insurance |
| Chairperson | Chairperson of the Board of Income Support. Chairperson of the Vehicle Testing Authority. Director of a number of public and private companies including Richmond Meats and Skellerup. Former Chairperson of Works Corporation and member of the Board of Transit New Zealand. |
| Oliver Nees | Accountant and member of the Income Support Board. |
| John Peters | Former Managing Director of Fujitsu NZ Ltd and former Chief Executive of Wairarapa Health. |
| Denis Thom | Lawyer. Chairperson of Children, Young Persons and Their Families Service. Chairperson of Wellington International Airport and director of a number of companies. |

The Board's role is to advise and support the General Manager in the management of TRITEC as a cost effective systems internal service provider. Departmental business units have a choice as to whether they purchase Information Technology (IT) services from TRITEC or elsewhere. TRITEC must therefore operate in a business-like and commercial manner.

TRITEC has restructured into client support divisions and decreased staffing (see table below) to meet the role of service provider to the rest of the Department. Training has been undertaken to equip a workforce able to work on new systems. This includes a network support team which has been established to manage, support and oversee the operation of the new corporate network.

TRITEC has Service Level Agreements with the other business units of the Department. These agreements detail how the systems will be operated, what services will be provided, how this will be reported upon and what costs are invoiced. New work outside the agreements is separately tendered and charged for.

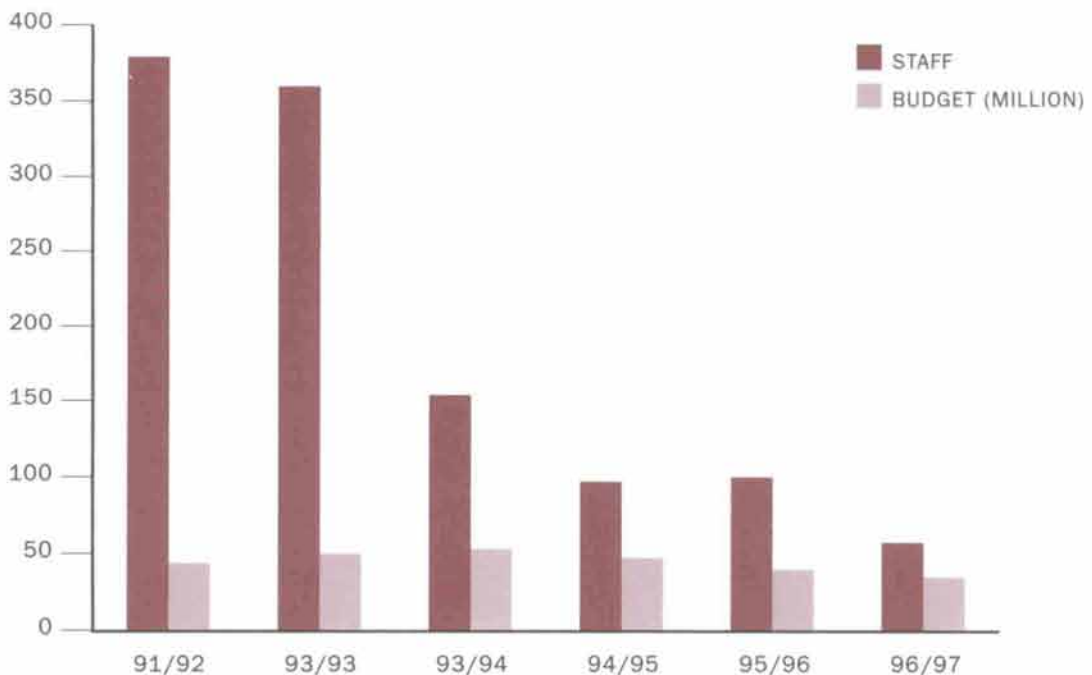
TRITEC currently operates in a contestable manner with a current budget of approximately \$34 million.

Fiscal 96 provided TRITEC the opportunity to demonstrate that positive results, performance and achievements could be attained in very demanding circumstances (the pace, extent and volume of change was very high). The Business Plan for 1996 established the "Year of Credibility" as its goal and by achievements in a number of areas, TRITEC has demonstrated a major improvement in its credibility.

The Business plan for Fiscal 97 has been developed to continue the service improvements of the past year and to deliver "Consistent Superior Service" to all customers while maintaining a commercial focus in business practices.

In addition to the internal focus on delivery of service, TRITEC will work with external vendors to develop relationships and partnerships for ongoing service. A study is currently underway to define options and strategies for the future of TRITEC.

TRITEC STAFF AND BUDGET 1992-1997



Vision, Mission and Values Statement

VISION STATEMENT

To be the Department of Social Welfare's centre of excellence and choice for information management services.

MISSION

Excellence through Partnerships

We shall work with our customers to achieve their business aims by providing information management services which are competitively priced and professionally delivered.

TRITEC ROLE

The role of TRITEC is:

To be a centre of excellence for the sale and supply of professional information technology and management services.

VALUES STATEMENT

These values create the base ethics and professional standards of all TRITEC employees:

| VALUE | DELIVERY EXPECTATION |
|--|---|
| Integrity | Commitment to our customers Commitment to partnership solutions with our customers Understand the customers' goals and aims Open and honest communication |
| Professionalism | Customer Service is Excellent Exact specifications of work to be carried out in a timely and cost effective way Service Level Agreements specifying service/product at a commercial cost |
| Expertise | Offer a range of services backed up by trained technical and professional staff |
| Excellent Consistent Friendly Service | Customers act in positive way in interactions with TRITEC Customers are satisfied with TRITEC performance at all levels React in a positive professional manner to urgent needs of our customers. |

| VALUE | DELIVERY EXPECTATION |
|--------------------------|---|
| Results | <p>Customers receive timely, accurate cost effective information</p> <p>Internal TRITEC results are measured by customer satisfaction and fiscal reporting.</p> |
| Quality | <p>Maintain sound work practices in line with ISO standards</p> <p>Increase customer satisfaction to one of delight by exceeding expectation within established costs</p> |
| Accountability | <p>All staff are accountable to both the customer and TRITEC management for achieving objectives and goals</p> |
| Creativity | <p>Customers feel they have the best possible solution that meets their business needs</p> <p>Provide the customer options</p> <p>Be flexible in solution provisions</p> |
| Competitiveness | <p>Customers feel they have the best business solution</p> <p>Be price competitive with other IT providers</p> <p>Create/maintain an excellent reputation within the IT industry and with our customers</p> |
| Trust and Honesty | <p>Customers must feel that they can trust TRITEC with confidential information</p> <p>Demonstrate sensitivity to all our customers' needs</p> |

Statement of Purpose

TRITEC's business responsibilities to the Department of Social Welfare are:

- 1 To manage all information systems and support services provided to the Department of Social Welfare under agreed Service Level Agreements (SLA's);
- 2 To build, develop and manage new information systems, enhance existing systems and provide consultancy and project management under contract from TRITEC's customers in appropriate 'open market' conditions;
- 3 To provide advice to all areas of the Department of Social Welfare on information systems in the areas of operational development, telecommunications and maintenance experience;
- 4 To provide relationship account management to understand and meet the business requirements of the Department of Social Welfare.

Key Functions

TRITEC does not itself produce DSW outputs but rather provides Information Technology services which assist the business units to achieve their outputs. These include:

PAYMENTS

Delivery of high volumes of payments (35 million bank deposits a year) to Income Support customers throughout New Zealand.

COMMUNICATIONS TO INCOME SUPPORT CUSTOMERS

Printing and posting letters, declaration forms, tax certificates and other information to Income Support customers. There is an average of 8 million pieces of mail a year.

COURIER SERVICES

Two courier services are provided for the clients. One involves daily courier packs to all Income Support district offices and the other is based around the Wellington area.

SOFTWARE SERVICES

Development, maintenance and support of TRITEC information systems including SWIFTT, SWis, COBOL and TRACE as required and agreed by the client business units. There is an average of 3,000 code changes a year.

SERVICE DESK

Provision of Service Desk services to district users of the SWIFTT, SWis and NZCFA information systems. There is an average of 40,000 calls a year.

MANAGEMENT INFORMATION

Supply of timely information in tape, hard copy and diskette form relating to the SWIFTT and SWis information systems to our business clients.

BATCH PROCESSING

Monitoring the performance of the overnight production batch work and resolving all batch problems. There is an average of 800,000 computing transactions on the systems every day.

RISK AND SECURITY

Assessing and reviewing the risks of the information systems TRITEC manages, and ensuring appropriate back up and continuity plans and procedures are put into place.

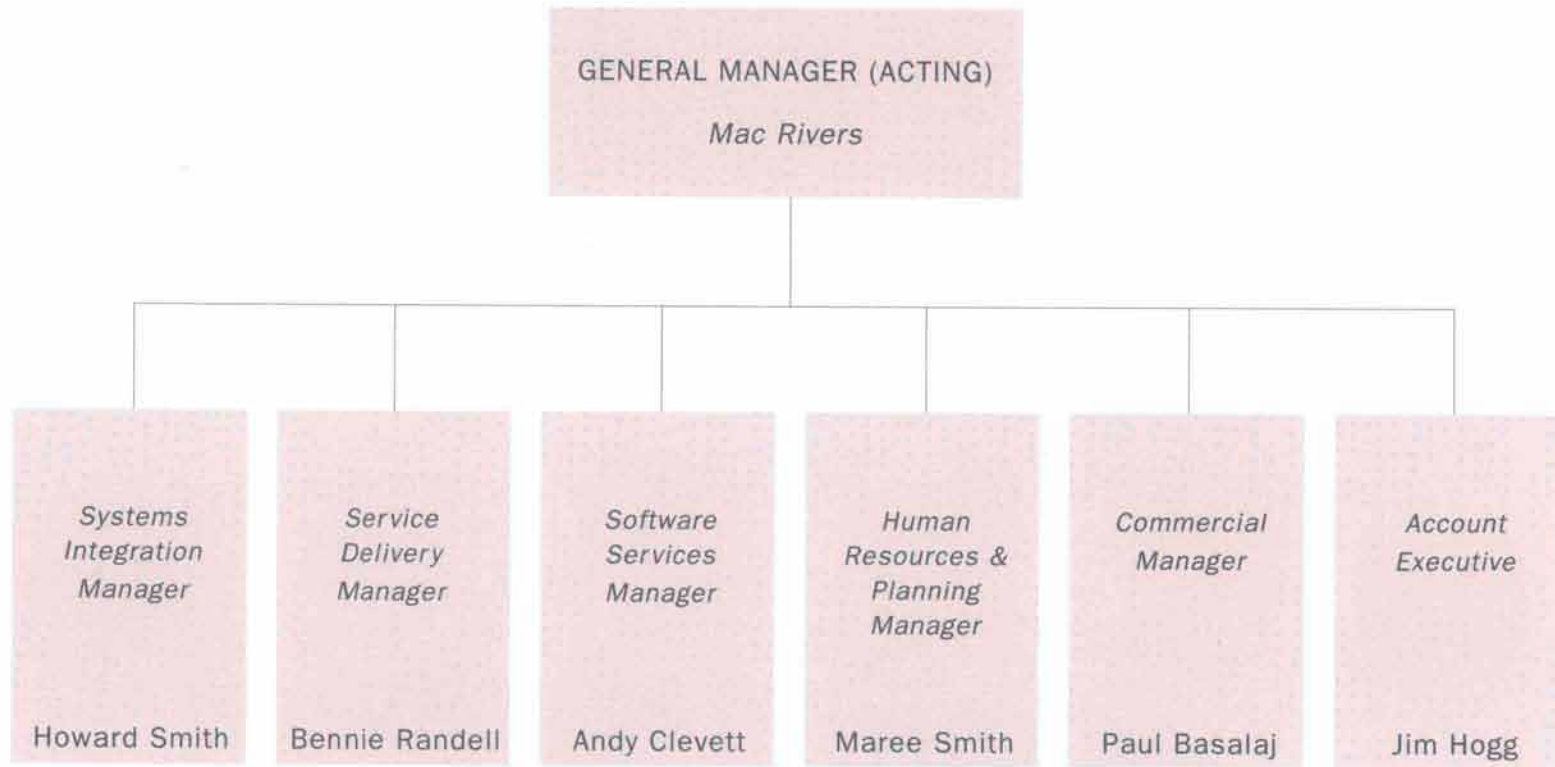
TECHNICAL SUPPORT

With the implementation of the Consolidated Network, TRITEC manages from Upper Hutt the hardware platform for all DSW systems across New Zealand. This involves maintaining the operational availability of over 4,500 terminals and printers, 140 minicomputers and 2 mainframes.

PROJECT MANAGEMENT

TRITEC project managers are available for any type of IT project.

Management Structure



Management Responsibilities

TRITEC MANAGEMENT BOARD :

John Cameron (Chairman)

Oliver Nees

John Peters

Denis Thom

TRITEC SENIOR MANAGEMENT TEAM:

ACTING GENERAL MANAGER:

MAC RIVERS

Accountable for the management of TRITEC, directing the senior management team and contributing to corporate management of the Department as required.

ACCOUNT EXECUTIVE:

JIM HOGG

Builds and maintains relationships with customers and senior management, reports on Service Levels involved in new business initiatives and service and product planning.

HR & PLANNING:

MAREE SMITH

Provides Human Resource consultancy services to managers and facilitates the planning processes within TRITEC.

COMMERCIAL:

PAUL BASALAJ

Responsible for TRITEC's financial and asset management including accounting services, management reporting and monitoring, budget and business planning co-ordination, as well as providing administration and risk management services to the business units.

SOFTWARE SERVICES:

ANDY CLEVETT

Provides analysis of client requirements, the preparation of design documents and project plans, and the delivery of new software or changes to existing software.

SYSTEMS INTEGRATION:

HOWARD SMITH

Provides Service Desk support to manage the resolution of network, database, open systems, and mainframe faults. Provides support in database, networking, open systems to DSW business units as defined in Service Level Agreements.

SERVICE DELIVERY:

BENNIE RANDELL

Ensures the delivery of mainframe processing services for DSW business unit customers are carried out to Service Level Agreement or agreed contractual levels.

Overview of Policy and Operational Changes

In 1990 TRITEC delivered a major system, SWIFTT, to meet the needs of the income support delivery arm of the Department of Social Welfare. This was developed on a UNISYS Mainframe using LINC language applications.

At that time TRITEC was primarily concerned with systems development focused on LINC solutions. To keep ahead of the customers needs, however, the organisation needed to grow and develop new technology skills. This was not identified at the time and TRITEC continued in the same development mode. The TRICOST Review and subsequent restructuring in early 1993 was the first move towards the new requirements.

In August 1993 the Director-General appointed a Management Board for TRITEC. Since then TRITEC has re-evaluated its goals and where it can add value to the Department of Social Welfare by continuing to service the customer with technology solutions. An internal review of TRITEC identified that TRITEC could be developed into a Technology Service Provider. To achieve this, major restructures of work processes, procedures, practices and skills requirements were required and internal business systems were also needed.

The re-engineering of TRITEC was completed in 1995 with new costing systems installed, business models identified, staff/management re-structured to achieve a "flattened" structure, matrix-management style methods of working in place, and a new senior management team established. All major contracts have been reviewed to re-negotiate them to a more commercial base, and Service Level Agreements based on real costs are in place with the customer business units. Account relationship

management is in practice, which means that the business units of the Department are treated as formal customers of TRITEC.

With the completion of the restructure new skills are in place or being actively recruited in the market place. TRITEC is now in the service market for UNIX, Oracle, Desktop Services, LAN Services, Network Support Services and Project Management, as well as maintaining the LINC System. This is a complete turnaround from the previous mainframe/LINC environment. TRITEC now provides the Department of Social Welfare with a technology unit that manages its services and advises and consults on technology issues to aid business imperatives.

The change in management practices in TRITEC has resulted in a business unit which is increasingly effective and efficient. TRITEC now operates on a private sector model and aims at becoming fully competitive with the outside market. This has meant greater savings for the Department and the delivery of professional service to the business unit customers.

Recent Major Undertakings and Achievements

MANAGEMENT

- The implementation of a costing/invoicing system to enable complete reconciliation of expenses against work.
- Commercial-style reporting to the Management Board
- Shareholders funds of \$1.5m returned to Corporate Finance for redistribution to other business units for Fiscal 95.
- Contracts to the value of \$27m managed on behalf of the Department. Major contracts successfully renegotiated and significant savings achieved.
- Pricing regime established for services to the Department within the Service Level Agreements and projects, resulting in accurate quotations for work.

SERVICES

- All scheduled payment dates have been achieved.
- Payments to customer bank accounts of \$9.5 billion per year.
- System enhancements/changes 1 July 1995 - 30 June 1996:
SWIFTT - 27 major releases as well as weekly minor releases;
TRACE - 6.
- Implementation of Staggered Pay Days project which changed the benefit payment day for 400,000 cases (only 3 benefits paid on the wrong day).
- Decreased the number of outstanding faults from over 1,000 to no more than 30 at any one time.
- Major involvement in the project that implemented the new nationwide Consolidated Network.
- Availability of the mainframes and network in excess of Service Level Agreements.
- Approximately 1 million tax certificates were printed and mailed out within 7 days. General adjustments were successfully processed to meet government timeframes.
- Approximately 8 million pieces of mail processed a year.
- Support of the SWis system for Children, Young Persons & Their Families Service, Information Analysis Platform (IAP) for the Social Policy Agency, and support services for the Community Funding Agency's information systems.

Strategic Objectives

COMMERCIAL MANAGEMENT OF TRITEC TO PROVIDE SERVICES TO THE DEPARTMENT AT COMPETITIVE PRICES.

- Continue to develop TRITEC commercially to provide competitive, commercial services to all business units. Develop commercial 'bid' practices when costing/quoting for new work within the Department of Social Welfare. To identify in all bids the unique contribution which TRITEC can make to produce professional proposals which can compete with those from external organisations.
- Continue to improve infrastructure systems of TRITEC to improve efficiency, effectiveness and reduce costs to ensure competitive structures.
- Develop Service Level Agreements as new systems are introduced, ensure business units appreciate the deliverables from the Service Level Agreements that are being constantly met.
- Retain revenue with our current customer base by customer service and satisfaction through establishing customer loyalty.
- Consistently deliver superior service to enable our customers to achieve their agreed outputs.

CONTINUE TO DEVELOP THE BUSINESS RELATIONSHIPS WITH THE BUSINESS UNITS AND VENDORS OF THE DEPARTMENT OF SOCIAL WELFARE TO PROVIDE MANAGEMENT AND SUPPORT AS REQUIRED

- Develop/maintain relationships with key vendors who provide IT goods and services to the Department of Social Welfare.

- Continue to develop Account Management relationships to become the preferred supplier by choice, establish and maintain a high credibility with business units' IT Managers and Senior Management Teams.
- In consultation with the Information Systems Co-ordination Unit, manage the operation of the Information Analysis Platform, Kauri - Financials, CHRIS - Payroll and the Consolidated Network.
- Work with the business units in delivering technology projects to expectations in a highly professional manner, on budget and on time.
- Be a 'value' provider in all ISSP projects.
- Manage the operations of the SWIFTT application for Income Support.
- Manage the operations of the SWis application for Children, Young Persons & Their Families Service.
- Provide support for the business systems of the NZ Community Funding Agency.
- Provide impact assessments on draft policy changes to the Social Policy Agency.
- To continue to be the Department of Social Welfare's technology agent in the management of all technology contracts in a totally professional and commercial manner.

THE RETENTION AND RECRUITMENT OF SKILLED STAFF IN SPITE OF EXTREMELY COMPETITIVE MARKET CONDITIONS AND SKILLS SHORTAGES

- Maintain a level of professional standard, ethics and practices for all TRITEC staff.
- Grow the multi-skills of all TRITEC employees to cover all aspects of IT.
- Increase the knowledge and understanding of all TRITEC employees in current and future technologies in order that innovative IT solutions can be offered to clients.

Key Issues for 1996-97

TRITEC has a single large and complex customer for 1996/97, the Department of Social Welfare. With the guidance of the Department, TRITEC will seek to enhance the technology solutions to each business unit under the guidelines of the Information Systems Co-ordination Unit's standards, procedures and practices.

The issues which will affect TRITEC are:

- The complexity of enhancements to SWIFTT (the LINC system) which will be required at the same time as work is carried on to convert SWIFTT to an Oracle system as defined in the Information Systems Strategic Plan (ISSP). This will cause major resource and management issues, requiring staff to have two sets of skills, while being flexible enough to move from one skill set to another on a daily basis. Other issues for TRITEC on this conversion are involved with the timeframes and speed of the change;
- The volume of planned changes to SWIFTT within the next 9 months has absorbed all of TRITEC's capacity to undertake any additional SWIFTT changes during this period;
- The centralised management of the consolidated network as an automated support process will involve TRITEC in working in an area which has not previously been attempted in New Zealand for a network of this size;
- Staffing will be a major challenge for TRITEC as it is required to recruit and retain staff in a market which is extremely competitive and has skill shortages on a global scale;
- The impact of the new MMP government system and the Welfare to Well-being initiative will continue to result in information requests from customers. The uncertainty, volume of work and the urgency of information requirements will all contribute to a high-pressure work environment.

TRITEC priorities are to improve performance in the delivery of services supporting existing business systems, while at the same time undertaking the development of customers' new business systems.

The strategic direction of Information Technology for the Department of Social Welfare, as set by the Department's Information Systems Co-ordination Unit, is toward Oracle-based open systems. Positioning TRITEC to develop and support such systems for the Department's business units will simultaneously position TRITEC extremely well, strategically, within the marketplace beyond our departmental customers.

TRITEC will improve its service delivery performance by:

- establishing and monitoring effective workflow processes and work practices, which are fully understood and supported by all staff, and which streamline the process for delivery of products to our customers;
- building a service orientated attitude within our staff;
- controlling work in progress, and planning for optimal utilisation of our developmental resources, especially our staff;
- keeping our customers fully informed of the status of work we are performing for them through TRITEC Account Management;
- demonstrating our ability to meet or exceed our customers' service delivery expectations, thereby establishing our credibility by our actions;
- installing the development tools necessary to support TRITEC customers' future business systems, and upskilling TRITEC staff in preparation for developing those systems;
- ensuring we develop or recruit the skills necessary for the technical support of networks, platforms, client servers, and desktop technology.

Business Organisational Strategies

HUMAN RESOURCE PLAN

TRITEC's Human Resource plan is based on the recruitment and retention of skilled staff.

Initiatives concentrate on:

- Ongoing evaluation and amendment of all HR policies to ensure they are effective in the new environment;
- Building on the commitment to management development and training;
- Maintaining good industry contacts and reputation to encourage the recruitment of suitable individuals;
- Individual management and staff development plans;
- Frequent staff assessments;
- Salary packages which are market related through the use of regular, relevant market surveys and information;
- Linking salary packages to performance;
- Career and succession planning with an emphasis on internal promotions;
- Ensuring TRITEC provides a safe working place by the use of Health and Safety, Equal Employment Opportunity and Anti-Sexual Harassment plans;
- Ensuring TRITEC employment contracts are appropriate to the Information Technology industry;
- TRITEC will continue to work within the Department's strategies for EEO and biculturalism by making them relevant to our industry.

ISSP

TRITEC will continue to work with the business units and the Information Systems Co-ordination Unit to ensure the strategic direction set by the ISSP is delivered.

PROPERTY MANAGEMENT

TRITEC will continue to manage its property according to the policies and procedures defined by the DSW Property Steering Committee.

FINANCIAL INFORMATION

TRITEC FINANCIAL OPERATING STATEMENT

| ACTUAL 30/06/96 \$'000 | BUDGET 30/06/96 \$'000 | | BUDGET 30/06/97 \$'000 |
|------------------------------|------------------------------|--|------------------------------|
| REVENUE | | | |
| 0 | 0 | Crown | 0 |
| 0 | 0 | Other | 0 |
| <u>0</u> | <u>0</u> | Total Revenue | <u>0</u> |
| EXPENSES | | | |
| 6,397 | 6,112 | Personnel | 6,906 |
| 32,708 | 31,786 | Operating | 29,260 |
| 0 | 0 | Special Costs | 0 |
| 1,184 | 1,590 | Depreciation | 1,668 |
| 199 | 199 | Capital Charge | 575 |
| (40,488) | (39,687) | Inter Business Unit Allocations | (38,409) |
| <u>0</u> | <u>0</u> | Total Expenses | <u>0</u> |
| <u>0</u> | <u>0</u> | NET OPERATING SURPLUS/(DEFICIT) | <u>0</u> |

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DEPARTMENT OF

Social Welfare

Te Tari Toko i te Ora

SOCIAL POLICY AGENCY

Rōpū Here Kaupapa

Table of Contents

| | |
|---|----|
| Introduction | 4 |
| Vision, Mission, Purpose, and Values | 5 |
| Key Functions | 6 |
| Management Structure | 7 |
| Management Responsibilities | 8 |
| Management Objectives | 9 |
| Policy Work Programme | 9 |
| Strategic Policy Directions | 10 |
| Policy Work 1996/97 | 11 |
| Outstanding Legislative Issues | 12 |
| Major Issues for Welfare Policy | 14 |
| Human Resources | 15 |
| Outcome and Output classes | 16 |
| Financial Information | 18 |
| Appendix 1 - Statutory and Non-Statutory Boards | 19 |
| Appendix 2 - Recent Publications | 21 |

Introduction

The Social Policy Agency was established in May 1992 as the business unit, within the Department of Social Welfare, with responsibility for the development and delivery of policy advice and ministerial services to Ministers.

For 1996/97 the Social Policy Agency (SPA) has a budget of \$8.414 million. The Agency is structured into four divisions; Income Maintenance Policy, Social Services Policy, Strategic Policy, and Social Policy Information. The current staff allocation for each division is as follows:

- Income Maintenance Policy Division - 21 staff;
- Social Services Policy Division - 17.5 staff advising on general social services policy, 3.5 staff in a Family Violence unit, and 5 staff in a Senior Citizens Unit advising the Minister of Senior Citizens;
- Strategic Policy Division - 9 staff allocated to strategic policy, strategic planning, and special projects; and
- Social Policy Information Division - 32 staff allocated to Information Service, Research, Evaluation, Forecasting and Modelling, and Specialist Advice.

SPA is a vital instrument for developing new directions and instituting welfare policy change. Its policy advice responsibilities span the full scope of the Department's delivery businesses, Income Support, Children, Young Persons and their Families Service, and the New Zealand Community Funding Agency. SPA has responsibility for the co-ordination of legislative reviews arising from policy changes. It also has responsibility for the co-ordination of strategic policy thinking and development across the Department, and in the significant areas of interface between the Department and the wider social policy sector.

Recent highlights of SPA's contribution to the Welfare to Well-being vision include the development of:

- a strategic policy plan for income support;
- a strategic policy plan for social services;
- a positive ageing strategy;
- cross-sectoral community development projects in Waitakere City and Opotiki; and
- the "Beyond Dependency : A Watershed for Welfare" Conference to be held in March 1997.

Vision, Mission, Purpose and Values

The Social Policy Agency's vision and mission statements are closely linked to the broad welfare to well-being objectives of the Department of Social Welfare.

THE AGENCY VISION IS:

Policy advice for the well-being of all New Zealanders.

THE AGENCY MISSION IS:

The Agency will provide Government with sound and strategic advice on social policy to improve the well-being of New Zealanders.

THE AGENCY PURPOSE IS:

The Agency is accountable for providing sound and strategic social policy advice for the Director-General to service the Department's principal policy clients, namely the Minister of Social Welfare, the Minister for Senior Citizens and, to a lesser degree, the Minister in Charge of War Pensions.

Sound and strategic social policy advice :

- 1 results in well-informed government decisions which assist people to meet their family and community obligations, and contributes to a bicultural society allowing people to have sustainable opportunities to achieve their full potential;
- 2 is based on rigorous objective analysis, a relevant research and information base, a clear assessment of the operational feasibility and costs of policy options,

appropriate consultation, an accurate assessment of how policy changes impact on the people of New Zealand, and a clear understanding of the broader context of social and economic policy formation; and

- 3 accurately and fairly represents the needs and objectives of those most affected by social policy changes, namely users and providers of social services and the taxpayers who fund them, and are in accordance with the Treaty of Waitangi and the spirit of Puaoteata-tu (Te Punga and Lali).

THE AGENCY ASPIRES TO VALUES OF:

- professionalism
- political awareness
- bicultural development
- initiative and innovation
- a stimulating work environment

Key Functions

The role of the Agency is to provide high quality policy advice across a wide range of social policy issues to its clients i.e. the Ministers of Social Welfare and Senior Citizens and the Minister in Charge of War Pensions.

Specific functions undertaken by the Agency include the provision of:

- policy analysis and advice
- policy information
- forecasting and cost modelling
- policy research and evaluation
- legislative servicing
- policy related ministerial servicing (ministerial correspondence, parliamentary questions, select committee, etc).

Policy advice delivered by the Agency can cover the breadth of the portfolio responsibilities of the Ministers of Social Welfare, Senior Citizens and War Pensions. It also deals with the major interfaces between welfare policy and other sectors such as health, education, employment, taxation.

The Agency is also responsible for servicing two government appointed advisory bodies namely the Family Violence Advisory Committee and the Senior Citizens Advisory Council. Details on these bodies and their terms of reference are outlined in Appendix 1.

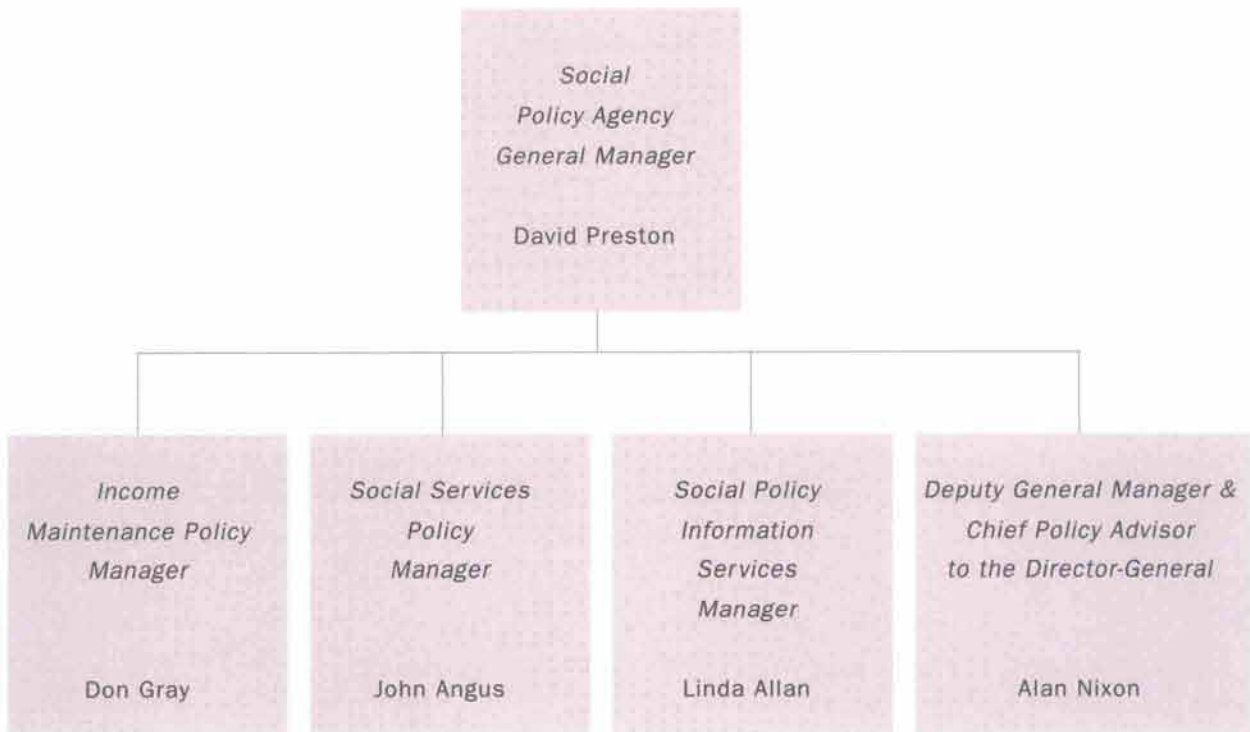
In addition to the above, the Agency also carries out a range of activities that are important to both inform itself and also the New Zealand public on a range of social policy issues.

Examples of such initiatives include:

- production of the biannual Social Policy Journal containing articles from a range of sources and across a range of social policy topics;
- publication of research papers prepared by Agency staff or on contract to the Agency (a list of recent publications is attached in Appendix 2);
- facilitation of a regular seminar series involving guest speakers from New Zealand and overseas - the seminars are open to government officials, community representatives, and academics;
- the development and delivery of the proposed Beyond Dependency Conference in March 1997; and
- the development of an internet web site to facilitate international discussion and the flow of information on effective welfare policy developments.

Management Structure

The Agency is structured into four divisions that broadly cover the portfolio responsibilities and strategic directions of the Department of Social Welfare. Policy outputs are produced from the Income Maintenance, Social Services and Strategic Policy divisions. The production of policy advice outputs is supported by information and cost modelling produced by the Information division. The management structure is summarised in the following chart:



Management Responsibilities

GENERAL MANAGER:

DAVID PRESTON

Responsible for the overall management of the Agency, directing the activities of the Divisional Managers, and contributing to corporate management of the Department.

CHIEF POLICY ADVISOR/DEPUTY GENERAL MANAGER:

ALAN NIXON

Dual responsibilities to the Agency and the Director-General. Chief Policy Advisor to the Director-General and Deputy General Manager of the Social Policy Agency. Leads the Strategic Policy and Major Projects Division. Responsible for leading teams that develop strategies and implementation plans on issues spanning more than one of the Department's operational businesses, or are outside existing business areas, or have a wider or longer focus.

MANAGER, INCOME MAINTENANCE POLICY:

DON GRAY

Responsible for leading a division providing policy advice on the full range of income support and related issues and on the development of policies designed to assist the development of people out of dependency to self reliance and independence.

MANAGER, SOCIAL SERVICES POLICY:

JOHN ANGUS

Responsible for leading a division providing advice on policies to improve the coping of families and whānau. Specific areas are care and protection, youth justice, family violence and iwi social services. The Family Violence Unit within the division provides secretarial support to the Family Violence Advisory Committee.

The division also includes the Senior Citizens Unit which provides advice on policy issues affecting senior citizens to assist the Minister for Senior Citizens.

MANAGER, SOCIAL POLICY INFORMATION SERVICES:

LINDA ALLAN

Responsible for leading a division which undertakes primary and secondary research, evaluates policies and programmes, analyses information, and develops and uses costing and forecasting models. The Agency's specialist research, evaluation, information, forecasting and cost modelling units provide the Agency and departmental business units with statistical and analytical information.

Management Objectives

The Agency has set itself the following goals:

- To be expert in the delivery of well-being policy;
- To give value for money;
- To provide top quality advice and effective delivery;
- To provide strategic management;
- To recruit and retain top staff.

Policy Work Programme

The Agency's business and strategic plans are developed taking into account the Government's strategic priorities, as set out in the strategic result areas (SRAs), and also the more specific milestones agreed by the Minister in terms of the Director-General's performance agreement.

Within this framework the Agency negotiates a quarterly work programme with the Ministers of Social Welfare and Senior Citizens. A quarterly work report is provided at the end of each quarter comparing estimated work and estimated resources with actual work and actual resources.

The Agency also reports on a monthly basis to the Minister of Social Welfare through the Department's monthly Board Report.

Strategic Policy Directions

Over the past two years, and under the umbrella of Welfare to Well-being, the Agency has been responsible for developing, in conjunction with the delivery businesses, long-term strategic plans for all the Department's primary service areas. Ten year strategies have been developed for the areas of income support, social services and older people. The visions for each strategy are as follows:

INCOME SUPPORT:

Positive income support enables people to transform dependency into contribution.

SOCIAL SERVICES:

All families are meeting their care, control and support responsibilities.

OLDER PEOPLE:

Older people are encouraged and supported to remain self reliant, and that they continue to participate and contribute to the well being of themselves, their families, and the wider New Zealand community.

More focused exercises have been undertaken to ensure that departmental services produce improved outcomes for Māori, Pacific Islanders and other ethnic communities, and that departmental services are delivered in such a way as to reduce opportunities for crime. These priorities are integrated in both policy and service delivery planning.

A benefit from the commitment to a long term focus has been increased understanding of the interrelationship between the different areas of the Department's services. The long-term strategies will ensure a consistency of focus and direction to guide both policy development and service delivery over the next 10 years.

More detail on significant strategic issues facing the Department of Social Welfare can be found in the Strategic Briefing paper.

Policy Work - 1996 - 97

SPA's workplan is closely aligned to deliver on government strategic policy objectives. At any one time the Agency can have up to 90 items of work in various stages of development. Details of current work in progress are outlined in the October/December quarterly work programme.

However, the major pieces of work that are currently before the Agency involve policy support and policy development in the areas of:

SOCIAL SERVICES POLICY

- STRENGTHENING FAMILIES

- co-ordination of an interdepartmental strengthening families project designed to improve the coping of at risk families;
- assessment of the feasibility of family facilitators to improve outcomes for children in dysfunctional families;
- the development of Iwi Social Services;
- developing strategies to reduce family violence;
- developing strategies for better management of residential and specialist services;
- measuring social work outcomes and best practice;
- assessing the case for social worker involvement in schools;
- carrying out a review of sheltered workshops;
- developing a CYPFS funding formula and adequate resourcing levels;
- developing a vocational services strategy;

INCOME SUPPORT POLICY - SELF RELIANCE

- implementing Employment Task Force policies;
- reviewing the Training Incentive Allowance;
- reviewing policies and procedures to allow more effective targeting of services to niche groups within larger benefit populations;

- developing a framework for the development of active assistance;
- assessing the feasibility of contracting with community and representative groups (e.g. iwi) to take income maintenance responsibility for dependent populations;
- reviewing the causes and impacts of growth in the numbers of sole parent beneficiaries;
- reviewing Child Support;
- reviewing Social Security Review and Appeal Rights procedures;

OLDER PEOPLE - POSITIVE AGEING

- reviewing the Retirement Income ACCORD;
- developing a Department of Social Welfare Positive Ageing strategy;

OTHER EXERCISES

- reviewing the gender specific implications of welfare policies;
- assessing the impact of the Human Rights Act 1993 on departmental services; and
- monitoring the implementation of Crime Prevention Plans across departmental business units;
- developing interagency protocols with key interface agencies and co-ordinating regular interagency meetings to ensure seamlessness of policy and delivery;
- developing and testing special community development initiatives in Waitakere City and Opotiki under the Welfare to Well-being umbrella;
- the development and delivery of the Beyond Dependency Conference in March 1997 (see note on following page).

Outstanding Legislative Issues

The Social Policy Agency is also responsible for the co-ordination of the Department's legislative programme. Two Bills have been carried over from the last session of Parliament:

- Social Welfare Reform Bill 1994; and
- Youth Income Support Bill 1995.

SOCIAL WELFARE REFORM BILL

The Social Welfare Reform Bill holds a number of unrelated amendments to a number of different Acts, although the majority amend either the Social Security Act 1964 or the Social Welfare (Transitional Provisions) Act 1990. The Reform Bill was introduced in December 1994, was reported back by the Social Services Select Committee in July 1995 with the second reading debate completed in August 1995. The Bill is currently awaiting the Committee of the House stage.

There are a number of amendments in the Bill that are regarded as positive and include the amendments in relation to:

- service in the J Force for veteran's pension;
- extension of the living alone allowance for New Zealand Superannuation to people living on boats; and
- extension of the 26-week absence provision for people in receipt of New Zealand Superannuation undertaking voluntary work.

There are also a number of amendments that are required to be put into law in order to give the legislative base for already announced Government policy such as the provisions covering the disability support services for people with disabilities. Added to this are the amendments in the Bill that, if not passed, may have financial implications and leave the Department open to legal challenges. These include the amendments relating to debt recovery, temporary protection under the Human Rights Act and the clarification required for training benefit and disability allowance.

YOUTH INCOME SUPPORT BILL

The Youth Income Support Bill was introduced in October 1995 and the Labour Select Committee reported the Bill back to the House in August 1996. The Report back from Select Committee debate and the Committee of the House stages of the Bill are yet to be completed.

The Bill implements the income support provisions that were part of the Youth Employment Package announced in December 1994 in response to the recommendations of the Prime Ministerial Task Force on Employment. These provisions were to be implemented from 1 January 1996, were delayed to 1 January 1997 and are now expected to be implemented on 1 January 1998. A report to the Cabinet Social Policy Committee on the new implementation date of 1 January 1998 is due in March 1997.

INCOME SUPPORT BILL

In November 1995 the Department put in a bid for a legislative slot for the 1996 Legislation programme for the Income Support Bill. The purpose of the Bill was to review and consolidate the Social Security Act 1964 and the Social Welfare (Transitional Provisions) Act 1990 into one Act. However the Bill only received a D priority - Bills which are not intended to proceed in 1996.

The Social Security Act was last consolidated in 1964. The present legislation is unnecessarily complicated, extremely complex, lacks consolidation with other legislation, is difficult to use and contains a number of weaknesses and redundant sections. In April 1996 further major and complicated changes were made to the Social Security Act as part of the tax reduction and social policy programmes. These changes have reinforced the pressing urgency for a consolidation. The intention is for the consolidated Act to be in "plain English" and to make it more user friendly and easier to access.

A small team within the Department spent 1995 reviewing, revising and consolidating the legislation. By November 1995 instructions were with the Parliamentary Counsel Office. Three months further work will be required to update these instructions. The Income Support Bill does not have official Cabinet approval for introduction.

Major Issues for Welfare Policy

It is the view of the Social Policy Agency that the major policy issues that will face an incoming Government in 1996/97 and the immediate years ahead will be the need to develop policy and delivery responses to:

- Help long-term benefit dependent people into self-reliance and contribution by the development of positive income support comprising incentive oriented benefits, active assistance and community mobilisation;
- Strengthen families, particularly at risk families, in their role of raising children and young people;
- Improve well-being outcomes for Māori;
- Improve well-being outcomes for Pacific Islands people and other ethnic groups;
- Improve the care and custody continuum to ensure effective services for children and young people in need of care and protection, or youth offending services;
- Mobilise communities and the private sector to address social problems at local levels;
- Prevent and reduce crime;
- Prepare for an ageing population;
- Adjust social welfare policies and programmes to comply with the Human Rights Act as required;
- Develop strategies for the improved collaboration of services across the Health, Education and Welfare sectors (e.g. best practice models for services co-ordination being developed in Waitakere City); and
- Progress the consolidation and review of the Social Security legislation.

Beyond Dependency Conference - March 1997

The Social Policy Agency is involved in the development of a major international conference which will be held in the Sheraton Hotel, Auckland in March 1997. The conference, titled "Beyond Dependency: A Watershed for Welfare", will draw prominent speakers from America, Canada, England, Ireland, Sweden, the Netherlands, Australia and New Zealand. It will provide a high level, strategic forum to sharpen the Welfare to Well-being focus. The conference will provide both the Department and communities with a valuable opportunity to gain information and develop a menu of initiatives that have worked successfully in other countries.

Human Resources

As at 30 June 1996, the Agency had 90 staff.

Staff were allocated as follows:

| | |
|---|---|
| General Manager and Executive Assistant | 2 |
|---|---|

INCOME MAINTENANCE POLICY

| | |
|----------------------------|----|
| Income Maintenance General | 20 |
|----------------------------|----|

(Currently in 3 teams Employment and Carers, Health and Retirement, Families and Special Assistance)

| | |
|------------------|---|
| Division Manager | 1 |
|------------------|---|

SOCIAL SERVICES POLICY

| | |
|----------------------|---|
| Senior Citizens Unit | 5 |
|----------------------|---|

| | |
|----------------------|-----|
| Family Violence Unit | 3.5 |
|----------------------|-----|

| | |
|-------------------------|------|
| Social Services General | 15.5 |
|-------------------------|------|

(Currently in 2 teams - Direct Service Policy and Indirect Service Policy)

| | |
|--|---|
| Division Manager and Executive Assistant | 2 |
|--|---|

STRATEGIC POLICY

| | |
|---------------|---|
| Analyst staff | 7 |
|---------------|---|

| | |
|--|---|
| Division Manager and Executive Assistant | 2 |
|--|---|

SOCIAL POLICY INFORMATION SERVICES

| | |
|----------------------|---|
| Information Analysts | 8 |
|----------------------|---|

| | |
|-------------|---|
| Researchers | 5 |
|-------------|---|

| | |
|------------|---|
| Evaluators | 5 |
|------------|---|

| | |
|---------------------------|----|
| Forecasters and Modellers | 10 |
|---------------------------|----|

| | |
|---------------------|---|
| Specialist Advisors | 2 |
|---------------------|---|

| | |
|--|---|
| Division Manager and Executive Assistant | 2 |
|--|---|

At any time the Agency may also have a small number of temporary and contract staff in addition to those in full time employment.

Outcome and Output Classes

Given that the Agency has responsibility for policy advice across all Department of Social Welfare services it follows that the outputs of the Agency contribute to all Departmental outcomes.

The products that are produced and purchased by the Government are defined as outputs. The Agency produces two base products (outputs); policy advice and ministerial servicing. Specification of these outputs is outlined below. Outputs are considered each year as part of the purchase review.

OUTPUT CLASS D13 - POLICY ADVICE

DESCRIPTION

In this Output Class the Minister of Social Welfare purchases the provision of policy advice. The scope of policy advice will cover a wide range of social policy issues, including income support, children and young persons' services, community funding issues and advice on the integrated design and co-ordination of social assistance across a range of Government programmes. Particular areas of focus in 1996/97 include strengthening of families, breaking the cycle of welfare dependency and encouraging self reliance.

The Minister of Social Welfare will expect policy advice to include research, analysis and advice on the following areas:

- Matters relating to income maintenance and income equity to support the Government's income maintenance policy objectives;
- The provision, co-ordination and funding of social services for children, young people and their families;

- Developing strategies and plans on major issues including those which span more than one of the Department's operational businesses, or are outside existing business areas.

QUANTITY, QUALITY, TIMELINESS AND COST

Quantity, Quality and Timeliness

The Minister of Social Welfare will expect advice to be delivered according to an agreed work programme. That programme will contribute to the Government's strategic objectives and will be formally updated each quarter or from time to time as agreed. An estimated 10,134 working days will be applied to policy advice analysed by major areas of work.

Policy advice will be delivered to the satisfaction of the Minister of Social Welfare as evidenced by a quarterly sign-off and will include the following quality characteristics:

- The aim of the advice is clearly stated and it answers the questions set;
- The assumptions behind the advice are explicit and the argument is logical and supported by the facts;
- The facts in the papers are accurate and all material facts are included;
- An adequate range of options are presented and the benefits, costs and consequences of each option are assessed;
- Other government agencies and other affected parties have been consulted and possible objections to proposals are identified;
- The problems of implementation, technical feasibility, timing and consistency of recommendations have been considered;

- The format meets formal requirements; the material is effectively, concisely and clearly presented; has short sentences in plain English; and is free of spelling, grammatical or numerical errors.

All policy advice will be delivered to the Minister of Social Welfare within negotiated deadlines.

Cost

Outputs in this class will be provided within the appropriated sum of \$8.759 million including GST. The GST exclusive amount of \$7.786 million will be wholly funded from revenue Crown. The 1995/96 final appropriation for this output class was \$8.641 million including GST.

OUTPUT CLASS D14 - MINISTERIAL SERVICING AND SUPPORT

For policy related work - refer to Corporate Office paper.

OUTPUT CLASS D1 - SENIOR CITIZEN SERVICES VOTE SENIOR CITIZENS

DESCRIPTION

This class of outputs includes purchase by the Minister for Senior Citizens of policy advice on matters concerning the welfare of senior citizens and related issues. It also includes support services to advisory groups and committees, and ministerial servicing and support.

QUANTITY, QUALITY, TIMELINESS AND COST

Quantity

The Minister for Senior Citizens expects advice to be delivered according to an agreed work programme. That programme will contribute to the Government's strategic objectives and will be formally updated each quarter or from time to time as agreed. An estimated 805 working days will be applied to policy advice analysed by major areas of work.

Quality

Policy advice will be delivered to the satisfaction of the Minister for Senior Citizens as evidenced by a quarterly sign-off and will include the following quality characteristics:

- The aim of the advice is clearly stated and it answers the questions set;
- The assumptions behind the advice are explicit and the argument is logical and supported by the facts;
- The facts in the papers are accurate and all material facts are included;
- An adequate range of options are presented and the benefits, costs and consequences of each option assessed;
- The Agency has consulted with other government agencies and other affected parties with possible objections to proposals identified;
- The problems of implementation, technical feasibility, timing and consistency of recommendations has been considered;
- The format meets Cabinet Office and ministerial requirements; the material is effectively, concisely and clearly presented; has short sentences in plain English; and is free of spelling, grammatical or numerical errors.

Timeliness

All policy advice will be delivered to the Minister for Senior Citizens within negotiated deadlines.

Cost

Outputs in this class will be provided within appropriated sum of \$0.707 million including GST. The GST exclusive amount of \$0.628 million will be entirely funded from revenue Crown. The 1995/96 final appropriation for this Output Class was \$0.492 million including GST.

FINANCIAL INFORMATION

SOCIAL POLICY AGENCY STATEMENT OF FINANCIAL PERFORMANCE

| ACTUAL 30/06/96 \$'000 | BUDGET 30/06/96 \$'000 | | BUDGET 30/06/97 \$'000 |
|------------------------------|------------------------------|---------------------------------|------------------------------|
| REVENUE | | | |
| 8,118 | 8,118 | Crown | 8,414 |
| 0 | 0 | Other | 0 |
| <u>8,118</u> | <u>8,118</u> | Total Revenue | <u>8,414</u> |
| EXPENSES | | | |
| 5,797 | 5,739 | Personnel | 6,193 |
| 1,371 | 1,501 | Operating | 1,668 |
| 0 | 0 | Special Costs | 0 |
| 425 | 363 | Depreciation | 651 |
| 1 | 1 | Capital Charge | 1 |
| 516 | 514 | Inter Business Unit Allocations | (99) |
| <u>8,110</u> | <u>8,118</u> | Total Expenses | <u>8,414</u> |
| <u>8</u> | <u>0</u> | NET OPERATING SURPLUS | <u>0</u> |
| OUTPUT EXPENDITURE | | | |
| 7,678 | 7,681 | Policy Advice | 7,786 |
| 432 | 437 | Senior Citizens Services | 628 |
| <u>8,110</u> | <u>8,118</u> | | <u>8,414</u> |

Statutory and Non-Statutory Bodies

ADVISORY COUNCIL FOR SENIOR CITIZENS

The Advisory Council for Senior Citizens was established in July 1992 under Section 30 of the Social Welfare (Transitional Provisions) Act 1990 and reports to the Minister for Senior Citizens. The purpose of the Advisory Council is to provide the Minister with expert, independent and confidential advice on issues concerning the well-being of older people. The Advisory Council provides advice from a community perspective which complements the advice provided by the Senior Citizens Unit.

The terms of reference for the Advisory Council provide for the appointment of up to seven members. Members are appointed as individuals for their skills and experience and not as representatives of any particular group or organisation. Appointments are for a two year term subject to renewal at the Minister's discretion and members' availability. The Advisory Council meets every two months and is serviced by the Senior Citizens Unit of the Social Policy Agency.

The terms of appointment for the current members were to expire on 31 October 1996 but appointments have been extended until after the 1996 election. It is anticipated the new appointments will be made by 1 July 1997.

FAMILY VIOLENCE ADVISORY COMMITTEE

The Family Violence Advisory Committee was established in April 1994 under Section 30 of the Social Welfare (Transitional Provisions) Act 1990. Its establishment followed the decision not to reconvene the previous Family Violence Prevention Co-ordinating Committee. The purpose of the Committee is to provide confidential expert advice to the Minister of Social Welfare on family violence issues.

The terms of reference for the Committee provide for the appointment of eight to eleven members. Members are appointed as individuals for their personal skills and experience and not as representatives of any particular group or organisation. Appointments are for a two year term, reviewable within six months after expiry following the two year period. The Committee meets every two months and is serviced by the Family Violence Unit of the Social Policy Agency.

NEW ZEALAND ARTIFICIAL LIMB BOARD

The New Zealand Artificial Limb Board has responsibilities, under the Social Welfare (Transitional Provisions) Act 1990, to:

- manufacture, import, export, market, distribute, supply, fit, repair and maintain artificial limbs and similar devices;
- provide rehabilitative and other services in connection with artificial limbs and similar devices;
- carry out research and development in relation to artificial limbs and similar devices; and
- provide advice to the Minister of Social Welfare on matters relating to artificial limbs and similar devices.

Members of the Board are appointed by the Minister of Social Welfare.

CURRENT MEMBERS

Mr A W Beasley OBE (Chairperson)
Mr S D Sherwood MBE (Deputy Chair)
Mrs Y Francis
Professor M H Cooper
Mr A G Hall
Director-General of Social Welfare

APPOINTED ON NOMINATION BY

NZ Orthopaedic Association
NZ War Amputees Association Inc
Amputees Federation of NZ Inc
Area Health Boards of New Zealand
NZ Artificial Limb Board
(ex-officio)

The New Zealand Artificial Limb Board has contracts with Regional Health Authorities to provide prosthetic aids to those who need them. Services are managed by the Board and delivered in the five limb centres situated in Wellington, Auckland, Hamilton, Christchurch and Dunedin. There are approximately 5,000 amputees living in New Zealand, of which 150 are war veterans. The Manager of the Senior Citizens Unit represents the Director-General on the Board.

Agency Publications

The Agency's major publishing commitment is the biannual Social Policy Journal of New Zealand. The Journal, which began in 1993, considers issues arising across the social policy scene, linking social policy research and policy development and delivery. The Journal attracts high quality articles on social policy from New Zealand and international contributors.

In addition the Agency publishes a number of research publications, either authored by its own staff or in conjunction with other organisations. Recent Agency publications are as follows:

- Women's Labour Force Participation in New Zealand: The past 100 years
- Benefiting Women: Income Support for Women 1893-1993
- Incomes Monitoring Report 1981-1991
- Patterns of Juvenile Offending
- Family, Victims and Culture: Youth Justice in New Zealand (in conjunction with Institute of Criminology, Victoria University of Wellington)
- Budgeting Assistance and Low-Income families
- Lone Parents and Paid Work: A Study of Employment Patterns and Barriers and Options for Change
- Family Members' Experiences of the Care and Protection Family Group Conference Process
- Researching Care and Protection: A proposal for a study of the outcome of interventions under the Children, Young Persons and Their Families Act 1989 in association with the Office for the Commissioner for Children

Dept. of Social Welfare
Library
Wellington, N.Z.

Social Welfare in New Zealand

PRESERVATION

ministerial briefing papers

**Departmental Overview
and Corporate Office**

**POST-ELECTION
BRIEFING PAPER**

1996



DEPARTMENT OF

Social Welfare

Te Tari Toko i te Ora

Table of contents

PART I - DEPARTMENTAL OVERVIEW

| | |
|---|----|
| Introduction | 4 |
| Departmental Organisation | 5 |
| Management Structure | 6 |
| Management and Responsibilities | 7 |
| Mission | 9 |
| Strategic Objectives by 2005 | 10 |
| Outcome Statements | 11 |
| Strategic Result Areas | 13 |
| Strategic Policy Plans | 15 |
| Departmental Organisational Strategies | 20 |
| Legal Responsibilities | 29 |
| Business Unit National Office Locations | 31 |
| Statutory and Non-Statutory Bodies | 32 |
| Financial Information | 33 |

PART II - CORPORATE OFFICE

| | |
|---|----|
| Introduction | 39 |
| Management Structure | 40 |
| Key Functions and Management Responsibilities | 41 |
| Recent Major Undertakings and Achievements | 44 |
| Key Issues and Undertakings for 1996/97 | 46 |
| Statutory and Non-Statutory Bodies | 49 |
| Outcomes and Output Classes | 49 |
| Financial Information | 51 |

Introduction from the Director-General

The Department of Social Welfare is New Zealand's largest Government department, handling one dollar in every three of Government expenditure. An appreciation of the structure and scope of the Department can be gleaned from the following pages which are but one volume of the Department's package of ministerial briefing papers.

This paper is divided into two parts. The first provides an overview of the whole Department while the second looks in greater detail at the Corporate Office.

Over recent years a great deal has been done to refine the Department's structure, to position it in a way which can deliver highly efficient and effective policy advice and service delivery. The Business Group structure, established in 1992, has been firmly bedded in and the appointment of four private sector type boards put in place to help me meet my key responsibilities under the Public Finance and State Sector Acts.

No longer is the Department a passive payer of benefits or an organisation which merely picks up the pieces of social and family breakdown. Through our "From Welfare to Well-being" strategy we are firmly focused on achieving outcomes related to breaking cycles of welfare dependency. Strategic plans have looked at where our nation could be in ten years time and how we might play a highly constructive role in supporting economic growth, encouraging the participation and contribution of all New Zealanders in society. By working with partners in the voluntary, public and private sectors, we aim to add value to the wide variety of core statutory functions which we continue to perform.

As public servants, however, we acknowledge the pre-eminence of delivering the outputs and meeting the contractual obligations of the ministerial purchasing agreements. All staff of the Department, therefore, look forward to working with the first Government under the new proportional representation system. We hope the briefing documents will help provide an insight into, and an understanding of, this complex area of government activity.



Margaret Bazley

Director-General

Departmental Organisation

The Department of Social Welfare is the largest department in the core public service. Overall, it employs some 6,600 staff based at 146 locations around New Zealand, and has responsibility for \$11 billion of public funds (currently appropriated through Votes Social Welfare, Senior Citizens and War Pensions). The organisation of the Department, together with an outline of its role, responsibilities and tasks, is described below.

THE DIRECTOR-GENERAL

The Department is managed by the Chief Executive, the Director-General of Social Welfare, who is accountable to the Minister of Social Welfare for the delivery of agreed services and management of the Crown's investment in the Department. (The Chief Executive is, however, in terms of Section 33 of the State Sector Act, required to act independently in relation to decisions on individual employees.) The Director-General is also accountable to the Ministers of War Pensions and Senior Citizens for delivery of services within each of their portfolio areas.

Assisting the Director-General are seven general managers, responsible for Income Support, the Children, Young Persons and Their Families Service, the NZ Community Funding Agency, the Social Policy Agency, TRITEC (the Department's information technology service), Corporate Finance, and Corporate Support and Development. Together with the Chief Internal Auditor and the Public Relations Advisor, this group forms the Management Board of the Department.

BOARDS OF MANAGEMENT (BUSINESS UNITS)

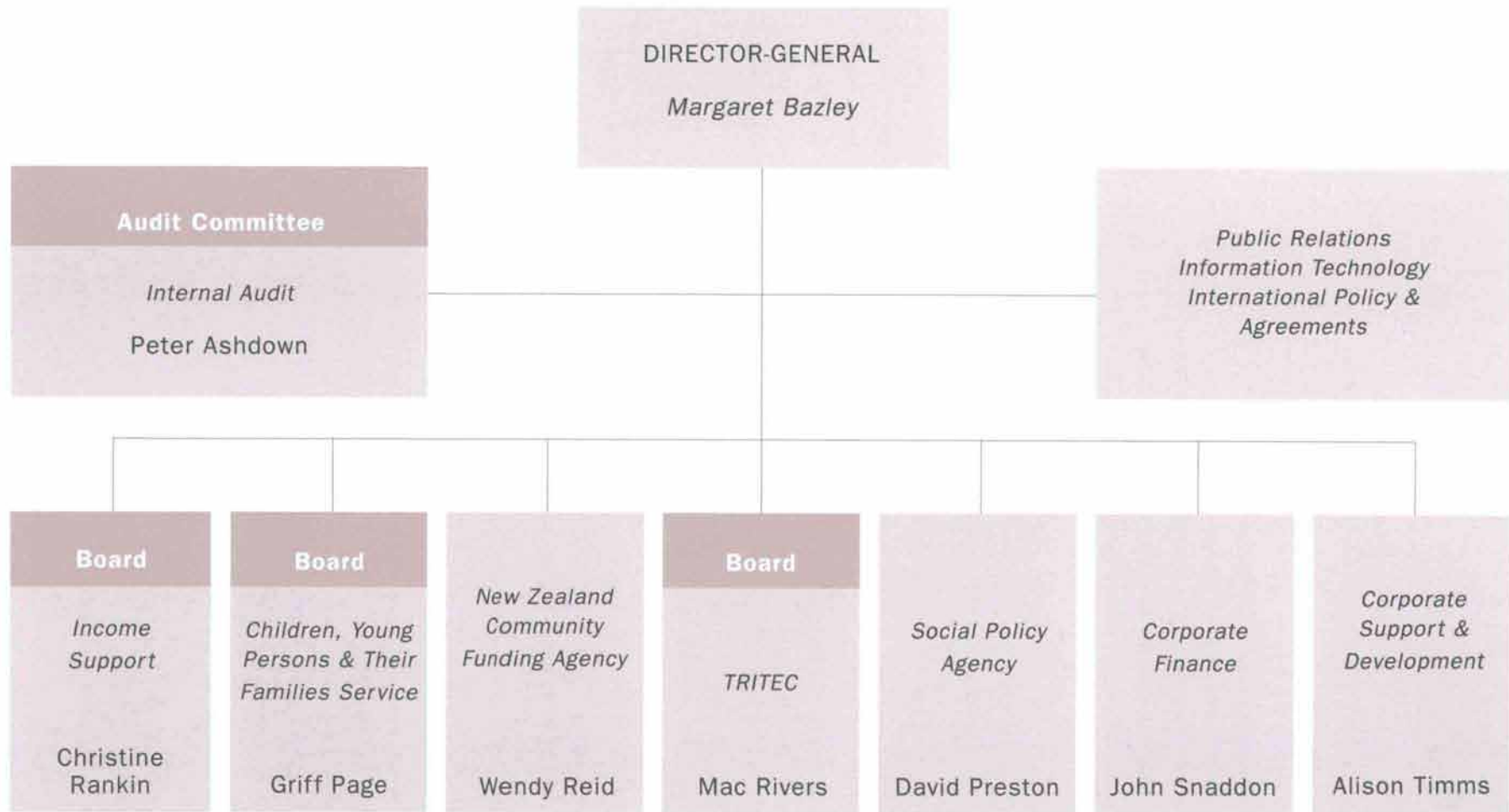
To assist the Director-General in ensuring that the Department's business units are operating in an efficient and effective manner, three Boards of Management and an outside Audit Committee have been established. These bodies oversee the management and operations of the following business units:

- Income Support;
- Children, Young Persons and Their Families Service;
- TRITEC;
- Internal Audit (Audit Committee).

They advise and support the General Managers, and report regularly to the Director-General on the performance of the relevant General Manager, the Chief Internal Auditor and the business unit. The Boards and Audit Committee comprise experienced personnel from the business community and the not-for-profit sector.

Management Structure

DEPARTMENT OF SOCIAL WELFARE 1996



Management and Responsibilities

DIRECTOR-GENERAL

MARGARET BAZLEY

The Director-General is the Chief Executive of the Department of Social Welfare and has responsibility for the efficient and effective management of the whole Department.

INCOME SUPPORT:

GENERAL MANAGER

CHRISTINE RANKIN

Income Support is responsible for delivering a full range of income support programmes. Services are provided for unemployment, illness, widowhood, disability, sole parenthood, childcare, training and retirement.

CHILDREN, YOUNG PERSONS AND THEIR FAMILIES SERVICE:

GENERAL MANAGER

GRIFF PAGE

The Children, Young Persons and Their Families Service is responsible for providing public awareness services, risk identification and management, family resolution services, residential and caregiver services and adoption and information services.

NEW ZEALAND COMMUNITY FUNDING AGENCY:

GENERAL MANAGER

WENDY REID

The New Zealand Community Funding Agency co-ordinates and funds the purchase of quality community and iwi-based social and welfare services on behalf of the Government.

SOCIAL POLICY AGENCY:

GENERAL MANAGER

DAVID PRESTON

The Social Policy Agency provides the Ministers of Social Welfare, Senior Citizens, and War Pensions with high quality policy advice across a wide range of social policy and social equity issues.

TRITEC:

GENERAL MANAGER (ACTING)

MAC RIVERS

TRITEC is the Department of Social Welfare's privileged preferred supplier of information management services including SWis, TRACE, COBOL, CHRIS and SWIFTT. It also offers a wide range of services such as information matching, telecommunications consultancy, network support, client services, UNIX Support, desktop solutions, data management, business continuity planning, service desk and project management.

CORPORATE SUPPORT AND DEVELOPMENT:

GENERAL MANAGER

ALISON TIMMS

Corporate Support and Development supports the Director-General in managing the Department and addressing organisation-wide issues. It houses strategic advisors covering legal standards and compliance, Corporate Human Resource and Property Management, Corporate Communications, Information Services, International Policy and Agreements and Strategic Planning. It also includes Business Support Services and Legal Services.

CORPORATE FINANCE:

GENERAL MANAGER

JOHN SNADDON

Corporate Finance is responsible for all departmental and Crown funding requirements; effective financial management information systems; preparation, presentation and negotiation of the estimates of the Department, financial statements and purchase agreements; monitoring of and the preparation and presentation of departmental financial and service performance; management of cash; establishment and maintenance of appropriate accounting policies and procedures; effective management of the motor vehicle fleet and other assets and provision of financial advice to the Director-General and Ministers.

INTERNAL AUDIT:

CHIEF INTERNAL AUDITOR

PETER ASHDOWN

The Internal Audit Group exists to provide comfort and assurance against risk to the Director-General. It participates with management in the maintenance of systems of good control and accountability which contribute to supporting the Director-General's adherence to statutory obligations, the achievement of the Director-General's performance objectives, and aiding the process of the efficient safeguarding and utilisation of resources.

Mission

The Department's mission consists of three elements:

VISION

STRATEGIC GOALS

CORE VALUES

VISION

The overall vision of the Department is -

To move people from Welfare to Well-being

STRATEGIC GOALS

To give effect to the vision, the Department has set out four key strategic goals -

- *All families are meeting their care, control and support responsibilities*
- *Positive income support enables people to transform dependency into contribution*
- *Positive ageing, where older people are encouraged and supported to remain self-reliant and continue to participate in the well-being of themselves, their families and the wider New Zealand community*
- *Mobilised communities, where all communities are mobilised to empower their citizens towards making a positive contribution to society and ultimately self-reliance*

CORE VALUES

In working towards these strategic objectives, the Department has established four core values which will guide the organisation's behaviour towards its client base -

- *Enabling people to be the best they can be*
- *Supporting people when they cannot fend for themselves*
- *Reinforcing the ability of individuals, families, communities, whānau and iwi to exercise their rights and meet their responsibilities*
- *Being seen to be fair*

Strategic Objectives by 2005

Underpinning the strategic goals is a set of long-term (10 year) strategic objectives which are indicators of long-term effectiveness in achieving the strategic goals. The strategic targets for accomplishment by the end of the year 2005 are -

- *Recipients of income support are moving off the benefit at a faster rate than the rate of growth in the workforce*
- *Māori recipients of income support are moving off the benefit at a higher rate than that of non-Māori*
- *Numbers of renotifications of abuse and neglect which, on investigation, are deemed to have substance, will reduce to 50% of the 1995 rate*
- *The incidence of persistent and serious re-offending in cases referred to CYPFS will reduce to 65% of the 1995 rate*
- *Total renotifications and repeat offending by Māori children and young persons will reduce to 25% of the 1995 rate*
- *Total renotification and re-offending by Pacific Islands children and young persons will reduce to 50% of the 1995 rate*

The proportion of DSW expenditure on community-based non-residential services which support and strengthen families in dealing with their own problems will be increased from the current spend ratio of 22% to 90%.

Outcome Statements

The Department's outcomes are required to be established in terms of the Public Finance Act 1989, in that there is a direct linkage between the Government's strategic outcomes and the classes of outputs being purchased from the Department under Vote Social Welfare.

Government aims to achieve the following outcomes in the provision of social welfare services:

GENERAL OUTCOMES

1. That people are encouraged to take responsibility for themselves and their families and whānau.
2. That appropriate services and support are available to people with special needs and disabilities and other disadvantaged groups.
3. That social welfare policies and practices help the development of strong and supportive families and whānau.
4. That social welfare policies and practices support older people to live independently and facilitate the participation and contribution of older people in community life.
5. That social welfare policies and practices support and strengthen safe and cohesive communities.
6. That the special position of Māori under the Treaty of Waitangi is recognised.
9. Recipients are supported to become independent and move into paid employment to the greatest extent possible.
10. The particular needs and circumstances of recipients are recognised, and that appropriate services and support are available to those with special needs.
11. Benefit crime is deterred and detected.
12. Debt is appropriately managed.

Social and welfare services policies and practices

13. Children and young persons are safe within their family/whānau group, or are protected where their safety or well-being cannot be guaranteed.
14. Parents, families/whānau and communities take responsibility for the care, protection and control of their children and young persons.
15. The community is protected from children and young persons whose behaviour is harmful.
16. Children and young persons who offend are held accountable for their actions and discouraged from further offending.
17. Adoption provisions are managed in the interests of the child and parties to adoption have greater access to information about each other.
18. Government funding of social and welfare services provided by the voluntary sector is used effectively.
19. Voluntary welfare services funded by the Government are accessible and appropriate to the needs of their client groups and complement services provided by the State.

SPECIFIC OUTCOMES

Income maintenance policies and practices

7. That people receive sufficient income to prevent undue hardship.
8. People are well informed about their income maintenance entitlements, how to access them, and their rights and obligations.

Delivery of these outcomes is via the classes of outputs, described below:

DEPARTMENTAL OUTPUT CLASS LISTING

D1 to D3:

Services to produce benefit applications and reviews for and payments of benefits and issuing of the Community Services Card

D4 and D5:

Benefit crime reduction and debt collection services

D6:

Benefit awareness services

D7:

Public awareness services regarding the care and protection of children and young persons

D8:

Services in identification and management of risk to children and young persons

D9:

Family resolution services

D10:

Residential and caregiver services

D11:

Adoption and adult information services

D12:

Contracting for the provision of social and welfare services

D13:

Policy advice

D14:

Ministerial servicing and support

NON-DEPARTMENTAL OUTPUT CLASS LISTING

O1 to O7:

Families in need of support

O8 to O13:

Services to promote community welfare

O14 to O18:

Disability services

O19:

Commissioner for Children

Strategic Result Areas

The major areas of focus during the next five years are those which will contribute to the Strategic Results Area (SRAs) which were published by the Government in March 1995. The two SRAs to which the Department of Social Welfare primarily contributes are Community Security and Social Assistance.

COMMUNITY SECURITY

This SRA seeks to achieve enhanced community security through the development of policies and a greater emphasis on partnerships between government agencies and the community that will better protect individuals and their communities, reduce the incidence of family violence, and reduce pressures on the criminal justice system. The Department of Social Welfare's key accountabilities for this SRA are to provide:

- Efficient management of services to increase the safety of children and young persons.
- Support for local community and voluntary organisations to increase their effectiveness in meeting the needs of at-risk youth, ethnic and other groups.
- Support for a network of community based crime prevention organisations that are capable of initiating and carrying out crime prevention programmes.

SOCIAL ASSISTANCE

This SRA seeks to develop programmes that address multiple disadvantage and enable individuals and families to progressively improve their ability to participate in society. The Department of Social Welfare's key accountabilities for this SRA are to provide:

- Development of policies and procedures to provide greater incentives for more people to make the transition out of benefit dependency and towards workforce participation.
- Development of comprehensive and well-tailored programmes to address the needs of the long-term unemployed.
- Efficient management of income support systems to ensure that people are aware of their entitlements, rights and obligations, that benefit crime is reduced and that debt is managed appropriately.

The Department's services also contribute to sections of two other SRAs, namely Maintaining and Accelerating Economic Growth, and Education and Training -

MAINTAINING AND ACCELERATING ECONOMIC GROWTH

This SRA is to create and maintain a stable, secure and resilient overall economic environment which will engender greater confidence amongst:

- individuals and families to work, save and invest in skills;
- business to invest, export and create employment;
- overseas investors to invest in New Zealand.

The Department of Social Welfare will contribute to this SRA by:

- Contributing towards positive service delivery to the Department's clients.
- Ensuring that the Department, which has the largest government expenditure, has appropriate management systems in place to account for this expenditure in the most cost effective manner.

EDUCATION AND TRAINING

This SRA is to ensure that progress is made towards higher and more appropriate skill development to support the achievement of stronger employment and income growth. Emphasis for the Department of Social Welfare will be placed on:

- Development of programmes and a curriculum that will enable an increasing proportion of children to receive effective early childhood care and education, particularly those at risk.

The Department of Social Welfare will contribute to this SRA by ensuring that:

- The Department has a significant involvement in developing and funding parenting programmes for families at risk, and addresses this through the development of programmes to enable at-risk children to receive effective early childhood care and education.
- Implementation of programmes such as "Out of School Care and Recreation" (OSCAR) and "Passport to the Future" aimed at implementing recommendations of Employment Taskforce, are targeted at those children in need.
- Assistance in training clients to move them from welfare to economic contribution is achieved.

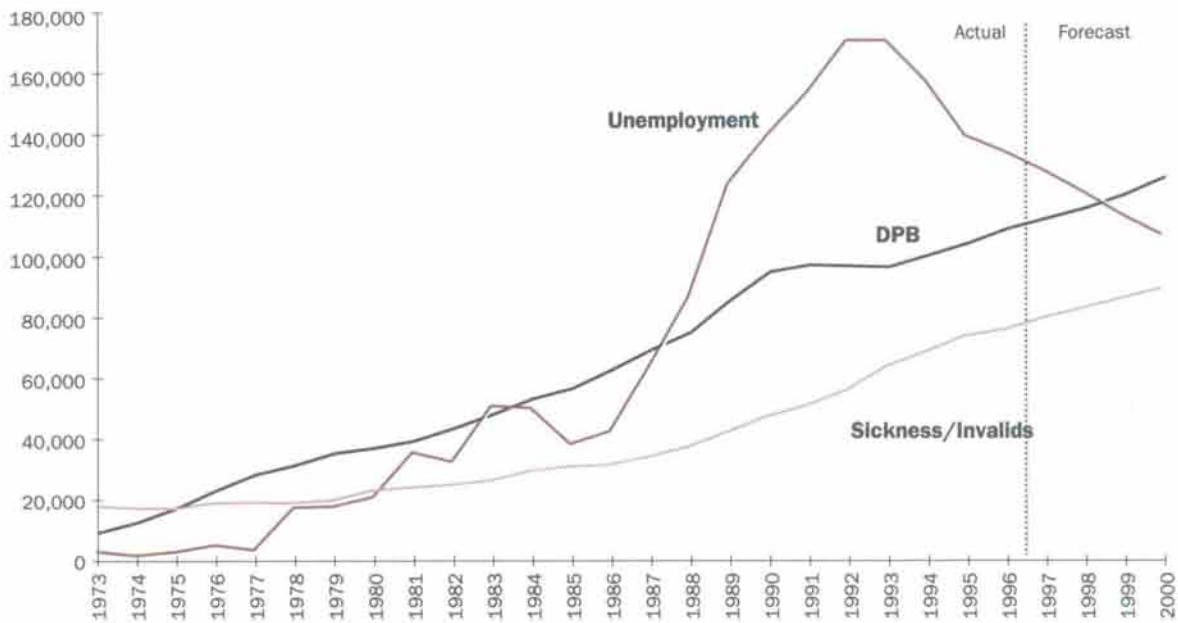
Strategic Policy Plans

FROM WELFARE TO WELL-BEING

New Zealand has been through a period where the combined impact of a wide range of often inter-related social and economic pressures have produced a vicious cycle of state dependency for a significant proportion of the population.

Key social indicators show the magnitude of New Zealand's social problems:

ACTUAL AND FORECAST BENEFIT NUMBERS 1973 - 2000



In 1995, 70,000 new jobs were created but there was only a 20,000 reduction in unemployment benefits during 1994/95. Unemployment decreased by a further 5,000 during 1995/96. Falls in unemployment benefit have been offset by rises in other benefit categories. For instance, since 1990 sickness beneficiaries have risen by 50%, invalid beneficiaries have risen by 60% and domestic purposes beneficiaries have risen by 12%. This compares to unemployment benefit numbers which decreased by 15% over this five year period.

In 1995, 400,000 working-age people were state dependent. These people represent 19% of the work force. In 1975 this group of people represented less than 5% of the workforce. Of these 400,000 people, 200,000 have been on government assistance for over twelve months.

Currently 268,700 children (30%) live in benefit dependent families. In 1985 only 12% of children were in this situation. Of these children, 207,800 (77%) live in sole parent benefit dependent families.

The 1991 Census showed that 25% of children lived in families where no parent had paid work (48% of Māori children, 45% of Pacific Islands children, and 16% of European children).

Forty four percent of Māori families are headed by a sole parent.

While total numbers of children from beneficiary families coming to the attention of the Children, Young Persons and Their Families Service are small, they are twice as likely to require the Department of Social Welfare's care and protection services, as well as the youth justice service. These children are substantially more likely to become beneficiaries themselves.

Compared to similar countries New Zealand has relatively high rates of teenage ex-nuptial births - 1994 30.4 per 1000 teenage females (1985 25.9/1000).

New Zealand has the third highest male youth suicide and highest female youth suicide rate amongst the 23 OECD countries.

Long-term and intergenerational dependency adds stress to people's lives and makes for more intractable social problems such as child abuse, domestic violence, youth offending, poor health and education attainment. High levels of dependency cause social friction, stigmatisation and loss of public sympathy, and have the potential to undermine the social and economic fabric of New Zealand.

The Department has focused its contribution to the achievement of Government's desired outcomes through the development of strategic policy plans over a 10 year planning horizon which also contribute to the linked overarching goal, which has been widely promoted as *"From Welfare to Well-being"*.

The key strategies relating to this goal are:

- Recipients are supported to become independent and move into paid employment to the greatest extent possible;

- The long-term unemployed are supported by comprehensive programmes (such as skills training) to meet their specific needs;
- A strong focus on the quality of service delivery in order to increase first-time effectiveness to reverse the current trend to out-of-family care and long-term state dependency;
- Disadvantaged and at risk children and young persons are supported by departmental programmes to increase their confidence and self esteem so that they are able to participate in a positive way in New Zealand's society;
- The community is appraised of the need for all sectors - public, private and voluntary - to work in partnership to solve welfare dependency problems;
- To cater for the specific needs of older New Zealanders so that ageing is seen in a positive light by both the older people and the wider community;
- The strategic policy plans which contribute to the overarching goal are in the areas of -
 - INCOME SUPPORT
 - SOCIAL SERVICES
 - POSITIVE AGEING
 - MOBILISING THE COMMUNITY.

Key strategies relating to each are:

INCOME SUPPORT

The focus of the income support strategy is on working-age beneficiaries and their families. The plan notes with concern the alarming rise in the numbers of working-age New Zealanders who are dependent on benefits and the number of New Zealand children who are being raised in beneficiary families. The emphasis of the plan is to maximise the opportunities for beneficiaries to move towards self-reliance, which has a positive flow on effect to lifting the quality of life for beneficiaries' children. Emphasis is also directed towards the children of beneficiaries to break the inter-generational dependency cycle. The Department regularly visits schools in order to convince school leavers that becoming a beneficiary should not be considered as a "career" option.

Particular focus is also directed to Māori and Pacific Islands families and to particular beneficiary groups such as sole parents.

The vision for the income support strategy is -

"Positive income support enables people to transform dependency into contribution."

Key strategies for creating "positive income support" are:

- Incentive-oriented benefits;
- Active assistance;
- Public information and support.

SOCIAL SERVICES

The social services strategy focuses on the broad areas covered by both the Children, Young Persons and Their Families Service (youth justice and care & protection) and the New Zealand Community Funding Agency aimed at developing and promoting a viable voluntary welfare sector. The plan notes concerns regarding current service needs such as:

- the need to promote the primary role of families in the well-being of family members;
- the need for common purpose and integrated delivery across services;
- the need for more adequate information to monitor, evaluate and assess social service achievements;
- and the need for recognition of models which best meet the needs of Māori.

The aim is to move away from a model where government services are heavily focused on child safety and protection (often through crisis management), to a broader focus that allows increased scope to reduce the dependence of some families on the need for state intervention (prevention).

The vision for social services is that -

"All families are meeting their care, control and support responsibilities."

The strategy aims to focus effort on social welfare policies and services which enable families to become stronger. Stronger families are less likely to find themselves requiring crisis help from government agencies.

Key strategies for the ten-year vision are:

- Supporting families to better meet their own needs;
- Intervention for family safety and integrity;
- Improved information and evaluation;
- Interagency collaboration;
- Strategic management;
- Minimising use of residential care.

POSITIVE AGEING STRATEGY

The Department has a significant relationship with the older people of New Zealand. Through its role in paying New Zealand Superannuation, almost 100% of older people are clients of the Department. The Department's Senior Citizens Unit provides policy advice to the Minister for Senior Citizens and to the Retirement Commissioner. Through its roles in dispensing the Community Services Card and carrying out financial assessment for targeting disability support services, the Department also has a significant interface with older people's access to the health sector.

The Department's Positive Ageing Strategy is complementary to, and is being developed in conjunction with, a broader government-wide positive ageing strategy.

The vision for the Positive Ageing Strategy is -

"That older people are encouraged and supported to remain self-reliant, and that they continue to participate and contribute to the well-being of themselves, their families and the wider New Zealand community".

Key strategies for moving towards the vision are -

- Encouraging New Zealanders to plan for a positive and self-reliant retirement
- Encouraging and supporting older people to stay independent for as long as they are able
- Encouraging and supporting older people to participate in and contribute towards the wider community
- Promoting positive attitudes to ageing throughout New Zealand society

MOBILISING THE COMMUNITY

A feature of Welfare to Well-being has been the interaction of the Department with the community. The traditional method of welfare management being the role of the State is not longer effective. As a consequence, moving people from Welfare to Well-being is not just the Government's responsibility, and mobilising the community means that every New Zealander has a responsibility to play their part in achieving well-being outcomes for the disadvantaged.

Over the last 18 months local managers have made presentations on the facts surrounding the welfare conundrum to many groups and individuals. This has raised the awareness level in the community, sparked various community sectors to think of new ways of helping the disadvantaged, and provided a good platform from which to launch community initiatives.

The vision for the Mobilising the Community strategy is -

"That all communities are mobilised to empower their citizens towards making a positive contribution to society and ultimately to self-reliance"

Key strategies for this ten-year vision are:

- Informing all New Zealanders about the welfare conundrum
- Building partnerships between central and local government, businesses and the voluntary sector
- Fostering participation and contribution to communities by all citizens
- Encouraging business and community led local initiatives

In January 1995 the Director-General enlisted the support of mayors to spearhead local Welfare to Well-being initiatives in their communities. Virtually all mayors have indicated support for the strategy and many mayors have

acted quickly to co-ordinate actions by the public, private and voluntary sectors to develop special local programmes to combat welfare dependency. Examples of initiatives include:

- After School Care programmes for disadvantaged children in Waitakere;
- School holiday programmes on meal preparation in Porirua;
- "Simply Grow" and "Oasis Garden" vegetable programmes for beneficiaries in Wairarapa and South Wairarapa;
- "Works Peninsula" Agency to combat unemployment on Banks Peninsula;
- The Enderley community re-vitalisation programme in Hamilton;
- Opotiki community collaboration project.

In recent months the Director-General has been talking to mayors in the various local authority zones about the potential for initiatives with the corporate sector to develop programmes aimed at children and young people from welfare-dependent homes. This work augments the educational messages that the Department is taking to schools to curb inter-generational welfare dependency. Consultation is taking place with both the corporate and local government sector to conceive such programmes and it is hoped to have initiatives up and running within the next year. These initiatives will build on current infrastructures rather than duplicating services and they will be adapted to suit local conditions.

Departmental Organisational Strategies

In response to the requirements of the strategic policy plans outlined in the preceding pages, the Department has developed a set of delivery and organisational strategies. An overview of these follows - more detail is contained in individual business unit briefing documents.

DELIVERY STRATEGIES

The delivery strategies outlined here are focused on the achievement of the goals and objectives of the strategic policy plans. The strategic "fit" of the three operational business units within the Department is demonstrated by a clear focus on outcomes - effectiveness - as well as efficiency. To deliver these outcomes, the Department's strategic framework contains the following themes:

- understanding customers and their needs;
- tailoring services to fit customers' individual circumstances;
- collaborating within the Department and with other agencies to provide services;
- using the latest technology to support the achievement of outcomes in the most efficient way;
- delivering services in the most culturally appropriate way;
- enlisting the support of communities in helping people to become more self-reliant and to contribute to the greatest possible extent;
- a commitment to high quality strategic planning and management processes to improve the professionalism of the Department in managing delivery now and in the future.

As the Department operates a devolved organisational structure, operating units are encouraged, within the strategic guidelines, to develop their own delivery strategies. The Corporate Office, on behalf of the Director-General, ensures consistency and coherence between the different units' plans.

Two main strands can be identified in the Department's strategy: 1) assisting people to move from benefit dependence into work and 2) focusing on quality of service delivery in order to increase first-time effectiveness in dealing with clients. Hand in hand with these goes a theme of strengthening families: increasing families' ability to handle their own problems without external intervention. And hand in hand goes the theme of a State sector not only meeting statutory obligations but also mobilising the entire community to a long-term commitment to help welfare dependent people away from a cycle of state dependency to a cycle of increased quality of life.

ASSISTING PEOPLE TO BE SELF-RELIANT

Experience has shown that people on benefits are motivated more easily by personal contact and are more likely to make efforts to move off the benefit if a personal interest is shown in their individual situation. The Department believes that such an approach will be the most effective in achieving the desired results in the long term. Hence it is progressively adopting a person-to-person customer interface, which has been given the name "Customised Service". Currently customised services are being provided to 40% of Income Support customers by 40% of its staff. The strategy is to move to 100% coverage by the end of 1996.

Customised service tailors benefits and programmes to suit each customer's exact circumstances. It also gives assistance through "brokerage", or putting people in touch with other lines of support and assistance, such as the New Zealand Employment Service, Budgeting Services or any of the large range funded by the New Zealand Community Funding Agency.

Each customer is assigned to a Customer Services Officer, who ascertains their individual circumstances and works with them (either in an office or at their home) to arrive at a suitable range of services to meet their needs and aspirations. A key component is an action plan which is reviewed regularly with the customer to assess progress.

An important feature of customised service is that the network of offices should be accessible to as many customers as possible. Currently, many Income Support offices are remote from concentrations of customers and are in low-density foot traffic areas. Income Support therefore proposes to redeploy its office network, moving to primarily smaller "shop-front" locations over the next five years. It will also focus more effectively on its NZ Superannuation customers (approx 60% of the total) by providing dedicated "Super Centres" for their use in 38 centres throughout New Zealand. It currently has 14 Super Centres established.

Benefits of customised service are expected to be:

- increased customer awareness of entitlements;
- "seamless" provision to customers of a wide range of services;
- greater customer connection to education, training and employment through financial services, information brokerage and referrals;
- reduced need for emergency payments;
- reduced incidence of debt creation and benefit crime.

EFFECTIVE DELIVERY OF SOCIAL SERVICES

The Department faces mounting demand for its social services and is currently only just meeting, through CYPFS, its legislative responsibilities.

CYPFS emphasis is on improving its quality of service. The preferred strategy, therefore, is to increase resources in those output classes which are most effective at meeting serious need and strengthening families. The key areas are in responses to notifications and in managing Family Group Conference plans and Court orders. The aim is to improve successful outcomes from care and protection plans.

Benefits of the strategy will be:

- a reversal of the current trend to out-of-family care and long-term state dependency;
- a reduction in the numbers of renotifications.

In order to complement services directly delivered by the Department, the New Zealand Community Funding Agency will concentrate on ensuring its activities are contributing towards well-being outcomes for individuals and families. This will require a substantial re-focusing of measurement to include effectiveness of services purchased. The aim is to be able to shift resources over the next five years to a relatively higher weighting on family-strengthening activities and a relatively lower weighting on out-of-family care.

NZCFA will also play a leading role in developing culturally appropriate service delivery. It faces a significant amount of work in ascertaining client preferences for service delivery and negotiating contracts with Iwi and Pacific Islands social service providers.

OWNERSHIP ISSUES

During the last twelve months there has been increased focus on the responsibilities of the Chief Executives of Public Service departments with regard to meeting the Government's requirements as the owner of those departments (as well as those regarding its role as purchaser of departmental outputs). Four key ownership elements have been identified:

- strategic alignment;
- integrity;
- future capability;
- cost-effectiveness.

Following are brief commentaries on the Department's response to these requirements.

STRATEGIC ALIGNMENT

The structure of the Department has recently been reviewed. The conclusion was that it does demonstrate strategic fit with Government direction and does not hinder performance in progressing towards Government goals.

The recently-agreed departmental vision, core values and goals reinforce the strategic fit of the units within the Department and emphasise the need for units to align themselves with the Department's direction and collaborate with each other.

The Department's strategic goals are outcome-related. In setting such goals, the Department recognises that measurement of progress is extremely difficult in a macro sense, but believes it is vital that measures are developed. Work will continue to establish measures and thus re-focus staff on the effectiveness element of their performance.

INTEGRITY

The spirit of this concept underlies all activities undertaken by the Department. The Director-General has in place several mechanisms (eg

control systems and internal audit programmes) to assure her that staff are adhering to Public Service and internal departmental policies in their dealings with all stakeholders.

FUTURE CAPABILITY

Analysis of the future operating environment and expected trends in demand for the Department's services has been carried out, with the responses documented in the Department's Strategic Business Plan 1995-2000.

The human and technological resources of the Department are key factors in its ability to meet future needs and a changing environment. As such, the need for an information systems strategy and a human resources strategy is paramount. Following is a summary of both strategies:

Information Systems Management

The Department's strategy in information systems is to have flexibility to accommodate change and to allow empowerment of staff at the front line. Old, mainframe based systems are being replaced with modern technology which allows faster and easier decision-making at the customer interface. The new systems will facilitate understanding and recording of customer circumstances and the tracking of progress in customers' movement from welfare to well-being. The systems will be modular, allowing simple upgrade and alteration as requirements change over time.

Completion of the Information Systems Strategy Project (ISSP) will be a critical supporting activity in the achievement of the Department's and Government's goals. Without such a systems upgrade, the Department would not be in a position to achieve any goals - indeed it would face major difficulty in continuing to operate successfully at all.

Human Resource Management

The key issues facing the strategic management of human resources over the medium term can be summarised under three distinct headings:

- Employment relationships;
- Staff development and performance management;
- HR implications of new technology.

Employment flexibility

A range of employment issues is being addressed as new patterns of work emerge. There is increasing variation in the types of employment, in terms and conditions, and the methods of work. The aim is to encourage work arrangements which incorporate as much flexibility as possible, eg options for working from home and varying hours of work. Technological advances are being utilised to further these initiatives.

Employment relationships

The Department must be able to respond proactively and quickly to changes in workflows and functions, and to varying customer expectations. This will require more flexible work patterns and employment practices, tailored to business and local conditions and circumstances.

The strategies to achieve these changes are:

- to create a safe and equitable work environment;
- to promote open communication channels between management and staff;
- to ensure a management style that is facilitative and inclusive of staff and promotes trust and respect.

Staff development and performance management

Both the Department and its staff are going to have to adapt to changing service delivery demands that will require new or different skills.

In recruiting new staff, managers must be capable of selecting people who have the core behavioural competencies essential in a competitive, service-oriented organisation. Existing staff need to take some responsibility, with the Department, for managing their own careers. Strategies to be adopted are:

- integration of performance, training and remuneration;
- providing managers with the necessary tools for managing recruitment, performance, career development and exiting.

HR implications of new technology

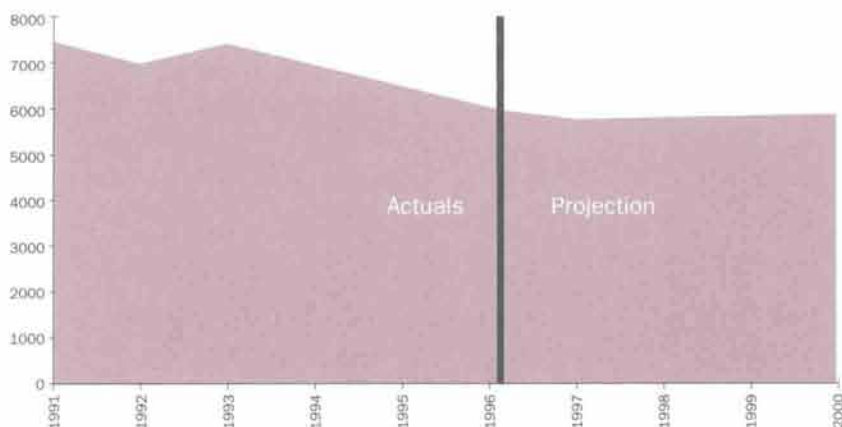
The continuing advances in technological development offer enhanced opportunities for the Department to improve its service delivery and to better equip managers to manage the human resource efficiently. These opportunities include increasing on-line access, greater availability of technology to non-technical people, the potential for immediate and ongoing evaluation of performance, customer and operational profiles, input and output costs and the ability to better plan for the future by creating computer models and "what if" scenarios.

The Department's strategies are to utilise technology for the management of human resources to:

- make more effective use of staff;
- provide comprehensive and accurate HR profiles and information;
- enable better HR planning and forecasting at all levels of management and at a strategic level.

Headcount Projection

The chart below tracks total staff numbers in the Department between 1991 and 2000.



A steady fall in staff numbers from 1993 until 1997 is the result of increased efficiency and use of technology in service delivery as well as falling baselines. From 1997 staff reductions related to ISSP are counteracted by increases in CYPFS frontline staff numbers in line with demand for those services and as extra funding is channelled through.

An issue for 1996/97 relates to employment contracts. While managers and some staff are on individual employment contracts, the majority of the Department's staff are covered by a collective employment contract specific to their business. These contracts (which have a term of 28 months) expire on 31 October 1996. The Department has been engaged in informal discussions with the PSA on contract renewal issues since early in 1996.

Staff Numbers by Business Unit as at 30 June 1996

| | |
|---|--------------|
| Income Support | 4,145 |
| Children, Young Persons and their Families Service | 1,993 |
| New Zealand Community Funding Agency | 113 |
| Social Policy Agency | 85 |
| TRITEC | 105 |
| Corporate Office | 183 |
| Total | 6,624 |

COST-EFFECTIVENESS

The next five years represent a crucial period for the Department in preparing itself for the operating environment of the next century. Investment in systems and human resources are vital now to ensure the long-term cost-effectiveness of the Department.

Key to long-term cost-effectiveness are the Department's crime prevention commitments. These commitments had their origins in the New Zealand Crime Prevention Strategy launched by the Prime Minister in 1992. Individual crime prevention plans are now being mainstreamed into each business unit operation. These plans address:

- Family violence
- At risk families
- Victims
- Youth at risk
- White collar crime

As well as the issues described above, there is very careful ongoing management of costs and regular reviews of internally-provided services to ensure they are providing better value than an external alternative.

SECURITY

The Department has three main areas where security is being addressed.

Physical security of staff at the National Campus:

Recent accommodation changes have included increased security arrangements for staff. Enhanced security arrangements have been included in all entry ways of each building in the National Campus. Hand-in-hand with these security improvements is enhanced security of information and documents.

Health and safety activity:

The Department has taken a serious response to the health and safety of its staff. In the Corporate Office and in the Social Policy Agency there has been one-on-one training in setting up ergonomic work stations and work habits with each staff member. A new policy on employee health and safety for these two business units is soon to be launched as one initiative in a well-being package being developed for staff.

Information and Navigation Security:

The Information Systems Co-ordinating Unit (ISCU) is currently developing a security statement about the new Consolidated Network Platform (CNP). The statement will incorporate into the CNP a robust system of information security. This will range from the possibility of combined building and computer security access cards through to tight protocols in the use of the Internet and e-mail systems. The Department is very conscious of the high-level exposure of information being leaked from the Department and is working to minimise this risk.

EEO PROGRAMME AND PLANNING

The Department has recently completed the process of fully integrating Equal Employment Opportunity (EEO) policy and practice with strategic business planning and human resource (HR) management. From 1996 the EEO programme will cover a three year planning period, and provide key strategies for EEO direction. Each business will develop initiatives and key tasks to implement these strategies and will include them in the HR management section of their business plan.

During the past three years the Director-General and General Managers have held major consultations with Māori staff and, subsequently, Pacific Islands staff throughout the country, leading to the development of documents detailing five year strategies for service delivery and EEO for these groups. Similar consultations were held for staff from other ethnic groups this year, and it is planned to embark on a similar exercise for staff with disabilities next year.

Considerable emphasis has also been placed on:

- assisting staff to balance their work and family responsibilities;
- the need to make provision for retirement. An EEO-sensitive, flexible retirement income provision scheme is now offered to all staff, with an employer contribution.
- accessibility for disabled people. A Building Accessibility Guide for Managers was completed this year, and a national disability network for staff is being established;

The Department continues to provide, wherever possible, both induction and ongoing training for all staff, including senior managers, on EEO requirements to ensure a common level of commitment to workplace equity.

BICULTURAL DEVELOPMENT

Since 1986 and the release of the report *Puao-te-Ata-tu*¹, the Department has been keen to ensure that its policies and operations incorporate and encourage Māori. The Department has recruited more Māori staff and sought to become more responsive to Māori issues. A significant advance was the enactment and implementation of the Children, Young Persons and Their Families Act 1989 which specifically recognised the centrality of iwi and family structures in addressing the needs of children and young persons.

The Department's commitment to bicultural development has been further underpinned by its publication in 1994 of the document "Te Punga"².

RECOGNITION OF OTHER CULTURES

This year, following consultation with Pacific Islands staff, the document "Lali"³ was published.

In June of this year consultations were also held with staff from other ethnic groups. It is intended that a similar document will be published by the end of 1996 outlining strategies for meeting staff employment needs and for culturally appropriate service delivery to other ethnic groups.

Progress against the strategies contained within these documents is monitored on a regular basis.

INTERNAL AUDIT

The Internal Audit group exists to provide assurance against risk to the Director-General. It participates with management in the maintenance of systems of good control and accountability which contribute to supporting the Director-General's adherence to statutory obligations, the achievement of the Director-General's performance objectives, and aiding the process of the efficient safeguarding and utilisation of resources.

The strategy of Internal Audit is summarised as follows:

- The provision of general audit services which are built around the annual Purchase Agreement with Government and add support to the annual Business Plans of the DSW businesses. Services are prioritised according to an assessment of the comparative business risk exposure;
- The undertaking of Information Systems Audit services providing assurance to senior management and the Director-General as to the reliability and integrity of major DSW information systems.

The Director-General is the primary recipient of all reports produced on these audits. The aim at all times is to deliver reports which add real value to improving management processes in DSW.

Long term (5 years) Strategic Objectives are:

- To develop and undertake a comprehensive plan of audit coverage of DSW which results in an outstanding internal audit service providing comfort and assurance against risk to the Director-General;

¹ "Puao-te-Ata-tu" - the report of the Ministerial Advisory Committee on a Māori Perspective for the Department of Social Welfare, June 1986.

² "Te Punga" - the Department of Social Welfare Bicultural Strategy for the Nineties, December 1994.

³ "Lali" - Department of Social Welfare Strategy for Pacific Islands Employment and Service Delivery, July 1996.

Copies of the above documents are available from the Department's Corporate Office.

- To align the audit coverage to the needs of the business unit General Managers and to add value to the achievement of their performance objectives;
- To employ resources and processes which reflect the best contemporary practice in Internal Auditing at optimal cost efficiency;
- To comply with the standards for being a good employer and to continually develop and improve managers and staff for the present and future benefit of the Department.

PROPERTY MANAGEMENT

Leased office accommodation costs the Department approximately \$36.4m annually and, next to personnel costs, represents the second largest element of departmental operating expenditure. In terms of total risk exposure, lease accommodation represents the highest operating commitment at some \$280m spread over the remaining lease terms. To this can be added \$28.2m of leasehold improvements and \$69.3m of owned property, including residences.

The Department occupies or has commitments over 142 buildings, and with offices in most provincial centres, has a preference to lease rather than own in order to retain flexibility and preserve capital. Seven office buildings are owned, the remainder leased. Statistical data on accommodation costs and space utilisation, at the last reporting date of 30 June 1996, are provided in the accompanying schedule.

Significant issues in the accommodation area relate to dealing with surplus space, reducing occupancy costs, improving space utilisation and co-ordinating and managing a large portfolio over a number of different businesses.

Vacant office space currently stands at 10,470m² or 4.89% of the combined leased and owned portfolios, down from a peak of 21,814 m², or 10.14% of total space, in mid

1995. This reduction reflects a significant effort put into the Department's space divestment programme during the past nine months and these efforts are expected to be rewarded with further reductions over the next few months. Close attention is also being given to the internal rationalisation of space to enable surplus areas to be consolidated into marketable parcels and made available for sub-leasing.

Specialist property management staff are employed by the two largest business units, Income Support and CYPFS, and within the Corporate Office. Oversight and co-ordination of property leasing and capital expenditure decisions is provided by a Property Steering Committee made up of property representatives of all businesses and the National Property Manager, with accountability to the Director-General.

ENERGY MANAGEMENT

The Department spends approximately \$4m annually on building and vehicle energy. It is committed to improving its energy efficiency and reducing energy costs and is a participant in the Government Energy Efficiency Leadership Programme. Departmental objectives and strategies for energy management are included within a five-year energy management plan overseen by a task group of managers from the four business units and the corporate office.

Achievements in the two years that the plan has been operating include:

- completion of energy audits for 29 buildings with annual energy consumption in excess of \$50,000 plus the Income Support vehicle fleet and implementation of a number of energy saving measures identified in the reports;
- a pilot installation of new energy efficient lighting in the Lower Hutt office which has

resulted in improved lighting conditions and significant energy savings;

- production of energy efficiency guidelines for new and refurbished departmental offices;
- participation in a Government-wide bulk tender of electricity and negotiation of new contracts for several larger sites;
- appointment of a vehicle fleet manager and implementation of a new fleet management system and vehicle modernisation programme.

Two initiatives for the current year are to promote greater awareness of energy issues and conservation practices, through staff education, and to improve energy targeting and monitoring. Staff education will include participation in the "Switch Off" campaign, which is currently being promoted to encourage the switching off of PCs overnight to save energy. To assist targeting and monitoring, a tracking facility for energy consumption (in addition to existing cost reporting) is to be provided within the new KAURI accounting system.

WORKING PROTOCOLS

Because the Department comprises a number of distinct business units and support groups, a collaborative working style is the key element ensuring a common focus upon the overall goal of welfare to well-being. This way of working is underpinned by protocols and contracting arrangements between the various groups. This attention to the interfaces between the different parts of the Department and the various mechanisms to encourage it are mirrored in arrangements between the Department and other public agencies in the social sector.

INTER AGENCY COLLABORATION

Considerable work has already taken place to ensure that business units develop close and co-ordinated working relationships with:

- key government departments;
- service delivery agencies;
- national non-government organisations;
- voluntary and community support groups.

This work will ensure that people's efforts to improve their well-being are not hampered by problems of interface and poor communication between service providers.

Regular meetings have been implemented with other government agencies that are contributing to common outputs. These include:

- Department of Labour;
- Inland Revenue Department;
- Police;
- Ministry of Health;
- Ministry of Education;
- Ministry of Housing.

Additionally regular liaison meetings are held with voluntary and community groups and quarterly meetings with the umbrella organisations for these service providers are held. The Department is also represented on a number of review teams and working parties involving a range of both government and voluntary organisations including the DSW/Police Steering Committee on Operational Relations Strategy and the Waitakere Trial involving Health, Education and Welfare.

Legal Responsibilities

The Department is responsible for administering the following Acts and Regulations:

The Children, Young Persons and Their Families Act 1989, which provides for the care and protection of children and young persons, and procedures relating to offending by children and young persons. It also establishes the Commissioner for Children.

The Children and Young Persons (Residential Care) Regulations 1986, which provide for standards of care of children and young persons in departmental residences. This is currently being re-drafted.

The Children, Young Persons and Their Families Rules 1989, which provides rules governing procedures in Courts under the Children, Young Persons and Their Families Act 1989.

The Disabled Persons Community Welfare Act 1975, which provides for assistance to the disabled, including the registration of homes, and access to buildings. The majority of this Act's provisions are now non-operational as a result of the transfer of disability support services to Regional Health Authorities (this process was completed from 1 July 1995).

The Social Security Act 1964, under which most social security benefits and related payments are made.

The Social Security (Disability Services) Regulations 1993. These regulations, now largely defunct, provide for matters relating to the assessment of the subsidy for residential care disability services, and the payment of benefits to the spouses of persons receiving disability support services.

The Social Security (Monetary Benefits)

Regulations 1971. These regulations govern the way in which benefit applications are made and processed.

The Social Welfare (Transitional Provisions) Act 1990, under which New Zealand Superannuation and Veteran's Pensions and Transitional Retirement Benefits are paid. This Act also establishes the New Zealand Artificial Limb Board.

The War Pensions Act 1954, under which War Disablement and War Widows' Pensions are paid.

The War Pensions Regulations 1956. These regulations govern applications for War Pensions, and provide for supplementary assistance to War Pensioners.

The Retirement Income Act 1993, which provides for the appointment of a Retirement Commissioner and other matters relating to the multi-party Accord on Retirement Income.

A number of agreements are in force with the governments of other countries providing for reciprocal arrangements in respect of social security benefits. These countries are Australia, the United Kingdom, the Netherlands, Ireland, the Hellenic Republic (Greece), Italy and Guernsey and Jersey. An agreement has been signed with Canada and will become fully operable in 1997. These agreements are administered by the Department.