

local services mapping

communities and child, youth
and family working together

A PROPOSAL FOR THE FUTURE



foreword

Local services mapping is about a range of groups collaborating to identify needs in local communities and matching services to those needs.

The idea is not a new one, and local communities have been saying for some time that there needs to be a more collaborative approach between local communities and government to establish goals and set priorities. Local initiatives to achieve this have already been started by several communities.

Government has clearly indicated that it wishes to locate decision making and needs assessment related to the provision and funding of social services closer to the communities using the services.

Local services mapping should result in significant improvements in outcomes for children, young people and families over the next few years. We want local communities to be involved in mapping need, to give them a greater sense of ownership and control of the strategies designed to address that need. It should also result in a more integrated and more responsive social services sector that is better equipped to respond to emergent community needs.

This is your opportunity to provide feedback on the proposal while it is still in draft form. The responses that you make will be used to shape the way in which local services mapping will take place, and will ultimately impact on the success of the initiative in your community.

This work is about strong collaboration between communities and central government. To succeed, it will require the commitment of local communities, social service providers and Child, Youth and Family.

The mapping work will get under way in earnest from around the middle of 2002. It is my hope that over a three-year period all communities will have become involved in the local services mapping process. I am confident that local communities will take the opportunity to actively participate in local services mapping so that we can get the better outcomes we want for our children and for our communities.

Steve Maharey
Minister of Social Services and Employment
Minister Responsible for the Community and Voluntary Sector

introduction

Tena koutou, tena koutou, tena koutou katoa

Talofa lava, Ia orana, Malo e lelei, Fakaalofa atu, Taloha ni.

I am pleased to invite you to consider this proposal for how Child, Youth and Family and local communities might work together to ensure that children, young people and families achieve the best possible outcomes. The proposal for local services mapping outlines a process that will involve community social services, other government agencies and community members themselves in setting the vision for the future well-being of children and families in their community. Last year's report by former Judge Mick Brown *Care and Protection is about Adult Behaviour* highlighted what we all know – it takes a whole community working together to protect and nurture children.

Since the Brown report was released twelve months ago Child, Youth and Family has developed and has been implementing its New Directions programme, which is a broad and long-term plan for Child, Youth and Family to change the way it works. Its goal is to build an organisation that works with others to advance the well-being of families and the well-being of children and young people as members of families, whanau, hapu and iwi.

Local services mapping is a key component of New Directions and a response to the repeated calls from communities for a greater voice in the way services are planned, needs assessed and priorities set at the local level. It will also build on the work of last year's Future Search conferences, where a wide cross-section of community stakeholders identified their vision for the social services environment of the future.

I hope that you will take the time to read this document and consider the impact that local services mapping might have on your community. We are keen to hear your responses, as well as any concerns you might have, and will be undertaking an in-depth consultation process in some communities. I look forward to the development of closer collaboration between all of us who have an interest in child and family well-being and am confident that together we can build a better future for our children.

Jackie Pivac
Chief Executive
Child, Youth and Family

background

Overview

Communities and community service providers have regularly stated their desire for a greater role in identifying social services needs in their communities and for setting the vision, goals and priorities to meet these needs.

Local services mapping responds to this challenge. This process will inform the services provided by the Department of Child, Youth and Family Services (Child, Youth and Family) and by community providers.

Given the significant number of social service providers and the diversity of needs in local communities, we must work together to improve our responses to children and young people in need.

In this document we set out how collaboration with local communities could be achieved. Local services mapping is the process Child, Youth and Family has developed as a way of meeting with communities to identify local needs and discuss how services, including those provided by Child, Youth and Family and community providers, can be managed to better provide for local needs. This is your chance to tell us whether you support the way we propose to collaborate, and to provide feedback that would improve the proposal.

Please forward your feedback to Linda Taylor, Senior Analyst Strategic Policy, at Child, Youth and Family by 22 April 2002.

What is local services mapping?

Local services mapping is a term that describes a process for matching services with needs in local communities.

It involves representatives from Child, Youth and Family and local communities meeting to identify local needs and discuss how services, including those provided by Child, Youth and Family and community providers, can be managed to better provide for local needs.

The process for local services mapping involves five key stages:

1. Completing a **stocktake** of local social service needs and current service provision for children and young people with social services and youth justice needs.
2. Developing a **shared vision** for responding to the identified needs.
3. **Planning responses** including time frames, roles and responsibilities.
4. Making **practical agreements** so that funding, service provision and accountability and information sharing arrangements all work to achieve a shared vision.
5. **Reviewing outcomes** to determine whether plans and agreements need to be refined.

Why local services mapping?

Child, Youth and Family has initiated this project for a number of reasons. We hope to work with communities to:

- better respond to the needs of children, young people and families
- develop fairer and more open funding arrangements
- better combine statutory and non-statutory services and shift the focus towards preventive work
- better align government and community social services for children and families
- achieve a better relationship between Child, Youth and Family and local communities
- assist the Chief Executive of Child, Youth and Family to meet her statutory duties to encourage and promote cooperation between organisations engaged in providing services for children and young people and families and family groups.

Community groups have regularly stated their desire for greater collaboration and this has been reflected in:

- the growth of local collaborative approaches such as the Stronger Communities Action Fund
- the Brown Review, which highlighted the importance of a ‘whole of community’ approach to care and protection
- the report of the working party on the community and voluntary sector *Communities and Government : Potential for Partnership*
- Government’s aim to have a comprehensive continuum of services, with departmental and community responses provided in a seamless manner, and with a strong focus on social development
- Government’s desire to locate decision making and needs assessment closer to communities using services.

Child, Youth and Family acknowledges that the public sector cannot eliminate or address the abuse and neglect of children or solve youth offending by itself. Also, collaboration between the community and government agencies has been shown to be particularly effective in improving outcomes for children and families.

The primary goal will be to ensure that high quality services are delivered by all providers, including Child, Youth and Family, that promote the well-being of children, young people and families.

A ‘whole of community’ social services and youth justice system requires a continuum of services. Currently there is no single continuum for preventing and responding to child abuse and neglect: instead there are two services – the state system and community services. There is a similar division between services aimed at reducing youth offending, such as youth workers and holiday programmes, and youth justice interventions.

Developing a continuum will require a better match between state and community efforts by way of collaboration. Local services mapping is proposed as a way of achieving this.

improving outcomes for children and young people

The outcomes intended from local services mapping are framed in a positive and holistic manner. They are consistent with the principles established by *Puao-te-Ata-tū*¹ and the Children, Young Persons, and Their Families Act 1989. Local services mapping is a process that aims to create an environment where communities and government agencies work together to achieve outcomes that are shared by all.

A number of outcomes have been identified by Child, Youth and Family as being important to child and family well-being. If these outcomes are achieved, we will know that we are doing our very best to ensure that children grow up in safe, strong families and communities.

- **Safety:** children are protected from abuse, and both statutory and community services work together to keep children safe and strengthen families.
- **Family functioning and support:** children are able to flourish in their family and community.
- **Permanence and stability:** the stability of the child and family is maintained and intervention is only required when it is to the benefit of the child.
- **Cultural and spiritual identity:** the child's connection to their cultural heritage is preserved, and family, whanau or caregivers who care for the child have the necessary support to provide opportunities for this to happen.
- **Client satisfaction:** services delivered to children, families and whanau are perceived as being professional, respectful, competent and culturally appropriate.
- **Well-being:** children are appreciated and valued, and their well-being is seen as an essential part of a healthy community.

¹ The report of the Ministerial Advisory Committee for a Maori perspective for the Department of Social Welfare, published in 1986.

the local services mapping process

Local services mapping is about a process, not a product.

Child, Youth and Family local staff will support a local services mapping process as the basis for working with local communities. This will bring together a range of people from the community to stocktake, or identify, local needs and current services and to work on a shared vision for social services provision in their community. The process will be based on feedback received from communities on this document.

The proposed local services mapping process involves five phases, which form a regular cycle over three to five years once established.

1. Completing a **stocktake** of local social service needs and current service provision.
2. Developing a **shared vision** for how the community can respond to identified needs.
3. Working together in **planning responses**, including time frames, roles and responsibilities.
4. Making **practical agreements** so that funding, service provision, accountability and information sharing arrangements all work to achieve the vision.
5. **Reviewing outcomes** to determine whether plans and agreements need to be refined.

Stocktake

In the first phase, the goal is to establish the current range of services and build ownership of the issues facing local communities. Participants should include as many people as possible who have a role to play in children's and young people's safety and well-being, and are likely to include:

- Child, Youth and Family
- iwi authorities and iwi and Maori providers
- Pacific providers
- community providers
- Care and Protection Resource Panel members
- groups and agencies involved in Strengthening Families
- client groups, such as children and young people and/or families or their advocates
- local government
- other funders, such as COGS, community trusts and the Community Development Group
- other agencies involved with child and family well-being, such as church groups, schools, health care providers and police.

In some areas there will be existing forums that include this range of stakeholders, in which case Child, Youth and Family is committed to working with them. In other areas it may be necessary to bring together the range of groups in order to achieve wide community representation.

The key result of the stocktake will be:

- agreement on the nature and scale of issues at a local level
- information about available services and funding sources
- agreed forecast of future demand for services.

The main steps in this phase will include:

- sharing information on current issues, pressures, and patterns of demand
- placing current service provision across the service continuum, including services provided by Child, Youth and Family, other government agencies and community providers
- identifying key client groups and their characteristics
- predicting future demand and emerging or changing needs
- identifying successes and strengths in local service provision
- establishing roles and responsibilities of all participants
- feeding information into the next phase of local services mapping and into appropriate policy and planning processes.

Developing a shared vision

In the second phase, the goal is to build a shared vision and should include as many people as possible who have a role to play in children's and young people's safety and well-being. This vision will be the basis of a longer-term plan for child and family well-being.

The key output from this phase will be a shared vision statement including:

- what we are trying to achieve, including ways of measuring success, and time frames
- who will do what – roles and responsibilities of participants
- how we will do it – priority areas for community action
- feeding information into the next phase and into policy and planning processes.

The main steps will include:

- describing the desired vision for the community, including outcomes and the service continuum that should be in place
- establishing the gap between the current situation and the vision – highlighting areas of development needed
- developing a set of (measurable) objectives and indicators of success.

Collaborative planning

In the third phase the goal is to achieve joint ownership of solutions to local issues. The main participants will be actual and potential providers and funders and directly related agencies. It is likely, however, that a wider group will be involved to ensure the plan reflects community priorities.

The key output from this phase will be a medium to long-term practical plan for achieving the vision.

The main steps in this phase may include:

- assessing the ability to achieve the vision (budget allocations, staffing, etc)
- identifying ways of working together to achieve objectives
- agreeing on priorities for development and any service/funding shifts required, as well as changes to processes and systems
- identifying risks and obstacles and how these can be managed
- identifying the resources (finances, skills, information) needed
- matching the plan with existing national and regional strategies, programmes and funding arrangements

Practical agreements

In the fourth phase, the goal is to achieve agreements that reflect action plans.

The key outputs from this phase will include:

- agreements for future ways of working – protocols, information sharing, etc
- plans about service purchase and provision

The main steps will include:

- determining initial changes needed to funding, services and systems
- developing details of any cross-sector communication, coordination and consultation processes
- providing, where possible, commitments about people and financial resources to implement agreements and plans
- developing specifications for new or altered services or pilot schemes
- (one-on-one) negotiation for funding and/or service agreements, including contracts
- Child, Youth and Family internal action to implement any changes to processes or service delivery responsibilities.

Reviewing the process

In the review phase, the goal is to achieve reflective planning and ownership of outcomes from the local services mapping process and will involve key organisations, service providers and government agencies.

The key outputs will be:

- regular reports on meeting objectives and progress towards achievement of plans
- feedback into the ongoing local services mapping process, as well as planning and policy processes.

The main steps will include:

- developing performance indicators and data gathering systems
- analysing information and evaluating both process and outcomes
- recommending immediate and urgent changes to process and agreements.

Support available for the local services mapping process

We propose to support communities during local services mapping. A small external facilitation team will provide assistance in the first two phases of the process in terms of:

- facilitating meetings and involving community stakeholders
- collating information from a range of sources
- providing training to community members on what the process can achieve prior to the initial phases.

Defining 'local community'

The boundaries of the local community will need to be defined to enable local services to be mapped. Child, Youth and Family proposes a flexible approach to this. We are particularly interested in what you think constitutes your local community. Options may include:

- local authority areas, i.e. local council boundaries
- Child, Youth and Family Service Delivery Unit boundaries
- iwi rohe boundaries
- boundaries used by the Community Organisations Grants Schemes (COGS)

Regardless of how communities are defined, there will need to be some recognition given to overlapping interests, for example, iwi boundaries (rohe) are unlikely to coincide with other local community boundaries.

scope of local services

Local services mapping will allow services to better meet local needs. However, not all services can be provided locally. Demand for some intensive services is such that regional or national service provision is the only cost-effective approach, for example, residential services for children and young people with conduct disorder problems or residential services for youth offenders. Many of the services provided by Child, Youth and Family are statutory and cannot be provided by other organisations.

Statutory and non-statutory services

Statutory services are those that must be provided by a government department under the Children, Young Persons, and Their Families Act 1989 (CYP&F Act) and include:

- receiving notifications of neglect or abuse of children or young people
- investigating notifications of neglect or abuse under the CYP&F Act
- responding to court orders
- managing youth on remand
- providing safe care arrangements for children and young people where they present a risk to themselves or others.

A range of non-statutory services are provided by Child, Youth and Family and by other social services organisations including:

- prevention initiatives: education on child abuse, positive parenting programmes
- counselling and therapeutic services, family therapy
- early intervention initiatives: budget management, anger management programmes
- family violence services, safe housing and support
- care arrangements: foster care, one-to-one care, family homes, residences
- specialist residential programmes: sexualised behaviour and conduct disorder programmes.

These services are funded by Government and by a range of other funders, such as Community Organisation Grants Scheme, Lottery Grants Board, trusts and philanthropic organisations. Local services mapping will involve needs assessment across the continuum of non-statutory services.

Time frames

Child, Youth and Family proposes to formally start local services mapping in selected communities from 1 July 2002. The process can not happen in all communities at once, since collaboration is costly and will need to be assisted in each area by a local facilitation team. Some communities will also have more experience in collaborative ventures than other communities. However, all communities could expect to be participating in local services mapping over the next three years.

implications of local services mapping

The introduction of local services mapping has a number of implications for local communities and service providers, including Child, Youth and Family. Services planning in the past has been seen by many stakeholders as limited in the way it involves communities, captured by existing service providers or by Child, Youth and Family, and not delivering the range and level of services required for children and families in that community. The changes expected from a move to a locally-based planning, needs assessment and priority setting process include:

- achieving better outcomes for children, young people and families:
 - planned, well coordinated and accessible services for everybody, including Maori and Pacific peoples
 - a more comprehensive and seamless range of services being available
- responsive funding allocation linked to a community identified vision:
 - openness in funding decisions and funding criteria
 - ability to shift resources towards effective providers, towards preventative approaches and from state to community provision as appropriate
- a social services sector that is driven by community needs and priorities:
 - a strong tangata whenua voice in setting goals and objectives
 - community ownership and involvement at all levels
 - local ideas and solutions that can have impact on national policies and service provision
- an integrated sector focused on achieving common outcomes:
 - greater responsiveness to Maori, Pacific peoples and other ethnic groups
 - a locally responsive range of services, including responsiveness to Maori and Pacific peoples, from prevention and family support through to statutory social work and youth justice services
 - supporting and promoting inter-agency solutions and case management
- improved understanding of the social services sector and its dynamics:
 - understanding of the sector, including strengths and weaknesses, gaps, overlaps and current and likely future needs
 - better feedback and information flows across the sector and between the sector and government
- a solid platform for development of the sector giving:
 - a better basis for service and provider development
 - a streamlined approach to professional development and better workforce planning and recruitment.

how to have your say

This document has set out a proposed model for local services planning in communities. The model has been developed in consultation with some community providers and other government agencies. Child, Youth and Family is now seeking the views of the wider community with an interest in child and family well-being. A series of focus groups is taking place during March and April in a range of communities, which will canvas the views of a wide range of stakeholders.

If you wish to make comments on this proposal please feel free to send them to Child, Youth and Family and they will be considered as the final framework is developed. You may wish to discuss the document in more detail with other groups in your community, or you may have questions of Child, Youth and Family. These can be addressed to your local Funding Advisor.

All feedback will be analysed and key themes identified and fed back into the framework development process. A summary of the feedback and the final framework document will be made available to communities after feedback has been incorporated.

Written comments and feedback can be from individuals, agencies or groups of agencies. It should be forwarded to Child, Youth and Family by 22 April 2002. Please send your feedback to:

Linda Taylor
Senior Analyst Strategic Policy
Child, Youth and Family
PO Box 2620
WELLINGTON

or email: linda.taylor002@cyf.govt.nz