



# BRIEFING TO THE INCOMING MINISTER

2023



**ORANGA  
TAMARIKI**  
Ministry for Children

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# Congratulations on your appointment as Minister for Children

This is a challenging portfolio but also immensely rewarding in its ability to deliver better outcomes for children who are at risk of harm.

At Oranga Tamariki – the Ministry for Children, our purpose is to serve the children and young people that come to our attention, keeping them safe and preventing them from coming into care or custody where possible, also by ensuring the children's system provides support to families. This supports our ultimate vision *"All children are safe, loved and nurtured by whānau, hapū, and iwi, supported by thriving communities"*.

Our resource is one component of the broader system which supports children and young people. We need to use that resource to best effect to deliver on our purpose and the core functions only we can do. We will prioritise children and young people, and ensure the best possible support that we can. We know that by intervening early across the children's system, we can help stop children coming into care. But this can't be achieved by Oranga Tamariki alone.

We're better when we partner with others and we are accelerating in this direction, through our strategy, by enabling communities, and through the Oranga Tamariki Action Plan – which works with other children's agencies and holds them to account.

This briefing steps through, your responsibilities as the Minister for Children, and the work of Oranga Tamariki and what makes up the children's system.

I will provide you with further information as you require it and I look forward to working with you to support the implementation of your priorities and objectives over this term of government.



**Chappie Te Kani**

Tumu Whakarae Secretary for Children and Chief Executive of Oranga Tamariki

(Ngāti Porou, Te Aitanga a Māhaki, Tūhoe, Ngāti Maniapoto, Rongowhakaata)





# Your role as the Minister for Children

As the Minister for Children you are responsible for the Government's systems that are charged with promoting wellbeing for children and young people.

Most of the 1.13 million\* children (under 18) living in New Zealand do not appear to need our help, but approximately:

- **7,000** are in the care or custody of Oranga Tamariki (for care or youth justice matters)
- **67,000** are receiving support or services from Oranga Tamariki and its partners (not including care or custody)
- **183,000** children and young people demonstrate early risk factors and are highly likely to be in contact with other agencies which make up the children's system.

**Your portfolio mostly focuses on those who come to the attention of the care and youth justice systems (first two bullets above). Oranga Tamariki's role is to keep these children safe and prevent them from needing care or custody where possible by ensuring the children's system supports families.**

**For Māori, Pacific and disabled children, a greater proportion need support**

	Unknown to us	Early need	Active support	Care or custody
All children	77%	16%	6%	1%
Māori	57%	29%	12%	1%
Pacific	66%	26%	7%	1%

We do not provide data for disabled tamariki here as we know disability is significantly under counted in the data sources.

\*analysis uses data from 2021, current estimate of children in NZ is 1.16 million.

## Oranga Tamariki is one part of the children's system

- **Oranga Tamariki** provides services or support to children, young people and their families or whānau under, or in connection with, the Oranga Tamariki Act 1989.
- **The children's system** includes the children's agencies (as defined in the Childrens Act 2014) and any agencies that receive funding from the children's agencies to deliver services or outcomes for children, or otherwise work with children. Together they are responsible to deliver on the Child and Youth Wellbeing Strategy.

## The children's system includes these overlapping groups:

- **Children's agencies**, who are providing or funding core child focused services such as safety, education, income support, housing and healthcare for children and young people.
- **Child and Youth Wellbeing Strategy**, designed to support the wellbeing of all New Zealand children and young people.
- The **Oranga Tamariki Action Plan**, which formally involves children's agencies working together to improve the well-being of children and young people with the greatest needs (all three bullets on the left) but also involves other relevant agencies.
- **Courts and tribunals, principally the Family Court and the Youth Court**, dealing with matters related to children and young people, including professionals working with children.
- **Te Puna Aonui (the Joint Venture for the Elimination of Family Violence and Sexual Violence)**, a collective of agencies (including all children's agencies) responsible for implementing **Te Aorerekura – the National Strategy to Eliminate Family Violence and Sexual Violence**.



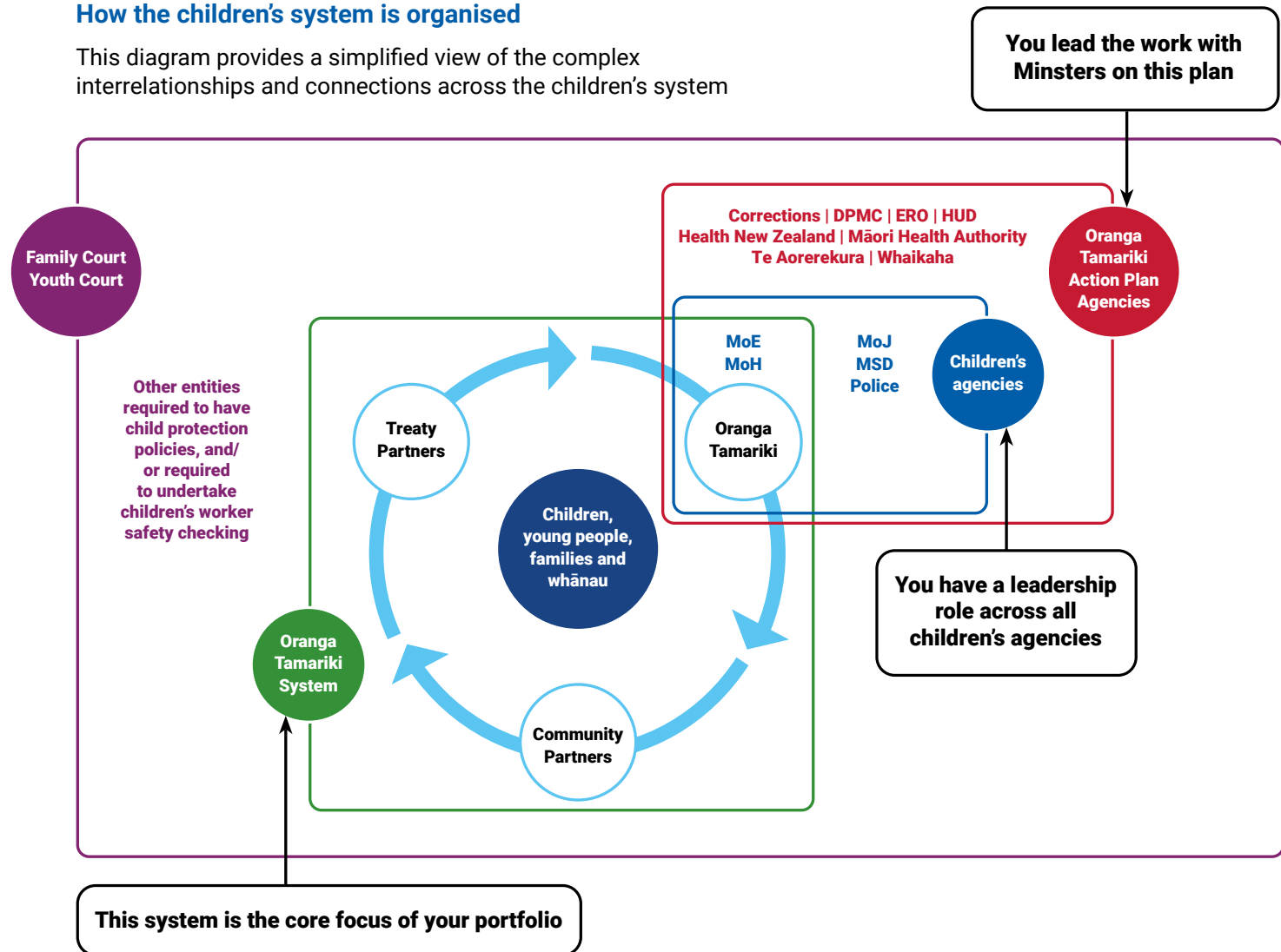
### As Minister for Children, you have levers to influence and change the children's system

These are:

- developing and delivering the government's **strategy and policy** for children and their families or whānau through the work of Oranga Tamariki, and alongside other children's Ministers across the children's system
- progressing **legislation** that establishes or amends systems for delivering that policy
- seeking and securing **funding** to implement your policy agenda and support the operations of Oranga Tamariki.

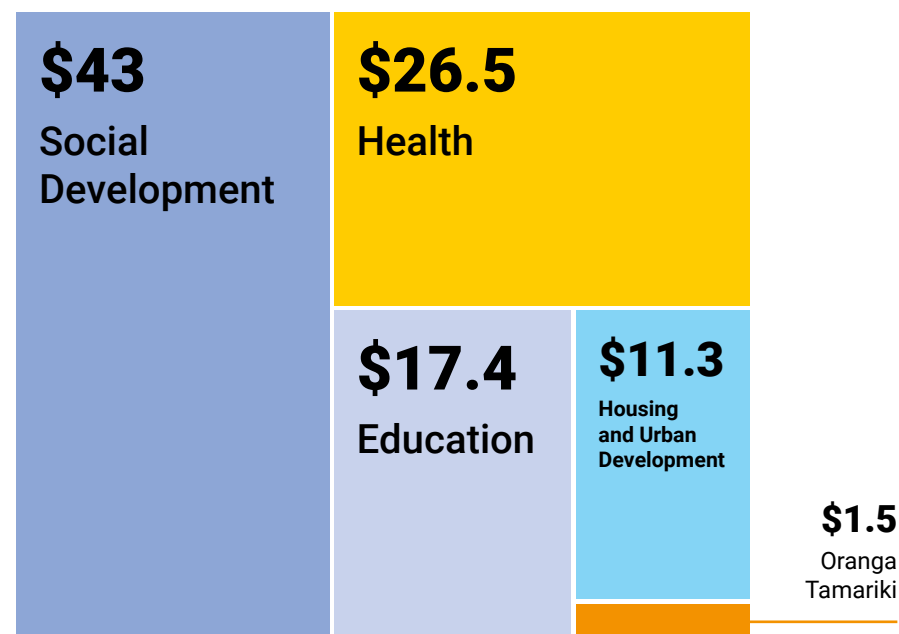
### How the children's system is organised

This diagram provides a simplified view of the complex interrelationships and connections across the children's system



# Your role as Minister for Children in the wider children's system

## Funding for key social sector agencies (\$ billions)



As Minister for Children, you are directly responsible for the **\$1.5 billion per year** invested through Oranga Tamariki.

But you can also influence outcomes for children by working with other key social sector Ministers, **collectively overseeing \$100 billion of investment each year**.

As well as the social sector, our work intersects with other sectors that work with children, in particular the justice system.

## Oranga Tamariki and the children's system is interconnected with the justice system

- Oranga Tamariki is part of the response to child and youth offending, working closely with justice sector agencies, including Police, Corrections and the Ministry of Justice, to improve the system response for children and young people with offending behaviour.
- As a Justice Sector Minister, you will also receive a briefing from the Justice Sector Leadership Board outlining where justice sector agencies can work together to achieve shared outcomes in the criminal justice system.

### **The Oranga Tamariki Action Plan is critical to your success**

Under the Children's Act 2014, the Prime Minister designates the responsible Minister/s for the Child and Youth Wellbeing Strategy (Strategy) and Oranga Tamariki Action Plan (Action Plan). This is at the Prime Minister's discretion, but these have previously been kept separate with the Minister for Children responsible for the Action Plan.

The Strategy serves all children and young people, while the Action Plan focuses on those with the greatest need. The designated Minister must review the Strategy at least three-yearly and prepare and publish an annual report on progress in achieving the strategy's outcomes. The Strategy was last reviewed in mid-2022.

### **The Action Plan is a shared commitment by the children's agencies to work collectively to improve wellbeing for children and young people with the greatest needs**

If you are the designated Minister for the Action Plan, you may direct the children's agency Chief Executives to review the Action Plan and propose a new plan or amendments to the existing plan.

Children's agencies have not done enough to support children and young people with the greatest needs. Oranga Tamariki has historically subsidised the provision of other agencies to ensure children get what they need. Resources and services essential for this cohort – such as disability services – are held by a range of agencies and are key to preventing children from coming into care, and providing the right supports once in care.

### **The first Action Plan was announced on 8 July 2022. Its focus areas were designed to:**

- share accountability amongst children's agencies
- improve understanding of unmet child wellbeing needs

- respond to those gaps with joined-up holistic services
- improve cross-sector data, evidence and information quality and sharing
- improve access to and suitability of services offered to children and young people
- increase the visibility of and prioritisation of children and young people that need support with utmost urgency and sensitivity.

In the last year, we have delivered seven in-depth assessments of need across education, health and housing services. Each assessment identifies issues at a national level and explores the system gaps in relation to those needs. Children's agencies have responded with short and medium-term actions to close these gaps.

### **Wider influence**

As Minister for Children, you have an influencing role with your ministerial colleagues, including across the Child and Youth Wellbeing Strategy (if designated to another Minister), Finance, Public Services, Immigration, the office for Māori Crown Relations – Te Arawhiti and the Justice Sector.

### **The four focus areas of the Action Plan are:**

- Short-term practical steps
- Building an evidence-based picture of need
- Meeting the needs of children and young people and building family and whānau resilience
- Community led, regionally enabled, centrally supported prevention



# Key legislation and international obligations for children

## Oranga Tamariki administers the following legislation within your portfolio:

- the **Oranga Tamariki Act 1989**, which has the purpose of promoting the wellbeing of children, young people and their families through a legal framework for the care and protection and youth justice systems. Most of our day-to-day work is driven by the functions we are prescribed under this Act
- the **Children's Act 2014**, Oranga Tamariki is responsible for Part 1 of the Act, which requires a strategy to improve the wellbeing of children and the development of an associated action plan to achieve the strategy's outcomes for children of interest to Oranga Tamariki.

Other Parts of the Act are administered by the Ministry of Education and outlines policies for the protection of children and checks of children's workers, in health, education and other state service settings.

## Oranga Tamariki has other statutory functions:

- at the request of the Court, we provide information for protection order proceedings under the **Family Violence Act 2018**
- we give reports to the Family Court, act as agent of the Court when the Court places a child under its guardianship or exercise guardianship responsibilities (**Care of Children Act 2004**)
- related to adoption, we:
  - > provide approvals for applicants and reports to assist the Court (**Adoption Act 1955**)
  - > respond to applications for information from adults who were adopted (**Adult Adoption Information Act 1985**)
  - > perform functions related to international adoption (**Adoption (Intercountry) Act 1997**), which gives effect to the Hague Convention
- provide information to, and respond to reports by, the Children and Young People's Commission, the Office of the Ombudsman and the Independent Children's Monitor (**Children and Young People's Commission Act 2022, Oversight of Oranga Tamariki System Act 2022**).

## International Obligations

New Zealand is signatory to international obligations that require Oranga Tamariki to uphold the rights of children we support and care for, including the:

- United Nations Convention on the Rights of the Child
- United Nations Convention on the Rights of Persons with Disabilities
- United Nations Declaration on the Rights of Indigenous Peoples
- Optional Protocol to the Convention Against Torture
- Hague Convention on the Civil Aspects of International Child Abduction.

### Our monitors

As an organisation with such an important role for child safety and wellbeing, it is important that we are scrutinised, challenged and held to account by Crown monitoring agencies and also by communities, the public, the media and ourselves. The following agencies each have statutory functions for monitoring the system and our work.

#### Aroturuki Tamariki | Independent Children's Monitor

Monitors the organisations that support and work with children, young people, families and whānau to ensure they are meeting their needs, delivering services effectively and improving outcomes.

#### Tari o te Kaitiaki Mana Tangata | Office of the Ombudsman

Receives complaints about the state care system, including Oranga Tamariki and other government agencies. Oranga Tamariki is required to proactively report on complaints and serious and critical incidents as per section 42 of the Oversight of Oranga Tamariki System Act 2022.

#### Mana Mokopuna | Children and Young People's Commission

Designated as a National Protective Mechanism under the Optional Protocol to the Convention Against Torture, which is mandated under the Crimes of Torture Act 1989. Mana Mokopuna visits Youth Justice Residences, Care and Protection Residences, and Youth Justice Community Remand Homes to examine the conditions of these facilities and the treatment of children and young people.

# Our core functions and responsibilities

The core functions that Oranga Tamariki has responsibility for, as set out in legislation are:



## Prevention

- Providing system leadership, to influence and monitor outcomes for children and young people at risk of coming into contact with the care and protection or youth justice systems, particularly through our role leading the Oranga Tamariki Action Plan, and preventing children and young people from suffering harm or offending and reoffending



## Early support

- Coordinating services that prevent children from escalating through the care and protection, and youth justice system
- Funding and contracting services to support the wellbeing of children and young people



## Care and protection

- Responding to concerns for child safety and wellbeing
- Statutory care and protection services for children and young people
- Enabling and supporting families, whānau and caregivers to provide safe, stable loving care for children and young people in care
- Meeting the needs of children and young people in our care, including their safety and wellbeing
- Providing responsive and timely complaint mechanisms and support for residence grievance panels
- International Child Protection Unit / international casework including, child trafficking, smuggling, harmful and fraudulent adoptions, child abduction, slavery, online/offline child sexual exploitation



## Youth justice

- Supporting young people to repair the harm they have caused and get back on track through provision of restorative youth justice family group conferences
- Supporting the development and monitoring of plans to address and respond to offending behaviour
- Providing custodial placement options for remand and supervision with residence orders



## Adoptions and surrogacy

- Supporting expectant parents considering placing a child for adoption
- Assessing and approving adoptive applicants who are seeking to adopt a child within New Zealand or from another country
- Providing social work reports to the Family Court on all adoption applications, including for children born through domestic and international surrogacy arrangements
- Provide information and support services to adult parties to past adoptions



## Transition support

- Support young people as they transition to independence from state care and youth justice
- Maintaining contact after they leave care or a youth justice placement through to the age of 21
- Enabling young people to remain or return to live with a caregiver beyond the age of 18
- Providing advice and assistance for these young people up to the age of 25

# The children and young people we serve

New Zealand has about 1,160,000 children under the age of 18, most of whom don't need our help. A small percentage of these children come to our attention each year and need support to be safe and well or stop offending. Our data suggests that almost a third of young adults who are 18–20 have had some contact with Oranga Tamariki over their childhood.

**5%** of all children and young people came to our attention (through a Report of Concern (RoC) or a youth justice referral) in FY2023.

Where a report was made with concerns about abuse and neglect (for 53,000 children in FY2023), around 30,000 children had assessments completed, 12,100 children had at least one substantiated finding of harm, and 4,750 had a family group conference\*\* (FGC).

If children and young people do come to our notice, it's most likely that the first time they do they will be young (1/2 will first come to attention in their first 1,000 days), but most children in care are older (60% are over 10, and fewer than 4% are 1 year old or less).

**83%** of young people don't offend in their teenage years. For the 17% that do, intensive justice processes aren't usually needed to get them back on track – in fact about 70% are dealt with through Police diversionary responses. Only around 2,000 were escalated to Oranga Tamariki or Youth Court processes in FY2023.

For **care and protection**, almost 53,000 children and young people came to our attention in FY2023. For:

- 37% of them this was only a RoC
- 62% of them social workers undertook assessments or investigations
- 9% of them we also convened a FGC
- 2% of them a statutory care order was made

Slightly more males than females are in the care and protection system







Māori remain overrepresented of those in the care and protection system



\*\* A FGC is a formal meeting where the whānau comes together with professionals to talk about the concerns we have for a child or young person or their offending. For care and protection FGCs the goal is to come up with a plan to keep them safe, and for youth justice, to help find solutions and repair harm. Youth justice FGCs also include victims of offending.



For **youth justice**, we worked with just under 2,000 young people in FY2023 (not including children who offend). The most intensive response they received was:

-  Intention to charge FGC\*\* (43%)
-  Court directed FGC\*\* (51%)
-  Non-custodial monitored Court orders (3%)
-  Supervision with Residence Order (4%)

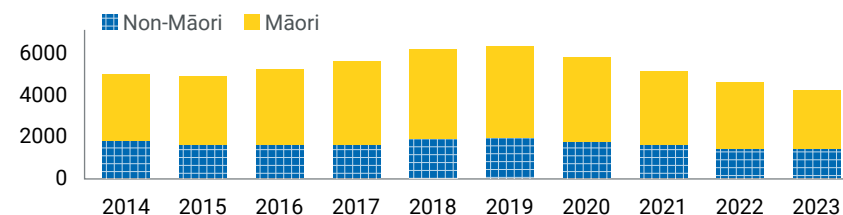
#### Most young people in youth justice custody are male



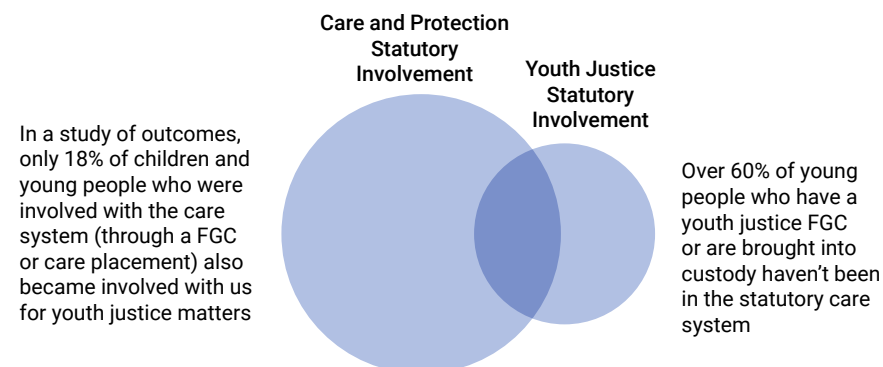
#### Māori remain significantly overrepresented in youth justice custody



#### Number of children and young people in the care or custody of the Chief Executive (2014–2023)(care only, not youth justice custody)



These measures are at 30 June for each year. For 2023, this was about 4,300 children, 68% of whom had whakapapa Māori. Most children in care (60%) are 10 or older.



# Introduction to the care and protection system

**The care and protection system protects and supports children and young people who are at significant risk of harm because of their family or whānau environment, and/or their own complex needs**

Oranga Tamariki is responsible for ensuring that children and young people are safe and nurtured in their families, whānau and homes.

The care and protection system is complex and children and young people often loop around in the system and can come in and out multiple times (in a year and over their childhood). An important focus of our work is to reduce churn and ensure stability for children and young people which is a key support for wellbeing.

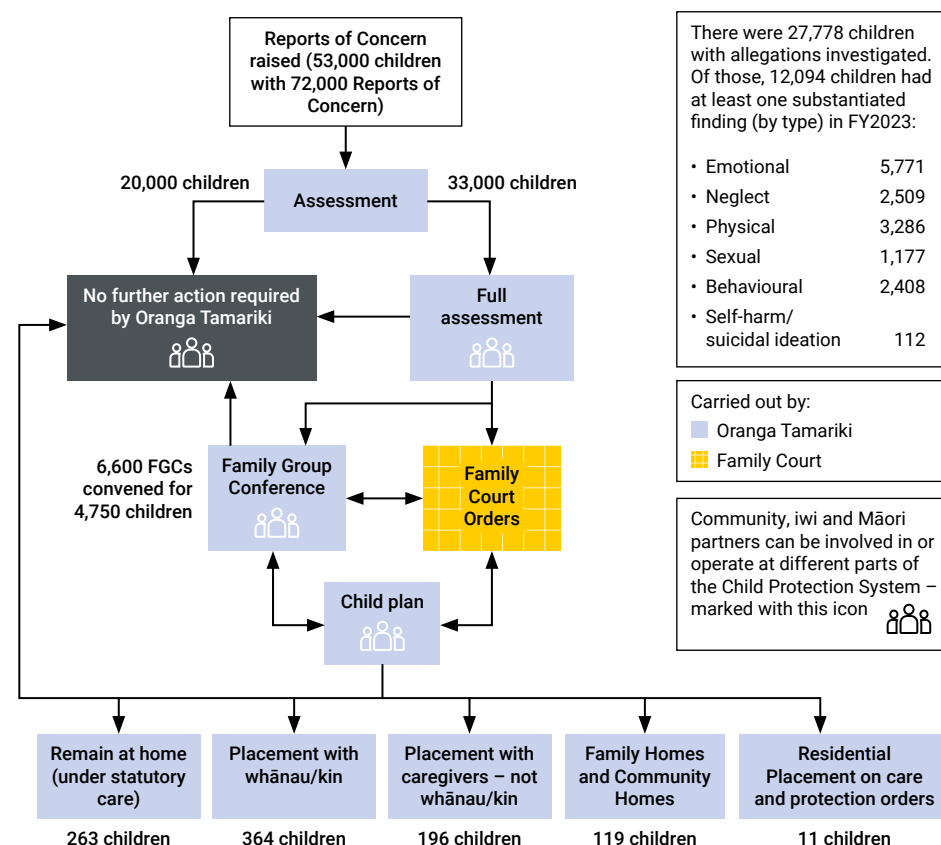
There is a general pattern (set by legislation) for how children experience the system, with many opportunities to secure safety and wellbeing, and an aim of only keeping them in the system to the extent that it is necessary for their safety and wellbeing. The National Care Standards ensure every child and young person knows what to expect when they're in the care or custody of Oranga Tamariki.

At any point in the process:

- a Court order can be granted for children or young people to be put under the care of the Chief Executive
- a Family Group Conference (FGC) can take place
- a hui-a-whānau (a non-legislated whānau led meeting) can take place (although the majority happen during the assessment stage).

## High-level flow of the care and protection system

The numbers used here refer to FY2023. The data provided is a snapshot over a period of time for each child and this may change as our involvement with them progresses. Because children may experience changes in their care and protection arrangements over time, this data doesn't provide a full view of their experience with the system.



# Introduction to the youth justice system

## The youth justice system provides mechanisms for responding to offending by children and young people

The youth justice system aims to reduce the potential for lifelong offending by addressing the underlying factors that contribute to offending as early as possible and involving families and whānau, along with victims in developing the solutions. There is clear evidence that once a young person enters the formal justice system and receives a criminal record, they are more at risk of further serious offending. The aim is to avoid this where possible, alongside considering public safety.

Most offending is resolved through **Police warnings or alternative actions**. Only more serious or persistent offending is referred to the **youth justice system** which provides opportunities to put things right and get back on track, usually without a criminal conviction.

**Intention to charge family group conferences (FGCs)** enable young people to avoid court when Police and an FGC coordinator consider that the FGC process may be able to address the offending.

**Youth court** is predominantly for 14–17-year-olds and a small number of 12–13-year-olds with more serious or persistent offending, or where charges are disputed.

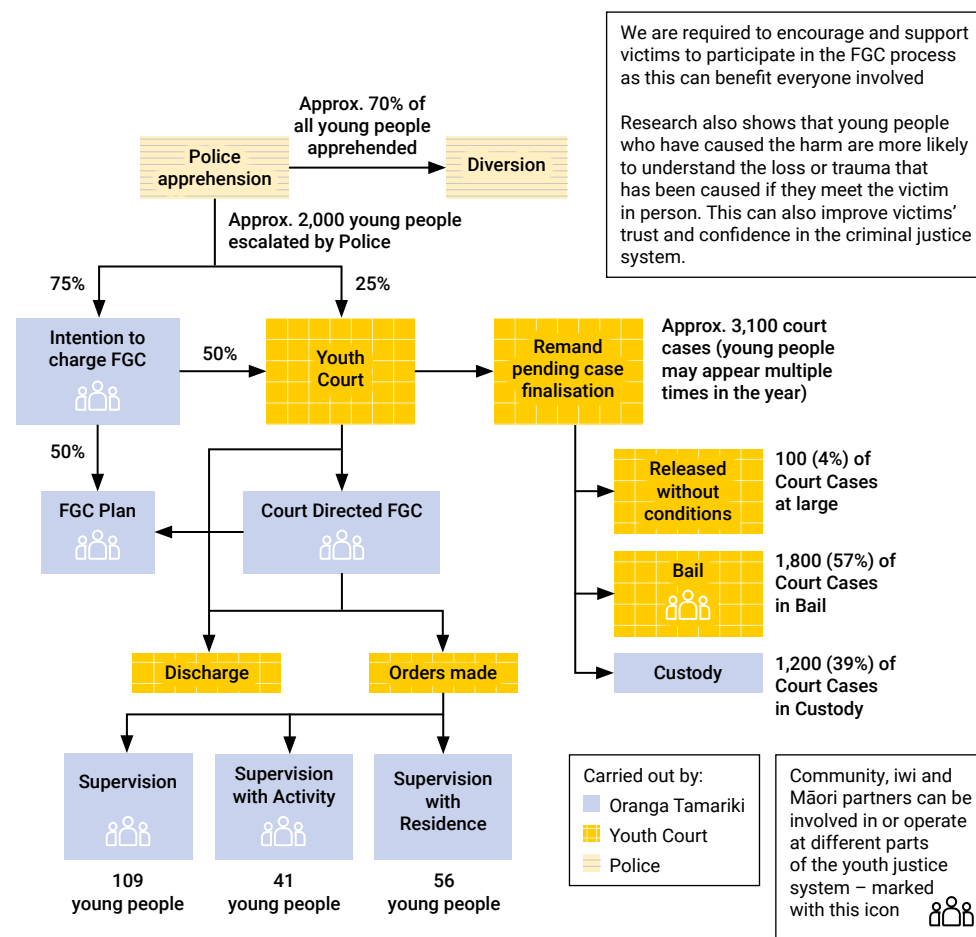
There are **four primary considerations** relating to the youth justice system:

- the wellbeing and best interests of the child or young person
- public interest (including public safety)
- interests of any victims
- accountability of the child or young person for their behaviour.

Oranga Tamariki and Police are strengthening early responses to serious offending where there is an increased risk of reoffending.

## High level flow of the youth justice system

The numbers used refer to the FY2023. The numbers in this diagram capture the most serious response, noting that children and young people may receive more than one outcome in a year and those remanded in custody often move between bail and custody.





# Our finances

## As Minister for Children, you are responsible for almost all the appropriations in Vote Oranga Tamariki (2023/24) (excluding Crown Response to Abuse in Care)

The total of appropriations for Vote Oranga Tamariki 2023/2024 is \$1.572 billion. It includes:

- \$1.506 billion for Investing in children and young people in a Multicategory Appropriation (MCA)
- \$11 million for adoption services
- \$6 million for an independent connection and advocacy service (VOYCE-Whakarongo Mai)
- \$1 million for independent advice on Oranga Tamariki (the Ministerial Advisory Board)
- \$48 million for capital expenditure, with a capital injection of over \$28 million.

Most of Vote Oranga Tamariki is a multicategory appropriation, so there is flexibility to move funding across categories of expenses to contribute to the single overarching purpose of the appropriation.

The Chief Executive has delegated authority to transfer up to \$20 million between the categories of the Investing in children and young people appropriation every fiscal year.

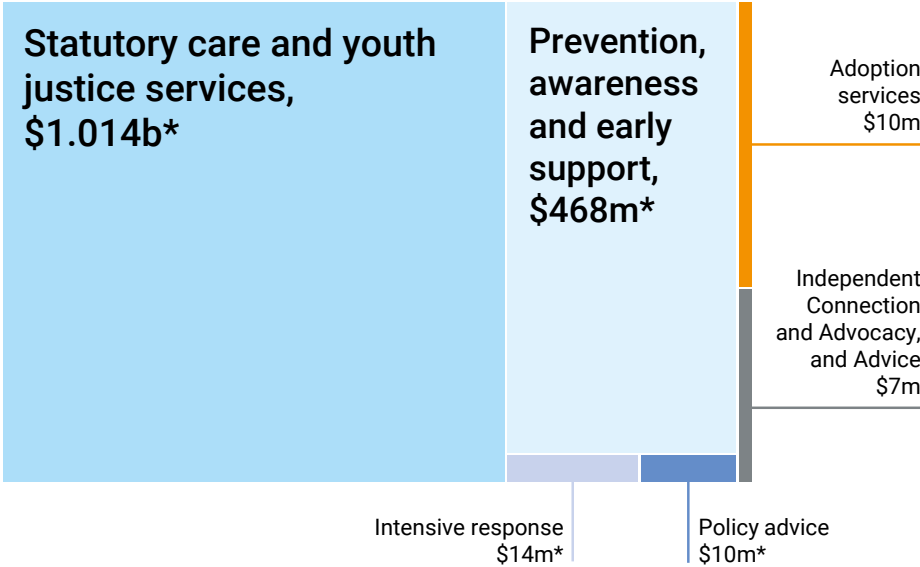
### Crown Response Unit

Vote Oranga Tamariki also holds funding for the Crown Response to the Abuse in Care Royal Commission of Inquiry, which is the responsibility of the Minister for the Public Service. In 2023/24, \$19 million is appropriated to provide a coordinated and effective response, including designing a redress system. The Oranga Tamariki finance team administers this

appropriation, and the Director of the Crown Response Unit reports to the Oranga Tamariki Chief Executive, but is accountable to a cross government group of Chief Executives.

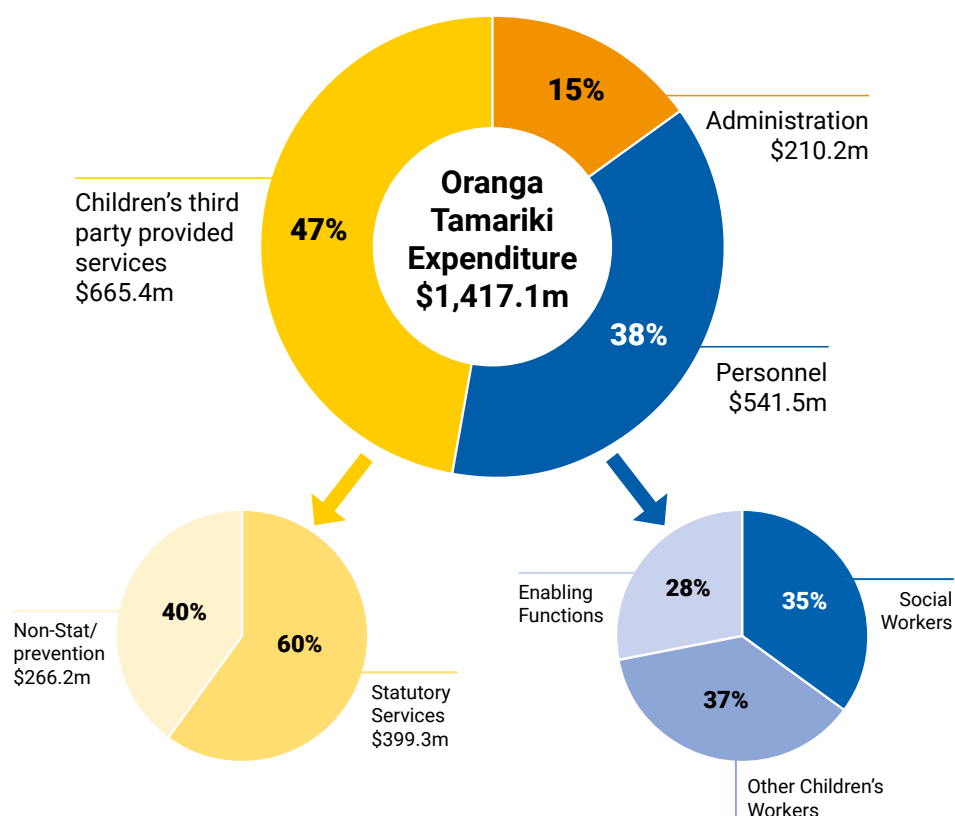
### Funding in Budget 23

In Budget 2023 Oranga Tamariki received \$465 million (over four years) for cost pressures. These include covering the costs around funding partner provided services, funding for disabled children and young people, covering the expenses in relation to the recent Public Sector Pay Adjustment and other contractual obligations to Oranga Tamariki staff.



\* These categories are part of the Investing in children and young people MCA

### What we spent our money on last year (departmental expenditure 2022/2023)



### Oranga Tamariki expenditure can be grouped into three main areas:

- personnel
- administration
- children's third-party provided services.

#### Personnel

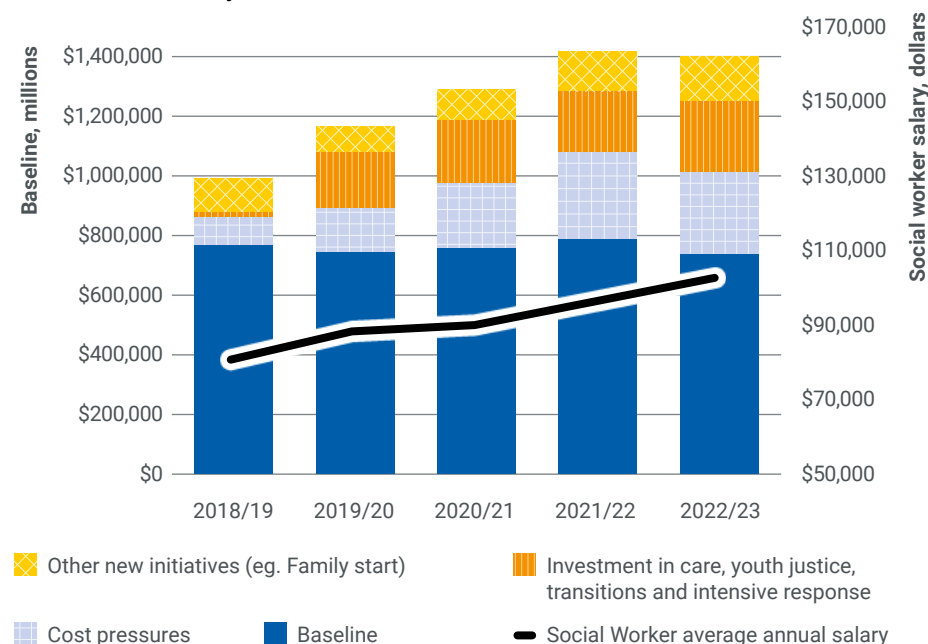
Approximately 38% of our expenditure relates to the salary and other personnel costs for over 4800 staff, including 1687 social workers.

#### Administration

15% of our expenditure is on administration related activity, including the costs of leasing and maintaining our 79 leased work environments, 89 leased home environments and 80 owned home environments, as well as the cost of the Oranga Tamariki technology licenses and equipment.

## Oranga Tamariki has seen an increase of funding since 2019 including pay for social workers

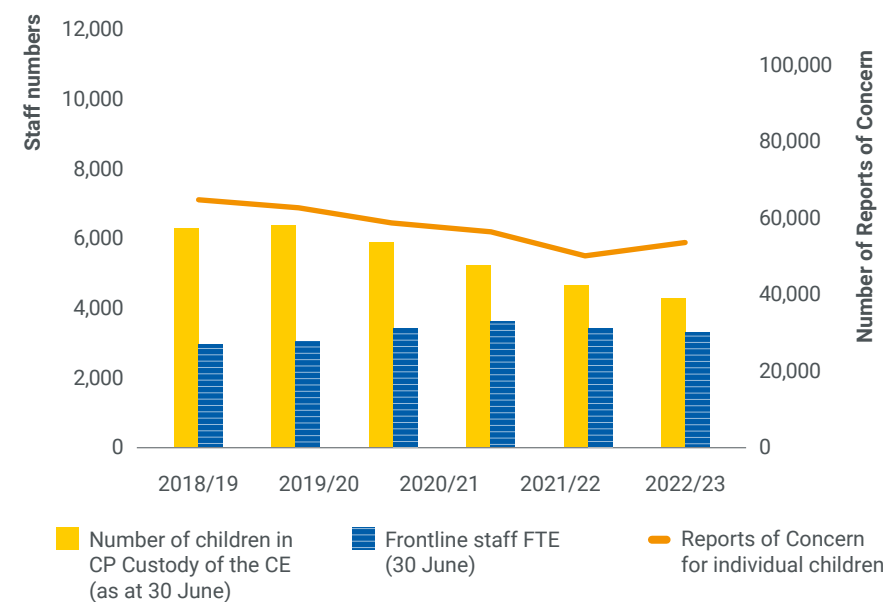
Breakdown of increased investment in Oranga Tamariki 2019-2023 and Average Social Worker Salary



- a significant proportion of this has funded cost pressures
- cost pressures include pay equity for social workers
- the average Oranga Tamariki Social Worker salary has increased by 33%.

## We have invested to support children and prevent them from requiring statutory intervention

Breakdown of Oranga Tamariki staff, children in custody, and reports of concern



- the number of children in state care has reduced from around 6,400 to around 4,300
- while our frontline staff has remained relatively stable the numbers of reports of concern remains relatively high, although they have reduced from 63,000 to 53,000



# Our leadership team – focused on delivering for children, young people and their families or whānau

## Te Riu and wider leadership structure

Chappie became our Chief Executive in December 2022 having acted in the role from 2021. The current leadership team has been in place since early 2023, following an organisational reset in mid to late 2022.



**Tumu Whakarae**  
Secretary for Children and  
Chief Executive of Oranga Tamariki

**Chappie Te Kani**  
9(2)(a)



**Tumu Tuarua**  
Te Tuku Ratonga  
DCE Service Delivery  
**Rachel Leota**  
9(2)(a)

Care and protection services  
Youth Justice  
Transition Support Services  
High Needs Care and Support Services  
Adoptions  
International Case Work



**Tumu Tauwhiro**  
Chief Social Worker  
**Peter Whitcombe**  
9(2)(a)

Sets the vision and direction of social work practice for Oranga Tamariki and across the system  
Independent practice advice and guidance to Te Riu and CE, informed by evidence drawn from the profession



**Tumu Tuarua**  
Te Kounga o te Mahi me ngā Wheako  
DCE Quality Practice & Experiences  
**Nicolette Dickson**  
9(2)(a)

Ministerial Support  
Development of practice frameworks, policy and tools  
Professional development  
Quality assurance  
Practice advice, including Māori, Pacific and Disabled  
Feedback, complaints and claims  
External monitoring and review management



**Tumu Tuarua**  
Ngāi Māori, Te Kōtuinga, me ngā Hapori  
DCE Māori, Partnerships & Communities  
**Darrin Haimona**  
9(2)(a)

Strategic Treaty partnerships  
Commissioning, market building and procurement  
Māori engagement and co design  
Voices of children, whānau and families  
Māori, Pacific, Disabled and Rainbow Family Violence and Sexual Violence services



**Tumu Tuarua**  
Te Arataki Pūnaha  
DCE System Leadership  
**Phil Grady**  
9(2)(a)

Strategy and Performance Policy  
Evidence Centre  
S7AA monitoring and reporting  
Oranga Tamariki Action Plan  
Youth Crime Taskforce  
Prioritisation Taskforce



**Tumu Tuarua**  
Te Tangata, Te Ahurea, me ngā Ratonga  
Whakatutuki Mahi  
DCE People, Culture & Enabling Services  
**Cassandra (Caz) Anderson**  
9(2)(a)

People and leadership (including cultural programmes)  
Finances  
Legal Services  
Data, Information and Technology  
Infrastructure  
Health, Safety and Security



**Tumu Tuarua**  
DCE Transformation  
**Tusha Penny**  
9(2)(a)

Change and Transformation  
*Note: Residences portfolio shifting on 22 December*

### Other key people

**Isaac Carlson**  
Royal Commission –  
Director Crown  
Secretariat

Total Budget excluding Crown Response appropriation	Total Budget \$000	Personnel \$000	Children, YPs & Whānau Costs \$000	Other \$000	Total FTEs	Manager FTE	Non Manager FTE	Average Salary \$	Average Manager \$
Service Delivery	786,825	331,743	422,803	32,279	2,890	302	2,588	101,577	143,175
Youth Justice, Care and protection and Community homes	113,016	95,433	10,018	7,564	826	104	722	75,837	115,330
Māori, Partnerships & Communities	314,419	22,565	253,308	38,547	172	31	141	115,840	158,093
System Leadership	19,712	16,391	0	3,321	117	19	98	126,414	196,952
Quality Practices & Experiences	38,328	25,040	20	13,268	243	39	204	110,224	166,734
People Culture & Enabling Services	205,027	49,721	1,495	153,810	414	75	340	117,245	175,390
Director Office of the CE	29,265	13,631	2	15,632	62	15	48	143,422	197,408
Director Transformation	12,501	6,179	-	6,322	49	6	43	134,098	174,941
Chief Social Worker	3,187	2,019	0	1,169	13	2	11	174,777	277,000
	1,522,280	562,721	687,646	271,912	4,786	592	4,194	101,126	148,527

# Our people

## Our staff

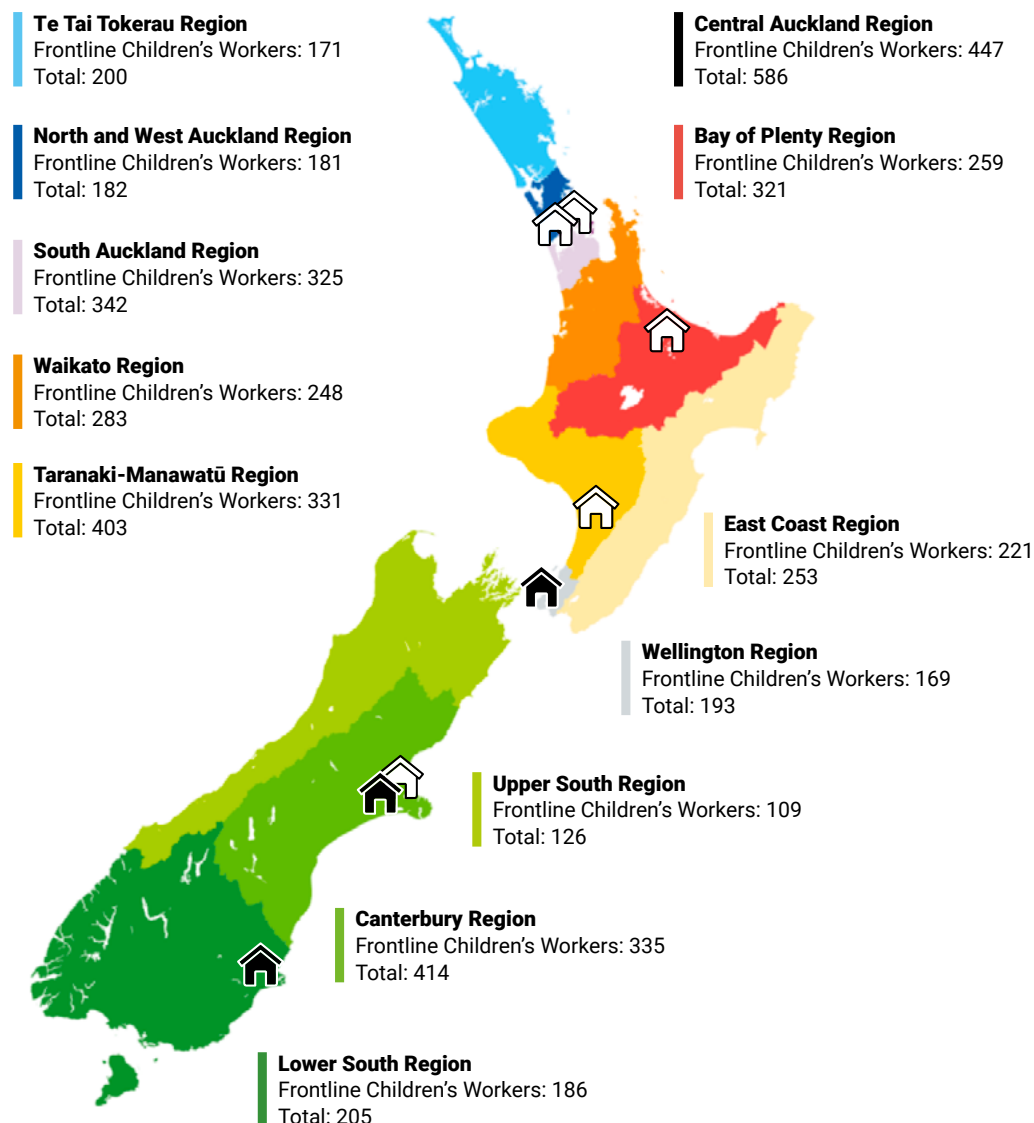
Around 4,800 staff (including over 3,500 frontline children's workers\*) work for Oranga Tamariki across the groups shown in the table below.

<b>Service Delivery</b>	<b>3847</b>
Services for children, families and whānau, youth justice, care services and māori, partnerships and communities (includes most social workers and other frontline support).	
<b>Voices and Quality Practice</b>	<b>262</b>
Oversight, development and assessment of high-quality practice, including ensuring the voices of children and the communities we serve shape our service delivery. This includes the staff of the office of the Chief Social Worker and our customer information teams.	
<b>Enabling functions</b>	<b>718</b>
Strengthening our system response to the needs of children, families and whānau. Corporate, legal, policy, research and other systems teams.	

## Oranga Tamariki works with three Unions to support staff in the work place:

- Public Service Association (PSA)
- National Union for Public Employees (NUPE)
- Association of Professional and Executive Employees (APEX).

\*Frontline Children's workers includes over 1,680 social workers, as well as a number of other frontline roles, such as youth workers



National Office	Staff
Total	840

Care Residence	Total staff
Epuni – Lower Hutt	51
Te Oranga – Christchurch	26
Puketāi – Dunedin	32

Youth Justice Residence	Total staff
Korowai Manaaki – South Auckland	97
Whakatakapōkai – South Auckland	53
Te Maioha – Rotorua	115
Te Au Rere – Palmerston North	129
Te Puna Wai ō Tuhinapo – Christchurch	124

# Our focus on youth crime

There are several opportunities to improve efficiency and effectiveness across youth offending including youth justice residential services.

## Fast Track and local coordination teams

Fast Track is a targeted intervention that ensures an immediate and joined up Police and Oranga Tamariki response following serious or persistent offending by children or young people. Local coordination teams provide intensive follow up support. These teams are multi-disciplinary and include members from government agencies, and local iwi and community providers.

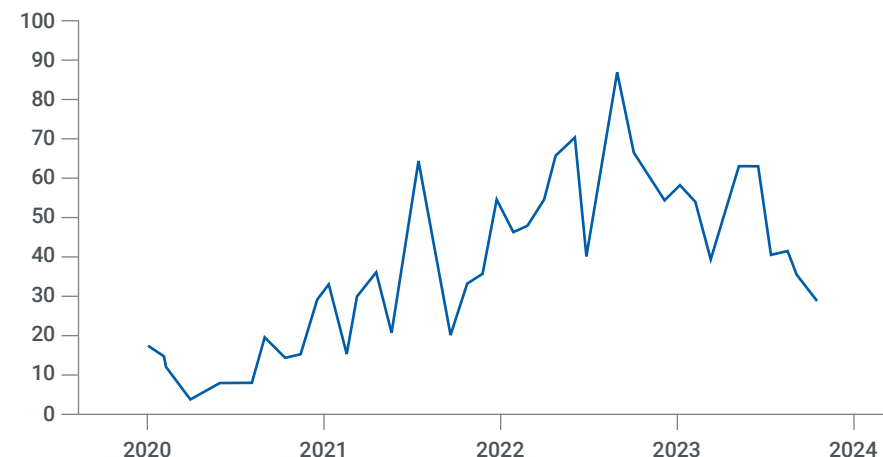
In mid-2023 we established a Taskforce to provide a better response to children and young people who offend. Priority actions delivered so far include:

- Expanding Fast Track to sites across New Zealand in Whangarei, Auckland (three sites), Waikato, Rotorua, Lower Hutt, Canterbury and Dunedin.
- Introducing Enhanced Fast Track (He Kete Manaaki) – a two-year trial in Auckland, that is a more intensive response to children and young people that continue to offend despite previous intervention that is:
  - > led by an intensive support social worker
  - > provides an extended period of intensive wrap-around support for children and young people, depending on the level of need.

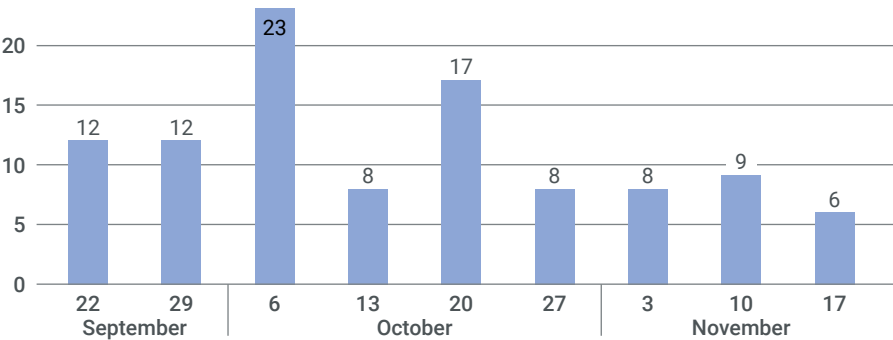
Oranga Tamariki has forecast \$5.6 million in the current financial year, managed from within baseline, to provide our Fast Track response. This includes \$3 million for Fast Track, \$1.5 million for expanded Fast Track, and the remainder providing for Family Group Co-ordinators and whanau support. The projected cost per child is approximately \$285,000.

The number of Ram Raid incidents that increased significantly from 2020 is starting to trend down, in part because of interventions like Fast Track, which help break the cycle of offending. To date Fast Track has seen a 76% success rate of non-referrals following use of the intervention.

## Monthly number of Ram Raid incidents are starting to trend down



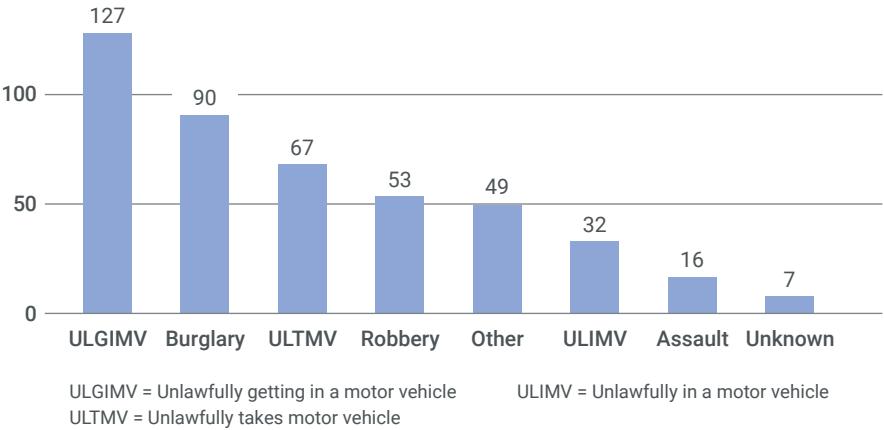
Weekly Fast Track referrals over the past 8 weeks are declining



Since December 2022, there have been a total of 441 Fast Track referrals for 309 unique children or young people with serious or persistent offending. Of these referrals:

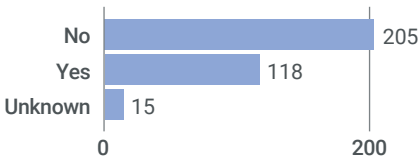
Unlawfully getting in a motor vehicle (ie. passenger) and burglary have been the most frequent offence.

Offence Type



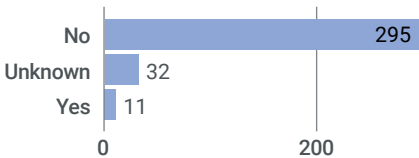
Many have included a fleeing driver incident

Fleeing driver incident



Only a few have been a ram raid incident

Ram Raid incident



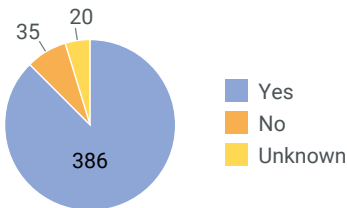
Most have had prior police history

Prior recorded offences



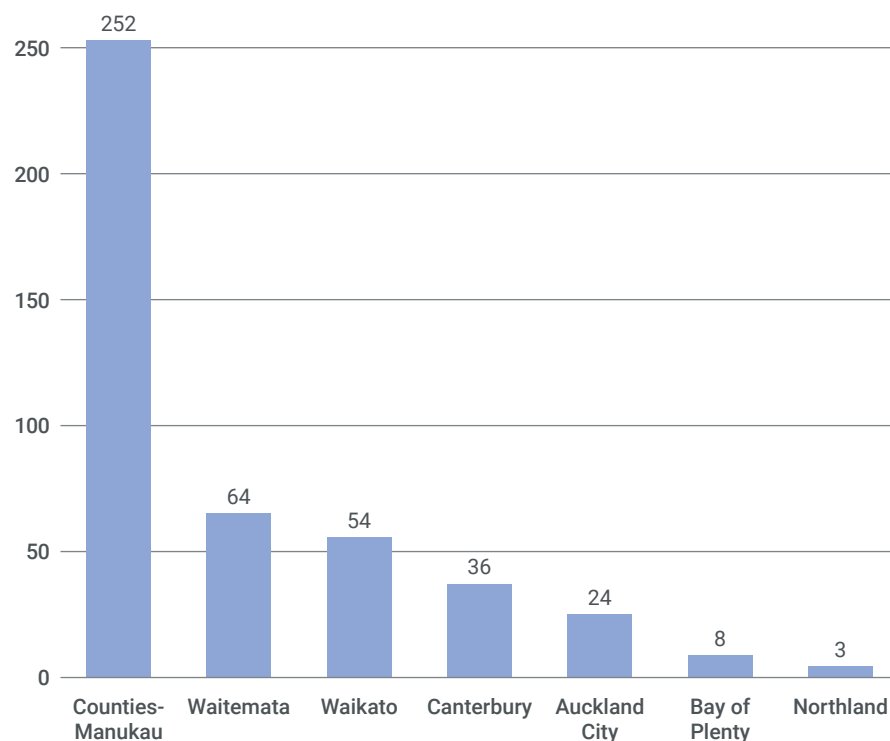
Most have had a prior Oranga Tamariki involvement

Prior Oranga Tamariki involvement



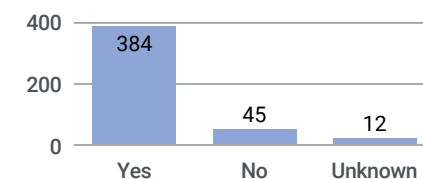
Most have been in Auckland

#### Police District



87% have had a response plan within 48 hours

#### Response plan within 48 hours



#### Building a fit for purpose youth justice residential service

The high complexity of need for children in residences must be adequately supported by other children's agencies.

Around 87% of the young people in secure youth justice residences are on remand. There is other work that could be done to support better outcomes for young people and reduce reoffending, including to improve remand settings. This will depend on the resource available once we understand what work you want to prioritise. Opportunities include:

- We need to adequately maintain ageing residential facilities which have had limited capital investment in recent years.
- We need to shore up progress towards smaller, modern, fit for purpose builds in communities.
- We've begun work to improve capability and staff culture in residential contexts along with enhancing supportive structures.
- We are actively managing pressure from recent increases in custodial remand (post COVID, impact of including 17 year olds in the youth justice system).
- It's also a priority to resolve inadequacies and remove legal risk through review of the regulations governing residential care and custody.



# An overview of caregivers

## Caregivers are an important part of the children's system

Caregivers come from all walks of life and open their hearts and their homes to children and young people. Care is usually provided in the caregiver's home, but there are also some caregivers who care in home environments provided by Oranga Tamariki.

On 31 October:

- 2,411 caregivers were approved or provisionally approved
- 1,821 children and young people were placed with them
- 260 caregivers were unapproved
- 374 children and young people were placed with unapproved caregivers

We recognise that significant work is required to remedy unapproved caregivers arrangements, and we're progressing this work.

Unapproved caregivers are in three groups:

- 23 Category A: There has been a decision to decline, revoke approval or close a caregiver due to their past history or current situation not meeting the thresholds for approval. Discussion with the Care and Protection team has occurred, and the decision has been made to allow the child to remain in this care arrangement under the supervision and support of the Care and Protection team.
- 168 Overdue Reviews: This group consists of approved Caregivers whose approval status is deemed to have lapsed due to an inability to complete their two-yearly periodic review within the required timeframe – as set out in Part 3 of the National Care Standards. Teams are working to reduce these numbers.

- 69 Other Unapproved: This group includes overdue Provisional Approvals (21) and caregivers who don't meet the criteria for provisional approval but have had children placed with them. In some of these situations we are in the midst of carrying out a full approval process to determine if special considerations can be given to this placement arrangement.

## Support

Age of child or young person	Weekly rate	Weekly pocket money (included in weekly rate)	Birthday and Christmas	4-weekly clothing rate
0–4 years	\$273.36	\$2.40	\$136.68	\$95.68
5–9 years	\$275.25	\$7.80	\$137.63	\$108.52
10–13 years	\$296.59	\$11.80	\$148.30	\$134.00
14+ years	\$317.82	\$18.30	\$158.91	\$160.76
Family home caregivers	\$301.00	Rates as above (paid in addition)	\$150.50	Rates as above

- Caregivers are entitled to all supports and provisions as set out in the National Care Standards
- Caregivers are allocated a designated Caregiver Social Worker and provided with a Caregiver Support plan
- Caregivers are able to access a Caregiver Assistance Programme – which is soon to expand to include Rongoa Māori.
- Caregivers have access to a standalone Caregiver Support phone line

New caregivers may qualify for a \$350 set-up grant.

On occasion, caregivers caring for children or young people with high needs may be provided with double Board rates – this is at the discretion of the site and can vary from region to region.

Other payments the child or young person may qualify for, but are not included in the standard care allowance, include:

- purchasing a first uniform
- school camps
- school stationery
- club costs (sports and interest groups)
- school fees
- early childhood fees
- after school care fees.

Inland Revenue has a number of payments, including Best Start, that caregivers may be eligible for to help support the children in their care.

## Demographics

	Family/ Whānau	Non-Family	Total	Ethnicity by percentage
Māori	627	170	797	33%
Māori Pacific	27	9	36	1.5%
Pacific	101	28	129	5%
NZ European and other	536	671	1207	50%
Not recorded	177	65	242	10%
<b>Total</b>	<b>1468</b>	<b>943</b>	<b>2411</b>	

This statistic is based on the ethnicity of only the primary caregiver, so it does not reflect the true ethnic makeup of the home in which the young person is living, eg: a home with a Pākehā-Samoan primary caregiver and a Māori caregiver would appear here as Pacific.

# Working with partners

## We have responsibilities to uphold the principles of Te Tiriti o Waitangi / the Treaty of Waitangi (the Treaty)

These principles have been developed through interpretations of the Treaty by the Courts and the Waitangi Tribunal. Principles of the Treaty that are critical for Oranga Tamariki include, but are not limited to, partnership, active protection and redress, supported by protecting tino rangatiranga, practicing Māori participation in kāwanatanga decisions, and pursuing equity.

**This is particularly important given the over representation of Māori in both the care and protection and youth justice systems.**

Our Treaty and community partners are connected to their communities in ways we can never be and are best placed to lead in the design and delivery of care responses for children, young people, families or whānau that need additional support.

Over the last financial year we:

- supported nine Enabling Communities prototype partners to design solutions that work for children, young people, families or whānau in their community
- established a new strategic partnership under section 7AA of the Oranga Tamariki Act 1989 to make 10 in total
- continued to increase the number of self-identified iwi and Māori organisations with section 396 accreditation (Whānau Care Partners) to 14 (from one in 2018).
- contracted almost 600 community organisations to deliver supports and services for children and young people
- invested \$537m with NGOs, strategic partners and communities to help deliver services that support children and young people (up from \$510m in 2021/22).

## Enabling Communities is the centre piece for decentralising Oranga Tamariki functions into the community

Enabling Communities provides an opportunity for nine partners to develop their own coordinated response and solutions to deliver meaningful and sustainable outcomes for children, families and whānau across the Oranga Tamariki system.

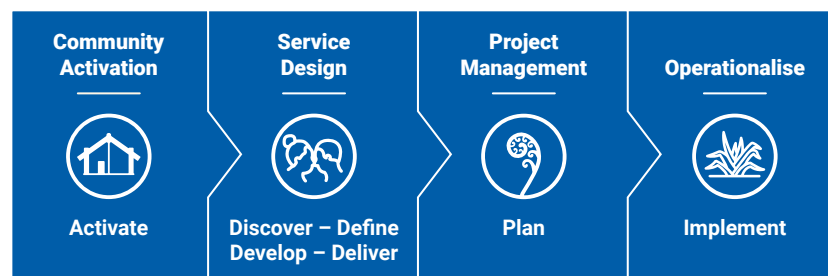
The Oranga Tamariki system is complex and layered with risk, responsibilities and duties under the Oranga Tamariki Act 1989. Oranga Tamariki cannot fully devolve under the current legislative framework. However, with our strong partnerships, care, time and quality information, we are learning about different ways to safely decentralise and delegate parts of our care and protection system. Enabling Communities provides a mechanism for these changes to be designed, prototyped and tested to inform the long-term transformation of Oranga Tamariki.

The safety of children is fundamental to Enabling Communities. Accountabilities will remain with the Chief Executive, governance representing both parties will provide oversight while partners take responsibility for delivering to high standards.

Enabling Communities supports recommendations from five external reviews into Oranga Tamariki published over a two-year period between 2019 and 2021. The need to provide support to whānau as early as possible by those they trust was identified as a critical gap in the Oranga Tamariki system.



The process supporting Enabling Communities is guided by four core components based on project management and design methodologies.



**Community Activation** refers to the activities required to confirm a partner who is ready to lead the development of a prototype within their community.

**Service Design** enables partners to design their model or solution. This component involves a deeper understanding of the Oranga Tamariki system and the development of a blueprint or roadmap outlining the intentions of the prototype. The conceptual level proposal is presented to Oranga Tamariki for agreement to proceed to the next stage.

**Project Management** prepares both partners and the prototype for delivery. A detailed design is finalised, and milestones and activities scoped out into a formal business case. The business case provides assurance that the prototype is sustainable and viable, and makes clear the outcomes and benefits to be achieved. Once approved, the prototype is formally funded through an outcome agreement. A high degree of due diligence over business cases and outcome agreements is undertaken by Oranga Tamariki involving a number of disciplines including legal, strategic finance, procurement and contracting expertise.

**Operationalise** refers to the delivery of the prototype as outlined in the outcome agreement. Progress against milestones is reported on and monitored and evaluations commence.

An update on the status of each prototype is provided below.

	Community Activation 	Service Design 	Project Management 	Operationalise 
Prototype One				
Prototype Two				
Prototype Three				
Prototype Four				
Prototype Five				
Prototype Six				
Prototype Seven				
Prototype Eight				
Prototype Nine				

Areas of innovation

There is a strong interest from our partners to provide support to children, young people, families and whānau as early as possible to reduce entry into state care. This is not their only focus as some partners explore taking on board functions that are legally the responsibility of Oranga Tamariki. An example of the interests expressed by prototype partners is listed below:

- Prevention
- National Contact Centre
- Intake and assessment
- Co-location and Community Hub
- Caregiver recruitment and support
- Commissioning for outcomes
- Monitoring and assurance over Oranga Tamariki activities.

Enabling Communities is observing the following key insights:

1. There are risks for both partners and Oranga Tamariki. For partners, they are held to account by their respective communities and their reputations are on the line. For Oranga Tamariki, we are held to account by the wider public and we work in a heavily legislated and regulated system. Delegating functions and enabling partners to lead must be done with great care.

2. Trust and confidence in some parts of Oranga Tamariki has increased as partners experience a genuine partnership that acknowledges, respects and values their long-standing expertise in supporting and advocating for tamariki, rangatahi and whānau.
3. Where one prototype is in delivery (with no delegations required), strong engagement by whānau and support provided to them earlier is contributing to reductions in entries into state care. This partner is leading the development of an evaluation approach to evidence the benefits and outcomes arising from their prototype.

Enabling Communities is funded through budgets 2020 and 2021. Remaining funding has been allocated as follows:

2023/2024	2024/2025	2025/2026	Total
\$12.2m	\$13.3m	\$6.1m	\$31.6m



# Listening and responding to the voices of lived experience

Understanding the lived experiences and perspectives of the children, young people, and their families and whānau that we work with is a priority for us. We also have specific and unique legislative obligations under the Oranga Tamariki Act 1989 to listen to children and young people in our care, support them to participate in decisions that affect them and to take their views into account.

**Children and young people have consistently told us what their core expectations and needs are of Oranga Tamariki and wider government. Key insights include:**



These are synthesised insights gathered from interviews from a large number of children and young people.

We use different approaches to ensure we hear from children, young people, families and whānau, ranging from formal channels, such as advisory groups and focus group research and surveys, to informal channels, such as insights shared by our staff and community partners.

We are particularly focused on ensuring we hear from our Māori, Pacific, disabled/whaikaha and rainbow communities who are disproportionately represented in the number of children who come to our attention.

## VOYCE – Whakarongo Mai (VOYCE)



We work closely with VOYCE– Whakarongo Mai, an independent organisation that amplifies the voice of children and young people with care experience.

As an example, we are partnering with VOYCE–Whakarongo Mai under **Manaaki Kōrero**, to facilitate, co-design and deliver a system designed with children, families and whānau to ensure they have their voices heard when things aren't right and have confidence in the process for responding to their concerns.

# Our strategic direction

## Through the shifts in our Strategy we are already working on how we deliver in a more targeted way to achieve our purpose

At our heart, we are a social work agency. Our purpose is to serve those children, young people, families and whānau that come to our attention. We focus on keeping them safe and preventing them from coming into care or custody by ensuring the children's system provides support to families and whānau. Our priority is delivering on our statutory functions and reducing the escalation of need.

We have considered the reviews of the care and protection and youth justice systems, and have listened to children, families and whānau and our Treaty and community partners as we work to reflect and respond to the priorities of our communities.

We're clear that to achieve better outcomes for children, young people, families and whānau we must work in true partnership, stepping back and allowing Treaty and community partners to lead in the design and provision of support for children, young people, families and whānau who need it.

## We are continuing along our journey of change

Guided by the Treaty, Pūao te āta tū, Wai 2915 and Te Kahu Aroha we have identified three strategic shifts, designed to help guide the organisation towards our desired future state. These include the need to support partners, optimise our structure to strengthen our frontline, and to drive system improvement and accountability across the children's system.



### Mana Ōrite

**Shift decision making and resources by enabling our communities**

**Taumata 1:** We will support partners and resource them to deliver care responses for tamariki who need it

**Taumata 2:** We will reprioritise up to \$200m over the next two years to enable a significant shift in our partnering approach towards prevention. Over 50 percent of funding will be managed by partners in five years



### Whakapakari Kaimahi

**Enable our People**

**Taumata 3:** We will focus our social workers on the most challenging work and statutory responses, collaborating with other staff offering wider support to children and families or whānau

**Taumata 4:** We will strengthen our backbone support for frontline staff by optimising our structure, ensuring we have the right capability at the right time



### Rato Pūnaha

**Lead the System**

**Taumata 5:** We will set expectations and drive accountability across the children's system for the children that we serve, working alongside our partners to do this at a local and regional level

**Taumata 6:** We will use evidence, particularly data, analytics, and children and family or whānau insights, to drive system improvement and investment allocation

# Transformation – turning strategy into action

We recognise the need for change and we are prioritising an ambitious transformation programme. We are happy to take guidance from you to ensure this aligns with your priorities and any alternative ways to make these vital changes.

## We need to do better for children, young people, families and whānau

We know through various reviews of the care and protection and youth justice systems, and from the voices of children, young people, families and whānau that we need to make changes to the way Oranga Tamariki operates to improve outcomes for children who come into our care, and their families. We also know that Oranga Tamariki is not set up to meet the current or future demand and need for services, particularly for the increasing number of children and young people who require intensive support. We need to do better.

Our Strategy provides the direction of the change we need to make. The Transformation Programme is how we will implement it.

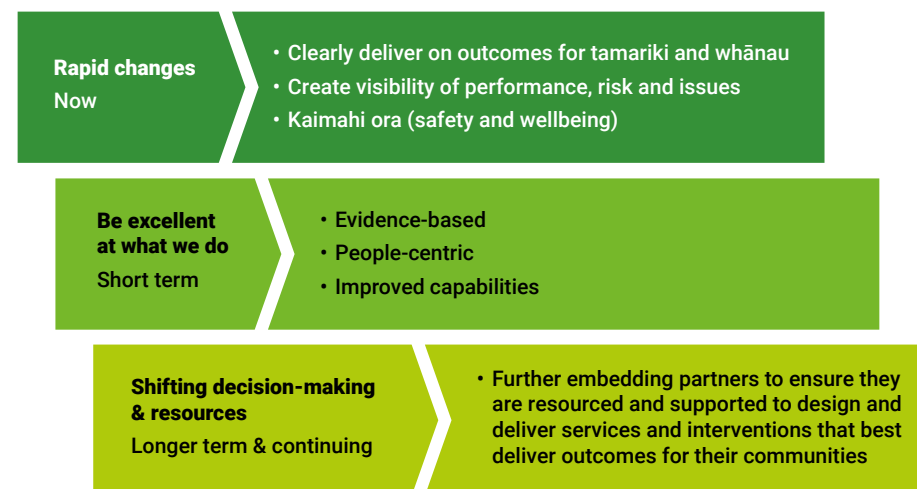
The Transformation Programme provides the leadership and governance, integration, programme management disciplines and high-performance culture needed to successfully deliver transformative change.

## We are making the necessary immediate changes, while also laying the foundations for broader system transformation

We are designing a new operating model that sets out how we need to organise our services and channels, workforce and leadership capability, culture and capabilities, partners, data and information, technology, and location footprint to support new ways of working.

This will be a significant shift for an organisation that has historically been focused on in-house delivery of services, with an operating model that has not always supported seamless end-to-end service delivery.

Transformation will be delivered over three phases. Firstly, we are making rapid changes to address the immediate issues we are facing. Secondly, we are focusing on being excellent at our core services over the next two years. Beyond that we are working on shifting decision-making and resources to our iwi and community partners who are best placed to understand local needs and the required interventions.



# Our Public Reporting

In addition to receiving external scrutiny of our work, Oranga Tamariki completes and publishes a significant number of reports on its work and progress towards providing better supports and services for children, young people, families and whānau.

## Oranga Tamariki Annual Report

Our Annual Report outlines our financial and non-financial performance each year. It includes our key activities and achievements, performance measures against the outcomes set out in our 2021-25 Strategic Intentions, impacts from our new Strategy and Vote Oranga Tamariki appropriations.

## Section 7AA annual report

Section 7AA of the Oranga Tamariki Act 1989, which came into force on 1 July 2019, requires the Chief Executive of Oranga Tamariki to report to the public at least annually on the progress being made to improve outcomes for tamariki Māori and their whānau, hapu and iwi.

## National Care Standards report

Oranga Tamariki responds to Aroturuki Tamariki / the Independent Children's Monitor's annual request for information, as one of the three organisations who hold care and custody responsibilities for children and young people in statutory care. The information included in this request covers performance against the Oranga Tamariki (National Care Standards and Related Matters) Regulations 2018. We publish our response annually.

## Safety of Children in Care annual report

The Safety of Children in Care unit reviews and measures the findings of harm for children and young people in care. All allegations of harm are investigated and followed up, and have plans reviewed to strengthen care arrangements and provide for safety. The insights provided by the data in this report have enabled us to put in place a number of changes to better support children, young people, families, whānau and caregivers.

## Te Tohu o te Ora

Te Tohu o te Ora is a recurring national survey that helps Oranga Tamariki better understand the experiences of children and young people in care. Te Mātātaki reports publicly on the findings from this survey, and outlines priority areas for action to improve experiences for children and young people in care. Te Tohu o te Ora ensures Oranga Tamariki is listening to the voices of children and young people in care and held accountable for whether their experiences are improving.

## Section 78 reporting

This reporting relates to custody orders for unborn and new-born babies. It reports on the numbers of babies who are brought into custody under section 78 of the Oranga Tamariki Act 1989 and explores our practice around these orders.

## Quarterly report

This report provides an overview of the progress we are making toward our strategic direction. It is mapped against the strategic shifts and impacts under our Strategy. We are revising our performance system and will reflect improved measures better aligned to our Strategy in future quarterly reports. This report is provided to you before being published online.

## Evaluation and Evidence

The Chief Executive is obliged to monitor, and advise the Minister on, the effect of social policies and social issues on children, young people, families, whānau, hapu, iwi and family groups. The Evidence Centre evaluates practice, in partnership with academics and evaluation providers, and publishes its findings on the Oranga Tamariki website. We use the Child Wellbeing Model to provide life course analysis about those we work with.





**Te Kāwanatanga  
o Aotearoa**  
New Zealand Government



**ORANGA TAMARIKI**  
Ministry for Children