Stronger Communities Action Fund
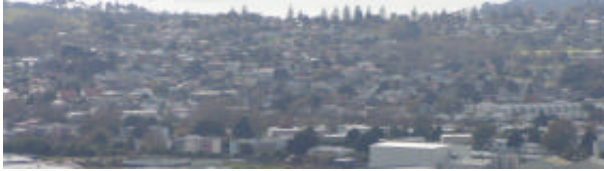
Glen Innes Pilot Evaluation

Final Report

November 2003

STRONGER COMMUNITIES ACTION FUND

GLEN INNES PILOT EVALUATION:

FINAL REPORT

Prepared for the

Department of Child, Youth and Family Services

November 2003

dialogue
consultants ltd.

Research • Planning • Management • Communications • Evaluation

Auckland and Wellington, Aotearoa ~ New Zealand

1st December 2003

Elizabeth Clements,
SCAF Contracts Manager,
Department of Child Youth and Family Services,
PO Box 2620,
Wellington

Dear Elizabeth

GLEN INNES SCAF PILOT: EVALUATION REPORT

It is my pleasure to submit our final report on the evaluation of the Glen Innes SCAF Pilot. We appreciate the additional time that was made available to ensure that the consultative processes that formed a central part of this project were properly completed.

The project has proved a stimulating one as might be expected from the innovative approach of the Stronger Communities Action Fund. While the report identifies a number of challenges posed for both the community and government agencies by devolved funding, on balance it concludes that SCAF can make a valuable contribution to the improved delivery of social services and strengthening communities.

My colleague Tom Ludvigson, who undertook the project, and I would like to thank the community and agencies for the way they embraced the evaluation process and the approach we adopted to it. We would particularly like to acknowledge the contribution of the Ka Mau Te Wero project manager, Janice Maaka.

Your sincerely

Dr Peter Phillips
Managing Director

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EXECUTIVE SUMMARY

The Stronger Communities Action Fund (SCAF) comprises $1.6 million reserved from existing funds of over $70 million that CYF appropriates to community based social services annually. The Fund seeks to help strengthen communities by enabling them to identify and make decisions about funding some local social service needs.

The **site evaluation** was designed to build a record of the development of the SCAF pilot in Glen Innes in a way that actively supported these processes. The approach emphasised working with the various stakeholders assisting, for example, in developing processes to evaluate funding applications.

The **site of the pilot**, Glen Innes, is an established suburb in the east of Auckland City. It has had a complex demographic history reflecting in part the significant number of state owned houses. Formerly having a high Maori population this has now become more diverse as Pacific Peoples and refugees have moved into the area. Compared with suburbs to its north and west, Glen Innes faces a range of challenges in terms of employment, education, income, and amenity (with the area rating in the lowest decile in a national study of relative disadvantage).

The **SCAF pilot involved** a range of established groups in the area in the setup phase, principally Ruapotaka Marae, the Glen Innes Family Centre, Te Kohanga Reo O Puau Te Moananui a Kiwa, Te Waipuna Puawai Mercy Oasis, and the Refugee Centre. The range of groups was extended as the project developed.

The project **fund-holder** was Auckland City. Its current relationship with the community groups was ultimately defined by the SCAF contract, although this built on a significant history of engagement between the City Council and the community including a major research investigation in 1997 know as the Charette. The relationship was also mediated by the Project Manager who was an employee of the Council.

The **principles** that informed actions and the way they were represented in the project varied between the wide range of stakeholders. The work of community groups engaged in the Glen Innes SCAF pilot was informed by three overarching principles: democracy; inclusion; and agreed kaupapa. The latter, the kaupapa of the project, was defined by the local governance group as:

- a Maori kaupapa to build strong relationships to improve health, housing, education, employment and economic well-being of the Glen Innes community, with Maori being a priority;
- empower community decision-making;
- build sustainable long term solutions; and
- the community jointly to identify and undertake initiatives planned to improve the well-being of children and families in Glen Innes.

In terms of the **community's perceptions** of the site, SCAF programme participants talked about the people of Glen Innes in a number of ways. Three discourses stood out, indicating three different bases used for conceptually grouping the people living in the Glen Innes area into social structures covering residence, ethnicity, and organisation affiliation.

A range of **issues/ needs** in Glen Innes were identified, including:
- sexual, verbal, drug, alcohol, gambling, and physical abuse;
- safety of parents and children, domestic violence with adolescent parents;
- pre-school, school, and adult education;
- issues and barriers to employment;
- range of factors including overcrowding, poor quality food, poor budgeting and cooking skills related to health;
- overcrowded, poorly maintained and inadequate housing stock;
- provision of information including orientation refugees and new migrants in relation to accessing services and Treaty of Waitangi awareness;
- Maori identity issues;
- personal and professional development of women;
- inadequate recreation activities that engage the entire family, and a range of other developmental issues including a lack of coaches and parent support;
- high crime statistics and negative image/media focus of this community; and
- single parent whanau.

A project **governance committee** (the Stronger Communities Action Group) was established for local decision-making. Initially this comprised the Ruapotaka Marae and the Glen Innes Family Centre who were the signatories on behalf of the community to the first SCAF contract and the Kohanga Reo. Membership was gradually expanded to include representatives from the Sisters of Mercy and new migrants and at times members of the Samoan, Tongan, and the Cook Island communities.

A range of **projects have been funded under the pilot** including a Community Directory and Map, various celebratory events, the preparation of multi-lingual resources, publication of newsletters, a Whanau Development Programme, the upgrade of the Ruapotaka Marae, the development of a community governance model, and community public meetings. Attempts were also made to establish a pilot "One Stop Shop" for social services (in the spirit of a "whole of government" approach) but this did not eventuate.

A clearly **innovation** supported through the pilot has been the collaborative delivery of a whanau development programme had been developed by four local community groups who worked together to prepare a Memorandum of Understanding and agree on the processes and accountability systems needed to deliver a robust whanau-driven service programme. This created a platform for these four community groups to share the same space, agree a common purpose and share information in a manner not seen

before in Glen Innes. Ten families are currently participating and all are reported to be making progress towards the goals they have set.

This collaborative process is highly significant in that historically these groups would have seen themselves as direct competitors, particularly in relation to government funding. Today, they are learning more and more about the services provided by each group, forming lasting relationships, making referrals between them and solving problems collectively. With the funding provided, the whanau and service provider have a wider range of choices.

The SCAF pilot is one of four strands of the wider Ka Mau Te Wero strategy for Glen Innes. **Other funding** and support has been attracted into the programme including the employment of a "Community Facilitator – Health" through a Ministry of Health contract awarded to Auckland City Council for a public health project to reduce the health inequalities in Glen Innes. The JR McKenzie Trust also funded Auckland New Ventures Inc. – Te Amorangi O Tamaki to develop a best practice model to assist refugees into sustainable employment using a case management approach.

Social cohesion was increased by the project primarily through the creation of contexts for participation by Glen Innes community members in new activities. Members of the community were brought together into collaborative efforts which built new networks of relationships, and generated trust in these and other relationships, where previously trust was absent. This context for collaboration was provided both:

- at the level of the overall SCAF Pilot (in terms of participation in the SCAG); and
- within the various initiatives implementing the Glen Innes Action Plan.

Social capital was increased in the form of relationships of trust being generated among individuals and groups. Notable among these new networks spawned within the Glen Innes community through SCAF participation were those bringing together members of different ethnic communities who, in the past, have had little to do with each other. This was achieved partly through the multi-ethnic composition of the SCAG itself when working together to implement the SCAF pilot programme, and partly through other activities made possible by using the SCAF funding, in which people of different ethnic affiliations took part.

In terms of learning from this process there is also one of direct relevance to CYF operations. The Whanau Development initiative suggests a model for CYF of contracting collaborative delivery of whanau development services.

The **integration of various projects** under the umbrella of Ka Mau Te Wero is an example of local initiative in partnership with the TLA (rather than a "whole of government" approach to an issue or locality). This bottom-up approach has a number of clear benefits (notably ensuring that funding decisions were informed by local understandings, information, and networks).

It is apparent that bringing together the different strands of project activity and funding (CYFS, ACC, Ministry of Health, JR McKenzie Trust) with a skilled salaried full-time Project Manager under one umbrella strategy "Ka Mau Te Wero" is contributing to the

achievement of SCAF objectives, while drawing on a greater range of funds and resources than those initially offered by the SCAF funding. A clear benefit also lies in the enhanced credibility that control of SCAF funding bestowed on the SCAG.

The key learnings from Glen Innes about the use of **devolved funding** through SCAF as a way of funding services to benefit children, young people and their families can be summarised as follows. The process:

- was slow to get started in part through novelty and the injection of the programme into an established environment based on different policies and programmes and with a complex history (including aspects of institutional relations);

- was the source of some initial conflict followed by unprecedented collaboration;

- ensured that funding decisions were informed by local understandings, information, and networks;

- generated local participation, energy and pride; and

- highlighted contradictions between devolved funding and centrally-managed programmes.

Success for a project like the Glen Innes Pilot comes from the combination of a number of initiatives which succeed in their own right. The Community Directory, for instance, was a significant success in the Glen Innes community, drawing interest from agencies, community groups and residents as well as serving to promote Ka Mau Te Wero and the SCAF Pilot. This was complemented by the positive outcomes from other initiatives including the community events, and the work of the housing committee.

Outcomes for children, young people and their families only appear at the end of long chains of linked causes and effects, where any interventions that are planned and delivered in response to assessed community needs appear as outputs that are intended to cause specific outcomes for children, young people and their families. While outputs are relatively easy to document at the time of their delivery, it is much harder to document outcomes, as there may be a considerable time lag between the delivery of the output and the time when the outcome is supposed to have been achieved.

Given that the core intervention programme planned by the SCAF community committee in response to assessed community needs – the Whanau Development programme – only started in the last three months before the due date of this Final Evaluation Report, there has not been enough time to perceive (let alone document) the effects of the intervention outputs for the client children, young people and their families receiving the Whanau Development service.

It is possible, however, to identify a number of initiatives undertaken as part of or in parallel with the SCAF Pilot that have some discernable effects for members of the community. Benefits from participation in SCAF funded activities have accrued to:

- needy children requiring transport to access out-of-Glen Innes services;

- school children nourished by the Fruit in Schools programme or taking part in School Holiday Programmes and excursions;
- youth performing in Glen Innes kapa haka group;
- young persons participating in the Youth Sports Event and other youth programmes.
- young parents participating in Whanau Development or Parenting Programmes, and their children; and
- families (including children and young persons) receiving help from the Glen Innes Housing Committee to resolve housing issues.

A number of specific initiatives could be considered to demonstrate **benefits for "marginalised groups"** notably:
- steps to assist refugee women gain drivers licenses;
- Housing Committee support for Ethnic tenants;
- whanau development support for single mothers; and
- the preparation of multi-lingual resources.

Social cohesion has been enhanced through the pilot in a number of ways, perhaps most strikingly illustrated in the shift from an initial phase of conflict /competition between local groups over the control of SCAF to groups collaborating over services provision has been addressed earlier. Three of local initiatives at the SCAF Pilot Glen Innes site stand out within their own context as locally unprecedented grass-roots innovative responses to identified community needs, all catalysed by SCAF Pilot processes. All three contributed towards an increase in social cohesion in Glen Innes through increased connectedness within the Glen Innes community:
- the Glen Innes Whanau Development Programme;
- the Glen Innes Housing Committee; and
- the Tuesday Group 'participation project' and community gardens.

While the formal process of **evaluation** of the pilot has now ended, and much has been achieved, the project is still very much in the early stages of implementation with significant funds still to be expended on the major initiative and family and whanau development. The withdrawal of the evaluation before the project has had the opportunity to demonstrate its full potential is of concern to the governance group.

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1   INTRODUCTION

This evaluation report is the Final Report on the processes and outcomes of the Stronger Communities Action Fund Pilot (SCAF) at the Glen Innes site. [1] The Department of Child, Youth and Family Services (CYF) is the sponsor and the client for the evaluation of the SCAF. The evaluation will help to inform the Department, fund holders and communities with respect to any future implementation, expansion or devolution of CYF community funding through the SCAF. The report covers the period up to the end of June 2003.

The SCAF comprises $1.6 million reserved from existing funds of over $70 million that CYF appropriates to community based social services annually. The Fund supports communities that want to become stronger by enabling them to identify and make decisions about funding their local social service needs. Decisions on what issues will be targeted and how the funding will be spent are made at the local level following consultation with the community.

While the overall focus of the SCAF is on improving outcomes for children, young people and families in the communities concerned, the Fund has multiple goals, including:

> encouraging communities to identify their needs;

> supporting innovative ideas from within communities to address those needs;

> testing this new approach to decision making; and

> increasing the strength and capacity of communities in need.

On June 30th 2001 the Ruapotaka Marae and the Glen Innes Family Centre as representatives for the Glen Innes community entered into an agreement with CYF as funder and Auckland City Council (ACC) as the fund holder, for a first stage of the SCAF Pilot. This agreement provided for the community, through their involvement in the assessment of community needs, to make decisions about how the available funding would be used to address those needs.

The ensuing needs assessment resulted in development of the Glen Innes SCAF Action Plan.[2] The same parties entered into an agreement for a second stage of the SCAF Pilot on June 30th 2002. This second agreement provided for CYF to fund and the community to implement the actions comprising the Glen Innes SCAF Action Plan. A third agreement is being negotiated at the time of writing, for another full year of SCAF funding for the Glen Innes site.

This final report on the SCAF pilot project implementation at the Glen Innes site is focused on the issues identified during the project for the pilot site and for the evaluation. It includes responses to these issues and what was learnt from

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[1]   For the first and second interim reports see Ludvigson, T., (2002, 2003).
[2]   See Appendix 3.

being involved in implementing a SCAF pilot site. It highlights successful innovations and outcomes identified at the site.[3]

Key issues discussed in the report include the various tensions inherent in the notion of government (with a bureaucratic processes emphasising accountability which and evidence/proof) with community (where process is based in korero and trust). The Glen Innes site shows evidence of how communities will replicate bureaucratic processes to meet contractual requirements while still seeking to meet community needs in a timely fashion. There are also clear examples of how the balance of power remains firmly with the government agencies, such as the termination of the evaluation, prior to the main community initiatives having had to time to work. On balance the SCAF process appears to be a valuable one but it has some significant issues in the interface between agencies and community yet to work out.

1.1 Structure of Final Report

This Final Report is a discussion and extension of material presented in two previous Interim Reports:

Stronger Communities Action Fund Pilot Programme Evaluation - The Glen Innes Site To April 2002, and

Stronger Communities Action Fund Pilot Programme Evaluation - The Glen Innes Site April 2002 To March 2003.

The report includes sections on the evaluation methodology, characteristics of Glen Innes, background to the SCAF Pilot Project, implementation and findings.

1.2 Glossary

The following abbreviations are used in the body of this report:

Auckland City Council .... ACC

Department of Child, Youth and Family Services .... CYF

Glen Innes Action Plan .... GIAP

Local Employment Co-ordination Group .... LEC

Stronger Communities Action Fund .... SCAF

Stronger Communities Action Group .... SCAG

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[3] The development of the report was guided by a checklist of questions. The checklist document has been included as Appendix A.

2 EVALUATION METHODOLOGY

Two research methods were used in the evaluation process to gather and analyse data for this report:

the stakeholder service evaluation model; and

participatory 'action' research methods.

2.1 Stakeholder service evaluation

The approach taken to this evaluation is the stakeholder service model. Proponents of this approach postulate that evaluations will contribute better to ameliorating social problems when tailored to the information needs of stakeholders who are close to the specific programmes being evaluated. These theorists subordinate other aspects of evaluation to producing useful information for stakeholders.

Advocates of this approach want stakeholders to play the major role in deciding problems, questions, interventions, and even methods, with the evaluator acting as a *"consciousness raising"* educator. They prefer methods that provide quick, approximate answers to many questions rather than higher quality answers to fewer questions. They maintain close and frequent contact with stakeholders to respond to changing needs and to maximise use of the results.

Adherents of this approach criticise other theorists on several grounds:

one is for being too concerned with traditional social science theory and method at the expense of serving those with a direct stake in a programme;

another is for concocting an ambiguous public interest divorced from real people with real information needs;

a third is for being insufficiently concerned with providing rapid results for use in the short term; and

a final criticism is for presuming that evaluators who do not have close contact with stakeholders can construct better understandings of social problems and programmes than those with more frequent and direct contact with clients and with the social world these clients live in.

The approach proposes that programme management and staff, community service providers receiving funding under the programme, their clients or 'critical reference group', and the evaluators interact to produce and record project outcomes. A step further would be to identify and canvas population segments that are not targets of the programme specifically, yet have an interest or stake in the programme and its effects.

2.2 Stakeholder objectives and evaluation criteria

Who should determine the programme or policy objectives on which the evaluation will be based? It frequently seems to be assumed that objectives will be self evident and unambiguous, whereas in reality this is often not the case. Which set of objectives should form the basis for programme evaluation and performance monitoring? A particular programme may perform well according to one set, but badly in relation to another. This indicates a need to consult with stakeholders, to report evaluation findings to them, and even to involve them actively in the evaluation.

To consider only stated service goals of a programme as effectiveness criteria - to the extent that they are clearly stated at all - is to overlook latent goals, goal changes in the course of programme implementation, unintended consequences. There is a need to recognise that more than one category of people will be interested in programme outcomes, and that therefore there will be more than one value structure and set of evaluation criteria.

Multiple perspectives enter into conceptualisation and structuring of the problem which the programme is expected to explore and 'solve', and thus into the definition of programme goals, as well as selection of evaluation measures and their interpretation. It is essential that the research method include careful consideration of the perspectives of all the various parties directly involved in the delivery of the service and, where possible, incorporate these multiple views in the evaluation process.

Not only is the setting of goals and the definition of evaluation criteria essentially a political process, but the interpretation of any particular evaluation finding assumes different meanings with different stakeholders, such that the conclusions drawn from evaluation findings and their policy implications often remain ambiguous and can result in a lack of utilisation in policy formation and administration.

2.3 Service effectiveness vs. programme effectiveness

It is important at the outset to distinguish between evaluation of the effectiveness of the overall funding programme (the SCAF Pilot), and evaluation of the effectiveness of each specific initiative funded (e.g. the Glen Innes Housing Committee). The approach taken would be to evaluate the effectiveness of individual services or initiatives funded in achieving the objective(s) of:

> the client using the service;
>
> the service provider;
>
> the SCAF funding committee; and
>
> Child, Youth and Family (and co-funders) funding the service.

2.4 Inputs, outputs, outcomes and causality

It was evident from agency presentations on the Glen Innes Success Day held in November 2002 that many of the measures of success in use by Government agencies at present focus more on measuring activity levels, inputs or outputs rather than outcomes. In other words, while they may provide important information on, for instance, the real value of resources consumed or the nature and quantity of the 'outputs' generated, they tell us little about the final impact of the activities.

An additional issue involves the question of causality, of establishing a link between the programs and policies being evaluated and observed 'impacts' or 'outcomes'. It is difficult to reach any definitive conclusions regarding the outcomes of activities if such a link cannot be established, but it is apparent that much evaluative activity fails to seriously address this requirement.

2.5 Facilitating use of evaluation results

Much can be done by evaluators to facilitate use of evaluation results. Helpful activities for instrumental use include:

identifying users early in the evaluation;

having frequent contact with users, especially during question formation;

studying things that users can control;

providing interim results;

translating findings into actions; and

disseminating results through informal meetings, oral briefings, media presentations, and final reports with brief and non-technical executive summaries.

Each of these activities also aids conceptual use even when the user cannot act on results. Conceptual use will also be facilitated by challenging fundamental assumptions about problems and policies, and by circulating results through the network of scholars, policymakers, and interest groups concerned with community services.

2.6 Key informant interviews

Key informant interviews were used to gather a variety of perspectives on the project. Individuals with particular knowledge and experience were identified who were able to assist the investigator in developing an in-depth understanding of the subject of the inquiry in a very short time.

Interviewing carefully selected key informants in the first of two stages of interviews is preferable to canvassing the views of a wide range of people at the

outset. In particular, it provides an opportunity to take stock of what has been learnt and to target subsequent fieldwork more precisely to particular areas of interest.

Face to face interviews were conducted with selected key informants. A semi-structured interview approach was adopted. While the evaluation had a very clearly set agenda, it was important that the interviewees were able to discuss the programme in their own terms, within their own structure of reference. Otherwise there would have been a risk that the evaluation would be constrained by the analytic framework.

This approach is in marked contrast to a structured interview through which the researchers set the agenda for the discussion and the language to be used. The approach used is based on the recognition of the expertise of the interviewee and the responsibility of the interviewer to listen. It maximises the opportunity for informants to clearly describe the SCAF Pilot Glen Innes site initiatives, and the way they themselves measure their success and failure. This approach ensured that cultural dimensions of effectiveness were able to be identified and addressed in the evaluation.

2.7   Analysis of interviews

The material obtained through interviewing was analysed using lexicological techniques of discourse analysis. These are used for analysing the structure, content, and language of attitudes and perceptions.

Discourse analysis focuses on the way words structure people's perceptions. In broad terms, the analysis identifies common themes and differences in the way that people express themselves, and the underlying structure of attitudes, perceptions, expectations, and aspirations.

The technique involves the identification of keywords in the text, which denote significant elements in the discourse. The next step involves the establishment of the interactions between the keywords. These common themes are identified by more powerful keywords, called witness words. These in turn interact to provide the overall structure of the discourse, called the notional field. This structure can be presented in summarised form in a statement called the metadiscourse.

The overall product can be illustrated by the analogy of a house. The keywords are the building blocks of the structure. The witness words are the main structural components (the walls, ceilings and floors). The notional field is the overall structure of the dwelling.

The metadiscourse is the plan which shows the interrelationship between all the components and the basic outline of the building. Essentially the analysis

produces an ideas map which shows the various aspects of the issue, and the way that these elements interrelate.

2.8 Participatory research

The research adopted a participatory research approach which over the last 15 years has become the favoured approach to development project planning. This shift has been prompted by the lack of success with achieving sustainability of development projects using any other approach (Kottak 1991, Cernea 1991, World Bank 1996:3-8). The participatory research approach was selected because it promotes stakeholder buy-in and contributes to user ownership of the research findings. Use of participatory research methodologies in the context of project evaluations is a break with the convention that channels research opportunities to professionals and sees access to findings largely limited to written reports of limited circulation.

Use of participatory research methodologies also quickly results in documentation of more-than-adequate amounts of high quality community data (one of the most-trumpeted advantages over traditional methods of social science data collection), especially qualitative data that reveal stakeholders' different perspectives. This has made possible development of a systematic analysis of both conjunctions and disjunctions of perspectives among the major stakeholders.

Recent adaptation of participatory planning into PRA ('Participatory Rural Appraisal') methodology places more emphasis on a process in which people – especially the weaker and poorer – are enabled not just to express and analyse their reality, but to plan and to act (Chambers, 1997). This is a family of approaches and methods to enable people in a locality to share, enhance and analyse their knowledge of life and conditions, to plan and to act, and to monitor and evaluate. Chambers list the three main principles of this approach as:

the behaviour and attitudes of outsiders, who facilitate, not dominate;

the methods, which shift the normal balance from closed to open, from individual to group, from verbal to visual, and from measuring to comparing; and

partnership and sharing of information, experience, food and training, between insiders and outsiders, and between organisations.

While participatory research and associated methodologies have constituted an established field for the last fifteen years, the particular techniques associated with PRA are relatively recent and are widely recognised as 'state of the art' in participatory research methodologies. The essence of the method is changes and reversals to received practices of role, behaviour, relationship and learning. In the PRA model for participatory research:

outsiders do not dominate and lecture; they facilitate, sit down, listen and learn;

outsiders do not 'transfer technology'; they share methods which local people can use for their own appraisal, analysis, planning, action, monitoring and evaluation; and

outsiders do not impose their reality on local people; they instead encourage and enable local people to express their own (Chambers 1997:103).

It was expected that these principles would integrate well with kaupapa Maori as a research methodology (Cram, 2002:81-82).

2.9 Participatory research and formative evaluation

While one member of the evaluation team worked closely with the community in a participatory mode, a second team member adopted a complementary approach, attending meetings at the ACC of the Ka Mau Te Wero Steering Group, and offering critical readings and comments on analyses and drafts of findings from the Glen Innes site.

The interaction between evaluator and the SCAF Pilot participants that resulted from adoption of the stakeholder service and participatory 'action' research evaluation methodologies helped to inform the process of articulation and refinement of project governance structures and relationships. The participatory approach to evaluation had the effect of feeding an ongoing 'auto-formative' evaluation process, as interactions between Pilot participants and evaluator, with concomitant reiterations of the need to serve the agendas of all project stakeholders (including their need for evaluation information) in order to secure project sustainability, helped to foster acceptance of (and even desire for!) outcomes documentation procedures, and a high level of interest in the required skills, especially regarding securing 'before' and 'after' snapshots of pertinent target outcome dimensions in order to clearly document change.

A distinctive feature of participatory research is that participating potential users of the research already know and 'own' the research and its findings at the end of the research process. This allows for a special synergy between participatory evaluation research and formative evaluation effects: working close with Pilot participants on an objectives-oriented evaluation inevitably brought the project objectives to the fore and into focus. Sharing a list of questions derived from the evaluation specification with project stakeholders interviewed in the first round of interviews, and later sharing the first Interim Report with community representatives on the SCAG and other stakeholders in the Pilot project, served to stimulate a discussion around outcomes and the many different stakeholders with different objectives that were implicated in the Pilot. The effect of these discussions was an overall clarification, and a greater awareness among project participants at all levels, of detailed Pilot objectives and outcomes. In this manner the evaluation research had an inevitably direct formative influence on project processes.

Evaluator promotion and support for creation of systems for documentation of progress towards set objectives – especially through before / after profiles to capture aspects or dimensions of relevance or concern – resulted in enhanced accountability across multiple project activities. This was evident in the procedures for documentation of outputs and outcomes being developed within the project, amounting to systems for accountability between the various groups that constituted the Pilot governance structures. This formative effect was particularly evident during the second stage of the Pilot, as an increased awareness of the importance of creating evaluation-oriented documents to achieve the perceived necessary level of accountability led to both:

the SCAG developing standardised forms for funding applications and assessments;

community groups seeking funding from SCAF through the SCAG Community Group Grants scheme designing systems for documenting before/ after profiles of issues to show progress towards outcomes agreed with the Stronger Communities Action Group.

2.10 Research activities undertaken

Separate individual key informant interviews were conducted with the Ka Mau Te Wero Project Manager; Auckland City Council officers; SCAG committee members; and other residents of Glen Innes. Interviews were tape-recorded, transcribed and analysed using discourse analysis methodology to identify themes and issues. Draft reports on the Ka Mau Te Wero project to the end of April 2002 and March 2003 were produced and sent to interviewees and other project stakeholders for comments/critique. Interviewee feedback was included in the analysis resulting in final (draft) documents in June 2002 and March 2003 (Ludvigson, 2002, 2003). Further stakeholder meetings and interviews were carried out in the period to June 2003.

2.11 Documentary analysis

A wealth of documentation has been generated throughout the project process since inception, and an attempt has been made to gather and review as much of this as possible as further input into the evaluation research. Documentary information analysed included:

Official documents: Census data and census-derived community profiles, the Glen Innes Charette results, Auckland City Council Community Development papers and reports; and

ACC/KMTW/CYFS/SCAF/Glen Innes site project documents 1999-present: comprising project background papers, project contracts, SCAG committee meeting minutes, SCAF Advisory Group meeting minutes, KMTW Steering Group meeting minutes, Project Managers' monthly reports to the SCAG, Project Managers' Status Reports on SCAF and KMTW to ACC, funding applications and funding application assessment

documentation, budget forecasts and statements of spending, and SCAF site evaluation interim reports from other SCAF sites.

2.12 Post hoc assessment of evaluation

CYF sought feedback on the evaluation process in its specification of the coverage final evaluation report. Two topics are canvassed below.

2.12.1 Differences between the evaluation plan and the evaluation methodology implementation as implement?

The evaluation was implemented in accordance with the evaluation plan which set out a process of open collaboration to generate appropriate evaluation information.

2.12.2 Interrelationships between the processes and methods used to establish the pilot site and the evaluation

The evaluation was structured in an interactive process through which the evaluation questions and agenda helped to inform SCAG committee members, the project manager, and ACC of what was expected of them, especially in terms of the SCAF mission, and their responsibilities in relation to the SCAF project being a pilot project.

The parallel processes that took place in the Glen Innes site and the evaluation research supported one another with reciprocal flows of information. Information flowing from the Glen Innes Pilot site to the evaluator included:

Pilot contract documents, minutes of SCAG committee and Advisory Group meetings, Project Manager monthly reports to SCAG committee, Project Manager bi-weekly project Status Reports to Auckland City Council, SCAG budget forecasts and expenditure documents, Ka Mau Te Wero Newsletters, invitations and announcements, plus a growing stream of community development oriented email, by virtue of the evaluator being on the PM's networking mailing list;

Documents generated through 'action research' by the Ka Mau Te Wero Project Manager, Stronger Communities Action Group or other community members to capture outcomes of community initiatives;

Verbal reports and comments on ongoing project issues and performance;

Feedback on early draft versions of the interim evaluation reports.

The parallel information flow (including transfer of 'action research' documentation skills) from the evaluator to the Glen Innes Pilot site included:

In-person sharing of evaluation skills and processes for the SCAG committee to document community action successes;

In-person sharing of evaluation skills and processes with SCAF-funded community groups, to develop their capacity to document project successes against target outcomes as agreed with the SCAG;

Formative evaluation feedback to ACC, Project Manager and SCAG committee regarding SCAF Pilot processes and Department of Child, Youth and Family Services expectations;

Early draft versions of the two interim evaluation reports were distributed for comment to key informants interviewed (first report) and to Project Manager SCAG committee members (second report), to make possible correction or amplification of the content as required - a form of community quality control appropriate to the participatory methodology.

It is important to recognise that the participatory research method adopted for the evaluation research undermines any absolute distinction between community, project and evaluator. The process provides not just for multiple exchanges of documents between community and evaluator, but the information generated by participatory action research is the result of a collaborative effort between project participants /action researchers and project evaluators, with the latter frequently cast in the role of facilitator rather than originator of research data and documents.

3   CHARACTERISTICS OF THE SITE

Glen Innes and the adjoining suburb of Point England differ in a number of respects from the remainder of Auckland City (and indeed the wider Auckland Region). In part this reflects past government housing policies.

In 1996 the population of Glen Innes was 11,772, or 3% of the population of Auckland City (354, 532)[4]. Glen Innes had a youthful population with a median age of 29 years compared with 32 for Auckland City. The major difference was in the 0-10 years age group which comprised 19% of the population in Glen Innes compared with 14% for Auckland City, Table 1.

Table 1 Age Distribution of Population in Glen Innes in 1996

Age Group	Glen Innes	Auckland City
0-10 years	19%	14%
10-24 years	22%	22%
25-39 years	22%	27%
40-49 years	13%	13%
50-64 years	12%	12%
65+ years	12%	12%

The ethnic mix in Glen Innes also showed significant differences from the City as a whole, Table 2.

Table 2 Ethnicity of Glen Innes Population in 1996

Ethnic Group	Glen Innes	Auckland City
European only	46%	63%
Maori	19%	10%
Pacific (excluding Maori)	29%	13%
Asian	6%	13%
Note: the Maori proportion was considered to be falling, a view which was confirmed by the 2001 Census which showed 12% people of Maori descent.		

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[4]   It is acknowledged that more recent data for the population are now available but the 1996 Census of Population data is presented here as this was the background against which the various projects were implemented.

The relative deprivation of Glen Innes, and Point England was demonstrated in a national analysis in which these areas rated in the highest decile of deprivation in the country, Figure 1.

Figure 1 Deprivation Index based on 1996 Census Data
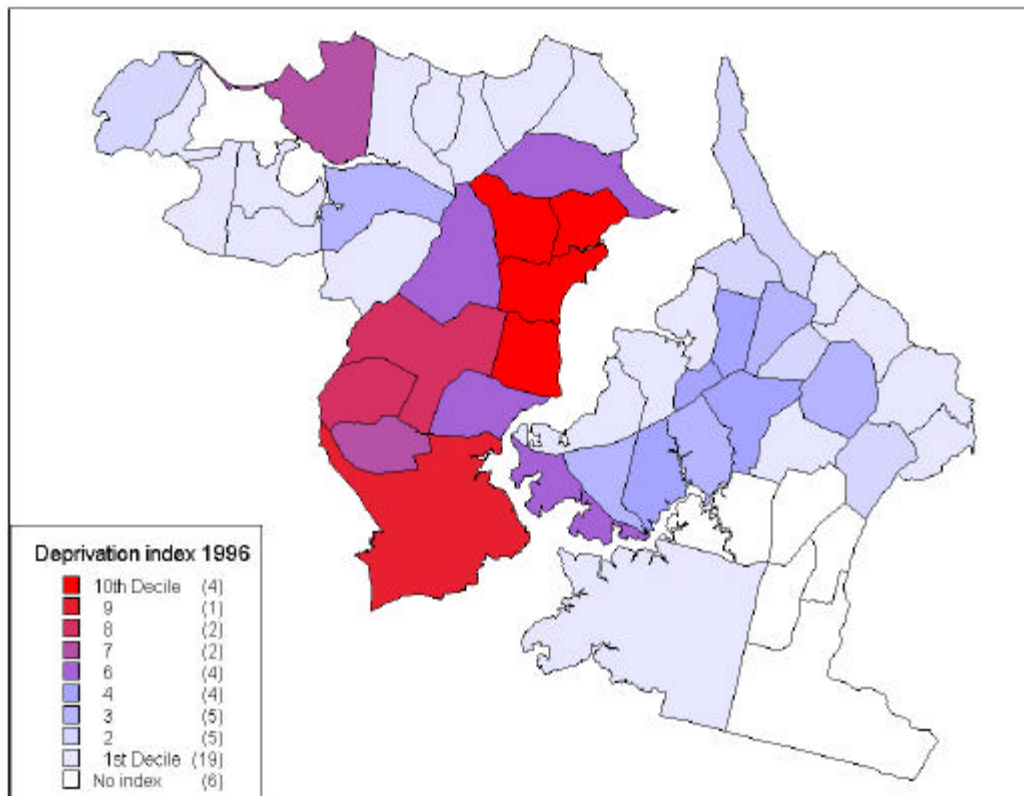
Some aspects of Glen Innes at the time were:

29% of households in Glen Innes had at least **one sole parent family**, compared with 19% for Auckland City;

35% of the population of Glen Innes were classified as **gainfully employed** in the labour force, compared with 45% for Auckland City.

8% of the population of Glen Innes are **unemployed** and actively seeking work, compared with 5% for Auckland City;

the **median personal income** in Glen Innes was $14,347 in 1996, compared with $18,395 for Auckland City; and the median family income in Glen Innes was $34,704, compared with $47,461 for Auckland City as a whole;

44% of people in Glen Innes received some sort of **income support**, compared with 34% for Auckland City.

41% of the population of Glen Innes had **no academic qualifications**, compared with 26% for Auckland City; 28% of the population of Glen

Innes had their highest qualification from secondary school, compared with 31% for Auckland City; while only 8% of the population of Glen Innes had their highest qualification from University, compared with 17% for Auckland City; and

49% of dwellings in Glen Innes were **rented or leased**, compared with 36% for Auckland City; while 24% of dwellings in Glen Innes were owned with a mortgage, compared with 32% for Auckland City.

3.1   Defining the Community

SCAF programme participants talked about the people of Glen Innes in a number of ways. Three discourses stood out, indicating three different bases used for conceptually grouping the people living in the Glen Innes area into social structures:

residence,

ethnicity, and

organisation affiliation.

Residence within a generally agreed geographical boundary was seen as the primary criterion for counting as a member of the Glen Innes community. The community was seen to include Glen Innes, Point England, and some adjacent portions of Glendowie and Panmure. People living beyond this general boundary were viewed as not belonging to the Glen Innes community – they were deemed 'outsiders', people from 'outside'. This geographical/residential criterion was modified by the generally recognised principle that the ultimate criterion for whether a person was a member of the Glen Innes community was whether they themselves saw themselves as members.

An *ethnicity* discourse was used to stratify Glen Innes community members into ethnic groups. A commonly used set of labels organised local residents into four groups:

Maori (further stratified into tribal groupings (e.g. Ngati Whatua, Tainui);

Pakeha/Tau Iwi ;

Pacific Islanders/PI (further stratified by island or island group, e.g. "Samoans", "Tongans", "Niueans", "Cook Islanders", "Rarotongans"); and

New Immigrants (further stratified by country or region, e.g. "Burmese", "Kosovos", "Somalians", "people from the Middle East").

Ethnic differences were recognised in, for example, 'meeting culture' and matters of group representation. These differences were held partly accountable for the relatively low rate of success had by the SCAG members in their attempts to expand their group membership to include representatives of other Glen Innes ethnic communities. The formalities of Polynesian hierarchical traditions were blamed for the poor PI representation (despite an acknowledgement that Pacific Islanders outnumbered Maori in the Glen Innes

population). While these formalities were well understood by now and committee members knew the appropriate etiquette and how to work with members of the PI community, it was a different matter with New Immigrants, whose cultures and rules of etiquette were little known or understood by SCAG members.

An *organisation* discourse rendered people as representing organisations that they were associated with, usually through their work/employment, especially as in local or central government departments/agencies. Auckland City, WINZ, Skill NZ, Housing NZ, CYFS, Ruapotaka Marae, Glen Innes Family Centre, Kohanga Reo, Sisters of Mercy, MMWL, CAB, NZ Police, all figured prominently in the organisation discourse, where individuals were rendered as "a CYFS person", "someone from WINZ", "agency people", "a Council person", "department heads", "a trustee", etc.

The prevalence of these discourses when discussing the SCAF programme with programme participants may be a reflection of the programme emphasis on devolved community decision making and the need for the decision-making group to be representative of the community. This was perceived as a contractual obligation, one of the 'criteria' for continued programme funding, and much time and discussion was spent on ensuring that the decision-making group was representative of the community, throughout the first six months after the group began regular meetings. Attempts to expand the SCAG were discussed in terms of inviting representatives from ethnic groups and community groups/service providers who were perceived to be 'in Glen Innes', but were not yet represented on the committee.

3.2 Assessed needs of the community

Community participation in the processes of needs identification was mediated by the activities of the SCAG. The SCAG used both existing information and community consultation to research and identify needs within the Glen Innes community. The community representatives on the SCAG brought together and collated needs information in a series of discussions during weekly meetings, interspersed with consultation by individual committee members with other members of their respective community groups and other key informants. In doing this, the SCAG members made use of their own multiple memberships in community organisations and often extensive personal networks.

The SCAG identified the following needs in the Glen Innes community:

Abuse: Sexual, verbal, drug, alcohol, gambling, physical.

Adolescent parents (including couples): Safety of parents and children. Domestic violence.

Education: Keeping kids in school. Children being schooled outside of Glen Innes e.g. refugee children travelling to St Heliers. Getting toddlers

to attend kohanga/pre-school. Transport. Cost. Language barriers. Achievement levels. Homework – limited adult support/supervision.

Employment: Recognition of overseas qualifications.   Language barriers. Prejudiced employers. Low pay rates compared to benefits. Solo-parents pressures. No work ethic. No motivation. Lack of skills.

Health: Attributed to overcrowding, poor quality food, poor budgeting and cooking skills.

Housing: Overcrowding.   Poor maintenance – damp.   Slow response from HNZ. Inadequate housing stock. Culturally appropriate.

Information: Orientation programme for refugees and new migrants. What services are available, from where, how to access.   Treaty of Waitangi awareness.

Maori identity issues.

Personal and professional development of women: Support and resources. Access to courses, services. Childcare. Transport.

Recreation: Activities that engage the entire family. Lack of coaches, Managers. Lack of funds for fees, uniforms. Lack of parent support.

Safety: High crime statistics. Perception of Glen Innes from "outsiders". Improving the image of this community. Negative media focus.

Single parent whanau.

Priorities among these needs and initiatives to address those needs were developed over a series of weekly meetings in November and December 2001. This was done according to the project kaupapa, by way of decision-making by consensus. This took the form of discussion within the SCAG, interspersed with consultation by individual SCAG members with other members of the respective groups and communities, until agreement was reached within the SCAG. This process included consultation through community networks about the feasibility of potential initiatives.

4 BACKGROUND TO THE SCAF PILOT PROJECT

4.1 Processes that led to the site being selected as a SCAF pilot

Glen Innes came to be selected as a SCAF pilot site through the intersection of two relatively independent processes of project planning, one 'national' and one 'local':

> at the **national** level the formulation of the SCAF project at CYF in Wellington resulted in a search for suitable sites for SCAF pilot projects;

> at the **local** level, an ACC Community Development Division project, known as the Glen Innes Pilot, was seeking funding towards a salary for a community worker to drive the project.

Prior to the SCAF Pilot, the Glen Innes community had been actively identifying community issues and seeking solutions for some years. Perhaps most significant was the community-initiated planning process, known as the Glen Innes Charette,[5] undertaken in 1998. This was supported by ACC and had multiple agency, local community and community organisation involvement. The objective of the Charette was to identify six potential community initiatives and to implement three of them.

Possible project areas identified were employment, health and safety, education, youth, and working with the Ruapotaka Marae. The process also identified five key themes in the community needed to underpin any project work:

> families;

> community;

> communication;

> environment, and

> inter-agency and community partnerships.

In 1999 a hui was called by the ACC Partnerships Committee and the Maori Working Group of the Local Employment Co-ordination Group (LEC) at Ruapotaka Marae to discuss employment issues and solutions. The hui focused on a discussion document called "*Ka Mau Te Wero – Rising To The Challenge*," which explored how Maori might be involved in programmes and projects to improve their social, community and individual outcomes.

Potential project areas identified as a result of this hui were:

> youth programmes to address the needs of 12-14 year olds delivered by the Glen Innes Family Centre;

> labour market research to understand job trends and opportunities in Glen Innes;

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[5] [Ref. to Charette doc]

information ambassadors for a door-to-door social services education programme;

a Maori leadership programme to 'grow' Maori leaders particularly through skill development; and

Marae development focused on the under-utilised Ruapotaka Marae.

ACC officers together with the Maori Working Group of the LEC and community representatives then began to develop an implementation plan. The "Glen Innes Pilot" comprised four projects:

(1)   strengthening the Ruapotaka Marae to enable it to deliver community programmes and become a focal point for the Glen Innes community;

(2)   strengthening the Glen Innes Family Centre with a view to delivering more youth-based initiatives;

(3)   taking an holistic approach to health through face to face information programmes;[6] and

(4)   addressing employment issues in Glen Innes.

When the SCAF was announced in 2000, ACC officers suggested Glen Innes to CYF as a potential pilot site. The SCAF funding was seen as providing an opportunity to build on existing initiatives such as the Charette and the Glen Innes Pilot (by then named "Ka Mau Te Wero").

ACC thinking at the time on the allocation of funding was that:

the SCAF pilot funding would be used to implement the Marae and the Family Centre project streams, with priority given to the Marae project work;

Ministry of Health funding (at the time applied for but not secured) would be used to plan, co-ordinate and develop the health information project;

additional funds would be sought to implement the employment project.

When early in 2001 Glen Innes was confirmed as one of the seven SCAF pilot sites with ACC as the fund holder, ACC set out to develop agreements with the community and with CYF to govern the SCAF pilot funding. This resulted in a contract signed later that year between Ruapotaka Marae, the Glen Innes Family Centre, ACC and CYF.

4.2   Ka Mau Te Wero

Ka Mau Te Wero literally means "Rising to the Challenge". The long term goal of the project was to develop an empowered and sustainable community with more influence to drive policy and resources from Central Government, Local Government and the private sector to enhance community well being.

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[6]   Following a precedent in Manukau City.

The Ka Mau Te Wero strategy had four strands:

(1) **Stronger Community Action Strand.** This was the site of the SCAF pilot within the Ka Mau Te Wero strategy. The programme implementation was co-ordinated by a committee of community representatives, the Stronger Communities Action Group, with the aid of a Project Manager;

(2) **Health – Hauora Action Strand.** The Ministry of Health awarded a contract to Auckland City Council for a Public Health project to reduce the health inequalities in Glen Innes. A "Community Facilitator – Health" worked with an Advisory Group made up of representatives from the community and the health professions. Tasks included taking stock of health issues though home visits and providing home visitors with relevant resources, as well as support and assistance on appropriate referrals;

(3) **Employment Action Strand**. Ka Mau Te Wero sought funding from the Community Employment Group for a project focused on creating viable employment and/or income generating projects for the Glen Innes community. In addition, funding was sought from Work and Income New Zealand for research to identify jobs in the Tamaki area; where there may be more jobs; and what skills these Tamaki-based employers would be looking for in the future; and

(4) **Refugees Employment Strand.** This project was funded from the JR McKenzie Trust to develop a best practice model to assist refugees into sustainable employment using a case management approach. It was undertaken by Auckland New Ventures Inc. – Te Amorangi O Tamaki.

5 IMPLEMENTATION

5.1 Chronology

The chronology of activities and outputs that contributed to the establishment and maintenance of the pilot site is as follows: [7]

1997: Auckland City produces report on Glen Innes Community which documents needs of community including Community Centre and Marae;

1998: Glen Innes Community organises Charette which mobilises community to give direct feedback and input to various agencies;

June 1999: Local Employment Co-ordination Group establishes Maori Working Party;

January 2000: LEC Maori Working Group decides to focus on two areas, Orakei and Glen Innes;

February 2000: Janice Maaka (future KMTW Project Manager) engaged by ACC as project worker;

June 2000: Ka Mau Te Wero 'community development' project introduced to key agencies at hui held at Ruapotaka Marae – seeking buy-in from local government and agencies;

September 2000: ACC Community Planning promote KMTW to Department of CYF Services for potential pilot funding. Ruapotaka Marae elects new committee;

October 2000: Ruapotaka Marae committee writes to ACC seeking support financially, to prepare funding applications, undertake a building assessment, auditing, assistance with processes, planning, improving infrastructure;

November 2000: CYF indicate strong support for Glen Innes as pilot site for SCAF funding;

December 2000: SCAF pilot funding approved;

January 2001: ACC provides grant to Ruapotaka Marae. Ministry of Health agree to be involved and fund Co-ordinator;

February 2001: future KMTW Project Manager-to-be starts working with Ruapotaka Marae committee;

March - June 2001: contracts with CYF and Ministry of Health developed;

July 2001: Contract #1 signed. Inception hui attended by Minister

September 2001: Community decision-making group begins meetings;

October 2001: multiple activities during the month comprising:

o Kaupapa defined;

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[7]   Compiled from ACC pre-pilot and KMTW reports and meeting minutes.

- o roles of Community Decision Making Group, the Ka Mau Te Wero Advisory Group, SCAF and 'other strands' (partly) clarified;
- o Project Manager formally employed by SCAF 'SCAG'

February 2002: Evaluator interviews including explanation of evaluation agenda to SCAG members;

May 2002: Evaluation Interim Report 1 circulation, feedback and discussion;

June 2002: multiple activities during the month comprising:

- o project office opened in Glen Innes. Follow up from the launch which prompted inquiries and visitors to the office from Maori Wardens, students, a kohanga, a local playcentre, and queries about DWI services.
- o Glen Innes Action Plan approved.
- o KMTW Email Group started to send information on upcoming discussion forums and newsletters

July 2002: the KMTW sign was erected on Thursday 18th July.

August 2002: Youth Hui held with meeting notes subsequently sent out to all registrants;

September 2002: multiple activities during the month comprising:

- o Housing meeting with members of Burmese community. Formation of a Housing NZ Tenant committee supported. General housing meeting which had good participation; five of the attendees volunteered to be committee members.
- o Two Department of Internal Affairs funding workshops held. About 13 different groups represented by about 25 participants.

November 2002: multiple activities during the month comprising:

- o Local service providers and Maori organisations meeting to develop Whanau Development Programme.
- o Powhiri for new Kaitataki-a-Rohe at the Ruapotaka Marae;
- o Fortnightly Housing Committee meetings begin;
- o Glen Innes Youth Event (Sports, Arts, Music and Jam Session) held on 2nd November 2002. KMTW provided funding and encouraged collaboration of different local groups to organise and implement the event;
- o *"Good News In Glen Innes"* event held on 29th November 2002. Representatives from government agencies attended and gave presentations on their successes in Glen Innes;
- o *"Glen Innes Family Day"* held on Saturday 30th November 2002. A celebration for the community to gather and have fun, free entertainment, activities for the kids, foods and craft stalls. Local people were involved in organisation and implementation of the day.

January 2003: Whanau Development project development meetings, including evaluator's input into creation of an appropriate system for client-based evaluation of the whanau development services to be delivered by participating group;

February 2003: multiple activities during the month comprising:

o   Whanau Development programme begins;

o   Evaluation Interim Report II preparation interviews and discussions;

June 2003: Preparations to sign SCAF contract for an additional year of SCAF funding.

5.2   Governance structures developed

The local governance structure for the pilot was the "Community decision-making group" which became known as the Stronger Communities Action Group (SCAG).

Members of the SCAG became community representatives in a stepwise process. Initially representatives of Ruapotaka Marae and the Glen Innes Family Centre were invited onto the committee by a facilitator of the Auckland City-initiated community development project known within the ACC as "the Glen Innes Pilot", later to become "Ka Mau Te Wero", At the time (early 2001) this project was focused on redeveloping the Ruapotaka Marae and strengthening the Glen Innes Family Centre.

The initial nominees to this community representatives group resolved to work together to implement the SCAF programme. These members included representatives from Ruapotaka Marae, the Glen Innes Family Centre, and the Kohanga Reo. Membership from the Glen Innes community was gradually expanded to include representatives from the Sisters of Mercy and new migrants and at times members of the Samoan community, the Tongan community, and the Cook Island community. Attempts made in response to the SCAF criteria of inclusiveness in community representation to involve representatives of other Glen Innes ethnic communities (i.e. not organisations) in the work of the committee were only partially successful.

The work of the SCAG was assisted by a Project Manager who amongst a wide range of activities provided the principal interaction between the ACC as fund-holder and the project. This was done through fortnightly meetings with the Special Projects Manager, Community Development, ACC (for whom the Project Manager had previously worked).

The community representatives on the SCAG engaged in a wide range of activities:

weekly or fortnightly meetings to further the SCAF/Ka Mau Te Wero project;

developing and defining SCAF/Ka Mau Te Wero processes and structures;

identifying community needs;

defining initiatives to address the needs identified;

planning for implementation of initiatives;

defining criteria for selecting recipients of SCAF funding; and

promoting the existence and planned activities of Ka Mau Te Wero and the committee.

Specific SCAF programme activities requiring community representation were handled as follows:

arranging and maintaining the relationship with fund-holders and CYF was done by the Project Manager;

decision-making to allocate funding was done by the SCAG;

advertising how the funding has been allocated was done by the Project Manager through the Ka Mau Te Wero Newsletter; and

hosting the community at SCAF funded activities was done by the Project Manager and the SCAG, usually at the Ruapotaka Marae.

5.3   Community groups involved in the SCAF pilot

The SCAF was implemented through the SCAG committee whose members saw themselves as representing their respective organisations, and through each organisation their wider clientele:

Ruapotaka Marae: urban pan-tribal Marae, representing all Maori in Glen Innes, regardless of tribal affiliation;

Glen Innes Family Centre: youth, elderly, people in need;

Te Kohanga Reo O Puau Te Moananui a Kiwa: young Maori mothers, Maori children, parents and extended whanau;

Te Waipuna Puawai Mercy Oasis : Maori women with educational needs, PI families;

Refugee Centre: new migrants.

Further networking linkages to other organisations were provided by committee members with (past or present) involvement in yet other community organisations including the Maori Women's Welfare League, NZ Police, Board of Trustees of Tamaki College, ACC, and Tamaki Pathways Trust.

Most of the core committee members were long–term residents of Glen Innes, with extensive networks in the community. They were and/or have been Glen Innes community grassroots "volunteers" or "workers", delivering social services to members of the community, in some cases for more than two decades. The Project Manager was not resident in the Glen Innes community, but was a

skilled facilitator with an ACC/community development background, who was appointed to the position to drive the SCAF/Ka Mau Te Wero project implementation.

5.4 Relationships

5.4.1 Relationship between community groups and fund-holder

After the inception of the project the SCAG itself had only one formal meeting with the fund-holder to sort out payment of costs that had been borne by the fund-holder and which could not continue to be subsidised from 1st July 2003. Agreement was reached covering a building lease and administration costs.

On balance, the pre-existing relationship between with ACC and Glen Innes community organisations was not enhanced by the SCAF project. There were a number of sources of tension including Issues over both the control of the funds and the interest on the funds.

Perceived bureaucratisation was also reported to be one of the barriers to an improved working relationship between the Glen Innes site and ACC – because there was said to be a *resistance to comply with procedures* that were identified as Council's and not the community's. From the Glen Innes community perspective, the explanation for the relationship being less prosperous and positive than it otherwise might be was the fact that the community would not 'play the game' the way Auckland City Council officers know the game to be played, and because the Council officers were perceived to revere the game (in their version), to the alleged detriment of other possibilities.

5.4.2 Relationships between the community groups and CYF

There was very little contact with the local CYF representative and this site. Several meetings were postponed or cancelled by CYF staff. The first meeting for 2003 was scheduled to take place on 6th August 2003.

5.4.3 Relationship between SCAG and the Steering Group

The manner in which the SCAF pilot developed out of and paralleled other ACC initiatives in Glen Innes required clarification of the roles and responsibilities of the SCAG and the project Advisory Group (based on the pre-existing Ka Mau Te Wero "Strategy Team"). A specification for the roles of both the SCAG and the Advisory Group was developed and documented by the SCAG and presented at a planning meeting held 4th December 2001, as follows, Table 2:

Table 2 **Roles of Advisory Group and SCAG**

Advisory Group	SCAG
Big picture thinking	Funding allocation
Brainstorming	Content of projects
Overview	Timing
Testing options	Accountable for funding
Listening to the community	Accountable to the community
Lateral thinking	Consultation with the community
New solutions /Innovation	Develop processes and procedures for decision-making
Holistic	Applying KISS principle
Strategic outlook	Launch the programme
Develop a timeline & milestones	Develop a timeline & milestones
Communication Strategy	Communication strategy
Develop criteria to aid in assessing potential projects	Develop criteria to aid in assessing potential projects
Needs assessment and prioritising	Needs assessment and prioritising

5.4.4 Relationships between the community groups and the evaluator

The evaluator had a good collaborative relationship with the project participants. To quote from the Project Manager's report:

"The Community Facilitator and Decision-making Group enjoy the contact with the evaluator and have requested his involvement in various forums, to which he has always responded favourably. He provides a constant reminder of the 'bigger picture' and asks insightful questions that help to clarify our thinking."

5.4.5 SCAF stakeholders from the perspective of the Glen Innes site

With the range of stakeholder involved in the project their mutual perceptions of their objectives and decision-making cycles is of interest. The perspective of participants in the Glen Innes site are summarised in Table 3. Note that the 'multiple objectives' nature of the project nexus comes with multiple project cycles. A number of issues arise from these cycles being out of synchronization with each other. An example is the evaluation cycle being brought to an end in June 2003 (to fit with a larger CYF 'project cycle', the financial year) with little heed to the status of other cycles within the SCAF project (with its multiple levels and objectives).

Table 3 Stakeholders, objectives and cycles

Stakeholders	Objectives	Cycles
CYF	CYF aims	Budget cycle
	SCAF pilot aims	Glen Innes contract
	Model funding devolution	National SCAF project
ACC	CD aims	budget cycle
	Glen Innes Pilot aims	
KMTW	KMTW aims	
	SCAG aims Contract 1 outputs Contract 2 outputs	SCAF funding cycle
Glen Innes Community representatives	Marae aims GIFC aims Kohanga Reo aims Sisters of Mercy aims	
	SCAF a success	SCAF contracts
Glen Innes community service providers	Fulfil funding criteria	Multiple monitoring cycles
Clients of Glen Innes service providers	Client agreed goals	goal review periods

5.5   Processes

A series of processes and criteria were established to cover the set-up and operation of the project:

membership of community groups: pre-existing community groups with their own local histories were involved in the project. All the individual project participants were recruited as 'representatives' of groups;

representation on management groups: the SCAG, the local decision-making group was recruited through existing networks. Attempts were made to expand the group by inviting representatives from other Glen Innes ethnic communities (especially Pacific Peoples), but they did not result in significant participation (in terms of attendance of meetings) beyond a core group that stayed with the project throughout the evaluation period;

documentation of meetings: Records were kept of all meetings held by the SCAG. These minutes recorded decisions made by the committee;

creating a vision and goals: A series of public meetings, plus specific visioning training workshops as part of leadership training programme for members of the SCAG and others from Glen Innes community.

prioritising community needs: a list of issues was prepared and priorities were established by drawing on past Charette data, plus experience among SCAG members and contacts within their respective networks;

selection of projects and activities to fund: calls for ideas and proposals for projects to address the issues identified led to a first list of potential projects to fund. This list was transformed into the Glen Innes Action Plan. The second SCAF contract was focused on implementing this Plan. The choice of projects for "community grants" used a set of forms developed by the SCAG for scoring proposals;

measuring outcomes: Community grants were linked to specific outcome measures as agreed in each successful funding proposal. The second CYF contract [implementing the GIAP] had an output not outcome focus, hence the focus for the SCAG became delivering the outputs, with attention on outcomes relegated to the periphery of the discussion, as the GIAP turned into a 'checklist' for measuring performance in relation to the contract obligations. An example of this skewing of the focus by output contracting is the Report II which stratifies community action as 'on' the plan or else 'outside' the plan. In the whanau development component each Service Provider reported positive outcomes, and the group of collaborating service providers in the whanau development programme were looking around for a Maori evaluator to document their success, to show CYF that this was a worthwhile model and a good example for future funding practices;

Monitoring and assessing progress towards goals set in the visioning processes: The GIAP provided the framework for the translation of the goals set in the visioning process into practical action and the contract formalised this with specified outputs and dates;

Developing and implementing a communications strategy: a communications strategy was developed for Ka Mau Te Wero using the resources of the ACC. Various promotions were undertaken including a newsletter; a series of focus events; extensive networking by the Project manager; a Glen Innes Directory and a Community Map. The Ka Mau Te Wero office sited in Glen Innes for the Project Manager opened in the middle of May 2002 with an open door for members of the community to visit and take an interest or take part in the project.

Besides the project newsletter, other avenues for promoting Ka Mau Te Wero and the SCAF Pilot have been pursued by the Project Manager and the SCAG, such as ensuring that articles about the Pilot have featured in the local press, including:

o the Glen Innes Business Association newsletter;

o Catalyst - a community group network newsletter;

o City Scene; and

o Action Auckland [8].

The strategy included measures to provide opportunities for community feedback from advertising the Ka Mau Te Wero strategy strands and the SCAG initiatives. Names and telephone contact numbers of all SCAG members were provided in an April 2002 Ka Mau Te Wero Newsletter.

5.6 Finances

ACC was contracted by CYF to act as fund-holder for the SCAF Pilot in Glen Innes. Expenditure from the fund was approved by the SCAG.

5.6.1 Financial Records

The Fund holder provided monthly reports and regular reports were provided to the Decision-making Group showing all transactions, together with forecasts against the remaining budget. The balance of funds at 30 June 2003 was $407,439.76.

No transactions can occur without a written disbursement form being signed by two of the three designated signatories from the SCAG. The only exceptions to this relate to bank charges and a Petty Cash float to the sum of $200 held by the Community Facilitator for office incidentals. A complete account of funds used along with accompanying receipts is submitted for Petty Cash.

5.6.2 Progress was made in attracting other support

The CYFS/SCAF resources going into Ka Mau Te Wero and the Stronger Community Action strand have catalysed the bringing together of a number of streams of funding for proposed projects, all addressing identified needs in the Glen Innes community, and all contributing (according to the community's model) to enhanced welfare for children, notably:

ACC resources into Ka Mau Te Wero - premises, admin (secretarial support – ADVG meetings and minutes);

Ministry of Health and ACC resources into Health worker – Hauora Action strand and site office;

Community Employment Group and WINZ resources into Employment Action strand;

JR McKenzie Trust resources into Refugee Employment Action strand;

AUT/students' resources into producing multi-lingual resources for migrants;

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[8] Both "City Scene" and "Action Auckland" are produced by Auckland City Council

Te Puni Kokiri resources into funding a Kaitiaki-a-rohe position based at the Ruapotaka Marae.

5.6.3 Funding expended on SCAF projects and activities

The budget for the Pilot to 30th June 2003 derived from data supplied by the project manager is summarised in Table 4:

Table 4 Funds expended to 30th June 2003

Expense	Amount
Personnel	
ACC levies	$296.52
Coordinator salary	$106,441.32
Honoraria	$20,352.23
WINZ placement	$693.00
	$127,783.07
Operations	
Bank charges	$108.89
Hospitality	$558.58
Office furnishing	$96.80
Petty cash	$781.75
Phone/internet	$2,194.84
Reimbursements (unspecified)	$1,672.52
Repairs and maintenance	$389.04
Stationery/office supplies	$401.60
Travel	$107.90
	$6,311.92
Activities	
Advertising	$3,544.27
Brochure	$775.00
Design	$1,380.00
Directory and map	$9,646.89
Event/hui/general catering	$2,056.57
Events	$20,888.61
Grant funding	$70,958.12
Project supplies	$200.00
Sundry workshop expenses	$22.22
Whanau development	$60,000.00
	$169,471.68

This left a balance of $407,439.76 to be expended at 30th June 2003.

At the end of FY2002-3 the distribution between funding used for the major cost items is shown in.

Figure 2 Distribution of expenditure
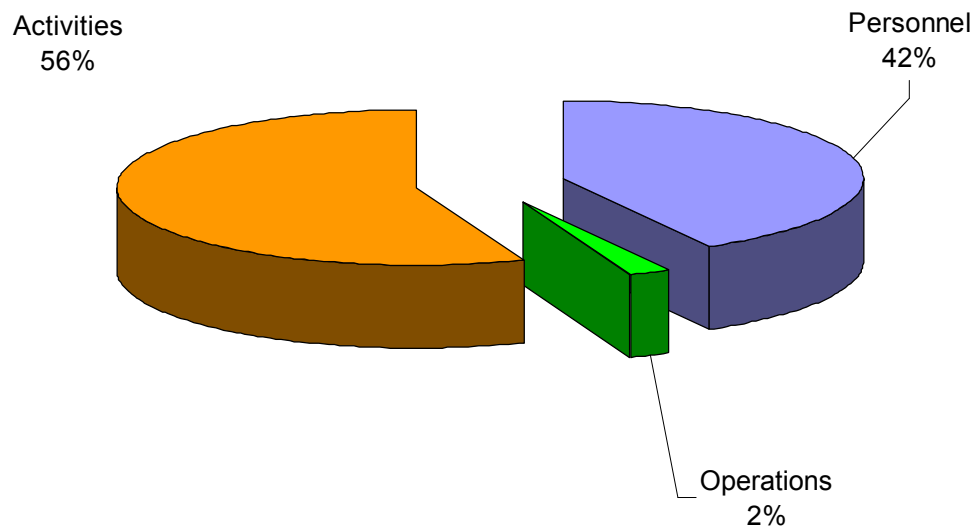
The balance of costs in part reflects the significant emphasis required in the developmental processes associated with the establishing the pilot and the (understandable) time it took to implement projects such as the major whanau development initiative.

5.6.4 Community Group Grants

The SCAG committee has offered three rounds of community action funding for which Glen Innes community groups could apply. Criteria for eligibility and assessment were developed by the committee. The SCAG also linked the evaluator and community groups receiving Community Group Grants, to share expertise and resource to aid the groups in development of 'action research' monitoring and measurement systems to demonstrate accountability.

By February 2003 eight community projects had received Community Group Grants from the SCAG, totalling $28,000. Funding has been tagged for two rounds per annum with a total pool of $20,000 per round.

The Glen Innes community group activities that had received SCAG Community Group Grants by end of June 2003 were:

Burmese Adult Learning Group provided by Auckland Central ESOL Home Tutor Society Inc.;

Individual Tailored Youth Programme by Tamaki Pathways Trust;

School Holiday Programme by the Tamaki College Community Recreation Centre;

Music and Arts Event and a Women's Empowerment Workshop organised by Puha Tioro;

Activities of a Youth Worker from the Glen Innes Youth Charitable Trust;

Parenting programmes and Youth Sports Events put on by Glen Innes Family Centre - Mana Youth;

Establishment of Housing Committee Glen Innes;

Practical Driving lessons arranged by the Burmese Community Group;

A Fruit in schools programme by the Rotary Club of Panmure;

A School holiday programme by Te Kohanga Reo O Puau Te Moananui a Kiwa;

Contribution towards a community van for the Glen Innes Family Centre;

Contribution to a van for Te Waipuna Puawai Mercy Oasis;

Erecting sunshades and contributing towards Kapa haka uniforms for Te Kohanga Reo O Te Taurere; and

Contribution to a Tamaki College history class trip to Samoa.

The total granted stood at $72,520 on 30th June 2003. Funding has been tagged for two rounds per annum with a total pool of $20,000 per round. The fourth round was due to open on 1st September 2003.

5.7 Project initiatives

During the period to 30th June 2003 a wide range of initiatives were undertaken as part of the SCAF pilot which addressed major elements of the Glen Innes Action Plan. These actions included the establishment of new community networks, the organisation of formal and informal interaction within the community; and a range of community activities.

These actions and achievements are discussed primarily in relation to the Glen Innes Action Plan which comprised nine separate outputs. These nine, in turn, were a rewrite of the list of ten 'initiatives' developed by April 2002 (Ludvigson 2002:10-11) as outputs, including some re-grouping/re-naming and addition of detail. [9] These nine actions and current status are summarised Table 5.

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[9] See Appendix D for detail of the Glenn Innes Action Plan

Table 5 Progress on actions

Actions	Status
Community Directory & Visual Map produced	Community Directory distributed. Visual Map distributed February 2003.
Celebratory Events	One event held – The Gathering April 2003. Top Town event planned for November 2003.
One Stop Shop Pilot	This action has not eventuated.
Multi-lingual Resources	Survey completed, newsletter produced in Burmese, and the multi-lingual electoral resources provided to local English classes
Newsletters	One newsletter produced in June 2003
Whanau Development Programme	Four local community groups have developed a programme, the accompanying MOU and accountability processes. They are all actively delivering this programme with self-selecting whanau.
Upgrade of Marae	Marae has secured additional funding from other sources, funds to be released once contract let and work commences.
Community Governance Model	The first module of a three module programme has been piloted.
Community Public Meetings	Facilitated discussion on "Collaboration in Action" called the Glen Innes World Café held in June 2003; three hui on housing, crime, and youth issues; regular meetings of service providers

5.7.1 Community Directory and Map

The aim of the directory was to develop a community profile - a database of the Glen Innes community and its resources. It was designed to include both community groups and agencies describing their services and contact details along with a list of local businesses. The plan called for a draft by 29th June 2002, a final version for printing by mid-July 2002, and distribution by August 2002. In practice, the directory was distributed by 23rd December 2002. The Plan also called for future funding for a local owner (Citizens Advice Bureau) to be secured by March 2003.

The 86 page community directory, which had a print run of 5000 copies, was distributed to every household in Glen Innes, and to local businesses. Copies for new residents were also provided to the local office of Housing New Zealand Corporation and the local library.

The Map (a companion to the Directory) was finalised and distributed to local service providers in February 2003. The Map is available in A1, A2 and A3 formats and is laminated for longevity. Local unemployed people will be engaged to update the contents in October 2003 so a second edition can be released in December 2003.

5.7.2 Celebratory Events

A series of celebratory events were hosted to maintain contact between the project and the wider Glen Innes community and promote community development.

"The Gathering"

On the 5th April 2003 "The Gathering" was held at the Point England Reserve. This event offered a range of activities designed to appeal to as wide an audience as possible:

Live Music & Cultural Performances: The one day event saw both emerging hip hop artists and local cultural artists and groups providing the entertainment. The full programme included Chapter & Verse3, Glendowie College Niuean Group, Strings of Pearls, Break dance Troupe, and Global Beatz. The master of ceremonies was Canada Alofa;

Volleyball Competition: Teams competed throughout the day in one of three grades (A, Student, Social) with finals concluded at 4.30 pm. Prizes for the winning teams were A Grade $500 awarded to Latter Day Saints, Student Grade $300 awarded to Tamaki College and the Social Grade $200 was also won by the Latter Day Saints;

Information Zone: this gave local groups the opportunity to promote their services and products. The local community organisations attending included the Glen Innes Family Centre, Te Waipuna Puawai Mercy Oasis, HIPPY (Home Interaction Programme for Parents and Youngsters), Housing Committee Glen Innes, Ruapotaka Marae, Green Prescription, Citizens Advice Bureau and the Child Disability;

Food and Craft Zone: an assortment of delicious food and beautiful craft was offered by local groups also providing them with an excellent fundraising opportunity.

Launch

This event held in June 2002 was well attended by project stakeholders and included a powhiri on the Ruapotaka Marae welcoming a group of new migrants to the community. The launch event prompted many inquiries and visitors to the newly established Glen Innes site office, from Maori Wardens, students, a local Kohanga Reo, a local playcentre, and people with queries about Department of Work and Income services.

Community Youth Day

This event was held 2nd November 2002 at Pt England Reserve, was well attended and enjoyed by participants. It included live music groups, sports for local teams, a jam session, and health and well-being stalls. The jam session provided a comfortable space for youth and the general community to express themselves using an aerosol art corner, a walking camera, a talking circle and through written expression. SCAG supported this initiative by attending meetings, undertaking tasks delegated as part of the organising team and providing funding.

Glen Innes Success Day

On the 29th November 2002 Glen Innes held its first Success Day. The focus was on hearing the good news, the successes government agencies have had, are having or intend to have in Glen Innes. Government agencies delivered presentations, including Child, Youth and Family, Department of Work and Income, Special Education – Ministry of Education, Community Development Group – Department of Internal Affairs and Housing New Zealand. The feedback was positive, particularly from participating agencies' staff who learned about each other's activities within the Glen Innes community.

Glen Innes Family Day

The Family Day took place on the 30th November 2002, with activities for children (bouncy castles, face painting, mini farm etc), music in the form of entertainers and karaoke, crafts made by local Cook Island, Tongan and Maori groups, food and a new community developed medium known locally as "the Jam Session", which targets youth contributions. The event was held beside the Town Centre utilising the Community Centre and Marae facilities. The weather was great and the day was enjoyed by all attending.

Future Events

The next event will build on the collaborative processes used on "The Gathering". A number of people representing different groups participated in the planning and organising. This approach is considered by the participants to have secured much wider participation than might otherwise have occurred.

5.7.3 Newsletters

The Ka Mau Te Wero Newsletters (circulated electronically and in hard copy) were intended to highlight the successful activities of the Pilot, in order to raise its profile in the Glen Innes community, and to provide a channel through which the SCAG could communicate directly to the community.

An initial newsletter was produced in June 2002. Under the GIAP, it was intended to reach an agreement with a local school for production of the Newsletter by July 2002, and bi-monthly production to start in September 2002. The production agreement took time to eventuate, with the result that progress on this action was limited to production of one additional Newsletter in time for Christmas 2002 A further Newsletter was issued in June 2003, resulting in a de facto six monthly rate of publication.

5.7.4 Whanau Development Programme

The programme was designed in response to the needs identified by the whanau concerned. Planning began in November 2003 and the programme started in March 2003. The aim of this Maori kaupapa based initiative was to improve the well-being of whanau.

The SCAG set aside $180K over a three-year period for the programme. The timetable for the initial concept was:

tenders to close at the beginning of June 2002;

negotiations with a successful provider to be completed by July-August 2002; and

the programme to start at the beginning of September 2002.

Events took a different course, as two successive rounds of advertising failed to result in any tenders from community groups interested in delivering a Whanau Development programme. In response to this impasse the SCAG committee invited existing all Glen Innes community groups known to have experience with delivering whanau development programmes to a hui to explore the possibility of joint delivery of a programme.

By February 2003 a collaborative whanau development programme had been developed by four local community groups, to be jointly delivered by all four of them. A MOU and accountability processes had been developed, and the whanau development programme was started in March 2003.

This initiative brought together a number of local Maori groups and eventually settled on four local providers who were all committed to improving the well-being of whanau:

Glen Innes Family Centre;

Puha Tioro Trust;

Waiatarau Maori Women's Welfare League; and

Te Waipuna Puawai Mercy Oasis.

Representatives of these four groups then worked collaboratively over the course of several meetings to design an appropriate Memorandum of Understanding and agree on the processes and accountability systems needed

to deliver a robust whanau-driven service programme. The resulting Whanau Development programme started in March 2003 after agreements were signed during February. All participating providers have attended regular monthly meetings for the purpose of review and evaluation.

The development phase for the Whanau Development Programme has created a platform for these four community groups to share the same space, agree a common purpose and share information in a manner not seen before in Glen Innes. Ten families are currently participating and all are reported to be making progress towards the goals they have set.

This collaborative process is highly significant in that historically these groups would have seen themselves as direct competitors, particularly in relation to government funding. Today, they are learning more and more about the services provided by each group, forming lasting relationships, making referrals between them and solving problems collectively. With the funding provided the whanau and service provider have a wider range of choices.

In mid-2003 some time and energy was spent on considering whether it would be useful to engage a Maori evaluator to record the stories. This was in response to the perceived need for a credible, robust evaluation of the Whanau Development programme to be undertaken by someone with recognised credentials, given that the present evaluation has finished before the Whanau Development programme has had time to show any results.[10]

5.7.5 Housing

This was a successful outcome from the SCAF pilot. A stand alone community committee was established in October 2002 and officially launched in March 2003. It received an establishment grant from the SCAG Community Group Grants scheme, and developed a relationship with and has the support of local Housing New Zealand officers. The Project Manager facilitated the committee's meetings at the request of members.

The group's primary focus is as advocates for tenants of Housing New Zealand properties. A key objective was to provide a translation and mediation service to improve communication between Housing New Zealand and their ethnically and linguistically diverse tenants.

Other initiatives include a traffic safety petition and an environmental project. The latter, under the banner of "Project Clean Up", has seen a local reserve, creek, some local streets and a housing precinct adopted by local residents who

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[10] The production of the current evaluation Final Report before the Whanau Development programme has had time to show any results raised in the minds of the group the question of whether people in positions of influence are at all interested in the outcome of the SCAF pilot.

report rubbish and graffiti to appropriate bodies. The intention was to build up to a major project in September 2003 as part of Clean New Zealand week.

The Housing Committee also formed a sub-committee to focus on the Talbot Park Renewal project. This followed a visit by the Project Manager and an ACC representative to the Aranui SCAF site to review the progress of Aranui's Community Renewal project at the invitation of Housing New Zealand.

5.7.6 Community Governance Model

The site completed a 'pilot' of the first module of a "Community Leadership Skills Programme". It was facilitated by staff of Unitec, a TEO that has other outreach programmes operating in this community. The programme will also be used as the training ground for local facilitators who will work with the community in developing a "Community Vision".

The reception of the first module was positive with feedback from the 15 participants provided on issues of timing, cultural sensitivity and attendance. The committee intends for this to become an annual programme to be offered in the Glen Innes community. Funding will be sought for ongoing activity. The certification of this programme is also being explored.

5.7.7 Community public meetings

Community public meetings were scheduled for every 3rd Wednesday of the month, aimed to promote the existence of Ka Mau Te Wero and the SCAF Pilot, build relationships with Glen Innes residents, and get feedback from the community on needs and issues.

A number of focussed group discussions have been held with the Glen Innes community, and three themes have been discussed so far: Youth in August, Housing in September, and Crime in October 2002. The discussions generated a call for significant follow-up action, with the result that public meetings were reduced in the last quarter, as there was a perceived need to complete actions agreed with the community before generating more. Public meetings held and related /follow-up activities were as follows:

Youth Think Tank

This discussion forum was held 21st August 2002 and was well attended. Two specific actions resulted from this discussion. One was the distribution of information relating to existing youth service providers and to sources of funding and their criteria. The second outcome was the establishment of a working group to hold a Community Youth Day organised by different community groups. The purpose was to build links and networks through the coming together of different people and their cultures to express themselves through

their sports, music and arts. Follow-up activities included the Community Youth Day held on 2nd November 2002 at Point England Reserve (refer page 33).

Housing Hui

After successful negotiations with Housing New Zealand the SCAG committee was granted access to a database of addresses for the Glen Innes area and invited 1,900 Housing New Zealand tenants to a series of six meetings held during September. This was in addition to public advertising of the meetings. Among the outcomes from this series of meetings was the establishment of the Glen Innes Housing Committee (refer page 36)

Crime Hui

A discussion forum on crime was held in October 2002 for community workers in this field including, "Community Approach" of New Zealand Police, Man Alive, and Special Education Services. This discussion touched on some "sensitive issues" - violence in all forms, alcohol, drug and sexual abuse, petty crime by youths. Issues such as graffiti were discussed. Information on current service providers in this area was collated and distributed, and research undertaken to document the process which saw the enactment of the Smoke Free legislation. A future discussion forum on this theme is planned to determine what crime the community may have zero tolerance for, and drive for policy, regulatory or legislative changes as appropriate.

Tuesday Group

A group of about 10-15 community people met every Tuesday at the Ruapotaka Marae as an "Activity in the Community" initiative with the Department of Work and Income. It provides a space for participants to share personal experiences, foster community relationships, raise and resolve personal and community issues and engage in thought-provoking discussions. The sessions were facilitated with the use of activities, games, and sometimes expression through music. Activities of the Tuesday Group to date have included meeting, talking, eating, having coffee together, playing games, talking about the effects of smoking, talking more openly about the use of alcohol, talking more openly about income and the cost of drivers licensing. One of the follow-up actions has been the Community Gardens project (refer page 39).

Glen Innes World Café

The positive co-operation of the four providers in the Whanau Development Programme was the basis for an initiative to promote further collaboration. An invitation was extended to ten providers (the core four above and six more) to come together to have a series of "conversations" about collaboration under the label of the "*Glen Innes World Café*". The meeting was based on the premise that if the right people are brought together in constructive ways and with the

appropriate information the community could not only create authentic visions and strategies for addressing its joint problems but also, in many cases, overcome its (limited) perspectives of what is possible.

Thirty five people attended the first facilitated meeting representing thirteen different communities residing in Glen Innes. The participants agreed to explore this notion further and identify a common goal / vision which they could work on collaboratively.

5.7.8 Other initiatives

The Pilot has attracted Auckland City Council support with office and meeting premises, plus administrative assistance including Auckland City Council SCAF Pilot /Ka Mau Te Wero meetings and minutes. The Ka Mau Te Wero office (alias the SCAF Pilot Glen Innes site office) was established in the Glen Innes township in June 2002. It has since become recognised as a space that community workers, social workers, public health nurses, and community members can visit to be briefed about Glen Innes activities, or have informal discussions over a relaxing cup of tea. The office has also been used on occasion as a meeting place for community based groups.

Other initiatives not specifically identified in the Action Plan which were undertaken include:

Funding Workshops: Two funding workshops were organised during September 2002 with the support of the Community Development Group of Department of Internal Affairs, to build the skills of Glen Innes community group members in applying for funding for their groups and activities.

Student placements: A student from St Johns Theological College was placed at the Glen Innes site part time for a period of nine weeks; and a Pacific Island student from the Methodist Mission at the Glen Innes office one day a week during the first term of study in 2003. The focus for their first semester was Community Development and Social Change.

Networking: the project facilitated introductions and meetings for Komiti Pasifika Employment and Education Trust, a new service provider in the Glen Innes area.

Employment Allowance Seminars were delivered to local Maori at Ruapotaka Marae, as a pathway to self-employment for Maori. This initiative was an inter-sectorial activity between Te Puni Kokiri and Department of Work & Income. The Kaitataki-a-Rohe and the Ka Mau Te Wero Program Manager helped develop the format for the seminar.

Flax in Council reserves: the Project Manager created a link between local weavers and appropriate Parks staff from the Council who negotiated authority to harvest harakeke from local reserves. As a result, Council is looking at planting species that may be more beneficial to local

weavers. The KMTW project office was used weekly as a venue by Young Mothers Coffee Group;

Community Garden: This was an initiative of the Tuesday Group members, aimed at growing food to supplement their own and their neighbours' diets. A garden plot was established adjacent to the Glen Innes project office and vegetable plants were donated by Mitre 10 and The Warehouse. The garden was established as a demonstration project to test and build community-wide interest with a view to approaching ACC for an area to be designated as a "Community Garden". The Project Manager explored Council policy in relation to community gardens, with a view to seeking permission to use more Council land in Glen Innes for community gardens. These discussion established a precedent for this project as ACC had community gardens in the area in the past;

Local Citizenship Ceremony: a citizenship ceremony was held at the local Marae in Glen Innes after discussions with the Office of Ethnic Affairs. Members of the Burmese community resident in Glen Innes participated in the ceremony.

The Pilot also provided a support structure to attract further funding from several different sources for other Ka Mau Te Wero strands and related activities:

Community Worker – Health: this position was funded by the Ministry of Health. The worker, who was responsible for action on the 'Hauora-Health' strand of Ka Mau Te Wero, operated out of the Ka Mau Te Wero Glen Innes site office since it was established, while at the same time paying half of the site office running expenses from Ministry of Health funds;

a new **Kaitataki-a-Rohe** position for Glen Innes funded by Te Puni Kokiri was established and attached to Ruapotaka Marae during the period covered by this report, following some advocacy on part of Ka Mau Te Wero and SCAG members. The Project Manager worked closely with the Regional Director of Te Puni Kokiri in developing the brief for this position, and worked with other local Maori representatives to promote the establishment of the position in Glen Innes, with affiliation to Ka Mau Te Wero and the SCAG.

6 FINDINGS

6.1 Principles informing the social /community development approach used

The principles which informed actions and the way they were represented in the project varied between the wide range of stakeholders.

The work of **community groups** engaged in the Glen Innes SCAF pilot was informed by three overarching principles:

- democracy;
- inclusion; and
- agreed kaupapa.

The kaupapa of the project was defined by the SCAG as:

- a Maori kaupapa to build strong relationships to improve health, housing, education, employment and economic well being of the Glen Innes community, with Maori being a priority;
- empower community decision-making;
- build sustainable long term solutions; and
- the community jointly to identify and undertake initiatives planned to improve the well-being of children and families in Glen Innes.

Project values included a commitment to:

- the concept of a holistic approach from the perspective of "Te Ao Maori", construed as being mindful of and giving regard to *tinana* (physical well-being), *wairua* (spiritual well-being), *hinengaro* (mental well-being), *whenua* (land), and *whanau* (family);
- building the capacity of existing Glen Innes individuals and community groups;
- engaging local counterparts wherever possible;
- being informed by the whanau; and
- accepting that outcomes may not be achieved in a straight line – rather that they may be modified in response to action research findings.

The work of the SCAG (as the management group) was informed by a commitment to the:

- tripartite SCAF contract; and
- the CYF Evaluation Specification.

These principles were invoked in Steering Group and ACC discussions, during negotiations surrounding production of the first evaluation report. A theme in that report was the expectation that the initial phase in which the SCAF was perceived to have been "captured" by pre-existing organisations would be

transient (in practice this "capture" was ambiguous as in some respects it was structurally necessary to secure the SCAF).

Community development was the main principle used to inform the work of the **Project Manager** – *they* (local people) have to do it themselves, to build local capacity.

Principles used to inform the work of **Evaluators** comprised:

participative methodologies, action research (refer section 2); and

excellence in social science and consultancy /research service delivery.

Among the principles that appeared to inform the work of **CYF** was output focus in service delivery contracts following strict yearly budgeting and accounting cycles.

6.1.1 The ways these principles and ideas informed the approaches

The approaches adopted in the Pilot informed by the principles and ideas in two basic ways:

(1) they were operationalised in in various stages of the projects set-up and implementation through the actions of various players. For example, **transparency** (through public access to meetings) and **accountability** (c.f. SCAG agenda item) were expressed through the establishment of sustainable governance structures. A similar process is apparent in moving from a public meeting which included needs identification through planning a community response initiative to gaining SCAG /SCAF funding for working towards agreed target outcomes where the project implemented the value of being informed by the whanau;

(2) by serving as a rhetorical resource that was invoked as needed in support of particular decisions made or needing to be made

This rhetorical use of principles was exemplified in the workings of the SCAG for example when **prioritising needs**, as follows:

Maori kaupapa invoked when Maori focus was challenged;

'Employ locals' kaupapa cited when challenging suggestions to (spend on) bringing in outsiders to do something

It was also apparent in the approaches to **selecting projects** to support:

Maori/project kaupapa invoked in support of Maori focus for Whanau Development project.

Balance between SCAG spending on SCAG-sponsored projects and 'funded' projects, selected on the basis of 'rounds' of applications and assessments of these (against SCAG criteria /Glen Innes Action Plan)

6.1.2 Revisions or refinements of the principles underlying the approach to social/community development based on the experience of implementing a SCAF pilot site

The issue after implementing the Pilot is not one of revision or refinement of the principles underlying the approach to social/community development as these reflect the nexus of people, place, history, and opportunity. The focal issue is in implementation and in particular in the contradictions that flowed from different (and mutually incompatible) principles informing the work of different actors in the project process which were a source of tensions and difficulties throughout the project. Among the significant areas of contradiction were:

Timing: in particular in terms of national budgeting cycles vs. the local 'internal' integrity of connected action sequences towards a set goal in the future;

Deliverables: specifically in terms of the CYF *output* contracting focus vs. the focus of the community in the Glen Innes SCAF pilot site on community *outcomes.* The CYF output-focused contracting principles and practices subverted the integrity of the outcome-focus of the overall SCAF approach (as exemplified in the GIAP, where planned community activities aimed to deliver desired outcomes to address assessed community needs were re-presented in a discourse where the outcome focus was replaced by specified outputs to be delivered by specified dates within the Financial year covered by the contract*;*

Communication/Procedures: the inherent tension between bureaucratic processes which emphasise accountability and evidence/proof vs. a community process based in korero and trust;

Termination of evaluation: the 'withdrawal' of the evaluation team and the requirement to deliver a Final Report on the project without allowing the action generated by the project to run its course created:

o a sense among participants that CYF lacked interest in the project outcomes just when the years of involvement in the SCAF programme was beginning to make some practical difference in the community;

o a burden on the enthusiasm of project participants who saw the removal of the evaluation as taking away the opportunity to demonstrate the value of strengthening communities and devolving some control over funding; and

o a concern to find another process by which the outcomes of the Pilot (an in particular the whanau development programme which is a core focus of the project and the one that will receive most of the funding) could be evaluated and publicised.

6.2 How a community can increase social cohesion and social capital

Social cohesion was increased by the project primarily through the creation of contexts for participation by Glen Innes community members in new activities. Members of the community were brought together into collaborative efforts which built new networks of relationships, and generated trust in these and other relationships, where previously trust was absent. This context for collaboration was provided both:

at the level of the overall SCAF Pilot (in terms of participation in the SCAG); and

within the various initiatives implementing the GIAP (such as the multi-provider whanau development project).

Social capital was increased in the form of relationships of trust being generated among individuals and groups. Notable among these new networks spawned within the Glen Innes community through SCAF participation were those bringing together members of different ethnic communities who, in the past, have had little to do with each other. This was achieved partly through the multi-ethnic composition of the SCAG itself when working together to implement the SCAF pilot programme, and partly through other activities made possible by using the SCAF funding, in which people of different ethnic affiliations took part.

In terms of learning from this process there is also one of direct relevance to CYF operations. The Whanau Development initiative suggests a model for CYF of contracting collaborative delivery of whanau development services. In Glen Innes the providers are co-operating and sharing experiences and resources, instead of being cast as competitors by the 'market competition' that goes with the traditional funding /contracting model.

6.3 Initiating and participating in beneficial social change

The experience of the Glen Innes Pilot has not generated any new understandings about the processes of initiating and participating in beneficial social change in a community. Difficulties arise when the 'benefit' is defined and driven by others (variously cast as by the community as "agencies", "agency staff", "someone from WINZ", "a Council person and so on, refer page 14). The challenge for the agencies is that local people need to be allowed /encouraged to define, originate and drive such beneficial change themselves but that many of the central processes of a bureaucracy mitigate against this happening. [11]

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[11] These processes were well rendered by Peter Berger 30 years ago in an analysis which has stood the test of time. One of the key issues is that the traditional relationship between the bureaucracy and the individual is one which makes the individual a passive client. Specific

6.4 Advice to people starting a new SCAF site

What works to achieve supportive and innovative processes for positive outcomes must inevitably be so contingent on the players and the circumstances in which they are operating that any advice people starting a new SCAF site must almost inevitably be quite generic (or it could become quite presumptuous). At one level the opening of another funding stream for community development can be quite seductive but aspiring new SCAF sites need to critically assess the suitability of what is on offer to the local circumstances, particularly in terms of the interface with government and the cycles and strictures that this entails (refer, in particular to pages 43 and 48).

Key features that stand out from the Glen Innes pilot which people starting a new SCAF site might want to consider to date include:

the value that has been demonstrated in fostering collaborations where previous there was none. This was done by funding collaborative projects that bring together community groups and resources around shared objectives; and

the serious potential pitfalls in any lack of clarity about project processes, responsibilities and expectations.

6.4.1 Innovations supported

The key innovations of the Glen Innes Pilot relate to the development and operation of:

the community grants (refer page 30);

the whanau development programme (refer page 35).

6.4.2 Best practices for managing conflict

No claim can be made that the processes in Glen Innes are "best practice" as various options were not systematically tested. However, what worked for Glen Innes in this project was Hui and korero – meetings of interested parties to discuss issues in the open and arrive at an agreement by consensus. This was the intended practice as set out in the kaupapa, and it was repeatedly identified as being practiced and, according to participants in these processes, to be of great success in resolving issues that arose in the course of the pilot.

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characteristics relevant to Glen Innes Include the general notion of bureaucracy "operating within rational rules and sequences" with the "sequence" in this case the budget cycle and creating issues in Glen Innes around the evaluation, Berger P.L., B. Berger, H. Kellner, (1973), *The Homeless Mind: Modernisation and Consciousness*, Random House, Chapter 2.

6.4.3 Best ways to celebrate community successes

No claim can be made that the processes in Glen Innes are "best way" to celebrate community success as only one approach was tried. That said, the themed celebratory public events (such as "Family Day") with food and information exchange were well attended and generated positive feedback. These days provided opportunities for those who have taken part in successful community ventures and projects to "show and tell" about their successes to other members of their community, and get acknowledgement, feedback and support from others who get to know about it at the event.

6.4.4 If starting out now what would the site have done differently

With the benefits of hindsight it would have been desirable to achieve greater clarity about the project, its stakeholders and objectives, to avoid misunderstandings about the project (pilot) from the start. The whole SCAF Pilot process is a difficult one for most if not all participants in that they are required to operate in non-routine ways which may take them outside their comfort zone in terms of previous experience, expectations, and competencies.

Spending more time to achieve a clear statement of stakeholder responsibilities and how their performance would be measured may have highlighted contradiction between output focus of the operation of the contract by CYF and the outcomes focus of the SCAF pilot objectives as understood by the community stakeholders.

Such clarity in terms of lines of accountability could also have reduced the tension between the role of Glen Innes Family Centre and the Ruapotaka Marae as signatories to the contract and the SCAG as the decision-making group. This tension originates in the conflicting needs to, on the one hand,

specify contracting partners so that the project contract can be signed by specific people on behalf of 'the community', and the funds released to the fund-holder, while on the other hand

keep membership of the 'decision-making' committee open, so that the 'marginalised groups' could be brought in to be part of the project, to avoid their inadvertent but in-practice exclusion (this would amount to co-opting a few 'representatives' of the community into the project processes, while leaving the rest of the community excluded from participation in the project except in the usual role of passive receivers of funding dispensed by a small, closed group of people).

6.4.5 How 'doing things differently' would have affected the outcomes achieved for children, young people and their families

It is unlikely in the long run that the changes discussed above would affect the outcomes achieved by the work in Glen Innes for children, young people and their families. However it is possible that:

the outcomes could possibly have been achieved earlier if some of the time spent clearing up misunderstandings could have been avoided; and

some tension within the community that originated in the contradictions mentioned above, and people acting out their various local interpretations could have been avoided.

6.5 Funding

6.5.1 Integration of Government funds at the local level

The integration of various projects under the umbrella of Ka Mau Te Wero is an example of local initiative in partnership with the TLA (rather than a "whole of government" approach to an issue or locality). This bottom-up approach has a number of clear benefits (notably ensuring that funding decisions were informed by local understandings, information, and networks).[12]

It is apparent that bringing together the different strands of project activity and funding (CYFS, ACC, Ministry of Health, JR McKenzie Trust) with a skilled salaried full-time Project Manager under one umbrella strategy *"Ka Mau Te Wero"* is contributing to the achievement of SCAF objectives, while drawing on a greater range of funds and resources than those initially offered by the SCAF funding. A clear benefit also lies in the enhanced credibility that control of SCAF funding bestowed on the SCAG. This led to a high level of interest and (promised) co-operation from Government social service agencies (although the hoped-for "one stop shop" for social services failed to materialise).

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[12]   But it is not without its costs especially the planning and administrative costs of the integration and the compliance costs of meeting the separate requirements of multi-agency funding at the local level. In this case the costs of the Project Manager were initially met by ACC before being transferred to CYF.
Conflicting pre-existing aims and agendas of the prior ACC project may also have slowed the pace of the SCAF implementation. The previous exclusive focus of the Glen Innes project on Maori clashed with the subsequent more inclusive multicultural focus "forced" introduced by the SCAF criteria for devolved community decision-making. This conflict of agendas initially stalled the planned Maori initiatives, while other initiatives were slow to be funded or implemented. While most of the SCAF funding remains unused, this is not too problematic as strong steps have been taken towards a solid engagement with the community through a tender/application-based funding process that will continue within the heart of the local community

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6.5.2 Learnings about devolved funding through SCAF as a way of funding services to benefit children, young people and their families

The key learnings from Glen Innes about the use of devolved funding through SCAF as a way of funding services to benefit children, young people and their families can be summarised as follows. The process:

- was slow to get started in part through novelty and the injection of the programme into an established environment based on different policies and programmes and with a complex history (including aspects of institutional relations);

- was the source of some initial conflict followed by unprecedented collaboration;

- ensured that funding decisions were informed by local understandings, information, and networks;

- generated local participation, energy and pride; and

- highlighted contradictions between devolved funding and centrally-managed programmes.

Funding roles and relationships

A range of models for the Community-Government relationship when addressing community needs and issues were suggested, advocated or resisted by different parties at different stages of the project up to June 2003. These suggestions cast Government in a corresponding range of roles, each with a complementary role played by the Community.

A key model cast Government as provider of funding for Glen Innes community groups and service providers. This "funder-funded" relationship was generally well known to both community and committee members from their own experience as individuals or representatives of groups that had been or currently were receiving government funding in some form or another.

The essence of the relationship as represented by members of the Glen Innes community was the coupling by government offers of sums of funding dollars with sets of "criteria" for receiving the funding. While this was accepted as a legitimate use by Government of funding as a policy instrument, it had the effect of casting both the Government Departments/agencies as providers of funding, and community groups and individuals seeking funding, in set roles.

This was seen to have some systematic consequences for those seeking or entering into funding relationships: applicants for all kinds of funding had to represent themselves in accordance and compliance with such criteria. These criteria were seen to be ever changing, new or different, depending on what funding sought from what government agency or department, with

corresponding changes in the detail of the images of themselves or their organisations that applicants projected through the information presented as part of complying with the relevant funding criteria.

Funding roles were also occasionally seen to colour relationships between different recipients of funding ("funded-funded" relationships), casting different Glen Innes community groups as simultaneous contenders for limited funding from the same funder. This had community groups playing the part of competitors, attempting to outdo each other in fulfilling the same funding criteria, and so secure (renewed) funding towards each group's own resources or activities.

A past response to this among community groups had been specialisation, seeking competitive advantage while avoiding the direct competition implied by the straight duplication of services offered by other groups.

As if to confirm the degree of entrenchment of this model of the funding relationship, the model adopted by the SCAG for allocation of SCAF funding again reproduces this funding model, with the group now cast in the role of funder. While it may appear to be a curious phenomenon that devolution of funding should result in Government procedures reproducing themselves at local level, this follows directly from the fact that there is a dearth of alternative models that meet strict accountability criteria.

In response to the requirements of the CYF/SCAF contract, the SCAG has been working to ensure that proper processes and procedures has been and will be followed to provide for a robust and accountable devolution to the community of needs identification and funding allocation.

One of the effects of this is the bringing together of Glen Innes community groups – groups which under the pre-SCAF traditional funding model compete for funding have been instead co-operating over (SCAF) funding.

Integrating multiple programme/project objectives

There appears to be a direct contradiction between, on the one hand, CYF through SCAF formulating a set of project aims, and on the other hand then attempting to locate an existing organisation or institutional structure that will take on those aims as part of their kaupapa, for the 'price' of access to the associated funding. The existing organisation or institution will already have a set of goals, which, though possibly compatible with the SCAF objectives, are unlikely to precisely coincide with them.

This analysis reveals a generic tension between the pre-SCAF objectives that were part of the genesis of the pre-existing organisation, and the SCAF objectives "assumed" by that organisation to gain access to the SCAF funding dollars. It can therefore be expected, not as an aberration but as a matter of course, that at all sites where the SCAF pilot has been implemented by working

through pre-existing organisations the SCAF objectives will have to a greater or lesser extent had to accommodate and fit themselves in among a set of other objectives. Among these other objectives they are likely to be at least initially at a disadvantage, in that the SCAF objectives will not have been part of the initial setting of priorities.

Pre-SCAF priorities may then, at least for a time, overshadow SCAF priorities, in the implementation of the SCAF funding project. This can be seen in the rapid employment of the Project Manager using SCAF funding, and the initial grant towards the Ruapotaka Marae reconstruction – finding funding for these two items of expenditure was already among the early "Glen Innes Pilot" objectives, formulated and prioritised before the SCAF funding appeared as a potential source of dollars.

The analysis suggests that it should be normal to find that all SCAF pilot site implementations will deviate somewhat (or even a lot) from the narrow and most direct path towards SCAF objectives that may have been initially envisaged by the funder. Given the clearly appropriate Pilot strategy of placing implementation of the programme with pre-existing groups, the phenomenon described has to be expected, and should not be read as capture. But it should also be expected to be transient, and disappear with time. If it had not disappeared over the course of the three year programme period, there would have been cause for a re-interpretation, but, as predicted, SCAF-driven objectives later came to the fore in the Glen Innes Pilot site implementation.

Accountability procedures as barriers to change

It was noted in the first Interim Report that the model for funding relationships adopted by the SCAG to enable it to allocate SCAF funding to Glen Innes community groups reproduces the traditional funding model of advertised funding rounds with closing dates for applications and formal assessment procedures, with the SCAG committee now cast in the role of funder (Ludvigson 2002:20).

The report noted that devolution of funding appeared to have resulted in Government procedures reproducing themselves at local level, partly because of a dearth of alternative models that meet strict accountability criteria. A further explanation for this phenomenon can be found in what is in fact a recursive demand for accountability (or simply accounts) that travels down project implementation hierarchies (as a standard travelling companion to funding dollars), as each successive layer of the hierarchy imposes a demand for accountability from the layer below, as part of fulfilling their own accountability responsibilities to the layer above.

A barrier was identified that acted to prevent community service providers from achieving the level of outcome accountability that would be possible by using 'before' and 'after' client evaluations to document service outcomes.

The evaluator had a discussion with a community group about opportunities for outcome monitoring of their services, by creating 'before' and 'after' type profiles of relevant client aspects /issues to document clearly any changes for their clients that resulted from their service provision.

In the course of this discussion a folder was brought out containing descriptions of the current procedures that case workers were supposed to follow as part of delivering the community group's services to its clients, and a problem came to light: In order to implement the system for documentation that had been discussed - developing a form for case workers to fill in with or for each client before and after service delivery - it would be necessary to write up and add the new form and documentation procedures to those already specified in this 'folder of procedures'. To do this was not without potential complications, as the folder of procedures in its present state was a cornerstone of meeting the funding criteria of other significant community group funders, and as such it was uncertain whether tampering with its contents by adding procedures would jeopardise its cornerstone status – sufficiently so to act as a deterrent to adding any SCAF-driven outcome monitoring forms or procedures.

Producing such a 'folder of procedures' is part of the work many community organisations do to meet funding criteria - to become an 'accredited' organisation - a status which opens up the financial benefits of eligibility for funding or contracting with Government agencies for delivery of community services.

It would appear that it is these agency-driven procedures for accreditation that form the foundations for this obstacle: Community group have to produce folders of procedures as part of obtaining the 'accredited organisation' status; once this status has been achieved by a community group, the community members/workers that make up the group are so in awe of the achievement (and the paraphernalia that go with it), that it acts as a barrier for the groups to create new monitoring procedures to enhance their accountability.

As community development oriented groups and programmes take on bureaucratic procedures in order to meet criteria for funding essential to their continued existence as providers of community services, the act of writing up the community group procedures into documents turns out to stifle the possibility of future change within the process, as subsequent reverence for existing procedures that were formulated in response to past needs acts as a deterrent to formulating new procedures in response to current needs. It turns out that it is the very activity of creating the documentary infrastructure for bureaucracy – the manuals, methods and procedures that lie at the heart of both the imposition and perception of standardisation – that simultaneously constitutes the inertia that resists and stifles change.

There has been resistance from Pilot participants to having a formal Incorporated Society structure for Ka Mau Te Wero or the SCAG committee. The resistance may be related to the effect of 'bureaucratisation' of community

group procedures discussed above. There is a discourse among Pilot participants that suggests that something is lost in the process of becoming organised. As one project participant put it: *"You lose the plot because then the focus becomes the game or the book or the manual as opposed to what you were there to do in the first place".* The essence of the shift appears to lie in replacing outcomes (visions used to inspire yourself) with outputs (procedures used to instruct others).

6.6 Use of knowledge, skills, experience and training

6.6.1 Learnings from sharing knowledge, skills and experiences among people who are participants at the site

The experience with the whanau development programme represents perhaps the clearest example of learnings from sharing of experience in the whole Pilot project. It focussed attention on how the CYF model for funding community service delivery casts community groups as competitors and mitigates against collaboration and sharing of resources and experiences. This contrasts with the whanau development programme, where community capital building, sharing, and networking is fostered as a direct result of making collaboration the vehicle for access to (additional) whanau development funding for existing (CYF output-contracted) service providers. Beyond analysing their situation and developing a local response, the providers have gone on the share understandings in delivering the services in the whanau development programme.

6.6.2 Learnings from bringing people from outside the site with knowledge, skills and experiences to share with people at the site

Inputs into the project from bringing in people from outside the site have fallen into three broader categories:

information: for example the Internal Affairs funding workshops;

capacity building: such as the leadership development course;

complementary skills: including the action research, formative evaluation that brought in monitoring and evaluation skills to assist the SCAG in programme implementation and were also relevant for accountability to SCAF.

6.6.3 Learnings from sharing knowledge, skills and experience with people involved in other SCAF sites

Participation in the Program Managers' hui, the Evaluators hui, the "Fishbowl" exercise, and the team visits to other SCAF sites brought a broader perspective on the Glen Innes SCAF Pilot site to participants, as these events provided opportunities to compare and contrast participants' own experiences with those of participants in other SCAF site processes.

6.6.4 How increased capacity contributed to increased social cohesion and social capital

While generally focussing on utilising existing resources, the project site office contributed significantly to the Pilot by providing new infrastructure available to the community. One of its functions was as a meeting place that was free of charge – other Glen Innes community facilities such as the Ruapotaka Marae and the Glen Innes Community Centre all charge a fee to users who hold meetings at their facilities.

The provision of an informal no-cost meeting place meant that members of the Glen Innes community without financial resources were able to hold meetings in a neutral and centrally located semi-public space (as opposed to meeting in some individual's often crowded rental accommodation). The site office became part of the infrastructure that made it possible for members of the Glen Innes community (and especially those normally excluded from activities that cost money) to plan and do things together in a manner that built both networks of inter-personal relationships, including quality relationships of trust.

6.6.5 How increased capacity contributed to initiating and maintaining beneficial social change

At this stage it would be premature to suggest that the SCAF has either initiated or maintained beneficial social change. To date it has made useful progress in establishing new relationships, initiating collaborations and networks and has fostered some useful service delivery (such as the work of the Housing Committee, which after an initial establishment phase has gone on to deliver practical support to Glen Innes tenants in local Housing Corporation accommodation and to Housing Corporation staff seeking a better relationship with their tenants in the Glen Innes community). It would, however, be too wide a claim to suggest that this connotes wider social change.

6.7 Success Factors

6.7.1 The criteria that the site has used to assess success

The monitoring and evaluation processes used in the Pilot provide the primary basis for the assessment of success. These were:

    Participants' evaluation; and

    Case-based analysis of the support provided to individuals and groups.

A pragmatic range of criteria have been used to assess initiatives including:

    community response: covers a diverse range of communications including for events this covers both the number of participants and the feedback, for the newsletters it includes the response of institutions;

provider participation: the nature and extent of their involvement in developing and managing the Pilot and in the implementation of the GIAP;

uptake of services: community demand for services provided;

outcomes for children, youth and their families: case-based assessment of the effects of services

6.7.2 How the site rates its success

Success for a project like the Glen Innes Pilot comes from the combination of a number of initiatives which succeed in their own right. The Community Directory, for instance, was a real hit in the Glen Innes community, drawing interest from agencies, community groups and residents as well as serving to promote Ka Mau Te Wero and the SCAF Pilot. Much positive feedback was received from users of the Directory, with requests for additional copies from a number of organisations and government agencies. Responses include:

Agencies and community groups: since it was published the project had many phone calls from agencies that wanted multiple copies of the Directory. The Department of Child, Youth and Family Services, Health, CAB, and Housing New Zealand all took extra copies for further distribution;

Glen Innes residents: from the feedback it was found that even long-time Glen Innes residents did not know that all the groups and activities listed in the Directory existed and were available in their community. That Glen Innes residents now have improved access to information about the services that are available for them to use was identified as a positive outcome for the Glen Innes community; and

Raised Ka Mau Te Wero profile: the Community Directory really helped a lot with putting Ka Mau Te Wero on the map for other members of the Glen Innes community. Judging from the reported response in terms of telephone calls and visits to the site office, it was the most successful promotional activity carried out by the project so far. This is not surprising, as the tasks associated with collecting information for the Community Directory and later distributing it created multiple occasions for interactions between the SCAG and other Glen Innes groups.

The community understanding of the contribution the SCAF funded activities would make towards the SCAF objectives of enhancing the wellbeing of children, young people and families and strengthening communities was framed in terms of:

Shelter and **food on the table** for the whanau was agreed to be first priority for wellbeing of children - nothing else would count if there was no food or no place to sleep. Hence measures aimed at securing housing and income/employment for the parent(s) was seen as an essential element in any strategy to enhance the wellbeing of the children within the whanau.

It is against this background that the whanau development project (which in turn was based on an assessment of the needs of each family participating in the programme) was identified as the most appropriate strategy to implement the project kaupapa to enhance the wellbeing of children.

Set in this context, the SCAF funding spent on project establishment and administration such as the Project Manager's salary, SCAG meeting honoraria and venue hire were deemed necessary to achieve the implementation of the CYF contract with its requirements for devolvement of funding allocation through representative and accountable community decision-making. [13]

The SCAF funding allocated to the **Marae upgrade** was seen as appropriate in the context of Maori development and a holistic approach to implementation of the project kaupapa. At the time the Marae was only available for daytime meetings – it was not warranted for meetings at night, as it did not meet the fire regulations. This prevented evening activities or noho marae lasting several consecutive days on the Marae. This was seen as a placing severe restriction on the ability of the Marae to function as a dynamic centre of the community.

The Marae upgrade to receive funding was aimed to enable the necessary regulations and standards to be met, so as to remove these restrictions on the functioning of the Marae. Stress was placed on the importance of the Marae as a focus for the whole Glen Innes community; a hub that can function as a meeting place for 'all cultures'. For example, the 'introduction to New Zealand for immigrants' initiative was held at the Marae.

6.7.3 Changes for the benefit of the children, young people and their families as a result of SCAF

Outcomes for children, young people and their families only appear at the end of long chains of linked causes and effects, where any interventions that are planned and delivered in response to assessed community needs appear as outputs that are intended to cause specific outcomes for children, young people and their families. While outputs are relatively easy to document at the time of their delivery, it is much harder to document outcomes, as there may be a considerable time lag between the delivery of the output and the time when the outcome is supposed to have been achieved.

Given that the core intervention programme planned by the SCAF community committee in response to assessed community needs – the Whanau Development programme – only started in the last three months before the due date of this Final Evaluation Report, there has not been enough time to perceive

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[13]   Note the role of the contract requirements as a "cornerstone" in discussions over how to proceed.

(let alone document) the effects of the intervention outputs for the client children, young people and their families receiving the Whanau Development service.

It is possible, however, to identify a number of initiatives undertaken as part of or in parallel with the SCAF Pilot that have some discernable effects for different members of the community. Benefits from participation in SCAF funded activities have accrued to:

> needy children requiring transport to access out-of-Glen Innes services;
>
> school children nourished by the Fruit in Schools programme or taking part in School Holiday Programmes and excursions;
>
> youth performing in Glen Innes kapa haka group;
>
> young persons participating in the Youth Sports Event and other youth programmes.
>
> young parents participating in Whanau Development or Parenting Programmes, and their children; and
>
> families (including children and young persons) receiving help from the Glen Innes Housing Committee to resolve housing issues.

6.7.4 Changes for the benefit of marginalised groups

A number of specific initiatives could be considered to demonstrate benefits for "marginalised groups"[14] notably:

> steps to assist refugee women gain drivers licenses;
>
> Housing Committee support for Ethnic tenants;
>
> whanau development support for single mothers; and
>
> the preparation of multi-lingual resources.

The cataloguing and development of multi-lingual resources was intended to benefit the community by providing better access to information and opening up opportunities for participation. By February 2003 a survey of existing resources and translation needs had been completed,[15] a Newsletter had been produced in Burmese, and multi-lingual information from the Electoral Office had been provided to local English language classes in the run-up to the New Zealand election held in July 2002.

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[14] At another level this question is excessively Aristotelian seeking to define "marginalised groups" within what could be reasonably considered to be a marginal community

[15] This survey identified that Housing New Zealand and the Inland Revenue Department had a diverse selection of language resources including application forms in Cook Island Maori, Tongan, Samoan, Niuean and Maori; Inland Revenue Department also had Call Centre operators fluent in Sri Lankan, Hindi and Mandarin; while Work and Income New Zealand focused its multi-lingual resources within its call centre.

6.7.5 How social cohesion changed over the course of SCAF

The core theme of social cohesion being enhanced through a shift from an initial phase of conflict /competition between local groups over the control of SCAF to groups collaborating over services provision has been addressed earlier.

Three of local initiatives at the SCAF Pilot Glen Innes site stand out within their own context as locally unprecedented grass-roots innovative responses to identified community needs, all catalysed by SCAF Pilot processes:

the **Glen Innes Whanau Development Programme** community groups' co-operative venture. This programme stands out as it has led to unprecedented collaboration among Glen Innes community groups, with former perceived competitors now sitting in the same room and successfully working together for the same goals. So far this project has demonstrated that it is possible to break out of old patterns of behaviour and operate differently. This innovative collaboration has enabled innovations in programme content;

the **Glen Innes Housing Committee** establishment sequence. The Glen Innes Housing Committee and their collaboration with Housing New Zealand stands out as an innovation, as it was formed spontaneously by Glen Innes Housing New Zealand tenants in response to a need first identified and expressed at a public meeting organised by the SCAG committee. The Glen Innes Housing Committee establishment process offers a clear example of an innovative community-driven response to a social need, as it moved in sequence from a public meeting which included needs identification, through further meetings to plan a community response initiative, and close liaison with Housing New Zealand staff, on to gaining a SCAF grant for work towards agreed target outcomes. The activities of the Housing Committee – mediating in tenant disputes, and providing support to resolve tenant issues – are intended to contribute to improvements in wellbeing for those Housing New Zealand tenants and families who use their translation and mediation services; and

the **Tuesday Group** 'participation project' and community gardens. The Tuesday Group stands out as a success because it brought people together who would not normally engage with a process or a project like Ka Mau Te Wero. Through these meetings the project was able to keep the participants informed about what was going on within Ka Mau Te Wero and the Glen Innes community, and also obtain direct feedback from the participants on some of the planned initiatives.

These are clear examples of how the SCAF Pilot has contributed towards an increase in social cohesion in Glen Innes through increased connectedness within the Glen Innes community, especially by fostering an increase in local collaborations, such as the unprecedented inter-group collaboration among existing Glen Innes community groups /service providers, now working together to implement a collaborative Whanau Development programme, and the Glen
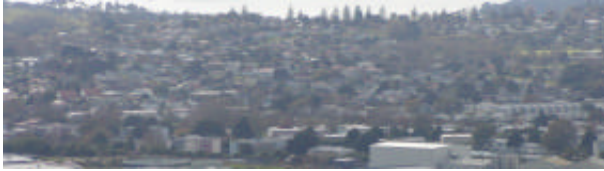
Innes Housing Committee collaborating with Housing New Zealand over quick responses to tenants' issues.

6.7.6 What people at the site think about receiving devolved funding through SCAF

The organisations participating in the Pilot consider that the single most positive aspect of receiving devolved funding through the SCAF is that it opens up the opportunity for better targeting of interventions through local/grassroots knowledge and influence. This can reduce the frequent mis-direction of funds that occurs with top-down efforts and markedly increase the speed of responses. In some cases funds have been used to meet immediate needs of families that would have taken several days or longer if normal bureaucratic channels were followed.

6.7.7 What views do people at the site have about the future of SCAF?

The local perspective on the future of the SCAF is positive, given they have recently contracted for another year's funding for the project, but uncertain how the project activities can continue in the future if there are no more funds from CYF to distribute.

6.7.8 No "succession planning" for SCAF

No formal succession planning has been undertaken. The Project Manager's current contract expires in October 2003, and the SCAG is on notice to take over or re-hire a Project Manager for the co-ordination role. An unresolved question with initiatives such as the SCAF is whether there needs to be succession planning or whether the initiatives to develop local processes should be subject to a sunset clause (NB this is entirely different to the availability of devolved funding).[16]

6.7.9 Needs to ensure the sustainability of SCAF

Given that SCAF was about distributing funds, sustainability of that activity would require an uninterrupted [annual] supply of funds to disperse in the community and to pay the committee's honoraria, the salary of the project Manager and to meet other expenses.

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[16] Considerable care needs to be taken to avoid the situation faced by local counterparts in many development assistance programmes. They are often expected to pick up the projects after the aid project has been completed but typically without the funding available to the aid worker.

6.8 Best practices for devolving funding to communities

It is hard to go beyond a few 'avoids', in terms of practices in devolving funding to communities – the experience of an as yet partially complete project in Glen Innes (the GIAP) is no basis for determining "best practice". Furthermore, the extent to which the Glen Innes Pilot could truly be considered an example of devolved funding is open to question. The need to accommodate or relate to the institutional context and existing policy and staff practices within the institutions that the SCAG had to deal with represented a very significant degree of 're-capture''.

Ironically, it appears that it is not overall policy direction that poses the difficulty, but rather the fact that SCAF was an anomaly for most of the agency staff that had to deal with SCAF matters in the course of their routine everyday work. This meant that, in at least several cases, the 'devolved' part of the project was subtly undermined, as SCAF matters received the same treatment as other, 'non-devolved' matters (rewriting planned Glen Innes community action into the contract outputs of the GIAP is only one case in point). In other instances, the anomalous status meant no treatment, as agency staff found that SCAF didn't fit their routines. As a result, SCAF was largely re-routinised within existing practices (and for the rest ignored).

This re-routinisation of SCAF was partly accomplished by Glen Innes community members who took part in SCAF activities, in the way that they took on some accountability practices of mainstream bureaucracy so that they could better interface with agencies and agency staff. This spread of agency practices into the community processes was, however, resisted notably in the direct refusal of the SCAG to re-invent itself as an Incorporated Society, despite subtle pressure from the agency sides in that direction.

6.9 Learnings about evaluation processes from the experience of evaluating the SCAF pilot site

Stakeholder service evaluation and participative action research delivered the required results as planned. The participative approach to evaluation had the parallel benefit of serving as a kind of 'auto-formative' evaluation process: the interactions with the evaluator and concomitant reiteration of the need to serve the agendas of all project stakeholders, including their need for evaluation information to secure project sustainability, helped to foster both acceptance and even desirability of outcomes documentation procedures, and the required skills, especially as regards securing 'before' and 'after' snapshots of pertinent target dimensions.

Note that this was the only implementation support budgeted for in the project planning.[17] This formative evaluation support became more significant as the project proceeded, triggered by two generally catalytic series of events:

(1) Interviews towards and subsequent discussions of the first interim evaluation report were catalytic in clarifying SCAF Pilot processes and allocation of responsibilities among the many stakeholders involved. An important catalytic device in this context was a list of questions derived from the Evaluation Specification, which was used by the evaluator to help inform SCAG committee members, Project Manager and Auckland City Council of what was expected from their participation in the Pilot, especially regarding their added responsibilities in relation to the SCAF Pilot being a pilot project: the success or failure of the Pilot would have more than just local community effects, as the outcome would have implications for future Government policy in relation to devolution of community action funding to communities – a matter of potentially lasting consequence for many Pilot stakeholders and participants; and

(2) The evaluators' hui was catalytic in mediating a greater involvement of the Glen Innes site evaluator in project implementation support, especially in terms of supporting the creation of outcomes-oriented documentation systems to meet reporting and accountability requirements.

The interaction with project participants that resulted from adoption of a stakeholder service and participative 'action research' evaluation methodology informed the process of articulating and refining the project governance structures and relationships. Evaluator promotion and support for the creation of systems for documentation of progress towards set objectives – frequently through before / after profiles depicting aspects or dimensions of relevance or concern – resulted in enhanced accountability across multiple project activities. This was articulated in creation of systems for documentation (of outcomes) which amounted to systems for accountability between expressed or implied 'units' or 'actors' that constituted such project related /induced governance structures.

The main overall strategy employed for monitoring and assessing progress was networking and participation in the ceaseless flow of Glen Innes community communication processes. When increased social cohesion was identified as flowing from the processes surrounding the production of the KMTW Community Directory, this was done through korero among project participants and other members of the Glen Innes community, as identification and dissemination of anecdotal information about successes were shared in everyday conversations spinning off the KMTW site office hub.

When KMTW participants were party to organising training (e.g. the leadership training programme) the ensuing increased social capital was the point of the

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[17] Formative evaluation was reportedly a key component in Pilot implementation support planning.

exercise, and awareness of successful completions and new skills learned spread along with anecdotes of what had actually taken place during the training. Korero was the main vehicle for this exchange /flow of information of capacity created.

Public 'Success Days' were held that provided opportunities for community groups and individual stakeholders to make presentations to other interested Glen Innes community members about the beneficial outcomes that had flowed from their work. This provided a platform for sharing information both on changes brought about and on what specific groups and individuals considered being valuable outcomes. Korero was again the main approach to both bringing together and disseminating the information in face-to-face situations.

APPENDICES

APPENDIX A - Checklist of questions for the final report

DRAFT

STRONGER COMMUNITIES ACTION FUND SITE EVALUATIONS
FINAL REPORT OUTLINE

This outline is intended as a guide and checklist. The questions included under headings are intended as prompts. The evaluators may use their own headings which are clearly indicative of the content included and are more appropriate than the headings listed in this outline. There may be some parts of the outline that the evaluator of a site cannot report on. Some comments explaining why this is the case would be useful. There may be things not included in this outline that evaluators may want to report on and these should be included.

The final report should focus on the issues raised by the implementation process for the pilot site and for the evaluation. It should include responses to these issues and what was learnt from being involved in implementing a SCAF pilot site. And, it should highlight any successful innovations and outcomes.

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EXECUTIVE SUMMARY
Objectives of SCAF
What are the objectives of SCAF?
What were the objectives for the Site evaluation?
How were the objectives for the sites evaluation adapted from the Specification?

Short description of sites
What are the characteristics of the site?
Who are the community group(s) that are involved in SCAF?
Who are the fund-holders?
What is the relationship between the community groups and the fund-holders?

Findings
What principles underlie the social/community development approach used?
What are the community's perceptions of the site?
What were the assessed needs of the community?
What governance structures were developed?
What projects and activities were funded?
What innovations were supported?
What progress was made in attracting other support?
How were Government funds integrated at the local level
What progress was made towards creating social cohesion and positive social change?
What was learnt about devolved funding through SCAF, as a way of funding services to benefit children, young people and their families?
Success Factors
What were the expected and unexpected successes?

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What has changed for the benefit of marginalised groups?
How has social cohesion changed for the good over the course of SCAF?
What views for people at the site have about the future of SCAF?

INTRODUCTION

Background
What were the processes that led to the site being selected as a SCAF pilot?
What are the social, cultural, geographic, ecological and demographic characteristics of the site?
Who are the community groups that are involved in the SCAF pilot?
How are the relationships between the community groups, and the fund-holder, and Child, Youth and Family organised?
What were the contracting arrangements negotiated for the distribution of funds from Child, Youth and Family?

Objectives
What were the SCAF site objectives?
 What were the objectives of the Site Evaluation?
How were the objectives for the site's evaluation adapted from the Specification?

Structure of this Final Report
The Final Report needs to stand on its own and be a summary and discussion of all of the Interim Reports. This is the report that will become a public document. It needs to include:
Literature Review
Methodology
Findings
Funding
Use of knowledge, skills, experience and training
Success factors

LITERATURE REVIEW
Which principles of social development, social capital, social cohesion and devolution were used to inform the work of, and relationships between:
> Community groups?
> Management groups?
> Project Co-ordinators?
> Fund-holders?
> Evaluators?
> Child, Youth and Family?

What was learnt about the ways these principles and ideas informed the approaches to things like:
Prioritising needs?
Establishing sustainable governance structures?
Selecting projects to support?
Seeking additional support?
 Integrating Government funding at local levels?
Innovations?
Creating social capital, cohesion and change?
Devolving funding to community groups so that they can respond to self-identified needs?

METHODOLOGY

What were the processes and methods used to establish a sustainable SCAF pilot site?

What was the chronology of activities and events that contributed to the establishment and maintenance of the pilot site?

What governance structures were developed?

What was the planned evaluation methodology?

How did the implementation of the evaluation methodology differ from the evaluation plan?

What were the interrelationships between the processes and methods used to establish the pilot site and the evaluation?

How did the parallel process that happened in the site and the evaluation support one another?

What was learnt about the evaluation processes from the experience of evaluating a SCAF pilot site?

What were the processes and criteria developed for:

Membership in community groups?

Representation on management groups?

Participation in decision-making?

Visioning processes?

Prioritising community needs?

Choosing projects and activities to fund?

Measuring outcomes?

Monitoring and assessing progress towards goals set in the visioning processes?

What were the processes for developing and maintaining a communications strategy?

What ongoing strategies were put in place to monitor and assess progress towards increased social cohesion and social capital, and beneficial social change?

What are the best practices for devolving funding to communities?

FINDINGS

On the basis of the experience of implementing a SCAF pilot site, how would you revise or refine the principles underlying the approach to social/community development taken?

What was learnt about how a community can increase social cohesion and social capital?

What was learnt about initiating and participating in beneficial social change?

What are the community's perceptions of the site?

What were the assessed needs of the community?

Imagine that you need to transfer knowledge to a new SCAF site, what advise does the site want to give people starting out about:

What works to achieve supportive and innovative processes for positive outcomes?

What pitfalls does the site need to be alert to and how can they be managed for positive outcomes?

What were the innovations supported?

What are the best practices for managing conflict?

What are the best ways to celebrate community successes?

If the site was starting out now, what would the site have done differently?

How would 'doing things differently' have affected the outcomes achieved for children, young people and their families?

FUNDING

What processes of financial management were used?

What progress was made in attracting other support? (Please include dollar resources, support in kind, reciprocal exchanges.)

How much funding was expended on SCAF projects and activities?

What was the balance between funding used for administration costs and project/activities?
How were Government funds integrated at the local level?
What was learnt about devolved funding through SCAF, as a way of funding services to benefit children, young people and their families?

USE OF KNOWLEDGE, SKILLS, EXPERIENCE AND TRAINING
What has the site learnt from;
Sharing knowledge, skills and experiences among people who are participants at the site
Bringing people from outside the site with knowledge, skills and experiences to share with people at the site?
Sharing knowledge, skills and experience with people involved in other SCAF sites?
How does increased capacity contribute to:
Increased social cohesion and social capital?
Initiating and maintaining beneficial social change
Communities' abilities to use devolved funds to benefit children, young people and their families?

SUCCESS FACTORS
What are the criteria that the site has used to assess success?
According to these measures, how does the site rate its success?
What successes were unexpected?
How have things changed for the benefit of the children, young people and their families as a result of SCAF?
What has changed for the benefit of marginalised groups?
How has social cohesion changed for the good over the course of SCAF?
What do people at the site think are the positive things about receiving devolved funding through SCAF?
What views do people at the site have about the future of SCAF?
What "succession planning" has been undertaken?
What is needed to ensure the sustainability of SCAF?

APPENDIX B – SCAF GI Contracts

Site Agreement #1

Stronger Communities Action Fund

Glen Innes Site Agreement

DATE 30th June 2001

Section One   Parties

RUAPOTAKA MARAE SOCIETY INCORPORATED and **GLEN INNES FAMILY CENTRE CHARITABLE TRUST** both at Auckland, as nominees for a community representative group to be formed "Community")

AND

AUCKLAND CITY COUNCIL   ("Fund Holder")

AND

HER MAJESTY THE QUEEN acting through the Chief Executive of the Department of Child, Youth and Family Services ("Child, Youth and Family")

Section Two   Background

The government intends to develop policies that build stronger communities, that increase people's capacity to participate in their communities and which reduce social exclusion.
Child, Youth and Family contributes towards strengthening communities through devolving decision-making relating to the funding of locally based social services and community initiatives.
Child, Youth and Family is implementing the Stronger Communities Action Fund as a pilot for devolving funding to communities ("Pilot").
The Pilot provides for the Community to be involved in the assessment of social need and the decision making about how available funding will be used to address those needs. The expected benefits include Community ownership of decision making, enhanced Community participation, increased social cohesion and a more accurate assessment of local needs.

The Glen Innes community, through its own charette process has already determined the social needs and the method by which these needs will be addressed. The Ruapotaka Marae and the Glen Innes Family Centre have been identified as nominees for the community representative group to work towards meeting these needs.

Evaluation of the Pilot will help to inform future choices about decision-making models for devolution.

Striking the balance between entrusting the Community to act responsibly and fairly, against the need for government to act as a responsible and accountable user of taxpayer funds, is a core challenge for the Pilot.

The Fund Holder has been selected to receive the fund from Child, Youth and Family on the basis of its proximity to the Community, its non-partisan nature and its robust financial management systems.

This Agreement records the relationship between the Community, the Fund Holder and Child, Youth and Family at the outset of the Pilot and includes processes for managing the relationship throughout the term of the Pilot.

Section Three   Agreement

1.0 PROJECT VALUES & PRINCIPLES
1.1 The parties acknowledge a commitment to the concept of a holistic approach from the perspective of "Te Ao Maori". To this end, the following project values and principles guide any dealings under this Agreement. The parties agree to:
     (a) be mindful of and give regard to:
         Hinengaro   Mental well-being
         Whenua Land
         Whanau Family
     (b) build the capacity of existing Glen Innes individuals and community groups
     (c) engage local counterparts wherever possible be informed by the whanau
     (d) accept that outcomes may not be achieved in a straight line – rather modified in response to action research findings.

2.0 PARTNERING PRINCIPLES
2.1 The parties acknowledge a commitment to the concept of Partnering. The parties agree to collaborate to ensure that the Pilot is successful. To this end, the following relationship principles guide any dealings under this Agreement. The parties agree to
     (a) act honestly and in good faith
     (b) communicate openly and in a timely manner supporting the respective party's obligations to achieve the objectives of the Pilot
     (d) work in a co-operative and constructive manner

(e) recognise each other's responsibilities to their stakeholders

(f) encourage quality and innovation to achieve positive outcomes for the Community; and

(g) discuss modifications to the Pilot to improve the Pilot and achieve improved outcomes

(h) work collaboratively on action research to inform Ka Mau Te Wero and confirm agreed outcomes.

3.0 TREATY OF WAITANGI

3.1 The Treaty of Waitangi establishes the unique and special relationship between Iwi, Maori and the Crown. Child, Youth and Family considers the Treaty of Waitangi's principles of partnership, proactive protection of Maori social issues, co-operation and utmost good faith to be implicit conditions of the nature in which Child, Youth and Family responds to Maori issues.

4.0 TERM

4.1 This Agreement begins on 19 December 2000 and ends on 30 December 2001.

4.2 Funding for this Pilot has been appropriated for the three financial years 1 July 2000 to 30 June 2003. Funding for any agreement that follows this Agreement is dependent on continuation of these appropriations.

5.0 AGREED FUND

5.1 The Agreed Fund is $270,000 including GST per annum.

5.2 Child, Youth and Family will pay the Agreed Fund to the Fund Holder in accordance with the instalments set out below:

Payment Period	Period 1 19 December 2000 to 30 June 2001	Period 2 1 July 2001 to 30 December 2001	Total Price (including GST)
Price (inc GST)	$270,000	$135,000	$405,000
Date to be Paid	On signing of document by all parties		

6.0 EVALUATION REPORTING AND INFORMATION

6.1 The parties agree to participate in evaluation and action research of the Pilot. Independent evaluators contracted by Child, Youth and Family will undertake evaluation and action research. Evaluation activities may include, but are not limited to, reviewing documentation and written records, interviewing individuals or groups and attending meetings or community forums.

6.2 The parties agree that evaluation and action research of the Pilot will help inform future choices about decision-making models for devolution and future project outcomes.

6.3 The Fund Holder and the Community agree to co-operate to produce a report every three (3) months on the progress. The Fund Holder will contribute relevant information relating to financial matters. The Community will report on progress being achieved in meeting the outcomes that the Pilot is intended to achieve and make the reports available to Child, Youth and Family and other stakeholders.

6.4 The Fund Holder and the Community agree to supply Child, Youth and Family with any specified information relating to the Pilot within five Working Days or such other reasonable period specified in the request, so that Child, Youth and Family can comply with its obligations to a Minister of the Crown or any enactment.

6.5 The Fund Holder and the Community agree to co-operate with Child, Youth and Family so that Child, Youth and Family can comply with its reporting requirements, including, but not limited to
(a) requests under the Official Information Act 1982
(b) requests under the Privacy Act 1993
(c) reports required by a Minister of the Crown
(d) reports required by the Commissioner for Children
(e) reports required by an Ombudsman.

7.0 COMMUNITY OBLIGATIONS

7.1 Throughout the term of this Agreement, the Community agrees to maintain accurate written records of that decision making process and the outcome of decisions made provide sufficient information in writing to the Fund Holder to allow financial disbursements to be made promptly and accurate financial records to be maintained by the Fund Holder provide sufficient information to allow the Fund Holder to:
(a) fulfil its reporting requirements under Clause 6 of this Agreement make the decision about how to disburse the Agreed Fund through a representative decision-making process as agreed between the organisations comprising the Community.
(b) convey to the Fund Holder the decision about how to disburse the Agreed Fund.
(c) enter into a written agreement with all individuals and organisations that receive disbursements from the Agreed Fund.
(d) Participate in the steering group and work to achieve the outcomes noted in Appendix 1.

7.2 The Community may engage personnel on contract provided that those personnel work under the Community's supervision and control. Such engagements shall be funded from the Agreed Fund.

7.3 The Community agrees that the terms of any written agreement between the Community and any individual or organisation

that receives funds will be discussed with Child, Youth and Family.

8.0 FUND HOLDER OBLIGATIONS
8.1 Throughout the term of this Agreement, the Fund Holder agrees to:
(a) hold the Agreed Fund on behalf of Child, Youth and Family Services pending the decisions about disbursement being received from the Community
(b) receive the decision about how to disburse the Agreed Fund from the Community
(c) maintain accurate financial records relating to the disbursement of the Agreed Fund to individuals and organisations identified by the Community
(d) ensure that disbursements to those individuals and organisations identified by the Community will be made promptly and according to written instruction provided by the Community.
(e) provide reports to Child, Youth and Family according to the reporting requirements in Clause 6 of this Agreement

8.2 The obligation of the Fund Holder is limited to distributing funds in accordance with the above process. The Fund Holder will have no liability in relation to any funding decision of the Community or the consequences of such decision.

8.3 The Fund Holder agrees that it will not sub-contract any or all of the obligations or assign the benefits or burdens of this Agreement without first getting written permission from Child, Youth and Family.

8.4 The Fund Holder will engage a project manager on contract, to be funded from the Agreed Fund. The Fund Holder will provide the day to day supervision of the project manager. The direction setting for the project manager's work will come from a Project Strategy Team. The Fund Holder agrees that the terms of any written agreement between the Fund Holder and any individual or organisation engaged will be discussed with Child, Youth and Family.

8.5 The Fund Holder will also:
(a) provide meeting facilities as required
(b) provide a conduit between the project Fund Holder staff, politicians, services and resources as required.
(c) provide access to relevant information about Fund Holder functions and processes that have an impact on or can contribute to the project.
(d) provide other advice and information to help make Ka Mau Te Wero a successful project.

8.6 The Fund Holder is not obliged to make any payment to the Community, or carry out any other of its obligations, until the Community advises it that agreement has been reached between the two organisations which comprise the Community as to how they will jointly carry out their role under this Agreement. Such advice must be provided to the Council by

30 September 2001. If no such advice is provided by that date, or by such later date as is agreed by all of the parties, then any part of the Agreed Fund which has been paid to the Council (less costs incurred in directly in arriving at this agreement) shall be repaid by the Council to Child, Youth and Family and this Agreement shall be at an end.

9.0   CHILD, YOUTH AND FAMILY OBLIGATIONS
9.1   Throughout the term of this Agreement Child, Youth and Family agrees to
       (a) Pay the Agreed Fund to the Fund Holder
       (b) Provide assistance to the Fund Holder and the Community, on request, to facilitate the process of identifying appropriate services and initiatives to be funded from the Agreed Fund
       (c Provide and support the Community and the Fundholder to help make   Ka Mau Te Wero a successful project

10.0   USE OF FUNDS
10.1   The outcomes that the Pilot is intended to achieve have been agreed between the Community and the Minister of Social Services and Employment. The Community agrees to use the Agreed Fund only for those purposes. The agreed outcomes are stated in Appendix 1.
10.2   The Community agrees only to use the Agreed Fund for the purposes of providing financial assistance to individuals or organisations to achieve the objectives of:
       (a) supporting local initiatives and services that are designed to improve outcomes for disadvantaged children, young people and families
       (b) providing strong social services that contribute to improving the well-being of children, young people and families
       (c) strengthening the community, increasing participation and reducing social exclusion through effective involvement in the planning and funding of social services and community based initiatives.

11.0   HEALTH AND SAFETY IN EMPLOYMENT ACT 1992
11.1   All parties agree to comply with all obligations any party may have under the Health and Safety in Employment Act 1992 to ensure that a safe working environment exists for the Fund Holder and Community employees and permitted sub-contractors in connection with the Pilot.

12.0   CONFIDENTIALITY
12.1   No party will criticise the other publicly without first discussing in good faith any matters of concern with the other.

12.2 This clause does not restrict any party from discussing any matters with their staff, sub-contractors, agents, advisors or persons for whom that party is responsible.

12.3 No party may use the name or logo of any other party without prior written consent.

13.0 EVENTS PREVENTING PERFORMANCE

13.1 No party shall be liable for any default or delay in any obligation under this Agreement due to an event reasonably beyond their control.

13.2 The parties claiming the protection of this Clause shall immediately after the occurrence of the event give to the other parties notice of the circumstances and of the likely period of the delay and take all reasonable steps to mitigate the default or reduce the period of the delay.

13.3 If the event continues for more than 60 days, any of the parties may terminate this Agreement by 14 days notice in writing to the other parties.

14.0 DISPUTE RESOLUTION

14.1 Each party agrees not to commence any court or arbitration proceedings relating to any dispute arising out of this Agreement, until the parties have complied with this Clause 14.0, unless proceedings are necessary for preserving the rights of any party.

14.2 The party claiming that a dispute exists must give written notice to the other parties specifying the nature of the dispute.

14.3 On receipt of a notice given under Clause 14.2, all parties agree to use their best endeavours to settle the dispute by negotiation.

14.4 If the dispute is not settled by negotiation within 15 working days of receipt of the notice of dispute, then unless all parties agree otherwise in writing, all parties will participate in mediation with a mutually acceptable mediator appointed if necessary by the Chairperson of LEADR New Zealand Incorporated.

14.5 If the dispute or difference is not settled by mediation within 20 working days of the commencement of that mediation process, then unless all parties agree otherwise in writing, the matter will be referred to arbitration in accordance with the Arbitration Act 1996.

14.6 All parties will continue to comply with the obligations in this Agreement until the dispute is resolved, provided that payments or reimbursements may be withheld to the extent that they are disputed.

15.0 INDEMNITY AND LIABILITY

15.1 The Community and Fund Holder agrees to indemnify Child, Youth and Family against all claims, damages, penalties or losses which Child, Youth and Family incur as a result of any breach by the Community or Fund Holder of their obligations under this Agreement. Child, Youth and Family

advise that it is prohibited from giving indemnities by the Public Finance Act 1989. The requirement for the Community and Fund Holder to give an indemnity contained in this clause arises from the requirement for Child, Youth and Family to be accountable for the spending of public money.

16.0 TERMINATION

16.1 Child, Youth and Family may terminate this Agreement immediately by giving notice in writing to the Fund Holder and the Community if during the term of this Agreement the Fund Holder or the Community

(a) is dissolved, or wound up by the court, or a receiver is appointed in respect of its affairs, or it ceases for any reason to exist; or

(b) fails to meet its obligations under this Agreement and that failure cannot be remedied in the opinion of Child, Youth and Family; or

(c) fails to remedy any breach of its obligations in accordance with a notice to the Fund Holder or the Community under Clause 16.2.

16.2 If the Fund Holder or the Community fail to meet its obligations under this Agreement and in the opinion of Child, Youth and Family that failure can be remedied, Child, Youth and Family will give the Fund Holder and the Community written notice specifying the nature of the failure and requiring it to be remedied within a specified timeframe which is reasonable having regard to the nature of the failure.

16.3 The Fund Holder may terminate this Agreement by giving three months notice in writing to Child, Youth and Family.   The Fund Holder acknowledges that the Agreed Fund is paid in advance in accordance with the payment profile in Clause 5.0. The Fund Holder agrees that if it terminates this Agreement all moneys paid in advance in respect of the Pilot will be repaid to Child, Youth and Family within five Working Days from the date of termination.

16.4 Termination of this Agreement shall be without prejudice to other rights and remedies of the parties arising out of any default which occurs before the termination; and any claim for moneys payable as at the date of termination or in respect of work done or liabilities incurred before the termination.

17.0 GENERAL PROVISIONS
17.1 Costs
      Each party agrees to pay their costs in connection with
      drafting, amending, negotiating and signing of this
      Agreement.
17.2 Severance
      Any clause under this Agreement that is or becomes
      unenforceable, illegal or invalid for any reason shall not
      affect any other clauses of this Agreement.
17.3 Waiver
      Any waiver by either party must be in writing and duly
      signed by the party waiving its rights. No waiver of any
      breach of this Agreement shall be deemed to be a waiver of
      any other or any subsequent breach. The failure of either
      party to enforce any provision of this Agreement at any time
      shall not be a waiver of the provision.
17.4 Variation
      No variation to this Agreement shall be effective unless it
      is in writing and signed by all parties.
17.5 Entire Agreement
      This Agreement constitutes the entire agreement between all
      parties and shall supersede all previous oral or written
      agreements, arrangements or understandings.
17.6 Privity of Contract
      No third party may enforce this Agreement.

18.0 DEFINITIONS AND INTERPRETATION
18.1 In this Agreement, unless the context otherwise requires,
      words or phrases beginning with capital letters are defined
      as follows
      "Agreement" means this Agreement and its Schedules
      "Agreed Fund" means the amount set out in Clause 5.0
      "Partnering" means a commitment to the acceptance of mutual
      co-operation from which both parties can derive benefits.
      Partnering does not mean partnership or joint venture and
      does not create a relationship of employer/employee, agent
      or trustee.
      "Working Day" means any day of the week other than a
      Saturday or Sunday, a public holiday in the place where the
      obligation is to be performed or any day between the 25
      December and the following 15 January inclusive.

SIGNATURES

Signed for and on behalf of RUAPOTAKA MARAE SOCIETY INCORPORATED
by: /The common seal (if any) of RUAPOTAKA MARAE SOCIETY
INCORPORATED was affixed in the presence of:

Full Name)................................
)   Signature
Position   )

Full Name)................................
)   Signature
Position   )

Affix common seal (if any) here

Signed for and on behalf of GLEN INNES FAMILY CENTRE CHARITABLE
TRUST by: /The common seal (if any) of GLEN INNES FAMILY CENTRE
CHARITABLE TRUST was affixed in the presence of:

Full Name)................................
)   Signature
Position   )

Full Name)................................
)   Signature
Position   )

Affix common seal (if any) here

Signed for and on behalf of AUCKLAND CITY COUNCIL by: /The
common seal (if any) of AUCKLAND CITY COUNCIL was affixed in
the presence of:

Full Name)................................
)   Signature
Position   )
)
Full Name)................................
)   Signature
Position   )

Affix common seal (if any) here

Signed on behalf of HER MAJESTY THE QUEEN)
by the Chief Executive of the Department of   )
Child, Youth and Family Services by)
)
)……........................
)   Signature
pursuant to a delegation under section 41 of the   )
State Sector Act 1988.   )

APPENDIX ONE

<u>AGREED OUTCOMES</u>

<u>1.   Broad Outcomes</u>

The Community is involved in the assessment of social need and
the decision making about how available funding will be used to
engage those needs.
The Community has ownership of their decision making.
The Community's participation is enhanced.
Increased social cohesion
A more accurate assessment of local needs
The Community's leadership base is enhanced
Improve the strength and well-being of the Glen Innes community
The Community jointly identify and undertake initiatives planned
to improve the well-being of children and families in Glen Innes

<u>Intermediate Goals 0 – 6 Months</u>

Nominees to the community representatives group reach consensus
on working together.
The nominees would form a project strategy team (the decision
making group that would set direction for the pilot) with further
representatives from the Glen Innes community.
Consensus would be reached in the functioning of the community
group and would be documented in a memorandum of understanding.
The Project Strategy team would form a steering committee to
advise them with representatives from the stakeholders and
community. The Strategy Team would participate in this group.
The role of the steering committee to be decided by the Project
Strategy Team.

<u>3.   6 –12 Month Goals</u>

The project known as Ka Mau Te Wero is established
The steering group and the strategy team is functioning
Ka Mau Te Wero's vision, mission, philosophy and goal are
finalised
An implementation plan for the overall project is developed.
Implementation has begun.
The action research component of Ka Mau Te Wero is agreed and
being implement.
The development of Ka Mau Te Wero is being documented.

Stronger Communities Action Fund
Site Agreement – Stage Two

DATED this   day of   2002

BETWEEN

RUAPOTAKA MARAE SOCIETY INCORPORATED and GLEN INNES FAMILY CENTRE
CHARITABLE TRUST both at Auckland, as nominees for a community
representative group to be formed
        ("Community")

AND   AUCKLAND CITY COUNCIL   ("Fund Holder")

AND   HER MAJESTY THE QUEEN acting through the Chief Executive of
the Department of Child, Youth and Family Services ("Child, Youth
and Family")

BACKGROUND
As part of the Government's ongoing development of policies
that build stronger communities, increase people's capacity to
participate in their communities and reduce social exclusion
the Community has been participating in the Stronger
Communities Action Fund Pilot.
The Stronger Communities Action Fund supports communities that
want to become stronger by enabling them to identify and make
decisions about funding their local social service needs.
Decisions on what issues will be targeted and how the funding
will be spent is made at the local level following
consultation with the community. The Stronger Communities
Action Fund has multiple goals including encouraging
communities to identify their needs, supporting innovative
ideas from within communities to address these needs, testing
this new approach to decision making, and increasing the
strength and capacity of communities in need.   However, the
overall focus of the fund is on improving outcomes for
children young people and families in the communities
concerned.
The parties entered into an agreement on 30 June 2001 for the
first stage of the Pilot where the Community, through their
involvement in the assessment of social need, made decisions
about how the available funding would be used to address those
needs. The assessment of needs has resulted in the development
of the Action Plan.
This Agreement provides for Child, Youth and Family to fund
and the Community to implement the outcomes contained in the
Action Plan.

AGREEMENT
The parties acknowledge the preamble and agree as follows:

1.0   TERM
1.1   This Agreement begins on 30 December 2001 and ends on 30
      June 2003.

2.0   AGREED FUND
2.1   The Agreed Fund is $ including GST per annum for the
      term of this Agreement.
2.2   Child, Youth and Family will pay the Agreed Fund to the Fund
      Holder in accordance with the instalments set out below:

Payment Period	Period 1	Period 2	Total Price (including GST)
Price (inc GST)			
Date to be Paid	On signing of document by all parties		

3.0   COMMUNITY RESPONSIBILITIES
3.1   The Community agrees to
      (a) implement the Action Plan
      (b) demonstrate transparent decision making processes,
          which includes keeping full and accurate written
          records of the decision making process and the
          decisions made
      (c) provide for one non-voting position on any management
          committee for a Child, Youth and Family representative
      (d) demonstrate governance in a manner that
      (i)   is consistent with the Community's constitution,
            rules or trust deed, whichever is applicable, where
            the Community is an incorporated body
      (ii) is constant with addressing the needs that have been
            identified in stage one of the Pilot and the outcomes
            sought in the Action Plan
      (iii) administers and manages the implementation of the
            Action Plan with integrity and honesty and in a way
            that is consistent with meeting those needs that were
            identified in stage one of the Pilot, provided that
            where needs have changed or better outcomes are
            identified there is flexibility to also change the
            implementation of the Action Plan
      (iv) identifies opportunities to develop relationships
            with local authorities and other community
            organisations to achieve the outcomes of the Action
            Plan

(v) communicates processes and progress toward achieving the outcomes contained in the Action Plan with the people of the community

(vi) provide information to each party so that they may fulfil their reporting requirements under this Agreement and any other reporting undertakings that have been given by the Community

(vii) act as a good employer where the Community has employed any person in accordance with the Action Plan

(viii) enter into a written agreement with each individual and organisation that receive all or any part of the Agreed Fund. Any written agreement may include reporting requirements, financial systems requirements and agreement to participate in any evaluation of the Pilot.

(ix) provide written instructions to the Fund Holder when requesting payment of the Agreed Fund to any individual or organisation (including the Community)

(x) advise and obtain agreement from Child, Youth and Family to any significant change or variation in the Action Plan

4.0 FUND HOLDER OBLIGATIONS

4.1 The Fund Holder agrees to

(a) assist the Community to achieve the outcomes of the Action Plan

(b) hold the Agreed Fund

(c) receive decisions from the Community about disbursement in accordance with the Action Plan

(d) maintain accurate financial records relating to the disbursement of the Agreed Fund to individuals and organisations

(e) ensure that disbursements to those individuals and organisations identified by the Community are made promptly and according to written instructions provided by the Community

(f) provide Child, Youth and Family and the Community with quarterly financial reports during the term of this Agreement. The information on disbursement of the Agreed Fund will be reported on payee, date paid and amounts. The reports will show a summary of the amounts received, spent and held to date. Reports will be provided by the 15th of the month following

(g) provide reports to Child, Youth and Family according to the reporting requirements in Clause 8.0 of this Agreement

4.2 The Fund Holder agrees that the terms of any written agreement between the Fund Holder and any individual or organisation that receives any part of the Agreed Fund will be discussed with and agreed to by Child, Youth and Family. Any written agreement may include reporting requirements,

financial systems requirements and agreement to participate in any evaluation of the Pilot.

4.3 The Fund Holder may not sub-contract any or all of the obligations or assign the benefits or burdens of this Agreement without first getting written permission from Child, Youth and Family.

4.4 The Fund Holder may engage personnel on contract to provide specific services provided that those personnel work under the Fund Holder's supervision and control.

4.5 The Fund Holder agrees it is responsible for all acts and omissions of its employees, agents, personnel on contract and sub-contractors, done with or without the Fund Holder's knowledge or approval.

4.6 The parties agree that the Fund Holder has no liability in relation to a funding decision made by the Community or the consequences of such a decision, except where the Fund Holder is a participant in the decision making process

5.0 CHILD, YOUTH AND FAMILY OBLIGATIONS

5.1 Child, Youth and Family agrees to
 (a) pay the Agreed Fund to the Fund Holder in accordance with this Agreement
 (b) provide assistance to the Fund Holder and the Community, on request
 (c) facilitate communication between each of the Stronger Communities Action Fund Pilot Sites
 (d) attend meetings at least quarterly
 (e) be represented on any management committee that is involved in the implementation of the Action Plan

6.0 USE OF FUNDS

6.1 The outcomes that the Pilot is intended to achieve have been agreed between the Community and the Minister of Social Services and Employment and are contained in the Action Plan. The parties agree to use the Agreed Fund for the purpose of implementing the outcomes set out in the Action Plan.

6.2 The parties agree to only make decisions as to the use of the Agreed Fund for the purposes of providing financial assistance to individuals or organisations to achieve the objectives of
 (a) supporting local initiatives and services that are designed to improve outcomes for disadvantaged children, young people and families
 (b) providing strong social services that contribute to improving the well-being of children, young people and families
 (c) strengthening the community, increasing participation and reducing social exclusion through effective involvement in the planning and funding of social services and community based initiatives.

7.0   EVALUATION REPORTING AND INFORMATION
7.1   The parties agree to participate in evaluation of the Pilot. Evaluation activities may include, but are not limited to, reviewing documentation and written records, interviewing individuals or groups and attending meetings or community forums.
7.2   The parties agree that evaluation of the Pilot will help inform future choices about decision-making models for devolution.

8.0   REPORTS
8.1   The Fund Holder and the Community agree to co-operate to produce six monthly reports on the progress in meeting the outcomes that are set out in the Action Plan and that the Pilot is intended to achieve and to make the reports available to Child, Youth and Family and other stakeholders.

9.0   INFORMATION
9.1   The Fund Holder and the Community agree to supply Child, Youth and Family with any specified information relating to the Pilot within five (5) Working Days or such other reasonable period specified in the request, so that Child, Youth and Family can comply with its obligations to a Minister of the Crown or any enactment.
9.2   The Fund Holder and the Community agree to co-operate with Child, Youth and Family so that Child, Youth and Family can comply with its reporting requirements, including, but not limited to
      (a) requests under the Official Information Act 1982
      (b) requests under the Privacy Act 1993
      (c) reports required by a Minister of the Crown
      (d) reports required by the Commissioner for Children
      (e) reports required by an Ombudsman.

10   PARTNERING PRINCIPLES
10.1 The parties acknowledge a commitment to the concept of Partnering. The parties agree to collaborate to ensure that the Pilot is successful.   To this end, the following relationship principles guide any dealings under this Agreement.   The parties agree to
      (a) act honestly and in good faith
      (b) communicate openly and in a timely manner
      (c supporting the respective party's obligations to achieve the objectives of the Pilot
      (d) work in a co-operative and constructive manner
      (e) recognise each other's responsibilities to their stakeholders
      (f) encourage quality and innovation to achieve positive outcomes for the Community; and
      (g) gdiscussing modifications to the Pilot to improve the Pilot and achieve improved outcomes

10.2 The Treaty of Waitangi establishes the unique and special relationship between Iwi, Maori and the Crown. Child, Youth and Family considers the Treaty of Waitangi's principles of partnership, proactive protection of Maori social issues, co-operation and utmost good faith to be implicit conditions of the nature in which Child, Youth and Family responds to Maori issues.

11.0 HEALTH AND SAFETY IN EMPLOYMENT ACT 1992

111 The parties agree to comply with all obligations that the particular party may have under the Health and Safety in Employment Act 1992 to ensure that a safe working environment exists for the Fund Holder and Community employees and permitted sub-contractors in connection with the Pilot.

12.0 CONFIDENTIALITY

12.1 No party will criticise the other publicly without first discussing in good faith any matters of concern with the other.

12.2 This clause does not restrict any party from discussing any matters with their staff, sub-contractors, agents, advisors or persons for whom that party is responsible.

12.3 No party may use the name or logo of any other party without prior written consent.

13.0 EVENTS PREVENTING PERFORMANCE

13.1 No party shall be liable for any default or delay in any obligation under this Agreement due to an event reasonably beyond their control.

13.2 The parties claiming the protection of this Clause shall immediately after the occurrence of the event give to the other parties notice of the circumstances and of the likely period of the delay and take all reasonable steps to mitigate the default or reduce the period of the delay.

13.3 If the event continues for more than 60 days, Child, Youth and Family may terminate this Agreement by 14 days notice in writing.

14.0 INDEMNITY AND LIABILITY

14.1 The Fund Holder and the Community agree to indemnify Child, Youth and Family against all claims, damages, penalties or losses which Child, Youth and Family incur as a result of any breach by the Fund Holder of their obligations under this Agreement. Child, Youth and Family advise that it is prohibited from giving indemnities by the Finance Act 1989. The requirement for the Fund Holder to give an indemnity contained in this clause arises from the requirement for Child, Youth and Family to be accountable for the spending of public money.

15.0 DISPUTE RESOLUTION

15.1 Each party agrees not to commence any court or arbitration proceedings relating to any dispute arising out of this Agreement, until the parties have complied with this Clause 15.0, unless proceedings are necessary for preserving the rights of any party.

15.2 The party claiming that a dispute exists must give written notice to the other parties specifying the nature of the dispute.

15.3 On receipt of a notice given under Clause 15.2, all parties agree to use their best endeavours to settle the dispute by negotiation.

15.4 If the dispute is not settled by negotiation within 21 days of receipt of the notice of dispute, then unless all parties agree otherwise in writing, all parties will participate in mediation with a mutually acceptable mediator appointed if necessary by the Chairperson of LEADR New Zealand Incorporated.

15.5 If the dispute or difference is not settled by mediation within 30 days of the commencement of that mediation process, then unless all parties agree otherwise in writing, the matter will be referred to arbitration in accordance with the Arbitration Act 1996.

15.6 All parties will continue to comply with the obligations in this Agreement until the dispute is resolved, provided that payments or reimbursements may be withheld to the extent that they are disputed.

16.0 RECOVERY OF AGREED FUND

16.1 Child, Youth and Family may recover a proportion of the Agreed Fund paid to the Fund Holder ("the Recoverable Portion") in the event Child, Youth and Family determine that the Fund Holder has, for whatever reason not met its obligations set out in Clause 4.0 or not maintained its relationship with the Community for the full term of this Agreement.

16.2 The Recoverable Portion will be set by Child, Youth and Family after discussion between Child, Youth and Family and the Fund Holder.

16.3 The Fund Holder will repay to Child, Youth and Family the Recoverable Portion within 30 days of written notice from Child, Youth and Family specifying the Recoverable Portion.

16.4 Nothing in this Clause 16.0 limits Child, Youth and Family remedies for breach of contract.

16.5 This Clause 16. 0 survives the term of this Agreement.

17.0 TERMINATION

17.1 Child, Youth and Family may terminate this Agreement immediately by giving notice in writing to the Fund Holder and the Community if during the term of this Agreement the Fund Holder or the Community

      (a) is dissolved, or wound up by the court, or a receiver is appointed in respect of its affairs, or it ceases for any reason to exist; or

      (b) fails to meet its obligations under this Agreement and that failure cannot be remedied in the opinion of Child, Youth and Family; or

      (c) fails to remedy any breach of its obligations in accordance with a notice to the Fund Holder or the Community under Clause 17.2.

17.2 If the Fund Holder or the Community fail to meet its obligations under this Agreement and in the opinion of Child, Youth and Family that failure can be remedied, Child, Youth and Family will give the Fund Holder and the Community written notice specifying the nature of the failure and requiring it to be remedied within a specified timeframe which is reasonable having regard to the nature of the failure.

17.3 The Fund Holder may terminate this Agreement by giving three months notice in writing to Child, Youth and Family. The Fund Holder acknowledges that the Agreed Fund is paid in advance in accordance with the payment profile in clause 2.0. The Fund Holder agrees that if it terminates this Agreement all moneys paid in advance in respect of the Pilot will be repaid to Child, Youth and Family within five Working Days from the date of the notice of termination.

17.4 Termination of this Agreement shall be without prejudice to

      (a) other rights and remedies of the parties arising out of any default which occurs before the termination; and

      (b) any claim for moneys payable as at the date of termination or in respect of work done or liabilities incurred before the termination.

18.0 GENERAL PROVISIONS

18.1 Costs
Each party agrees to pay their costs in connection with drafting, amending, negotiating and signing of this Agreement.

18.2 Severance
Any clause under this Agreement that is or becomes unenforceable, illegal or invalid for any reason shall not affect any other clauses of this Agreement.

18.3 Waiver
Any waiver by either party must be in writing and duly signed by the party waiving its rights. No waiver of any breach of this Agreement shall be deemed to be a waiver of any other or any subsequent breach. The failure of either party to enforce any provision of this Agreement at any time shall not be a waiver of the provision.

18.4 Variation
No variation to this Agreement shall be effective unless it is in writing and signed by all parties.

18.5 Entire Agreement

This Agreement constitutes the entire agreement between both parties and shall supersede all previous oral or written agreements, arrangements or understandings.

18.6 Privity of Contract
No third party may enforce this Agreement.

19.0 DEFINITIONS AND INTERPRETATION

In this Agreement, unless the context otherwise requires, words or phrases beginning with capital letters are defined as follows

"Action Plan" means the action plan developed by the Community and attached to this Agreement at Appendix A

"Agreement" means this Agreement and its Schedules

"Agreed Fund" means the amount set out in Clause 2.1

"Partnering" means a commitment to the acceptance of mutual co-operation from which all parties can derive benefits. Partnering does not mean partnership or joint venture and does not create a relationship of employer/employee, agent or trustee.

"Pilot" means the Stronger Communities Action Fund (SCAF) initiative in which Child, Youth and Family, the Fund Holder and the Community are taking part.

"Working Day" means any day of the week other than a Saturday or Sunday, a public holiday in the place where the obligation is to be performed or any day between the 25 December and the following 15 January inclusive.

SIGNATURES

```
Signed on behalf of HER MAJESTY THE QUEEN )
by the Chief Executive of the Department of    )
Child, Youth and Family Services by  )
             )
             )……............................
             )     Signature pursuant to a delegation under
section 41 of the     )
State Sector Act 1988.     )                     )
```

```
Signed for and on behalf of                         by: /the
common seal (if any) of                    was affixed in
the presence of:
```

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_____
Full Name  )...................................
                        )    Signature
_____
Position   )
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_____
Full Name  )...................................
                        )    Signature
_____
Position   )
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Affix common seal (if any) here

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Signed for and on behalf of                    by: /the common
seal (if any) of                    was affixed in the
presence of:
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_____
Full Name  )...................................
                        )    Signature
_____
Position   )
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_____          )
Full Name  )...................................
                        )    Signature
_____
Position   )
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Affix common seal (if any) here

APPENDIX C – Funding application and assessment forms

H – M – L : High, Medium or Low

Assessor Name:_____

Y – N : Yes or No

Applicant Name	Improves the well-being of children, youth and families H – M - L	Improves health H – M - L	Improves housing H – M - L	Improves education H – M - L	Improves employment H – M - L	Improves economic well-being H – M - L	Takes place in GI Y - N	Project describes the benefits to the community Y - N

Comments:

_____

_____

Assessor Name:_____

Applicant Name	Project has not started Y - N	Project Quality H – M - L	Can be sustained, if relevant Y - N	Able to make it happen Y - N	Good planning & budgeting Y - N	Level of financial need H – M - L	Not business-as-usual Y - N	Financial risk H – M - L

Comments:

_____

_____

_____

_____

Assessor Name:_____

Applicant Name	Impacts on the wider community (not just individuals) H – M - L	Responds to an identified need of the community Y - N	Encourages community participation Y - N	Results in information sharing Y - N	Objectives of the project are aligned to the SCAF objectives Y - N	Evaluation / monitoring mechanisms in place Y - N	Deferred pending more info Y - N	Approved Y - N

Comments:

_____

_____

Organisation Details All details on this form must be completed or your application cannot be processed.

Name:_____

Address: _____

Contact Person's Name: _____ Contact Person's Role: _____

Contact Person's Address: _____

Telephone No: _____ Fax No. _____

Are you registered for GST? Yes No GST number if registered: _____/ _____/ _____

Legal Status: Trust Inc. Society Ltd Club Individual Other_____
✝If no legal status, nominate an umbrella organisation and include their letter of confirmation.

How long has your organisation been operating? < 1 year 1 – 5 years > 5 years

Project Details for Completion – give a **brief two line description** of your project – to be explained more fully in your application:
_____

_____

Start: _____ **Finish Date:** _____

1.1.1   Total project cost $_____ Your contribution $_____ Grant Amount Requested $_____

Your Application Details: Please use the underlined headings and attach to this form. It must be typewritten using the following headings. **Your application should not exceed four A4 pages.**

1.   Description of Project: detailing start and finish dates and where project is taking place. Your Plan: What are the benefits to be achieved for your community or Glen Innes as a whole? How will this be done? Who will be involved?

2.   List the outcomes of the project with performance measures. You will report to Ka Mau Te Wero Stronger Communities Action Group on these outcomes.

3.   Need Identification: how the needs for the project were identified.

4.   Marketing: **(a)** What steps have you taken to ensure access for people with limited opportunities to participate.   (**b**) How will you advertise/promote the project?

5.   Budget: **(a)** Total cost of the project and detail of funds requested by organisation, and contribution to budget by your organisation. Clearly indicate amount requested. **(b)** Please indicate an estimate of volunteer time contribution. **(c)** You must provide a detailed budget (income and expenditure). Please list GST content of each budget item separately. **(d)** You must attach your last audited accounts. If your organisation does not have audited accounts, a copy of your accounts or itemised cash flow statements should be submitted.

6.   Previous Funding Details: List any funds received during last two years from Auckland City Council, Creative NZ, Hillary Commission, Lottery Grants, Community Trust, other sources.

7.   Bank Deposit Slip: **Please attach your printed slip** (or your nominated umbrella) for payment if successful. Hand-written slips, unless validated by the bank, are not acceptable.

Declaration: I declare that the information supplied here is correct and consent to the information contained in our application being made available to the public.

Name: _____

Signed: _____ Dated: _____

Ka Mau Te Wero – *Rising To The Challenge*
Stronger Communities Action Group

<u>COMMUNITY FUNDING</u>

Opening date: Monday 1st September 2003

Closing date: 4.30 pm Friday 26th September 2003.
Sorry, no exceptions.
Late, faxed or incomplete applications will be returned to sender.

Post your application to: Ka Mau Te Wero – Stronger Communities Action
PO Box 18-347
Glen Innes, AUCKLAND

Delivery address:
Ka Mau Te Wero
102 Line Rd, Glen Innes
(Behind the CAB)

Ka Mau Te Wero takes no responsibility for couriered or posted items arriving late.

Eligibility: Your project must be related to improving the well-being of children, youth and / or families of the Glen Innes Community.

Criteria: Ka Mau Te Wero – Stronger Communities Action has five funding criteria for this scheme. They are projects that:

1. improve health

2. improve housing

3. improve education

4. improve employment

5. improve economic well being

Ka Mau Te Wero – *Rising To The Challenge*
Stronger Communities Action Group

COMMUNITY FUNDING

How we assess your application

Our assessors have a checklist. They will be looking for projects that meet the above eligibility criteria, and also

    quality of the project
    merit
    your ability to make it happen
    good planning and project budgeting
    level of financial need
    not business-as-usual or ongoing operational expenses
    and financial risk where a project cannot be fully funded

An assessor will telephone if anything needs clarifying, so please give your daytime contact number.

Eligible projects must:

    Take place within Glen Innes
    Benefit the Glen Innes community
    Not have started before an application for funding has been assessed
    Build sustainable long term solutions
    Projects must meet at least one of the following funding criteria:

- o improve health

- o Improve housing

- o Improve education

- o Improve employment

- o improve economic well being

How much to apply for:

The average grant target is less than $1,000 although the maximum grant made will be $5,000.

When:

Applications close on the last Friday 26th September 2003.

Ka Mau Te Wero – *Rising To The Challenge*
Stronger Communities Action Group

COMMUNITY FUNDING

Grants are NOT normally given for:

medical expenses, operations or treatment whether here or overseas

commercial enterprises

purchase of land

debt repayment or refinancing of existing loans or debentures

capital investment or trust funds

political advocacy projects

activities or projects where the primary purpose is religious ministry

projects or programmes already completed

events which have already taken place

alcohol and drug treatment services

animal welfare

overseas aid and disaster relief

volunteer fire brigades

services or projects considered to be the responsibility of local authorities, central government or some other funding body

overseas travel

individuals (unless they have disabilities and/or are undertaking health research).

Contact for further information:

Community Facilitator
Ka Mau Te Wero – Stronger Communities Action Group
PO Box 18-347
Glen Innes
Auckland
Ph (09) 521-8436
eMail: kmtw@xtra.co.nz

APPENDIX D - Payment Schedule for Ka Mau Te Wero Stronger Communities Action Funding

Organisation	Granted	Activity
Tamaki College Community Recreation Centre	1,500.00	School Holiday Programme
Glen Innes Youth Charitable Trust	5,000.00	Youth Worker & programmes
Glen Innes Family Centre - Mana Youth	5,000.00	Youth Sports Event
Te Kohanga Reo O Te Taurere	4,176.35	Sun Shades
Auckland Central ESOL Home Tutor Society Inc	4,444.45	Set Up of Burmese Networking & Adult Learning Group
Tamaki Pathways Trust	2,773.33	Youth programme
Puha Tioro	4,085.00	Arts & Music Event
Puha Tioro	1,945.00	Womens Empowerment Programme
Glen Innes Family Centre	5,000.00	Contribution to a van
Housing Committee Glen Innes	5,000.00	Set Up of Housing Committee
Glen Innes Family Centre	5,000.00	Parenting programmes
Burmese Community Group	2,000.00	Practical Driving lessons
Tamaki Pathways Trust	5,000.00	Youth programme
Rotary Club of Panmure	3,000.00	Fruit in schools
Te Kohanga Reo O Puau Te Moananui a Kiwa	2,496.89	School holiday programme
Te Kohanga Reo O Te Taurere	933.34	Kapa haka uniforms
Te Waipuna Puawai Mercy Oasis	5,000.00	Contribution to a van
Tamaki College	5,000.00	Contribution to a school history class trip to Samoa
	67,354.36	

Appendix E - Bibliographic references

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