

OFFICE OF THE MINISTER FOR THE COMMUNITY AND VOLUNTARY SECTOR

Cabinet Social Policy Committee

**PROGRESS IMPLEMENTING THE COMMUNITY-LED DEVELOPMENT APPROACH**

**Proposal**

1. This paper responds to Cabinet's invitation of 14 March 2011 to report to the Cabinet Social Policy Committee on progress with implementing the community-led development approach [CAB Min (11) 11/10 refers]. The paper reports back on the communities selected for the community-led development approach; their progress to date; progress moving forward; and the tracking of progress in those communities.

**Executive Summary**

2. On 14 March 2011 Cabinet approved reprioritising \$1.5 million of funding from the Community Organisations Grants Scheme (COGS) to the Community Development Scheme to support community-led development in four communities [CAB Min (11) 11/10 refers]. Since then I have also jointly agreed with the Minister of Finance to reprioritise \$400,000 of funding in Vote Community and Voluntary Sector for 2011/12, which has enabled an additional fifth community to be selected.
3. Five communities have been approached and invited to participate in the community-led development approach: Whirinaki (South Hokianga); Mt Roskill (Auckland); North East Valley (Dunedin); Mangakino (Central North Island); and Porirua East/Cannons Creek (Wellington). The characteristics of these communities reflect a level of need and readiness to implement a community-led development approach.
4. All communities have responded positively, with Whirinaki already forming a leadership group to drive the approach in their community, and indications that Mt Roskill, North East Valley and Mangakino will confirm their participation by forming leadership groups in September 2011. Expected progress for Porirua East/Cannons Creek will be known after public meetings are held (soon to be scheduled).
5. Once each community forms a leadership group, they will select fund-holders, and undertake a broad-based community visioning and planning process to identify and prioritise activities to receive funding. Funding will be released through a grant agreement between the Department of Internal Affairs (the Department) and the fund-holder.
6. An action research framework has been developed, which will enable communities to track their progress and adapt their approach as implementation progresses. The Department will analyse the action research findings by December 2012. Contingent on the findings, I may seek Cabinet approval to expand the community-led development approach. I ask Cabinet to note my intention to publish a copy of this paper and the Cabinet Minute on the Department's website.

## Background

7. In 2009, I asked the Department to review the Crown-funded schemes within Vote Community and Voluntary Sector to consider if the schemes were appropriately targeted to meet today's and tomorrow's community needs. The review concluded that greater change and more enduring outcomes for communities, hapū and iwi could be achieved through further investment in community-led development.
8. I agreed that the Department should progress work on community-led development, which is typified by broad community engagement to identify shared issues and concerns, and to generate local solutions. This approach supports my wish to see a shift of focus in my portfolio away from small grants for individual projects and/or service organisations to more direct and strategic longer-term investment in communities as a whole. This aims to achieve better outcomes for those communities. Under this new approach, funds are directed at a systems level, crossing sector and programme boundaries, to respond to community priorities in a comprehensive way.
9. I sought Cabinet approval to reprioritise funding within the Crown-funded schemes to enable the Department to start working alongside four communities to develop a community-led approach. On 14 March 2011, Cabinet agreed to transfer \$1.5 million from 1 July 2011 (and three to four outyears following) from COGS to the Community Development Scheme [CAB Min (11) 11/10 refers]. Since this time, I have also jointly agreed with the Minister of Finance to reprioritise \$400,000 of funding in Vote Community and Voluntary Sector to the Community Development Scheme, for the 2011/12 financial year only.<sup>1</sup> This additional funding has enabled a fifth community to be selected.

## The community-led development journey

10. The underpinning philosophy of community-led development is community empowerment. There is an emphasis on participatory processes that develop local leadership, enhance social capital and personal networks, and strengthen institutional capacity at the local level.
11. Communities following a community-led approach will usually experience a similar development journey, which involves:
  - the community planning (developing goals, priorities, opportunities and actions);
  - the community acting (implementing in a planned way the actions chosen by the community to achieve its plan); and
  - the community reflecting (tracking delivery of activities and the achievement of outcomes, and refining goals and actions as the community changes).
12. Community-led development can be highly iterative and long-term. It is not a linear process. In particular, a community's reflection will run alongside their planning and acting. A community will constantly reflect, learn and adapt their plans and actions

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<sup>1</sup> In 2009 \$1.2 million was allocated for community capability building over three years. The final year of this funding (\$400,000) has been reprioritised to support the community-led development as it has a greater and more coordinated focus on building sustainable community capability.

along their development journey. There are not necessarily quick wins, and it can take some years for tangible success to become apparent.<sup>2</sup>

13. In order for community-led development to be successful it is crucial that the process is led, and supported, by the community itself. The Department may support a community along their journey, for example by providing guidance, information, relationship brokering and funding as appropriate. Success is more likely to be realised if there is a climate for change in the community.

### **Communities selected and their progress to date**

14. Table 1 identifies the five communities selected for the community-led development approach, and their progress to date. The selected communities have a range of cultural, demographic and social profiles. Their characteristics reflect a level of need and readiness to implement a community-led approach.<sup>3</sup> The different characteristics of each selected community will enable me to learn how community-led development can operate in a range of communities.
15. The progress of each community is still in the early stages. In all communities, potential leaders have been approached to participate. All communities have responded positively, with Whirinaki already confirming their participation by forming a leadership group to drive the approach.

*Table 1: Selected communities and progress to date*

Selected community	Characteristics <sup>4</sup>	Progress to date
Whirinaki (South Hokianga)	A rural Māori community, where 67% of adults over 20 earn less than \$20,000. The community has undertaken some work to identify and assess its issues. Whirinaki has previous experience in identifying need and leading change in their community.	Since May, two community hui have been facilitated on participating in a community-led development approach. Both hui were well attended. At the second hui (held in early July), the community agreed to participate and form a leadership group, Whirinaki Toiora, to drive the community-led development approach.

<sup>2</sup> The Victory Village partnership (which led to the establishment of a physical 'community hub' at the Victory Primary school in Nelson), is an example of a long term community-led process. Attempts to address community issues started as early as the 1990s. The threads of this earlier work were picked up in 2005, resulting in the community coming together to establish the 'community hub'.

(<http://www.familiescommission.govt.nz/sites/default/files/downloads/paths-of-victory.pdf>).

<sup>3</sup> The key essential criteria to select the communities are that the community is place-based and has hard-to-reach groups with multiple and complex needs; includes at least 30% of residents over 20 years who are either unemployed or earning under \$20,000; and at least 30% of residents are Māori, Pacific, or from another ethnic community.

<sup>4</sup> Statistical data comes from a number of sources, including the 2006 Census and the Department's Regional offices.

Selected community	Characteristics	Progress to date
Mt Roskill (Auckland)	A suburban community, with a significant proportion of residents from other ethnic groups <sup>5</sup> (43%) and where 43% of adults earn less than \$20,000. The community has the ability to manage a community-led development approach. Adopting such an approach will allow the community to build on the strengths of its diversity.	A number of community hui were held in August, which were well attended. The hui participants responded positively to the community-led development approach. A community hui will be held in early September to form a leadership group to drive the approach.
North East Valley (Dunedin)	A culturally mixed suburban community, where 78% of residents identify as European, 7% as Māori, 3% as Pacific and 21% from other ethnic groups. <sup>6</sup> 66% of adults earn less than \$20,000. The community has already undertaken some work to identify and address its issues. This includes the development of a community plan.	The community has agreed to participate in a community-led development approach. A community group, the North East Valley Community Development Project Team, is currently engaging with the wider community about forming a leadership group to drive the approach.
Mangakino (Central North Island)	A rural community, where 60% of residents identify as Māori, 49% as European, 3% as Pacific, and 11% from other ethnic groups. 21% of adults are unemployed and 67% are earning less than \$20,000. Mangakino has already completed its own goal setting process and community plan.	The Mangakino community had three public hui in August, which were well attended. The hui participants responded positively to the community-led development approach, and confirmed their intention to participate and form a leadership group to drive the approach.
Porirua East/Cannons Creek (Wellington)	An urban community with a diverse mix of harder-to-reach communities. 41% of the population identify as Pacific, 33% as Māori, and 9% from other ethnic groups. Adopting a community-led development approach will allow the community to build on existing programmes and investment.	A number of community groups are discussing their participation in community-led development. This includes members from the Pacific community; local schools; and various community agencies (e.g. the Fanau (Family) Centre and Community Centre). Public meetings are soon to be scheduled. The community is interested in a youth focused approach.

<sup>5</sup> Other ethnic groups refer to ethnic communities that do not identify as Māori, Pacific or European and can include migrants, refugees as well as those that are well established and New Zealand born.

<sup>6</sup> Percentages can total more than 100 because an individual can identify with more than one ethnic group.

## **Progress moving forward**

16. As the process of community-led development is highly iterative and locally driven, each community is working to slightly different timeframes. The progress in each community will be shaped by their interests and conversations. Indications are that Mt Roskill, North East Valley and Mangakino will confirm their participation by forming leadership groups in September 2011. Expected progress for Porirua East/Cannons Creek will be known after public meetings are held (soon to be scheduled), to discuss the community's participation in the approach.
17. Once each community has formed a leadership group they will select fund-holders<sup>7</sup>, and undertake a broad-based community visioning and planning process (to identify and prioritise activities to receive funding). Each community will receive funding from a pool of \$1.5 million over three to four years, plus \$400,000 for 2011/12. The exact amount each community receives will depend on the activities and priorities identified through the community planning process.<sup>8</sup> Funding will be released through a grant agreement between the Department and the fund-holder.
18. As the progress of each community is still in the early stages, no community is at the point of selecting a suitable organisation to act as the fund-holder. Community-led development can be a long-term process, which is reflective of the iterative and locally driven nature of this approach. It is therefore difficult to predict how quickly each community will progress their implementation of the approach. This time investment is necessary to effectively identify community priorities and ensure community acceptance.
19. It is important to note that other initiatives (separate to the community-led development approach) are already operating in some of the selected communities, including Whānau Ora and the Community Response Model. Any connections and overlaps with other initiatives (including the work of other government agencies and local government) will be managed as appropriate, to maximise advantage and avoid duplication of effort.

## **Tracking progress in each community**

20. An action research framework to track the progress achieved in each community will be implemented alongside the community-led development approach. Consistent with the approach, communities will have a key role, taking the lead in identifying their own progress, activities, and in assessing what changes mean locally. This will enable each community to reflect, learn and adapt its approach as they move through their development journey. The Department will seek to support and guide communities in their planning, implementing and tracking of their progress. The Department will also collect process and impact information about its work with each community, such as stakeholder feedback.

<sup>7</sup> The Department's policy is that a legal entity is required to administer and hold funds of over \$10,000 released to each community.

<sup>8</sup> The types of activities that may be funded include: the development of infrastructure; the provision of and improved access to health; employment and youth development services; environmental projects; and assistance towards implementing each community's work plan.

21. The Department will analyse the action research findings by December 2012. This will include analysing the effectiveness of the approach and its value for money. Contingent on the findings of the action research, I may seek Cabinet approval to reprioritise further funding within Vote Community and Voluntary Sector to expand the community-led development approach.

### **Impact of reprioritising funding**

22. I have previously noted that the reprioritisation of COGS funding to the Community Development Scheme will have some impact on community groups that currently receive funding from COGS. There has been some media and community interest in relation to this. I have actively sought to alleviate concerns about the reprioritisation of funds.

### **Publicity**

23. Following the Budget announcement on 19 May 2011, I published the paper considered by Cabinet in March 2011 entitled *Reprioritising COGS Funding to Support Community-led Development*, and the associated Minute of the decision [SOC Min (11) 3/4], on the Department's website. There will be interest from the community and voluntary sector as this approach is implemented. I also intend to publish a copy of this paper and the associated Cabinet Minute on the Department's website, after all communities have formally confirmed their participation in the community-led development approach. I am asking Cabinet to note my intention to release this paper.

### **Financial implications**

24. The paper does not seek new money and is fiscally neutral. The reprioritisation of \$1.5 million of funding from COGS to the Community Development Scheme (for the 2011/12 financial year and three to four outyears following) was agreed by Cabinet on 14 March 2011 [CAB Min (11) 11/10 refers]. The reprioritisation of \$400,000 in Vote Community and Voluntary Sector (from Community Advisory Services to the Community Development Scheme, for the 2011/12 financial year only) was jointly agreed by the Minister of Finance and me in May 2011.

### **Human rights, gender and disability implications**

25. There are no human rights, gender and disability implications arising from the proposals in this paper. Efforts will be made to reach and encourage participation of the diverse range groups within each of the five communities, including particular recognition of cultural diversity.

### **Legislative implications**

26. There are no legislative implications arising from the proposals in this paper.

### **Consultation**

27. The Treasury, Te Puni Kōkiri, the Ministries of Pacific Island Affairs, Social Development, Youth Development, Health, Economic Development, Agriculture and Fisheries and Women's Affairs, the Office for Disability Issues, and the Office for Senior Citizens have been consulted by the Department. In addition, within the

Department, the Office of Ethnic Affairs and the Office for the Community and Voluntary Sector have been consulted. The Department of the Prime Minister and Cabinet has been informed.

## Recommendations

28. It is recommended that the Cabinet Social Policy Committee:

1. **note** that this paper responds to Cabinet's invitation to the Minister for the Community and Voluntary Sector to report to the Cabinet Social Policy Committee on progress with implementing the community-led development approach in the four selected communities [CAB Min (11) 11/10 refers];
2. **note** that since Cabinet approved reprioritising funds to invest in the community-led development approach [CAB Min (11) 11/10 refers], I have also jointly agreed with the Minister of Finance to reprioritise \$400,000 of funding in Vote Community and Voluntary Sector from Community Advisory Services to the Community Development Scheme (for the 2011/12 financial year only), which has enabled an additional fifth community to be selected;
3. **note** that five communities have been approached and invited to participate in the community-led development approach:
  - a. Whirinaki, a rural Māori community in South Hokianga;
  - b. Mt Roskill, a suburban community in Auckland with a significant proportion of residents from other ethnic groups;
  - c. North East Valley, a culturally mixed suburban community in Dunedin;
  - d. Mangakino, a predominantly Māori rural community in the Central North Island; and
  - e. Porirua East/Cannons Creek, a predominantly Pacific urban community in Wellington;
4. **note** that all communities have responded positively to participating in the community-led development approach, with Whirinaki already forming a leadership group to drive the approach in their community, and indications that Mt Roskill, North East Valley and Mangakino will confirm their participation by forming leadership groups in September 2011;
5. **note** that expected progress for Porirua East/Cannons Creek will be known after public meetings are held (soon to be scheduled), to discuss the community's participation in the approach;
6. **note** that once each community has formed a leadership group, they will select fund-holders, and undertake a planning process to identify priority activities, with funding released through a grant agreement between the Department of Internal Affairs and the fund-holder;

7. **note** that an action research framework will run alongside implementation of the community-led development approach and will track progress in each community, with the Department of Internal Affairs analysing the action research findings by December 2012;
8. **note** that, contingent on the findings of the action research, I may subsequently seek Cabinet approval to reprioritise further funding within Vote Community and Voluntary Sector to expand the community-led development approach; and
9. **note** that I intend to publish a copy of this paper and the associated Cabinet Minute on the Department of Internal Affairs' website, after all communities formally confirm their participation in the community-led development approach.

*Tariana Turia*

Hon Tariana Turia

**MINISTER FOR THE COMMUNITY AND VOLUNTARY SECTOR**

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Proactively released by the Minister for the Community and Voluntary Sector