Policy by Design
Exploring the intersection of design & policy in Aotearoa NZ: 7 case studies
“Generally our past efforts to solve complex policy problems have been too fragmented. They have not been built on an understanding of the complex social systems they must work in and they need to be.

...we cannot know in advance the precise nature of the specific knowledge, resources and solutions that will work...

While some of the necessary enabling resources such as money or education might need to come from government, local communities need to be involved to bring the information they hold about the nature of the problem and its solutions and also to create ways of enlisting the community’s resources to bring about change”

Foreword

Ngā mihi nui, welcome.

This booklet is an output from Policy by Design, a two-day symposium held in Auckland in May 2018 for representatives from across central and local government in Aotearoa New Zealand.

Human-centred design and co-design are now commonplace in the design of public services. The premise of Policy by Design was that these approaches can also help governments design better public policy, by helping us engage with the complexity in which social policy is created and operates. In particular, we wanted to collectively explore whether design approaches have the potential to:

- Bring people—their motivations, perceptions, choices and experiences—to the foreground of policy thinking and the policy process
- Enable those most affected by policy to participate in its development—including citizens, frontline staff and decision-makers
- Create a stronger feedback loop between research, policy, implementation and evaluation, and their effects and interactions on the ground.

However, this field is still evolving. The challenges and risks of these ways of working are becoming better understood, but examples often come from overseas. The case studies in this book profile seven different, recent applications of design-led practice from Aotearoa New Zealand, and identify some of the key challenges, enablers and learnings in each case.

Importantly, these case studies sit right across the policy and delivery ‘landscape’—from defining problems and commissioning, to understanding and capturing policy impacts. They represent the range of ways in which design approaches are informing, or showing the potential to inform, more effective social policy.

Our deep thanks to all the community members and teams who were part of the stories and experiences shared here.

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Further information and resources related to Policy by Design and the symposium can be found on the Auckland Co-design Lab website at aucklandco-lab.nz/resources.

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Policy by Design co-organisers
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Introduction: the landscape and the opportunity

Two diagrams were introduced at the symposium. The first visualises the landscape in which we operate, and the second overlays the opportunities (for design-led approaches) within that landscape.

The Landscape map provides a simplified representation of the relationship between the policy-led space—problem definition through to adoption—and the delivery-led space, where policy is implemented (via services, regulation or other interventions), and where its impacts are observed. While in theory there should be many connections, cross-fertilisations and learning loops between policy and delivery, often this isn’t the case in reality.

The Opportunity map explores the potential of design-led approaches to support better connections across this landscape. Importantly, these emerge from both directions.

Firstly, from the policy-led side, the red arrows represent using design-led approaches to inform research and enrich policy development, and make the whole policy process more collaborative and participatory. This could extend through into prototyping policy options in implementation settings. Most existing literature on the integration of policy and design explores these policy-led opportunities.

But there is another, largely untapped, opportunity: intentionally applying a ‘policy lens’ within design and co-design initiatives happening in the delivery-led space, to capture learnings that can flow back into policy settings (the blue arrows). Design-led work on the ground inevitably produces insights into systemic barriers—i.e. how policy is or isn’t working in practice, why this might be, and what effective alternatives could look like. As such they are an essential source of practice-based evidence to inform and help evaluate current and future policies.

Currently the connection between delivery-focused insights and policy-level systems learning is ad-hoc at best. The challenge—and opportunity—is to become more intentional about building channels that flow data, insights and learnings between design-led projects located right across the wider policy and implementation landscape.

Full-size Landscape and Opportunity maps are included as detachable cards at the end of this booklet.
The case studies

The seven case studies in this booklet span local and central government, and provide examples of how better policy outcomes can be generated through both policy-led and delivery-led projects.

01: Te Aranga Māori Design Principles represents the creation of a new, unique structure and approach to built environment development with meaningful mātauranga Māori engagement.

02: Careers System Strategic Direction was a cross-agency effort led by the Tertiary Education Commission that used ‘design sprints’ to engage different stakeholder groups and rapidly inform key strategy directions.

03: The Facility Partnerships Policy project experimented with integrating design-led mindsets, tools and methods into conventional policy development. Led by Auckland Council policy staff, it has involved a range of internal and external stakeholders over two years.

04: Te Kākano is an innovative collaboration between Auckland Council’s policy and operational teams, working alongside Mana Whenua and mataawaka Māori to develop services that are more responsive to tamariki and whānau Māori.

05: Co-Design for the Healthy Homes Initiatives in Auckland, funded by the Ministry of Health demonstrates how collaborative prototyping in complex and sensitive settings can lead to systems-level insights that improve national policy and outcomes for whānau.

06: The Generator project co-designed the Ministry of Social Development’s budget support system with community providers and people experiencing hardship. It created a platform for preventive community action and generated evidence about both operational and policy needs and barriers.

07: Māngere Early Childhood Education is a Ministry of Education, Social Investment Agency and Auckland Co-design Lab collaboration exploring Māngere as a centre of ECE excellence. The initiative highlighted a range of innovative practice as well as the unintended consequences of current policy.

This icon suggests where each case study would sit on the Opportunity map (refer previous page).
01 Te Aranga Māori Design Principles
Creating a new, unique structure and approach to built environment development with meaningful mātauranga Māori engagement

Te Aranga Principles

 Mana
The status of iwi and hapū as Mana Whenua is recognised and respected

 Whakapapa
Māori names are celebrated

 Taiao
The natural environment is protected, restored and/or enhanced

 Mauri Tu
Environmental health is protected, maintained and/or enhanced

 Mahi Toi
Iwi/hapū narratives are captured and expressed creatively and appropriately

 Tohu
Mana Whenua significant sites and cultural landmarks are acknowledged

 Ahi Kaa
Iwi/hapū have a living and enduring presence and are secure and valued within their rohe
The Ministry for the Environment’s (MFE) New Zealand Urban Design Protocol (UDP) was published in 2005 and Te Puni Kōkiri (TPK) engagement with the Māori design and resource management sector identified that a clear Māori voice and meaningful involvement in its creation was absent and that the process did not adequately engage with Māori interests.

A key question facing policy makers is how to make policies and institutions as adaptable as possible by creating rules that provide general frameworks but allow adaptation to specific circumstances.

In response to a lack of involvement and voice of Māori in urban design protocol, and with the support of MFE and TPK, two hui comprising Māori professionals working across the design disciplines, the resource management sector and representatives of iwi/hapū organisations across Aotearoa was held, first in Auckland and then at Te Aranga Marae in Flaxmere.

The second hui (November 2006) resulted in the Te Aranga Māori Cultural Landscape Strategy which in turn later lead to a set of outcome-based principles founded on intrinsic Māori cultural values designed to provide practical guidance for enhancing outcomes for the urban design environment. Te Aranga Māori Design Principles are incorporated in Te Aranga Māori Cultural Landscape Strategy which represents the first concerted and cohesive effort by Māori designers and practitioner whānau to articulate their interests and design aspirations in the built environment.

Project background

As kaitiaki, Mana Whenua have a custodial responsibility for places of cultural significance such as marae, urupā, wāhi tapu and mahinga kai as well as a responsibility for all public spaces and spaces in private ownership, particularly where development may threaten the wellbeing of the wider environment.

Te Aranga Design Principles emerged from the foundation work of Te Aranga Māori Cultural Landscape Strategy and other projects including Kaitiakitanga o ngā ngahere pōhatu: Kaitiakitanga of urban settlements (2011).

Commissioned by the Ministry of Science and Innovation, that report builds on a growing body of research and represents the most comprehensive research completed to date.

It identifies key elements of mātauranga Māori that can be incorporated into urban planning to allow Māori aspirations to be fulfilled, while also complementing and improving existing urban planning practices.

Te Aranga Māori Design Principles have been incorporated into Auckland Council’s Auckland Design Manual to deepen our understanding of sense of place and develop meaningful and durable relationships with iwi in Tāmaki.

The principles are used as a guideline by the Auckland Urban Design Panel (AUDP) in assessing Te Ao Māori presence through Mana Whenua mātauranga and more general Māori design in proposed developments. The AUDP provides governance and advocacy.

The Auckland Urban Design Panel Terms of Reference note: “Te Aranga Māori Design Principles are intended to inform the design community how to incorporate Māori design thinking into design guidelines and are an effective tool for delivering on Māori design aspirations”.

Local Government
Mana Whenua
Practitioners
What did we do?

Phase 1: 2006

**Scope & setup, development & testing**
Initiated by Te Aranga Cultural Landscape Strategy

Te Aranga Hui
Iwi Consultation Hui
Development and testing of principles

Phase 2: 2014

**Adoption, governance & advocacy**
Initiated by adoption of Te Aranga Māori design principles, Auckland Design Office (ADO), Tāmaki, Auckland

Distilled framework from founding documentation
Adoption, governance and advocacy

Moved from an initial three principles to the final seven by developing and testing on a significant public project

Phase 3: 2015

**Case studies, leadership position**
Appoint the ADO, Auckland Council Māori Design Lead

Exemplar case studies profiled in the Auckland Design Manual (ADM)

AUDP Māori design professional panel members are appointed to help ensure feedback received by Mana Whenua is responded to in a meaningful fashion through the design proposal

Ongoing:

**Testing & refinement**
Ongoing testing and refinement through a series of large-scale urban infrastructure projects within greater Auckland which has guided further refinement of the principles and established widespread Tāmaki Mana Whenua support

Auckland Council continues to work with local iwi and industry design professionals to incorporate Te Aranga Māori Design Principles into its processes
Who was involved?

Te Aranga Hui Participants:
Over 40 Māori practitioners, academics, kaitiaki, marae & community representatives

Iwi Consultation Hui Participants:
Te Rūnanga o Turanganui-a-Kiwa
Tai Tokerau Iwi CE Forum
Ngāti Kahungunu
Te Rūnanga Awatupua a Whanganui
Te Rūnanga o Ngāti Porou
Tuwharetoa Asset Management Ltd
Tairawhiti Development Partnership
Te Rūnanga o Ngāi Tahu
Design Tribe
Tāmaki Regional Mana Whenua Forum
Ngā Aho, Māori Design Professionals
Auckland Design Office, Auckland Council
ADO Māori Design Lead
Te Waka Angamua
Mana Whenua
Independent Māori Statutory Board

Key impacts (so far) from taking a design-led approach

Partnerships and relationships

Te Aranga Māori Design Principles recognise Te Tiriti o Waitangi (The Treaty of Waitangi) and the Wai 262 Ko Aotearoa Tēnei framework for Treaty Partnerships in 21st Century Aotearoa as the basis for all development relationships.

They provide a platform for working relationships where tangata / Mana Whenua values, world views, tikanga, cultural narratives and visual identity can be appropriately expressed in the design environment.

High quality Treaty based relationships are fundamental to the application of other Te Aranga principles.

Auckland Transport’s Auckland Mānukau Eastern Transport Initiative (AMETI) was the first significant post-Te Aranga development providing opportunities to engage meaningfully with Mana Whenua and to test the principles.

The subsequent City Rail Link and Lower Queen St projects demonstrate the value in applying the principles in enhancing partnership outcomes with Mana Whenua for the better of all and highlighted the critical need for Mana Whenua engagement to happen from the outset of a project proposal.

Partnerships in private development can deliver outcomes for current and future generations.

Nau te rourou, nāku te rourou, ka ora te manuhiri
With your food basket and my food basket, the visitors will be fed
Key learnings

- Principles need to be facilitated with integrity, and skilled facilitators are required to negotiate the space that often exists between the developer and tangata / Mana Whenua world views.
- It is better to lead people towards better practice rather than regulating and policing the practice.
- Need to support development of iwi/hapū capability and capacity in the design space so they are equipped to take part fully and directly with projects.
- Needs can be layered through the process of development to enable robust application which grows and improves the industry standards including articulating expectations, providing processes and Mana Whenua relationship connections, means for assessing throughout procurement.
- Committing time to defining collectively agreed upon principles at the outset of each project is essential to ensure bi-cultural outcomes with integrity. The collaboration of the two understandings of place brings exciting new opportunities for design growth, both in process and outcome.

Challenges we encountered

- These principles needed to be grounded and practiced in the complex Iwi landscape of Tāmaki.
- There are 19 iwi authorities representing Mana Whenua interests whose interests and tribal boundaries overlap. These iwi are recognised in the Resource Management Act (RMA).
- Mataawaka make up 86 percent of the Māori population in Tāmaki. These peoples are recognised through the Local Government Act (LGA).
- The need to increase and build long-term Māori design capacity. There is a very small portion of graduates skilled in Māori design emerging each year from tertiary institutions.

Enablers for this work

The principles are intended as an enabling strategic foundation for iwi/hapū to adopt, customise and further develop in response to local context.

They provide the design community and other stakeholders a clearer picture as to how iwi/hapū are likely to view, value and wish to participate in the design and development of the built environment within their ancestral rohe.

The use of the principles is predicated on the development of high quality durable relationships being developed between iwi/hapū, their mandated design professionals and local and central government.

Also...

- Robust relationships provide opportunities for the capable unlocking of a rich store of design potential.
- The agility and growth of tikanga—its “integrity is not threatened; rather, it is enhanced by its ability to adapt and evolve as society changes”.

Ma te whakaatu ka mōhio
Ma te mōhio ka māarama
Ma te mārama ka māatau
Ma te mātau ka ora ai tātou
Through instruction comes awareness
Through awareness comes understanding
Through understanding comes wisdom
Through wisdom comes wellbeing for all
02 Careers System
Strategic Direction
Creating system alignment with human-centred design to set a new strategic direction for the New Zealand careers system
When we started this work there was no clear understanding of what the key issues in the careers system were so there were many advantages to using co-design.

It gave us a robust framework with the strong customer focus and made us look at the problem from a different viewpoint, not just from a pure policy or operational policy perspective.

Within a short time frame it also provided the opportunity for rigorous and thorough engagement, allowed us to move swiftly and to fail fast if needed and created interest and energy in the strategic direction.

**Project background**

The Tertiary Education Commission (TEC) became the government’s career agency in July 2017 as part of reforms in the careers system to improve the quality of careers services and reduce system and service fragmentation.

Our aim was to create a strategic direction for the whole system to address these issues.

We focused on creating alignment on the key issues, the way forward and roles and responsibilities.

We wanted to look at the system as a whole and not just elements or specific customers in the system.
What we did

Phase 1:
10.2017 to 02.2018

Strategic direction
Planning and preparation
Creation of sprint teams
Problem definition
Environmental scanning
Strategic direction sprints
Regular communications
Consolidated strategic direction
Feedback and approval from system partners

Phase 2:
03.2018 to ongoing

Strategy implementation design
Developed key workstreams for strategy implementation
Worked with key partner agencies
Continued with human-centred design approach. For example literacy and numeracy sprint
Who was involved?

Whānau
Learners
Employees
Unemployed
Employers
Service Providers & System Partners
SMT Sponsorship
CE-level Ownership
Dedicated design coach
Sprint Team Members/ SMEs from inside & outside TEC
Board of Commissioners

Key impacts (so far) from taking a design-led approach

Before this work there wasn’t agreement among the key players in the system on what the careers system was—let alone what challenges we should focus on—particularly with government agencies.

This process allowed us to get alignment on what the careers system was but also that there should be a focus on ensuring that all New Zealanders are prepared for career changes.

Strengthened a joint understanding of the case for change

The process identified the environmental changes and issues that may impact on the system and highlighted the needs of all customers included those currently underserved.

Key to success was our ability to bring our system partners with us on the process. If they weren’t able to be on the Sprint Team, we interviewed them, did regular check-ins with them and live streamed our showcases. We also used Yammer to do regular updates and get input and feedback.

Internally, it was a great way to include staff internally and from other agencies in the development of the strategic direction.

Created focused energy and momentum

The first two impact areas created a desire to make changes in the system quickly.

What is different about the energy and momentum this time is all agencies are lined up facing the same direction and not taking an individual agency response.

We also have key stakeholders who will be delivering changes such as literacy and numeracy providers engaged and ready to move.
Key learnings

- Taking the time to prepare and plan
- Ensuring we had people supporting us given the pace and the breadth of work we had to cover
- Trusting the process
- Having multiple communication channels
- It’s OK to lean on other experts
- Co-design practitioners in other agencies were generous giving their time and feedback helping us refine our process and thinking and linked us to others and best practice.

Challenges we encountered

- Our design work was done shortly after the integration of Careers NZ into TEC, during the formation of the new government on top of TEC implementing key initiatives in the government’s 100-Day Plan and a busy business-as-usual workload making resources tight and change difficult to process.
- The people we worked with were not always familiar with co-design and some were skeptical it could be used for strategy so there was a reluctance to engage.
- With many people expecting a traditional and detailed government agency strategy document we had to manage expectations on what the outputs would be.
- Learning as we went and asking our partners and stakeholders to come with us on a completely different way of developing strategy sometimes meant we went slower or down a side track.

Enablers for this work

- We had a considerable amount of support from our senior leaders which cleared a lot of internal and external barriers. They also provided feedback and guidance throughout the process.
- We had dedicated resourcing for this work. We also brought in customer representatives and other stakeholders for shorter time, supporting buy-in and engagement.
- Recognised experts playing a visible role reinforced the robustness and legitimacy of our approach and we had a project sponsor who was skilled and experienced in co-design. We also brought in experts from the wider system to input or provide feedback, again supporting buy-in and engagement as well as the legitimacy and quality of what we were developing.
- Our partner agencies were generous with their time, staffing, input and honest feedback.
03 Facility Partnerships Policy
Experimenting with human-centered design to put customer experience and cross-organisational collaboration at the center of policy development
This is the first Auckland Council policy project to be fundamentally shaped by a design approach.

Its methodology integrated conventional policy process elements such as data analysis, literature review and political engagement with design elements including personas, storyboarding and system mapping. Project outputs have been presented in a highly visual format and tested at stakeholder walkthroughs.

While strategic in intent, the policy has a strong operational focus. The project team quickly discovered that to deliver the promise of partnership the policy would need to guide and coordinate the business processes, practices and behaviour of multiple teams across a large and complex organisation, all separately serving the same customers at various stages and for different ends.

The policy development process uncovered and built empathy for the needs of all impacted user groups—community partners, council staff and local body politicians—to make a powerful case for a new human-centered, enterprise-wide partnering approach.

Policy and operational staff worked collaboratively to ensure business requirements would be well understood and built into the model. Innovative approaches to gathering insights and testing concepts have generated wide visibility and buy-in for the work internally.

**Project background**

Auckland Council operates or supports a wide range of community facilities including community centres, libraries, sports fields and swimming pools.

Most are owned and managed by the council but 300+ are owned and/or operated by community groups, sports organisations and schools through ‘facility partnerships’.

The council has committed to meet more facility needs through partnerships, but currently has no consistent policy for selecting and supporting them.

Taking a design-led approach made sense because the policy has multiple internal and external stakeholders and will shape operating practice and customer interactions across a large number of business areas.
What did we do?

Phase 1: 2016

Discovery
Agreed initial problem definition and project scope
Conducted literature scan to identify national and international partnering best practice
Formed cross-council project team, contracted design coach
Collated / analysed data about current facility partnerships portfolio and selected research sample for key informant interviews
Key informant interviews to understand experiences of partners, staff and elected members
Team intensives to develop insights, personas and ‘vignettes’, map the system, craft new problem definition
Walkthroughs with elected members, staff and key informants to share and test findings and confirm next steps
Reported findings to elected members for endorsement to move to Phase 2, including additional research with Māori

Phase 2: 2017 to 2018

Policy development
Team intensives to develop scenarios for journey mapping and testing, work with SMEs to capture business needs / rules
Formed Māori workstream group, agreed research sample and conducted key informant interviews
Insights hui to share and test findings from Māori research workstream
Designed key components of new facility partnerships policy model that responds to Phase 1 insights, tested with elected members, subject matter experts and staff
Developed first full draft policy, refining with project team and graphic designer
Walkthroughs with local board members and staff to test draft policy and refined Māori research findings
Preparing second full draft policy incorporating feedback and Māori research findings
Report draft policy framework and Māori research for governing body endorsement for formal consultation and engagement
The new policy will be a key mechanism to enable Auckland Council to partner effectively with the community to deliver facilities, and will guide investment worth tens of millions of dollars annually.

Its scope will cover a wide range of outcome areas and umbrella diverse partnership arrangements. It will inform decision making at both the local and regional governance level.

A draft of the new policy will go out for formal engagement soon.

**Key impacts (so far) from taking a design-led approach**

**Enabled people to visualise the policy problem at both the human and system levels**

Taking a design approach enabled us to hear directly from people in the facility partnerships ‘system’ and understand the experience from diverse perspectives.

We learned every council team looked at partnerships through their own business lens, and acted accordingly. This resulted in a fragmented and frustrating customer experience—the opposite of ‘making our size work’.

Design helped us visualise the system as a whole for the first time, and show the individual value and cumulative impacts of its many moving parts. It also helped identify how policy could shape the system into something more coherent and intentional that worked better for everyone.

Team members were stimulated by what they heard to improve their own practice and to help develop policy that would improve collective practice. The insights, personas and stories we developed were grounded in empathy, which helped build empathy across the organisation and laid the groundwork for the new approach.

**Increased awareness, input and buy-in across the organisation to support policy change**

In large organisations like council it can be difficult to engage internal stakeholders in shaping, reviewing and refining policy.
Taking a design approach started with forming a cross-organisational project team to bring diverse expertise and perspectives into the process from the outset.

Design methods also enabled us to produce project outputs with strong visual appeal, which were easier to navigate and digest and emphasised the human over the abstract. Seeing their own experiences reflected in the new approach also made people more receptive to others’ needs.

We shared materials via interactive walkthroughs which enabled large numbers of people to take in complex subject matter in a short period of time. This has dramatically increased cross-organisational visibility of the new approach and built confidence in the process, while enabling us to identify interdependencies with other work programmes and influence their development.

**Produced a more implementation-ready policy that sets the scene for service design**

Taking a design approach helped us understand early that the policy had to be useful for frontline teams to achieve its objectives of improving decision making and the customer experience.

Anticipating how the policy would be operationalised and enable practice and process change has been a central consideration throughout its development.

The project has already begun to segue into implementation planning and prepared the ground for service design during that phase.

**Key learnings**

- Taking the time to build personal connections and trust within a project team pays dividends when the work is difficult and what you’re learning together challenges your own practices.

- Communicating complex concepts, information and systems in a visual form enables and encourages a wider range of people to understand and interact with your work (but it isn’t easy!)

- People relate to human stories, remember them and retell them. Hearing people’s experiences in their own words can be far more powerful than knowing what the literature says.

- Walkthroughs are a great way to get large numbers of people across your material in a short space of time and encourage discussion and feedback on the ideas rather than the exact words.

- Not everything can be done as a collective. In particular, one person eventually needs to hold the pen to draft policy collateral even if the ideas have been formed by a group.

- Administration support is vital when your design process involves scheduling cross-organisational team sessions, informant interviewing in the field and walkthroughs for hundreds of people.

**Communicating complex concepts, information and systems in a visual form enables and encourages a wider range of people to understand and interact with your work**
Challenges we encountered

• Starting with an open mind meant working with ambiguity for long periods. The problem definition and scope may need to change following discovery work, which is challenging if the solution is predetermined.

• Taking a design-led approach is energy intensive and requires multiple skill-sets. Resourcing can be challenging if there are only one or two people working on the project full-time with limited budget for external support.

• The lack of an established practice or precedents in design-led policy meant several aspects of the methodology were experimental. Not everything tried produced the desired results and it was difficult to estimate how long each phase would take.

• People have different understandings of what policy should look like and what design should involve.

• Most of the project team had neither design nor policy experience and we had to build capability as we went.

Enablers for this work

• The project lead completed a five-month, full-time secondment with the Auckland Co-design Lab, which provided a hands-on experience with design tools and methods, supported by expert coaches.

• Senior management authorised and supported staff to trial a design-led approach including investing in specialist design coaching and allowing flexibility with timeframes to allow for experimenting, learning, iterating, and genuine (time-consuming) engagement with stakeholders.

• Dedicated project space provided a team nerve centre and somewhere to prepare, display and store the large amount of material generated.

• Investing in specialist graphic work—using a designer with experience in human-centered design, illustration and infography made the policy collateral accessible and user-friendly. Despite a huge amount of material the policy is easy to navigate and understand.
04 Te Kākano
Better services for tamariki and whānau Māori Community Services with Community and Social Policy
Te Kākano is a project jointly led by policy and operations to develop new services putting whānau at the center by co-designing pilots with them, not for them.

The project uses co-design to explore how it could guide service delivery practices and allow adaptation to specific areas.

Co-design is flexible and can evolve the service design to meet local needs. It also enables trusted relationships to be formed and to evolve the services in complex situations.

Co-design here means kaupapa Māori engagement through participatory design. A te ao Māori focus was maintained, not only in its intention and outcomes, but in how the design process was facilitated.

**Project background**

Research by Community and Social Policy (CSP) identified council could do more for tamariki aged 0-3 years and make its services welcoming for whānau.

It also said we could do more to value te ao Māori in the design and delivery of our work.

Te Kākano Framework was developed in response to the research’s key insights and identifies four principles that underpin improved delivery for tamariki Māori.

The framework is being implemented through pilots across the region, testing the framework in practice.

These pilots were identified through staff consultation on current opportunities to enhance our service delivery for tamariki and whānau Māori.

Pilots were selected based on the principles of the framework and on the philosophy of the project which is “better business as usual”.

We looked for places where we could build on existing strengths and leverage opportunities to meet the principles and markers in the framework.

This project is now being implemented.
What did we do?

Phase 1: 2016

**Literature review, stock-take, consultation, framework**

Through a literature review, a stocktake of council services for tamariki Māori and engagement with whānau Māori and service providers, the Te Kākano Framework was developed.

CSP partnered with Service Strategy and Integration in Community Services (SS&I) to test the framework through a pilot process.

Phase 2: 2017

**Co-Design, implementation & evaluation**

Pilot ideas and feasibility were determined.

Kauapapa Māori evaluators were engaged.

The co-design process was based on Au Aha, a kaupapa Māori framework developed by Toi Tangata.

Connections were formed with urban marae and Māori social service providers to ensure the design was driven by whānau and organisations on the ground.

4 pilots all co-designed with local whānau Māori, Mana Whenua and mataawaka organisations

01. Outreach and connect: partnering with local communities to deliver some of our city-based services in Wellsford, with a te ao Māori focus

02. Whānau Hikoi: telling Mana Whenua stories at and around Arataki Visitors Centre

03. Whānau-centred spaces: working with whānau to explore what services the new Takanini Library and Community Hub will provide

04. Panuitia, Waituhitia, Kanikanitia: connecting arts centres, marae and libraries in the Eastern Suburbs to produce a jointly-run programme for tamariki and whānau

Our kaupapa Māori evaluators will continue to measure impact as the implementation continues. They are funded until 2020.
Who was involved?

Urban Marae
Mataawaka organisations
Whānau Māori
Manu Whenua
Social service providers
Service deliverers
Policy & Operations, Auckland Council (shared leads)
Toi Tangata—kaupapa
Māori co-design coaches
Tuakana Teina—kaupapa
Māori evaluators

Key impacts (so far) from taking a co-design approach

Ensuring the Māori voice

Te ao Māori and Māori outcomes are at the center of Te Kākano with whānau Māori, Mana Whenua and mataawaka leading the way—ensuring the Māori voice continues to shape and influence our community services. Māori shared their needs and showed the realities of their lives.

The project is centered on real people forming real connections with each other and those connections continue to prove valuable.

Many of the participants in the design process have, for example, agreed to participate in shaping the Community Services Māori Responsiveness Plan.

Highlights from the engagement process included witnessing otherwise reserved whānau confidently sharing their ideas with the wider design team.

Through the kaupapa Māori co-design process we were also able to build resilience into the pilots which have been designed with buy-in and leadership from local Māori.

Capacity building

This project involved engagement with and capacity building in communities which normally do not receive a great deal of resource or attention.

Many people on the design teams had not worked together before, even though they work in the same rohe, and with the same community.

Having a specific pilot to work towards brought people together in a safe and meaningful way.

Having people sitting in front of them enabled council staff to think about who their services were for and to make a mind-set shift.
Key learnings

• It is important to identify the right entry points within urban networks as is using kaupapa Māori facilitators and providers.
• Make sure your process is true to te ao Māori.
• Don’t underestimate the amount of time it takes to build relationships with other council service providers nor how much is involved in project implementation.
• Start with one pilot, learn and then start the others.

Challenges we encountered

• While we chose co-design because it was flexible, council procurement and systems are, in comparison, fixed. We engaged kaupapa Māori evaluators early in the process to help shape our process however the evolution of the project meant we had to change their contract several times.
• The lack of infrastructure to support co-design work including networks, navigation and a way of identifying expertise in the social and community sector.
• People who provide a service can feel anxious about a co-design process which is unfamiliar, and where the process itself can evolve in response to local needs. Service providers participating in the process necessarily have to cede control, to enter the unknown which may make some feel vulnerable.
• Capacity and time required to find the right people to work with, build and maintain multiple relationships across several pilots running almost simultaneously.

Enablers for this work

• Supportive GM sponsors. Both our sponsors gave the team a wide scope to do the best we could.
• Finding the right people to work with was critical. Toi Tangata took a leap of faith as the project had tight parameters and a framework established prior to the co-design. Toi Tangata could see the potential and the aroha in the work and made it their own.
• Having the right framework at the heart of the project. The Te Kākano framework gained the trust of both the Māori and the academic community.

Highlights from the engagement process included witnessing otherwise reserved whānau confidently sharing their ideas with the wider design team.
05 Co-design for the Healthy Homes Initiative

The Southern Initiative facilitated a co-design process to support the Healthy Homes Initiatives in Auckland for the Ministry of Health. It demonstrates how collaborative prototyping in complex and sensitive settings can lead to system-level insights that improve national policy and outcomes for whānau.
Systems have all too often been designed without any input from the people who will use them, people who are sometimes the most disadvantaged. However in this project, held over the past two years, we have had insights across the board and have been testing prototypes in a live situation. By using co-design in this project we ensured the user’s voices drove the development and testing of new prototypes.

The focus on testing of prototypes, in a live situation differentiates this project from other co-design processes that do not have the opportunity for ongoing testing of prototypes. The co-design team has learned by doing and made changes as needed. This has been done in a safer to try (we begin testing with smaller numbers), safer to fail (we do not expect everything to be perfect) environment. However the testing has been done with whānau, so we need to minimise the risk to them.

The project was well suited to a design-led approach as it was complex, with no silver bullet, with a clear gap between existing initiatives and desired outcomes—at the time of setup, the first Healthy Homes Initiative were not contracted to generate a supply of interventions. Multiple organisations was part of the problem and the potential improvements.

The approach allowed for successive iterations of interventions to identify improvements and interventions which could be delivered simply and successfully in the current systems which helped improve collaboration and strengthen the work across the system.

Prototyping interventions allowed new knowledge to be shared such as why effective curtains are important and what type of communication motivates landlords and enabled new resources and services to be established within the system such as the Minor Repair Service and Ko Huiamano (peer-to-peer sharing of home performance knowledge).

Project background

In late 2015 the Ministry of Health contracted The Southern Initiative to increase the supply of housing-related interventions for its Healthy Homes Initiative in Auckland (AWHI).

The Healthy Homes Initiative was set up by the Ministry of Health in 2013 as part of a programme to prevent Rheumatic Fever.

Initially, the HHIIs targeted low-income families with children at risk of rheumatic fever who were living in crowded households.

However, in 2016 the breadth of the programme was expanded to focus more broadly on warm, dry and healthy housing for low-income families with 0 to 5 year-old children and pregnant women.

The Southern Initiative used co-design as a user-centered approach to generate a more sustainable supply of interventions.
What did we do?

Phase 1: 10.2015

Discovery
Empathy interviews with whānau and AWHI coordinators to understand the experiences of whānau involved in the system

Key insights developed

Typical journey for family involved with HHI mapped

Ideation session with participants from local and central government, NGOs, businesses, landlords, community and social enterprise

Core team refined ideas ready for prototyping

Prototypes tested and refined

Phase 2: 09.2016 onwards

Testing & iterating

After preliminary testing, a letter to inform landlords a sick or vulnerable child lives in the property is now used across Auckland

The early working bee prototype developed into a Minor Repair Service providing warm/dry home improvements for HHI whānau living in owner-occupied or private rental homes

Landlord liaison within the Minor Repair Service—skilled communication with landlords to encourage implementing interventions—both MRS and others

Testing with Auckland Council and MBIE compliance teams how to best ensure poor condition properties are brought up to standard

Testing how to improve the supply and effectiveness of curtains

Working with the Home Performance Advisor programme to develop training tailored to meet the needs of the Auckland HHI

A local peer to peer model of home performance knowledge and home improvements

Testing whether providing healthy homes education and assistance with heating costs resulted in whānau heating their homes more

Exploring how whānau can access a greater range of options by linking to other housing improvement and assistance programmes
Key impacts (so far) from taking a co-design approach

What it takes

We were able to establish what is required of all parts of the system for HHI whānau to have warm and dry homes.

More than 300 families in the private rental sector have been assessed through the Minor Repair Service. One hundred families have received some low cost high impact interventions and for homes in a poor state of disrepair, families have been relocated.

We have been able to observe the behaviour of landlords in real time and get a better understanding of what motivates them to improve a home rather than solely relying on hypothetical surveys.

Influencing operational policy and legislation

We tested and documented how current housing policy plays out in real life for vulnerable whānau. For example, this revealed age restrictions in the fast-track criteria for social housing were too narrow.

While trying to improve the communication with landlords, co-design showed some landlords needed external advice and that legislation change alone may not be enough to spur some landlords into making the necessary changes to ensure their properties are warm, dry and healthy.

Some do not comply with current legislation which has led to a new prototype of working with compliance teams in council and government.

An assumption the Tenancy Tribunal was more accessible than the court system for whānau was incorrect so there were barriers to its use which we could communicate.

We will be able to input into the Healthy Homes Guarantees Act and the review of the Residential Tenancies Act based on real live testing.
Key learnings

- Testing provides valuable insight not only for implementation but also for policy.
- Prototyping provided insight into the experience of the people the initiative is designed to help, feedback on a current prototype, what good would look like, as well as providing insight into how the system actually does (or does not) work. It also illustrated the gap between legislation and implementation.
- How to build an ongoing collaboration between central government, local government and the private and community sectors alongside whānau. New relationships between organisations / services.
- Whānau not only as users but as suppliers —changing the role for whānau changes the dynamic, and provides a more sustainable pathway for future work. New skills and knowledge about healthy homes and tenancy rights.
- Design is not a linear process, we have abandoned some ideas that did not work and returned to others, approaching them slightly differently. This required an optimistic, mindset, ability to create an environment that is safe to try and safe to learn.

Challenges we encountered

- Socialising a seemingly time consuming approach in a broader environment demanding fast results.
- The team had to apply user-centered design to an existing service which was not always working well for whānau in Auckland rather than starting with a blank canvas.
- Prototyping and testing with real families in complex situations is difficult and time consuming. Therefore the process needed to balance a realistic test of a prototype while minimising risk and supporting the whānau with what they wanted throughout the process.
- Contracting needs flexibility—it is difficult to write a project plan with milestones and a detailed budget but also be open to following a co-design process.
- Knowing when the co-design team should no longer be involved in a prototype.

Enablers for this work

- Supportive and empowering management
- A core team with open and entrepreneurial mindsets
- Preparedness to advocate for better outcomes within Ministries and local government
- Key stakeholders prepared to try new approaches when current approaches are not working

The Co-design team has learned by doing and made changes as needed. This has been done in a safer to try, safer to fail environment.
06 The Generator: Building Financial Capability

Creating a preventive community action initiative within the Ministry of Social Development’s Building Financial Capability programme
This project provides an example of how a co-design approach can help to tackle a gap in the system. In this case it was ‘a good budget doesn't make up for not having enough to live on’.

Building Financial Capability is the first major co-design process undertaken by Ministry of Social Development (MSD) and has led to a fundamental change in how it works with people experiencing hardship.

The change started with budgeting services and led to a spectrum of services to build people’s financial capability—from prevention to crisis intervention.

The Generator demonstrates the persistence required to take a basic idea (of generating income and resources) and use co-design to implement it into a full scale initiative.

**Project background**

From late 2015 MSD led a co-design process involving more than 500 people to explore how budgeting services could be redesigned.

The goal of Building Financial Capability (BFC) services is to build the financial capability and resilience of people, their families and whānau experiencing hardship.

MSD recognises that financial resilience requires positive financial knowledge and behaviours, inclusive financial products, sufficient income and resources and social capital.

The Generator is a preventive community action initiative that generates prosperity through community action and enterprise in targeted communities.

It contributes to financial resilience by increasing the income of people, families and whānau in those communities, and reducing demands on their budgets, in a way that also builds their social capital.

Following a tender process to secure a ‘backbone organisation’, establishment of The Generator is now underway, with a view to implementation in target communities early next year (2019).
What did we do?

Phase 1: 09.2015 to 03.2016
Discover
MSD led a co-design process involving group discussions and workshops, intensive interviews, concentrated, intensive design sessions, and ongoing comments and feedback
12 concepts identified aimed at building a spectrum of support, including one concept to support people with income and resource generation
Rolled out first phase of new BFC initiatives while keeping warm the concept of income and resource generation

Phase 2: 04.2016 to 03.2017
Define
First design sprint with Auckland Co-design Lab to prototype the high level concept for The Generator. This involved exploring different approaches and capturing stories or ‘practice evidence’ about the impact of people’s engagement with the concept
Development of high level concept for The Generator
Sign off by Minister of funding to proceed

Phase 3: 04.2017 to 04.2018
Develop
Second design sprint to develop a structure and process to achieve this concept
Tested with a range of stakeholders

Phase 4: 05.2018 onwards
Define
The Generator procured to generate prosperity through community action and enterprise in New Zealand communities most vulnerable to poverty
A ‘half baked pie’ that the successful provider could build on with their own innovation and expertise

We have now finalised a contract with Vaka Tautua and Emerge Aotearoa to be the ‘backbone organisation’ who will host and manage The Generator in up to 10 target communities
We will work closely with them over the next nine months to set up The Generator and create the filling for the ‘half baked pie’
We will learn from its failures and build on its successes
Key impacts (so far) from taking a design-led approach

Co-designing with the budgeting sector, users of budgeting services and others with a client centered focus meant MSD made fundamental shifts in how it supports and funds the sector.

It included a broadened focus to a new community prevention initiative—i.e. The Generator—that moves beyond the budgeting sector.

Using ‘practice evidence’ (stories about how the concept of income and resource generation resonated for people experiencing hardship) provided foundational evidence about the need for this community based prevention approach which helped in gaining approval to proceed from the Minister and internally.

A co-design approach provided greater robustness and breadth and the extensiveness of the co-design process enabled us to talk with much greater authority than a more limited policy consultation style process would have allowed.

By bringing in the insights of more than 500 people from a range of perspectives helped us think outside the square to bolder alternatives such as The Generator that would not initially come to mind when considering a re-design of budgeting services.

Now this co-design process is largely complete, we are finding our robust co-design process and the insights, stories and client journeys are useful in influencing policy by providing evidence of people’s needs and realities.

The Generator is a preventive community action initiative that generates prosperity through community action and enterprise in targeted communities
Key learnings

- Using different co-design processes at different times and for different purposes was useful because between these we had time to reflect, research, develop, consult, seek approval and consolidate before moving to the next stage.
- Our second design sprint worked well because we already had a good understanding of the problem and some thoughts from literature and discussions with other key stakeholders about where we wanted to get to.
- We don’t think this would have worked so well if we had gone in cold. While it gave us a prototype it required extensive further testing with stakeholders and further literature review to round it out.
- Looking for opportunities to bring in diverse perspectives was also important—e.g. different cultural viewpoints, different people and sectors who might touch on The Generator in different ways. This helped us to tap into their networks and gave us insights into how best we might make The Generator work for them.
- We translated the sprint prototype into a business case to turn the ‘design’ into ‘policy’.
- Using the co-design process enabled us to create buy in through stories, as well as covering off the factual implementation detail required for a business case.
- It was therefore important to have at least one person to follow the concept through from start to finish—otherwise our important artefacts of stories and feedback could change in their structure and language and meaning become lost.
- Co-design took a lot of time but was not necessarily expensive. We had set a fixed annual budget for The Generator ahead of time which meant too much funding initially, but a very modest budget further down the track.

Challenges we encountered

- Navigating The Generator over time and through a large organisation required a nimble approach.
- We were trying to co-design change across the entire Building Financial Capability programme so there were challenges of trying to do too much at once. We had to shelve The Generator while we focused on ‘core’ BFC services, and then return to it after we had more staff time freed up.
- It was therefore important to have at least one person to follow the concept through from start to finish—otherwise our important artefacts of stories and feedback could change in their structure and language and meaning become lost.
- Co-design took a lot of time but was not necessarily expensive. We had set a fixed annual budget for The Generator ahead of time which meant too much funding initially, but a very modest budget further down the track.

Enablers for this work

- Going off site and working with those who have community relationships with people and whānau experiencing hardship was a real advantage as was using different engagement processes such as street testing to enable people to give us feedback on prototypes.
- We heard stories and could get feedback from people who didn’t use budgeting services or engage with social services which helped us to think outside the square and to consider bolder alternatives.
- The original stories of how the concept of income and resource generation resonated for people experiencing hardship have been a key touchstone that has guided the development of the initiative, and which has opened doors all the way through.
- Going to market with The Generator as a ‘half baked pie’ was appealing to MSD leadership and potential providers alike, as it allowed room for flexibility and provider’s own innovation, and also meant we didn’t need to have all the answers.
07 Māngere Early Childhood Education

Part of a wider set of initiatives developed through the South Auckland Social Wellbeing Board to identify fresh insights and ideas to help make Māngere a suburb of early learning excellence
We worked with Early Childhood Education (ECE) providers, staff, parents and subject matter experts.

A co-design approach meant we could focus on the system using a human lens and the place-based approach supported the development of local insights as well as highlighting the impact of national ECE policy (intended and unintended) on participation in quality ECE, parental engagement and school readiness.

With a better understanding of what was happening on the front line we could identify opportunity areas and ideas that could be prototyped and developed in other places. This helped shape a series of emerging opportunity areas and concepts currently being developed further.

**Project background**

The Māngere ECE project was set up to explore developing insights, opportunity areas and ideas with parents, ECE staff and wider stakeholders.

It is part of the South Auckland Social Wellbeing Board (SWB) programme of initiatives and was sponsored by the Ministry of Education (MoE).

SWB is a place-based initiative focused on Māngere that brings together a cross-agency group of agencies and service providers to develop up approaches that put at risk children and their families at the heart of service provision.

ECE participation was a key priority for SWB and MoE, informed by an existing national target that 98 percent of children starting school will have participated in quality ECE.

Specific priorities for the project to explore included increasing participation in early childhood education (ECE), parental empowerment to support their child’s learning and children’s readiness to start school.

Other interventions developed by the South Auckland SWB are focusing on housing, support for young parents and family violence.

Several of the concepts that emerged from the project are being developed by the SWB and MoE either as new initiatives or are informing existing work.
What did we do?

Phase 1: 07.2017

**Insights, opportunities & concepts**

**Framing:** Initial discussion between MoE, Co-design Lab & The Souther Initiative (TSI)

Explored what a co-design approach might offer

Share learning from TSI early years challenge

**Project set up:**

Project team formed

Key Stakeholders identified

Analysis of GUINZ data for Māngere-Ōtāhuhu Local Board area commissioned

**July:** Pre-engagement interviews with 24 ECEs in Māngere

Analysis of key themes

Intent workshop with 24 ECEs

**August:** 25 in-depth interviews with ECE staff & parents

Interview analysis & insight development

Subject matter expert workshop

**September:** Ideation workshop—ECE & services

Prototyping workshop with ECEs & parents

Opportunity areas & key concepts developed

**October to November:**

Four week ‘open home’ with range of stakeholders

In-depth workshops with services & ECE staff

Refining opportunity areas and concepts

Phase 2: 02.2018 ongoing

**Ideas into action**

Draft report development

Engagement with potential prototyping partners

Final report signed off by MoE & SWB

Steps that are planned

Adapting ENGAGE programme for prototyping in South Auckland
Key impacts (so far) from taking a design-led approach

**Demonstrated the value of co-design alongside a social investment approach**

This project was part of wider work led by the South Auckland SWB including cross-agency interventions developed using a social investment methodology.

It helped demonstrate the complementary value a co-design / design-led approach can bring to existing ways of working.

While small in scale the work emphasised how front line staff and citizens were willing to share their experiences and actively participate in the development and implementation of new ideas.

The project team created welcoming workshop environments giving people the opportunity to develop and prototype ideas (sharing power) and recognise their expertise in their own lives.

**Blending quantitative and qualitative data**

In addition to around 50 qualitative interviews the team built on an existing relationship with the Growing up in New Zealand (GUINZ) longitudinal study providing access to data for 353 families living in the Māngere-Ōtāhuhu Local Board area.

Analysis provided significant insight into the risk factors and opportunities facing families with young children and the impact of the cumulative weight of stress in their lives.

The data reinforced many of the themes that emerged through the interviews and highlighted many factors beyond ECE provision (family life, housing, income, health etc) can have a significant influence on participation and engagement, even if ECE provision is accessible and high quality.

**Emphasising strengths and protective factors**

The approach helped move beyond a deficit view of outcomes to consider the strengths and protective factors in the Māngere community.

These things already play a role in improving outcomes for children and families and could play a greater role in the design and implementation of policy.

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**Who was involved?**

Parents
Māngere ECE providers
Subject matter experts
South Auckland Social Wellbeing Board
Ministry of Education
Co-design Lab
The Southern Initiative
Methodist Mission
There is a collective pride in Māngere as a place and community, a strength that can be celebrated and used as a catalyst for change.

The standout and reoccurring insights were the commitment of ECE staff and the innovative practice and strong connections to culture many parents and staff possess.

**Key learnings**

- ECE participation has increased nationally but the policy also had unintended consequences at a local level e.g. over supply of places. This highlights the value for feedback loops and mechanisms to refine local implementation that supports local system needs.
- It is important to avoid only focusing on deficits and recognise existing strengths and protective factors in people’s lives. These can be undervalued in policy processes but could play a greater role in new approaches.
- Working in Māngere (a mostly Pacific community) it was important the project team was diverse and could build trust. This meant existing relationships, language skills and being familiar with previous initiatives in the areas were important.
- The project team placed a premium on involving senior leaders and decision makers. Both the SWB independent chair and local board chair were engaged in the work.
- The team used established reporting processes to tell the story of the work in an engaging and visual way.
- Embedding MoE staff in the team created a collaborative rather than contractual relationship and provided a strategic link into the ministry.
- MoE worked with the Auckland Co-design Lab and TSI as innovation partners. Their co-design experience in South Auckland supported a new way of working and built new capability within the project team.

**Challenges we encountered**

- Placing a premium on engaging and involving people in the process can take time and resources and it can mean slowing down to speed up. Several other projects went from concept to implementation creating a potential perception of work progressing slowly.
- It is important to demonstrate the value and impact of novel ways of working.
- Adopting a place-based approach has many advantages but communities are not closed systems. Within Māngere there is a high level of transience and a significant proportion of people either move out of the area each year or travel out of the area for work and/or alternative ECE providers.
- Māngere has more than 80 ECE providers and their diversity and independence mean a fragmented local ecosystem and opportunities for system level and stewardship.

**Enablers for this work**

- The MoE was motivated to adopt a co-design approach and their SWB lead was based full time with the project team in Manukau.
- The SWB team supported exploring the issues from new perspectives and the placed-based focus helped identify the importance of existing community strengths and protective factors.
- The Auckland Co-design Lab and TSI had existing co-design capability and networks that supported taking a new approach.
- In addition to a range of data points, TSI’s Early Years Challenge and relationship with GUINZ provided existing evidence on what can make a difference for families with young children in South Auckland.
To continue the discussion and find resources keep an eye on aucklandco-lab.nz or email aucklandcodesignlab@aucklandcouncil.govt.nz

@CodesignLab_AKL  #policybydesign
Policy Stages

Policy-Led

Where policy is planned and experienced by people

Where do you and your teams operate across this landscape currently?

The Landscape

Adoption

Design & Approach

Options/Approach

Evaluate & Monitor

Deliver & Deliver

Deliver-Led
What are you already doing?

Opportunities to do more?

What are the challenges to utilising this in your world?

Lived experience and perspective of those impacted inform ‘problem’ definition

Design-led approaches to new policies

Design-led approaches to improve delivery outcomes

Co-design of new and existing programmes/processes

Lo-fi prototypes developed, tested and iterated with those impacted

Prototyping of implementation

Co-design and prototyping of new structures and service models

Identify key change levers and prototype responses

Co-design to understand policy on the ground and inform future policy

Opportunities
Acknowledgements

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