



EASTERN INSTITUTE OF TECHNOLOGY

# Evaluation of the Incredible Years Hawke's Bay Parenting Programme as a Model of Interagency Collaboration

for the Incredible Years  
Hawke's Bay Stewardship Group

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## **Executive Summary**

The main focus of the Incredible Years Parenting programme is to train and support parents to develop good relationships with their children and strengthen families. In the Hawke's Bay, the Incredible Years Parenting Programme is delivered collaboratively by Child, Adolescent and Family Services (CAFS); Hawke's Bay District Health Board's (the DHB), Special Education; Ministry of Education, Family Works, Birthright and the Napier Family Centre.

This report evaluates the collaborative model of programme stewardship and delivery used by Incredible Years Hawke's Bay and the impact of this on programme participation and retention rates. It also evaluates strategies used by Incredible Years Hawke's Bay to engage underserved populations.

Key findings are:

- Incredible Years Hawke's Bay was been highly effective in retaining participants. In 2010/2011, 68.3 percent of Hawke's Bay participants completed the programme (measured as attendance at 76 percent or more of all sessions) compared to 51.0 percent nationally.
- Improvements in participants' Eyberg scores were above the national average in the 2010/2011 period.
- Incredible Years Hawke's Bay's collaborative governance and delivery structures are carefully planned.
- Elements of collaborative governance and delivery included shared programme planning, cross-agency co-facilitation of groups (targeted and general), joint training, joint supervision, joint workforce planning and joint evaluation.
- There is a high degree of congruence between the values modelled in the programme, and the values evident in the collaborative governance and delivery process.
- Interviewees were passionate about both the programme and collaborative governance and delivery. Agencies were convinced of the worth of Incredible Years and the collaboration.
- A Stewardship Group consisting of one or more manager and facilitator from each agency functions as the governance and strategic-decision making arm of the collaboration.
- A Facilitators' Group deals with practice issues and provides collegial support for facilitators across agencies.
- A cross-over in membership of the Stewardship and Facilitators' groups means there is a conduit for issues to be escalated for resolution, and information to be communicated.
- Resourcing requirements were clearly understood by agencies. The Incredible Years programme is time-intensive and if any agency was to inadequately resource its facilitators this would pose a risk to the collaboration as a whole.

- Collaboration takes time. Group participants needed to travel to meetings. Agendas and minutes needed to be prepared, distributed and read. All involved were aware of the need to run the collaborative process efficiently. Maintaining this focus is critical to retaining the buy-in necessary to make the collaboration work.

Areas for possible further development of Incredible Years Hawke's Bay include:

- Ensuring continued active participation on the Stewardship Group by at least one manager with decision-making authority from each collaborating agency
- Evaluating targeted programmes run to date
- Engaging and delivering the programme to families needing intensive support, possibly through more targeted programmes
- Ensuring the collaboration continues to be cohesive, despite one agency no longer running programmes in collaboration with the others
- Actively seeking Maori and Pasifika agency involvement in the collaboration, and
- Managing referrals and the waiting list.

The Incredible Years Hawke's Bay collaborative approach provides a model that can potentially be used for the cross-agency delivery of other social, educational and health service programmes. Key features in replicating the model may include:

- Focusing the collaboration on the delivery of a clearly defined service or programme
- Passion and commitment to the programme from all parties to the collaboration
- Transparent, functional and efficient collaborative structures involving managers with decision-making power and front-line staff, and
- Modelling of collaborative values at all levels of the programme: congruency of programme content and governance and delivery mechanisms.

## 1 Introduction

### 1.1 The Incredible Years Parenting Programme

The Incredible Years Parenting Programme was developed and produced by Carolyn Webster-Stratton, professor and director of the Parenting Clinic at the University of Washington and is being delivered in New Zealand as part of the Positive Behaviour for Learning Action Plan (Ministry of Education 2011) and as a health service intervention.

The Incredible Years is an evidence-based parenting and intervention programme whose aim is to improve outcomes for children by strengthening the competency of parenting skills. It is a 12- 16 week training intervention programme for parents of children aged 3-8 years which focuses on,

fostering parents' involvement in children's school experiences in order to promote children's academic, social and emotional competencies and reduce conduct problems. (Incredible Years 2012).

The main focus of the Incredible Years Parenting Programme is to train and support parents to develop good relationships with their children and strengthen families. The programme focuses on increasing positive and nurturing parenting through strengthening parent's competencies in approaches to and the use of positive consistent discipline. It actively encourages parents to spend more time with, and play with their children. The programme involves weekly two hour group sessions and weekly individual sessions (phone or face-to-face). It is delivered and managed in accordance with strict guidelines and protocols.

The Incredible Years programme includes a variety of training techniques for example; role play practice, feedback and values exercises, personal goal-setting and home activities to improve parent's skills in problem-solving, communication and anger management. These techniques provide parents' with a variety of skills and approaches to help their children develop competence in their social skills, to regulate their emotions, increase their confidence and self-esteem, reduce behaviour problems and do better academically (Incredible Years 2012, Ministry of Education, 2012).

The Incredible Years Hawke's Bay Parenting Programme is delivered collaboratively by Child, Adolescent and Family Services (CAFS); Hawke's Bay District Health Board's (the DHB), Special Education; Ministry of Education, Family Works, Birthright and the Napier Family Centre.

## 1.2 Interagency collaboration in delivering services to families

Whittington cited in Quinney (2006) defines collaboration as “an active process of partnership in action” (p.11). Interagency collaboration has been characterised as a mechanism “to turn fragmented human services into a system that addresses the multiple needs of children and families in a more comprehensive and efficient way” (Walter and Petr cited in Robinson 2004, p. 374).

Huxham and Vangen cited in Quinney (2006) use the term “collaborative advantage” (p.11) to describe agencies who work together to produce better outcomes. As Hudson (2002) remarks; “To some extent, the assumption seems to be that if interagency partnership policies, processes and structures are established, then front line partnerships between a range of traditionally separate professions will fall into place” (p.1).

## 1.3 Purpose and scope of evaluation

The Incredible Years Hawke’s Bay Stewardship Group (Stewardship Group) wished to investigate the ways in which the collaborative approach may support programme success. Funding was obtained from the Royston Hospital Trust for to enable the Eastern Institute of Technology (EIT) to evaluate this. The arrangement was formalised in a Letter of Understanding. (EIT Incredible Years Hawke’s Bay Stewardship Group 2011).

The evaluation aimed to examine the collaborative model of programme stewardship and delivery used by Incredible Years Hawke’s Bay and the impact of this on programme participation and retention rates. Evaluation objectives were to:

- describe
  - the collaborative model used by Hawke’s Bay Incredible Years Parenting Programme
  - strategies used to engage underserved populations, and perceptions of their effectiveness
  - those who do not engage / do not complete
- assess whether the above descriptions offer direction for developing a theoretical model of collaboration  
(EIT-Incredible Years Hawke’s Bay Stewardship Group 2011).

## 2 Methods

The evaluation used qualitative methods supported by analysis of quantitative data provided by the Ministry of Education.

Qualitative data was gathered through face-to-face semi-structured interviews with members of the Incredible Years Hawke's Bay Stewardship Group and Facilitators' Group. A sample of six facilitators and six Stewardship Group members was selected to provide a representative mix of employees of government and non-government agencies. This selection also included consideration of the range of the participants' primary roles within their organisation, professional background and length of involvement in the Incredible Years programme. Potential participants were approached through an e-mail which explained the purpose of the research and the interview process.

Quantitative data was sourced from the Ministry of Education (*2011 IY Parent National Register 2010/11*).

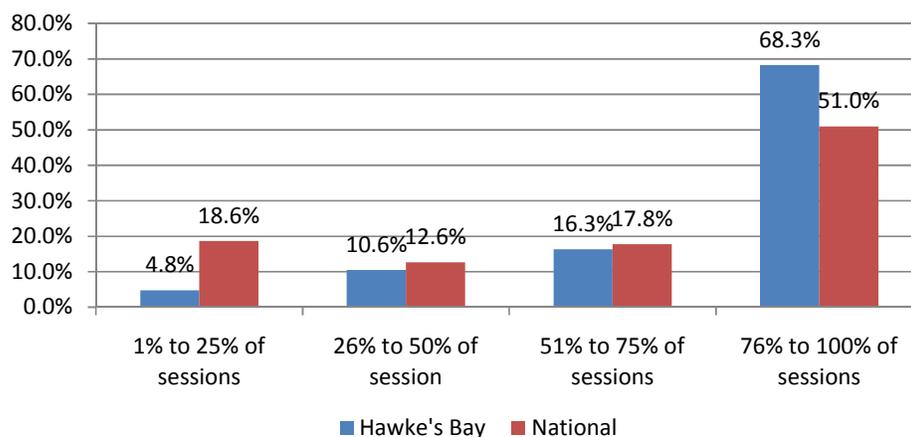
Approval for the evaluation was granted by the EIT Hawke's Bay Research Approvals and Ethics Committee. The DHB gave approval for its staff to be included in the research. Interviewees' written informed consent was gained prior to each interview taking place. The confidentiality of interviewees, agencies and programme participants was protected with all comments being anonymised. No personal names have been used in the report. The interviews were digitally audio-recorded and some additional notes were taken. All audio digital recordings were transferred to a confidential sub-folder on the EIT computer system to be kept for 10 years and then wiped under supervision.

All italicised quotations in the report are from interview participants.

### 3 Findings and discussion

#### 3.1 Retention

Incredible Years Hawke's Bay has been highly effective in retaining participants. In 2010/2011, 68.3 percent of Hawke's Bay participants completed the programme (measured as attendance at 76 percent or more of all sessions) compared to 51.0 percent nationally.



Retention success is seen to be a direct result of successful collaboration:

*I think families receive better care. There's a culture of caring when you collaborate and that's the culture of the programme and you've agreed your shared values, those flow through to the delivery of the programme. So that's reflected, for example in the high level of engagement and completion in our programmes compared to the programme nationally.*

One facilitator found:

*[It] was really beneficial to have the managers of the bigger organisations communicating ... sorting out stuff like funding, making sure that consent was done properly and that it was ethical and it was working within fidelity of the IY programme. For the clients it meant rather than getting ten different stories they got one story and a clear referral pathway.*

#### 3.2 Participant Outcomes

The Incredible Years Parenting Programme has had its effectiveness verified internationally (The Incredible Years 2012). Programme data for 2010/2011 showed the effectiveness of the Hawke's Bay Incredible Years Programme compared to national averages.

There was a greater reduction in the percentage of Hawke's Bay participants with clinical level EYBERG Intensity and EYBERG Problem scores during the course of the programme, than the national average. The Hawke's Bay also showed a greater reduction in the percentage of participants who's scores on these tests were 'still of concern' compared to the national average. This Hawke's Bay advantage did not, however, extend to social competency scores (See Appendix 1).

### 3.3 Engagement

The Incredible Years philosophy supports engagement and focuses on valuing people; "*valuing everything about them: where they're at, the way they think about things, the way they do things, and what they want.*"

The Stewardship Group was aware of literature (Thompson, Morris Matthews, Stockdale-Frost, Pentecost, and Wivell 2011) on why certain families do not engage with services in the Hawke's Bay. An interviewee explained:

*The commonest reasons were firstly that they they felt judged when they had a discussion with the clinician about the child's behaviour. Secondly the response wasn't timely. So they were expecting to hear from the referral agency and didn't hear. Thirdly there was family conflict. So for example separated parents where the father said "Well I'll come," but she [the mother] wouldn't consent.*

The process of engagement began prior to a course being set up, with a social worker or another member of a referring agency having a conversation with a parent and suggesting Incredible Years as an option. One facilitator's approach to effective engagement during a conversation with a parent was to "*say something like 'I'm not saying you're a bad parent, it's just about learning some new stuff on top of what you have already got.'*"

The existing relationships agencies and their staff had with communities were key to encouraging people to put forward an expression of interest. It was important that people felt like they had a choice about whether they wanted to be engaged with the programme:

*Once people started to feel they were being pushed into coming or they should do it or they were going to be viewed in a negative light, I think that changes things. Families that are well used to working with agencies will always be harder to engage. They've often been told to do parenting courses before or they might have it as part of it being their [family] group conference agreement ... "you need to do it or else." Those populations are always going to be harder to get involved.*

### 3.4 Referral Process

Incredible Years Hawke's Bay has a common referral pathway in which all referrals come through a single NGO, which was developed by the Stewardship Group. It is:

*An every door is the right door approach. Wherever the referral comes from they always end up at the same point so that common allocation - a joint allocation approach. Therefore wherever the referral comes from they go into a pot....So there's equity of access irrespective of who they're referring.*

A common referral form is used which asks participants to indicate whether they would prefer a day or a night programme, and whether they reside in Napier or Hastings.

Collaboration on the referral process;

*enabled ... people from all those different agencies to nominate clients.... Then we decide what programmes we could run and who can possibly facilitate, which has been very helpful.*

Once the Incredible Years Stewardship Group decided to deliver a programme in an area (Hastings or Napier) at a certain time ('Day' or 'Night'), the selected facilitators received details of interested parents whose preferences matched the programme delivery area and times. The facilitators made contact with every interested parent and each family was met face-to-face, usually in their own home to discuss the benefits of the programme, any barriers that might prevent them attending and resources that could be offered to overcome these barriers. This contact had the dual role of starting to develop of relationship, and completing all the paperwork necessary for the course. Facilitators found this initial visit vital in getting participants to attend the first sessions; *"if you can get them for the first couple of sessions the drop off is far more limited ... they're experiencing a safe collaborative environment."*

The provision of transport and childcare assistance to those who needed this support was critical in breaking down barriers to attendance. The Facilitators' Group had raised this issue and it was brought to the Stewardship Group early in the collaboration. As a result, an NGO successfully applied to a philanthropic trust for funding for *"kai, childcare and transport."* This was something the government agencies would not have been able to do.

These resources were not offered to all families. Rather the facilitators identified each family's individual needs during their initial phone calls and home visits. For families where these barriers were identified, the contribution to childcare or transport was dependent on attendance and discreetly handed to the participant at each session of the programme. (Subsequently some funding for these purposes became available from Ministry of Education budgets.)

Support between sessions was critical to ensuring those who are struggling kept up and difficulties were identified and addressed. A facilitator contacted each participant during the week between Incredible Years sessions. Facilitators prioritised home visits for families that were struggling, going over material covered in the session, making referrals to additional support, and simply showing care and interest. The Incredible Years collaborative approach means that where a family was experiencing a variety of difficulties these were easier to address in conjunction with the referring agency.

Creative ways to engage participants in sessions were explored by different members of the collaboration. These ranged from working hard to make sessions fun and positive for parents who were negative about attending, to raffling meat packs (supplied by a local butcher) at sessions to encourage engagement. An interviewee stated, *“the truth is we have to do anything we can to get people to attend these programmes.”*

Nevertheless, the overriding factor in maintaining engagement was for parents to have successful outcomes recognised and affirmed:

*They seem really excited that they’ve got some control... a success really early on in the course – then you’ve got them hooked and they can be quite motivated to attend the rest of it to see what else they can learn.*

### 3.5 Underserved populations

Incredible Years Hawke’s Bay has an explicit commitment to engage Māori and Pasifika families as priority groups.

*[It] is all about building relationships. If we’re trying to get to those populations, then we need to be in with those populations, so we can see where there may be opportunities, because once you get your foot in, then you can get some leverage.*

Families with the greatest need were seen as being the most difficult to engage. Interviewees suggested that factors linked to being underserved were being;

*high-risk, low socio economic, families that struggle with money and to get to appointments , that don’t have transportation or childcare and don’t have the money to put their children into care, parents who don’t have cognitive ability to read and understand the material, and parents with mental health and addiction problems.*

Sole parents, beneficiaries, refugees and migrants and those from living in low decile areas were also identified as underserved.

In contrast there was a suggestion that delivery of Incredible Years may have reached saturation point in rural Hawke’s Bay service towns. On the other hand, families living in the most isolated settlements may face difficulties travelling to a programme.

Several interviewees mentioned how difficult it could be for grandparents raising children to feel comfortable to attend. A number of grandparents, did however attend and received support from other grandparents on the programme.

Interviewees reported that some Maori and Pasifika parents found groups which were predominantly Pakeha/European *“did not resonate with them, which made to harder to keep attending.”* A facilitator explained, *“You have some parents who are from other cultures or other ethnic groups who feel comfortable in a mainstream course. You have others who feel uncomfortable.”*

Families which were well resourced and from the Pakeha/European culture were seen as more likely to have found *“the system has worked well for them, so they can make it all happen.”* These parents were more organised and structured, and found regular attendance more possible. They were more likely to attend the night programmes, which for some became an evening out *“away from their kids.”* They turned up early to sessions and were more likely to come as couples. As the programme progressed and couples gained more confidence, the programme became a place where they could enjoy each others’ company. This was not seen as a negative thing; as enjoyment of the programme could assist participants integrate what they learnt. The challenge is rather, how to continue to extend the programme to those for whom it is harder to access.

### 3.5.1 Māori

39.4 percent of participants in the Hawke’s Bay Incredible Years Parenting programme were Māori, which is higher than the percentage of Māori in the Hawke’s Bay population (23.5 percent). This suggests that Incredible Years Hawke’s Bay is relatively successful in engaging Māori, (even given the fact that the Māori, population is more youthful than the New Zealand population as a whole). The percentage of participants in the programme nationally who are Māori, is 36.5 percent (Ministry of Education, *IY Parent National Register 2010/11*, Statistics New Zealand n.d.).

A Māori facilitator stated;

*On my experiences with Māori, and my experiences as a Māori ... I haven’t come across another way of working with people that actually connects with the person’s culture quite directly. ... You can be Māori but you may look and act quite differently to the Māori sitting next to you. ... This programme enables that to happen – you’re really trying to look at the culture of this parent in this family.*

*The feedback I have had from Māori who have been on the programme is really positive – really strong advocates ... I haven’t heard anybody who’s been through the programme who hasn’t enjoyed being on the programme.*

An interviewee from the Stewardship Group recognised,

*The way to reach more Māori clients is actually about context. It's about starting to get into the communities and running community based programmes. ... It's about starting to identify the roadblocks to reaching the people you want to reach and looking at how you break those road blocks down – childcare and transport - okay we've got the means to break that down.*

Interviewers explained that framing the Incredible Years programme in a way that was appropriate to the cultural context is necessary to maintain programme fidelity.

One approach that is proving fruitful is the delivery of programmes to specific communities which are targeted to their specific needs. For example, a community-based programme has been run in Flaxmere, delivered by Māori facilitators. The Incredible Years facilitators asked people working in the community, in schools and kindergartens to refer parents whom they thought would come to the programme. A hui held to inform the Flaxmere community about the programme, generated a lot of interest. An interviewee from the Stewardship Group commented;

*They ran it in a way that was respectful of Tikanga... they just incorporated Māori concepts into it. So you can run a course on a marae and follow marae protocol quite easily. And deliver the programme with fidelity.*

One of the facilitators in the Flaxmere programme commented that her training had taught her to check when contacting potential attendees that they did not feel “coerced” to attend; “If they were saying ‘Oh, I’m only coming because I have to come,’ the facilitators didn’t have to accept them.” She felt that this was important to retain Incredible Year’s integrity, “That’s a really important aspect of the programme, to have a group of people who want to improve their parenting.”

Engagement on the Flaxmere programme was very high: “The dynamics change in terms of people’s comfort level and their participation.... The course in Flaxmere, from memory, maintained a hundred percent participation”.

A targeted community-based programme linked to the schools has also been run in Maraenui.

### **3.5.2 Pasifika**

Only 2 percent of Incredible Years Hawke’s Bay parenting programme participants are Pasifika, compared to 3.75 percent of the Hawke’s Bay population and 3.7 percent of programme participants nationally (Ministry of Education, *IY Parent National Register 2010/11*, Statistics New Zealand n.d.).

Interviewees recognised Pasifika families were underserved by the programme. Possible barriers identified were cultural and language differences. An absence of Pasifika agencies delivering Incredible Years or taking part in the Stewardship Group, and an absence of Pasifika facilitators were also seen as inhibiting Pasifika engagement.

Interviewees noted that urban areas with high populations were able to train and retain facilitators from multiple Pasifika language groups to deliver the programme in ways that might not be possible in the Hawke's Bay.

Instead, *"as a consequence of reflecting on the low numbers of Pacific attending the programme"* a Samoan language Incredible Years programme was initiated. Delivery of this programme was underway at the time of this evaluation.

Accredited Palagi (non-Pasifika) facilitators delivered the programme supported by community members who acted as interpreters. Participants were members of the Samoan community who knew each other from existing networks. At the time of the evaluation, the facilitators reported finding it *"stretching but really exciting"* to take on the challenge of delivering a programme using this approach.

The Incredible Years structure supported the facilitators in that they were able to access written translations from Pasifika facilitators elsewhere in New Zealand. Support was provided from a Samoan psychologist. In addition, the facilitators received support from the Pasifika Minister and Minister's Wife who had been instrumental in setting up the group.

Interviewees identified a need to evaluate the programme to assess its success and record lessons learnt. Willingness to collaboratively problem solve different ways to reach underserved families and the desire to evaluate this specific programme are reflective of a quality improvement and evidence-based ethos running through Incredible Years Hawke's Bay.

### 3.6 Collaborative Programme Delivery

#### 3.6.1 Co-facilitating across agencies

Co-facilitation is integral to the Incredible Years model (Ministry of Education 2010) and highly valued in terms of programme delivery and skills development. The opportunity to share reflective conversations with a co-facilitator about what went well and what could be improved from a session was central to skill development in the programme. The close bonds formed had positive flow-on effects for other areas of facilitators' practice, whether clinical, social work or education. Facilitating with different people required the ability to quickly form and build relationships. Defining a basic plan early on in the relationship helped with sharing of roles and decision-making.

An archetypal interviewee comment was; *"It was just fantastic because we were able to really challenge and stretch each other. She [co-facilitator] brought a great cultural perspective that [was] really wonderful for my practice."*

A particular feature of Incredible Years Hawke's Bay is that the majority of programmes have been delivered collaboratively by co-facilitators from two or more different agencies. Part of the reason for this historically was to ensure there was an accredited facilitator on every programme. For a time, only the Ministry of Education and CAFS had accredited facilitators, so it was necessary for NGO facilitators to deliver programmes with them.

This collaborative approach has had positive results for participants, facilitators and agencies. The approach

*Allows you to achieve impacts and outcomes that you could not achieve if you were working in isolation.... Co-facilitating ... between an NGO social worker and a senior staff member from either CAFS or Special Education has the effect of lifting the standard of practice of the NGO social worker and growing their understanding of what fidelity means. It also grounds the ... more specialised government staff in the realities of families. Both sides benefit.*

Facilitators have opportunity to develop good relationships with facilitators from different agencies, share expertise and learn through role modelling from peers. Most found this exciting. One commented;

*I just think it's magic actually. It's such a great opportunity to be working with someone who's often working with a different client group. It's a slightly different skill set, different set of experiences.*

There were challenges in co-facilitating across agencies; *"There can be teething problems with two different organisations coming together because we have different processes and sometimes different skill sets and things like that."*

Successful co-facilitation across agencies relied on the support of senior management in both the agencies. In particular managers needed to have a shared understanding of the time commitment required by both facilitators. One facilitator commented that adequate time is vital,

*to do the job as we need to get the results ... it is quite a significant chunk of time ... The amount of time we get [in my organisation] another organisation may say "Oh no we can only put in half of that," ...[Then] things become very difficult.*

*You're suddenly in the room with someone who's under a lot of time pressure. They can only do so much and then the collaboration thing becomes an oppression. The person who's organisation [has under-resourced them] ... goes above and beyond their normal job.*

A key lesson learnt by the collaboration has been to ensure:

*All our managers are on board with actually what it involves, so you don't get two people in a room supposed to be sharing the responsibility equally, but one has a lot more or lot less resource.*

Individual facilitator personalities can impact on how successful co-facilitation is. One interviewee stated she would choose who she would co-facilitate with. Others saw the matching of co-facilitators as a crucial role performed by the Incredible Years coordinator. His skill in matching co-facilitators and sorting through any issues was seen as a key factor in the success of collaborative delivery.

One key point of the Incredible Years collaborative approach is that it offers individuals and the programme as a whole opportunities for further development through collegial interactions:

*It means we're getting to know each other as colleagues across organisations. [It's a] new experience when you're working alongside people and they've come to feel like colleagues. It's just a much healthier collegial supportive way of working.*

### 3.7 Origins of Hawke's Bay collaborative approach

Delivery of the Incredible Years Parenting Programme in the Hawke's Bay was initiated by CAFS, the Ministry of Education (Central Region), and an NGO, each acting independently. These agencies were impressed by the international evidence base showing that Incredible Years could make a significant positive difference to families. Other agencies in the Hawke's Bay were also interested in the programme's potential.

The Hawke's Bay has had a tradition of collaborative practice in social services, health and education as a result of significant areas of high need, provincial population size (rather than major urban), and a stable workforce of committed individuals. An interagency group had been set up about five years previously to look at a Hawke's Bay wide intersectoral approach to identification and management of behavioural issues.

In this context, it made sense to CAFS and the Ministry of Education Incredible Years Parenting Programme facilitators to see if they could work in a more collaborative way:

*It was a pretty exciting time. There were some quite new thoughts – the idea that maybe we could co-facilitate and deliver together. ... We started thinking about whether management would support us to do that.*

They formed a Facilitators' Group to support this. Managers in the Ministry of Education and the DHB had been thinking along parallel lines. A facilitator remembers:

*[A senior manager] started to help steer us in those directions and was instrumental in the background getting managers of each organisation to start thinking about 'let's do this in a coordinated way.*

A Stewardship Group was formed from government agencies and NGOs. Care was taken to develop a structure that supported the Facilitators' Group already in existence. A Stewardship Group member comments:

*I started with some ideas in my head about how structure could work. But it's really important that you don't expect that's how it's going to happen, because everyone needs to be part of the discussion and the decision. ... You've got to let each person think about whether they want to be part of it and how they can be part of it.*

The approach extended collaboration to a new level by integrating collaborative processes through all levels from referral and facilitation to governance, resourcing, workforce development, and evaluation, using an explicitly structured approach.

The importance of having clear protocols for collaborative service delivery has been recorded in the research (Moran, Jacobs, Bunn & Bilfilco 2007). Incredible Years Hawke's Bay formalised its protocols through an interagency accord.

Initial meetings focused strongly on setting foundations that would make the collaboration work:

*Originally it was a meeting of senior managers to agree at that level the broad principals and value that underlay the programme. To begin with we made decisions such as that we would share all our resources. That every programme would be co-facilitated by an NGO social worker and a senior staff member from either the Child Adolescent and Family Service or Ministry of Education Special Education. We agreed that we would adhere to principles of fidelity.*

Care went into creating a structure that would support programme delivery. Consequently, "You've got a structure that is quite clean in terms of having a Stewardship Group that's about management and governance and then a practitioner [facilitator] group that's about practice."

Both managers and facilitators from each agency are represented on the Stewardship Group.

*Practitioners need to be represented ... [to] be able to bring their issues forward from the Practitioner [Facilitators'] Group. And otherwise if you get a group of managers sitting around a table ... you can actually lose sight of what's real in terms of the practice issues. So I think that blend just keeps it operating.*

Belief in the programme sparked a level of excitement and momentum among agencies which helped collaboration to blossom.

Abramson and Rosenthal cited in Robinson (2004) describe interagency collaboration as a,

fluid process through which a group of diverse, autonomous actors (organisations or individuals) undertakes a joint initiative, solves shared problems, or otherwise achieve common goals.

In relation to the Incredible Years Hawke's Bay collaboration, a Stewardship Group member acknowledges, *"There was a component of it that developed organically.... That's a much better way to do it, rather than having a grand plan and trying to impose your grand plan on everybody."*

The Incredible Years Hawke's Bay collaboration was operational prior to the Ministry of Education embarking on its national Positive Behaviour for Learning Action Plan, which provided funding for NGOs to deliver Incredible Years. In the Hawke's Bay, CAFS, the Ministry of Education and an NGO *"just got on and did it,"* putting forward facilitators to co-deliver with each other. Each agency, including the NGO absorbed the costs of its involvement from within its existing budget.

Thus, when the national initiative came on-line, the organised collaborative approach in the Hawke's Bay

*was already well in place. It made a very easy transition for... almost seamless. ...Here was something [contracted funding] that would promote us to be a stronger group because we could deliver more programmes.*

### 3.8 Collaborative Structure

The agencies involved in Incredible Years Hawke's Bay realised that *"the population served by Incredible Years is already linked into health, education or social services to access support"* and *"It is only collectively that we can do our best work. It's about bringing the best brains together and saying '... what do we need to do?'"*

Nevertheless, experience has shown that collaboration can be time-consuming (Moran, Jacobs, Bunn & Bilfilco 2007) and not always successful. Some interviewees had previous experiences of intersectoral groups, that came together and then looked for an activity to focus on. For example, an interviewee recalled a period when government managers had been told to work collaboratively, with requirements to hold interagency meetings included in performance agreements. As a result:

*You tend to get people sitting together and you think, now what are we going to do? And then they try to find a cause. ...If a group has to keep meeting about purpose, perhaps there is no reason to meet.*

The agencies involved in the Hawke's Bay Incredibly Years collaboration encompassed NGO and government sectors as well as "medical model and educational model and social model." Disparity of professional paradigms has been described as the "Achilles heel of partnership" between health and social care (Hudson 2002). Frost (2005) cited in Moran, Jacobs, Bunn and Bifulco (2007) notes that, "professions are defined by what makes them distinctive rather than what they have in common" (p. 149).

Interviewees acknowledged;

*The three NGOs, CAFS and Special Education all have different cultures. They use language in different ways. Their staff come from different disciplines and therefore have different values. And so there are inevitable misunderstandings and tensions when you work collaboratively.*

The key was finding the right approach and having a definite delivery focus;

*With collaboration the first thing is a shared set of values, but the key thing is a purpose for collaborating. If you don't have a purpose than you can have the best will in the world but you won't achieve collaboration if you don't know what you're collaborating on. It's about having focus. ... There needs to be something that you're collaborating on, something tangible. ...*

The model used by Incredible Years Hawke's Bay drew on existing experiences and relationships but was unique in its depth and stability from resource sharing to collaborative co-delivery:

*I'm not aware of any similar initiative. I've attended a hell of a lot of interagency meetings in my time ... And I think that for me this has been the most satisfying interagency collaboration and it's because it's been about something tangible.*

Taking the time to agree local processes, collaborative principles, modelling, performance managing staff and pooling resources meant that the collaboration had a strong foundation.

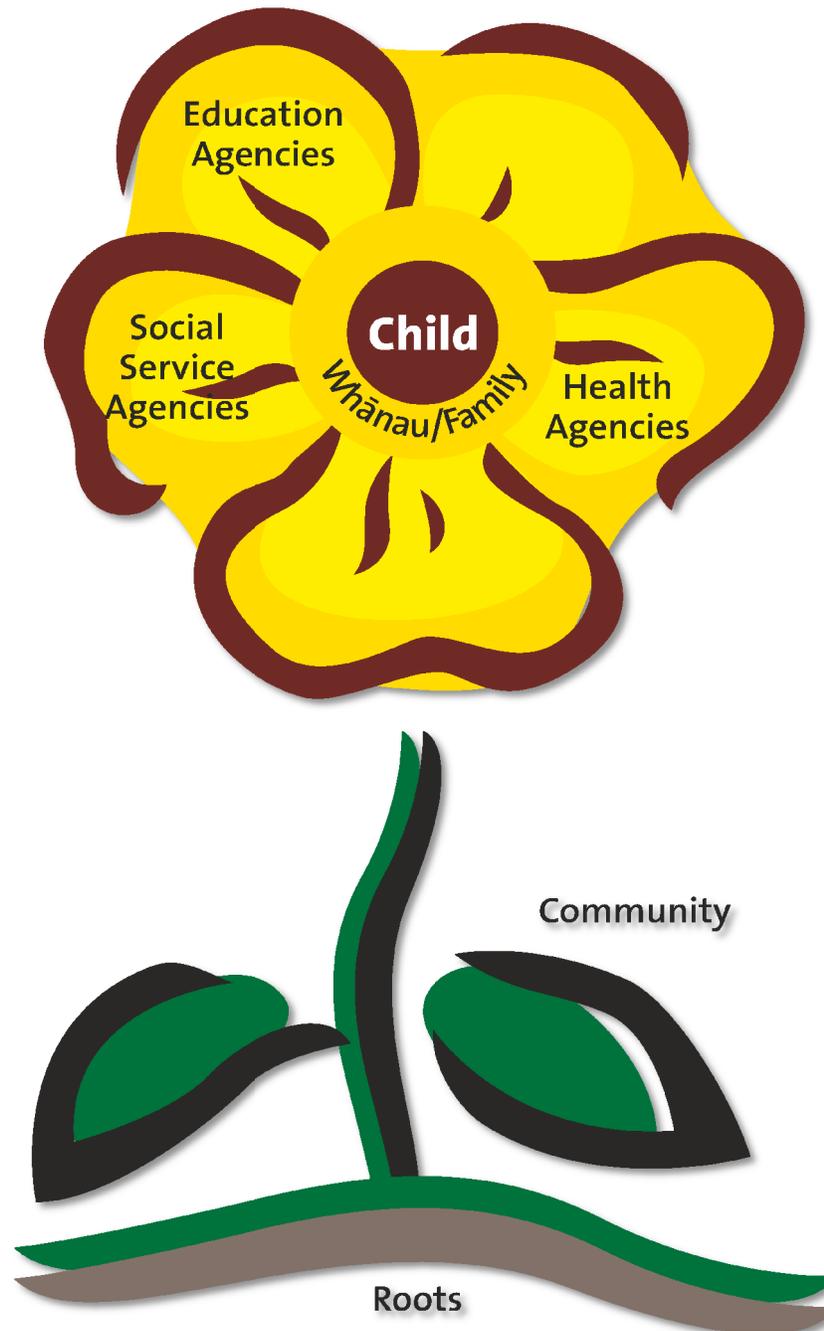
At the delivery level the Hawke's Bay Incredible Years model is distinct from other types of interagency work such as case management conferences, or school student behavioural plans because the participants work and learn together collegially:

*We're spending time in supervision together. We're planning and going off to trainings and things. Suddenly the people around my colleagues and the team I'm involved in has got a whole lot bigger. And that's pretty cool support. Which to me fits nicely with this idea sitting in my mind of Hawke's Bay as a community. To me the synergy's there. Suddenly I'm not just thinking the smaller picture. I've got this big group of colleagues around me.*

The shared collaborative commitment was expressed by one participant using the image of a flower, with children at the centre of everything they do, and the agencies are like the petals that support and surround them "a child-centred approach."

Factors contributing to the collaboration's success are discussed below in terms of the function and operation of the collaborating agencies, the Stewardship Group and the Facilitators' Group.

## Collaboration Metaphor: to support positive change for children and their families



### 3.8.1 Agencies' Commitment to the Programme

Webster-Stratton and Herman (2010) write; "No program can be faithfully implemented without adequate resources and internal managerial support for the group leaders or teachers delivering the program" (pp.47-48).

They recommend that facilitators:

should be comfortable leading groups and motivated to support families, teachers and their children...and not be mandated to take the training or sent to training without planning how their workload will be readjusted to allow them time to learn the intervention and to receive supervision and consultation.

(Webster-Stratton and Herman 2010 p. 45.)

The strength of the Incredible Years programme in improving childhood outcomes offered motivation for agencies to commit fully to the programme and active collaboration. Those involved recognised in Incredible Years "*a really powerful programme, if it's done properly*" and strongly evidence-based. To get the best outcomes required a commitment to quality delivery.

Agencies' active commitment was supported by and encouraged "*highly committed individuals working as a strong team.*" All interviewees were very positive about their experiences of the programme and expressed a strong commitment to it. Typical comments included,

*My personal commitment is that I have a strong belief in the importance of Incredible Years and bringing about some of the changes we want to bring about for families in the Hawke's Bay and for kids.*

and,

*I love the programme. I am very passionate about it.*

Commitment was sustained through a strategic decision to incorporate a culture in which agencies and practitioners regularly reflected on successes and received feedback on what they had done well. This was such an intrinsic part of the programme that one interviewee commented:

*I have had a few colleagues say "You've been in IY a bit long; you're racing around giving each other praise and compliments and stuff." Quite frankly it feels pretty good and it's nice to get it, you know? I'm pretty happy when I get [praise]. .... We're not ignoring the difficult stuff, but we're focusing on positive aspects.*

The shared perception that everyone involved was “*passionate about providing really good programmes in a coordinated and cohesive way*” created its own self-reinforcing momentum in a virtuous circle. Agency managers were quality focused within their own organisations “*to support families to make the changes they want to make, for environments to improve for children.*” Long-term solutions were valued over attempts at “*quick fix*” solutions for families.

Ministry of Education’s Incredible Years contracts require facilitators to be available for sufficient hours to adequately provide the programme.

*One of the critical things they [IY contract holders] are also doing to support, is allowing two days a week for people to deliver the parent programme. ...So you’re delivering on one day that’s two and half hours but it probably takes you five hours by the time you’re set up and all that. And then you’ve got the other time to work with the parents –the ones you need to do a little bit extra with to help them, try to get people on board, finding out why they might not have come. You know, all those things which really do affect those people who’ve often got very challenging children.*

Commitment to fidelity is a strong Incredible Years principle. It was seen as being promoted particularly strongly by the Ministry of Education. One interviewee said of the Ministry of Education that fidelity is “*kind of like their Bible ... for Incredible Years.... They are certainly very passionate about the fidelity and sticking to it wholeheartedly.*”

This interviewee used the word “*pedantic*” to describe the determined adherence to fidelity. Others noted that it could get in the way of flexibility. Interviewees, however, acknowledged that the effectiveness of Incredible Years was only proved if the programme was delivered in this way. As a result, the ethos of fidelity ran throughout the collaboration, from training and accreditation to co-facilitation, session content, and facilitators being given the allocated time to provide the programme.

### **3.8.2 Congruency of collaborative values**

Programme values of collaboration permeate at all levels of governance and delivery, with interviewees expressing a high degree of congruence between the values of the programme and the way in which it is governed, coordinated and implemented.

*Modelling is a key principle underlying things for us. Everything we’re doing as facilitators we’re modelling what we would want others to do. ... Underlying it’s the relationship stuff, so it’s building good positive fund relationships with your kids but also building positive relationships with your colleagues and across organisations.... In a collaborative approach it’s not that expert model where you’re coming in and teaching – sure, you might be presenting some ideas, but it’s the exploring, the underlying stuff makes the big difference; it’s the stance that we take within it.*

Respectful communication and conflict resolution in families was modelled in programme governance and delivery. Although one agency was seen to have taken the lead at the beginning, sustaining the collaboration required, *“the willingness ... for the rest of the organisations to step in ... to share their ideas or sometimes challenge as well.”*

### 3.8.3 Local knowledge and specialist skills

The agencies were able to offer managers and staff with existing relationships and previous experience of collaboration to take part in the Stewardship Group. Each agency brings strengths to the collaboration that others benefit from. The government agencies have access to national information and certain specialist skills. The NGO agencies bring *“the social work principles of warmth and engagement and recognising the strengths of families.”*

Agency staff who are not directly involved in Incredible Years played roles by referring parents and families to the programme, and liaising with facilitators to offer support to clients.

As a result of collaboration, sharing data became easier. *“The perceived issues of information sharing and privacy are not as problematic as they are when organisations don’t have that collaborative relationship”*. This benefited participants, and programme evaluation.

### 3.8.4 Stewardship Group

The literature recommends collaborations use an interagency forum to

aid coordination, as well as promoting multidimensional case formulations and management plans, monitoring systemic issues between agencies and promoting common solutions that have currency for workers in organizations with different conceptual and developmental frameworks.

(Lee, Dillon, Dorries, Beech and McDermott 2004, p. 266.)

Such a forum

can provide containment and counter the tendency for agencies to return to preforum ways of functioning, often typified by concerns over dominant organizational cultures, legal and reporting obligations, funding differentials.

(Lee et al 2004, p.266.)

The Stewardship Group is the strategic decision making group within the structure of the Hawke’s Bay Incredible Years collaboration. Its function is to undertake *“collective decision-making about planning and running Incredible Years programme in the Hawke’s Bay”* and *“ensure that, as much as possible, the programmes can be managed, rather than piecemeal.”*

The Stewardship Group:

*agreed to have values up front. We agreed the broad principles up front. Those principles were modelled by the leadership. Expectations were clear of staff. Staff were supported and performance managed to adhere to those. They're praised when they did and corrected when they didn't. We celebrated success and framed it in terms of the collaboration. We had processes in place to identify early when there was a conflict and to resolve that at the lowest possible level and in the most timely possible fashion. And then within that the kind of nuts and bolts were managed to be consistent with those values and principles. So we did share resources. We did ensure that every programme was jointly facilitated. We did ensure that we jointly managed our facilitator workforce. That we had joint allocation. That we had shared resources. And when any organisation or individual became possessive then we addressed that in a timely fashion and by emphasising those core principles that we'd agreed already.*

All interviewees had similar understandings of the function of the Stewardship Group. This congruence in itself indicates that early work conducted on establishing structure and expectations was rewarded.

To function effectively the Stewardship Group required;

*Having the people together who can make the decisions that need to be made to remove barriers to the delivery of the Incredible Years programme. If the Practitioners' [Facilitators'] Group identifies an issue or a barrier it can come to the Stewardship Group and you've got the people sitting around the table who've got the mandate to do something about it.*

This requires members of the Stewardship Group who are sufficiently high-level within their own organisations to have the mandate and authority to make decisions. Hudson (2007) reports, in relation to another collaboration that, "Much of the success ... has been down to the presence of the right people in the right place at the right time at strategic and operational levels" (p.14). This was also found to be true of Incredible Years Hawke's Bay.

Facilitators saw the Stewardship Group as an efficient mechanism for decision-making (this is true both for those who had been Stewardship Group members and those who had not.) For example, an interviewee reflected:

*You're not waiting for some cumbersome process where my manager might get in touch with this manager, and she can't do it so ... it's got to then go on to the next one. It is more efficient.*

From conception, the Stewardship Group consciously included a manager and facilitator from each agency. This balance assisted the Stewardship Group to combine strategic and practical thinking.

*It keeps a group real to actually have practitioners sitting at the table. And practitioners can get a window into management decisions and see a group working to assist them in the delivery of their programme.*

The presence of a facilitator from each organisation on the Stewardship Group grounded and energised the Group. Their presence was found to provide:

*direct frontline feedback from the families, and that keeps you [Stewardship Group members] motivated and excited and can see the benefits of the programme, so you want to be able to keep that going and make it work well.*

Sharing a clear purpose focused the group;

*With Incredible Years you've got an example of a specific programme delivery, there's a focus on doing something together. It's not an amorphous type of task. It's actually quite a distinct task. And so you don't have a group of people who sit around wondering why they are meeting for meeting after meeting.*

The type of decisions made by the Stewardship Group has evolved over time. Initially discussion centred on principles and structural issues for collaboration as well as operational issues. As the programme has developed in the Hawke's Bay and nationally, the Stewardship Group has been able to focus more on strategic issues such as prioritisation of the waiting list, access criteria and evaluation.

Modelling effective communication provided a means for the stronger voices to express themselves in a way that ensured people were not devalued. Clear structures, shared trust and the awareness that all were focused on ensuring the programme was the best it could be in order to improve outcomes for children created a constructive atmosphere. Interviewees commented that; *"Valuing what people bring to the table is really important in terms of everyone feeling they have a contribution to make."*

Interviewees believed the Stewardship Group worked well, with *"really good discussions."* One interviewee reflected *"we don't have to agree ... but we have to find that common ground ... that enables us to move forward."* The challenge of different perspectives was overcome by a *"willingness to let go of some things"*

*Willingness to listen, to reserve judgment, to think about and always hold at the centre of everything we do, the children ... be willing to voice concerns in a way that's not aggressive ... find that place in the middle [in navigating different paradigms].... It's all about negotiation.*

Challenges in prioritising time have, on occasion led to “slippage” in the attendance at the Stewardship Group. Although this may seem inconsequential, a number of interviewees noted that when a key agency was unable to make a manager available to attend for a period of time, this created difficulties for decision-making and strained the collaboration as a whole. It was also seen to place facilitators in that agency in a problematic position:

*delegation has been made to people working in the field.... It's been a little bit frustrating for them because they've been told to step in for the manager, but they haven't actually got the delegation to make the decisions which puts them in an unfair position I think.*

It was, however, noted that the Stewardship Group has moved through that phase. A facilitator on the Stewardship Group commented:

*The managers from most of the organisations were there. ... they placed value in it. I think that was really, really important. When there were managers from certain organisations that didn't show up it was quite noticeable in how it affected their teams and how it affected the outcome in decision making. ... meetings can be unevenly weighted if you've got certain organisations that always go and are always there to make decisions that are influential. They might not be the biggest players or have the most knowledge about the programme. ...if you have organisations that don't have managers in place at that time ... then they're not part of the decision making and [sometimes] decisions can't be made. As a facilitator you can't make decisions on behalf of an organisation.*

The meetings allowed any issues to be addressed: “Sometimes there's some small ones and sometimes some bigger ones. But we talk about them, find a way through.”

For complex issues a sub-group may be set up to work on a possible solution which is then put to the whole Stewardship Group for decision-making. For example, at the time of the evaluation a sub-group was working on criteria for prioritisation and managing the waiting list.

The Stewardship Group also operates to share knowledge and expertise. The Ministry of Education reports on national issues, and on local contracting decisions. This information sharing is welcomed by NGO members, as it is noted that inevitably Ministry and CAFS members have greater access to knowledge of this type. The agenda contains an item for each organisation to report on how the programme is running for them, offering a valuable information sharing opportunity. This means that valuable networking is provided for.

Meeting structures provide certainty and confidence. The Stewardship Group always meets for an hour at the same venue, at the same time, and on the same day of the month. Meetings follow a set agenda and time keeping is strictly managed. Chairing and minute taking are rotated among the manager and facilitators from all agencies to create a sense of equitable distribution of power and responsibility. Action points are noted and reported on at the next meeting. Agency commitment means that most actions are completed. If not, the reasons are explained and a strategy going forward is suggested.

Stewardship Group members interviewed agreed that attending these meetings was a positive and constructive use of their time.

### 3.9 Facilitators' Group

Facilitators from all agencies attend the Facilitators' Group.

*It's for us discuss practice issues. What we're finding actually in the coalface ... to support each other; to have an environment where we can share, problem solve and explore and then give feedback back up to the Stewardship Group. ... That's hard to achieve if you're not meeting face-to-face. ... [The Facilitators' Group] creates that feeling of all being in the room together. Colleagues all working on the same project. It's great because it's just a place where we've got some freedom just to bounce stuff around.*

Initially, the Facilitators' Group was central to gaining initial consistency of deliver, and referral processes across the Hawke's Bay Incredible Years programme. For example, it was found that while most organisations were providing a course book free of charge to parents, one organisation was charging parents for this resource. Facilitators were able to get the inconsistency addressed, so parents would receive the resource regardless of which agency they attended the Incredible Years programme through.

There was a two-way flow of information between the Facilitators' Group and the Stewardship Group, through the cross-over in membership. As well as identifying strategic issues to send to the Stewardship Group, the Facilitators' Group also received reports back on Stewardship Group decisions. Facilitators who are also Stewardship Group members played a crucial role as the conduits of information between the two groups. Facilitators in this position were very positive about it and careful to represent the views of facilitators generally.

Solutions instigated by the Facilitators' Group include changes to the referral forms and addressing travel and childcare barriers to attendance. Over time the development of national protocols and manuals has removed some of the need for Facilitators' Group to work on consistency at a local level.

Sharing positive stories, successes and enthusiasm about the families everyone was working with was a vital function of the Facilitators Group, to keep the momentum going and support motivation.

As with the Stewardship Group, the shared passion, commitment, and culture of praise and valuing people created trust and support.

The fact that facilitators from different agencies worked together to deliver the programme made collegial support of the Facilitators' Group particularly important. As Hudson (2007) notes, "Effective team working is built upon respect for the activities and judgments of one another" (p.11).

The Facilitators' Group also help ensure all agencies provided facilitators with the required amount of time and resources to run the programme with fidelity so that facilitators did not experience burn-out:

*Then we minute up and report to management from there. Celebrate what's going well. We might hear something about another programme. We can tell that facilitator what wonderful things we're hearing.*

The Facilitators' Group is structured, with the chairing, hosting and minuting roles being rotated. Efficient processes avoid confusion and changing the meeting venue around agencies offered a practical way of demonstrating that all are agencies are of equal importance and maintained shared buy-in.

There had been consideration of using the Facilitators' Group for supervision purposes, but this appears to have been superseded by other structures.

### **3.10 Central coordinating person**

While the evaluation revealed that different people took key roles at different times, the centrality of the Incredible Years facilitator at the Ministry of Education was repeatedly mentioned as a reason for the collaborations' success. This person sat on the Stewardship Group as well as facilitating programmes and coordinating programme delivery as a whole. As such he was a lynchpin of the programme, and key to holding the various elements together through ensuring a positive flow of communication.

### **3.11 National level support**

The Incredible Years Hawke's Bay has engaged with the Ministry of Education at a national level with key participants ensuring there is a flow of information to and from the national office of the Ministry of Education. The desire to influence national practice functions as a deliberate strategy to promote innovation and continuous quality improvement.

*There's a national spotlight on the Hawke's Bay programme... . We've been clear that because we're innovative and we're adhering to principles of collaborative best practice, we expect to get outcomes that are better than national.*

The empowerment focus means that facilitator innovations can be welcomed and widely adopted. For example, the image of a piggy bank filled with coins to demonstrate how parents could fill up their child's emotional wellbeing was suggested as a useful resource by Incredible Years. However, one facilitator commented that the image,

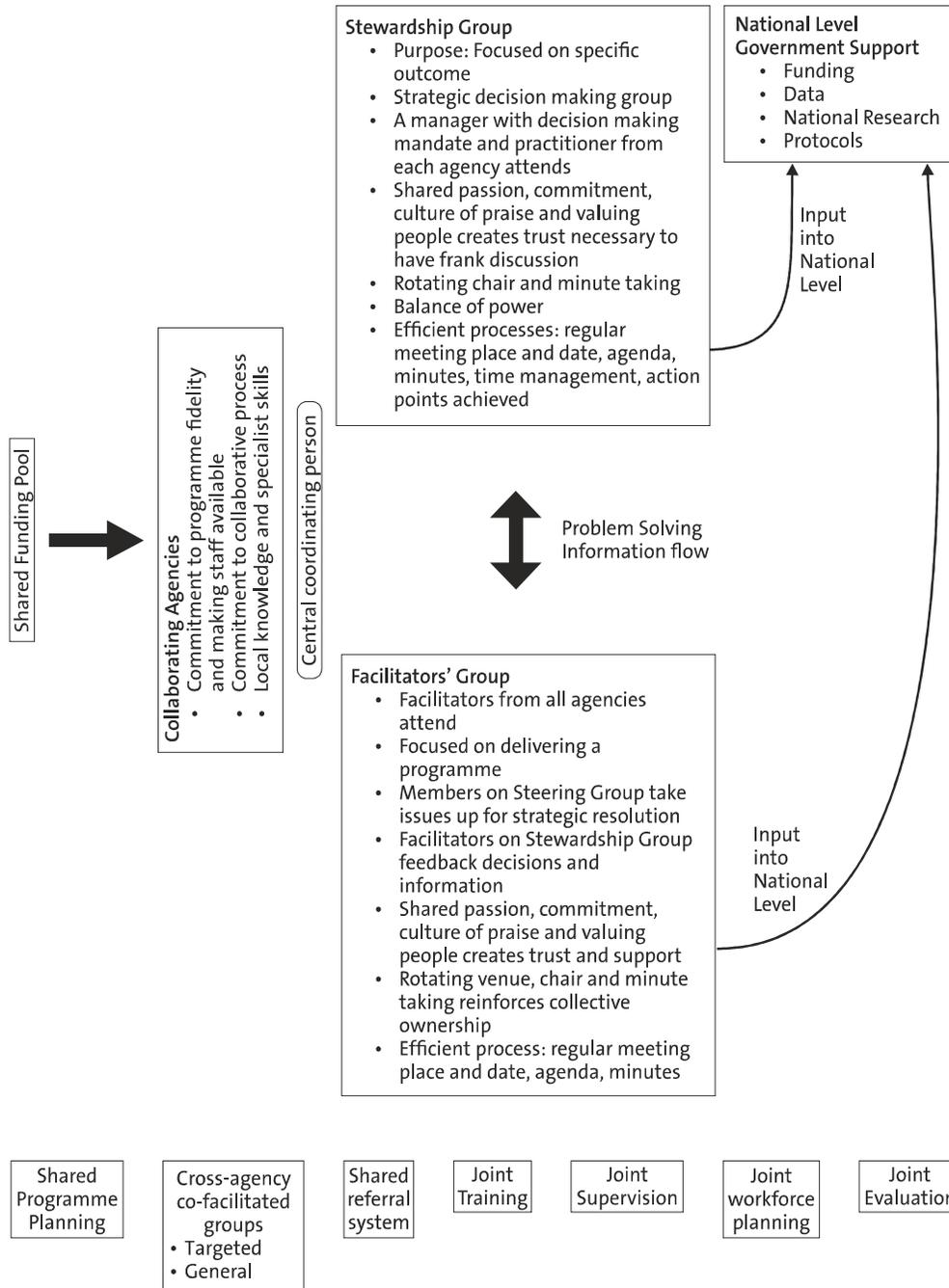
*never really gelled with me ... it needed something else which gels with Māori. That's when we developed the kete ... the parents loved it ... and I also brought in the concept of using te harakeke and telling parents ... about the [new shoots] flanked by the parents and how we, as a whānau, hapu, iwi and school teachers and the community, and the universe as a whole help support this child to grow.*

The concept was incorporated from the beginning of session and gave participants a visual image to hold onto. Interviewees explained that the kete concept has now been included in DVDs and become part of the accreditation in relation to delivery for Māori,.

Interviewees acknowledged the work of the Werry Centre and Special Education (Ministry of Education, National Office) in ensuring relevant resources and training were available to make the programme relevant in the New Zealand context, particularly for Māori,.

Incredible Years Hawke's Bay personnel have input into national-level decision-making through various means. For example, an experienced facilitator is a member of a national group developing protocols and procedures.

## Model of Effective Collaboration



### 3.12 Issues and directions

#### 3.12.1 Families needing intensive support

Engaging and delivering the programme to “*the most troubled families*” was a focus of the collaboration. One interviewee explained that there is a “*small but significant population*” of families that,

*don't want Social Services or Health Services or Education Services around. They fall under the radar. They're the ones that often the children don't have a GP. They've not been immunised. Mum shows up at the hospital to deliver and she's gone again as soon as baby's born. .... And the kids are often truant from school.*

For some families dealing with multiple stressors such as mental illness, addictions, care and protection issues, family violence and cognitive difficulties, committing to attend a 14 – 16 week for two hours each week programme could be extremely difficult.

Many interviewees commented that the families with the greatest need did benefit from the programme once they were engaged. One facilitator reflected she had come to realise that what she wanted a parent to achieve from Incredible Years might be different from what that parent wanted, which “*might be a lot less.*” She reflected; “*that doesn't mean to say that I need to give them less. It does mean that I need to make sure that they get [what they want].*” This might be all they could take on at that time.

Some Interviewees suggested that for a few families the level of support offered by Incredible Years was still not sufficient “*either the time wasn't right or the level of specific individual need was too great to be met in a non-targeted group programme.*”

Despite the Hawke's Bay's relatively high retention rates, the Stewardship Group is aware of a need to better understand those families that start Incredible Years but do not finish it. It was hypothesised “*that's usually that the initially assessment was incomplete ... and there were issues within the family that weren't sufficiently understood.*”

Facilitators agreed it was important to get “*a sense of actually what is going on [for families] - Is it the right time to be starting a group like IY?*” because “*it's not helpful to set them up to not finish. It's just another added thing that didn't work.*”

*If it's because of incomplete assessments before they came to IY the initial assessment needs to be better. If it's that's families with issues were well known but they were too complex they probably shouldn't have been there in the first place. If they were well known and there was an issue that cropped up because a family's chaotic and things crop up that may be inevitable turn that we can do nothing about.*

The Incredible Years programme was seen as content-dense, and for some participants it was too difficult to keep up with the rest of the group even with one-on-one support between sessions.

Options identified to successfully support the highest need families included postponing their enrolment in Incredible Years until the family's immediate stressors had passed, or offering more intensive programmes targeted at those with the highest needs. For a very small group of families "at the top of the triangle" of need, it was felt different services and programmes were required.

### 3.12.2 Increasing the focus on targeted community-based programmes

Examples of targeted community programmes to date have included the Flaxmere and Maraenui programmes and the Samoan programme. Interviewees believed that community-based programmes should be extended. Perceived advantages include reaching underserved populations, and participants arriving at the course either knowing each other, or coming from similar communities and therefore being able to bond more quickly.

*We know that there are some communities where there are higher levels of need. ...Camberley, Flaxmere, round Raureka ... I think that increasingly we will be working in with the educational facilities in those area to run programmes.*

Programmes could also be targeted at families with needs in common. For example, a programme that runs at a slower pace would better meet the needs of those with cognitive difficulties. It was recognised that other high needs populations such as refugee and minority migrant groups in the Hawke's Bay may not reach the critical mass required to make a targeted programme viable. Efforts would continue to be needed to meet their needs within the mainstream programmes. On the other hand, small isolated settlements in which people face difficulties with transport might potentially benefit from a targeted programme being run in their area.

#### 3.12.2.1 CAFS Programme

Recently, CAFS made a decision to run its Incredible Years programme separately as courses with a longer time-frame which would be co-facilitated by two CAFS staff. Decisions about the CAFS programme were being communicated and discussed as part of the Stewardship Group process.

Factors in the CAFS decision may include perceived efficiencies, effectiveness and the need to maintain trust of colleagues in a hospital environment. For example, one interviewee commented that paediatricians may decide to send someone to Incredible Years based on the fact that the programme is facilitated by trained facilitators from within the DHB.

This illustrates the complexities of maintaining collaboration across agencies while also meeting the collaborative expectations within one's own agency and suggests the challenge of maintaining interprofessionality in health and social care (Hudson 2002) may be an issue. On the other hand, an intensive Incredible Years Programme targeted to the specific needs of CAFS clients may be one way to address the needs of families dealing with very complex issues. It was suggested that facilitators of Ministry of Education funded Incredible Years programmes could refer participants to the CAFS

Incredible Years programme, provided they met the criteria. This could offer a pathway for those participants who are identified as having needs that are too complex to be met on the standard programme.

The first CAFS programme was underway at the time of this evaluation. It would be beneficial to evaluate its success in providing a pathway for families with highly complex needs, and meeting the needs of participants, and its effect on collaborative delivery going forward.

### 3.12.3 Māori and Pasifika agency involvement

The collaboration did not include any Maori or Pasifika agencies as deliverers or Stewardship Group members. Several of the interviewees mentioned this as a gap they are seeking to address, in order to better meet the needs of Maori and Pasifika families.

### 3.12.4 Managing Referrals and the Waiting list

As community awareness of the Incredible Years Programme increased, referrals also increased, creating a situation where, in the words of one interviewee, *“our waiting list has become huge.”* The waiting list has been *“closed”* on at least one occasion, meaning no new referrals were taken for a period. The Stewardship Group recognised the situation was unsatisfactory. Some families referred to Incredible Years were on the waiting list for extensive periods.

The length of the waiting list also caused workload issues:

*The facilitators are ringing huge numbers of people before they get their group sorted, and then they have to ring everyone else and let them know that that group’s full. They’ve had eighty or a hundred people to phone.*

Interviewees recognised the need to manage the waiting list and ensure *‘the families that are in most need of that, and appropriate for the Incredible Years programme’* receive it in a timely fashion.

*We had a discussion and ... sort of raised that perhaps we could use something like the Strengths and Difficulties Questionnaire where it at least gives a criteria or a standard or a point where, you meet the criteria and ... you go on the list.*

The Stewardship Group set up a small working group to address the issue. CAFS and the Ministry of Education had prior experience of principles of waiting list management such as *“that it must be jointly agreed, well communicated, transparent and consistent”*, but the solution proposed, had to also recognise NGOs values and ways of working. One interviewee said that the shared history of collaboration meant *“the trust and mutual respect was there, and so we worked our way through and agreed within half an hour. [Whereas] other places I’ve worked that might take six months.”*

### 3.13 Workforce Development and Resourcing

The Stewardship Group had an explicit process for collaborative workforce development. Trained facilitators are the programmes most important resource. The five organisations all contribute facilitators.

*We manage that resource collectively through the Practitioner [Facilitators'] Group. ... We collectively monitor the number of practitioners who've been trained as IY facilitators. We ensure that there's enough to deliver the programme but not so many that the facilitators don't get sufficient experience to gain accreditations. Accreditation is formally managed. ... We share the workload in such a way that we maintain the skills and when staff leave we collectively manage that so there a large enough but small enough [pool] of facilitators who are maintaining their skills.*

Intersectoral collaboration meant that facilitators were able to learn from a wider range of co-facilitators, including from different disciplines. Most found this exciting.

The process of becoming a facilitator required a number of steps. A new facilitator may observe a programme initially, then co-facilitate in a junior role before moving into taking equal responsibility in co-facilitating. Some Incredible Years facilitators commented that they felt they had shifted from being a pure observer to having to take equal responsibility too quickly. On the other hand, one facilitator with extensive prior experience of running parenting programmes felt it took too long before being allowed a significant role in programme delivery.

Initially a newer facilitator will *"kind of shadow ... then as you evolve and get more confident you take more of a lead."* It was a challenge for experienced facilitators to lead while being careful not to undermine or inhibit newer co-facilitators. Experienced accredited facilitators talked of working hard to not slip into an *"expert"* model, as this was *"not helpful to anyone."*

For the collaboration to work it was also important for new facilitators to take responsibility for paperwork and between-session support of participants to avoid their co-facilitators becoming overloaded.

The best learning partnerships occurred where facilitators were able to instil confidence in each other, whilst, still learning and sharing roles and responsibilities.

Facilitators interviewed commented on the importance of accountability and professionalism when committing themselves to the role and the subsequent paperwork which accompanies these responsibilities. One of the challenges highlighted by three of the facilitators was being able to balance and manage the workload between Incredible Years and their current role.

*The workload is a big chunk of your work time-wise and energy-wise and you have a lot of paperwork preparation and the actual course and then setting up, closing it off, debriefing and managing that alongside...[other] work.*

One of the facilitators commented that the role of the facilitator was now much bigger than when they had begun to deliver the programme and that this increased workload could affect the motivation and engagement of current and prospective facilitators.

*We had a lot of facilitators who were really interested in IY but as soon there becomes so many more hurdles to do everything it's just too much extra workload for people and they lose their motivation... that's putting facilitators off and meaning we're losing some good facilitators potentially.*

Finding time to collaborate on co-facilitation could be challenging for facilitators:

*It's no longer as easy just too kind of link up with your colleague and just do the work. When you're working with another organisation you have to make meetings somewhere and you've still got your travelling time to and from. You can't just quickly catch up when you've both got some time free.*

### 3.14 Funding

Collaboration on Incredible Years began prior to contracts being available to NGOs. At that time one NGO made the decision to deliver Incredible Years without additional external funding, due to its belief in the value of the Programme; *"It was really good in the Hawke's Bay because we just got on and did it."*

Some interviewees saw this as a cause for optimism that the current collaborative delivery might survive if government funding for the programme was ever withdrawn.

Fears that the introduction of contracting would lead to decrease collaboration have not been realised to date due to the strength of the pre-existing collaborative structure and ethos. Interviewees praised the Ministry of Education's handling of contract negotiations and distribution with contracts being distributed across organisations, and a transparent process. An NGO interviewee commented; *"I think that's taken some of that competitiveness away and allowed working together without that pressure and worry."*

The Ministry of Education's role as a deliverer of services as well as a funder was seen as helping to ensure that the Stewardship Group's focus remained on delivery of the programme to parents.

Several interviewees feared that tightness around funding might lead to a more competitive environment in which collaboration was inhibited by agencies protecting their information and expertise for competitive advantage because *"you fight for the dollar."*

Government funding for Incredible Years comes from Vote: Health and Vote: Education. The silo'd nature of funding was seen as a big challenge to collaborative delivery. At times Health funded and Education funded facilitators had been prevented from co-facilitating due to funding rules; *"because*

*we each had targets to meet ... [it was assumed] we're going to double-count – we wouldn't of, but we got funding sort of getting in the way."*

This was frustrating. For example, on occasion it meant that the two best suited people could not present a group together, even if the group required specialist skills that only they could bring. It is not clear whether silo'd funding was a factor behind CAFS' decision to withdraw from co-delivering programmes with facilitators from other agencies.

The Ministry of Education analyses quantitative data concerning the programme. Historically, only programme data related to Vote: Education funded programmes was included in this, leaving an information gap around data from those programmes funded by Vote: Health.

Good relationships between the Incredible Years Hawke's Bay Programme and the Ministry of Education National Office allowed the issue to be addressed. An interviewee reported that it was agreed that the policy was detrimental to collaboration. As a result, *"now we have the data from all our programmes being analysed irrespective of whether Ministry of Education deliver it or not."*

Many Stewardship Group members would like to see a way to combine the two funding streams into a common pool so that planning could be streamlined.

#### **3.14.1 Uncertainty**

At the time of this evaluation, Ministry of Education funding for Incredible Years was only assured until June 30 2012 (the end of the 3 year period initially funded as part of Positive Behaviour For Learning Action Plan). Nervousness was expressed about budget announcements that were due shortly after the interviews concluded.

Despite the uncertainty of future funding in times of fiscal restraint, members of the Stewardship Group were cautiously optimistic that the funding would continue due to the evidence base showing the programme's effectiveness. Increase government emphasis on evidence-based funding was seen as a *"good thing,"* because *"the evidence is clear what works."*

Nevertheless the situation created pressure for NGOs. One interviewee wondered, *'In a tightened financial climate how are agencies able to maintain their staffing, and do they want to train other people in Incredible Years when the delivery may be scaled down?'*

At the delivery level a facilitator questioning whether the effort spent on achieving accreditation was worth it, if there was a chance the programme would not continue. (Subsequently further funding for the Incredible Years Programme was announced as part of Budget 2012).

## 4 Conclusion

This evaluation revealed strong commitment from those involved in Incredible Years Hawke's Bay to the programme itself and to a collaborative model of programme delivery. The passion for the way the programme is delivered in the Hawke's Bay is justified given the high retention rates and outcomes (Eyberg scores) achieved locally.

By establishing an efficient, functional collaboration, the agencies involved in Incredible Years Hawke's Bay are able to share programme planning and referral systems, co-facilitate groups across agencies, and engage in joint training, supervision, workforce planning and evaluation. A conscious commitment to collaborative processes allows issues, such as engaging underserved populations and managing waiting lists to be addressed.

Successful collaboration requires ongoing commitment from all involved, including openness to evolution and development. For the collaboration to continue to prosper it is important that active participation on the Stewardship Group by at least one manager with decision-making authority from each collaborating agency continues. Equally important is ensuring that facilitators continue to have the time to deliver the programme with fidelity, collaborate with each other and sit on the Stewardship Group. An emerging challenge is to ensure the collaboration continues to be cohesive, despite one agency no longer running programmes in collaboration with the others.

Incredible Years Hawke's Bay has been relatively successful at engaging Māori participants compared to rates of Māori participation in Incredible Years nationally, and compared to the proportion of the Hawke's Bay population that is Māori. Nevertheless, there is an ongoing need to engage and deliver the programme to families from underserved populations, particularly Māori and Pasifika families. It would be helpful to evaluate targeted community-based programmes run to date for effectiveness and lessons learnt. Actively seeking Māori and Pasifika agency involvement in the collaboration may also be helpful.

A particular need has been identified to ensure the programme reaches families requiring intensive support, such as those with multiple complex needs. More in-depth targeted provision of Incredible Years or another evidence-based collaborative parenting programme may be needed.

Social service, health and education agencies may also find the model of collaboration developed by Incredible Years Hawke's Bay and sketched in this report offers a blueprint on which to base other collaborative efforts.

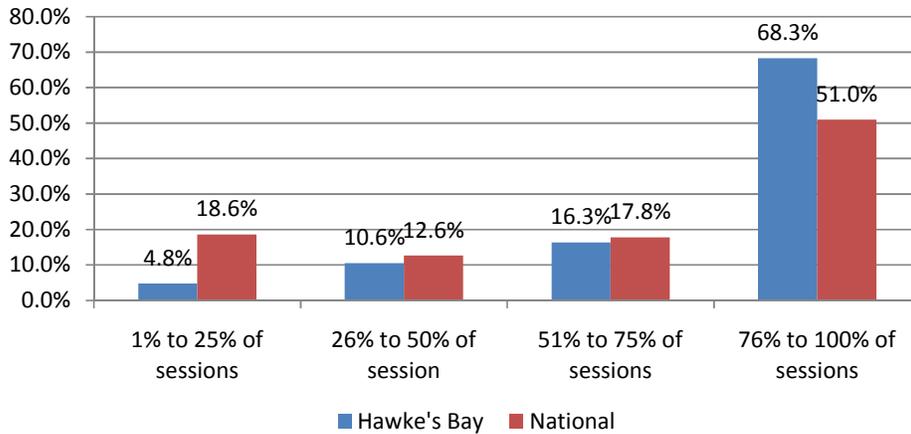
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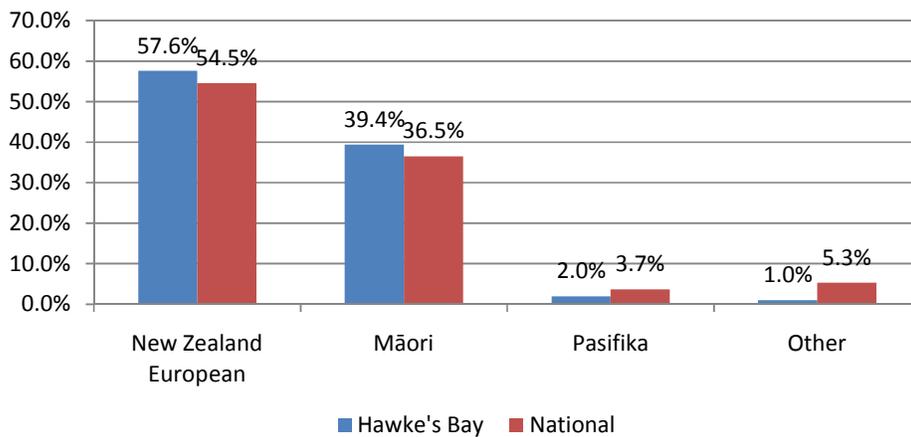
## Appendix 1 –Statistical Comparisons of Hawke’s Bay Incredible Years Parenting Programme with National

(Ministry of Education, *IY Parent National Register 2010/11.*)

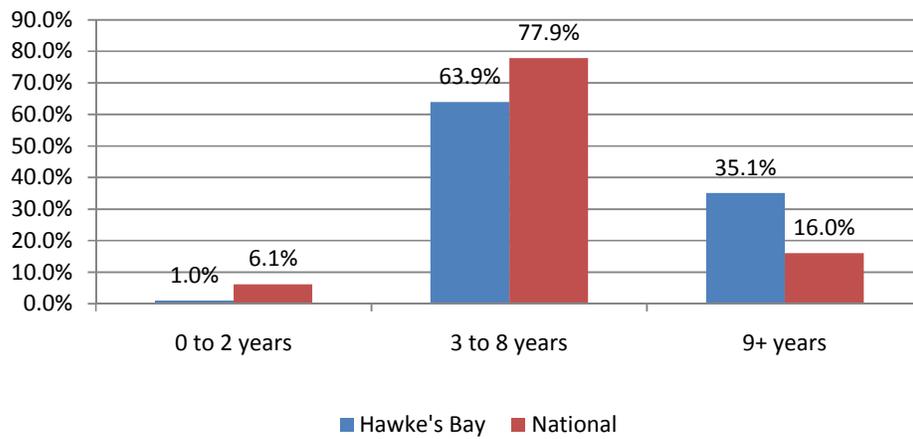
### Programme Attendance



### Ethnicity of Target Child



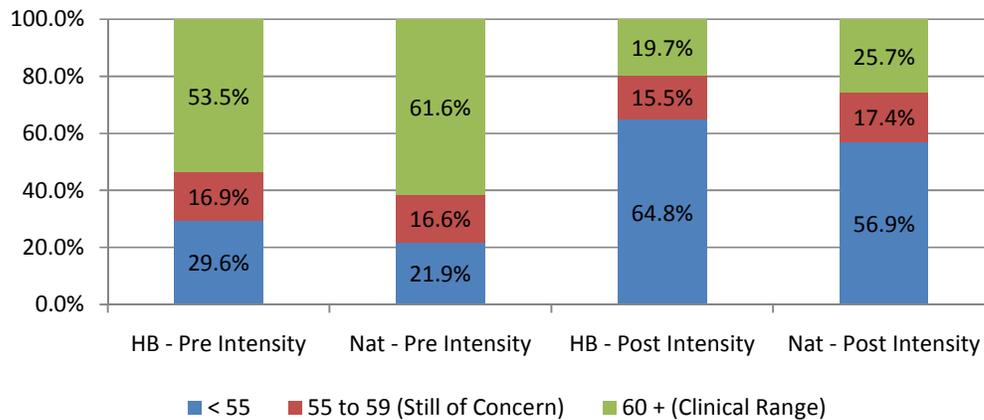
### Age of Target Child



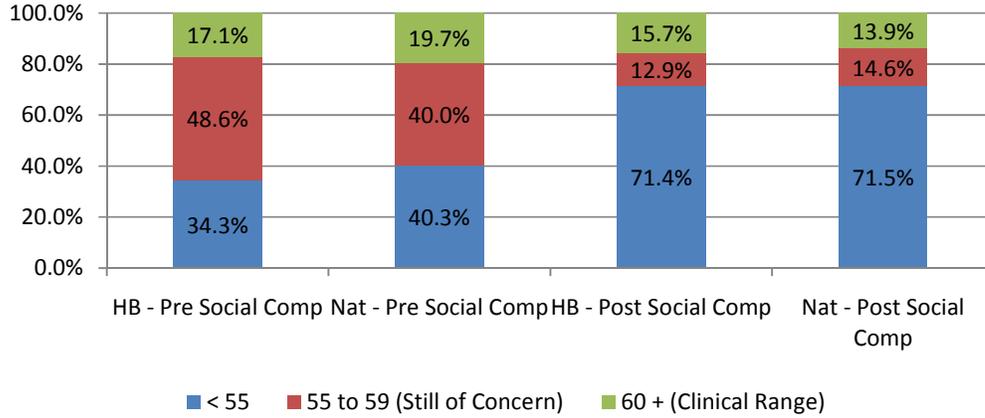
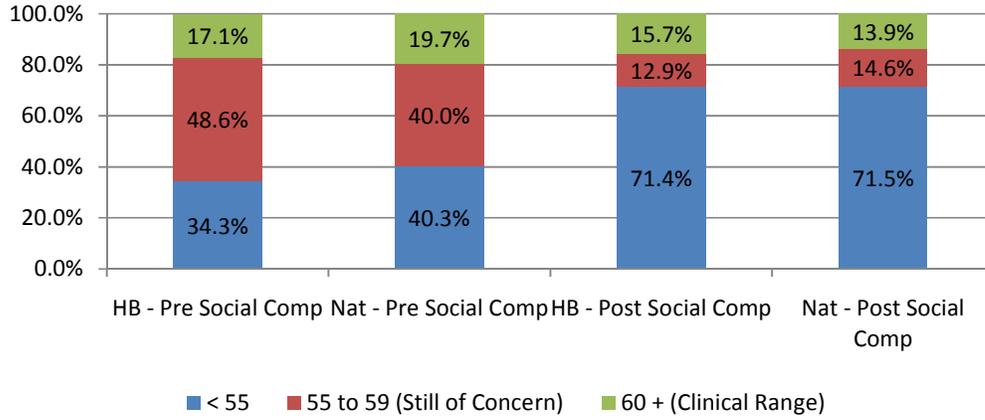
### Perception 2010/11

Notes: Data for Eyberg is only reported for participants who filled out both the pre and post Intensity and Problem questionnaires. Data for Social Competency is only reported for participants who filled out both the pre and post Social Competency questionnaires.

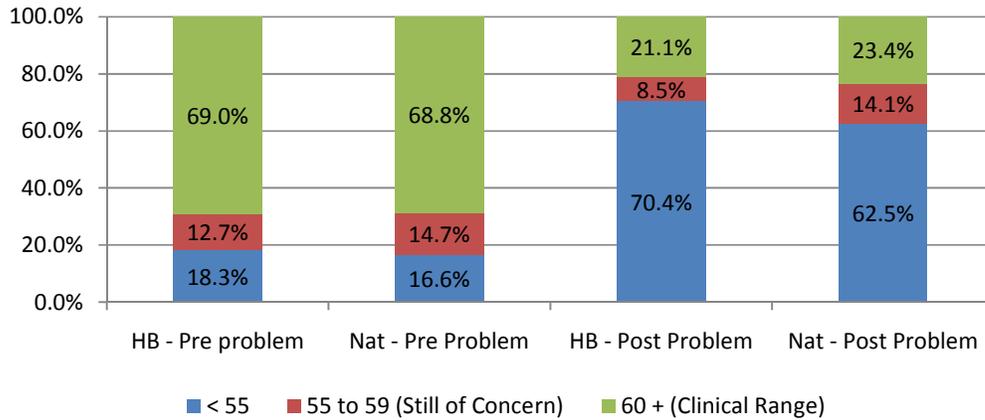
### EYBERG Intensity



**EYBERG Problem**



**Social Competency**



## Appendix 2 – Interview schedules

### Facilitators' Interview Schedule

1. What is your role within your organisation?
2. How long have you been an Incredible Years Hawke's Bay Parenting Programme facilitator?
3. What geographic locations do you facilitate in?
4. How many programmes have you co-facilitated?
5. How does co-facilitation work? Describe. Pros. Cons.
6. Who have you co-facilitated with?
7. What support has your organisation given you to be an IY facilitator?
8. Are you a member of the Facilitators' Group?
  - a. *If yes,*  
What does that involve? What is the function of the group? What commitment does it involve from you? What do you get out of it? Is it effective (pros, cons)?
  - b. *If no,*  
Do you know anything about the group? What is the function of the group? What does it offer to support you? Is it effective (pros, cons)?
9. In your view , what are the most important shared values underpinning the programme?
10. Describe what went well/ didn't go well/ lessons learnt in the model of co-facilitating IY groups used in HB
11. Do you collaborate with other organisations to provide IYs? How does that work? Have you received support from other organisations or the governance group?
12. What would you see as your organisation's biggest contribution to IYs Hawke's Bay?
13. How do you get parents to come to the programme?
14. Are there any families (populations) that are harder to get to attend? What strategies do you use to attract these families? How successful are they?
15. What are the highlights of being an IY facilitator?
16. What are the greatest challenges you face as an IY facilitator?
17. Is there anything else you would like to add?

## Stewardship Group Members – Interview Schedule

1. What is your role in relation to IY?
2. How long have you been involved with Incredible Years Hawke's Bay? On the Governance Group?
3. What do you believe the function of the Stewardship Group to be?
4. How does collaboration work in relation to IYHB? [eg rotating chair, decision-making capacity, pooled resources, shared allocation, IY groups co-facilitated by staff from an NGO and either GSE or CAFS.]
5. What are the critical success factors?
6. What are the strengths of working collaboratively?
7. What are the challenges in working collaboratively?
8. What commitment does it involve from you? What do you get out of it? What would make it easier for the governance group to do its job?
9. Have you seen changes over this time? If so, what are they?
10. Are there identifiable shared values underlying the programmes? What are they?
11. How does your organisation collaborate with other organisation to provide IYs? What works/what doesn't/what are the challenges?
12. Describe the unique contribution your organisation makes to the whole?
13. Describe the unique contribution other organisations/types of organisation make to the whole – [e.g., NGOs' contributions, Special Education's CAMS', etc].
14. Describe lessons learnt during the development of the collaborative model [e.g., what worked well and didn't work well in the Stewardship Group [in the facilitators' group], how did these groups evolve over time?]
15. Describe the strategies employed to engage underserved populations in IY in Hawke's Bay. To what degree were these effective, or not? In particular, focus on issues relevant to Māori and Pacific families.
16. What do we know about those who do not engage/do not complete the programme?
17. What impact does the purchasing model have on collaboration?
18. What would be the critical components of a theoretical model of effective implementation of Incredible Years Hawke's Bay as a collaborative programme?

19. Are you involved in similar roles for any other programmes/initiatives? If so, what are the similarities/differences?
20. Is there anything else you would like to add?

### Joint Facilitators' – Stewardship Group Members' Interview Schedule

#### *Facilitation Role*

1. What is your role within your organisation?
2. How long have you been an Incredible Years Hawke's Bay Parenting Programme facilitator?
3. What geographic locations do you facilitate in?
4. How many programmes have you co-facilitated?
5. How does co-facilitation work? Describe. Pros. Cons.
6. Who have you co-facilitated with?
7. Describe what went well/ didn't go well/ lessons learnt in the model of co-facilitating IY groups used in HB
8. What support has your organisation given you to be an IY facilitator?
9. Are you a member of the Facilitators' Group?
  - a. *If yes,*  
What does that involve? What is the function of the group? What commitment does it involve from you? What do you get out of it? Is it effective (pros, cons)?
  - b. *If no,*  
Do you know anything about the group? What is the function of the group? What does it offer to support you? Is it effective (pros, cons)?
10. What are the highlights of being an IY facilitator?
11. What are the greatest challenges you face as an IY facilitator?

#### *Values*

12. In your view what are the most important shared values underpinning the programme?

*Engagement*

13. How do you get parents to come to the programme?
14. & XV Are there any families (populations) that are harder to get to attend? What strategies do you use (personally as a facilitator and as IYHB Stewardship Group) to attract these families? How successful are they? In particular, focus on issues relevant to Maori and Pacific families.
- XVI What do we know about those who do not engage/do not complete the programme?

*Stewardship Group*

- I How long have you been on the Stewardship Group?
- II What do you believe the function of the Stewardship Group to be?
- VIII What commitment does it involve from you? What do you get out of it? What would make it easier for the stewardship group to do its job?

*Collaboration*

15. How do you collaborate with other organisations to provide IYs? Have you received support from other organisations or the governance group?
- IV How does collaboration work, in terms of Governance? [eg rotating chair, decision-making capacity, pooled resources, shared allocation, IY groups co-facilitated by staff from an NGO and either GSE or CAMS.]
- V What are the critical success factors for working collaboratively?
- V What are the strengths of in working collaboratively?
- VI What are the challenges in working collaboratively?
- XI How does your organisation collaborate with other organisations to provide IYs? [What works / what doesn't / what are the challenges?]
- VIX Describe lessons learnt during the development of the collaborative model [e.g., what worked well and didn't work well in the Stewardship Group [in the facilitators' group]; how did these groups evolve over time?]
- XVII What impact does the purchasing model have on collaboration?

*Organisations' individual contribution*

16. & XII What would you see as your organisation's biggest / unique contribution to IYs Hawke's Bay?
- XIII Describe the unique contribution other organisations / types of organisation make to the whole – [e.g., NGOs' contributions, Special Education's CAFS' , etc].

*Evolution*

XI Have you seen changes over this time? If so, what are they?

*Theoretical Model*

XIII What would be the critical components of a theoretical model of effective implementation of Incredible Years Hawke's Bay as a collaborative programme?

XIX Are you involved in similar roles for any other programmes / initiatives? If so, what are the similarities / differences?

*Closing*

17. & XX Is there anything else you would like to add?

