

# Driving Change Network

Insights Review

2023



## Five key insights

1

The **Driving Change Network (DCN)** is a movement that has provided a valuable platform for over 620 community providers, instructors, NGOs, iwi and government agencies to have a collective voice to champion change in the driver licensing system. Together, drawing on their combined voice and experience they are working to remove barriers and inequalities. A driver licence - that is often referred to 'the key to the door of life's opportunities'

2

Through a deliberate and focused approach on systems change, **DCN** has been highly effective in bringing about change at a policy and operational level, securing real benefit for communities across New Zealand. It demonstrates what good practice looks like and is a pathway for others to follow.

3

**DCN's** constellation operating and governance model has been a powerful enabler of their work. By sharing power and enabling everyone to contribute and have a voice, real progress can be made. Feedback from the constellation workgroups, creates an accurate picture of what positive changes are required throughout New Zealand, and help make **DCN** a knowledgeable and respected voice for community driver education.

4

**DCN** is continuing to grow. The networks original goals of: Driver Licensing to be recognised for public good, Equitable Access, One Government oversight, Driver Education in schools, a Te Tiriti reflective system are all being considered as part of the government driver licensing future state work. It is on the cusp of embedding the hard won gains made so far, however there is more work to do to embed the commitments to change secured thus far.

5

Funding should match the scale of ambition and challenge. While wins such as increased funding as achieved in the Budget 22 announcement are beneficial to many, they do not bring about the long term stability for everyone that the sector requires. To achieve the transformative systems changes required for the sector, the systems change movement needs long term funding security to ensure changes are implemented.

# Contents

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<i>Introduction</i>	<b>4</b>
<i>About DCN</i>	<b>5-9</b>
<i>The story of how DCN came about</i>	<b>5</b>
<i>Journey &amp; highlights to date</i>	<b>6</b>
<i>The driver licensing system</i>	<b>7</b>
<i>DCN Constellation Operating Model</i>	<b>8</b>
<i>DCN Membership and Reach</i>	<b>9</b>
<i>Benefits to membership and licensing sector</i>	<b>10-11</b>
<i>Community Impact</i>	<b>12-15</b>
<i>Assessment of systems change approach</i>	<b>16-25</b>
<i>Enabling conditions for systems change</i>	<b>26-27</b>
<i>Barriers and challenges</i>	<b>28-31</b>
<i>Future considerations - recommendations</i>	<b>32-33</b>
<i>Appendix A - Research Approach</i>	<b>34</b>

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# Introduction

## Up to 90,000 New Zealanders struggle to access the driver’s licensing system or are stalling part way through.

*This has far-reaching consequences on their access to employment, training, community activities and health services for themselves and their whānau. As well as increasing the risk of those driving without licences on our roads.*

*The current system prevents many people from gaining a full licence because of barriers to learning to drive and taking the test.*

### About this report

*This report serves as a reminder of what can be achieved when a group of passionate people and organisations come together to focus on achieving change.*

*It provides an evidence base to inform ongoing practice, decision making, and investment in systems change. It identifies what is necessary and how to overcome challenges and barriers. (Appendix A sets out the approach to developing this report).*



### Change the system not the person

Launched in 2019 the **Driving Change Network** (DCN) is committed to ensuring New Zealand’s driver licensing system helps, rather than hinders people’s access to life’s opportunities.

It recognises that fixing the issue is not about making the test easier or making it cheaper.

DCN’s bold vision is to address structural inequalities in the driver’s licensing system that make it ineffective and hard to engage by many users.

The benefits of this important work go beyond the individual, offering positive outcomes for our economy, community well-being and safety.

DCN, has commissioned the Centre for Social Impact (CSI) to undertake an insights review of the effectiveness of its system change approach and to identify stories of impact.



### DCN a bold and proactive champion for change

What has emerged through this review is that DCN has demonstrated a credible and effective pathway for how to work towards systems change. It is a masterclass in systems change and provides important learning to others in the social impact ecosystem.

It should be congratulated for what it has achieved through the hard work and dedication of its leadership, Steering Group and volunteers.

Equally, we also acknowledge the contribution, trust, and support from DCN’s funders – JR Mackenzie Trust, Todd Foundation, and Len Reynolds Trust – without them this work would not have been possible.



### Fragility of gains

Critically, DCN is on the cusp of gaining significant traction in the system. To secure the gains made so far, its momentum should be capitalised and accelerated.

There is a risk that without a deep and sustained approach, which requires ongoing and increased funding, efforts to date will be undermined and gains made will be setback. It would take years to recover from these losses.



## Whakapapa

**The Driving Change Network is committed to ensuring New Zealand driver licensing system helps, rather than hinders, the journey to work, education, and training. We represent a diverse network of 623 members that include community, iwi/Māori, industry, and philanthropy sectors who enable driver education, training, and licensing.**

### Goals



**EQUITABLE** access to driver education and testing for everyone in NZ.



**ONE GOVERNMENT** department & minister responsible for driver education, training and licensing.



**DRIVER** education and training to be offered in every NZ secondary school.



**A SYSTEM** that is reflective of the principles of the Treaty of Waitangi and results in increased accessibility and support for Māori and Pasifika.



**SYSTEMS** that work for everyone that contribute to road safety goals.

Driver Licensing to be recognised for **PUBLIC GOOD**.

### About DCN

DCN came about following the 2016 Driver Licensing Challenge Report by NZIER and The Case for Change by the Auckland Co-Design Lab.

These clearly articulated where and how the driver licensing system was failing, leading to inequitable outcomes, and constraining the life chances of those that were not able to access the system fairly.

In response four philanthropic funders (Todd Foundation, JR McKenzie Trust, Vodafone New Zealand Foundation, and the Mayors Taskforce for Jobs) established Driving Change Network with a clear mandate and sense of purpose, driven by the evidence.

### Why do we need DCN

An estimated 70,000 to 90,000 New Zealanders struggle to access the licensing system due to a number of barriers:

- **not having access to a car**
- **no licensed adult driver to learn from**
- **language or literacy difficulties**
- **the cost of driving lessons and fees**
- **access to testing sites.**

A driver licence allows for mobility, freedom, employment, and access to education, training, and services such as health.

Disproportionately those affected are tangata whenua Māori, Pasifika, migrants, refugees, those in isolated rural communities, and those currently in the care of the state.

### Mission

To promote a driver licensing system where licences are recognised for the social and public good they provide. We want New Zealand to be a country where everyone is able to access the benefits of a driver's licence.



# Journey & highlights to date

DCN has achieved rapid momentum in tackling systems change since its genesis in 2019 inspired by the publication of the Driver Licensing Challenge and the Case for Change Reports.

## 2019

### EXPLORATION

System change hui hosted by four philanthropic funders to explore system and pathway for change

### ACTION INITIATED

First sector hui held - Driving Change Network established. Letter to Prime Minister

### WORK BEGINS

**November**  
Steering group formed, workstreams identified

### SUCCESS

**December**  
First successful submission - **Road to Zero**

- Expiring licences - extended by two years
- Road to Zero Strategy adds Action Plan and a focus area on road users

## 2020

**June**  
National coordinator role established and backbone organisation found for DCN

### RELATIONSHIPS

Developing relationships and connections with key government agency staff, including MSD policy team looking at driver licensing.

## 2021

### ADVOCACY

**November**  
Submission and presentation to Waka Kotahi and MOT regarding suggested operational changes that would better support community licensing providers

Presentation to Transport & Education Select Committees.

Meeting with Minister of Transport

## 2022

### SUBMISSION

**Road to Zero** action plan - advocating for education and training over advertising campaigns

### SUBMISSION

Fees and Funding Review

Submission on the fees and Funding Review

### TRUSTED PARTNER

DCN is at the table with DLIP project, as the only non government department

### ADVOCACY

\$86.5 million announced DCN negotiates high trust contracts for providers

## 2023

### ADVOCACY

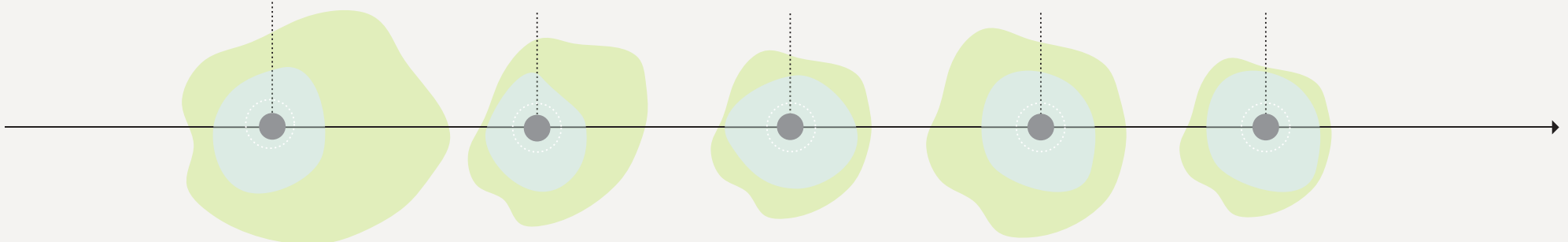
Renegotiation of MSD contracting framework to be a high trust flexible

### DEMONSTRATING BEST PRACTICE

He Mahi Tikaana launched

### SUBMISSION

Fees and Fund submission 2022





## The driver licensing system

The driver licensing system is complex and messy.

It is shaped by the interaction of policy, legislation, political mandate and objectives. There is no single agency responsible for its implementation.

On their journey through the three phased graduated driver licensing system, learners must navigate a web of providers, instructors and testing centres and the advice of whanau and peers. Each with their one interpretation of how the system should be implemented.



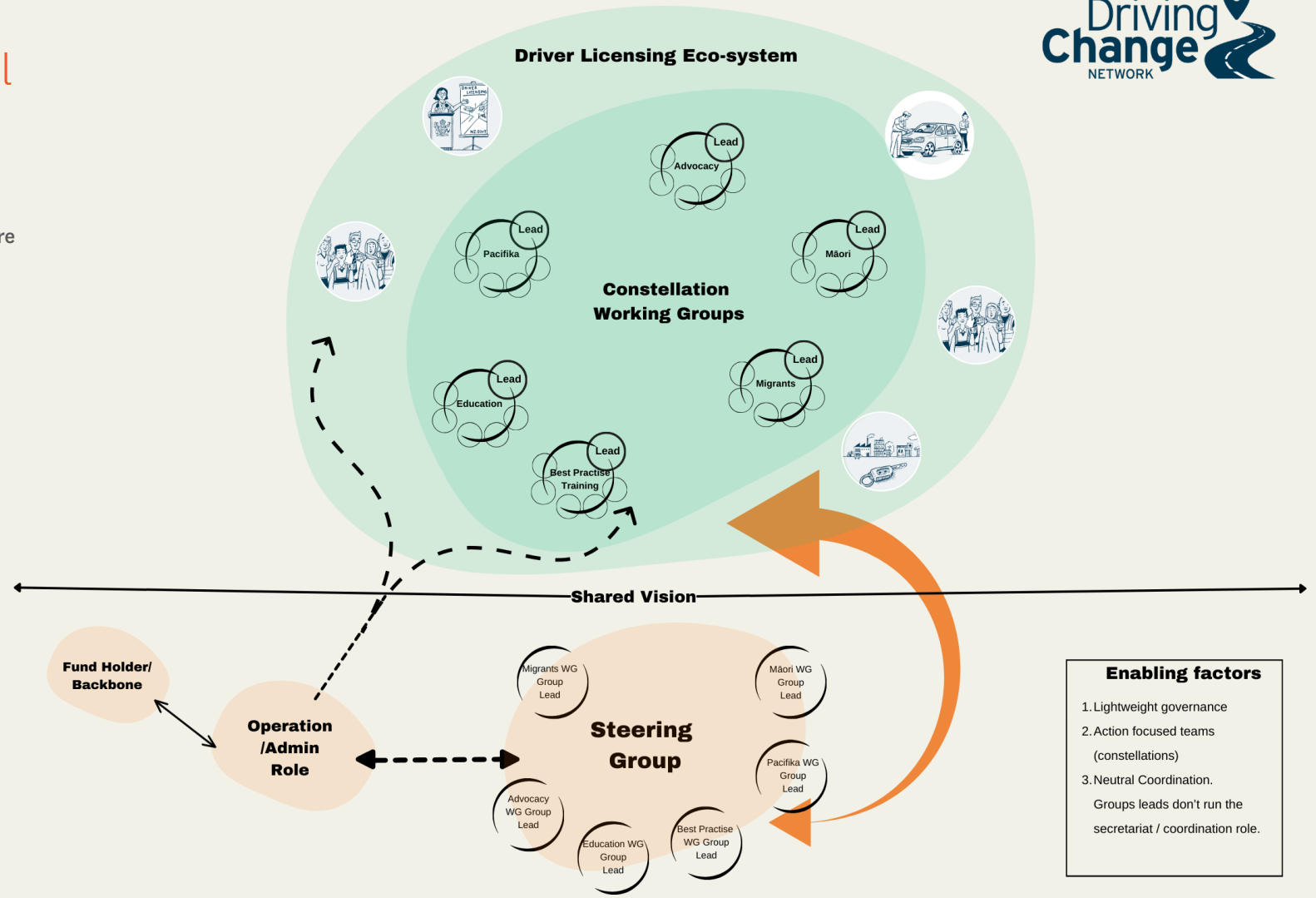


# DCN's Constellation Operating Model

Driving Change Network operates under a Constellation Operating Model. Unlike traditional organisations or NFP's, that require universal agreement and have top-down governance, this model prioritises being flexible, having lightweight partnerships that leverage members expertise and talents.

This flexibility enables the model to be responsive to the needs and interests of the ecosystem of organisations and individuals working towards a shared goal.

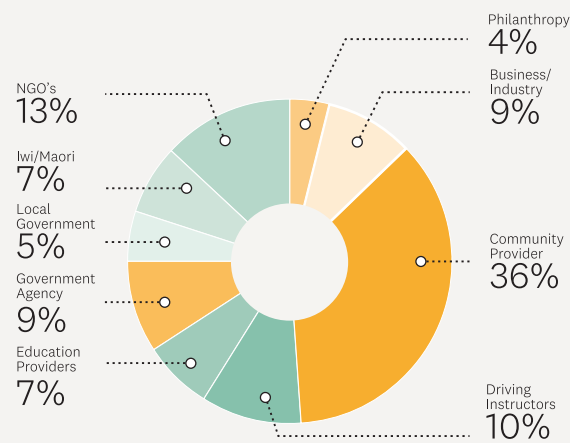
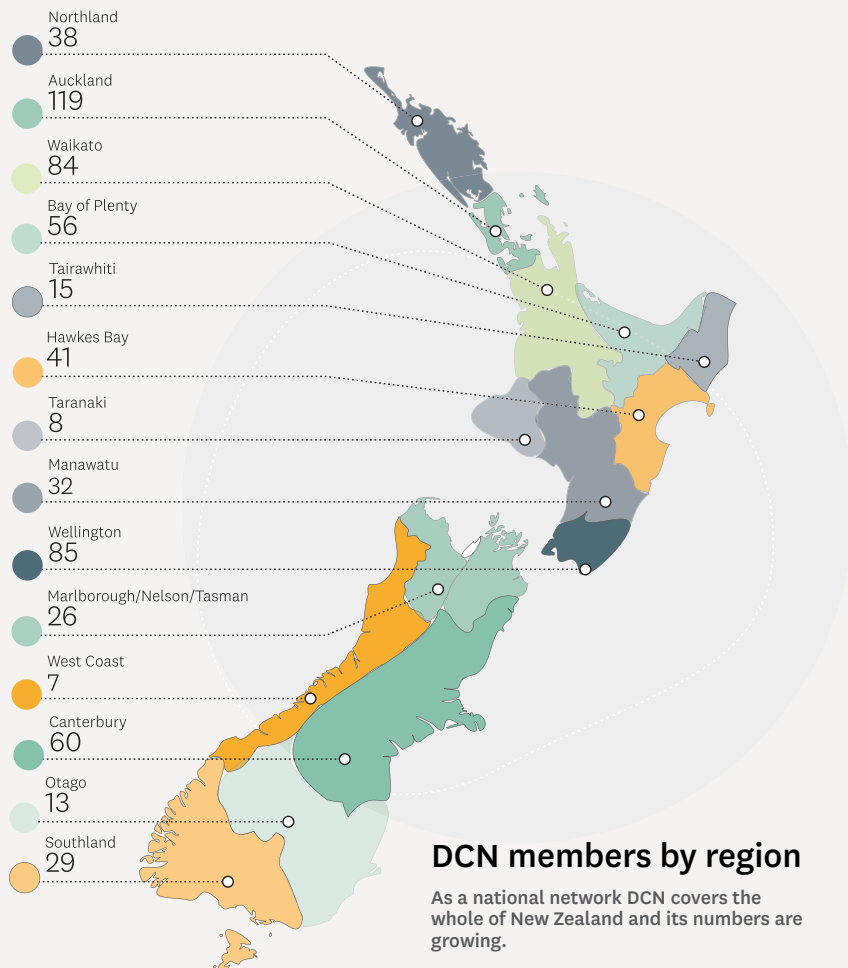
All members have an equal opportunity to contribute to the goals of the network through participation in any of the constellation workgroups.







# DCN Membership and Reach

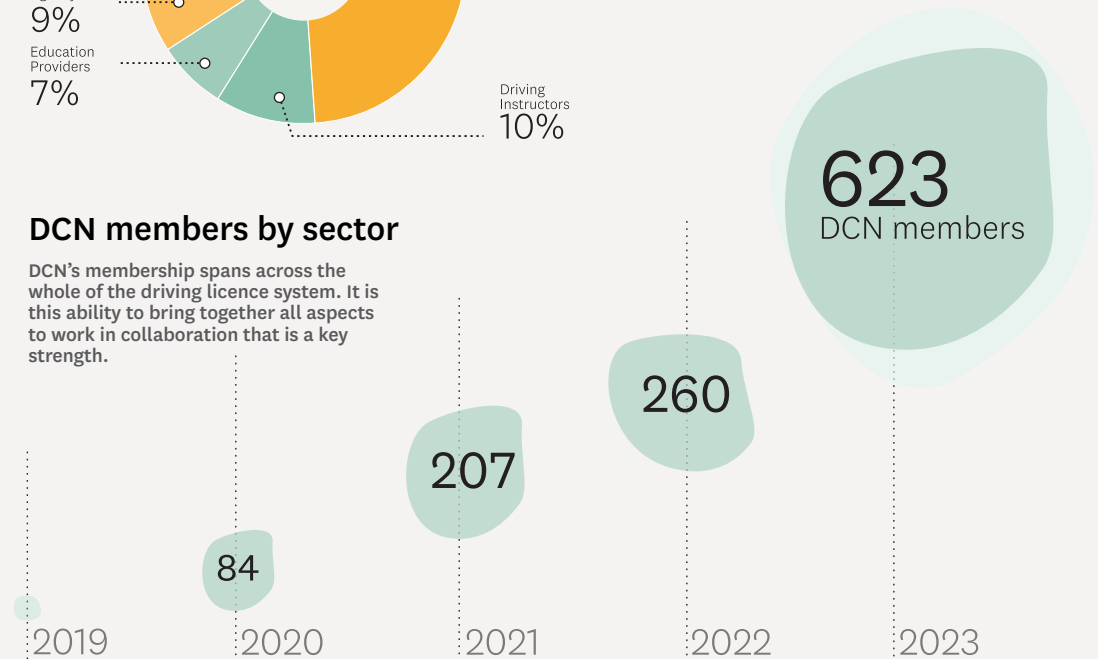


## DCN has grown rapidly

DCN has become a trusted network by its members. Despite having never 'advertised' its membership has evolved exponentially by word of mouth and advocacy through demonstrated achievements.

## DCN members by sector

DCN's membership spans across the whole of the driving licence system. It is this ability to bring together all aspects to work in collaboration that is a key strength.





## Benefits to membership and Licensing sector

DCN has been deliberate in its approach to adopting a systems change model to guide its work. Later in this report we assess the effectiveness of the model. Here we summarise some of the key benefits from DCN that have emerged through this review.

### 01

#### A COLLECTIVE VOICE

DCN has built a movement through its network of over 600 organisations and change agents, by providing a platform for collective voice and action. It has made it easier for organisations to have their voice heard, giving scale and profile to the issues communities face. This has made it harder to ignore and demands action is taken.

*“DCN creates a platform for others to share ... [it] brings scale ... It allows organisations that would struggle to get through the system on one issue... There is scale of collective issues that start to come through that is hard to ignore.”*

### 02

#### DIVERSE AND INCLUSIVE

DCN values inclusivity. It has created space for the experience of those who are marginalised and vulnerable to come together, their experiences to be shared, and their actions to be galvanised to address the inequities they face, particularly for Māori, Pasifika and migrant communities.

*“Driving Change Network has given us a collective voice to discuss the challenges, improvements, inform up and coming changes and to share the positives our programmes are making for Māori and Pasifika whānau.”*

### 03

#### A CONDUIT BETWEEN GOVERNMENT AND COMMUNITIES

DCN has become an important conduit for Government. It has created a ‘feedback-loop’ between the system of policy making and funding and communities. It is valuable to policy makers wishing to get closer to communities by providing real time opportunity to learn first-hand what the issues are.

*“The network has enabled and facilitated connections between Government and grassroots level and everything in between ... government can see what’s happening on the ground ... this is such an asset to facilitate the structural and transformational change”*



## Benefits to membership and Licensing sector

### 04

#### TRUSTED PARTNER

Through its work to build relationships across and within the system, DCN has become a trusted partner for some policy makers. This is delivering tangible benefits, increasing funding, and leading to policy developments in support of the kaupapa.

*“I believe the \$86.5m funding announced in 2022 for 64,000 people to get trained and licensed was a direct result of DCN ... I am glad DCN now has a seat at the table with Waka Kotahi as a stakeholder in the Driver Licensing Improvement Programme. It gives us confidence vital issues are not being overlooked.”*

### 05

#### PEER SUPPORT AND LEARNING

For those working on the ground, DCN is an important network of like-minded passionate people working towards the same kaupapa. This has enabled community providers to draw on support and learning from their peers, strengthening their work and resilience, building capability, and supporting professional development.

*“You think how I am ever going to change this ... and then suddenly there is a place for you to have a voice ... and you realise that everyone else is sort of in the same situation and there is actually a pathway into making change, relevant change or having your opinions heard”*

### 06

#### DEMOCRATISING KNOWLEDGE

Through its network approach and best practice working groups, DCN has established channels for the capture and dissemination of knowledge and learnings. This has encouraged the free flow of information, where knowledge is democratised and owned by the community.

*“The wealth of knowledge and sharing ... there is this group saying hey this is for everyone, there is no competition, no tall poppy. The information sharing, quality and volume of information being so good”*



## Community impact

### Advocating to change the system

DCN renegotiated high trust contracts for community providers through advocating for changes to the MSD tender process for community learner driving instruction.

In late 2022 MSD released a tender for driver licensing provision to deliver on its Budget 22 funding commitments and increase driver learning provision to those who need support accessing training. However, the proposed contract was believed to be overly prescriptive and would not allow providers flexibility in delivery to support the needs of its learners.

For example, a fixed number of lessons per client, rather than the flexibility to allocate support based on need. In its current state community providers were unlikely to tender due to imposed restrictions, which would have resulted in a monetary loss.

In response to concerns over the RFP, DCN facilitated an online session for providers to voice their concerns. These were presented to MSD along with possible solutions to make contracts more workable for providers.

This led to a successful outcome and resulted in a high trust contract with providers where they were paid in advance with increased flexibility to allocate resources to where the need is for their clients.

**LOCATION** Nationwide

**IMPACT** Increasing provision; high trust Government relationships; real time insights.

### Breaking down barriers

Supporting equitable access for new refugees. A community group made DCN aware that they were having problems with one of the testing centres.

A group of former refugee Arabic speaking learners were studying the road code to sit their learner licence. They had a low level of English, and pre-literacy in Arabic. Nationally testing centres offer the written test in Arabic or English. As the theory test was available in Arabic, testing centres in one region were not permitting these migrants to use interpreter as support.

This was an impossible barrier, as some learners do not understand English very well, and were illiterate in their mother language, therefore requiring the support from an Arabic reader/interpreter to translate the English test.

DCN immediately raised this issue with their contact at Waka Kotahi and the issue was resolved within one month of it being raised.

**LOCATION** South Island

**IMPACT** Breaking down barriers; removing obstacles to participation; increasing diversity.



## Community impact

### Validating the mahi increases credibility and funding opportunities.

Thames Community Centre (TCC) was awarded Outstanding Community Provider at the Driving Change Network 2023 Conference.

Their project helps create safe and legal drivers and enables those involved to participate in the community, get jobs and gain independence. TCC helps participants by paying for lesson costs, test fees, learner driver courses and mentored practices. It works on a reciprocity model in that those that have been helped, give back by volunteering. The success of their approach led to them being awarded the DCN Outstanding Community Provider award.

TCC noticed that there were a considerable number of people who were not getting their restricted licence after having achieved their learner licence – as they did not have access to a car or someone to practice with them. TCC formed a partnership with Valley Toyota who supplied a vehicle and they have recruited volunteer mentors.

Receiving the award validated their work and raised their profile locally. It also provided a morale boost for their volunteers and has helped them to attract funding and sponsors, including its partnership with Valley Toyota.

<https://www.thamescommunitycentre.org/>

<b>LOCATION</b>	Thames, Coromandel
<b>IMPACT</b>	Validation of programmes; increased visibility in the community; financial sustainability.

### Improving access to opportunity

Supporting access for refugee and migrant communities.

DCN worked closely with Waka Kotahi to ensure that overseas conversion services are available in areas where migrants and refugees are re-settled. As a result, nine centres now offer licence conversion support. For example, the introduction of a conversion service in Ashburton has meant that the Rural Coordinator does not need to travel into Christchurch and back to do this. Saving over four hours in unnecessary travel and enabling refugees to become independent and integrate into the community by improving their access to transport options.

This brings the number of locations who offer this to 36 AA offices and nine VTNZ sites.

<b>LOCATION</b>	Ashburton, Westport, Hastings, Masterton, Gisborne, Timaru, Rangiora, Gore, Blenheim
<b>IMPACT</b>	Breaking down barriers; improving access to services; increasing independence for migrants



## Community impact

### Making the driver licensing process more equitable

Working to reinstate driver testing routes to ensure greater access for those in rural or more isolated communities.

A key frustration for DCN members has been the ability of their communities to have access to driver testing for their learner drivers in more rural/remote parts of New Zealand, where in many cases testing routes have been disestablished. For some this can mean an up to four-five hour round trip to access licence testing services..

An example of this was the Dargaville community. For many years, a recurring challenge faced by our young residents has been traffic offences, particularly those related to driving without a proper licence. The deactivation of the local driver licensing testing in Dargaville by Land Transport New Zealand (Waka Kotahi) in 2011, posed a profound barrier to our residents, making the process of obtaining a licence difficult, time-consuming, and costly.

DCN used connections and knowledge to pitch ideas that would benefit the Dargaville community, such as training a Community Driver Testing Officer in Dargaville and recertifying the previously dis-established test route.

**LOCATION** Waipukurau, Wairoa, Kaikohe, Dargaville, Opotiki, Matamata, Upper Hutt

**IMPACT** Increasing access to provision; improving road safety; reducing risk of entering justice system.

### Connecting the system

Connecting the community with decision makers and funders has helped increase the number of community providers accessing funding for driver training.

Youth Inspire runs a successful driving school called Road Ready Rangatahi. It is through the connection to DCN that Youth Inspire credits the success of their programme.

Without the support, connections and information provided through their ongoing relationship with DCN they do not feel they would have been as successful with their funding proposal.

They were at a point of closing their programme when they attended the DCN conference, however through connection with a government funder they were able to secure funding.

Being able to meet and build relationships at the annual conference has proven invaluable for Youth Inspire. These relationships mean that they get to hear what is working and when problems arise, they have a network of people to go to.

**LOCATION** Hutt Valley, Wellington

**IMPACT** Increasing the number of rangatahi with licences; improving access to life's opportunities.



## Community impact

### Māori for Māori

#### Assisting Māori providers to support their whānau.

Te Piki Oranga (TPO) is a Māori wellness service based at the top of the South Island. They work to understand the challenges in the lives of whānau and what support can make a difference, including understanding why they want/need a licence and what the barriers are to obtaining one.

They are then able to tautoko, awhi and manaaki with their whānau. To help whānau on their journey to gaining a licence Te Piki Oranga are highly flexible, offering flexible booking times, working around difficult work/family schedules and by building trust with learners provide mentoring and inspirational 'pep talks' prior to the test.

Since 2019, they have supported over 300 whānau in getting their licences.

TPO is a member of DCN, and their driving instructor has been able to access a whole network of people and resources and is part of the Māori for Māori working group.

Their collective voice is so much stronger than a single voice. Through DCN they have built relationships with Waka Kotahi, kanohi ki te kanohi. They have been able to access advice and funding through the support and guidance of DCN. TPO have been successful in getting funding through the He Tangata fund held by the Community Road Safety Fund.

#### LOCATION

Top of the South - Nelson, Tasman, Marlborough

#### IMPACT

Increased funding; advocating by Māori for Māori.

### Improving access

#### Providing Alternative testing options for Communities

Using the experience and feedback shared by members in the constellation working groups, DCN presented to Waka Kotahi and Tumanatu waka, a series of series of what the community providers thought were simple operational changes that would assist their service and result in more people being able to access a driver licence.

Suggestions such as alternative booking systems and testing options that would remove the current monopolies operating that resulted in poor community outcomes.

Examples of the effects of the current barriers in the Far North and Tairāwhiti and why suggested changes would help, resulted in Waka Kotahi management visiting these community providers and together implementing two trials, that is the start of the alternative community lead model that DCN pitched for.

#### LOCATION

Te Tai Tokerau and Te Tairāwhiti

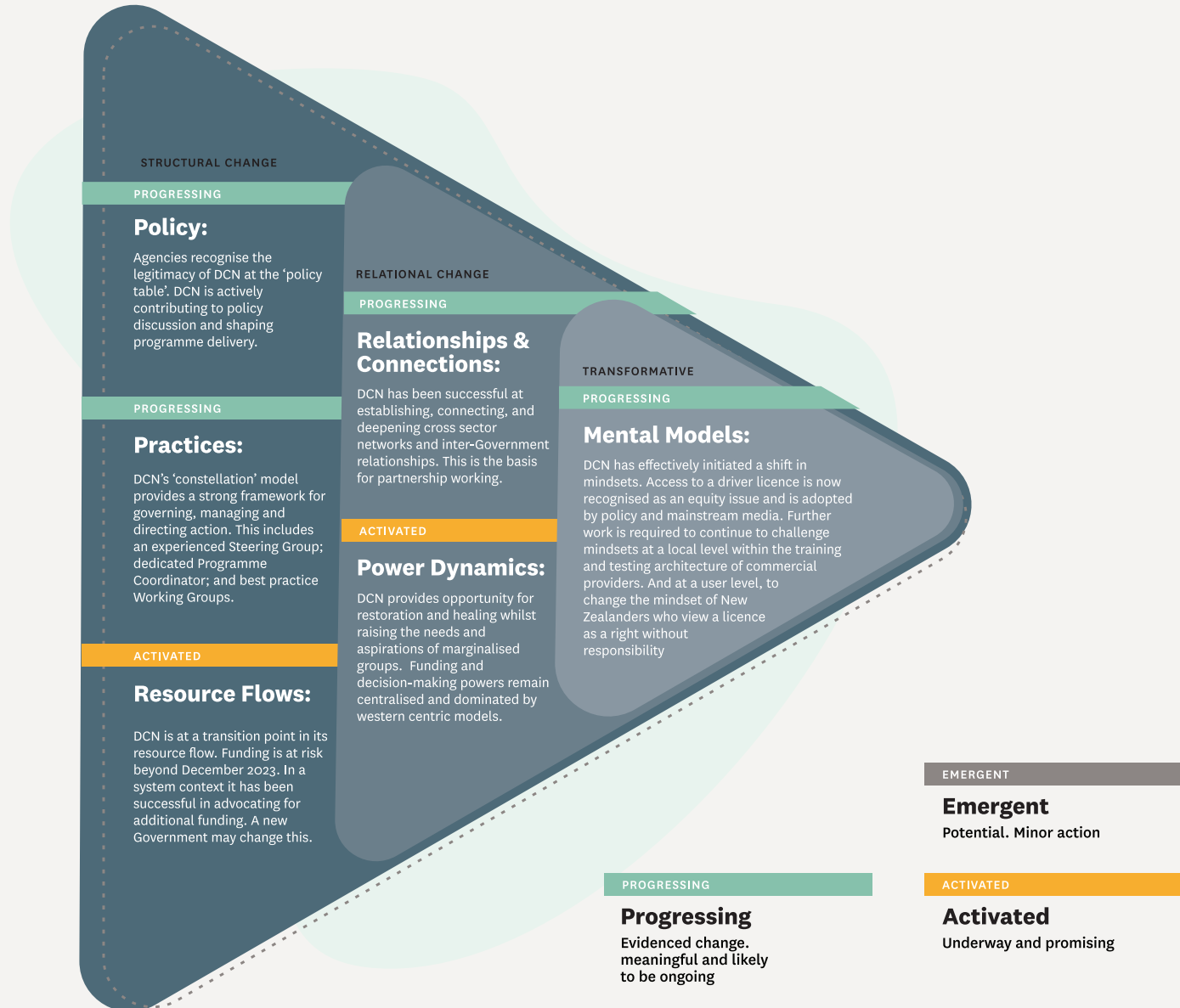
#### IMPACT

Advocating by Māori for Māori; more accessible testing



# Assessment of systems change approach

This assesses the effectiveness of DCN's approach to systems change. It identifies the state of progress against the six conditions of systems change, summarising where DCN sits on the progress scale.







## Assessment of systems change approach

These examples demonstrate how DCN has worked effectively to secure change against the six conditions of systems change.

This can be compared with its own assessment of the driver licensing system and the desired shifts it has sought to achieve.

Its work has been both deeply practical - securing 'hard' change at both policy and operational level - and relational, focusing on 'soft' change by building networks and shifting mindsets for collaboration and influence.

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### STRUCTURAL CHANGE - POLICY

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*DCN has successfully influenced national policy through a coordinated strategy of policy and political influence. This has led to policy changes, budget funding and operational improvements.*

*Not least the Waka Kotahi Driver Licence Improvement Programme (DLIP) set up in response to the issues and challenges raised by DCN and its members.*

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#### Building ministerial support

Meeting with the then Transport Minister (Hon. Michael Woods) and senior managers at Ministry of Transport to discuss challenges in the driver licensing system. Resulting in a direction to Waka Kotahi to investigate and Deputy Director acting as a 'sponsor' to explore how improvements in access and equity can be made.



#### Joint presentation to Waka Kotahi and Ministry of Transport

DCN presented issues and challenges experienced by community providers in improving equity and access for the clients. Including limited hours, test routes, rural access, and locations. This was supported by a Gisborne based Māori provider and a Southland provider who were able to share real life examples of the impact of such challenges. As a result, Waka Kotahi committed to a review to understand more of the operational challenges. This was a precursor to the Driver Licence Improvement Programme (DLIP).



## Assessment of systems change approach

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### STRUCTURAL CHANGE - POLICY

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#### **Presentation to the Joint Education and Transport Committee**

Advocating for the removal of barriers to testing and licensing for young people. Highlighting the negative impact on safety, education, and employment when young people drive without a licence.

A key focus is to push for driver education and training to be made available in all secondary schools.

This raised the profile of DCN and currently the Inter- Agency Joint Working Group for DLIP is now exploring how education in schools could be provisioned.



#### **MSD Community Driver Funding Policy Review (2021-22)**

Working alongside MSD Policy Advisors, to support a review of the funding model for community-based driver training services, the cost of provision including wraparound support, and challenges experienced by communities. DCN provided information, stakeholder testimony and insights from their network, and feedback on the draft report. The resultant report was shared with Ministers, securing a mandate to submit a cross- agency business case for a Budget Bid to address these challenges.



## How DCN is working towards systems change

### STRUCTURAL CHANGE - PRACTICES

*DCN has been proactive in removing obstacles in the current driver licensing system and improving practice. What is clear is that DCN's removal of the smallest barriers can have the biggest impact.*



#### Challenging perceived legislative constraints

Under the current system Ministry of Transport is responsible for the legislative framework for driver licensing, whilst Waka Kotahi is responsible for its operational implementation.

DCN conducted a review of the operational test constraints experienced by some of its members, notably the lack of availability of rural testing routes.

Following advice from Ministry of Transport it was found that there were no legislative requirements around location of test centres, rather this was an operational matter. DCN successfully lobbied for the reinstatement of six testing routes around the country, and continue to push for more.



#### He Mahi Tikaana - Community Providers Register

Co-designed by the Network's community providers and funded by ACC, DCN has developed an online Community Provider Register – He Mahi Tikaana.

This portal provides advice and guidance for establishing as a provider. It enables existing providers to collaborate, share information and establish referral pathways. It aims to provide a seamless journey for learners to achieve their full licence, ensuring that providers are meeting best practice expectations and give funders confidence that they are funding quality providers who are focused on training safe, skilled, fully licensed drivers.



#### Building capability

Through its constellation working groups, annual hui and regular communications DCN has focused on providing professional development opportunities for the sector, and building the capability of community providers. This has included advice for supporting neurodiverse learners, dealing with learner anxiety, looking after mental well-being, managing stress, and transferred trauma when hearing of learner stories, and how to embed Te Tiriti o Waitangi.



## How DCN is working towards systems change

### STRUCTURAL CHANGE - PRACTICES



#### Improving success for migrant learners

DCN has challenged the practice in some national testing centres of preventing interpreters from speaking to learners during their practical test. Whilst interpreters could accompany learners, they were prohibited from translating the testing officer's instructions in some areas, due to differing interpretation of the rules. This undermined the dignity of the learner, but also created a significant safety issue. DCN secured clarification and guidance from Waka Kotahi to all testing centres enabling interpreters to now speak during tests.



#### Increasing access for refugees

DCN has secured new overseas licence conversion offices in closer proximity to re-settlement centres. Previously some refugees were travelling up to 2.5 hours to convert their overseas licence to a New Zealand Licence. Working with Waka Kotahi they have improved access to conversion services with nine new sites able to offer the service.



#### Dedicated point of contact for Community Providers

Covid lockdowns, Auckland floods and Cyclone Gabrielle highlighted some of the issues faced by communities when learners are unable to take their tests, the process and cost of reinstatement, and the challenges faced by community providers to navigate the system on behalf of clients. In response, Waka Kotahi have established a dedicated point of contact and 'hotline' for community providers to resolve booking and scheduling issues.



## How DCN is working towards systems change

### STRUCTURAL CHANGE - RESOURCE FLOWS

*Through its policy influence and working in collaboration with Government agencies, DCN has increased funding and support to improve equity in the driver licensing system.*

*That said its success has also resulted in a disbenefit, in that some Government agencies and philanthropic funders have scaled back their funding to offset the release of assumed additional funds.*

*Equally, we also note that whilst it has been successful at a national level, it remains necessary to continue to fund DCN as an independent network to realise the goal of an equitable driver licensing system for everyone in New Zealand.*



#### Budget 2022

The May 2022 budget secured \$86.5m over four years to support improvements to access to driver licences and support. Of which \$68m is directed by MSD to support 64,000 people to secure their licence. The remaining \$18.5m is directed to Waka Kotahi to deliver increased capacity in testing services through DLIP and other initiatives. DCN supported the successful business case through information, interviews, and stakeholder insights.



#### Driver Licence Improvement Programme (DLIP)

The launch by Waka Kotahi of the DLIP programme demonstrates the Government's commitment to addressing the issues championed by DCN. DLIP will focus on testing administration, training, and practical testing in uneconomic areas through community testers. The appointment of seven regional advisors also signals a willingness to understand more at a local level, the needs of each region with respect to driver education and licensing.



#### Improving knowledge flows

DCN is now a trusted advisor to Government. It recognises the role it plays as a connector to the network of community providers across New Zealand. Waka Kotahi and MSD regularly share information for DCN newsletters; invites to workshops; information about public tenders and consultations. Such is the value, that DCN is often contacted by government agencies to ensure that information has been distributed and its members have had the opportunity to respond.



## How DCN is working towards systems change

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### STRUCTURAL CHANGE - RESOURCE FLOWS

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#### **Expanding provision for community providers**

Following the Budget Bid, MSD developed a procurement process to tender for community providers. DCN provided feedback regarding the tender process and operational difficulties in delivering the proposed contracted services. MSD made suitable changes, without which, it was unlikely that community providers would bid for the contracts, leaving gaps in provision where it is most needed.



#### **National Land Transport Fund (NLTF)**

Administered by Waka Kotahi and redistributed by local councils the NLTF is used to support road safety initiatives. In the past some have funded one-off programmes for learner licences, with limited support to progress to a full licence. DCN has initiated a conversation as to how this funding can be used to better improve equity of access and support for learners.



## How DCN is working towards systems change

### RELATIONAL CHANGE - RELATIONSHIPS AND CONNECTIONS

*DCN is recognised as a credible and valued Government partner.*

*The relational approach taken by DCN balances the fine line between engendering positive working relationships while holding the system to account and providing rigorous challenges where necessary.*



#### A seat at the table

DCN has established relationships in policy and politics. It has direct relationships with Ministers, senior leaders and is a member of the DLIP Inter-Agency Working group which reports to a Steering Group and eight Ministers (spanning Education Employment, Transport and Social Welfare).

It convenes regularly with Waka Kotahi and MSD project leads on delivery of the Budget 22 commitments, providing feedback from its members to staff and regional advisors.



#### Trusted advisor

DCN participated in the recruitment process and interview panel for the appointment of the seven DLIP Regional Advisors.

Conduit between the system and communities (2022).

MSD undertook consultation with community providers to understand how they should be funded. This explored barriers, operating costs, workloads, and reporting. Working alongside MSD, DCN convened members in 22 locations in a series of regional hui and captured summary insights from across its network to inform the work.



## How DCN is working towards systems change

### RELATIONAL CHANGE - POWER DYNAMICS

*DCN successfully challenges structural power imbalances that prevent New Zealanders from thriving. At the heart of its Kaupapa, is the intent to ensure the diversity of our communities are represented in decision-making and the principles of Te Tiriti o Waitangi are upheld.*

*It continues to advocate at Government level for greater representation and diversity.*



#### Sharing power - constellation model

DCN operates through a constellation model, which includes eight Working Groups representative of its diverse network (Māori, Pasifika, Migrant, Refugee and Best Practise Training, Education and Employment, Youth and Disability). It constantly seeks to increase the diversity of its Steering Group to better reflect its membership and geography.



#### Honouring Te Tiriti

Iwi relationships are led by DCN's by Māori for Māori Working Group. DCN provides support where necessary and requested. Its Steering Group is co-chaired by Māori, and it has always advocated for improved Māori representation and engagement at Government level, particularly through DLIP. The DLIP Māori Engagement Lead is a member of the DCN Māori for Māori Working Group and the By Māori for Māori group leader holds a reciprocal position on the DLIP working group.





## How DCN is working towards systems change

### TRANSFORMATIVE CHANGE - MENTAL MODELS

*Thanks to the advocacy work of DCN, there has been an observable shift in how driver licensing is talked about and conceptualised. Effective systems change required a change in hearts and minds that leads to changes in thoughts and behaviour. This is a slow process and DCN has further work to do to ensure these changes continue and result in policy that serves the needs of all people in New Zealand.*



#### **Dedicated advocacy and communications strategy**

Awareness of the barriers to achieving a licence and the importance of driver education has increased through a successful advocacy campaign. This has in turn has influenced policy and strengthened DCN's relationship with Government. Equally this has been supported by a successful communications strategy resulting in DCN's increased media profile and active digital footprint.



#### **Changing conversations**

DCN's impact is such, that agencies have now adopted the language of 'equitable access' and this is embedded in policy documents.

DCN has influenced a public sector mind shift that once understood driver licences as an individual benefit and is becoming understood as a public good. This is evident in the discourse of the Inter-Agency Working Group for DLIP.

Equally, mainstream media now actively seeks out DCN for opinions and comment on issues surrounding driver training, licensing and access. This reinforces the position of DCN as a credible voice for change.



## Enabling conditions for systems change

Understanding what has enabled DCN to be effective in its approach will better support systems change in the future. Accelerating the speed at which change occurs and deepening its potential for impact.

### ENABLING CONDITIONS

#### Working as a constellation

The success of DCN comes down to its people, bound together by a shared passion to bring about change for our communities. A constellation operational model has created a shared space in which all can be involved, actively contribute, and power is shared.

*Learning: New models of governance and management are necessary to support systems change.*

#### Action orientated

There is a danger in systems change work, that too much time is spent discussing and analysing the model and practice. Whilst DCN has been deliberate in adopting the six conditions of systems change, it has avoided the trap of over intellectualising the approach, instead focusing on targeted and deliberate action. This has propelled its work and created a platform for advocacy by achievement, bringing others into the network who are attracted by the strength of its mahi.

*Learning: Simple and clear application of the six modes of systems change with clear and targeted actions.*

#### Programme powerhouse

The appointment of a dedicated Programme Coordinator accelerated the work of DCN. Pitched as an action role rather than a 'leadership' role, it shifted the focus from 'thinking' to 'doing'. Such roles require tenacity, resilience, and problem-solving skills which have worked to DCN's advantage.

*Learning: Make sure you have a 'doer' who can turn thinking into action.*

#### Combining and leveraging skills

DCN has been effective at attracting a range of skilled and talented individuals. It has been able to leverage the subject matter expertise, knowledge of the system and combine this with the lived experience of those working in communities to significant effect when advocating for change.

*Learning: Develop a skills profile, identify gaps, and be deliberate in recruiting / co-opting people to support the mahi.*

#### Focused kaupapa

The clear focus on class 1 driver licences has provided a narrow and tangible entry point to the system. The barriers, inaccessibility and inequities can be identified and named. This has enabled clear links to be drawn between the barriers and the negative impacts of the system on individuals, whānau, and communities. This compares with other system change initiatives which are attempting to address intractable issues such as housing and economic inequity.

*Learning: Focus on where you have the capacity to act.*

#### Communications

This has been supported by clear, consistent messaging and communications. It has avoided diluting its message by going 'off piste' and stayed true to its kaupapa. Over time, this has brought a groundswell of support, building a movement of over 600 organisations and growing.

*Learning: Clear communications strategy is necessary (digital, print, verbal).*



## Enabling conditions for systems change

### ENABLING CONDITIONS

#### **Working up, in and across**

Change requires organisation and political mandate. DCN has been savvy in partnering with credible organisations with established bi-partisan relationships in Government, at policy and ministerial levels. By working up, in and across the system it has built a coalition of champions and supporters of its mahi.

**Learning:** *Complement communications with a targeted advocacy and engagement strategy at policy and political levels.*

#### **Incrementalism v transformation**

All too often the focus on systems change is on the large-scale transformation shifts but overlooks the incremental steps required to get there. DCN has been successful in combining demand for policy change, which occurs at a slower pace, with real and practical changes on the ground. The cumulative effect is building a groundswell for larger scale systems change.

**Learning:** *Small changes can have big impacts, consolidating to big shifts over time.*

#### **Free, no obligation**

For members DCN is free to join, with no obligations. It shares its resources and information freely, supporting the sector to grow. Attempts to commercialise the model have been resisted to its advantage. Enabling many community organisations and individuals to join, who would otherwise have found cost a barrier or deterrent to participation.

**Learning:** *Building coalitions must be low or no cost.*



## Learning what has hindered DCN's systems change approach

The barriers and challenges to accessing driver education, training and licensing demonstrate the difficult landscape that DCN must traverse.

It requires skill at operating in complex environments and building cross sector, organisation, and individual partnerships; grounded in trust and authenticity to develop effective strategies to mitigate the negative disbenefits of such barriers.

This takes time and the fragility of gains can be easily lost if investment is not made in working to overcome these challenges.

### BARRIERS AND CHALLENGES



#### 1. Privilege and bias

The preservation of the system stands due to the power structures of privilege and bias.

In some quarters this may be deliberate, bound by ideology, in others apathy due to lack of understanding and experience of the realities facing some of the most vulnerable and marginalised in our communities.

The institutionalisation of the collective bias of individual experience consolidates in the system. This becomes a barrier to change; leading to the creation of ineffective policies and a deficit of willingness to support the work of systems change, making it harder to get traction.

*"It's a lack of understanding of the difficulties around the system. I think the ones that are making the decisions that flow through from the top like policies, process, and structures I believe have brought serious inequity and disadvantage".*



#### 2. Frangible relationships

As such, there is an over reliance on individuals within the system to bring about change, rather than a mandated organisational response.

It is left to the good will and trust of individuals to attempt to challenge the system from within. Unless they have power and authority, change is limited.

Equally when those individuals move on, the trust and knowledge is lost, and the relationships are capable of being easily broken.

*"At the heart of system's change is people. Without maintaining respectful two-way relationships, we cannot achieve positive change"*



#### 3. Nuance of place

The centralisation of policy making and the need to create efficient replicable models creates a one size fits all policy and delivery approach. This ignores the differences between people and place.

What works for one does not work for all. There is a greater need to develop flexible policies which can better respond to the diverse needs of communities and geographies.

It is recognised that the appointment of Waka Kotahi's DLIP Regional Advisors could begin to address this and is a step in the right direction. It potentially serves as a model to other policy makers as to how to bridge the 'place knowledge gap'. This will only be successful if there is ongoing community-led involvement.

*"Community-led models are more effective as they understand the social, economic, and cultural contexts of the community they seek to help. By involving the community in the planning and decision-making process, better solutions that meet the needs of the marginalised or disadvantaged."*



## Learning what has hindered DCN's systems change approach

### BARRIERS AND CHALLENGES



#### 4. System scepticism

Organisations must work hard to ensure credibility and avoid perceptions of a 'fringe group' if it/they are to be taken seriously by Government and policy makers. This requires a degree of care, professionalism and robust evidence-based approaches that support the case for change.

Equally organisations must manage 'anti-system' rhetoric if they are to build effective partnerships for change. This can have the effect of destabilising organisations and undermining the kaupapa of the movement.

*"I can remember hearing these whispers about this group that was out there, and it was advocating all this stuff ... [it was] well who the hell are these guys. And they were sharpening the end of the 10-foot-long bargepole to keep them away ... And they started to realize that this was a group that wasn't out there ripping things to shreds. It was trying to do things that it needed".*



#### 5. Trauma inducing

For some, the experiences of engaging in the system have been traumatic and stigmatising. The effects of which are long-lasting and inter-generational, making re-engagement with the system hard, fractious, and psychologically scarring. It requires a process of healing on both sides for genuine partnership to succeed and change to occur.

*"It is quite scary to, to sit behind the wheel with a stranger and they take you off to the test. And for some reason, they have had very bad experiences in the past. So once they fail, they don't go back."*

*"Sitting any test is scary, the testing officer was known by whanau as mean and never smiles. I did fail but he wasn't encouraging and told me I was a bad driver. I have never been back to resit. 15 years later, my mokopuna was the one who encouraged me to try again as things have changed. I now have my Full Licence"*



#### 6. Monopolisation of the system

The system extends to the private sector and business entities. Monopolisation of the system by dominant commercial entities that have a stronghold on driver education, training and testing. Without the scale, influence and resources it is hard for community organisations to challenge this dominance.

*"So the legislation isn't really that tough, it's not that much of an impediment. It's the model they were using where they only had two providers. And the battle was always against the two providers ... [who] would not provide a service for argument's sake in Palmerston North or Fielding. But the other agent was not allowed to go and set up, because that was their patch".*



# Learning what has hindered DCN's systems change approach

## BARRIERS AND CHALLENGES



### 7. Matching funding to the scale of the ambition

Philanthropic funders have played a significant role in championing and facilitating systems change in New Zealand. This required a shift in funding models to align with new practices. The introduction of multi-year funding to provide surety of support and seed change is an important shift.

However, what has become clear through DCN, is that there is a need to recalibrate funding models to better support systems change. Transformational change occurs in the long term, yet funding is geared in the medium term and 'projectised'.

This does not allow sufficient time to build support, consolidate activity, and transition to new systems. As such there is a mismatch between current funding models and the scale of the ambition.

*"This systems change journey has seemed long and slow. The turning point in this journey has been establishing key relationships and mutual respect. Progress has now speed up and the outlook is exciting. Unfortunately, the future of DCN and the sector is uncertain without secured funding."*



### 8. Beware of funding offset

Where systems change is successful, resources will flow and additional Government funding to support change will be forthcoming.

However, this is not without its challenges, and may result in funding consolidation with new monies being used to offset against existing programmes and practices. As was the experience in some organisations within the DCN network.

The release of new funding saw some Ministries exit their current projects with the view that these would be funded in the future by the additional funding. Essentially resulting in a 'robbing Peter to pay Paul' scenario.

What is required is an AND/AND funding model not an AND/OR funding model. Organisations need to be alert to the funding implications of budget announcements.

*"When there is a change in the funding model ... there is potential impact to other funds...that extra money is going to pay for the same project ... we didn't foresee that."*



### 9. How far to partner?

Systems change is predicated on the basis of successful partnerships, however, less is understood as to 'how far' those partnerships should go and what form they should take.

DCN has been effective in its ability to act as a provocateur to Government and hold it to account, whilst building working relationships with policy makers.

As this relationship deepens there is a tension to be resolved between Government and those acting as change agents, as to the levels of cooperation required so agencies can build their understanding for change to occur whilst balancing independence and freedom to operate.

*"I think it really is a group that we cannot afford to lose ... in terms of having a group out there that is independently funded. But what I don't want DCN is to be directly funded by Government. Because that then makes them shackled in some ways in terms of how they can operate ... to to be freely able to do what it needs to do."*



## Learning what has hindered DCN's systems change approach

### BARRIERS AND CHALLENGES



#### 10. Pitching at the right level

Paradoxically whilst the role of Programme Coordinator has been a key enabler for DCN it has at times been a barrier. This is not a reflection on the skills and experience of the individual but rather perceptions of the influence of the role of a coordinator.

Programme coordinator roles are typically support/junior roles in the system. As such gaining access to senior leaders becomes harder if there is a perceived misalignment of seniority. This meant DCN had to work 'extra hard' to build relationships.



#### 11. Volunteer fatigue

There is an over-reliance in the sector on volunteerism to enable systems change. In a sector that is already over-loaded and under resourced, leaders are overwhelmed. It is necessary to begin to consider how to look after the hauora of those that are doing the mahi to change the system and to remunerate their work effectively. It is incumbent on funders and agencies to ensure that the actual cost of community change is provisioned for.



## Future considerations

The kaupapa of DCN remains and its mahi must continue to ensure lasting change. Moving forward DCN may wish to consider the following as it evolves its approach.

Also shown is which part of the systems change model these relate to, the type of action required and who may lead this.

**ACTION CODE KEY:**

- Continue the mahi
- Accelerate
- Barrier Mitigation

RECOMMENDATIONS	SYSTEM CONDITION	ACTION	WHO
Re-establish relationships with Ministers and Opposition Leaders to sure up ongoing support.	RELATIONAL	<span style="color: green;">●</span>	DCN
Continue to develop and incorporate a Te Tiriti approach and te ao māori practices in DCN's operating model, supporting all members to develop their knowledge.	POWER DYNAMICS	<span style="color: red;">●</span>	DCN
Review resource requirements to better align with DCN's scale and growth.	RESOURCES	<span style="color: red;">●</span>	DCN
Reposition role of Programme Coordinator as a senior GM role. Ensure to backfill support.	RESOURCES	<span style="color: red;">●</span>	DCN
Introduce long term multi-year 5-10-year funding cycles to support systems change.	RESOURCES	<span style="color: red;">●</span>	FUNDERS
Identify policy and practices that control current funding so a more sustainable community model can be implemented to support those who need assistance.	RESOURCES	<span style="color: orange;">●</span>	GOVERNMENT/DCN
Ensure that cross Government budget implications are part of the Inter-Agency Working Group discussions.	RESOURCES	<span style="color: orange;">●</span>	GOVERNMENT/DCN
Undertake an options analysis to explore alternative business models for long term financial sustainability for the network.	RESOURCES	<span style="color: orange;">●</span>	DCN
For treasury to officially recognise a drivers licence as a public good. By recognising driver licensing as a public good there will be a significant shift in funding mechanisms for education and access to testing services.	MENTAL MODELS	<span style="color: green;">●</span>	DCN/Govt
Give consideration to forming DCN as its own legal entity to widen the possible funding sources	RESOURCES	<span style="color: red;">●</span>	DCN





## Approach

This describes the approach we have taken to the work, its scope, key activities, and limitations.

### RESEARCH QUESTION

The foundational question for this work has been to explore the effectiveness of the DCN model and to surface stories of impact.

The objectives are to:

- Tell the story of DCN, its journey and growth.
- Surface examples of its successes and demonstrate the impactful change it is having on the driver licence system.
- Understanding the conditions and factors that are necessary to support systems change.
- Identify the barriers and challenges that have undermined systems change.

### APPROACH

The approach to this work has included:

- A desk-top analysis of DCN information.
- A survey of DCN members to surface their stories and experiences of the network.
- 10 interviews with a range

of stakeholders from the network including Steering Group and Working Group participants, community providers, driving instructors, and Government agencies.

### QUALIFIERS

In reading this report the following should be noted:

- This is a snapshot. It surfaces key insights from conversations with 10 stakeholders. This is a small sample size and may not be representative of the needs or experiences of others.
- It is not an academically designed research project.
- It is not within the scope of this work to evaluate or assess the impact of specific initiatives or projects within DCN and the direct impact on the communities. Therefore, no judgement is made about the quality or outcomes of such initiatives.

### Stakeholder Interviewees

- **Emma Anderson**, Mayors Taskforce for Jobs Group
- **Maria Bayley**, All Train NZ
- **Ali Black**, Youth Inspire *(written response)*
- **Helen Anderson**, Todd Foundation
- **Arlouise Brooking**, Steering Group
- **Reuben Cohen**, Dargaville Police Officer / Community Testing Officer
- **Ave Faka'osi**, Flaxmere Pacifica Driving Licencing Support
- **Seumas Fantham**, Todd Foundation
- **Jim Furneaux**, Former Advisor Regulatory Services
- **Joe Graham**, NZ Blue Light
- **Tim Hartnell**, Proactive Drive
- **Amie Maga**, Puketapapa Community Driving School
- **Lu Maultsaid**, Driving Instructor
- **Patricia Novoa**, HMS Trust Team Leader
- **Tania Pointon**, Seed Waikato
- **Wendy Robertson**, Driving Change Network
- **Emani Soane**, Te Piki Oranga
- **Keran Tsering**, ASARS Driving Programmes Manager
- **Angelene Waitohi**, Far North REAP
- **Jeff Whitfield**, Thames Community Centre Manager
- **Cass Wise**, Waka Kotahi