

**DRAFT**

# Overview of current evaluations of programmes targeted at youth

The Social Wellbeing Agency has reviewed information on the effectiveness of interventions intended to reduce youth offending for the Youth Engagement Ministers Group (YEMG) work programme.

This document is a work in progress – it is not complete – it will be updated as new information is provided or evaluations completed.

December 2022

**SOCIAL  
WELLBEING  
AGENCY**

TOI HAU  
TĀNGATA



**DRAFT**

## Summary

- The evidence on the evaluations outcomes from the range of programmes we have in place for young people with high needs is mixed – but we may know a lot about these programmes from other information sources
- This is likely due to many of the programmes being new, and data not yet being available (or collected)
- More comparison evaluation approaches would help us determine what works and where to invest to get the best outcomes for these young people.

**DRAFT**

## SWA examined 35 programmes identified by agencies in a stocktake\* exercise undertaken for the YEMG work programme

- SWA looked for evaluations/impact studies that were in the public domain or in academic journals. We have not included internal agency analysis, or provider-specific reports such as Education Review Office reviews.
- Many of the programmes are relatively new, meaning that evaluations were not (yet) feasible – a number of these have, nevertheless, committed to (further) evaluation.
- A western model was generally adopted to assess the quality of evaluations that were found; two kaupapa Māori evaluations did not fit comfortably within this framework meaning that any judgments that could be made about whether these evaluations spoke to effectiveness was limited.
- This is an evolving overview. In socialising the initial results of this stocktake, some agencies identified some other evaluations, and other programmes that were potentially beneficial for youth engagement. We will update this work with that additional information as it comes to light.

\*Refer next slide

# A range of services and programmes support children and young people with moderate to very high needs and their whānau

Support needs

Beginning to disengage with education and pro social activities

Experiencing multiple factors correlated with poor wellbeing and future offending

Experiencing multiple factors and have offended

Engaged in serious and/or persistent offending

## Moderate

**Access and Choice:** includes \$66.469m targeted funding over 4 years for youth-specific primary mental health and addiction services for 12–24-year-olds across New Zealand. Youth-specific services are available in youth-friendly and accessible settings, for example in schools, Youth One Stop Shops and other community settings

**Mana Ake:** (\$90m over 4 years) - a holistic mental health programme that supports primary and intermediate school children in Canterbury and Kaikōura and is expanding to Northland, Counties Manukau, Bay of Plenty, Lakes and West Coast

**Expanding mental health and wellbeing supports for students enrolled in tertiary education institutes:** (\$25m over 4 years)

**Piki (Integrated Psychological Therapies Pilot):** (\$12.25m over 4 years), supports young people aged 18–25 years in the Greater Wellington area who are experiencing mild to moderate mental health and alcohol and other drug needs

**Expansion of Healthy Families NZ:** delivered across 11 locations in Aotearoa targeting regions with higher-than-average rates of preventable chronic diseases, and or high level of deprivation – expand within regions to include AOD

**Establish Whakapuawai:** partnership proposal between Blue Light and Ruapotaka Marae in Glen Innes/ East Auckland working in a wrap-around way to engage tamariki in education and pro-social support

**Ākonga Fund:** support ākonga (12 to 21 years) adversely affected by the impact of COVID-19 to stay engaged or re-engage in education

**Children’s flexi fund:** (\$5.2m over 4 years), direct purchase of goods and services for children and young people who experience family harm (where it cannot be funded elsewhere)

**Alternative Education:** (\$24.017m), young people disengaging or disengaged from education receive educational and pastoral support to re-engage in a meaningful learning programme (1,888 places nationally)

## Attendance and Engagement Strategy (Regional Response Fund)

**Māori and Pacific Suicide Prevention Community Funds:** (\$3.1m p.a.) supports community interventions and programmes aimed at preventing suicide and responding if, or when, a suicide occurs – includes young people as a priority

**NZ Drug Foundation – Prevention of Drug Related Harm:** (\$0.729m), provides services to prevent drug related harm at a national level

**E Tū Whānau,** a kaupapa Māori movement for positive change.

**Pasefika Proud,** Social change movement – ‘by Pacific for Pacific’ – to boost wellbeing for Pacific families and transform attitudes, behaviours and norms that enable violence.

**Kōhine Māori Projects:** (\$0.865m), Te Puni Kōkiri and Manatū Wāhine exploring supports for better outcomes for kōhine Māori because of the COVID-19.

**Tūturu:** (\$1.868m), supports secondary schools to take a whole school approach to addressing student wellbeing, with a focus on reducing alcohol and other drug (AOD) related harm – 7 locations

**School based health services:**, for secondary students to improve health outcomes and inequalities. Budget 22 extension (\$12.548m over 4 years) to improve health equity for high need students and help prevent the development of more serious mental and physical health conditions among youth

**Rangatahi Manawaroa** (\$2m - funds projects and initiatives to improve rangatahi capacity to resist risk factors and enhance protective factors in their lives

**Resilience to Organised Crime in Communities (ROCC):** Cabinet-mandated, multi-agency approach supporting locally-led responses to organised crime. Focused on 3 target cohorts: rangatahi, gang-affiliated whānau, those experiencing harm associated with the use of, or addiction to drugs (particularly methamphetamine). Budget 22, \$34.12m for community resilience and whānau support to enable roll out to build resilience in 4 communities where organised crime and the methamphetamine trade significantly impacts on wellbeing

## High

**Intensive Mentoring extension:** intensive mentoring to children 10-14 disengaged from school/ supports, have early contact with police and at risk of escalating

**Youth Services:** support to young people aged 16 – 19 years with Youth payment, Young parent payment and youth not in education, employment and training (NEET) or at risk of becoming NEET

**Limited Service Volunteer (LSV):** voluntary six-week residential training programme run by NZDF in partnership with MSD and Police

**He Poutama Rangatahi (HPR),** support to rangatahi most at risk of long-term unemployment who may need ongoing support to connect to training and employment, supports employers to help meet the needs of rangatahi

**He Poutama Taitamariki (HTP),** intensive service for young people in Northland aged 15-24 years who are NEET and most at risk of long-term unemployment

**Tupu Aotearoa:** supports Pacific people, identified as NEET with the work readiness skills they need into meaningful and sustainable employment and training pathways

**Taiohi Ararau:** (\$3m), supports young Māori (15-24) not receiving a benefit and NEET in Northland

**Pae Aronui:** (\$14m over 3 years), tests improvements in education and employment outcomes for rangatahi Māori (15-24) who are NEET or at risk of NEET in 4 communities

**Pregnancy and Parenting Service:** (\$5m), intensive engagement and harm reduction service for parents experiencing harms of substance abuse, have infants under the age of 5 or are pregnant and marginalised

**Te Ara Oranga:** methamphetamine harm reduction initiative in Northland (\$3.5m), and Bay of Plenty (\$2m)

**Enhanced funding for youth focused alcohol and drug harm prevention and minimisation services:** addresses a gap in sustainable funding for AOD service for youth

**FTE Youth Worker / Practitioner Pilot:** trial increased youth worker/practitioner time with young people (12-24) with complex needs and a number with needs considered ‘moderate’

**Family Functional Therapy extension:** evidence-based family/whānau counselling

**Rangatahi/youth focused transitional housing:** (\$20m over 4 years), for youth aged 16-24 who are homeless or at risk of homelessness, in design stages

**Local Innovation and Partnership Fund** (\$20 m over 4 years ), multi-year fund to support development and implementation of local initiatives to respond to and prevent homelessness including amongst rangatahi/youth.

**Youth Inclusion Programmes (YIP)** (\$1.761m), community led support for children and young people at risk of offending or showing anti-social behaviour. Operated with high schools and community services in 10 communities

**Youth Inclusion programmes extension**

## Very High

**Te Pae Whakatupurunga -Family Functional Therapy Cross Generations:** supports tamaiti and rangatahi 12-24 years old to reduce involvement with the justice system

**Intensive Mentoring:** (\$0.228m), model Includes mentoring, counselling, parenting, and whanau centred social work – in Auckland

**Mana Tamariki (Intensive Case Management):** (\$1.55m), intensive relationship-based casework in central and South Auckland. Tamariki who have difficulties engaging in school , in trouble with Police, or have complex needs

**Paiheretia te Muka Tāngata:** (\$8.75m), a kaupapa drawing on the strengths of the whānau ora approach to support rangatahi Māori under the age of 30 and their whānau who are engaged in the Corrections system

**YJ Residence and OT Specialist Remand Care Placements**

## KEY

Grey = Announced

Black = Baseline/continuing

Green = Opportunity for enhancement/improvement

Red = Opportunity for enhancement/expansion – new money required

Individual and family prevention programmes

Community and School-led programmes



## SWA found mixed results and gaps in the availability of evaluations

- **Only 15** of the 35 programmes identified in the stocktake appeared to have **had any form of evaluation** or monitoring report published
- Of those that had been evaluated, about **half** were process evaluations, and/or used primarily qualitative methodologies that **did not attempt to measure outcomes** resulting from the programme
- **Only 10 evaluations** included a **focus on outcomes** for participants (representing about a quarter of all programmes identified in the stocktake) – the majority of these were either retrospective surveys of clients (ie, asking at the end of treatment, “are you better now than before treatment?”), or involved pre-post comparisons only (which does not necessarily indicate effectiveness)
  - **9** of these reports indicate that **outcomes were improved** for participants in the relevant programme – although the scale of impact varied, with some programmes having more impact than others
  - **1** report indicated that the **intervention was potentially harmful**, as it appeared to lead to worse outcomes for participants than a comparison group
- **Only 4 evaluations** compared outcomes for participants relative to a comparison group

## Summary of evaluations for youth engagement initiatives identified by agencies

Key: **14** No evaluation **5** Evaluation planned **6** Process evaluation **6** Outcome evaluation (without comparison) **4** Outcome evaluation (with comparison)

	0+ years of age	5+ years	12+ years	16+ years
Justice	<p>Children's flexi fund</p> <p>Pasefika Proud</p>		<p>Pae Whakatupurunga</p> <p>YJ Residence and OT Remand Care</p> <p>Hooks for Change</p> <p>Kotahi te Whakaaro</p>	<p>Te Pae Oranga Rangatahi</p> <p>Paiheretia te Muka Tāngata</p>
Social services	<p>Mana Tamariki (Intensive Case Management)</p> <p>E Tū Whānau</p>		<p>Intensive Mentoring (social)</p> <p>Youth Inclusion Programmes</p>	<p>He Poutama Rangatahi</p> <p>Pae Aronui</p> <p>Youth Services</p> <p>Taiohi Ararau</p> <p>He Poutama Taitamariki</p> <p>Limited Service Volunteer</p> <p>Tupu Aotearoa</p>
Education		<p>Intensive Wraparound Service</p>	<p>Ākonga Fund</p> <p>Intensive Mentoring (MoE)</p> <p>Alternative Education</p> <p>Tūturu</p>	<p>Whakapuawai</p> <p>Mental health supports for tertiary students</p>
Health	<p>Te Ara Oranga</p> <p>Pregnancy and Parenting Service</p> <p>Healthy Families NZ</p>	<p>Mana Ake</p>	<p>Access and Choice</p>	<p>Youth-focused Alcohol &amp; Drug</p> <p>Piki (Integrated Psychological Therapies)</p>

## Further details of evaluations examining outcomes

Programme	Impact#	Evidence*	Method for examining outcomes	Key findings	Other notes
Pae Whakatupurunga	+	**	Pre-post comparison of clinical assessment and client survey	Low completion rate for programme. Majority of those completed reporting making progress during the programme.	Currently last year of multi-year evaluation. Programme is very small (n<100). Model is Family Functional Therapy, which has a lot of supporting evidence.
Te Pae Oranga Rangatahi	++	***	Longitudinal outcomes compared to a matched group	Participants committed significantly less harm from reoffending (-22%), and took longer to reoffend compared to matched comparison.	The only evaluation so far undertaken focuses only on the full Te Pae Oranga programme (not only rangatahi).
Pae Aronui	+	*	Counting the number of goals achieved, split by “education” and “employment”	Out of 302 people engaged, 141 (47%) achieved an employment outcome, and 94 (31%) achieved an education outcome. (Many of these were the same people.)	Programme includes support from six different providers. Results are often split by provider in the evaluation, and some have more detail and appear to be more successful than others (although volumes are small).
Youth Services	-	***	Longitudinal outcomes compared to a matched group	Participants slightly more likely to be on benefit and more likely to be serving a community sentence 1-2 years after the programme. Participants slightly more likely to attain (low level) tertiary qualifications.	This programme has been evaluated at least twice. Both generally indicate the programme does harm with respect to employment and justice outcomes. The programme was restructured in 2020 and has not yet been re-evaluated.
Limited Service Volunteer	+	***	Longitudinal outcomes compared to a matched group	Participants have increased income, employment, educational participation, less time in prison, but also less educational qualification and more time on benefit.	This evaluation shows mixed outcomes, but our characterisation is positive based on positive effects on justice, income, and employment.
Intensive Wraparound Service	+	*	Evaluators’ predictions of 28 students’ outcomes	Of 28 IWS students, 14 were considered to be likely to maintain attendance at school or transition to post-school.	The outcome was a prediction of the evaluators, based on a review of case files and interviews with whānau and school staff.
Te Ara Oranga	++	***	Longitudinal outcomes compared to a matched group	People referred to the programme have 34% less future offending than comparison group not referred. This includes reductions in drug and non-drug offences. No differences in victimisation.	Sample size relatively small (but all treatment effects statistically significant). The control group also substantially reduced offending, indicating that other system responses are also likely to be effective (but less effective than Te Ara Oranga).
Pregnancy and Parenting Service	+	*	Comparison of clinical assessment and client survey after vs the worst point during treatment.	Improvements across employment, housing drugs, health and relationships.	The choice of the worst point during treatment as a comparison is used because clients entering the programme might not acknowledge the full extent of issues they are dealing with. However, this comparison biases the treatment effect upwards.
Mana Ake	++	**	Pre-post comparison of clinical assessment and client survey	Large positive differences in engagement and wellbeing; and learning and achievement. Moderately positive differences in attendance.	The evaluation outcomes were assessments made by those in the programme, and not directly tested with attendance or learning data. Teachers were also surveyed and were very positive about the programme.
Piki (Integrated Psychological Therapies Pilot)	+	*	Retrospective subjective question asked of clients	Two thirds of clients reported therapy helped ‘a lot’ or ‘quite a bit’. The app component of the service appeared to be less effective.	This was primarily a process evaluation of a pilot programme, so only contained some data on outcomes.

# Impact as identified by evaluation: ++ indicates very positive outcome; + indicates somewhat positive outcome; – indicates negative outcome

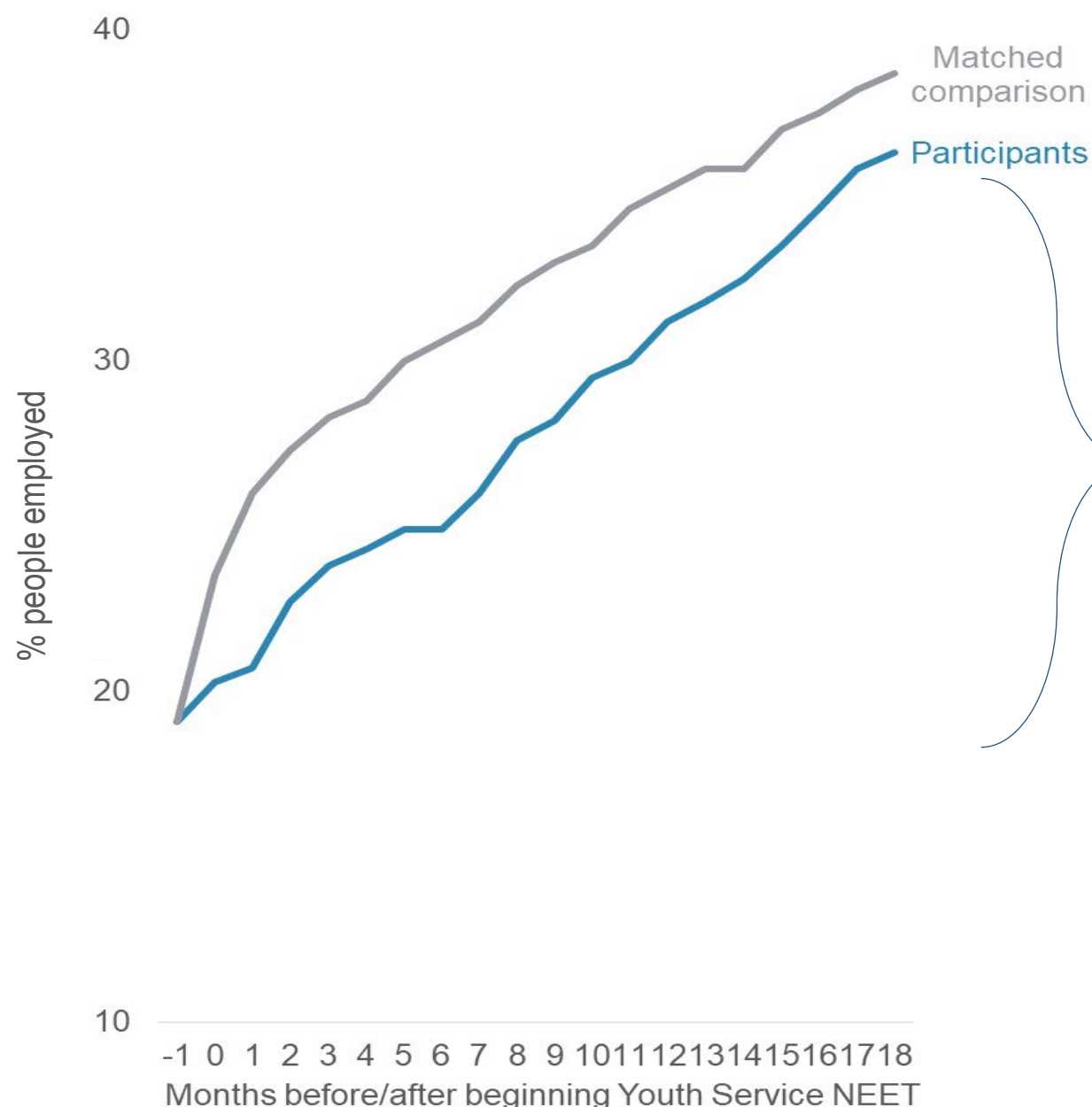
\* Indication of the extent to which evaluation is likely to reveal causal impacts of the programme: \*\*\* indicates a matched comparison group; \*\* indicates a pre-post comparison; \* indicates other sorts of comparisons (or no comparison) of outcomes.

# Why is it important to use a comparison group to determine effectiveness?

**DRAFT**

- While additional supports/programmes are often critical in promoting wellbeing, people are also helped by other supports – their whānau and community, friends and mentors, and ‘business as usual’ government or social services
- Looking at differences in outcomes before and after receiving support combines the effect of the programme with the effect of all of these other supports
- The best way to disentangle these effects is to compare outcomes to a group of people who started in similar circumstances, but were not exposed to the programme
- This point is illustrated with data provided in the evaluation of the Youth Service: NEET programme, opposite

Employment outcomes for programme participants compared with a matched comparison



This difference is the most relevant estimate of effectiveness – programme participants are **less** likely to be employed than a matched comparison group...

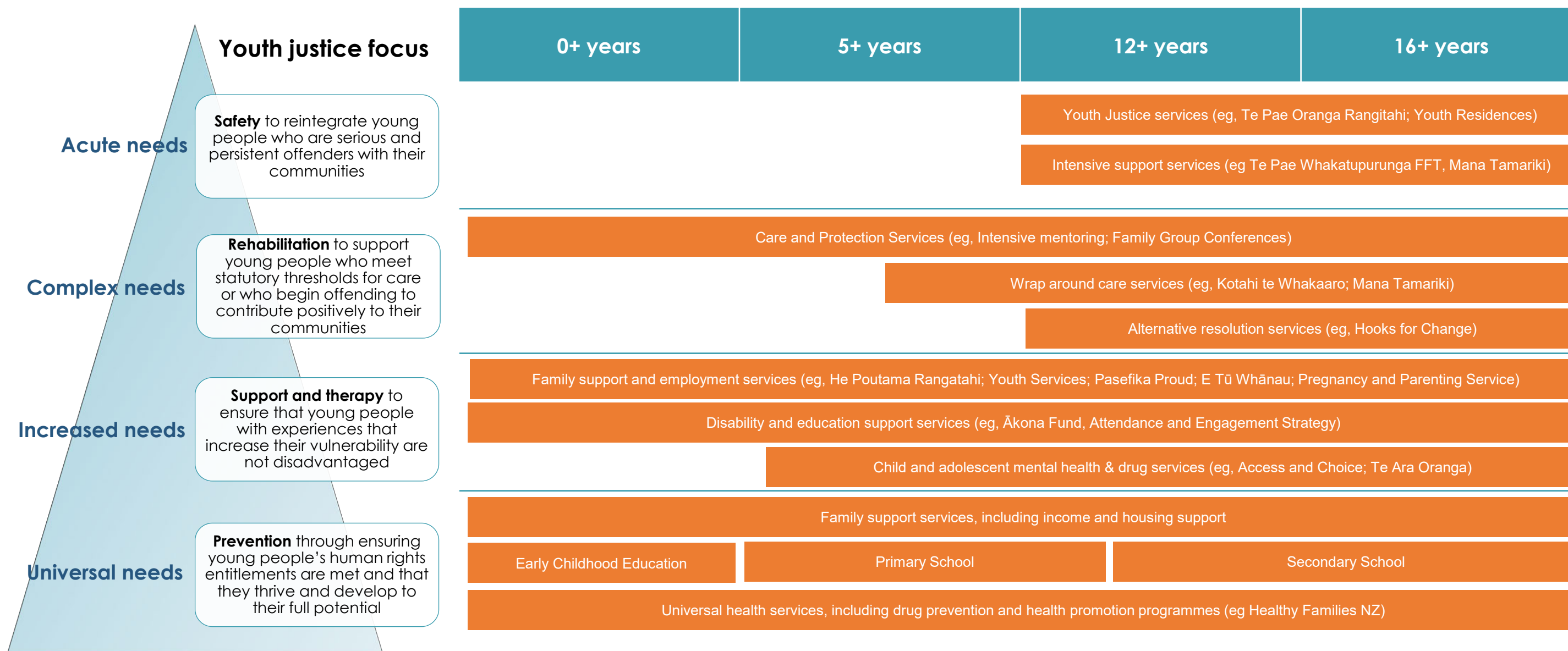
... but a pre-post comparison would identify this difference – and conclude the programme is highly effective

Source: Dixon, S. & Crichton, S. (2016). [Evaluation of the impact of the Youth Service: NEET programme.](#)



# The effectiveness of different interventions will vary depending on need and the age of a young person

Evaluations can help to identify the most effective interventions to maximise protective factors and mitigate harm at key stages through the life-course, from conception to young adulthood...



Youth offending is associated with unmet need and can be reduced by addressing these needs at the earliest opportunity. If needs escalate, the focus of interventions must also expand and intensify to improve outcomes.

**...but many interventions address multiple needs of multiple individuals and can also have inter-generational impacts that are not able to be measured in the short- to medium-term.**

**DRAFT**

## Next steps – we could:

- Continue to add to this as information comes to hand
- Look at where there is an available evidence base for programmes (ie, programmes may not yet be evaluated in NZ but be based on overseas evidence)
- Provide advice on what evidence-based interventions may be missing from our suite of interventions (understand the gaps)
- Look at whether our spend across this portfolio of programmes is having the greatest impact.
- Work with Regional Commissioners and providers to identify data that might be routinely collected to help indicate what is working/not.



# Bolstering support for children and youth to reduce offending

The Social Wellbeing Board requested that the SWA lead analysis that brings together data from agencies to identify where existing support could be bolstered for higher-need groups of children and young people.

This analysis uses the IDI to build on previous SWA work to identify factors correlated with joining a gang and becoming involved in the criminal justice system as a young adult.

July 2022

**SOCIAL  
WELLBEING  
AGENCY**

TOI HAU  
TĀNGATA

**A note on the data presented in this slide pack:**

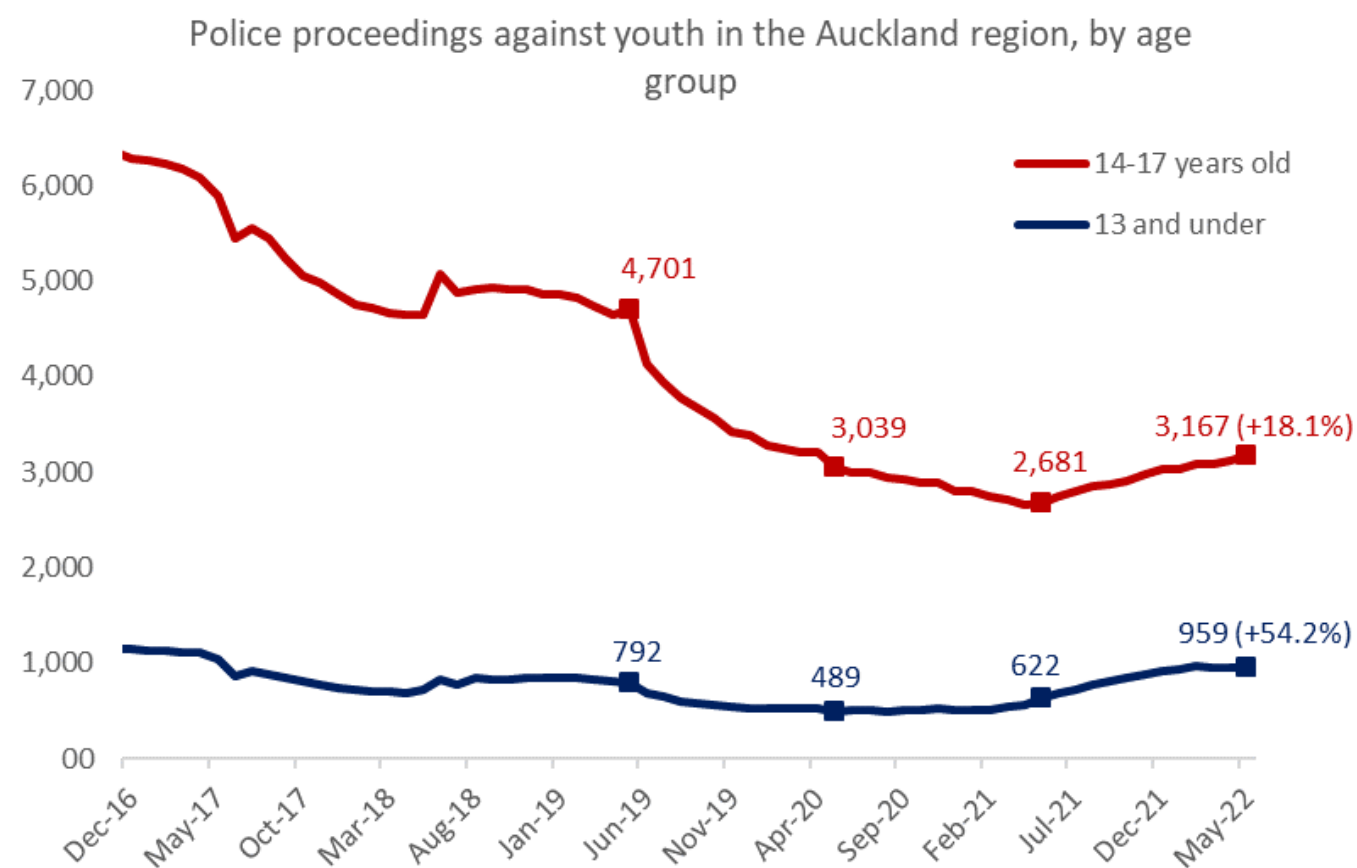
- Correlation **does not** equal causation
- Most children and young people don't offend, and most of those who do 'age out' of that behaviour. Only a small minority commit the majority of offences.
- The data does not tell you what interventions will be most effective for which children, nor can it tell you which individual children to focus on – it provides the experiences and needs of a group.
- The data we generally collect and use is limited to negative experiences - interactions with government agencies generally occurs because additional support is needed; our data does not usually capture what is going well for people despite adverse circumstances.





# Recent increases in youth crime are concentrated largely in Auckland

In the 12 months to May 2022, Police proceedings against youth in Auckland increased by 25% compared to the previous 12 months...



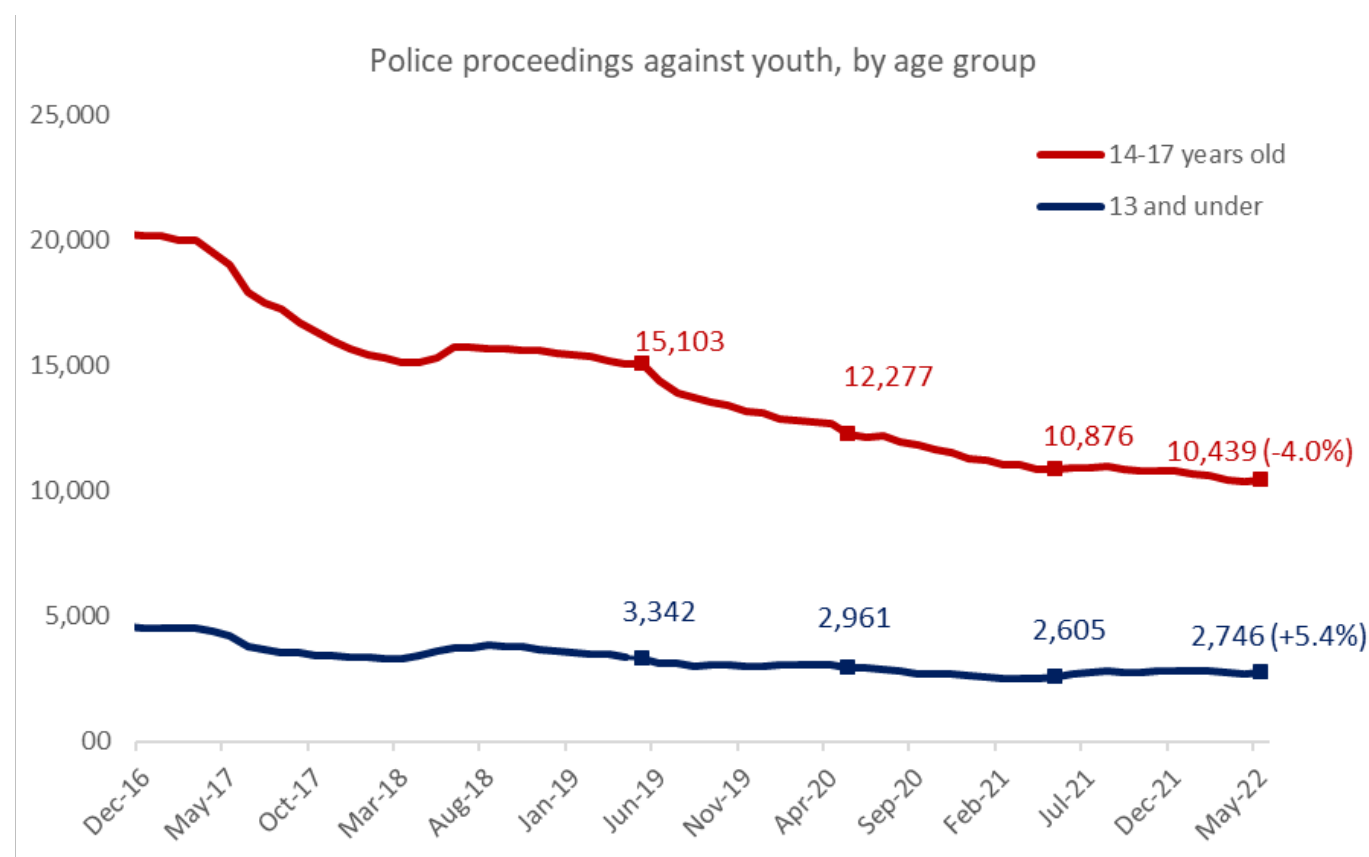
It is possible that increases in Auckland are due to lag effects from the COVID lockdowns, which impacted school attendance and in-person service availability.



Proceedings against children under 13 years increased 54%

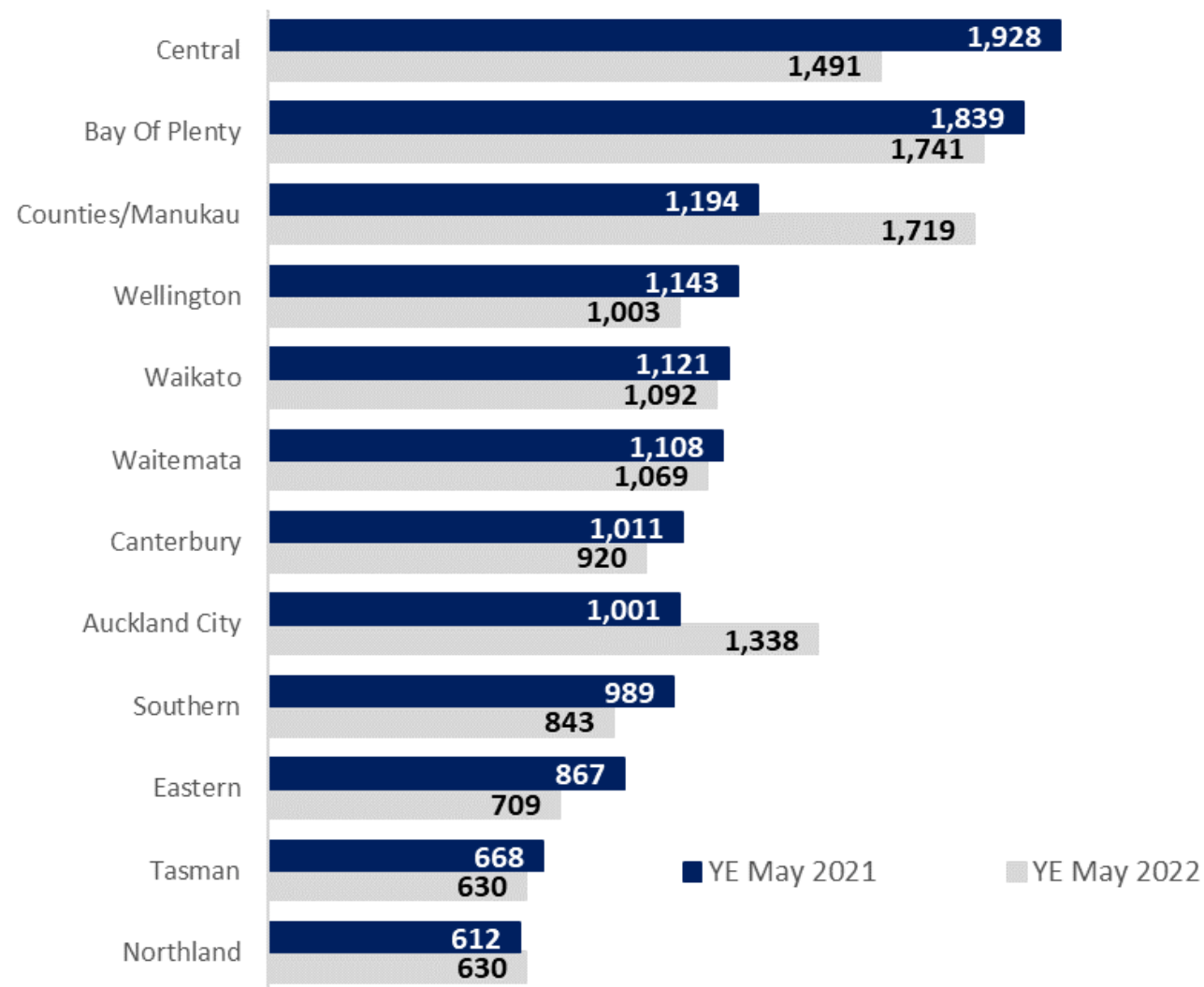
Proceedings against young people aged 14-17 years increased 18%

.....while proceedings decreased by 2% nationally



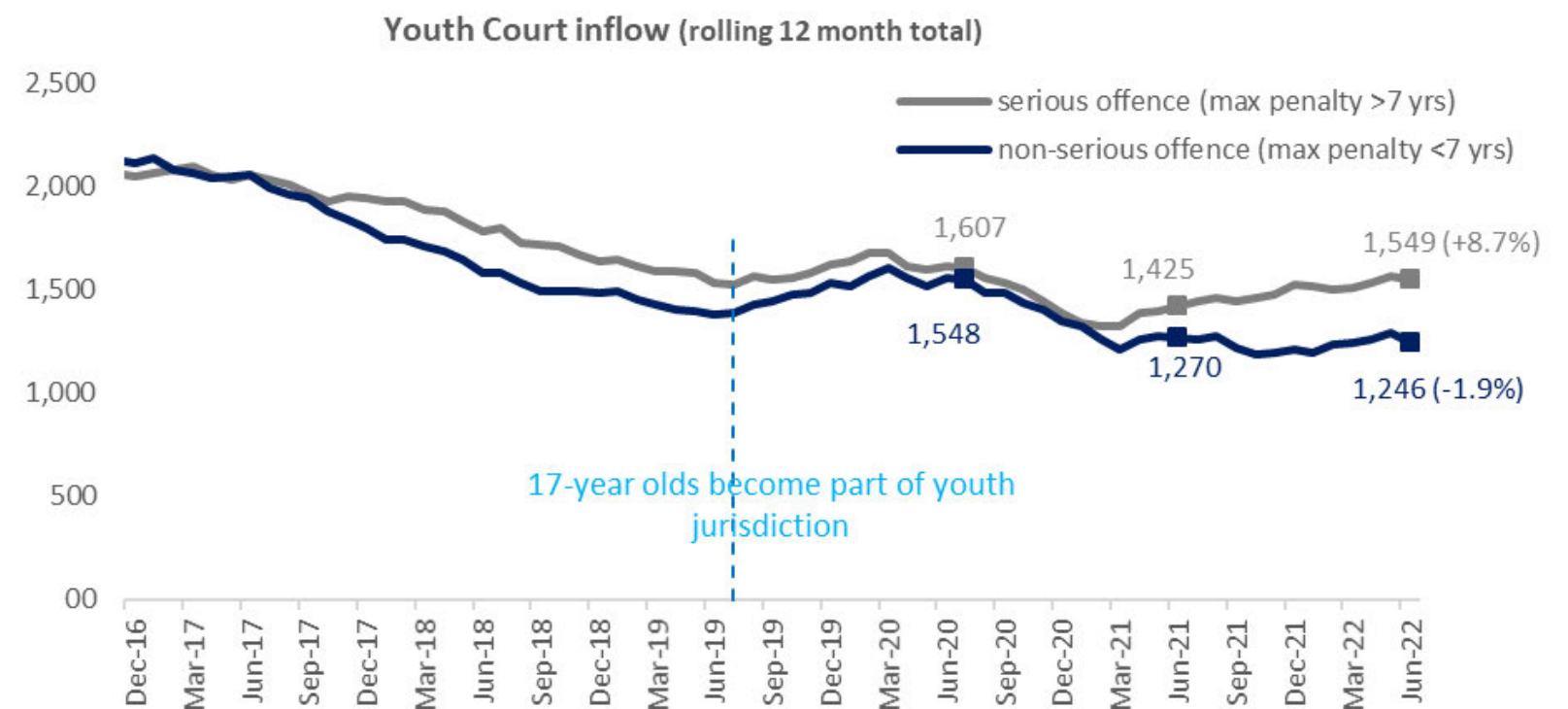
The increase in youth crime was driven by Auckland City and Counties Manukau districts, which increased 34% and 44% in the past year...

Police proceedings against youth by Police District



...every other Police district saw a decrease in the same period, except Northland, which increased slightly by 3%

Prosecutions in the Youth Court for serious offences also increased 9% in the last year, again mostly driven by Auckland and Counties Manukau which increased by 97% and 53%...



...there were also notable increases in:

- Waikato (38%)
- Bay of Plenty (18%)
- Te Taitokerau (29%)
- Nelson/Malborough (30%)

## Prior research has shown what factors can lead to offending behaviour

Prior research to identify patterns among children and youth involved in recent ramraids (NZ Police, 2022); young people identifying as gang members (SWA, 2022); and youth offending more generally (Lambie, 2021) consistently finds that the factors that increase the risk of offending behaviour are cumulative. They include the following:



### Abuse, neglect and contact with care and protection system

- **Physical, sexual and emotional abuse** before age 14 are highly predictive of offending.
- 30% of young people in gangs had been **placed in care** by age 16.
- Most of those involved in recent ramraids had come to the attention of police as an **unaccompanied minor**, as well as a **missing person**. Most were linked to five or more **family harm events** in the past.



### Early offending, victimisation and contact with the justice system

- All young people in gangs were **reported offenders as children**, and over half were also **reported victims of crime**.
- Over half of the young people involved in recent ramraids were **aged between 10-12** when they first came into contact with police.



### Mental health

- **Adverse and traumatic childhood experiences** are linked to both mental health and youth offending outcomes.
- Young people involved in gangs had high rates of **emergency admissions** and **specialist mental health** services.



### Household and community financial resources

- Odds of youth offending are about two times higher for those in a decile 1 school at age 9, relative to a decile 10 school.



### Disengagement from education

- More than a third of young people in gangs had experienced **alternative education** or **unenrolled from school** before 16. Almost half had low or no **school attainment**.
- Being **stood-down or suspended** from school is predictive of youth offending, especially when combined with prior histories of offending.

# We focused on children and youth with experiences that are correlated to offending behaviour

Our investigation indicates two groups for whom additional support could have a positive impact on wellbeing outcomes and potentially reduce offending behaviour:

- **Children aged 7-13 years** – research has indicated that increased investment in early-life support is effective at reducing poor outcomes.
- **Youth aged 14-17 years** – research shows age-appropriate approaches that improve family functioning and connections with schools, facilitate involvement with socially appropriate peers, and reduce bullying and victimisation are the effective in reducing youth crime and youth gang involvement.



Our analysis constructed a measure indicating how these factors cluster among children (7-13) and youth (14-17)

We used a statistical technique (principal component analysis) to combine a list of 15 different indicators from government administrative data into an overall measure that indicates higher or lower susceptibility to sustained youth offending. These indicators cover four of the five key groups of factors described previously – factors relating to disengagement from education did not improve our statistical model, after we accounted for the other factors.

**We used this measure to focus on the highest needs children and youth**

**We focused on the 10% of children and youth at the top end of our combined measure of factors.** Not all of these children or youth will be involved in sustained offending now or in the future. However, these are the young people most likely to benefit from effective early intervention, or age-appropriate diversion and supports.

**We identified regions that might be useful to focus efforts in**

We have identified a few key regions that either have a high number or high concentration of children and youth who have higher susceptibility to later offending. This aligns with the Social Wellbeing Board's priority to support regional leadership. We can also provide other views of this population that might further suggest targeted supports within some agencies, such as looking at health service usage, prior educational experiences, or overlap with Oranga Tamariki Action Plan priority groups.



# These children and youth are not distributed equally across the country

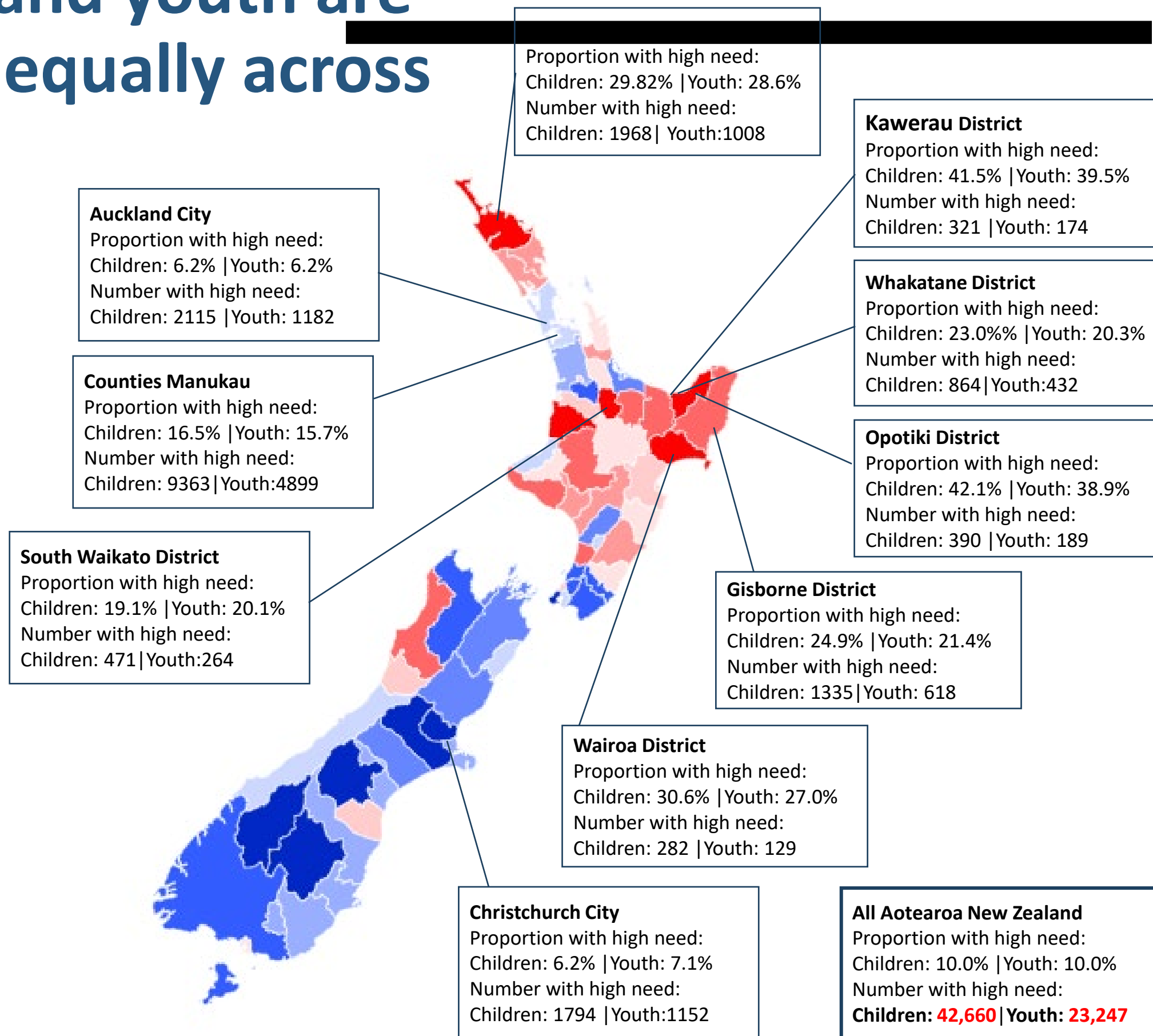
There are three types of distribution of need highlighted by this map:

- High concentration of need but low numbers of children: Kawerau, Wairoa, Opotiki, Whakatane, South Waikato, Gisborne
- Lower concentration of need but high population: Auckland City, Christchurch City
- High concentration of need and high numbers of children: Counties Manukau

→ **There are more high needs children and youth in Counties Manukau than all of the other high needs regions highlighted on this map.**

While there may be greater urgency to act in the areas we have identified, other factors, such as local community priorities and the capacity of agencies to respond to the needs of those communities will also inform where, when and how to intervene to improve wellbeing outcomes.

**Further analysis to understand the service use, demographics and needs of children and youth in each area could be undertaken to inform future decision-making at both a central and a local level.**



TA Index 1 2 3 4 5 6 7 8 9 10  
Most affluent Most deprived

Source: Map – DOT Loves Data, 2022  
Other data – SWA, 2022

### Variables used in construction of indicator

- **Abuse, neglect and contact with care and protection system:** Child is subject of previous Oranga Tamariki contact and/or report of concern; child is subject of previous Oranga Tamariki investigation; child has had a care and protection placement
- **Early offending, victimisation and contact with the justice system:** Child has a prior non-serious offence; an adult in the same household has experience with Corrections.
- **Mental health:** Child has received support for mental health or addiction; an adult in the same household has received support for alcohol or drug abuse/dependence; an adult in the same household has received a mental health specialist service.
- **Household and community financial resources:** Household income; whether household income is below \$20,000; household income relative to neighbourhood average income; whether the household has 4+ children; whether household is supported by main benefit; whether the child lives in low or high deprivation (NZDep) community; whether the last school the child attended was low or high decile.

### IDI disclaimer

These results are not official statistics. They have been created for research purposes from the Integrated Data Infrastructure (IDI) which is carefully managed by Stats NZ. For more information about the IDI please visit <https://www.stats.govt.nz/integrated-data/>.

Access to the data used in this study was provided by Stats NZ under conditions designed to give effect to the security and confidentiality provisions of the Statistics Act 1975. The results presented in this study are the work of the author, not Stats NZ or individual data suppliers.









# Data Indicative

## Key metrics

 Trending Up  Trending Down  Improving  Worsening  No change

Out of Scope

Key metrics

Out of Scope

Out of Scope



## Youth crime

Proceedings for serious crime:

**350**  4%

Youth crime has been falling with more recent rises in serious youth crime beginning to slow.

Youth crime

Out of Scope

Out of Scope



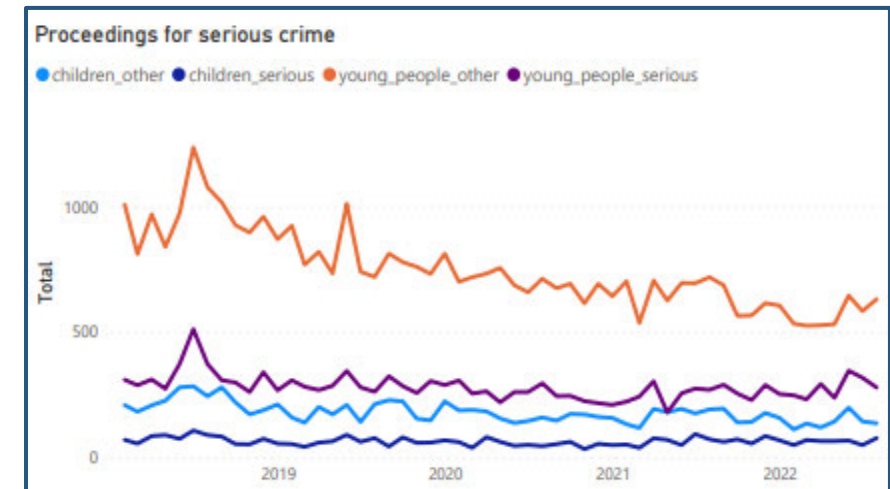


Out of Scope

Out of Scope



### Youth Crime



Youth crime has generally been falling with more recent rises in serious youth crime beginning to slow.

**Number of ramraids in last month: XXX ↓XX % change**

**A reoffending measure: XXX ↑% change**

Out of Scope





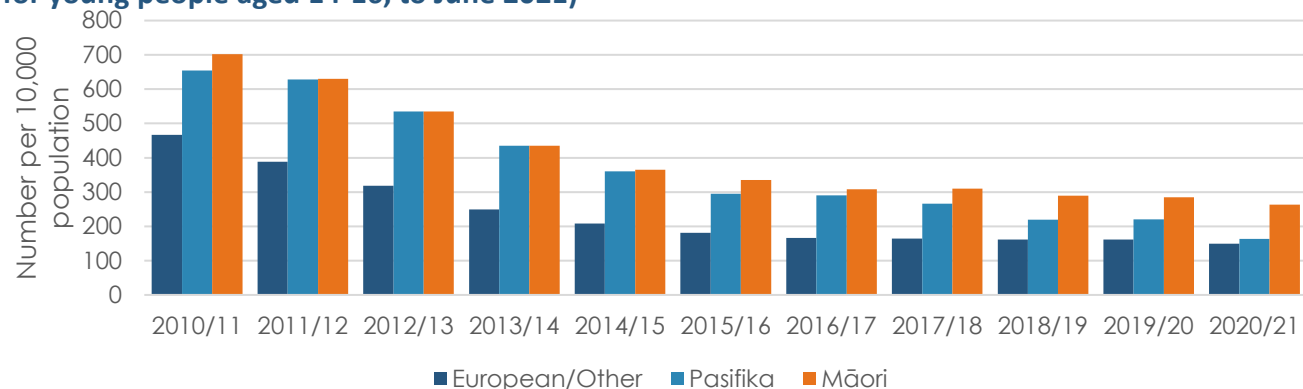


## What is happening?

## Youth Crime: Current Context

## What is driving this?

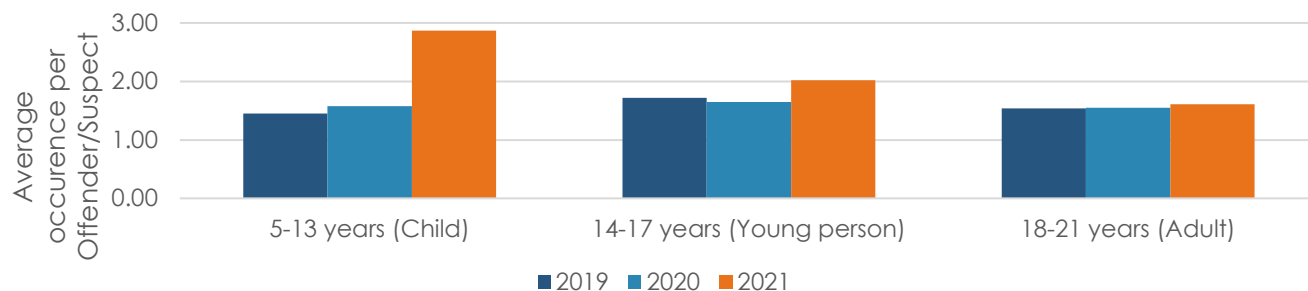
Recorded youth crime has decreased over the last 10 years (Offending rates per 10,000 population for young people aged 14-16, to June 2021)



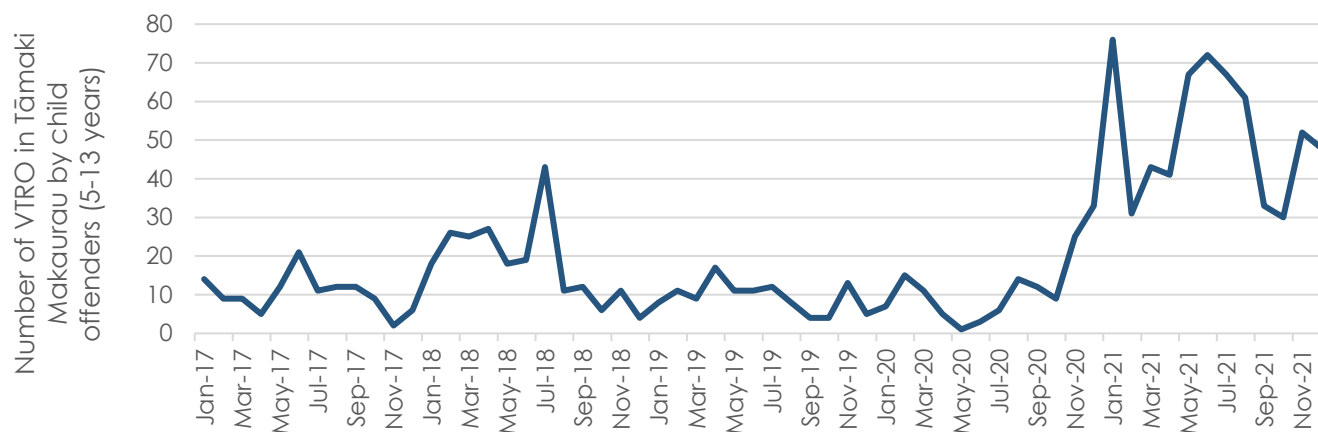
Source: Ministry of Justice, Youth Justice Indicators Summary Report, December 2021

However, there has been a recent increase in the incidence of youth offending, particularly in younger age groups and in Tāmaki Makaurau

In Tāmaki Makaurau, compared to 2020, offending committed by a child aged 5-13 years increased by 81% in 2021, and offending by young people aged 14-17 years increased 22%. The number of child offenders in Auckland has also increased.

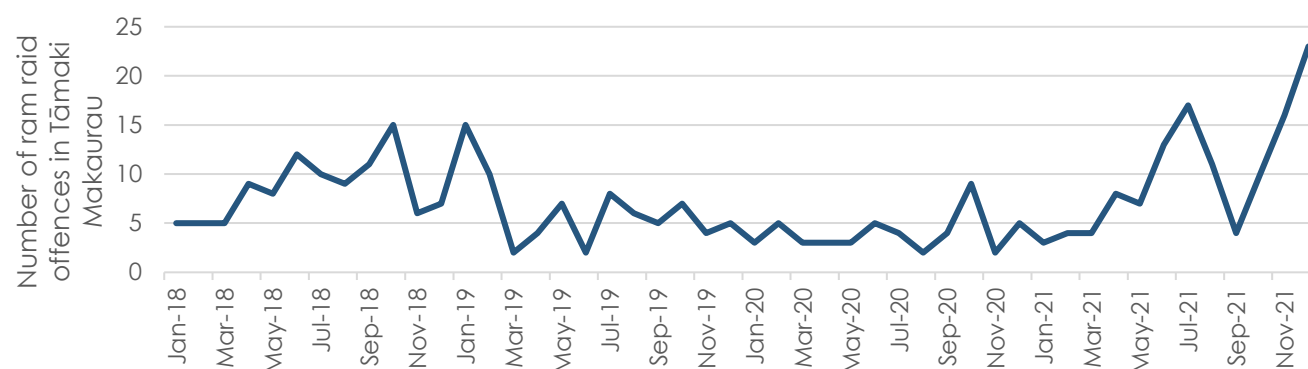


Vehicle theft-related offending is the most common offence committed by children in Tāmaki Makaurau



Ram raids have been increasing in Tāmaki Makaurau

Between 2018 and 2021, there were 345 ram raid offences in Tāmaki Makaurau (avg. 7/month). In June to December 2021, ram raiding was repeatedly above average levels, with young people associated with a large component.



Source: NZ Police Intelligence Report: Ram Raid Offending in Tāmaki Makaurau, 25 February 2022

### COVID-19 is likely to have contributed to the increase in youth offending

- Underlying factors linked with youth offending (childhood trauma, victimisation, poverty, educational failure, parental imprisonment, substance abuse, lack of attachment, fetal alcohol syndrome, ADHD and conduct disorders) are likely to have been exacerbated by alert levels 3 and 4 (AL3/4).
- Reduced levels of in-person support available during AL3/4 by agencies supporting at-risk youth.
- Lack of in-person school participation during AL3/4 and corresponding lower secondary school enrolments in 2021.
- Reduced compliance with lockdown restrictions after the first AL4 period (once young people reconnected with peers)
- Families severely impacted due to loss of employment and cost of living increases.

Source: NZ Police Intelligence Report: Youth Offending in Tāmaki Makaurau, 14 April 2022

### Factors driving the increase in ram raiding include:

#### Almost certainly contributing

- Ease of obtaining vehicles and avoiding Police detection
- Personal circumstances of offenders, including desire for adrenalin rush, negative home life and material needs/wants
- A small number of influential offenders who enable the offending of others
- Poor implementation of Crime Prevention Through Environmental Design (CPTED) measures
- Demand for commodities stolen (being sold onto organised receivers)

#### Likely contributing

- Delays in supporting/prosecuting young offenders
- Young people bragging on social media

#### Unknown contribution

- Only a small number are linked to known youth gangs

Source: NZ Police Intelligence Report: Ram Raid Offending in Tāmaki Makaurau, 25 February 2022

## What does it mean?

Most young people who offend do not go on to long term offending.

However, a small proportion of young people with a high number of early risk factors will go on to commit disproportionately more crime, and more serious crime, than those with fewer risk factors.

- People aged 10-17 who have been dealt with by Police for a serious offence in the past five years have the highest risk of future offending. There are around 4,000 young people in this group.
- Young people in this group are nearly 18 times more likely to have been a victim of crime themselves, and over 100 times more likely to have had a charge proved in the youth court in the previous five years.
- This group is 80% male, 45% attend a low-decile school (deciles 1-3) and live in high deprivation areas.
- Three quarters of this group is likely to offend over the next 15 years, and on average will commit 7 offences each (amounting to 27,000 future offences).

Source: Ministry of Justice, Population Report, 2017

There are two key groups for whom responding to early and/or serious offending would have an impact

- Children: decades of previous research and reports have highlighted the need for increased investment in early-life support and intervention (Lambie, 2018).
- Young people: research shows that age-appropriate approaches that improve family functioning and connections with schools, facilitate involvement with socially appropriate peers, and reduce bullying and victimisation are the most effective in reducing youth crime. These approaches are also effective in reducing youth gang involvement.

# Young people involved with gangs: what do we know about their life course?

Work in progress – developed as part of work on gang harm for the Social Wellbeing Board

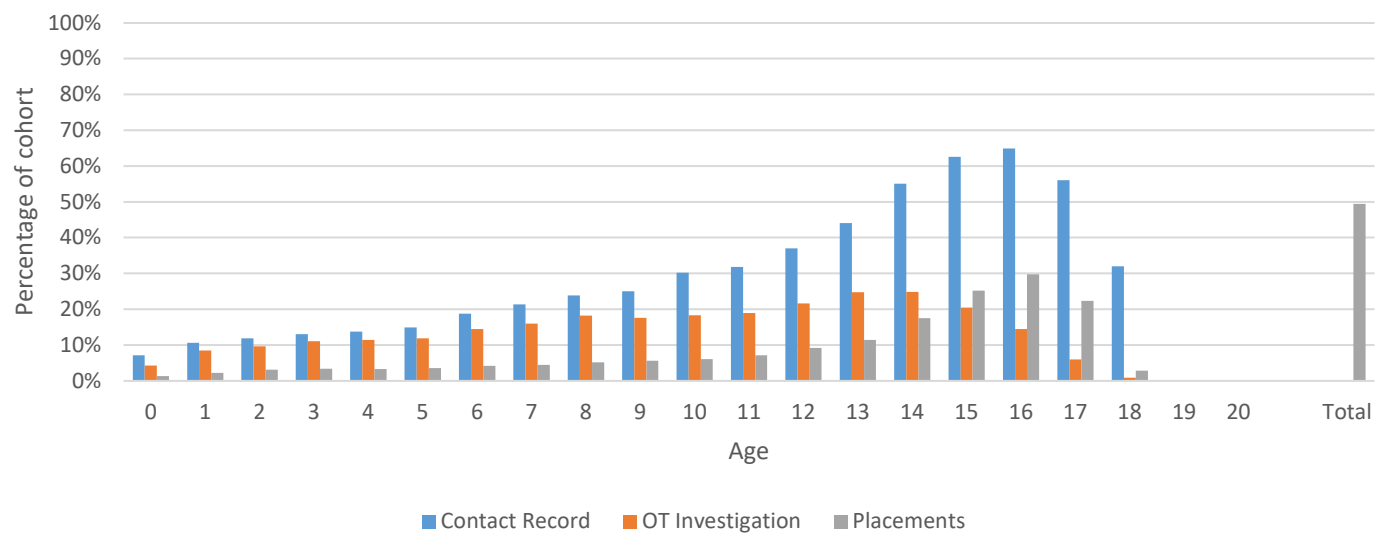
## Key points

Young people who are identified as gang members in their early 20s were far more likely than the population average to have contact with Oranga Tamariki as children or teenagers and to leave school early and with low attainment. They suffered higher rates of injury and mental health issues, were more likely to be victimised, and all had contact with the Police and been reported as offenders. While the picture this paints is negative, it also shows that these young people had multiple points of contact with the State, creating opportunities to intervene and provide better support.

## Care and Protection

Across the course of their lives, the cohort were significantly more likely than the population average to have contact with Oranga Tamariki, peaking at age 16. ~20% experienced an Oranga Tamariki investigation, and at age 16 almost 30% were in a placement.

Proportion of Cohort at Age Experiencing One or More **Care and Protection** Events



## About the data

9(2)(f)(iv)

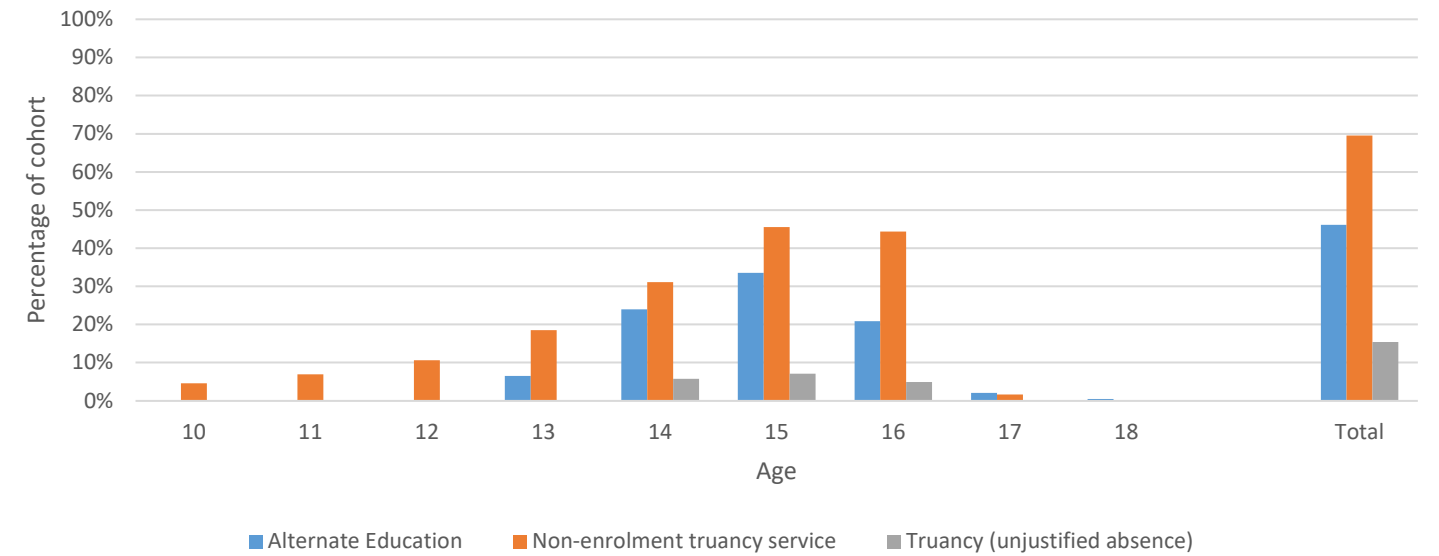
The data below takes a sample of ~2000 young people in their early 20s who are currently on Corrections' gang member list and uses the IDI to extract what we know about their life course and their interactions with the state.

These results are not official statistics. They have been created for research purposes from the Integrated Data Infrastructure (IDI) which is carefully managed by Stats NZ. For more information about the IDI please visit <https://www.stats.govt.nz/integrated-data/>.

## Education

Approximately one third of the cohort had contact with non-enrolled truancy services at high school, and approximately one quarter experienced alternative education. Almost all had left school by age 17, with little or low attainment.

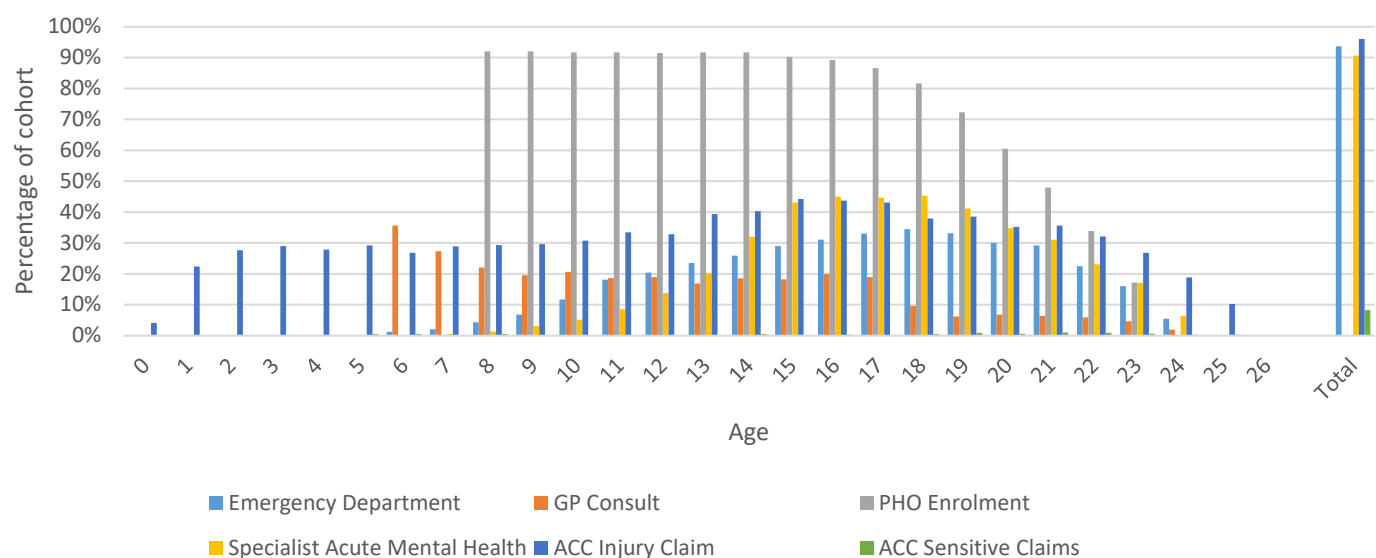
Proportion of Cohort at Age Experiencing One or More **Education** Events



## Health

Across their lives the cohort were significantly more likely than the general population to experience an emergency department admission, make ACC injury claims and require specialist mental health services. Enrolment with a PHO and GP visits dropped rapidly after age 17.

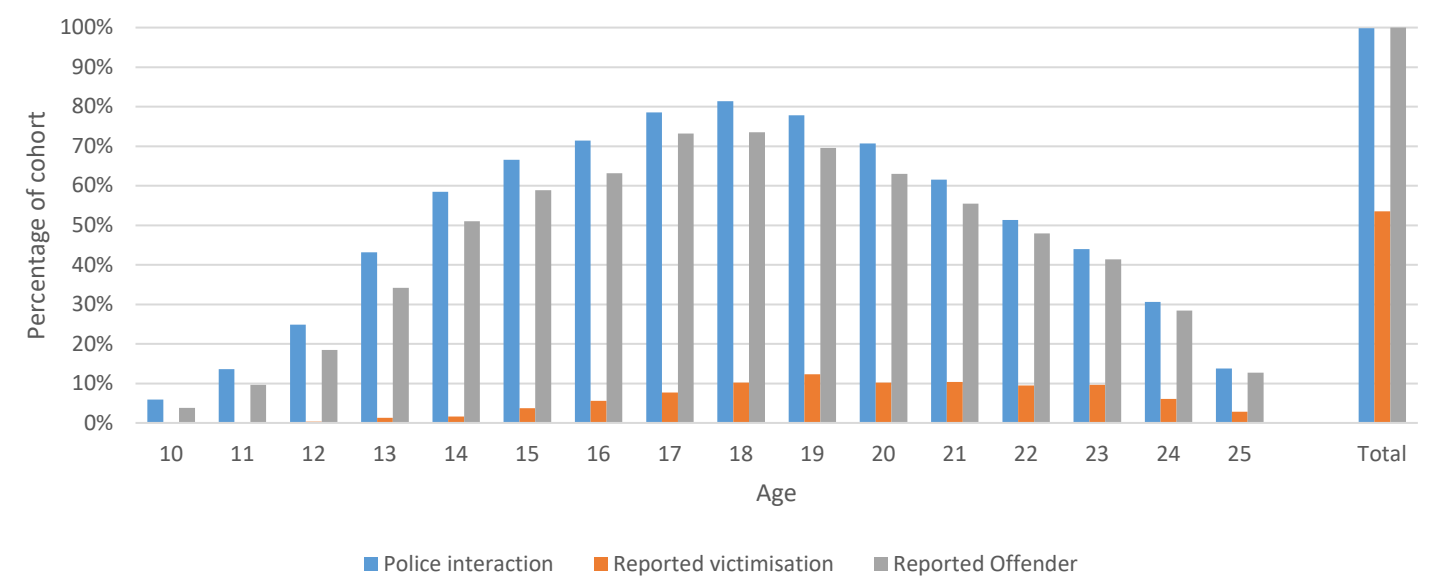
Proportion of Cohort at Age Experiencing One or More **Health** Events



## Justice

100% of the cohort had contact with the Police and were reported as offenders one or more times across their lives, and over half were also reported victims of crime.

Proportion of Cohort at Age Experiencing One or More **Justice** Events



## Protective factors and intervention opportunities

### Youth offending and youth gang involvement have similar protective and risk factors

The protective and resilience factors associated with youth offending are also closely associated with youth gang involvement:

- **Connection and identity** e.g. having a strong connection to your history, communities and identity, with strong whānau/aiga support structures
- **Community and neighbourhood factors**, e.g. socio-economic wellbeing of the community
- **Family factors**, e.g. degree of family financial stress, positive parental attitudes and coping mechanisms
- **School factors**, e.g. degree of commitment to school, attainment
- **Peer group factors**, e.g. association with peers who engage in positive and constructive activities
- **Individual factors**, e.g. conduct disorders, early marijuana use and early drinking. Drug use is a risk factor in young people becoming involved in gangs, and to a lesser extent, the attraction of selling drugs and making money.

### Strategies for prevention of youth gang involvement have similarities with youth crime prevention approaches

There are key opportunities for intervention across a person's life:

- At birth/first 1000 days
- Before school
- School intervention
- Oranga Tamariki/Police youth aid involvement
- Parental corrections system involvement
- Mental health service use
- Community connections/links

### Child offending and ram-raid offences are related to youth offending, but their solutions differ

- Child offending (10-13 years and younger) may need specific approaches.
- Ram raids are better prevented by working with potential victims to introduce crime prevention measures.
- Youth gangs are a different phenomenon to adult gangs, and only a small proportion of people involved with youth gangs go on to become adult gang prospects or members (Superu, 2015).
- The current patterns of child and youth offending are not driven by involvement in youth gangs.

## What works

<b>Universal prevention approaches</b>	<p><b>Educational attainment:</b> increasing educational retention and attainment is likely to decrease the incidence of offending and offer alternatives to crime.</p> <p><b>Employment:</b> Increasing employment opportunities offer an alternative to gang activity.</p> <p><b>Reducing deprivation &amp; increasing social cohesion:</b> some of the most deprived communities in NZ have higher rates of gang membership.</p>	<p><i>For example:</i></p> <ul style="list-style-type: none"> <li>• <i>Engagement in Learning Strategy</i></li> <li>• <i>Before School Checks</i></li> <li>• <i>Early Childhood Education</i></li> </ul>
<b>Community and school-level prevention programmes</b>	<p><b>Strengthening communities:</b> the Comprehensive Gang Prevention, Intervention and Suppression Model has demonstrated effectiveness in multiple US cities; some community-based programmes that support at-risk families and children have shown to be effective.</p> <p><b>Strengthening schools and ECE:</b> Schools are key in the prevention of, and intervention to modify, conduct problems. Keeping children in school reduces the likelihood of future crime and incarceration. Training helps teachers and parents manage disruptive youth, and as well as teaching students interpersonal skills (Howell 2010, Home Office 2013, Simon et al 2013). ECE programmes are beneficial when they target self-regulation, early cognitive abilities, social skills, and caregivers' warmth, responsiveness, and behavioural management strategies (Lambie, 2018).</p>	<p><i>For example:</i></p> <ul style="list-style-type: none"> <li>• <i>Youth Crime Action Plan</i></li> <li>• <i>Positive Behaviour for Learning</i></li> <li>• <i>Rangatahi hubs</i></li> </ul> <ul style="list-style-type: none"> <li>• <i>School-wide positive behaviour support</i></li> <li>• <i>Incredible Years Teacher classroom management</i></li> <li>• <i>First Step to Success</i></li> </ul>
<b>Individual and family prevention programmes</b>	<p><b>Individual support with high-needs children:</b> conduct disorder and oppositional/defiant disorders are strongly correlated with future offending behaviour (Fergusson &amp; Horwood, 2002)</p> <p><b>Whānau support and prevention:</b> combining ECE programmes for children with family support is most effective for addressing early conduct issues. Effective parent-management training interventions include increasing positive parent-child interactions and emotional communication skills, parental consistency, effective use of ways to manage behaviour, practising of new skills during training sessions (Lambie, 2018).</p>	<p><i>For example:</i></p> <ul style="list-style-type: none"> <li>• <i>Early intervention gang prevention</i></li> <li>• <i>Family Start</i></li> <li>• <i>Functional Family Therapy</i></li> <li>• <i>Youth Mentoring</i></li> <li>• <i>Whānau Ora</i></li> </ul> <ul style="list-style-type: none"> <li>• <i>Triple P (Positive Parenting Programme)</i></li> <li>• <i>Parent Management Training Oregon</i></li> <li>• <i>Incredible Years Basic Parent Programme</i></li> <li>• <i>Parent Child Interaction Therapy</i></li> </ul>

## Understanding if what we are doing is still making a difference in a new context

Further analysis is needed to determine where and how to invest for greatest impact. Even the best programmes are only effective for a very small proportion of people.

### Already underway

- **In depth review by Chief Science Advisors:** What works to prevent pathways into and enable pathways out of gang membership
- **Further IDI analysis:** understanding the entry and transition points for young people at risk of youth crime and gang involvement, as well as resilience factors

### What more we could do:

- **Sentinel event review:** initiate an independent no-blame review of 3-5 recent high profile events to understand agency interactions with young people and each other, child behaviours and attitudes, whether there are agency policies/activities that could be changed, identify emerging patterns.
- **System performance monitoring:** regional dashboards and more detailed analysis for Resilience to Organised Crime in Communities initiatives
- **Initiative evaluation:** evaluation to build an effective and more immediate feedback loop for government on the interventions that work and don't work (e.g., use of IDI and evaluation methods to evaluate Proceeds of Crime Fund initiatives)
- **Research:** family, youth and child attitudes to crime, the YJ system and Police, community characteristics and behaviours that may reduce gang and youth crime involvement (e.g., compare high gang prevalence community with similar profile low gang prevalence community), understanding gang members' pathways into and through the criminal justice system.

### Case Study: Counties Manukau Youth Gang Action Plan

Developed in 2007, the Plan provided \$10 million over four years for:

- wraparound services for high-risk young people and their families (Integrated Case Management)
- youth workers, sport and community activities, advocacy, information and support to youth, parents and agencies
- parenting skills programmes
- reception centres to provide safe, short-term accommodation.

An evaluation published in 2010 found that the combined actions from the Plan, including the coordination of existing services and funding of new services, were effective (and cost effective) in turning many young people away from gang involvement, helping families to support their young people, and helping to make the schools a more effective learning environment.

MSD advice in 2019 recommended that services still in place should be identified and linked with other cross-agency activities focussed on preventing people from offending and entering gangs. This was intended to link in with the Resilience to Organised Crime in Communities work.

*Source: MSD (2010) Review of the Review of the Plan of Action: Improving outcomes for young people in Counties Manukau Summary report.*





# Work to support Youth Engagement

**Date:** 1/10/2022  
**Security level:** Confidential  
**To:** Youth Engagement Chief Executives

## Purpose

This memorandum seeks Youth Engagement Chief Executives (YECEs) feedback on next steps in the Social Wellbeing Agency's (SWA's) ongoing work to support the Youth Engagement Ministers Group (YEMG).

## Recommendations

It is recommended you:

**Feedback on** SWA's further work and provide an indication of particular areas of interest/opportunity.

---

**Note** indicative timeframes for this work.

---

## Work to date

1. SWA was asked to identify youth for whom additional support could have a positive impact on wellbeing outcomes and potentially reduce offending behaviour. Using the Integrated Data Infrastructure (IDI), SWA analysts identified groups of youth who are the most likely to engage in offending behaviour. This 'cohort analysis' showed that youth most likely to offend have multiple and complex needs, are likely to live in areas of higher deprivation, and repeatedly come to the attention of State agencies because of serious wellbeing concerns, often from a young age.
2. SWA was also asked to develop a key indicators dashboard related to youth offending and wellbeing. A proof-of-concept dashboard was presented to Ministers, who endorsed its ongoing development.

## Next steps for CEs' agreement

3. SWA currently has (potentially) four streams of work, building on what has already been completed to support the YEMG. These include:
  - 3.1 Cohort analysis
  - 3.2 Dashboard development
  - 3.3 Identifying what works and identifying opportunities to target spend over the lifecourse
  - 3.4 Looking at future scenarios.
4. Each of these work streams are described below. CEs are asked to review and endorse them, as appropriate.

### Cohort analysis

5. SWA considers that further development of the original cohort analysis is unlikely to provide additional significant insights. We intend to develop the slide pack into a short, publishable report (ready for publication to support any future announcements).
6. We are also available on an ongoing basis to present the cohort analysis and other relevant data to Regional Public Service Commissioners (RPSCs).
7. In addition, we are undertaking two further lines of work:
  - 7.1 A **cluster analysis** (lifecourse analysis) of the original cohort investigated. This will identify patterns of movement of individuals between the different needs groups defined in the original analysis over time. It will provide an indication of **risk and resilience factors** that contribute to this movement and **potential intervention points** to improve outcomes for high needs youth.
  - 7.2 **Analysis of service receipt/uptake/availability** by the different needs groups. This analysis was begun as part of the original cohort analysis and looks at patterns of service use. Initial work suggests that those in high needs groups experience barriers to primary and tertiary health services and rely on secondary health services to meet their needs.

Further work is required to confirm this finding, and to look at other patterns of service use. This is a longer-term piece of work requiring support from individual agencies.

## Dashboard

8. SWA has begun development of a Youth Engagement dashboard using Te Puni Kōkiri and SWA's joint data and analytics platform, Mahitahi. A 'proof-of-concept' dashboard has been designed and endorsed by Ministers. Further work is required to ensure that the 'right' indicators are included in the dashboard and that data feeds for these indicators from relevant agencies are set up, as appropriate.
9. SWA proposes that a small cross-agency working group of officials be established for this purpose and seeks YECs support for this. It will also work with the RPSCs to ensure that the dashboard also addresses their needs.

## Possible further work

### *Targeting services where they will have greatest impact*

10. Ministers indicated that they were interested in advice on whether the current significant spend on youth was effective. Working with the Chief Science Advisors and supplemented by analysis in the IDI, SWA could provide an overview of:
  - 10.1 current interventions targeted at the highest needs cohorts
  - 10.2 what evidence we have (or could have) about effectiveness and cost
  - 10.3 where there may be gaps in available interventions across various age groups
  - 10.4 where we might focus our services or invest **over the longer term** to improve wellbeing outcomes and prevent future offending behaviour.
11. The pace at which SWA can progress this work has yet to be confirmed and could involve our sector partners. If YECs are interested, SWA will do more work on a schedule of potential products and a timeline for their delivery.

### *Future scenario modelling*

12. SWA analysis to date has been retrospective, describing historic cohorts of young people. We think there would be value in articulating likely future demand on a variety of services arising from the needs that we are currently seeing. SWA is exploring with the Ministry of Justice's data and analytics team<sup>1</sup> the development of a forecasting tool/methodology that can:
  - 12.1 Provide insights about possible future trends in youth crime, and
  - 12.2 Help to model the outcomes of potential interventions.
13. While initially focused on youth crime as one wellbeing outcome, there may also be value in looking at future trends across a number of wellbeing domains. It is never possible to accurately predict the future, however, the modelling of potential futures can provide insights

---

<sup>1</sup> This team produces annual projections examining long-term trends across the justice sector. This is used to help inform decisions across that sector. However, these projections currently exclude the youth justice system.

for planning purposes and assist decision-makers to assess the probable impact of future policy and operational changes. We seek YECE’s feedback on the value of this work.

## Timing

14. The table below provides an *indicative* schedule for this work.

Work Stream	Deliverable/Milestone	Date
<b>Cohort analysis</b>	Present analysis to RPSCs	TBC – as required
	Initial output from cluster analysis (incl. to identify risk and resilience factors)	November
	Advice on potential intervention points identified through cluster analysis	December
	Initial scope of service barriers	February
<b>Dashboard</b>	Establish cross-agency working group	October/November
	Iterate/improve dashboard	November-March
<b>Targeting services for impact</b>	Initial advice on the effectiveness of services provided to high needs youth in Aotearoa New Zealand (incl. on the effectiveness of the current spend) and gaps	December
	Initial advice to identify promising options for investing in services for the ‘1%’ of high needs youth.	December
<b>Future scenario modelling</b>	Project scoped and recommended approach presented to CEs	December
	Report on initial trends/findings	February/March 2023

Name	Position	Contact Number	First contact
Aphra Green	Chief Policy Advisor	9(2)a	<input checked="" type="checkbox"/>
Megan Davis	Principal Policy Analyst		<input type="checkbox"/>





9(2)(f)(iv)

9(2)(f)(iv)

These services will also prevent youth offending (and will have wider wellbeing outcomes for the young people and their families who receive them).

## Recent concern about child and youth offending led to a request for advice on immediate responses

Recent increases in youth offending are largely driven by increases in proceedings against young people in the Auckland region, which is possibly a lag effect of the COVID lockdowns in Auckland.

Social Wellbeing Agency analysis (*attached*) sets out two highest needs groups of children and young people and where services could be bolstered to better meet their needs.

Paper B, *Proposed Scope and Actions for Addressing Youth Crime*, recommends:

- further work on youth crime is focused on two cohorts of young people:
  - children aged 7-13 years with early needs that put them at risk of entering the youth justice system
  - young people aged 14-17 years who have already had significant involvement with the justice system and without additional intervention are at risk of further involvement.
- youth crime response initially focus on the following regions: Auckland City, South Auckland – Counties Manukau, Northland, Waikato and the Bay of Plenty
- MSD, together with Police, Oranga Tamariki and the Social Wellbeing Agency, explore expanding the South Auckland model's, including into West Auckland, and leverage/strengthen existing local coordination and infrastructure in response to youth crime in the identified regions.
- explore enhanced preventative mechanisms as part of the "Youth Pathways" ministerial group work programme.



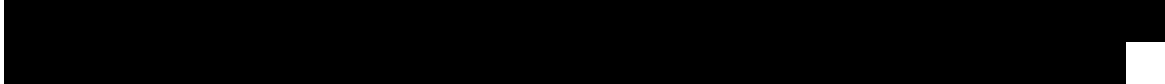
# Addressing youth crime and gangs: package of advice


**Date:** 14/07/2022

**Security level:** In Confidence

**To:** Minister of Police and Education, Hon Chris Hipkins  
Minister of Social Development and Employment, Hon Carmel Sepuloni

The attached advice addresses Ministers' requests, there are two papers:

- **Paper A - Addressing gang harm following an increase in gang activity and membership:** <sup>9(2)</sup>  
 <sup>(f)</sup>  
<sup>(iv)</sup>
- **Paper B - Responding to offending by children and young people after recent increases:** this briefing advises on existing services already in place and proposes expanding current responses to youth crime.
- This work will also be connected into the newly established Ministerial group focused on youth engagement.

<sup>9(2)(f)(iv)</sup>  


9(2)(f)(iv)

These services will also prevent youth offending (and will have wider wellbeing outcomes for the young people and their families who receive them).

## Recent concern about child and youth offending led to a request for advice on immediate responses

Recent increases in youth offending are largely driven by increases in proceedings against young people in the Auckland region, which is possibly a lag effect of the COVID lockdowns in Auckland.

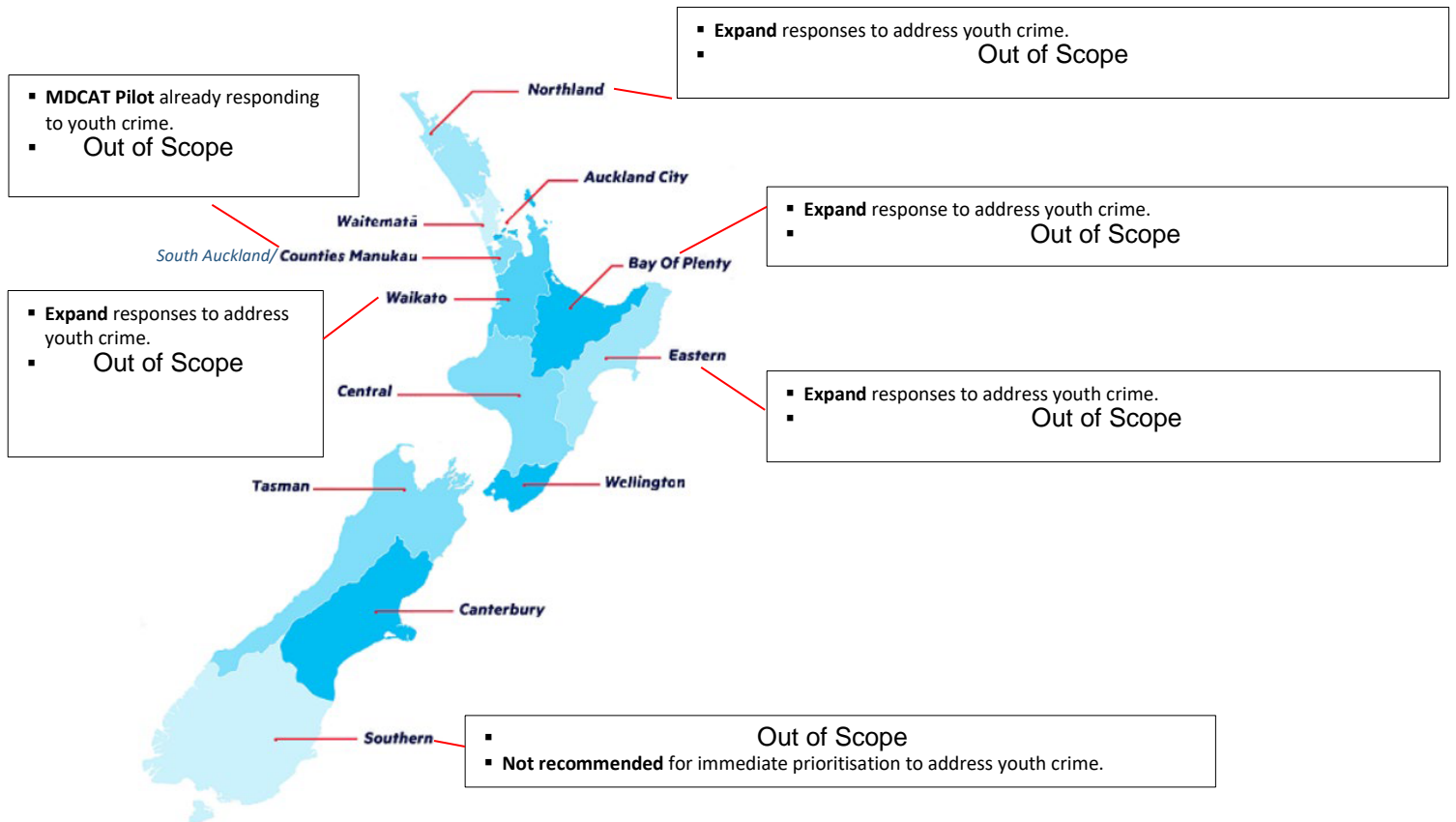
Social Wellbeing Agency analysis (*attached*) sets out two highest needs groups of children and young people and where services could be bolstered to better meet their needs.

Paper B, *Proposed Scope and Actions for Addressing Youth Crime*, recommends:

- further work on youth crime is focused on two cohorts of young people:
  - children aged 7-13 years with early needs that put them at risk of entering the youth justice system
  - young people aged 14-17 years who have already had significant involvement with the justice system and without additional intervention are at risk of further involvement.
- youth crime response initially focus on the following regions: Auckland City, South Auckland – Counties Manukau, Northland, Waikato and the Bay of Plenty
- MSD, together with Police, Oranga Tamariki and the Social Wellbeing Agency, explore expanding the South Auckland model's, including into West Auckland, and leverage/strengthen existing local coordination and infrastructure in response to youth crime in the identified regions.
- explore enhanced preventative mechanisms as part of the "Youth Pathways" ministerial group work programme.

## The expansion of community-led responses to address youth offending and gang harm are proposed in areas with greatest need

Paper B recommends the expansion of responses (through Regional Public Service Commissioners' existing governance) to address youth offending and gang harm in these regions:



Data on drug and gang related harm, and youth and community need show a range of locations throughout Aotearoa that could be prioritised for further focus to address gang harm and/or youth offending, including particular communities within Central and Wellington Districts.

---

## **We understand a Ministerial group focused on youth engagement is being established:**

This advice provides a suite of immediate action to address youth offending and gang harm. Agencies can provide further advice to enable Ministers to put in place further targeted interventions at the local level that emphasize participation in education to support improved education and employment outcomes, reduction in deprivation and family harm and increased social cohesion.

A Terms of Reference for this Ministerial group is currently being drafted.

## **Recommendations**

It is recommended you:

**Note and discuss** the attached package of advice.

Yes/No

---

---

**Debbie Power**

Chief Executive

Ministry of Social Development

---

**Andy Coster**

Commissioner

New Zealand Police





# Offending by young people in Auckland

The Social Wellbeing Agency has been asked to bring together data describing the involvement of young people in crime in the Auckland area.

November 2022

**SOCIAL  
WELLBEING  
AGENCY**

TOI HAU  
TĀNGATA

## IDI disclaimer

These results are not official statistics. They have been created for research purposes from the Integrated Data Infrastructure (IDI) which is carefully managed by Stats NZ. For more information about the IDI please visit <https://www.stats.govt.nz/integrated-data/>.

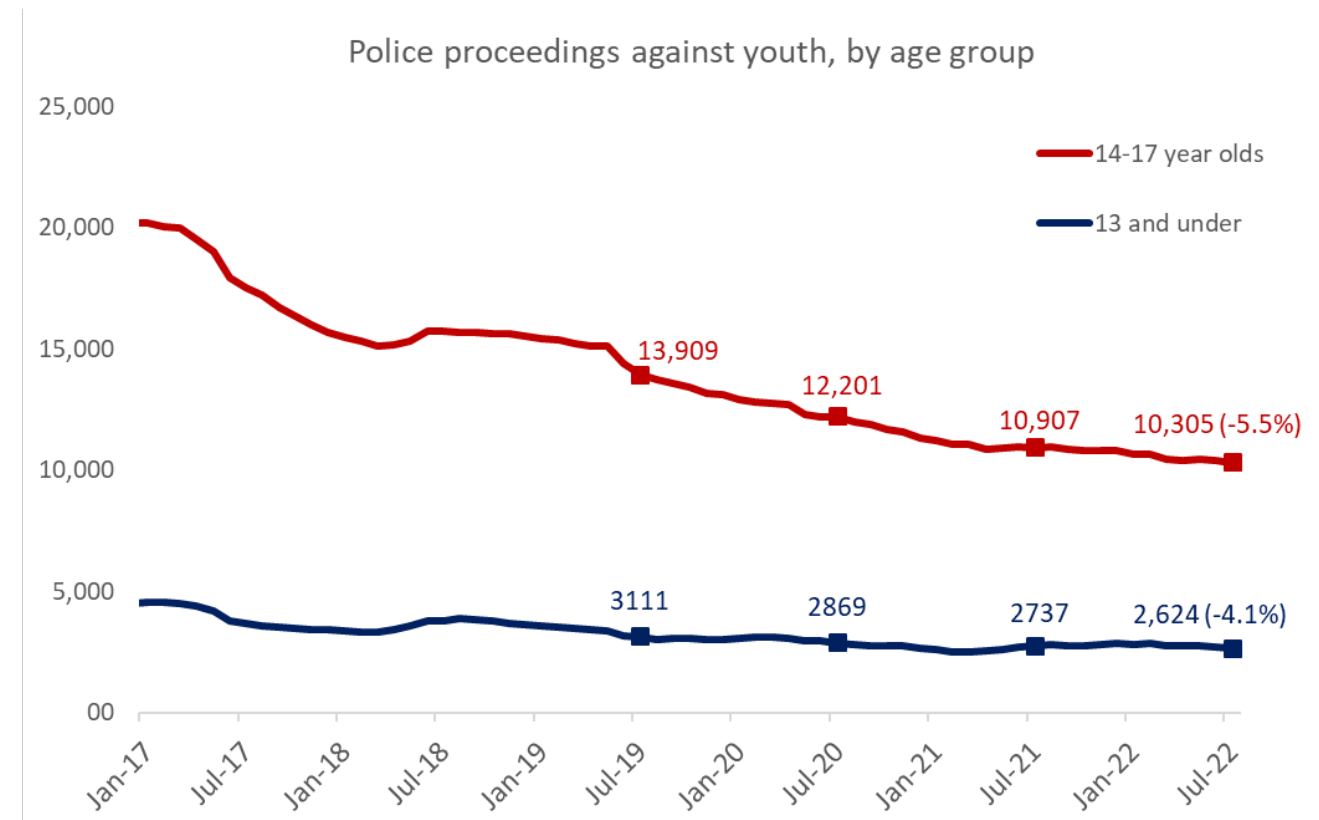
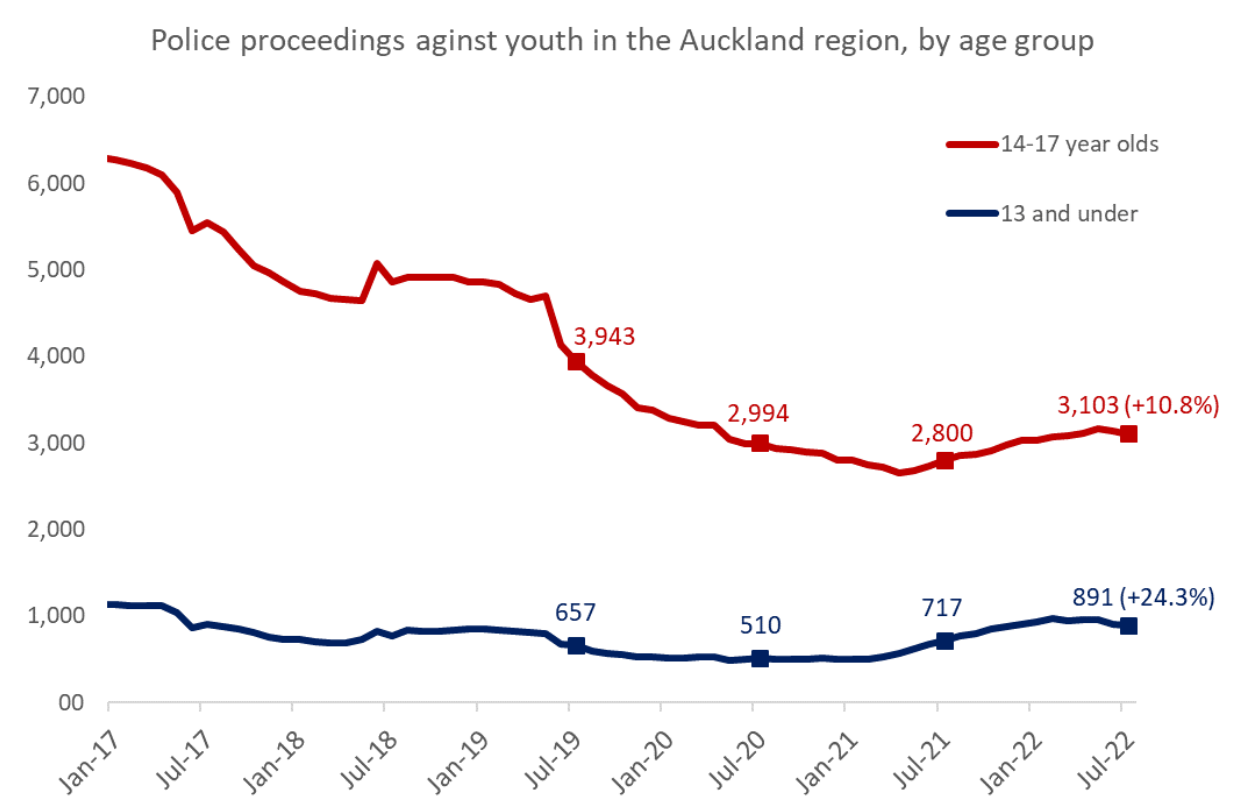
Access to the data used in this study was provided by Stats NZ under conditions designed to give effect to the security and confidentiality provisions of the Statistics Act 1975. The results presented in this study are the work of the author, not Stats NZ or individual data suppliers.



# Rates of youth crime have recently increased in Auckland, while rates of youth crime nationally have continued to fall, albeit at a slower rate than previously

In the 12 months to July 2022, Police proceedings against youth in Auckland increased by 14% compared to the previous 12 months...

.....while proceedings decreased by 5% nationally

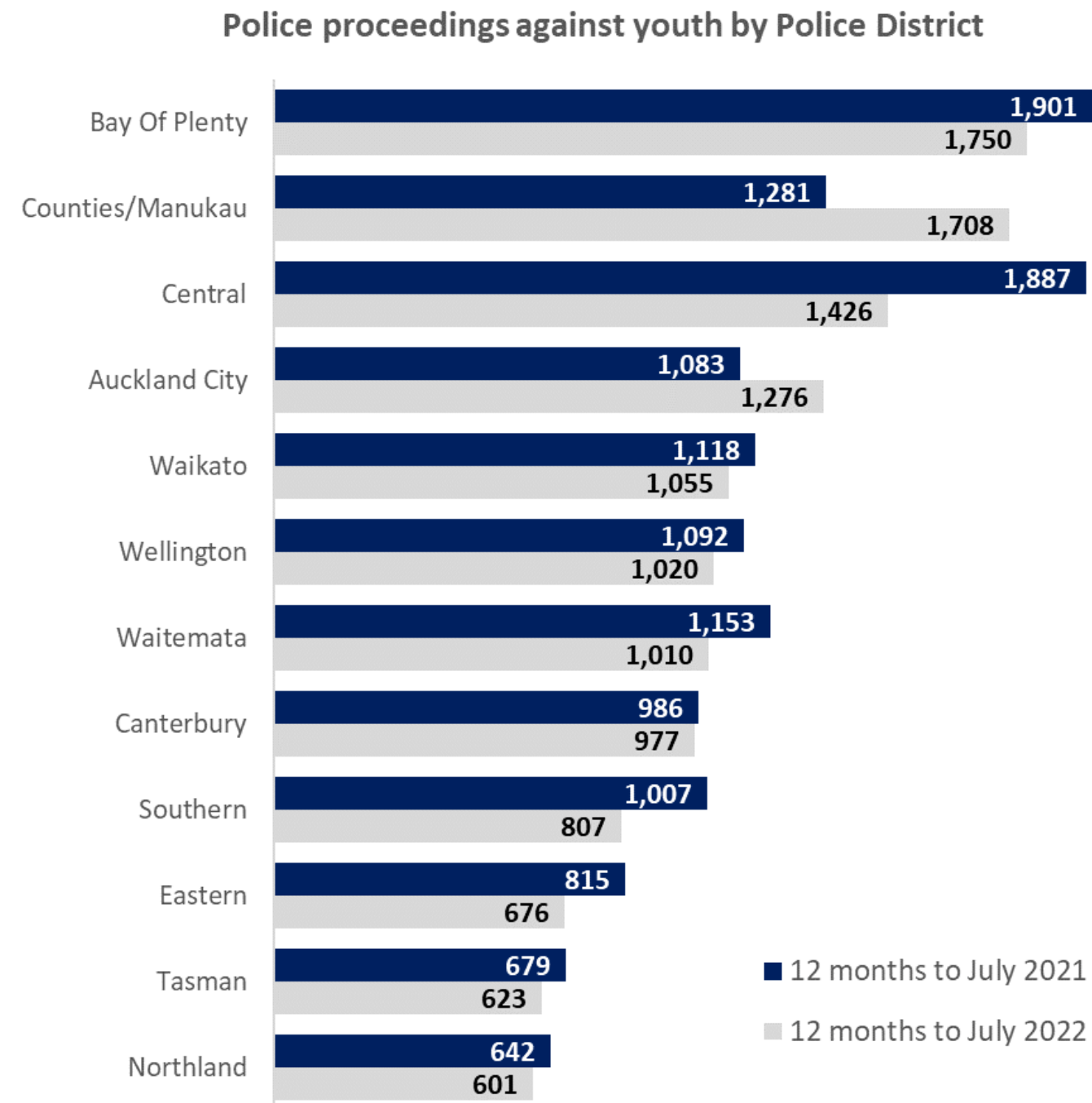


Proceedings against children under 13 years increased 24%

Proceedings against young people aged 14-17 years increased 11%

It is possible that increases in Auckland are due to lag effects from the COVID lockdowns, which impacted school attendance and in-person service availability

The increase in youth crime was greatest in Auckland City and Counties Manukau districts, which increased 18% and 33% to July 2022...



...every other Police district saw a decrease in the same period, except Northland

## Research consistently finds that adverse childhood experiences and consequential high levels of social need are highly correlated to youth offending behaviour, including:



### **Abuse and neglect, including exposure to family violence**

eg, Most of the young people in a cohort recently apprehended by Police for a ramraid incident were shown to be linked to five or more family harm events in the past



### **Insufficient household and community financial resources**

eg, The odds of youth offending are about two times higher for those in a decile 1 school at age 9, relative to a decile 10 school



### **Parents who have an alcohol or other drug problem and/or a mental health issues**



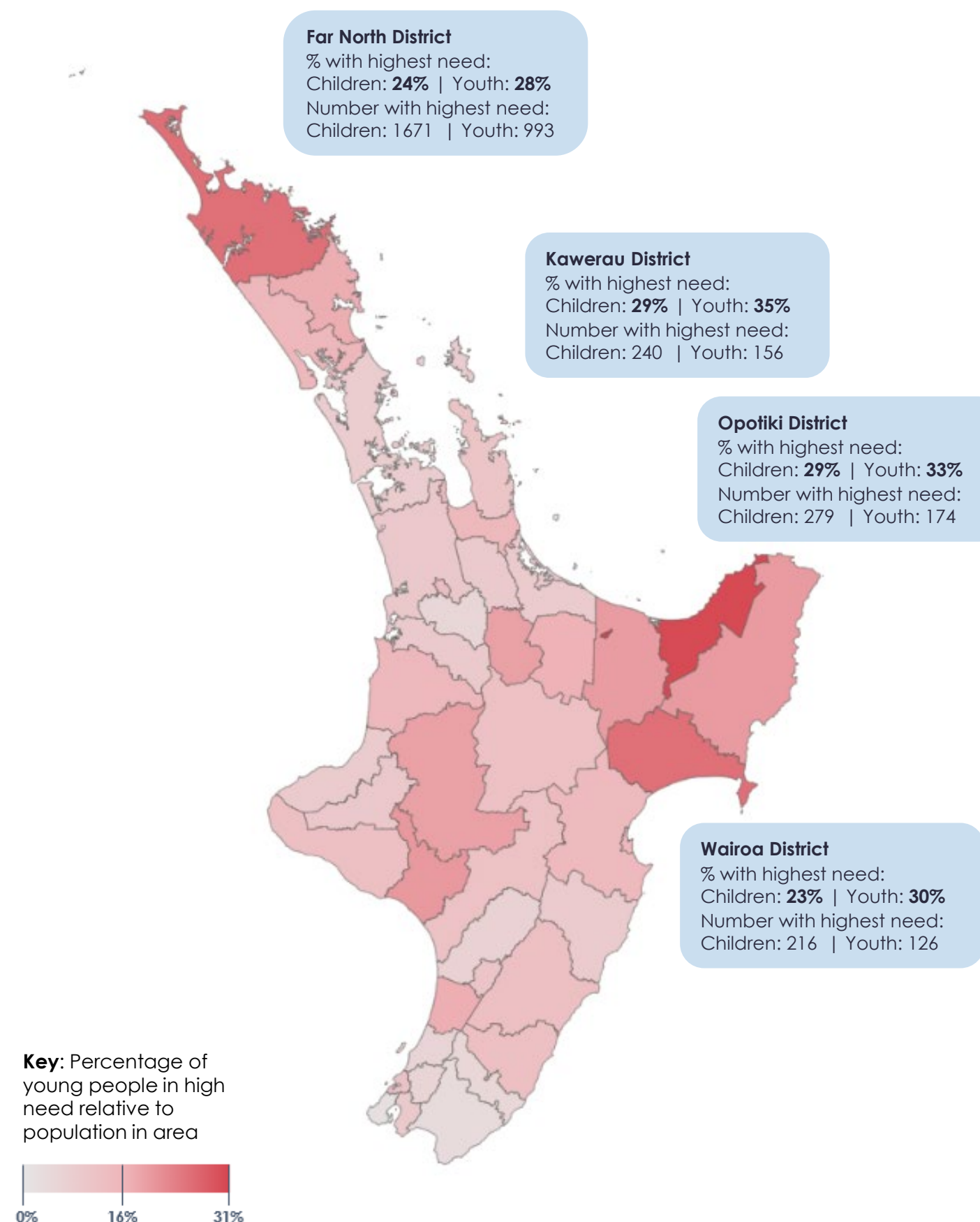
### **Disengagement from education**

**However, most young people don't offend and most of those that do offend 'age out' of that behaviour – only a small minority commit the majority of offences**

# Children and youth in most need are not distributed equally across the country and are concentrated in areas of higher deprivation

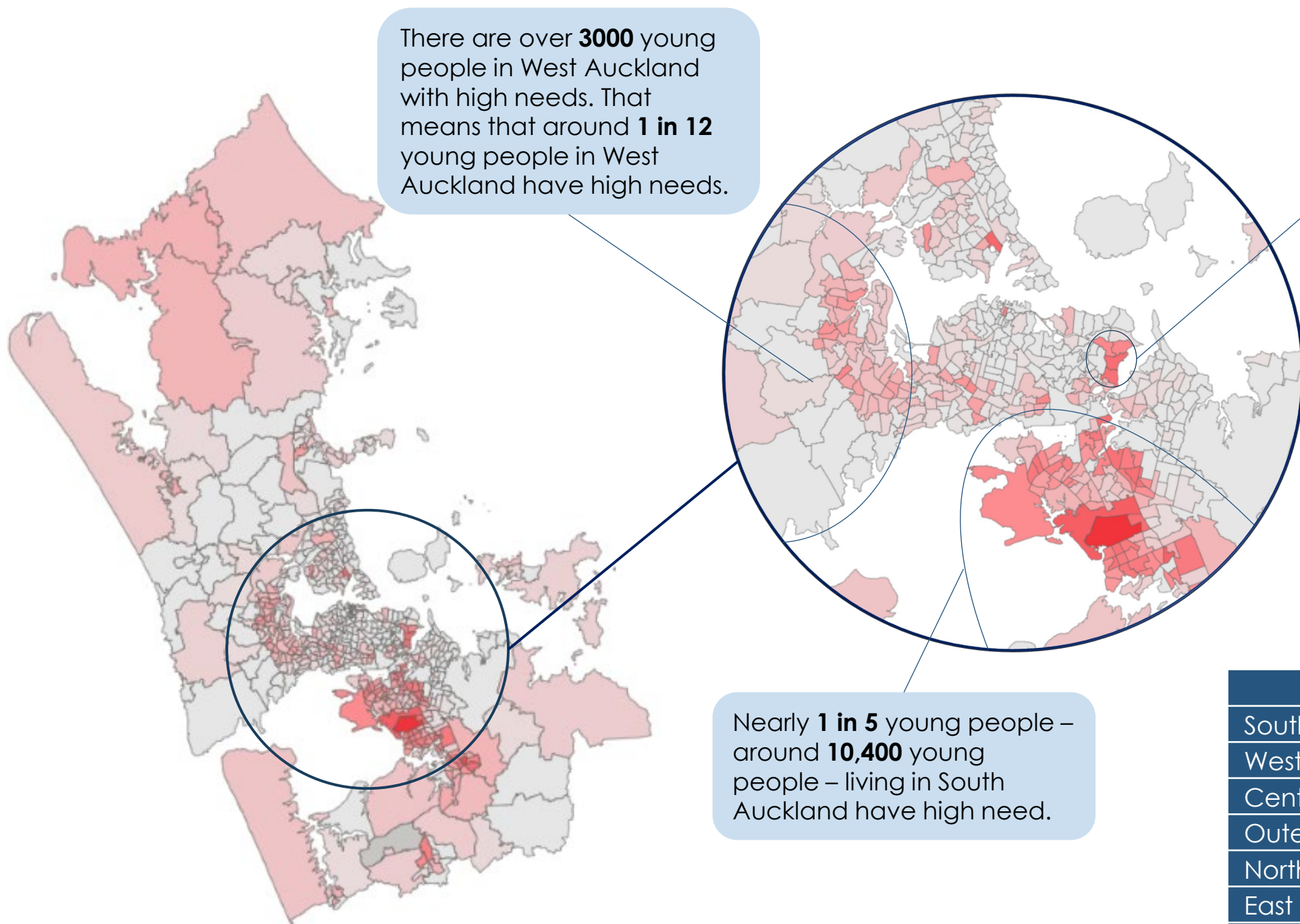
SWA identified the 10% of young people across all of Aotearoa New Zealand who have the highest needs and looked at where they were distributed across the regions. Three types of distribution of need were observed:

- High concentration of need but low numbers of young people: eg, Far North, Kawerau, Wairoa, Opotiki
- Lower concentration of need but high population of young people: eg, Auckland City
- High concentration of need and high numbers of young people: eg, Counties Manukau





# The group of high need young people who live in Auckland are distributed approximately as follows....



Number of young people with high needs and percentage relative to all young people in area (cohort turning 18 years in 2020)

Area	High need children age 7-13		High need youth age 14-17	
	#	%	#	%
South Auckland	6231	17%	4092	21%
West Auckland	1857	7%	1278	10%
Central Auckland	1458	5%	1005	6%
Outer Auckland	795	6%	513	6%
North Auckland	621	2%	414	3%
East Auckland	207	1%	138	2%
<b>TOTAL IN REGION</b>	<b>11,169</b>	<b>7.4%</b>	<b>7,440</b>	<b>9.1%</b>

	All children age 7-13	All youth age 14-17
<b>TOTAL IN REGION:</b>	<b>151,281</b>	<b>81,543</b>

**Map key**

- **Darker red** shading means a higher proportion of young people in that neighbourhood (SA2) have high needs.
- In grey areas 0% of young people have high need.





# Meetings with the Social Wellbeing Board: 21-22 June 2022

**Date:** 20 June 2022  
**Security level:** In Confidence  
**To:** Hon Carmel Sepuloni, Minister for Social Development and Employment

## Purpose

You are meeting with the Chair of the Social Wellbeing Board on Tuesday 21 June, at 3.30-4.00pm. You are then attending the first three agenda items of the Social Wellbeing Board meeting on Wednesday morning at 8.00-8.30am. The agenda and papers are attached.

This aide-memoire provides background and talking points on the agenda that you may wish to also discuss at your pre-meet with the Chair.

## Items you are attending for

### 1. Verbal update on gang harm/youth crime

The Board has responded to recent conversations on gang harm and youth crime 9(2)(f)  
(iv)

9(2)(f)(iv)

You recently agreed to co-lead work on youth crime with Minister Hipkins, including setting up a new Ministerial Group. It could be useful to talk to the Chair and the Board on how you see them supporting this group.

### 2. Out of Scope

Out of Scope

## Contacts

Name	Position	Contact Number	First Contact
Gabrielle Wilson	Board Secretariat	9(2)a	<input checked="" type="checkbox"/>

## Attachments

Attachment 1: Social Wellbeing Board agenda 22 June 2022





# Youth Engagement Ministers Meeting

<b>Date:</b>	14 November 2022
<b>Security level:</b>	In Confidence
<b>To:</b>	Hon Carmel Sepuloni, Minister for Social Development and Employment

## Purpose

1. This aide-memoire provides notes for your Youth Engagement Ministers Group (YEMG) meeting scheduled on 15 November 2020 at 5.30pm.

## Background

2. The agenda includes:
  - An item to update the wider Ministerial group on activity since the last YEMG meeting.
  - A discussion with Chief Science Advisors:
    - **Stuart McNaughton** – Chief Education Scientific Advisor (Professor, Faculty of Education and Social Work, University of Auckland)
    - **Ian Lambie** – Chief Science Advisor for the Justice Sector (Professor, Faculty of Science, Psychology, University of Auckland)
    - **Tracey McIntosh** – Chief Science Advisor at Ministry of Social Development (Ngāi Tūhoe, Professor, Faculty of Arts, Māori and Pacific Studies, University of Auckland).
3. SWA has also been in discussion with the Chief Science Advisors.

## Suggested talking points

4. You may want to ask the **Chief Science Advisors**:
  - What the evidence says about the causes of and responses to offending by young people
  - What future trends might we expect given recent experiences of COVID and other stressors
  - Where they are seeing examples of interventions that are working
  - Where they think the biggest gaps in provision currently are
  - Where government should be focussing its efforts to address youth crime over the short-, medium- and long-terms
  - What agencies need to be doing differently (centrally and locally)
  - How might the Science Advisors might (best) support the work of the YEMG.

5. You may like to note **SWA work** contributing to the YEMG work programme including:

- **Cluster analysis** – Using the IDI, the aim is to provide an indication of risk and resilience factors as well as potential intervention points to improve outcomes for the high needs young people identified in the original cohort analysis. **Initial results are expected to be available in late November.**

**Nb.** We will use this work to help inform planning to support the wider group of high needs young people (the 7,000).

- **Dashboard** – We showed a prototype dashboard to Ministers at an earlier meeting. We are continuing the development of this product, including how it links to regional dashboards currently in development.

**Nb.** At their last meeting Ministers requested a second dashboard of metrics across the small group of young people being supported. These two dashboards are separate products.

- **What works review** – We have initiated a review of current interventions and their effectiveness. Working with the Chief Science Advisors, we hope to advise on what interventions produce the best outcomes and, therefore, where to focus resources. We would also identify where further evaluation is needed. Initial results of this work are expected in the **New Year.**
- **Future scenario modelling** – Using what we know about past trends, we are looking to develop a model to identify what future trends we might see and how these could be different if we make certain interventions. This is currently an exploratory piece of work. We expect to be able to make a decision about whether we should proceed with it early next year.

## Contacts

Name	Position	Contact Number	First Contact
Megan Davis	Principal Policy Advisor	9(2)a	<input checked="" type="checkbox"/>
Alexander Brunt	Deputy Chief Executive	9(2)a	(Responsible Manager)





# Aide-mémoire

SOCIAL  
WELLBEING  
AGENCY | TOI HAU  
TĀNGATA



## Meeting

**Date:** 23 November 2022      **Security Level:** IN CONFIDENCE

**For:** Hon Carmel Sepuloni, Minister for Social Development and Employment

**File Ref:** REP/22/11/1153

---

## Youth Engagement update

---

<b>Meeting details</b>	12:30pm – 1:00pm, 23 November 2022, Prime Minister's Boardroom
------------------------	--

---

<b>Expected attendees</b>	Rt Hon Jacinda Ardern, Prime Minister Hon Kelvin Davis, Minister for Children and Corrections Hon Chris Hipkins, Minister of Education and Police Hon Carmel Sepuloni, Minister for Social Development Hon David Parker, Attorney-General Hon Willie Jackson, Minister of Māori Development Hon Kiritapu Allan, Minister of Justice Officials as required
---------------------------	--

---

<b>Purpose of meeting</b>	Youth Engagement Ministers are meeting with the Prime Minister to follow up on actions and discuss questions following Cabinet on Monday 21 November 2022.
---------------------------	--

---

<b>Background</b>	The Youth Engagement Ministers group meet regularly to progress the Youth Engagement work to address ram-raids and youth offending.
-------------------	---

---

<b>Key issues</b>	We have been advised this meeting will cover the following: <ul style="list-style-type: none"><li>- What is the problem, what is the current process and what data do we have? (Led by Police)</li></ul>
-------------------	--

---

- 
- What is the current Oranga Tamariki process for persistent offenders of ram-raids? (Led by Oranga Tamariki)
  - Current prosecution process for aggravated burglary offence and definition? (Led by Justice)
  - Update on the recent approved funding to Regional Councils and support to regional youth engagement initiatives (Led by Police)
- 

**Funding for councils**

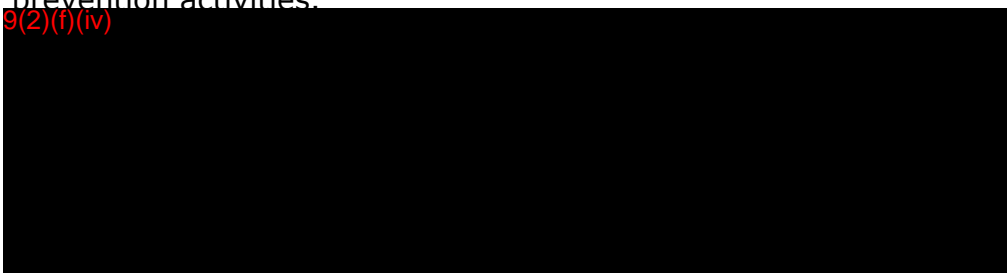
The \$5 million appropriated from proceeds of crime will be split between local crime prevention programmes (\$3 million) and regional youth engagement (\$2 million)

The \$3 million crime prevention funding is subject to the following criteria:

- The programmes must be focused on the prevention of crime in the community
- Councils would need to match the financial contribution.

Ministers agreed to provide up to \$1 million from the Fund to fund each of Auckland Council, Hamilton City Council and councils in the Bay of Plenty region to finance crime prevention activities.

9(2)(i)(iv)



---

**Support for regional youth engagement**

We have recommended the \$2 million allocated to youth engagement should be allocated based on the recommendation of the Regional Public Service Commissioners (RPSCs).

RPSCs in the four priority areas (Te Tai Tokerau, Tāmaki Makaurau, Bay of Plenty and Waikato) will work with their regional leadership groups to identify relevant programmes for investment that:

- can be expected to have demonstrable impacts on youth engagement and/or youth offending
  - reflect a coordinated approach across government and partnership with iwi and communities
  - are consistent with regional plans.
-

---

This will include a mix of:

- approaches and initiatives already identified in regional plans that require additional funding, either to expand services or continue services where current funding is time limited
- approaches and initiatives that could be funded, and that would complement what is already provided for in regional plans

Rather than allocating a set proportion of the funding for each region, the RPSCs for the four priority areas will have a moderation process to ensure the most promising initiatives are funded.

---

**Kotahi te Whakaaro**

Kotahi te Whakaaro (KtW) is one initiative MSD is recommending be made a priority. We have recommended that you agree the expansion of this initiative and the West Auckland multi-disciplinary cross-agency team (MDCAT) to suitable 14-17 year olds.

These initiatives work with children (largely 12-13 year olds) involved in fleeing driver events and ram raids in South and West Auckland.

Officials who lead KtW and the MDCAT have proposed that they should cover:

- 14-17 year olds apprehended as a result of a fleeing driver or ram raid event but with no previous history, and
- plan facilitation and cross agency support for tamariki and rangatahi who are known and involved in fleeing driver and ram raid offending excluding those who are currently before the courts.

Since 5 May 2022, 69 children and 160 siblings have been supported by the teams.

Of these:

- 47% are not currently enrolled in school
- 16% have reoffended.

Other regions have similar approaches.

In Waikato, the Waikato Multi Agency Group – Kaapuia te Kaakaho leads a multi-agency approach which expands on

---

---

the community led response to youth offending. This group focuses on those tāmariki and rangatahi who offend or whose serious offending has been identified as part of a wider whānau offending issue.

The Bay of Plenty Collective Impact Group use information collated through information sharing to develop response and service provision plans.

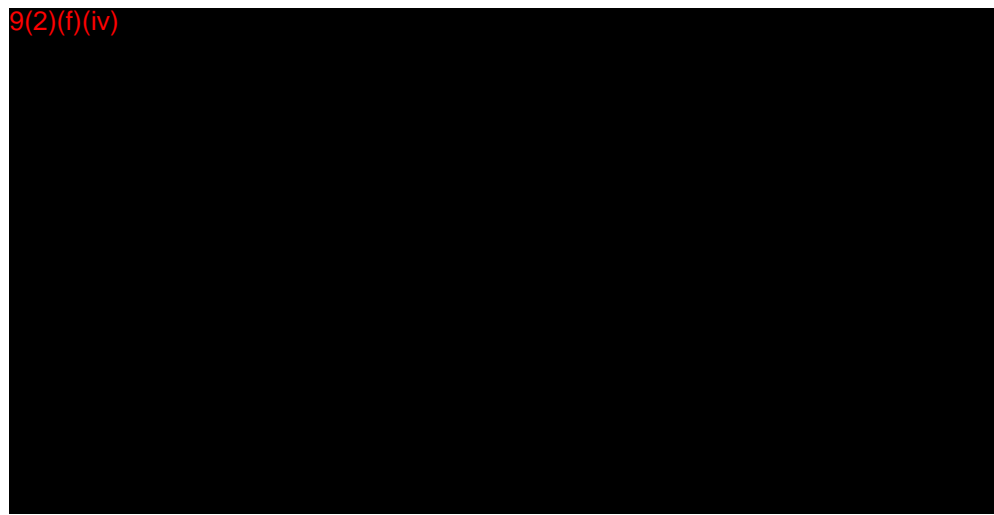
The Te Tai Tokerau Social Wellbeing Governance Group monitor plans of rangatahi identified by Police as needing additional support coming out of ram raid incidents.

---

**Other potential initiatives**

RPSCs are in the process of working with their regional leadership groups to identify the full suite of initiatives they would seek funding for.

9(2)(f)(iv)



Minister Hipkins has indicated that some funding can be allocated to meet the needs of individual whānau and help them access existing supports or opportunities (eg drug and alcohol treatment, mental health support).

---

**Other existing MSD supports**

MSD and the Ministry of Youth Development (MYD) currently have a number of initiatives that provide support and wrap around services to rangatahi and their whanau. These initiatives include:

- E Tū Whānau, a kaupapa Māori movement for positive change.
- Pasefika Proud, a social change movement – ‘by Pacific for Pacific’ – to boost wellbeing for Pacific families and transform attitudes, behaviours and norms that enable violence.

- 
- He Poutama Rangatahi, support to rangatahi most at risk of long-term unemployment and who may need ongoing support to connect to training and employment supports employers to help meet the needs of rangatahi.
  - He Poutama Taitamariki, intensive service for young people in Northland aged 15-24 years who are NEET and most at risk of long-term unemployment.
  - the MYD FTE Trial, trialing increased youth worker/practitioner time with young people (12-24) with complex needs and a number with needs considered 'moderate'.
- 

**SWA analysis of young people with high and very high need**

The majority of young people currently involved in ram-raiding offences are very likely to be in the highest need group identified in our original analysis (certainly in the high need 10% if not the highest need 1%) – but we don't have specific data on this.

The **10% of young people with the highest needs commit over 75% of all crime** committed by young people before the age of 18 years.

On average, young people with the highest needs begin offending at a younger age, offend more often and commit more serious offences compared to young people with fewer needs.

A significant proportion of the highest need 1% **(41%) have committed at least one serious offence by age 18, and 22.9% have committed minor offences only by age 18** (see table below)

**The average age at first offence for the highest needs group (1%) is 13 years** – so early serious offending should be considered a flag for more intensive intervention

Our previous analysis showed that ramraids have increased recently (on average there had been 7 per month in Auckland between Jan 2018-Jun 2021, whereas between June-Dec 2021 the monthly average had been significantly higher than that), and Police data in the Cabinet paper also indicates a recent increase in ramraid offending, though we understand that early Police data indicates that ramraiding

---

peaked in September but current levels are still elevated (source: Police).

	9 % high need group	1% very high need group
Proportion who offend by age 18	27.7%	63.8%
Average age at first offence	14 years	13 years
Proportion who commit minor offences (only) by age 18	14.5%	22.9%
Proportion who commit a serious offence by age 18	13.2%	41.0%
Average number of offences committed by those who offend by age 18	3.0	7.3

Appendix 1 provides a breakdown of the distinguishing features of the 1% of young people identified with very high need.

Appendix 2 provides an end-to-end view of the youth justice system, shows the connections between agencies and highlights the current weaknesses in the system.

Responses in the youth justice system should be swift, certain and hold youth to account while also addressing need. As highlighted in the appendix, addressing the delay between apprehending an offender, FGC, and specialised assessments would have a significant impact in creating a system that achieves this.

---

**Next steps**

MSD have provided you with a separate briefing on the expansion of Kotahi te Whakaaro and upon agreement with the recommendations in the briefing we will further update you on the allocation of funding.

---

# Appendix 1

DRAFT – work in progress

The **1%** of young people we identified with **very high needs** have a very high number of indicators identified from our administrative data as being correlated with poorer wellbeing outcomes and offending.

### At age 17:



Nearly **three-quarters (73%)** live with families where the income per family member (equivalised income) is less than \$20,000 p.a. (compared to 54% for the 9% of young people with high needs)



**Most (94%)** are supported by a main benefit (compared to 89% for the 9% of young people with high needs)

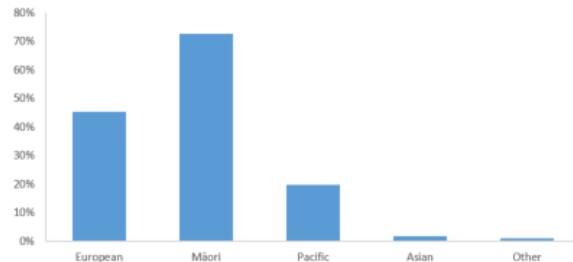


Nearly **two-thirds (63%)** live with an adult who has received support for a mental health or an addiction issue (compared to 50% for the 9% of young people with high needs)



**Most (84%)** live with an adult with a Corrections history (compared to 73% for the 9% of young people with high needs)

Māori are significantly over-represented in this group.



### By age 18:



Over **two-thirds (74%)** will have received a truancy intervention (compared to 45% for the 9% of young people with high needs)



**All (100%)** will have had an Oranga Tamariki contact or report of concern (compared to 90% for the 9% of young people with high needs)



Nearly **three-quarters (73%)** will have had an interaction with Police for any reason (eg, as victim, offender, witness), (compared to 44% for the 9% of young people with high needs) and 71% have offended (43.7% have committed a serious offence)

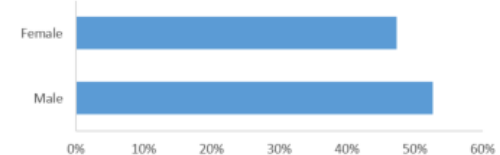


Nearly **half (47%)** will have received a mental health referral (compared to 23% for the 9% of young people with high needs)



Over **three-quarters (76%)** have been associated with at least one reported family violence event (compared to 51% for the 9% of young people with high needs)

There are slightly more boys than girls in this group.



## Appendix 2

9(2)(g)(i)







## Excerpts from Ministers Updates

Ministers Update Week Ending 22 July

### Next steps on analysis to support Youth Engagement Ministerial Group

Following your meeting with Minister Hipkins on youth crime, we met with the Ministry of Education (MoE) to discuss how we can support their data and analysis needs on youth engagement. MoE has indicated that they are looking to us for strong support with this work, building on the work we have already done to understand youth pathways into gangs and youth offending.

Our initial focus will be in two areas:

- Building a more nuanced picture of the two age-group cohorts, to give Ministers a more fulsome picture of their life experiences, interactions with government agencies, and potential life outcomes across a range of areas (education, employment, justice, health etc). We intend for this to be ready for the first meeting of the Youth Engagement Ministerial Group.
- Supporting Regional Public Service Commissioners (RPSCs) with data on what is happening in their regions for children and young people, to enable them to understand (from a data perspective) the particular needs of the tamariki and rangatahi in their regions, as well as any service needs and opportunities and gaps. This work builds on the work we are already doing with RPSCs to provide regional dashboards.

Over a slightly longer timeframe, we envisage further work in this area could include:

- A 'youth pathways' analysis using the IDI, which would look at the government interactions of children and young people over their lives and the pathways beyond those interactions (and whether government interactions made a difference)
- Work with Justice Sector agencies to bring together a system view of youth offending behaviour, from the volume of Police interactions through to the small numbers ultimately in Oranga Tamariki custody, to give the full picture of how our predominantly diversionary approach is working for children and young people
- Assisting the Ministry of Education to complete a map of available services, their effectiveness, use and access by children and young people to those services across regions.

Officials will be available at our Agency meeting on 27 July 2022 to discuss this work and any particular analysis you would like to see inform the Youth Engagement Ministerial Group.

Contacts

Aphra Green, 9(2)a

## Youth Engagement

As agreed at the last Youth Engagement Ministerial Group (YEMG) meeting on 10 August, we have built on our initial analysis of the highest needs children and young people in Aotearoa to provide further information on:

- The needs and life experiences of these children and youth, including their education experiences
- Where we may want to focus our service responses (where possible, down to suburb level)
- Past government interactions, and where we may be missing opportunities to provide support.

We understand that the next YEMG meeting is on 26 September, and that this analysis will form the basis for the conversation, along with further information on what services are available or could be scaled up in the initial focus regions. We also understand that Professor Ian Lambie will be invited to join the YEMG meeting to provide his insights on where further focus is needed.

Ministers have also indicated an interest in understanding what metrics might be available to gain a more regular understanding of youth engagement outcomes. We have completed some initial work on what metrics might be available and are available to support this work on an ongoing basis.

We will be available at your officials' meeting to talk through our most recent analysis with you and to discuss next steps for this work.

Contacts

Aphra Green, 9(2)a

## Actions or discussions from previous meetings

Meeting: Wednesday 14 September

### Youth Engagement work

We briefed you on our next phase of analysis for the Youth Engagement Ministerial Group, who are meeting next in early October. In particular, we discussed:

- Updating the cohort analysis with 2020 data (initially run with 2017 data to capture later justice interactions for at-risk youth)
- The need for targeted support for youth within the top 10% of highest needs.

Out of Scope

### Youth Engagement

We continue to support the work of the Youth Engagement Ministerial Group (YEMG) through provision of analytics. Two products we prepared will be presented to the Ministerial Group at its meeting on 17 October, both of which we have previously provided to you in draft.

The first is our updated cohort analysis describing the life experiences and needs of young people who were 17 years old in 2020 (the previous data was for 2017).

Patterns for the more recent cohort are consistent with those observed for the earlier cohort. However, because additional data related to school engagement was available for the later cohort (but not the earlier one) this has increased the sensitivity of the analysis. This means the individuals who offend are now more concentrated in the higher needs groups.

Our 'proof of concept' for a dashboard that will be enabled through MahiTahi will also be presented. The proof of concept includes:

- A front page with key metrics related to specific domains issues we know are correlated with youth offending behaviour, including factors relating to underlying family and community wellbeing
- Additional supporting metrics related to the specific domains

If the technology allows, there is the possibility that we could demonstrate the interactive prototype of the dashboard for Ministers' feedback at the YEMG meeting.

Depending on the availability of relevant data from other agencies, it may take some time to fully complete the dashboard and align it to other similar dashboards under development [redacted] Out of Scope [redacted]. The data will then be regularly updated, and we expect to provide the dashboard monthly to Ministers (or as agreed). Where the data is available, it will be possible to present the indicators by region.

We are continuing our analysis of high needs young people to (among other things):

- Better understand factors that increase resilience
- Understand possible future scenarios for this cohort.

Contacts

Aphra Green, 9(2)a [redacted]

## Youth Engagement

Following on from our 'cohort analysis' identifying groups of young people most likely to engage in offending behaviour, we are finalising 'cluster' or 'life course' analysis. The aim of this is to provide an indication of risk and resilience factors as well as potential intervention points to improve outcomes for the high needs young people identified in the original analysis.

Using statistical techniques and IDI data, we have differentiated 'clusters' of young people at different ages with common characteristics (for example, high levels of deprivation or security) that are correlated to (later) offending behaviour or with positive wellbeing outcomes. We are finding that characteristics most highly correlated with offending behaviour vary according to age – that is, a particular characteristic may increase the likelihood of offending more at one age compared to another.

By tracking the pathways young people take through different cluster groups and by understanding what characteristics at which ages are more or less likely to lead to offending or positive wellbeing outcomes, we hope we can identify when and how to intervene to set young people on more positive paths.

The analysis is still at an early stage, but initial findings indicate that:

9(2)(g)(i)

If these findings are confirmed, they, and potentially other insights, suggest opportunities to improve outcomes including, for example, increasing the focus of OT resources on younger children and providing more targeted support for children when a parent enters the criminal justice or mental health systems.

We expect to be able to report findings in early December.

Contacts

Aphra Green, 9(2)a

## Youth Engagement

We continue to support this programme of work, and will discuss initial findings with you from our further analysis of potential intervention points across the lifecourse. We have also used this analysis to inform Ministry of Education-led advice on prioritisation of highest needs young people.

Alongside this, working with the Chief Science Advisors we have initiated a review of what the evidence says about what works for whom, at what point in their lives. From this work we will be able to advise on what interventions produce the best outcomes and, therefore, where to focus resources and where further evaluation is needed. This will be able to be used to direct future investments to where they will have the greatest impact.

Finally, we would like to discuss with you the next steps for the Youth Engagement Dashboard. We provided a prototype dashboard to Ministers at an early Youth Engagement Ministerial Group (YEMG) meeting. Following this, Ministers have requested a second dashboard of metrics across the small group of young people who are currently the focus of YEMG Ministers for intensive support. The YEMG secretariat is leading work to develop this second dashboard. We have identified that the first dashboard has many elements in common with the Regional Dashboards SWA is also developing. We would, therefore, like to discuss with you an option to amalgamate these two products. This would have the benefit of reducing unnecessary duplication of effort, enable information to be tailored to the particular needs of each region (including youth specific data for those identified as priority regions by the YEMG), and provide mechanisms for it to be improved over time.

Contacts

Aphra Green, 9(2)a

## Youth Engagement Update

We continue to assist the Ministry of Education with insights and advice on youth engagement. In particular, over the last fortnight, we have contributed to:

- The development of a cross-agency work programme describing all aspects of this work
- Advice on how to identify and prioritise the highest need 1%
- The development of a dashboard to show aggregate information about the cohort of serious and persistent youth offenders identified by Police.

We also continue to progress analytical work that will support future decision-making by Ministers in relation to youth engagement:

- An overview of what evaluations have been carried out in relation to the stocktake of youth-related programmes
- The development of a tool that can enable decision-makers to understand the impact of childhood experiences and to better target the highest impact intervention points.

We would like to briefly discuss the above two pieces of work with you at our next officials' meeting.

Contacts

Aphra Green, 9(2)a







**To:** Alistair Mason, Te Tumu Whakahaere, Acting Chief Executive  
**From:** Rebecca Hollingsworth, Manager Policy and Insights  
**Date:** 27 July 2022  
**Subject:** **Notes for SWB Meeting**  
**Action:** For noting

## Agenda items

The Social Wellbeing Board meets on Wednesday, 27 July. This memorandum provides an overview of SWB's meeting agenda items and SWA's interest in these areas. The agenda items include:

1. Update on Gang Harm and Youth Crime work (verbal)
2. Out of Scope
- 3.
- 4.
- 5.
- 6.
- 7.
  
- 8.

The agenda items of interest to the SWA are:

1. Gang harm and youth crime
2. Out of Scope
- 3.
- 4.
- 5.
- 6.

## Gang Harm and Youth Crime work (verbal update)

A ministerial group is in the process of being established. SWA has supported ministers to understand the drivers of youth crime and what interventions work (A3 to support SWC oral item).

The SWB recently asked the SWA to lead analysis bringing together data to identify where existing support could be bolstered for higher-need groups of children and young people. This was presented to Ministers as part of a package from MSD, Police and Education, including papers [REDACTED] and proposed scope and actions for addressing youth crime. This A3 was attached, along with evidence from Police, to MSD's paper on 'Proposed scope and action for addressing youth crime' and went to Ministers on 14 July.

We are working closely to support Education with its data and evidence needs to support the new Youth Engagement Ministerial Group. In particular we anticipate providing:

- **a more nuanced view of the cohorts**, their particular needs and long term wellbeing outcomes (eg, likelihood of involvement with justice system, future employment/benefit receipt trajectory, likely educational attainment and health outcomes)
- **a system view of youth offending behaviour** (from Police interactions through to OT custody) to better understand how our largely diversionary system is working
- On a slightly longer track:
  - » a 'Youth Pathways' analysis from the IDI – looking at various govt interactions of children and young people over their lives and the pathways beyond those interactions
  - » Service mapping – using MSD data and the stocktake already collated, map distribution and access to services across regions

We note that the Justice Select Committee has asked for a briefing on what is happening on youth crime, and the SWA narrative/data included in this pack is likely to be the basis for that briefing.

It is important at this stage not to overreact to what is happening on youth crime – the numbers are small and localised. Hence the benefit of thinking more broadly about youth wellbeing and what can be used to lift wellbeing outcomes across a variety of domains.

Out of Scope

Out of Scope

Out of Scope

Out of Scope





**To:** Alistair Mason, Te Tumu Whakahaere, Acting Chief Executive

**From:** Rebecca Hollingsworth

**Date:** 24 August 2022

**Subject:** **Notes for SWB Meeting**

**Action:** For noting

## Agenda items

The Social Wellbeing Board meets on Wednesday, 27 July. This memorandum provides an overview of SWB's meeting agenda items and SWA's interest in these areas. The agenda items include:

1. Update on Youth Engagement Ministerial Group (verbal)
2. Out of Scope
- 3.
- 4.
- 5.
- 6.

### The agenda items of interest to the SWA are:

1. Update on Youth Engagement Ministerial Group (verbal)
2. Out of Scope
- 3.
- 4.

No substantive updates are required from us for these items.



# Youth Engagement (verbal update)

## Youth Crime work (support for Youth Engagement Ministerial Group)

1. The Ministerial group has been established. SWA have supported Ministers to understand the drivers of youth crime and what interventions work by providing a PowerPoint for their 10 August meeting. This:
  - identified two groups of young people with high needs and experiences correlated to offending behaviour (children, 7-13 and youth 14-17) with needs and experiences correlated with offending behaviour
  - locations where there is a high number and/or a high concentration of these young people.
2. Ministers identified they wished to focus on the following locations (with high numbers and/or high concentrations of young people with high needs):
  - Far North
  - Auckland
  - Waikato
  - Bay of Plenty.
3. SWA was consequently asked to provide further analysis including:
  - a more nuanced view of the cohorts identified broken down by suburbs/smaller geographic areas in the areas they have prioritised
  - the overlap between these cohorts and children not enrolled or attending school
  - further information on government interactions across lifetime so far for children in these cohorts (i.e., Family harm incidents, OT interaction).
4. We are on track to produce the first tranche of this advice and agencies should have received, for comment, an initial draft PowerPoint presentation outlining the information we are collecting.
5. It is important at this stage not to overreact to what is happening on youth crime – the numbers are small and localised. Hence the benefit of thinking more broadly about youth wellbeing and what can be used to lift wellbeing outcomes across a variety of domains.

Out of Scope

Out of Scope

Out of Scope





**To:** Alistair Mason, Te Tumu Whakahaere, Acting Chief Executive

**From:** Rebecca Hollingsworth

**Date:** 18 October 2022

**Subject:** **Notes and talking points for SWB, Te Puna Aonui Board and SWC meetings 19 October 2022**

**Action:** For noting

On Wednesday, 19 October you are attending meetings of the Social Wellbeing Board, Te Puna Aonui Board, and the Social Wellbeing Committee. This memorandum provides notes on the agenda items for these meetings and talking points on the items of interest to the SWA.

## Social Wellbeing Board (8 – 9 a.m.)

1. The agenda items are:

- Out of Scope
- 
- 
- Discussion on report back to SWC (paper)
- Out of Scope

Out of Scope

#### **Item 4: Report back to SWC: discussion topics**

11. The purpose of this agenda item is to discuss the agenda for the Board's report back to SWC. A dashboard providing brief updates on the Board's nine priority areas is attached.

12. The two topics for discussion with SWC are:

- Youth engagement cross-agency work
- Out of Scope

13. Out of Scope

Out of Scope

Out of Scope



Out of Scope

## Social Wellbeing Committee (10 – 11 a.m.)

25. You are attending SWC as part of a regular update to the Committee from SWB.
26. The prototype Youth Engagement dashboard developed by the SWA was presented to the YEMG on Monday 17 October, along with the SWA's cohort analysis. As membership of YEMG and SWC overlaps, these items may be raised again at SWC.

### Youth Engagement Dashboard

27. SWC have been provided with a 'proof-of-concept' dashboard of key Youth Engagement indicators. It includes:
  - a front page with key metrics related to issues we know are correlated with youth offending behaviour
  - additional metrics related to the domains identified on the front page.
28. Most of the data in the dashboard is from published sources. They are based on 'real' data but should only be considered indicative at this stage. Further work is required to refine the chosen indicators and secure data.
29. It is our ambition that, where the data is available, it will be possible to present the indicators by location. Plans to also allow a breakdown by ethnicity have been put on hold for now as getting much of this data will be difficult in the short term.
30. If agreed by SWB and the YEMG, SWA will continue the development of this product, with the intention that it can be provided up to monthly to the YEMG.

Out of Scope

Out of Scope

Out of Scope

Out of Scope





**To:** Renee Graham, Te Tumu Whakahaere, Chief Executive  
**From:** Rebecca Hollingsworth, Manager Policy and Insights  
**Date:** 21 June 2022  
**Subject:** **Notes for SWB Meeting**  
**Action:** For noting

## Agenda items

The Social Wellbeing Board meets on Wednesday, 22 June. This memorandum provides an overview of SWB's meeting agenda items and SWA's interest in these areas. The agenda items include:

1. Update on Gang Harm and Youth Crime work (verbal)
2. Out of Scope
- 3.
- 4.
- w
- 5.
- 6.
- 7.

Hon Carmel Sepuloni, Minister for Social Development and Employment will be attending for the first three agenda items.

The agenda items of interest to the SWA are:

1. Update on Gang Harm and Youth Crime work  
Out of Scope



## **Gang Harm and Youth Crime work** (verbal update)

A ministerial group is in the process of being established. SWA has supported ministers to understand the drivers of youth crime and what interventions work (A3 to support SWC oral item).

### **SWB will need to be clear about its role in relation to this work area (advisory or governance)**

This is an area that SWA is looking to lean into and support agencies more. Options for our role include:

- Generating further insights on what works.
- Regular data reporting on youth crime/gangs (would need secondments from other agencies to support).
- Potentially hosting a project team to support this Ministerial group, with an independent director and identify a responsible DCE to lead work.

### **Possible questions for the Minister:**

1. What do Ministers see the interactions with Justice Sector Ministers?
2. What outcomes/advice are Ministers Hipkins/Sepuloni looking for?

Out of Scope

Out of Scope

# Further information about the highest need children and youth in Aotearoa

This analysis builds on previous Social Wellbeing Agency work that identified groups of young people for whom additional support could have a positive impact on wellbeing outcomes and potentially reduce offending behaviour.

October 2022

**SOCIAL  
WELLBEING  
AGENCY**

TOI HAU  
TĀNGATA



## Previous SWA analysis showed:

- We can identify groups of young people most likely to engage in offending behaviour using the IDI
- Young people most likely to offend have multiple and complex needs, including experiences of:
  - Abuse and neglect
  - Victimization and other contact with the justice system
  - Poor mental health
  - Household and community hardship
  - Disengagement from education
- On average, young people with the highest needs begin offending at a younger age, offend more often and commit more serious offences compared to young people with fewer needs.
- The 10% of young people with the highest needs commit over 75% of all crime committed by young people before the age of 18 years
- Young people with high needs are not distributed equally across the country – they are more likely to live in areas of higher deprivation

**The SWA analysis has focussed on the 10% of young people with highest needs scores.** However, while young people in this group are more *likely* to offend than other young people, not all have or will be involved in sustained offending now or in the future.

Support needs:	Low	Moderate	High	Very High
Percentage of young people aged 7-17 years:	80%	10%	9%	1%
Number of young people aged 7-17 years:	431,542	53,943	48,548	5,394

## At the last YEMG meeting, Ministers asked SWA for further information on:

- The needs and life experiences of young people most at risk of offending behaviour (that is, those in the most high needs groups identified by SWA), including their education experiences
- Past government interactions with these young people
- A further breakdown of where the most at-risk young people are (to suburb level)

SWA was later asked to also indicate any links between recent Police analysis and its data.

## In response, this pack provides:

Slide 4: key indicators from the IDI characterising the life experiences of young people identified in groups of highest need (including their contact with government agencies)

Slide 5: additional indicators related to the educational experiences of young people in different needs groups

Slide 6: information contrasting patterns of contact of young people in different needs groups with government agencies for three serious issues

Slide 7: a summary of the recent Police analysis

Slides 8-11: maps indicating where young people with the highest needs are located in the four regions identified by Ministers as being priority areas of concern

## The 1% of young people we identified with very high needs have a very high number of indicators identified from our administrative data as being correlated with poorer wellbeing outcomes and offending.

### At age 17:



Over **one-third (38%)** live with families where the income per family member (equivalised income) is less than \$20,000 p.a. (compared to 30% for the 9% of young people with high needs)



**Most (92%)** are supported by a main benefit (compared to 83% for the 9% of young people with high needs)



Over **half (51%)** live with an adult who has received support for a mental health or an addiction issue (compared to 39% for the 9% of young people with high needs)



**Most (83%)** live with an adult with a Corrections history (compared to 69% for the 9% of young people with high needs)

### By the time they reach age 18:



Over **three-quarters (81%)** will have received a truancy intervention (compared to 53% for the 9% of young people with high needs)



**All (100%)** will have had an Oranga Tamariki contact or report of concern (compared to 93% for the 9% of young people with high needs)



Nearly **half (49%)** will have been reported to Police, once or more, as a victim of a crime (compared to 26% for the 9% of young people with high needs)

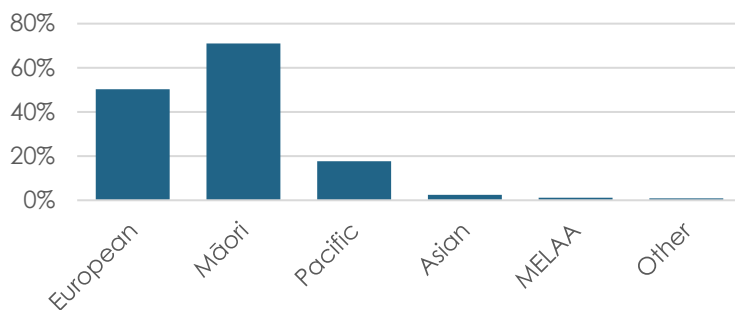


Nearly **one-third (30%)** will have received a mental health referral (compared to 16% for the 9% of young people with high needs)

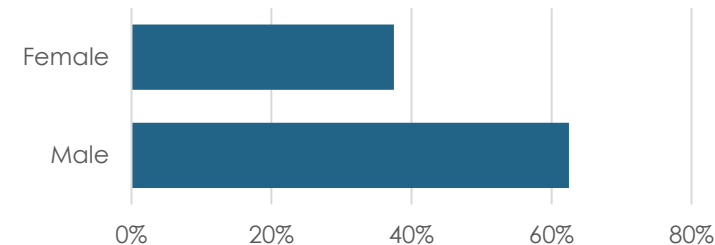


Over **three-quarters (82%)** have been associated with at least one reported family violence event (compared to 60% for the 9% of young people with high needs)

Māori are significantly over-represented in this group.



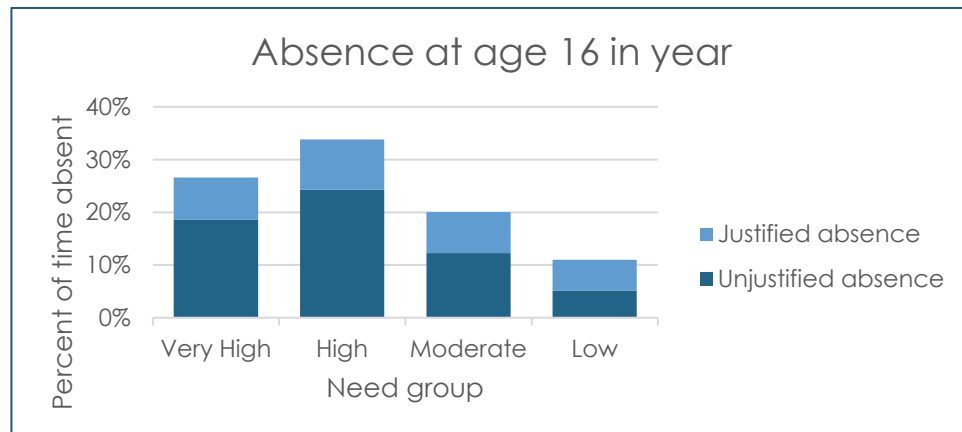
There are more boys than girls in this group.



# Young people in the high needs groups have high levels of educational disengagement...

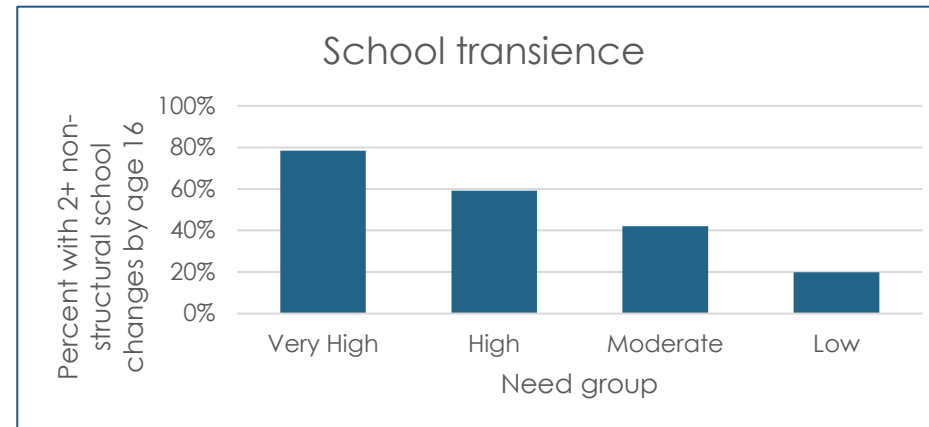
## → They are frequently absent from class

Individuals in the very high and high needs groups (10%) spend between 19% and 24% of the year absent for no justifiable reason (eg they are not sick).



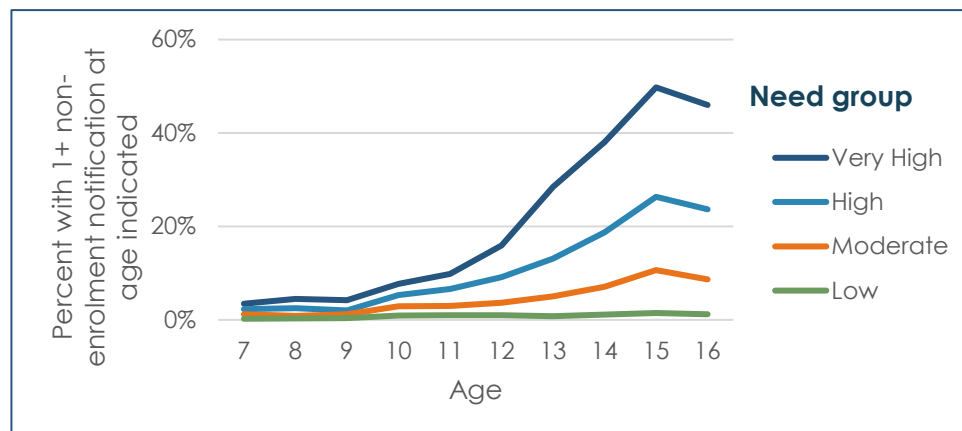
## → They tend to move schools frequently

Nearly 80% of individuals in the v. high needs group (1%) have moved schools at least twice by age 16, not counting planned moves such as from primary to intermediate school.



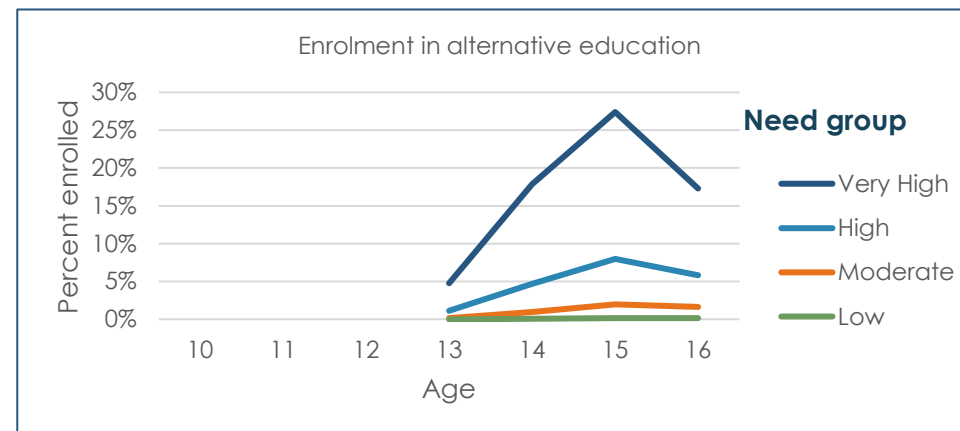
## → Many are non-enrolled

Half the v. high needs group (1%) have at least one instance of non-enrolment when they are 15 years of age. (There are fewer 16 year-old non-enrollees as many of them have left school.)



## → Many are in alternative education

A quarter of the v. high needs group (1%) is enrolled in alternative education by the time they reach 15 years of age.

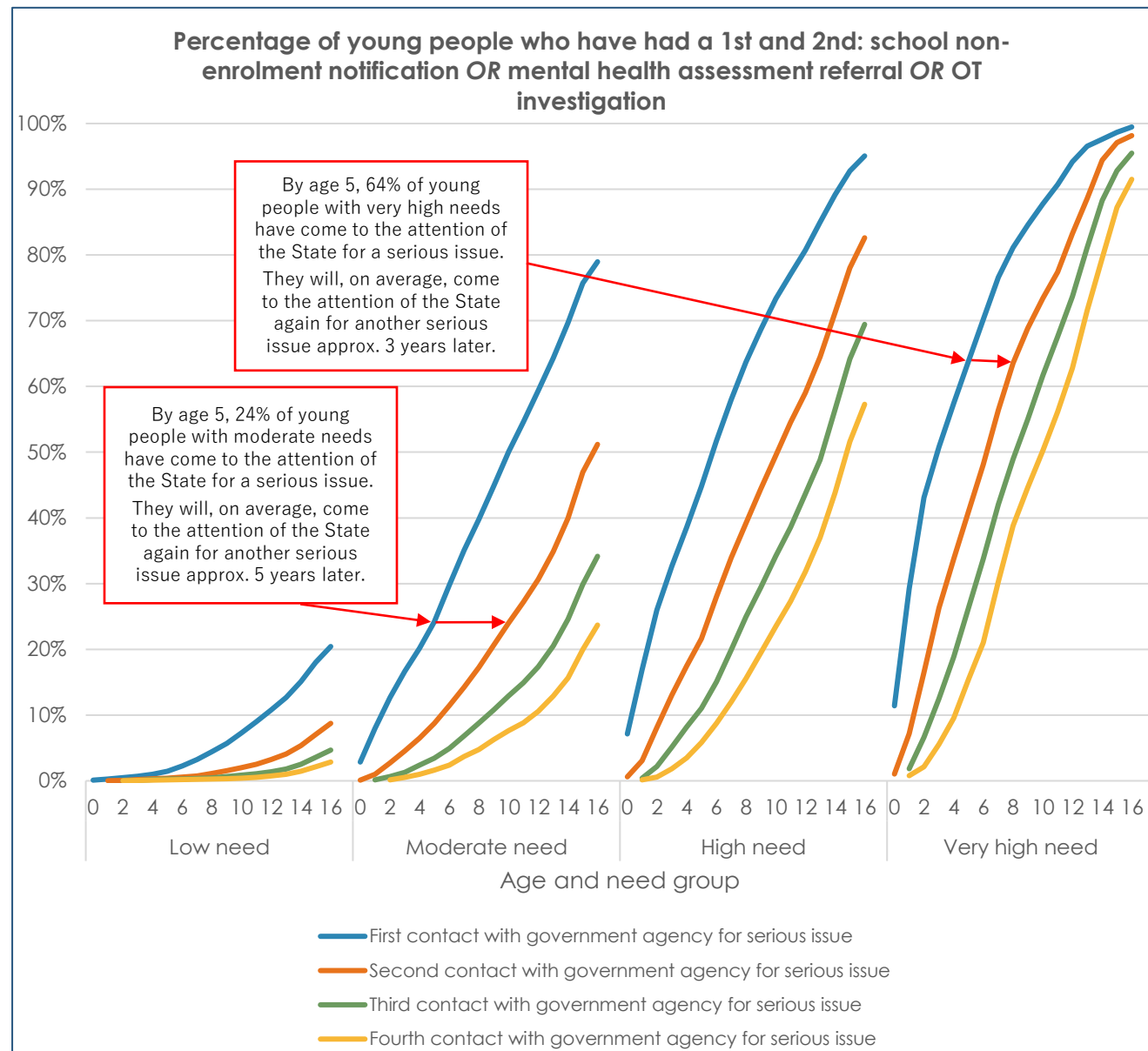


...and they also have high levels of contact with the health, welfare and justice systems.

## Children and youth in the highest needs groups repeatedly come to the attention of government agencies from early in their lives for serious concerns.

The graph opposite shows the percentage of young people in the different needs groups we identified who have had a first and subsequent contact with the State for one of the following serious matters:

- School non-enrolment
- Mental health assessment
- OT investigation.





# A Police examination of youth offending, focussed on ram raids, has produced results consistent with SWA findings

Police examined data drawn from **5,955 proceedings** against youth aged between **14 and 17** over the period **1 February to 31 July 2022**.

These proceedings involved **3,541 individuals**:

**1,608** of them had only offended in three main offence categories:

- Motor vehicle Theft and Related Offences
- Dangerous or Negligent Operation of a Vehicle
- Unlawful Entry With Intent/Burglary, Break and Enter



**79** had at least 5 proceedings in those offence categories, and had also been charged with violence offences

**41** were implicated in a ram raid



In Tāmaki Makaurau, the main three offence categories significantly outnumbered all other offence types in the reference period (and were predominantly in Auckland City and Counties/Manukau).

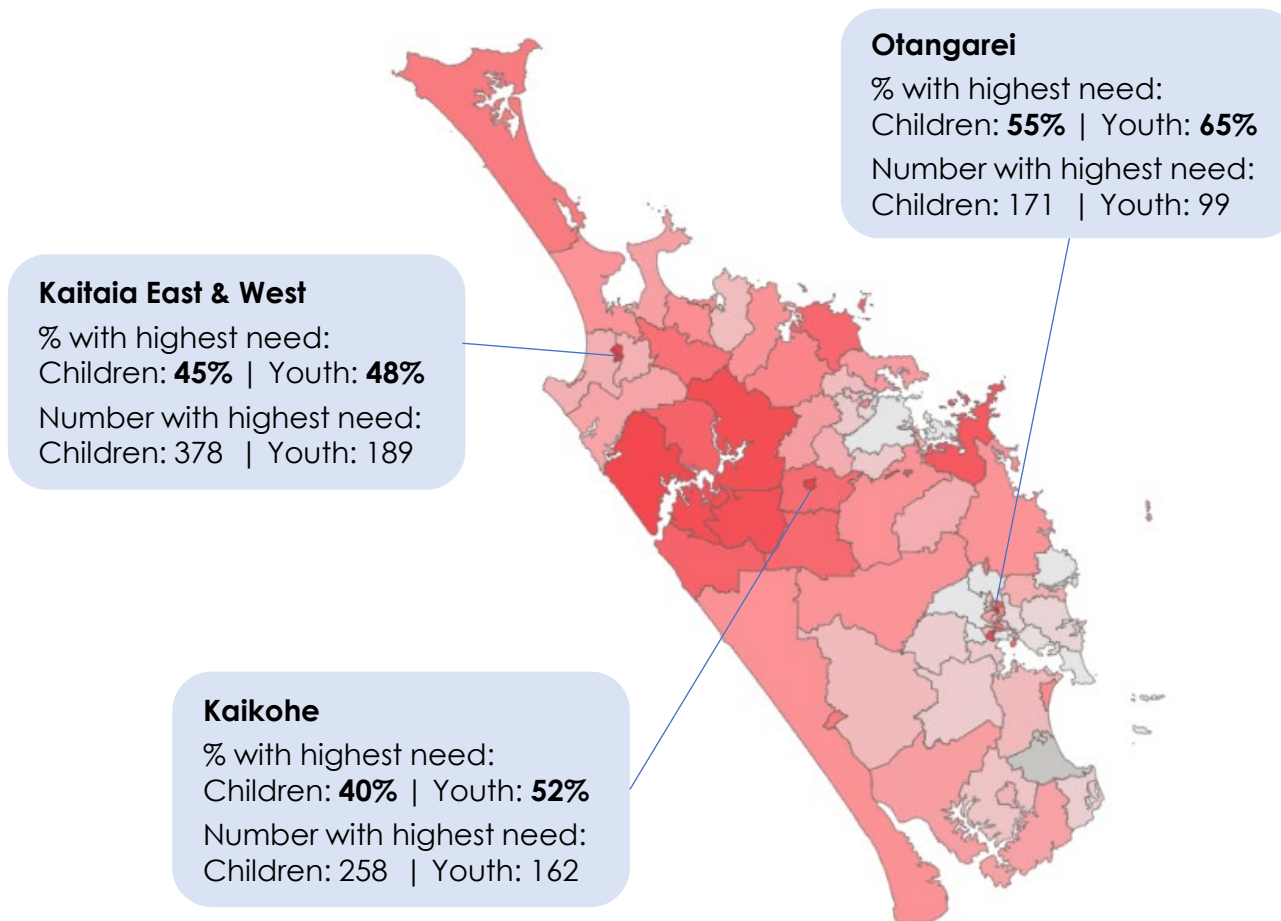
The **profiles of the 79 individuals** with at least five proceedings in the three offence categories indicate high needs, consistent with findings from the SWA analysis.

**ALL** of them:

- Come from unstable, impoverished households with inconsistent role models, and low parental guardianship
- Have poor or non-existent engagement with education
- Are either the victims of or witnesses to family harm
- Have fathers who are engaged with the criminal justice system, either as frequent offenders or with periods of imprisonment
- Live in social circles where offending is normalised
- Are predominantly male (87%), and began offending between 12 and 14 years of age



## In the Far North, the young people most in need ('top' 10%) are distributed approximately as follows....



Of the **47 neighbourhoods** in the Far North, those with the largest proportion and/or number of young people with high need :

SA2 name = 'neighbourhood'	High need children age 7-13		High need youth age 14-17	
	#	%	#	%
Otangarei	171	55%	99	65%
Kaitaia East	162	45%	78	47%
Kaitaia West	216	44%	111	48%
Tarewa	129	44%	60	56%
Waima Forest	48	41%	27	36%
Raumanga	189	41%	96	46%
Omahuta Forest-Horeke	57	40%	27	38%
Kaikohe	258	40%	162	52%
Onerahi	87	33%	42	30%
Tikipunga North	117	33%	63	40%
Moerewa	87	32%	63	51%
Kawakawa	51	29%	45	41%
<b>TOTAL IN REGION</b>	<b>3,441</b>	<b>18.8%</b>	<b>2,070</b>	<b>21.6%</b>

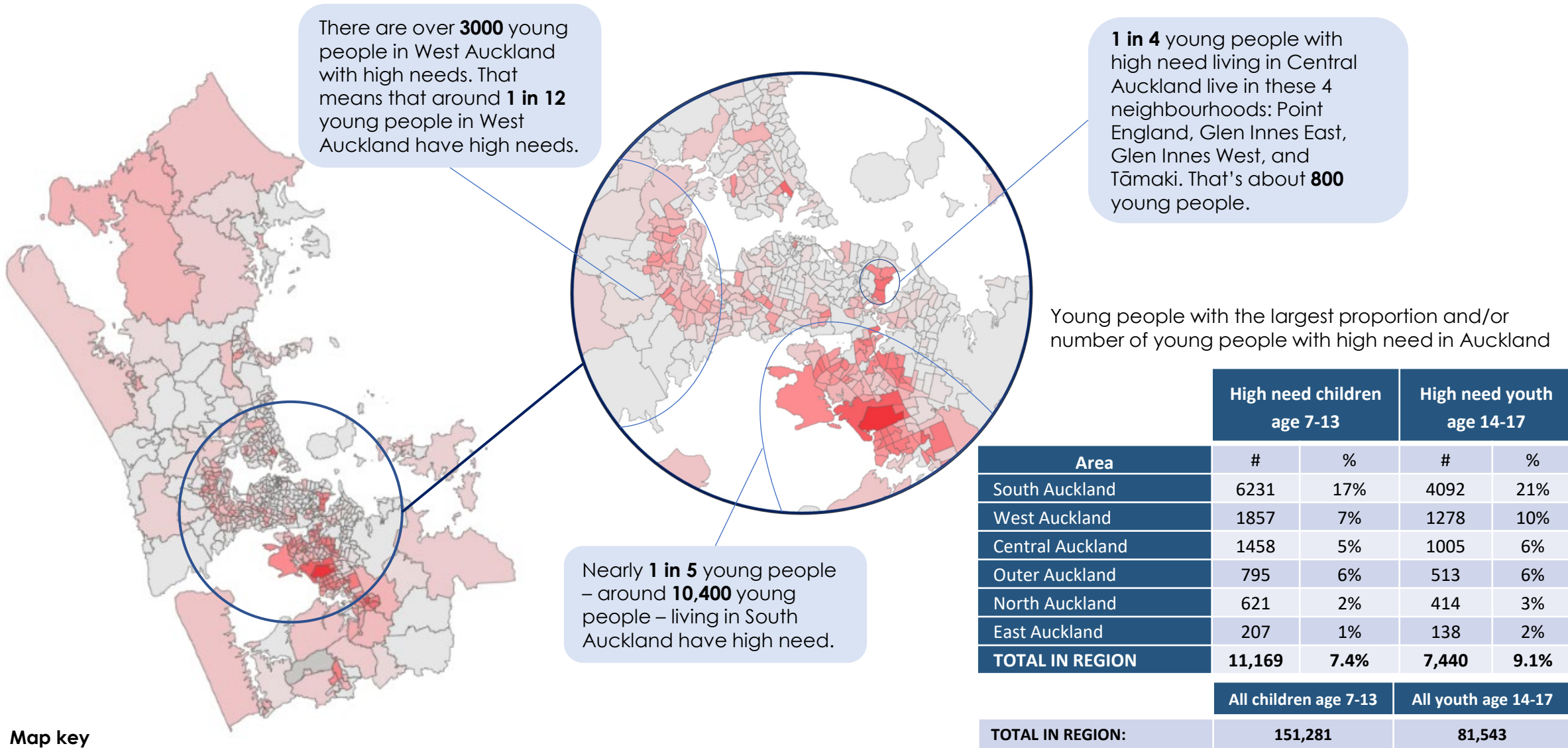
  

	All children age 7-13	All youth age 14-17
<b>TOTAL IN REGION:</b>	<b>18,342</b>	<b>9,588</b>

### Map key

- **Darker red** shading means a higher proportion of young people in that neighbourhood (SA2) have high needs.
- In grey areas 0% of young people have high need.

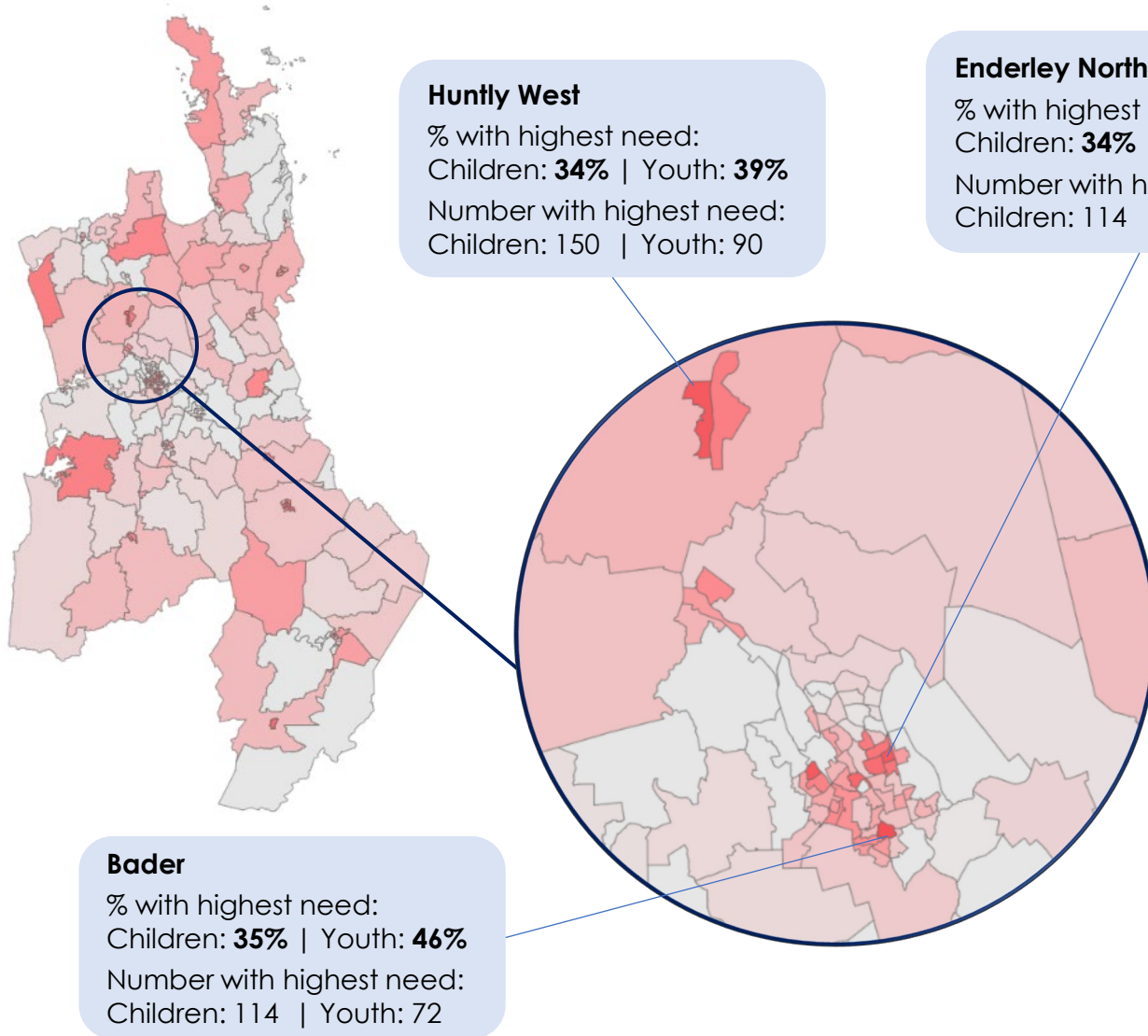
## In Auckland, the young people most in need (top 10%) are distributed approximately as follows....



### Map key

- **Darker red** shading means a higher proportion of young people in that neighbourhood (SA2) have high needs.
- In **grey** areas 0% of young people have high need.

## In Waikato, the young people most in need (top 10%) are distributed approximately as follows....



Of the **240 neighbourhoods** in the Waikato, those with the largest proportion and/or number of young people with high need:

SA2 name = 'neighbourhood'	High need children age 7-13		High need youth age 14-17	
	#	%	#	%
Huntly West	150	34%	90	39%
Crawshaw	141	33%	75	42%
Bader	114	35%	72	46%
Fairfield	153	29%	87	32%
Enderley North	114	34%	60	42%
Turangi	96	28%	69	32%
Strathmore	69	24%	60	36%
Enderley South	93	29%	39	24%
Porritt	72	25%	54	31%
Huntly East	132	24%	78	27%
Thames South	72	24%	54	31%
Nawton East	120	22%	72	27%
<b>TOTAL IN REGION</b>	<b>4,791</b>	<b>10.3%</b>	<b>3,159</b>	<b>12.7%</b>

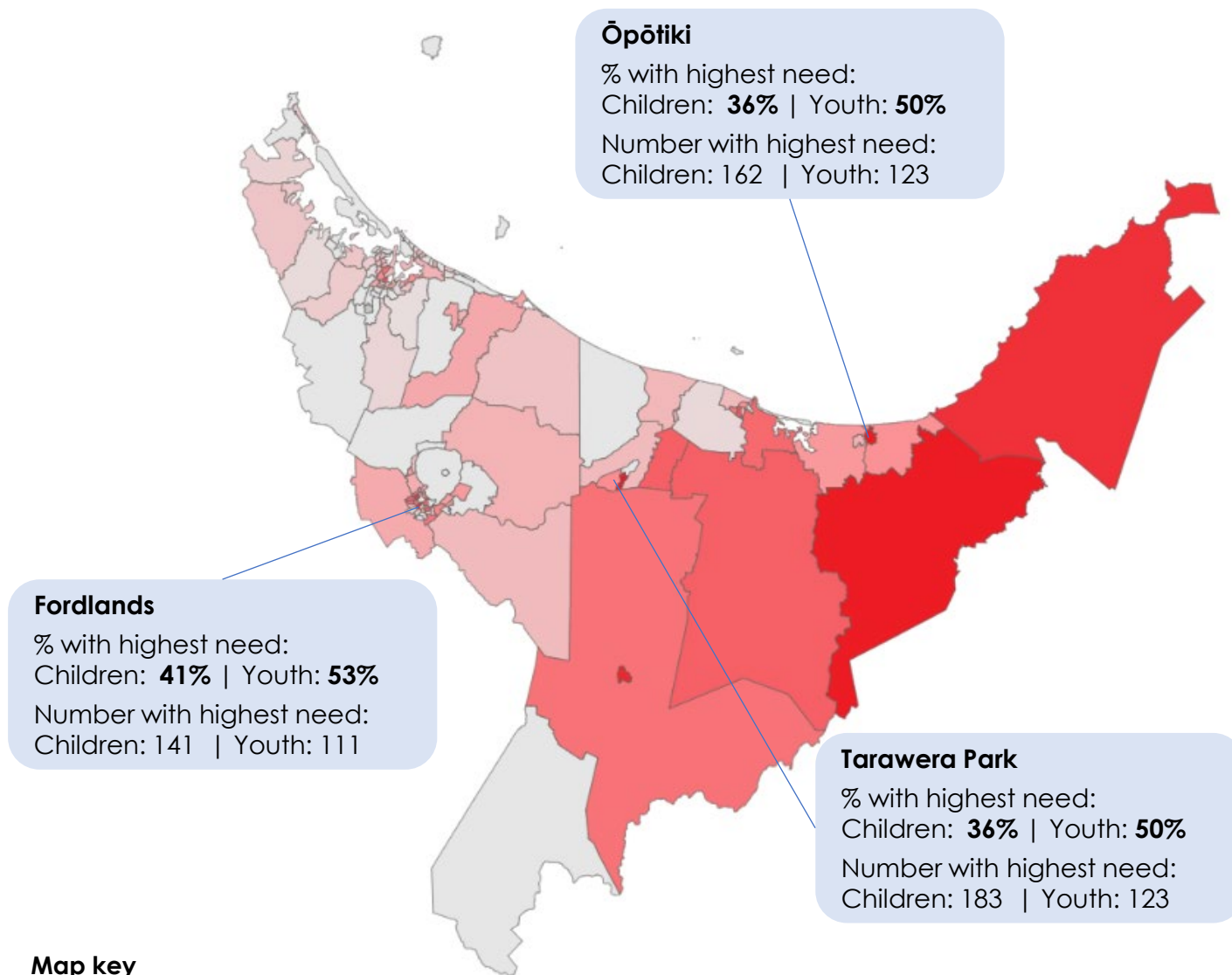
	All children age 7-13	All youth age 14-17
<b>TOTAL IN REGION:</b>	<b>46,707</b>	<b>24,813</b>

**Map key**

- Darker red shading means a higher proportion of young people in that neighbourhood (SA2) have high needs.
- In grey areas 0% of young people have high need.



## In the Bay of Plenty, the young people most in need (top 10%) are distributed approximately as follows....



Of the **146 neighbourhoods** in the Bay of Plenty, those with the largest proportion and/or number of young people with high need:

SA2 name = 'neighbourhood'	High need children age 7-13		High need youth age 14-17	
	#	%	#	%
Fordlands	141	41%	111	53%
Tarawera Park	183	37%	120	45%
Opotiki	162	36%	123	50%
Murupara	81	33%	75	53%
Yatton Park	111	32%	72	39%
Trident	111	31%	66	31%
Glenholme North	69	30%	39	29%
Western Heights	93	27%	54	30%
Pleasant Heights	72	27%	57	39%
Whakatane West	108	26%	75	30%
Pukehangi North	87	25%	57	31%
Waingarara-Waimana	78	22%	57	30%
<b>TOTAL IN REGION</b>	<b>3,840</b>	<b>12.2%</b>	<b>2,502</b>	<b>14.5%</b>
	<b>All children age 7-13</b>		<b>All youth age 14-17</b>	
<b>TOTAL IN REGION:</b>	<b>31,434</b>		<b>17,226</b>	

### Map key

- Darker red shading means a higher proportion of young people in that neighbourhood (SA2) have high needs.
- In grey areas 0% of young people have high need.

## NOTES

### Interpretation:

Correlation does not equal causation and does not mean the outcome is certain. Most children and young people don't offend, and most of those who do 'age out' of that behaviour.

The data does not indicate what interventions will be most effective for which children, nor does it indicate which individual children to focus on – it provides the experiences and needs groups.

The data generally collected in the IDI is limited to negative experiences. Interactions with government agencies generally occurs because additional support is needed; the data does not usually capture what is going well for people despite adverse circumstances.

### Geographical locations:

The smallest geographic location we can drill down to is SA2.

SA2 is similar (but not equivalent) to a suburb, with 2,000 to 4,000 residents in city councils, and around 1,000 to 3,000 residents in district councils.

### Disclaimer:

These results are not official statistics. They have been created for research purposes from the Integrated Data Infrastructure (IDI) which is carefully managed by Stats NZ. For more information about the IDI please visit <https://www.stats.govt.nz/integrated-data/>.

