



Youth crime action plan

YCAP

2013–2023

REPORT





**THE ARTWORK USED IN YCAP PUBLICATIONS
WAS CREATED BY YOUNG PEOPLE STAYING
AT CHILD, YOUTH AND FAMILY RESIDENCES**







Minister's foreword

For nearly 25 years, we have set the benchmark internationally for best practice. Our challenge is to stay at the front while other nations replicate and build on our lead. Our practitioners want to answer the call to do better for our young people and our communities.

The Jesuit proverb, 'Give me the child until he is seven... and I'll show you the man,' best exemplifies current thinking with respect to youth justice. Our youth justice system embraces an interventionist policy, which seeks to understand risk factors and protective factors, and shapes our response to youth offending around these. It's amazing how the only people who criticise this approach to youth justice are the same people who are quick to agree with the Jesuit approach, yet fail to realise that in youth justice they only argue against themselves.

We must accept that there are tensions in good youth justice policy. There is no place for the cynical, but everybody has seen it all before. No place for a "lock 'em up and throw away the key" response; yet retribution, denunciation and reparation are legitimate principles in any criminal justice system.

The New Zealand response to child and youth offending has evolved over time in recognition of past success and failure. The Youth Crime Action Plan (YCAP) is the next step on that journey. It describes best practice, sets an agenda for the next ten years advancement in policy and practice, and gives access to the documents that have informed that best practice. It incorporates the dictates of the Youth Offending Strategy of 2002 and the policy initiatives of the Fresh Start reforms of 2009. These reforms, which are now really taking hold, have driven youth crime down, seen fewer youth before the courts, fewer youth in youth justice residences and better results for victims, offenders, families and communities, and it's timely to ask 'what's next?'


YCAP reflects that communities know what works best with their young people. Government agencies work for communities, not the other way around, and we must be more accountable to those communities in delivering the services they need, instead of the services that tick our particular box. Māori communities need special mention. YCAP acknowledges that tangata whenua are over represented in crime statistics on both sides of the ledger. Addressing this, connecting with Māori for positive outcomes, can only occur with the recognition of the importance of tikanga Māori, a recognition which is growing and which we must foster further.

YCAP deliberately turns away from the idea of a youth justice 'pipeline'. Opportunities for young people to exit the youth justice system are a key theme of YCAP – it is not inevitable that a young offender will fall into an ongoing life of crime. It is within our power to prevent this by providing multiple opportunities to exit into a fruitful life in the community.

YCAP also fits with the government's Better Public Services targets, ambitious goals intended to drive the public service to deliver significantly better justice services for New Zealanders. In youth justice, the target is a 25% reduction in youth appearing before the Youth Court by 2017. The measures in YCAP will play a major role in driving the gains needed to meet that expectation.

It rejects the political clamour to be the toughest on crime, instead it embraces a resolve to be smart on crime. No child or young person is a commodity for whom one solution can be applied in all situations to all who offend. We accept that in order to succeed we need to work with families and not just individuals. We accept that it is imperative to share information across agencies and we cannot be patch protective between portfolios. Success in health should not come at the expense of success in education, welfare, or law and order. Smart on crime means that we intervene in lives sufficiently to address risk factors (weaknesses) and enhance protective factors (strengths) so that people can stand up under the pressures of youthfulness, the vulnerabilities of disengaged families, and not be left behind.

Justice just is. Justice exists for those who require it on any given day – equally for the deserving and the undeserving. It exists regardless of age, ethnicity or personal wealth and is fundamental to a civilised society. The Youth Crime Action Plan will ensure justice for all young people, their families, and their communities, into the future.

A handwritten signature in black ink that reads "Chester Borrows". The signature is written in a cursive, flowing style with a long horizontal line extending from the end of the name.

Hon Chester Borrows

Associate Minister of Justice

Associate Minister of Social Development





Contents

Youth crime in New Zealand	2
Introduction	3
The issues	4
What we have learned	5
The Youth Crime Action Plan	10
Consultation	11
The strategies	11
Making the strategies happen	15
Making a difference: How the Youth Crime Action Plan will work in the community	17
Prevention	18
Youth offending teams (YOT)	20
Police decision-making	21
Assessing the underlying causes of offending	22
Helping those affected by youth crime	23
Police Alternative Action Plan	25
The family group conference in youth justice	26
Effective interventions to reduce re-offending	28
Youth Courts	29
Bail and custody	31
Getting young people back into the community successfully	32
Actions 2013–2015	35
Partnering with communities	36
Reducing escalation	38
Early and sustainable exits	40
Governance	42
Workforce	43
Information sharing	44
Relationship to other initiatives and programmes of work	45
APPENDICES	
Sources for more information	51
Agency contacts	51
Funding	52
Recommended reading	52
Glossary	54
Artwork	60

Youth crime in New Zealand



Introduction

New Zealand is recognised internationally as having a world-leading approach to responding to child and youth offending. Most children and young people¹ in this country live positive and productive lives and do not come into contact with the justice system.

But for those who do offend, our system recognises that they need to be held to account in a way that acknowledges their needs and vulnerability. A significant proportion of these children and young people are successfully dealt with outside the formal justice system. There is, however, a small group who commit a significant amount of youth crime.

The overall recorded crime rate in 2012 was the lowest in 32 years and the youth crime rate continues to fall.

Nevertheless, too many children and young people, mostly young men, are still entering the formal youth justice system² and are escalated through it. It is a sad fact that a disproportionate number of these young men are Māori. They are often from whānau with intergenerational social issues and from communities where there is a concentration of whānau with poor outcomes, limited engagement with services, few pro-social opportunities, and high levels of offending.

Apprehension rates for children and young people have been falling, although at a lesser rate for Māori. Apprehensions of children and young people as a proportion of all Police apprehensions have also fallen, from around 20% to 15% in recent years.

The over-representation of Māori presents challenges to everyone working in the youth justice sector. It is a situation that must be addressed, and one that requires more than a single government initiative or plan. The Youth Crime Action Plan (YCAP) seeks to tackle the problem by supplementing a large number of existing initiatives and work programmes across agencies and communities, as reflected in 'Key initiatives or programmes of work that YCAP supplements' (see page 46). This includes the Children's Action Plan (which provides the framework for identifying, supporting, and protecting vulnerable children) and Whānau Ora, which is about the transformation of whānau as a whole rather than individual family members.

The Youth Crime Action Plan complements the Children's Action Plan, by building on the strategies in place for children and ensuring a seamless approach for children and young people. Through the Children's Action Plan, the evidence-based programmes provided through the Positive Behaviour for Learning initiative in schools and early childhood education, and other evidence-based programmes funded through the Ministry of Health – there will over time be a reduction in the likelihood of children at risk moving into the youth justice system. Effective and culturally responsive interventions with children and young people, whānau, and communities across all this work will set the scene for reducing youth crime and allow all children and young people to reach their potential.

Recommendations from the Social Services Select Committee Inquiry into the Identification, Rehabilitation, and Care and Protection of Child Offenders are addressed in the Youth Crime Action Plan. The challenge for frontline workers is to make each intervention the last justice sector intervention for the young person and their family, no matter what that intervention is.

The Youth Crime Action Plan is also aligned with other initiatives that have a strong focus on prevention and improving outcomes for Māori. For example, The Turning of the Tide Whānau Ora Crime and Crash Prevention Strategy has set the following targets for June 2012 to June 2015 and for June 2014 to June 2018:

- 5% decrease in the proportion of first-time youth and adult offenders who are Māori
- 10% decrease in the proportion of repeat youth and adult offenders who are Māori
- 10% decrease in the proportion of repeat victims who are Māori.

The Turning of the Tide forms part of the effort to increase Māori satisfaction with policing services and Māori trust and confidence in the Police.

Responsiveness to rangatahi Māori and their whānau, focusing on their strengths, needs, and aspirations, is essential for the effectiveness of the Youth Crime Action Plan. For this reason, agencies will work collaboratively and creatively with Māori communities, especially where there are Rangatahi Courts, to identify ways and means to deliver services for Māori children and young people.

¹ In this plan, children and young people are referred to in the context of the Children, Young Persons, and their Families Act 1989 (a child is aged 10–13 years and a young person is aged 14–16 years).

² The term 'formal justice system' refers to family group conferences (FGCs) and Youth Courts.

The overall success of the Youth Crime Action Plan can be measured by the continued reduction in the gap between Māori and non-Māori. This includes reducing the gap at all stages of the youth justice process, including apprehension, intention-to-charge family group conferences (FGCs), decisions to charge in the Youth Court, and decisions to make formal court orders. Reviewing the progress of the Youth Crime Action Plan every two years will establish if this has been successful.

The declining crime rate allows the Government to reallocate resources to priority areas of prevention and early intervention with children and young people who offend. Responding to offending early offers the best chance of preventing children and young people from going on to offend as adults. Making a difference to this group will have great benefits in the future:

- reducing offending and victimisation
- maintaining a more productive workforce
- building stronger communities.

The Government's Better Public Services target for reducing youth crime is the driving force behind the Youth Crime Action Plan. To achieve the target, the justice sector needs to work differently – in particular, more collaboratively – with the social sector, communities, and Māori to reduce crime and address the factors that lead to offending.

The Youth Crime Action Plan sets out to make a difference to the children and young people behind the statistics. This is about stopping problems before they develop, dealing with them fairly but firmly when necessary, and putting systems in place to stop re-offending.

The issues

In 2002, the Youth Offending Strategy was launched on the back of the recommendations of the Ministerial Taskforce on Youth Offending. This strategy reinforced the foundations established by the 1989 Children, Young Persons, and their Families Act, including the use of Police diversion whenever appropriate, family group conferences, and the separation of children and young people from the adult criminal justice system as much as possible.

Many of the objectives identified in the seven key focus areas of the Youth Offending Strategy remain current 10 years later. Although much was achieved, a number of issues have not been effectively addressed:

- The strategy identified a need for consistent, robust and reliable data to inform frontline decision-making. This is an issue that the youth justice system still grapples with. Having the right information at the right time will allow for better case management decisions, while a national minimum data set (including a unique identifier to allow information matching) is needed to allow trends to be analysed.
- Regional variation in resolutions and service access is a problem. Access to equitable justice and services should not be dictated by where a person lives.
- Although volumes of youth crime have reduced over the period since the Youth Offending Strategy, disparities in youth justice outcomes for Māori have increased, and apprehension rates for Māori children and young people remain four to five times higher than for non-Māori.
- Greater cohesion is needed, from frontline service delivery to national coordination and oversight. Information management and sharing at all levels, along with a robust governance structure, is required to create a joined-up and self-informing system.
- There is still significant room to improve information on which to base decisions and to focus investment. There is a need to build on evidence about what works best to prevent and reduce Māori child and youth offending. In doing so, a balance will be needed between community-driven approaches and innovation, and raising awareness of evidence-based approaches and programmes that communities can implement to reduce offending.
- There are gaps in programme and service delivery at the lower levels of the youth justice system. Young people are being pushed into increasingly formalised interventions so they can access the programmes and services they need. This is contrary to the principles of the Children, Young Persons, and their Families Act 1989, as well as the most up-to-date evidence, which demonstrates that diversion works to reduce re-offending and promote positive outcomes.

What we have learned

The government-commissioned taskforce investigating youth transitions confirmed that programmes initiated early in life to reduce later risk are generally more effective than later attempts at remediation (Gluckman, 2011³).

There is a well-established link between adolescence and criminal offending – and much offending by young people is property related.

Youth crime creates victims, and victims need good services. The rights of victims to proper treatment and services have been enshrined in law since 2002, and enhanced the role that victims of offending by young people have in family group conference plans. Family group conferences also give victims an important opportunity to have their voices heard and make sure their interests and views are considered.

Most children and young people do not go on to offend later in life, but some who offend, especially those who begin offending as children, are often extremely vulnerable. Addressing the vulnerability of children and their care and protection needs will progressively reduce the volume of youth offending.

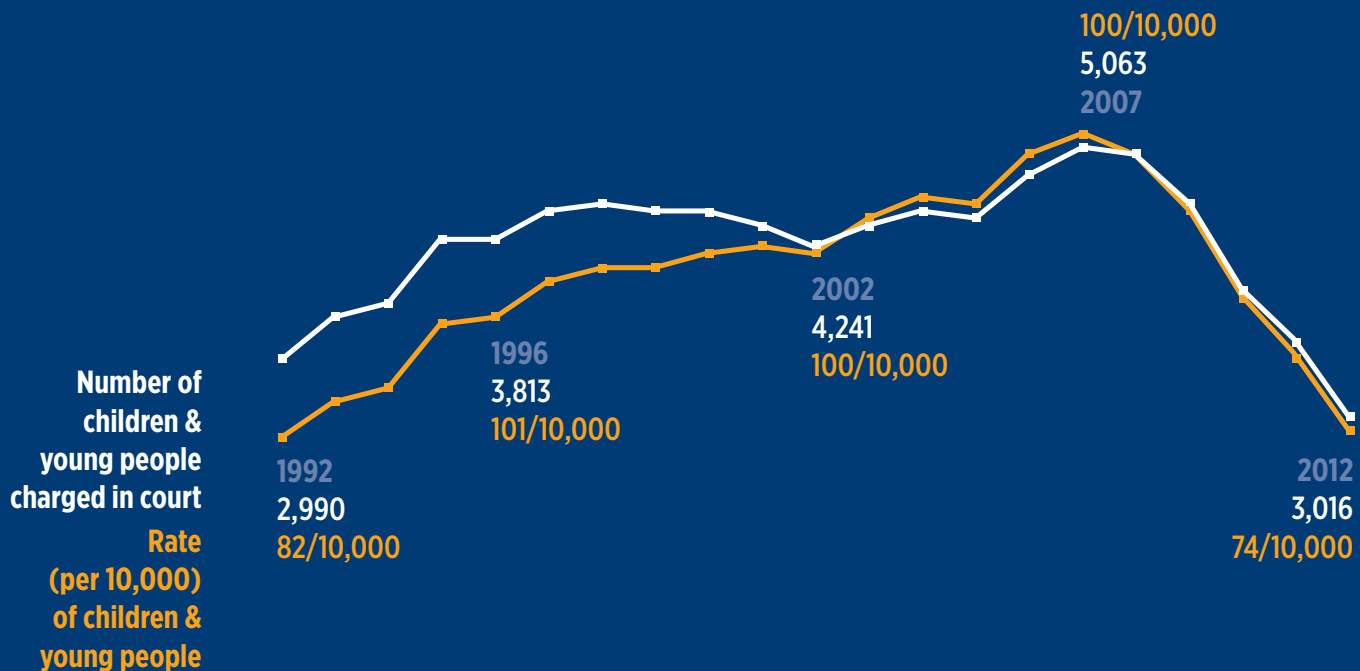
Good governance matters. The youth justice sector spans the justice and social sectors. This means it needs a unique governance framework to provide consistent, coordinated, and coherent advice to government that adequately reflects policy concerns and operational realities. Governance structures must also reflect current government expectations about accountability, clarify the roles of agencies, and ensure that information supports good decision-making and continuous improvement. Good governance should model genuine sharing of responsibility, resources, information, and service delivery – as if the multiple agencies were one seamless organisation.

Local communities and professionals are often best placed to decide how to deal with youth crime in their local areas, and respond to offending in ways that help children and young people to develop in positive ways. With the right information and the right connections to other related initiatives, communities can respond to the issues particular to their own area. One size does not fit all, and government agencies must be careful to not hamper creativity, but rather allow for flexible local forms to address youth crime.

³ Peter Gluckman. (2011). *Improving the transition: Reducing social and psychological morbidity during adolescence. A report from the Prime Minister's Chief Science Advisor.*

CHILDREN AND YOUNG PEOPLE CHARGED IN COURT

NUMBERS CHARGED



Number of children & young people charged
▼ **16%** since 2011

Number of young people charged
▼ **40%** in last 5 years

Children and young people make up
▼ **<3%** of those charged in court

Lowest rate (per 10,000) in 20 years

YOUTH COURT APPEARANCES

Unlawful entry with intent/burglary, break & enter

27%

17%

Theft and related offences

Acts intended to cause injury

15%

8%

Traffic & vehicle regulatory offences

7%

Property damage & environmental pollution

7%

Robbery, extortion & related offences

5%

Dangerous or negligent acts endangering persons

Sexual assault & related offences

3%

2%

Prohibited & regulated weapons & explosives offences

2%

Illicit drug offences

2%

Public order offences

2%

Abduction, harassment & other offences against the person

2%

Offences against justice procedures, government security & government operations

1%

Fraud, deception & related offences

<1%

Homicide & related offences

<1%

Miscellaneous

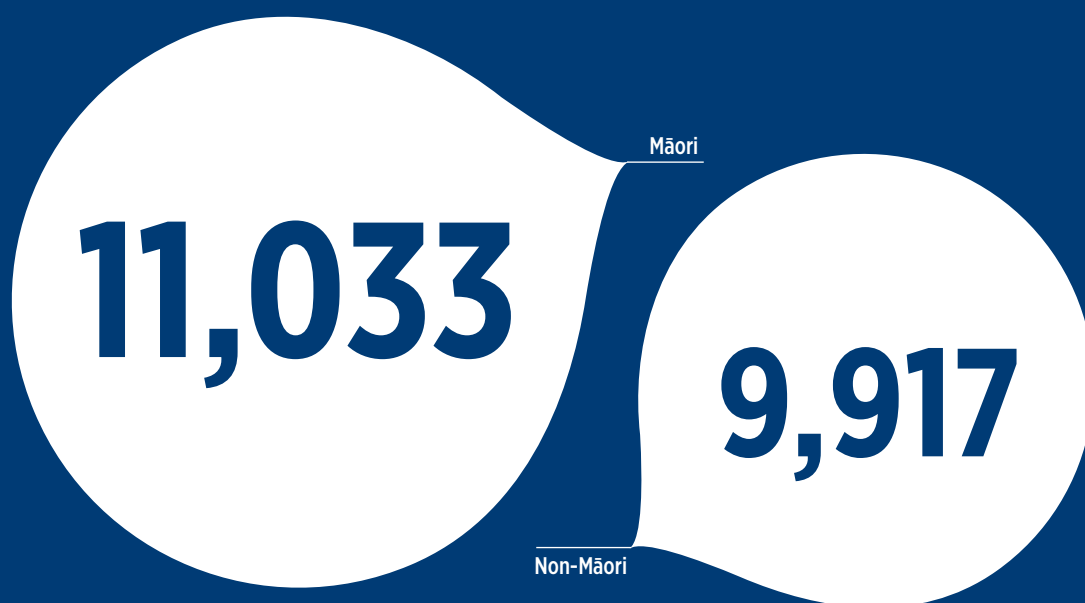
APPREHENSION RATES OF CHILDREN AND YOUNG PEOPLE

ETHNICITY

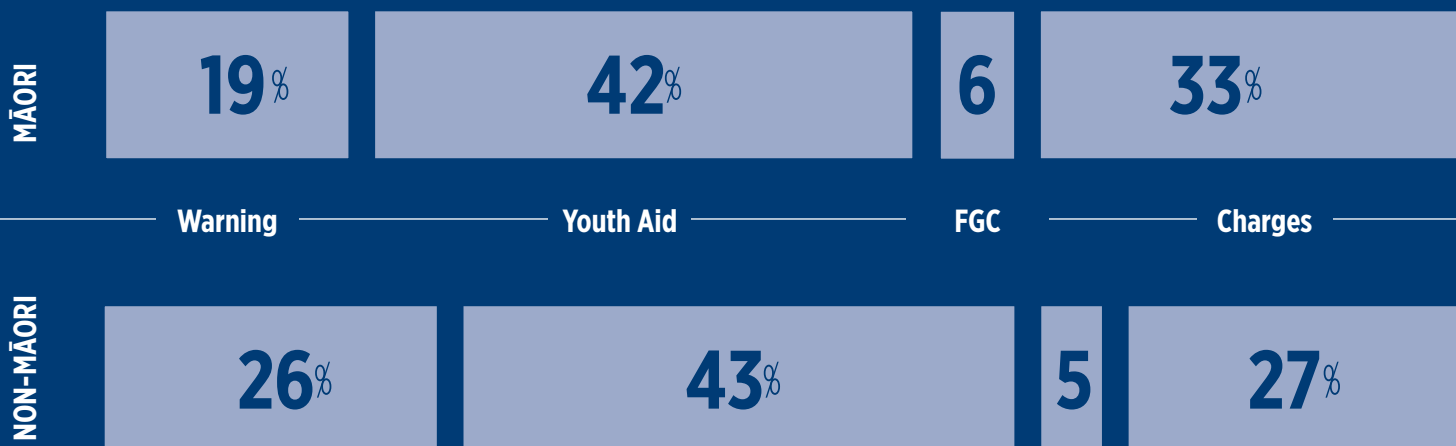
MĀORI ARE OVER REPRESENTED IN APPREHENSION RATES

20% of the youth population are Māori

53% of apprehended youth are Māori

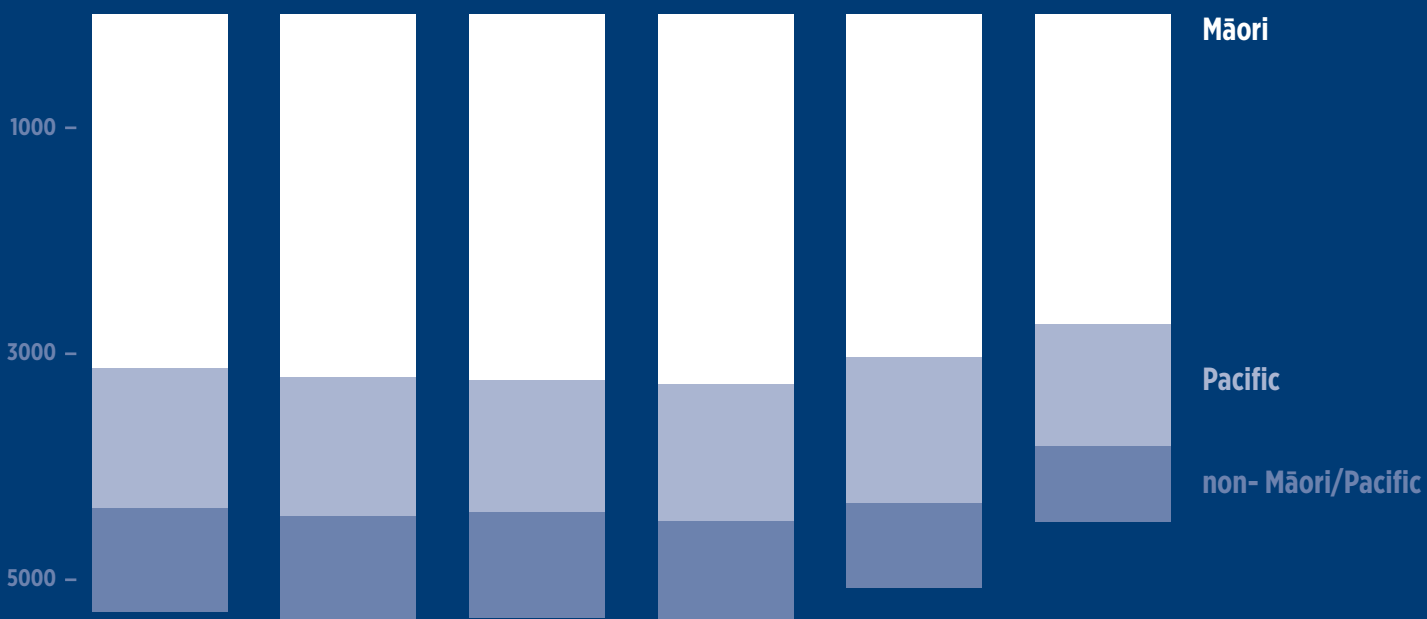
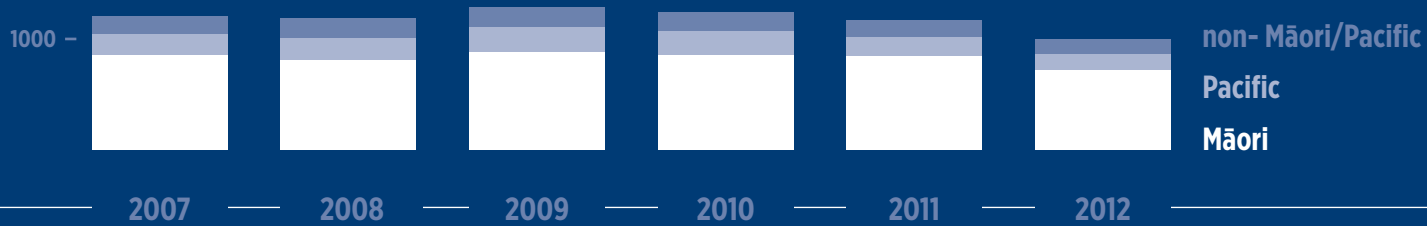


APPREHENSION ALSO RESULTED IN MORE SERIOUS OUTCOMES FOR MĀORI



MĀORI ARE OVER REPRESENTED IN APPREHENSION RATES (PER 10,000) FOR IMPRISONABLE OFFENCES

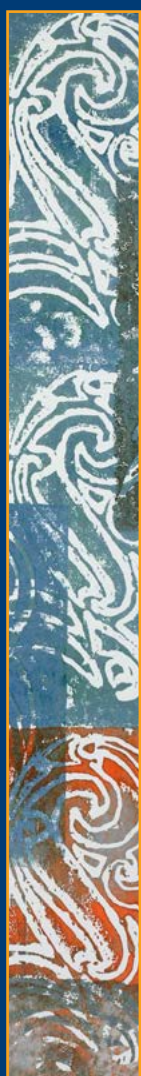
CHILDREN 10-13 YEARS



YOUNG PEOPLE 14-16 YEARS

The Youth Crime Action Plan

The Youth Crime Action Plan builds on what we have learned and sets the scene for reducing youth crime over the next 10 years



Consultation

The Youth Crime Action Plan has been developed by bringing together hundreds of people, including young people, to talk about youth justice.

Improving outcomes for Māori children and young people is a critical objective of the Youth Crime Action Plan, and the consultation involved several Māori-focused hui, visits to Māori service providers, and a Māori reference group. The Youth Justice Independent Advisory Group was consulted throughout the development of the Youth Crime Action Plan, a Pacific fono was held, and some 44 written submissions were received. The level of participation in meetings and written feedback reflected the high degree of interest in youth justice.

Stakeholders expressed support for the principles of the Children, Young Persons, and their Families Act 1989. At the same time, community stakeholders, providers, and practitioners highlighted systemic and practice issues that require significant improvement – particularly for Māori children and young people and their whānau. Related to this was a desire for clearer roles, objectives and accountability within the system.

Consultation confirmed the need for:

- early intervention
- engagement with family, whānau, and communities
- communication and collaboration between agencies
- better information in the youth justice system.

A positive youth development approach focusing on the strengths of children and young people was also supported.

The strategies

Three interconnected strategies have been identified through this consultation and from a decade of learning:

1. Partnering with communities.
2. Reducing escalation.
3. Early and sustainable exits.

These three strategies will drive the direction of youth justice and shape the practical actions that will meet the objectives of the terms of reference:

- increasing opportunities for early and sustainable exits from the youth justice system, particularly for Māori
- reducing the flow through the youth justice system by improving integration between agencies and non-governmental organisations (NGOs) to intervene in youth offending earlier, particularly with Māori children and young people and their whānau
- improving data collection and using the data to better understand flows through the youth justice system and intervention effectiveness, with an emphasis on courts, the Police and Child, Youth and Family (CYF)
- improving delivery of interventions and services to ensure they are properly coordinated and improve outcomes
- creating an outcomes framework that enables whānau and community groups to develop innovative local solutions
- improving how agencies work together to prevent children and young people from offending and re-offending.

The reasons children and young people offend are complex and varied. However, strategies that involve the environment in which a young person lives – their family, whānau, and community – are more likely to be effective than those that focus solely on the individual. This is particularly important for children and young people who live in communities in which poverty, high rates of crime and violence, and easy access to drugs and alcohol are common (McLaren, 2000⁴).

Partnering with communities is about working together to prevent offending and re-offending. It is not about duplicating efforts or adding more meetings – it's about building on what is already delivering results and outcomes, and strengthening coordination at every level within the community.

The Youth Crime Action Plan's approach to partnering with communities is based on the fact that some family, whānau, and communities are capable of designing, developing, and delivering their own solutions to address youth crime because they know their people and their circumstances best. It also recognises that some communities are not yet ready to lead in this way, and that others already have existing structures or initiatives in place. Because of this, local coordination will adapt to complement the best practices and experiences of what is already working in each community. It will begin by leveraging off existing structures and mechanisms, such as youth offending teams (YOTs).

Over time, guidance, tools, and local action plans will be developed as solutions to local problems, focusing on the most pressing youth crime issues in each community. This will begin in communities with high levels of youth crime. Local action plans will then be trialled and progressed through a structured framework with a priority on areas with high rates of youth offending. This will include data analysis to identify a small group of Māori communities who are interested in better outcomes for their children and young people, have leadership and can be supported to design, develop and deliver innovative initiatives to reduce youth crime.

⁴ McLaren, KL. (2000). *Tough is not enough – Getting smart about youth crime: A review of what works to reduce offending by young people*. Ministry of Youth Affairs: Wellington, New Zealand.

ACTION Partnering with communities

We will:

- **work with local communities.** Government agencies will work with local communities to develop their strategic priorities, identify local crime problems, develop plans to address those problems, and ensure coordinated responses to children and young people who come to notice.
- **introduce guidance and online tools on youth justice.** These will be used by youth justice practitioners and community groups to develop local action plans.
- **develop action plans to address local issues and find solutions.** These will be developed in areas that identify themselves as ready and those that have the highest rates of youth offending by Māori.
- **develop a feedback 'loop' so communities can evaluate progress.** Progress will be monitored and coordinated against local action plans to share what is working and what isn't, including prevention strategies.
- **improve access to social sector services that address the underlying causes of offending.**
- **develop methods to evaluate community programmes and initiatives.** Best practice will be shared and the evidence base will be expanded.

The make-up of the groups that will carry out these functions will be flexible, with people and groups with the relevant expertise, experience, and authority. They are encouraged to be involved in the design and delivery of each local action plan. Support and guidance will be offered from a national level to develop local plans, monitor outcomes, and share information on what is working best in each community.

These initiatives are scheduled to be delivered between December 2013 and June 2015.

Further details on Strategy 1: Partnering With Communities, a typical scenario, and the timeframe for action are on page 36 of this document.

The idea that children and young people should be dealt with outside the formal justice system is central to New Zealand's legislation. It is also recognised internationally by United Nations guidelines, conventions, and rules. Research on New Zealand Police Alternative Actions also shows that diverting children and young people away from the formal justice system can reduce their chances of re-offending (McLaren, 2011⁵). Delivering interventions that are fair and proportionate to the nature and seriousness of the young person's offending is therefore a central strategy.

Reducing escalation – dealing with a young person at the lowest appropriate level – requires a number of important factors.

High-quality decision-making using specialist skills and knowledge is one way of reducing escalation. Such decision-making must be well informed and based on good information. The development and use of a short screening tool, which highlights potential risks of re-offending, will be one important element.

The use of such a tool will be complemented by the Police and Child, Youth and Family working more closely to identify the best response to each child or young person. As such, both agencies will develop a process where they consult very early in a case.

But identification is just the first step. It will be followed by interventions that are based on high-quality information and supported by families and whānau.

ACTION Reducing escalation

We will:

- ensure that the majority of cases are referred to Police Youth Aid after apprehension.
- require Police and Child, Youth and Family to develop a process of early case consultation. This will help to identify earlier the underlying causes of offending by children and young people and provide the appropriate intervention in a timely fashion.
- introduce a shortened version of the youth offending risk screening tool (YORST). Based on a small number of questions, this will obtain an accurate picture of a young person's risk of re-offending to inform the decision on how to resolve the apprehension.
- ensure that Police practice is changed so young offenders are charged only when custody or bail with conditions is required. This will reduce the number of young people held in custody and the number of court-ordered family group conferences.
- trial a new assessment centre for young people on remand in custody. Increasing alternatives to the remand of young people in residential facilities will create more opportunities for young people to remain in the community.
- increase alternatives to the remand of young people in residential facilities, such as supported bail and electronic bail.

These initiatives are scheduled to be delivered between June 2014 and June 2015.

Further details on Strategy 2: Reducing Escalation, a typical scenario, and the timeframe for action, are on page 38 of this document.

⁵ McLaren, KL. (2011). *Alternative actions that work: A review of the research on Police warnings and alternative action*. Police Youth Services Group, NZ Police: Wellington, New Zealand.

Intervening early and ensuring that every youth justice intervention has a positive influence on offending behaviour are essential pieces in the jigsaw of reducing re-offending. This is especially significant for Māori, who have frequent contact with the system.

Complementing the actions in Strategies 1 and 2, early and sustainable exits emphasises the delivery of the best-quality interventions at the right time. Failing to intervene early and provide opportunities for children and young people can be costly to victims, the offenders themselves and society as a whole. This strategy includes actions to address recommendations from the Social Services Select Committee Inquiry into the Identification, Rehabilitation, and Care and Protection of Child Offenders. The challenge for frontline workers is to make each intervention the last justice sector intervention for the young person and their family, no matter what that intervention is.

Existing mechanisms, such as Police Alternative Action and family group conferences, will be strengthened to focus on delivering the best services to reduce re-offending. Agency, family, whānau, and community participation will play an important role in identifying those most at risk.

Alternatives to remand will be developed for children and young people who require more formal responses. These will be developed with an emphasis on keeping young people in the community, such as supported bail. As part of this, a new process will be developed for reviewing whether young people held on remand in custody need to remain there.

Sustaining positive change following youth justice interventions often relies on links to education, training or employment. Making the most of opportunities and programmes during transitions is central to reducing the risk of re-offending.

ACTION Early and sustainable exits

We will:

- **establish interagency connections and community networks to identify those at risk of re-offending at the earliest possible time.** This includes government agencies working together and linking with hapū, iwi, Māori communities and providers, and community-led initiatives.
- **introduce new performance standards for family group conferences to improve consistency and quality.** The standards will be monitored, reported on, and include feedback from family group conference participants.
- **establish community partnerships in family group conference processes, with greater community responsibility for plans and outcomes.**
- **trial iwi-led family group conferences as a way to better engage families, whānau and communities.**
- **increase and strengthen the range of options (including Police Alternative Actions) and limit escalation to family group conferences to those whose level and frequency of offending require it.**
- **introduce an accreditation system for family group conference coordinators.**
- **expand the transition model used for young people in residences to all out-of-home placements.** Social workers will be more active in transitions by motivating and supporting young people and their families and marshalling resources.
- **improve Youth Court processes.** Focus on effective communication with young people and their support people in the Youth Court, and the timeliness of Youth Court scheduling.
- **implement the Mental Health and Addiction Service Development Plan 2012–2017.** Develop youth forensic mental health services in the community and a secure in-patient facility. Expand alcohol and drug services for young people.

These initiatives are scheduled to be delivered between December 2013 and June 2015.

Further details on Strategy 3: Early and sustainable exits, a typical scenario, and the timeframe for action, are on page 40 of this document.

Making the strategies happen

Three building blocks will underpin the successful implementation of these three strategies.

Governance

For the youth justice sector to effectively deliver the Youth Crime Action Plan, meet the Better Public Services target for reducing youth crime, and adequately reflect policy concerns and operational realities, an improved governance arrangement will be developed.

At the central level, an operational support group will be formed to provide monitoring and information-sharing functions to ensure the effective implementation and delivery of the Youth Crime Action Plan, and the Better Public Services target. This includes:

- formalising the justice sector governance framework
- determining arrangements to provide coordinated and responsive support to local communities
- establishing a ministerial consultative group, including significant representation of Māori, to provide advice to ministers.

Workforce

Recruiting, retaining, and developing the required workforce are vital to deliver an optimal service. This includes:

- introducing an interactive practice tool to support practice consistency and role clarity
- increasing workforce awareness and skills in cultural competency
- mapping the organisations and professionals the youth justice workforce is comprised of across communities, providers and agencies
- exploring a collaborative approach to enhance training and workforce development opportunities across professional and non-professional groups
- introducing a biennial national forum of youth justice practitioners and policy makers to share experience, knowledge, and planning, and to review the Youth Crime Action Plan.

Information sharing

To ensure that the information required for a cohesive and effective youth justice system is available and appropriately distributed, priority actions include:

- completing an assessment of the information systems in the youth justice sector – covering both data collection and transfers, including existing interagency arrangements about information sharing – so there is a complete picture of the system
- developing and implementing a national minimum dataset, including implementation of the existing unique identifier by all youth justice agencies to allow information matching, so flows can be analysed to improve performance
- agreeing on key performance indicators for youth justice and establishing a reporting framework for local youth justice and associated agencies so that overall trends, as well as trends for Māori, can be measured
- establishing a feedback mechanism to districts and local groups on progress in reducing escalation, reducing regional variation and reducing disparities for Māori
- developing and implementing approved information-sharing agreements if required – covering data for statistical analysis and individual case management information, outlining what information will be shared, for what purpose, by each agency – so full analyses can be completed and better case-management decisions made
- continuing to prioritise information system improvements that are in the interests of the sector as a whole, via the Justice Sector Information Strategy.

Links to other initiatives

The Youth Crime Action Plan aligns with other government initiatives in the justice and social sectors to avoid unnecessary duplication. Any new action is coordinated with and supports current work programmes, as well as incorporating any lessons learnt. These include:

- Fresh Start reforms
- the Police Prevention First national operational strategy
- the Children's Action Plan
- Social Sector Trials (SSTs)
- Whānau Ora
- the Prime Minister's Youth Mental Health Project
- community-based service hubs that include a youth justice component.

How progress will be monitored

Responsibility for managing the Youth Crime Action Plan will sit with a new youth justice governance structure, which will span the justice and social sectors. All relevant government agencies have committed to the Youth Crime Action Plan. Each agency will implement and report progress against the actions they are responsible for. The Youth Justice Governance Group will be kept informed of complementary strategies that contribute to a reduction in youth crime, such as the Children's Action Plan.

The Youth Justice Governance Group will report to the responsible minister and chief executive officers from the Ministry of Justice, Ministry of Social Development, Police, and the Department of Corrections, and will establish robust information and reporting frameworks within the Youth Crime Action Plan.

Monitoring of the Youth Crime Action Plan will help to:

- measure the progress being made
- determine whether the disproportionate number of young Māori offenders is reducing
- identify if changes are necessary
- improve transparency and accountability.

Making a difference

How the Youth Crime Action Plan will work in the community

A wealth of knowledge on child and youth justice already exists, and the Youth Crime Action Plan is not about re-inventing the wheel. It is about building on the best of what works and focusing on ways to make a real difference for children, young people and communities.

The following section presents a picture of best practice today and helps to frame the type of practice and systems changes expected with the Youth Crime Action Plan. Some 11 central components of the youth justice system are used in sequence to depict current and future practice.

Prevention

There are three key approaches that are recognised as the most effective way of preventing offending by children and young people⁶. Having a balance of activities spanning each of the three approaches will generate the most success in preventing youth crime.

APPROACH 1

Crime prevention through community development

Children and young people do not offend in isolation. Strong communities with good-quality schools – where people feel connected and able to contribute to their community – protect children and young people and allow them to thrive. Sports teams, events, activities and schools play an important role in developing a sense of community for children and young people, as well as sometimes being communities in their own right. Children and young people who regularly attend school and are engaged in learning are more likely to experience positive life outcomes and are less likely to become involved in youth offending.

What does this mean in practice?

- Families, whānau and communities are encouraged and supported to build strong foundations for their children and young people, provide programmes and services that are responsive to rangatahi Māori, and allow young people to realise their potential.
- Agencies work with the community to ensure that all children and young people regularly attend early childhood education services and school, and that these positively engage Māori children and young people to achieve educational success.
- Language and culture are recognised and young people's links with families, whānau, and communities are strengthened.
- Those working with children and young people encourage them to develop a sense of who they are, resilience, and self-management, and build positive relationships with whānau, adults and peers.

APPROACH 2

Delivering early interventions for those at risk of offending

The benefits of intervening early in the life of a child or young person at risk of offending to promote positive development opportunities are widely recognised. Initiatives aimed at early intervention are more likely to be successful in preventing crime, and will also lead to a range of other positive outcomes.

These initiatives take a holistic view of a child or young person's needs, and work with their family and whānau rather than merely with each person.

Successful interventions:

- interact with the four main areas of a young person's life – family/whānau, school/work, peer group and community – by using youth development and culturally appropriate approaches when working with children and young people
- are mana-enhancing and promote individual, family and whānau resilience
- incorporate a therapeutic, culturally-appropriate component that addresses social, behavioural, and addiction issues, and enable a young person to learn new skills, values and constructive behaviours
- work to ensure that the environment they return to provides opportunity and support for their positive development.

What does this mean in practice?

- Effective, early and coordinated public services are provided, supported by shared information.
- At-risk children and young people are identified at an early stage. For example, children and young people who offend share many of the same underlying issues as those who have been maltreated or are at risk of abuse and/or neglect.

⁶ Further information on crime prevention can be found on the United Nations Office on Drugs and Crime website www.unodc.org/documents/justice-and-prison-reform/crimeprevention/10-52410_Guidelines_eBook.pdf

- Underlying health issues that influence offending behaviour are addressed. For example, identifying and addressing the misuse of alcohol and other drugs, mental health issues, learning disabilities, hearing and vision problems, and conduct disorders as soon as possible can make a real difference to prevention efforts.

APPROACH 3

Reducing opportunities and designing-out the immediate precursors to offending

A significant proportion of offending is opportunistic and can be attributed to risk-taking and pushing boundaries associated with adolescence. Initiatives to prevent opportunistic offending are effective when they increase the effort and risks involved in committing the offending and reduce the rewards derived from it.

What does this mean in practice?

- Agencies and the community share information about the nature of a local youth crime problem and gather further information to inform the analysis. This may be done, for instance, by identifying factors in the design of public spaces.
- Agencies determine, or agree with the owner of the property, what alterations should be made to reduce the opportunities and incentives for youth crime.
- The effects of the change are monitored.

Current best-practice scenario

In a small community there is a youth crime issue involving drug and alcohol-induced offending, particularly disorder, graffiti and burglary. After robust analysis has been undertaken, the Social Sector Trial (SST) begins developing a response to the underlying youth issues.

All partners to the trial feed information to the agency coordinated youth offending team (YOT), which formulates this response.

- The Neighbourhood Policing Team raises awareness of the issues, providing advice to local residents on how to keep themselves safe.

- A neighbourhood clear-up day is organised, involving the whole community for the purpose of restoring pride. This includes cutting down low branches and removing rubbish from houses to allow better visibility, and painting over graffiti.
- The YOT initiates a programme for young people at risk of offending through a local NGO with referrals from local schools and Police.
- A truancy-free town centre initiative is implemented by the council and the business association.
- Iwi run a cultural awareness programme at the marae every Friday night.
- The district health board funds additional alcohol and drug treatment services for young people in this community to which the Police and CYF can refer young people where necessary.

After three months, these young people are engaged in community activities and crime is reduced.

Where will the Youth Crime Action Plan make a difference?

- Guidance and tools on youth justice will be introduced for practitioners and community groups to develop local action plans to reduce offending.
- Information and monitoring on progress against actions plans will be coordinated from a national level to share what is working and what isn't, including prevention strategies.
- Access to social sector services that address the underlying causes of offending will be improved.

How will we know if it is making a difference?

- Offending is reduced, particularly offending by Māori.
- Stronger partnerships exist between local Police, social sector agencies, and communities.
- Regular referrals to social sector services, including programmes run by Māori whānau, hapū, iwi and hard-to-reach-Māori community groups.
- Re-offending frequency and severity is reduced.

Youth offending teams (YOT)

Youth offending teams coordinate cross-agency responses to young offenders at a local level. There are 32 of these teams (see justice.govt.nz), each made up of frontline people from Police, CYF, Health, and Education.

The role of YOTs is to ensure agencies are working together in the most effective way to reduce youth crime, actively engaging and involving local stakeholders and non-government organisations (NGOs).

An effective youth offending team has the following features:

- It has the right people connected and involved in designing, developing, and implementing responses to young offenders.
- It has joint training, problem-solving and information-sharing ability.
- It monitors and evaluates local performance – identifying performance trends, barriers to quality service delivery, potential risks, and innovative best practice.
- It collates and monitors local, regional, and national data and trends (inclusive of NGO information) about children and young people who offend, re-offend, or are at risk of offending.
- It identifies and addresses service gaps by developing initiatives to solve problems, and informs the community on youth justice initiatives.

YOT composition that reflects best practice

The following table lists most of the key people who work with young people who offend.

Agency	Roles
Police	Police youth aid officer Youth aid or station sergeant
Child, Youth and Family (CYF)	Youth justice coordinator Youth justice manager
Health	Child & Adolescent Mental Health Service (CAMHS)/Youth Forensic Services and/or alcohol and other drug clinician District health board manager – funding and planning

Agency	Roles
Education	Manager and practitioner from Group Special Education (GSE) and Education Curriculum and Performance Team (ECP)
Non-government organisations	Youth justice NGOs
Other local stakeholders	Youth Court representatives, city council representatives, iwi representatives, school representatives, for instance from District Truancy Service (DTS)

What does this mean in practice?

- Police and CYF work together and jointly chair the local YOT.
- The right people are actively engaged and involved in YOT decisions and activities (such as, a school principal or representative).
- Problem-solving action plans are developed in partnership with local communities by:
 - determining how well the YOT is working by completing a SWOT (strengths, weaknesses, opportunities and threats) analysis, and analysing local, regional, and national youth justice statistics
 - identifying problems that require action by the YOT
 - creating achievable goals from the problems identified.

Where will the Youth Crime Action Plan make a difference?

- Agencies will work in partnership with the local community to develop their strategic priorities, identify local crime problems, develop plans to address those problems, and ensure coordinated responses to offenders.
- Each community will determine for itself the way in which it will fulfil those requirements.
- Each community will also regularly advise the central operational support group on issues affecting service delivery and the actions taken to resolve them.
- This information will be used to drive performance improvement, inform strategy development, and influence national policies.

How will we know if it is making a difference?

- Communities are actively involved in designing, developing, and implementing responses to children and young people who offend, resulting in more effective responses.
- The delivery of services and programmes to young offenders is effectively targeted and coordinated.

Police decision-making

Police has responsibility for the most important decision following the apprehension of a child or young person: how to resolve that apprehension. Frontline Police currently have three options to resolve an apprehension, warn the offender, refer them to Police Youth Aid, or, where certain conditions dictate, arrest them.⁷

If the decision is made to refer the child or young person to Youth Aid, a further set of options open up – a warning, an Alternative Action (such as reparation, an apology to the victim, or low-level interventions, such as mentoring and short-term community work), or referral to family group conference.

What does this mean in practice?

Police responding at the frontline:

- refer offenders to Youth Aid – when a warning is not sufficient
- charge – if no other action is appropriate and the circumstances and seriousness of the offence require it.

Youth Aid officers consider the circumstances of the referral and take these steps as appropriate:

- Find out the young person's background by:
 - checking their history

⁷ In smaller centres where there is no Police Youth Aid section, frontline Police can resolve the apprehension by Alternative Action, but across the country this only accounts for small numbers of apprehensions.

- making a home visit
- checking with schools and welfare and community agencies.
- Consider this information against the factors described below to help determine whether the child or young person should be dealt with by:
 - warning
 - Alternative Action
 - referral to a family group conference.
- Make the decision in a manner consistent with the offender's sense of time and avoiding any unnecessary delay.

Factors that Youth Aid officers consider when deciding how to resolve an offence:

- the nature and circumstances of the offence, including the offender's degree of involvement
- the effect of the offence on the victim, and the victim's views on the proposed course of action
- response to any proposal to make reparation or apologise to the victim
- previous offending and the effect of previous sanctions
- youth justice principles as set out in the Children, Young Persons, and their Families Act 1989
- the public interest – does it require criminal proceedings?

Current best-practice scenario

Scenario 1

Police are called to a large retailer where security has stopped Andrew from leaving the store with clothing he has not paid for. A background check undertaken on the officer's mobile device establishes that this is Andrew's first offence. Because he has apologised to the shop manager, Police decide to issue him with a warning.

Scenario 2

Police are called to a house party as things get out of hand. They arrive in time to stop a fight between Esther and Sue, and find that Sue has two deep cuts to her head caused by a glass bottle. Witnesses confirm Sue's version of events, that Esther, after some provocation, had thrown the bottle. Esther is arrested to prevent the risk of the fight sparking up again, and Sue is taken to hospital for stitches.

On the way to the Police station Esther says she is sorry for what she did, and that she has been making efforts to catch up at school. Her history is checked and it is discovered she has

been apprehended twice before, but not in the past six months. Esther's mother is her nominated adult, and she is contacted. She says she is disappointed and frustrated at what has happened because Esther has made real progress at school since her last contact with Police, and has recently been playing netball for a local team.

The arresting officer decides that Esther's offending does not require charges to be laid at this stage and releases her into her mother's care. Esther's file is referred to Youth Aid, and an officer visits Esther and her mother at their home. The officer is told Esther has returned to school and is continuing with her netball. She is sorry for losing her temper and recognises that what she did was wrong. The officer explains that the public interest means she will be referring the matter to CYF for a family group conference due to the seriousness of the violence and the injuries caused.

Where will the Youth Crime Action Plan make a difference?

- The ability of frontline Police to issue warnings and decide to press charges will be limited so that almost all decisions will be made by Police Youth Aid.
- A shortened version of the youth offending risk-screening tool, based on a small number of questions, will be used to obtain a more accurate picture of the child or young person's risk of re-offending, to inform the decision on how to resolve the apprehension.
- Police Youth Aid will actively consult Child, Youth and Family about everyone referred to them to improve the quality of Youth Aid decision-making.

How will we know if it is making a difference?

- Decision-making will be better informed and more systematically take into account the young person's risk of further offending, rather than history determining their future.
- The consistency and quality of decision-making will increase.
- Fewer offenders will be escalated to family group conferences or the Youth Court.

Assessing the underlying causes of offending

Quality assessments help identify the underlying causes of offending so that children, young people and their families can receive the most appropriate services at the earliest opportunity. They support a holistic response to make sure the system is heading in the right direction to enable the best outcomes for young offenders (refer to Effective Interventions to Reduce Re-Offending on page 28).

It is critical that assessments are timely, and that practitioners use the information available to make good decisions at family group conferences, create effective plans, and track the progress of those plans. It is recognised that to get the best results, these young people and their families must be engaged in the assessment process and be referred to the most appropriate services after consideration of the available options.

What does this mean in practice?

- Whānau, families and agencies identify each offender's needs, risks, and strengths – in particular, those factors that are driving their offending behaviour – and create plans that respond to them.
- Assessments of young offenders are comprehensive and include information about them, their family and the context in which they live.
- Assessments highlight other important issues such as care and protection needs.
- The family and young person understand all the issues that need to be addressed.
- The family group conference is fully informed and enabled to make good decisions.
- Progress against the plan is continually reviewed so they can be modified to ensure the plan achieves the desired outcomes.

Current best-practice scenario

Jack gets into a serious fight with a classmate and the Police are called. They decide to refer him for a family group conference (FGC). They also complete a youth offending risk assessment, which identifies his history of fighting and that he has been missing school regularly. The youth justice coordinator notes these concerns and, after discussion with a supervisor, refers Jack for a youth justice health and education assessment. These assessments identify that he has problems with his vision and is struggling to keep up in school, which are contributing to him skipping school.

Before the FGC, Jack is helped to get glasses, and when the FGC considers schooling it finds this is no longer an issue. The FGC does, however, direct him to attend an anger management programme. The programme provider is at the FGC and they work out a programme time that suits Jack and his family. Jack apologises to his classmate and completes 30 hours of community work at his marae under the guidance of his koro (grandfather).

A year later, the youth justice coordinator receives a letter from Jack's mother thanking her for helping her son. Since getting glasses, Jack has been able to keep up with the other young people in his class, who are now supportive of him. He has not been in any further fights.

Where will the Youth Crime Action Plan make a difference?

- In all cases referred to Youth Aid, Police will consult with Child, Youth and Family to identify young offenders who are at risk of further offending and provide the appropriate intervention in a timely fashion.
- Assessments for children and young people in the youth justice system are prioritised so they can receive the necessary services early and exit the system as quickly as possible.
- Assessment results contribute to quality decision-making and family group conference plans which clearly address the issues identified.

How will we know if it is making a difference?

- All children and young people receive an assessment before a family group conference.
- There is an increased uptake of youth justice health assessments and education assessments.
- Lower-risk children and young people are receiving appropriate screening and assessments.

- Information from assessments can be clearly seen in family group conference plans, reports, and reviews.
- Participants at family group conferences, and in court, can see that the underlying causes of offending have been fully identified and addressed.

Helping those affected by youth crime

The victims of youth crime can expect the youth justice system to respond in a way that meets their needs and addresses the harm caused by offending. A fundamental role of government agencies and communities is to provide victims of youth crime, especially those at the highest risk of further victimisation, with information and high-quality services. By engaging appropriately with victims of youth crime and reducing the likelihood of repeat victimisation and re-traumatisation, we will get one step closer to creating communities where individuals are safe and feel safe.

What does this mean in practice?

Victims are:

- treated with respect, courtesy, and compassion at every point of engagement
- made to feel safe and supported throughout their experience with each organisation
- provided with a safe environment so they can share their views and express how the young offender can put things right
- fully informed about the youth justice process and of their rights and their role in that process, with a focus on the family group conference
- kept up to date on the case that relates to them
- helped to access information about support services and programmes that may help to address their needs. This includes medical help, legal services, financial support and other local support services (such as victimsinfo.govt.nz).

Agencies:

- are aware of victims' particular needs and vulnerabilities and respond appropriately
- work closely with appropriate community services and use them to strengthen responses to protect vulnerable people, particularly repeat victims
- share relevant information in a timely way so victims are not re-traumatised by having to re-tell their story to each agency or service provider they come into contact with.

Redressing the harm done to victims is considered part of every Police Alternative Action Plan and family group conference.

Current best-practice scenario

Rafe's house was burgled by Annie late on Sunday afternoon. She has broken a window to get in and has stolen a laptop, spilled alcohol on the carpet, and smashed ornaments. A neighbour hears the noise and rings 111.

Annie is spoken to by the Police at the scene. She is 14 years old and has had previous dealings with them. The laptop is recovered but the damage to the property amounts to \$575. After discussion between Child, Youth and Family (CYF) and Police, it is agreed that an intention to charge family group conference (FGC) will be convened. Police tell Rafe that given Annie's age, an FGC will be held and a youth justice coordinator from CYF will be in touch.

Rafe receives a letter from CYF that gives some introductory information about FGCs and the role of victims. The youth justice coordinator, Cathy, arranges to meet Rafe and explains the role of FGCs and how important his participation in the conference will be, that he will have the right to speak, and to agree or disagree with the outcome. He can take support people along. If he feels unable to take part, he can tell Cathy what he would like to say to Annie and she will pass it on at the conference, or he can have someone else attend in his place.

Cathy asks him where and when he would like the conference to be held, and says she will do her best to meet that request. Rafe decides to attend and will take his son as support. He says he prefers the conference to be after 4pm at the local CYF office because he feels it will be a safe place. Annie and her family agree to these requests.

Annie is also alleged to have committed two counts of wilful damage by tagging a dairy and a sports store. The owners do not want to be involved in the FGC, but give Cathy statements to be read at it.

At the FGC, Cathy encourages Rafe to say how the burglary has affected him. Annie, by seeing her victim in person and listening to his story, realises what she has done and she makes a personal apology to Rafe, supported by her family. Annie's parents agree to pay for the damage at \$40 a week and Cathy arranges for them to make payments in the Youth Justice Reparation Accord*. Rafe asks how Annie will repay her parents for this and the FGC agrees that she will help with household chores for her parents and grandparents.

The FGC also agrees that Annie will complete 60 hours of community work under the supervision of her grandfather, and that other supports will be put in place for her at school and for her parents to better manage her behaviour. The plan is completed successfully and Rafe receives a cheque from Victim Support when the reparation is paid in full. He is confident that Annie, having done as she agreed to do and with the support of her family, will not re-offend.

* Child, Youth and Family's Youth Justice Services has developed a reparation accord in partnership with the National Council of Victim Support Groups (Victim Support) to facilitate the collection of reparation from offenders, and reimbursement of victims for all family group conferences. Further information can be found at practicecentre.cyf.govt.nz

Where will the Youth Crime Action Plan make a difference?

There will be a greater level of information and support for victims during the earlier stages of the youth justice process.

How will we know if it is making a difference?

- There are fewer victims of youth crime.
- More victims attend family group conferences.
- Victims of youth crime know their rights and have a good understanding of the youth justice system.
- Victim surveys conducted by Child, Youth and Family reflect higher levels of satisfaction.

Police Alternative Action Plan

Police Alternative Action is an innovative and complex response by Police to youth offending. Alternative Action comes from the term 'alternative means', as specified in section 208(a) in the Children, Young Persons, and their Families Act 1989. It provides another option for diverting youth from the formal court system which, like family group conferences, is restorative in nature and allows for referral to rehabilitative services where needed but occurs earlier in the youth justice process.

The performance standards for an effective Police Alternative Action are:

- **Standard 1 – Evidence at a sufficient level**
Before Police undertake an Alternative Action there is enough substantive evidence required by law for the offence on the file (such as, for a burglary, unlawfully entering a property with intent to commit an offence). The file must be of such a standard that if it were to progress through to court there would be sufficient evidence to mount a successful prosecution.
- **Standard 2 – Information gathering and sharing**
Information is gathered from all relevant sources to provide a full picture of the circumstances of the young person, including their risk of re-offending. This allows an informed decision to be made.
- **Standard 3 – Engagement with victims, young people and their families**
Victims are consulted and their views identified in relation to the offending and its effect on them. Police engage with the young person and their family to ensure active participation, assess the level of commitment and determine the support needed for an effective Police Alternative Action Plan. Where needed, engagement with the young person and their family is supported by other government agencies, non-governmental organisations, iwi, community partners, and communities.

- **Standard 4 – Developing a Police Alternative Action Plan**
A Police Alternative Action Plan addresses the underlying causes of a young person's offending as well as ensuring they accept accountability for their actions. This may involve an apology letter to the victim. The nature, length and intensity of the Alternative Action Plan is agreed with the young person and their family, based on accurate information, the willingness of the community to take ownership, and the level of risk the young person poses to community safety.
- **Standard 5 – Accountability**
All aspects of an Alternative Action Plan are actively monitored and timely action is taken to address any deviations from it. The young person and their family are supported to achieve the plan, and consequences (positive and negative) are clear and timely. Victims are advised of progress throughout and at the completion of the plan.

Current best-practice scenario

Police are called to an address where a mobile phone, eftpos card, driver licence and a small sum of cash have been taken from a table near an open front door. Police search the immediate area and come across Rob, who is in possession of a mobile phone with no SIM card. He cannot account for how he came to have the phone, and then admits the offence. The file is passed to Youth Aid.

Police discuss an outcome with the victim, and check the Police National Intelligence Application. This check shows Rob was apprehended three months previously for shoplifting and was taken home for his care and protection after being found out drunk and alone. It is decided that the seriousness and frequency of the latest offending does not require an intention to charge family group conference, rather it is decided the matter can be dealt with by Youth Aid in conjunction with the local iwi.

The Youth Aid officer and a representative of the local iwi meet Rob and his parents at home. It is agreed Rob may benefit from alcohol and drug counselling and reconnection with his wider whānau and cultural background. As a result, Police refer him for this counselling through the primary health organisation and mental health service. The iwi agrees to deliver and monitor the aspects of the Alternative Action Plan relating to cultural reconnection and to arrange for Rob to apologise to the victim.

Two months later, Youth Aid receives a copy of the apology letter to the victim, and are informed by the iwi that Rob is engaged with the marae on a regular basis. The Alternative Action Plan is closed and the victim informed.

Where will the Youth Crime Action Plan make a difference?

- The risk of re-offending will be identified earlier through improved risk screening using a shortened version of the Youth Offending Risk Screening Tool (YORST).
- The majority of cases will be referred to Police Youth Aid following apprehension.
- In all cases referred to Youth Aid, Police will consult Child, Youth and Family to identify young offenders who are at risk of further offending and provide the appropriate intervention in a timely fashion.
- Local communities will be more involved in solving youth crime issues.
- Improved intelligence and planning will lead to better access to social sector services that address the underlying causes of offending.

How will we know if it is making a difference?

- Re-offending is reduced by addressing underlying causes.
- There is less regional variation in resolutions.

The family group conference in youth justice

Youth justice family group conferences are intended to deal with children and young people who offend. Young people, members of their immediate and extended family or whānau, the victim, the Police, and others as required (such as a social worker or youth advocate) are brought together to determine whether the child or young person admits the offence, then to produce a plan of action that is agreed to by all parties. A youth justice coordinator or a delegated social worker manages the convening of the conference.

Family group conferences aim to:

- support the young person in taking responsibility for their actions and changing their behaviour
- address the impact of the young person's actions on their victims
- strengthen the whānau or family of the young person and foster the young person's ability to develop their own means of dealing with the offending.

What does this mean in practice?

- There is consultation about the date, time, and place of the family group conference so it can be held without undue delay with the attendance of all those who wish to be involved.
- The youth justice coordinator prepares everyone attending so they can each fully participate in decision making.
- The families or whānau are able to fully participate in the family group conference, and the diverse health and cultural needs of whānau are considered and responded to.
- The victim or victims attend and are ready, willing and able to express their points of view.
- All relevant information is available, including health and education information and the identified factors that are driving the young person's offending, so the family group conference can make informed decisions and create an appropriate plan.
- Barriers to participation in family group conferences are identified, considered and responded to.
- The plan ensures that the young person is held accountable for his or her offending and is supported to undertake activities and participate with services so they do not offend again.
- Family group conference participants are able to agree that the plan is an appropriate response to the offending and is likely to be effective.
- In the case of a court-directed family group conference, any recommendations made to the Youth Court judge are clearly articulated.

Current best-practice scenario

Bill is alleged to have committed wilful damage and a number of burglaries. He is also found in possession of cannabis. Police refer him to CYF for a family group conference (FGC). The youth justice coordinator, Marti, arranges a pre-FGC case conference with the youth justice supervisor and practice leader. A social worker is appointed to work with Bill and his family to complete the relevant assessments. Marti and the social worker work together to gain buy-in from Bill and his family. Marti also collects information from Bill's school and makes contact with the victims of the offending. Because there are drug issues for Bill, the social worker engages a local counselling service for him who, with his and his family's consent, begins working with them immediately.

Marti meets all of the victims. None of them wish to attend the FGC, but five of them agree to provide submissions. Marti also meets with Bill's family members a number of times to explain the FGC process and the importance of family involvement.

The FGC is held with Bill, his mother, father and other family members attending. A representative from a local NGO also attends, along with the Police. The social worker gives the conference her findings in regard to Bill's circumstances. Marti facilitates the conference, which is held in a community hall near Bill's home. The family ask that the FGC open and close with a karakia, with Bill's grandfather welcoming the participants and reading the prayer.

Bill admits the offences and says he knew what he did was wrong. The FGC is provided with the victims' views. All the information is shared and discussed and after the family have taken the opportunity to discuss the matter in private, a comprehensive plan is developed.

Where will the Youth Crime Action Plan make a difference?

- New performance standards will be introduced for family group conferences to improve their consistency and quality. These standards will be monitored, reported on, and include feedback from participants.
- A new accreditation system will be introduced for family group conference coordinators.

- Interagency participation at family group conferences will be increased. Input from health and education, in particular, will lead to better informed family group conferences and more effective plans.
- Family group conferences co-led with iwi will be piloted as a way to better engage families, whānau, and communities.
- Links will be made to hapū, iwi, the Māori community, service providers and community-led initiatives to manage youth offending as appropriate. Local organisations and networks will provide support for children, young people and their whānau or families.
- The management of cases for children and young people who have both care and protection needs and youth justice risks will be improved.
- The voices of children and young people will be built into their family group conference plans and reviews.
- Family group conference plans will be clear and realistic, specify the support to be provided to address the offending, and link to other plans or goals set by the family or whānau.

How will we know if it is making a difference?

- Victim attendance at family group conferences increases to 30% by the end of 2014, and victim participation increases.
- Improved whānau, iwi and community engagement in, and support for, family group conferences.
- A reduction in children and young people having a repeated family group conference for new offending.
- Increased attendance and participation of key family members at family group conferences.
- Improved engagement of local iwi and NGO social services when working with children, young people and their families, with some family group conferences being co-facilitated with iwi or appropriate cultural groups.
- Appropriate assessments are completed before family group conferences are held.

Effective interventions to reduce re-offending

Offending starts in the communities that offenders come from and usually return to, so tackling offending needs to happen in that social context. Keeping a child or young person out of the youth justice system where possible is critical. This requires finding ways of keeping offenders in their community and promoting behavioural change in their home environments. Good interventions that reduce re-offending are based on key principles to ensure they are effective when implemented, and include key components to make them more effective.

To ensure interventions are effective they:

- start with a good assessment of a young person in the context of their friends, family, whānau, and community to identify needs and re-offending risks
- work with the young person holistically to provide timely and appropriate support by a suitably qualified professional
- involve the young person, their whānau, and community in identifying how their needs will be addressed
- focus on getting a young person back into education and training tailored to their abilities, interests and learning style
- focus on transition back into the community
- ensure that the first intervention for a young person in the justice system is the most appropriate intervention necessary to manage their future risk of re-offending.

Effective interventions address dynamic risk factors, such as antisocial attitudes and association with criminal peers. They help young people develop skills for school or work, and they take into account environmental issues such as family problems.

What does this mean in practice?

- Interventions:
 - respond to a young person's needs
 - enhance their motivation to change
 - include a therapeutic component, such as cognitive behavioural therapy
 - use positive reinforcement
 - engage the community to provide ongoing support
 - focus on the transition back into the community.
 - are delivered earlier and at an appropriate level of intensity to the severity of the need, offence(s), and assessed risk of future offending.
- Interventions and programmes are guided by evidence that they are delivering reductions in re-offending.

Current best-practice scenario

A local youth justice programme provider identifies that one of their clients may have unmet mental health needs influencing their behaviour. The provider contacts the local district health board (DHB) to discuss the issue. They discover that the DHB operates a mobile intensive clinical support service using the multi-systemic therapy⁸ model for young people with mental health and behavioural needs. The programme provider advises the CYF social worker who speaks to the family and school of the young person about using this service. Together they create a plan that allows the young person to access the mental health service and remain in school. Now getting the right service, the young person stays out of trouble.

Where will the Youth Crime Action Plan make a difference?

- Methods will be developed to evaluate community programmes and initiatives.
- An online practice tool will be developed for youth justice practitioners and community groups to encourage use of an evidence-based approach to practice.

⁸ Multi-systemic therapy is an intensive family and community-based treatment that addresses the multiple causes of serious anti-social behaviour in young offenders.

- Workforce awareness of, and skills in, cultural competency will be increased through a collaborative training programme.

How will we know if it is making a difference?

There will be a reduction in:

- truancy rates
- exclusion rates due to behavioural difficulties and alcohol and drug use
- the proportion of young people entering the youth justice system with a previous care and protection intervention
- the youth crime rate and the number of young people reaching the Youth Court
- the number of young Māori entering and returning to the youth justice system.

Youth Courts

The Youth Court is a division of the district court and is governed by distinct principles set out in the Children, Young Persons, and their Families Act 1989. While the Youth Court preserves the dignity and authority of other district courts, it functions in a qualitatively different way. It is more participatory and inclusive. It works hard to ensure that its processes are understood and respected by young people and their families.

The Youth Court seeks to make sure the voices of children and young people are heard. It also has a greater level of flexibility, so that in some cases a child or young person may have their family group conference (FGC) plan monitored in a specialist court such as Ngā Kōti Rangatahi, Pasifika Court, Auckland Intensive Monitoring Group Court or the Christchurch Youth Drug Court.

The Youth Court deals with 14 to 16 year olds and some 12 and 13 year olds who have been charged with serious offences. Children and young people appearing in the court may have previously been dealt with by Police Youth Aid, given warnings, or been involved in an intention to charge FGC.

If charges are laid in court and not denied, then the court must direct that a FGC be held. When a FGC formulates a plan to address the causes and consequences of the offending, this is presented to the court for approval.

If the plan is approved, the case is adjourned for the young person to undertake the actions in the plan. If they are completed, the court will often discharge the young person under section 282 of the Act, which is as if the charges were never laid.

The court also needs to ensure that decisions made in FGCs are fair and proportionate to the offending. Where no agreement is possible or when the FGC accepts the offending was so serious that formal court orders need to be made, the Youth Court will make appropriate judicial decisions. These can include reparation, supervision, community work, drug and alcohol rehabilitation, parenting education, supervision with activity, or supervision with residence. In the most serious cases, the Youth Court can convict a young person and transfer them to the district court for sentencing.

The court may order psychological, social work, and education reports to help the FGC's deliberation.

An effective Youth Court has the following key features.

- Children, young people and their families are kept informed of decisions that affect them.
- Children, young people and their families have court processes and possible outcomes explained to them in a manner and language they understand.
- Decisions made in court:
 - strengthen the family to develop their own means of dealing with offending
 - keep the young person in the community as far as practicable, while also ensuring public safety
 - promote the development of the child or young person
 - are made without unnecessary delay
 - give proper consideration to the victims' interests and concerns
 - are made after full consideration of the recommendations of the FGC
 - should take into account the young person's age and particular vulnerability.

- Measures ordered by the court:
 - hold the young person accountable and encourage them to accept responsibility
 - address the underlying causes of the young person's offending
 - impose the least restrictive outcome adequate in the circumstances of the case.
- FGC plans are supervised and monitored to ensure they are conducted in accordance with the Children, Young Persons, and their Families Act 1989, and that decisions, recommendations, and plans are fair and proportionate.
- Youth Court judges who are specialists chosen because of their training, experience, personality and understanding of different cultural perspectives and values.
- Youth advocates who are specialist youth lawyers chosen because of their personality, cultural background, training and experience.
- Lay advocates who have sufficient standing in the relevant culture by reason of their personality, cultural background, knowledge and experience.

Youth Court participants

Participant	Roles
Youth Court judges	Ensure that the relevant principles of the Act are being upheld and that participants in the court process behave with integrity and respect
Children, young people and their families	Attend court and engage as much as possible with court processes and other court participants
Police Youth Aid	Provide prosecution services in court
Ministry of Justice court staff	Provide court administration and support for the judiciary
Coordinators of FGCs	Coordinatate FGCs
Child, Youth and Family social workers	Provide youth justice social work reports
Professional staff	Provide appropriate information necessary and may attend court hearings. For example, education officers attend seven Youth Courts, while education reports are provided to a further seven. A number of Youth Courts also have forensic health nurses and access to forensic clinicians. This would also include youth and community workers from relevant non-governmental organisations

Participant	Roles
Youth advocates	Provide advice and representation for the young person in court
Lay advocates	Support the young person in court, ensure the court is aware of all cultural matters relevant to the proceedings, and represent the interests of the young person's family or whānau

What does this mean in practice?

- Youth Court sittings are well organised, delays are minimised, and they are tailored to respond to the developmental differences that children and young people exhibit.
- Children, young people and families know what to expect and who has what role in the Youth Court, and are encouraged and supported to speak in court.
- Medical, psychiatric or psychological reports about children and young people are available to be ordered by the court.
- Education, health, cultural, social work and lay advocate reports are available to the court.
- The court can access information about a child or young person's care and protection history from their Family Court file, if a Family Court judge approves this.
- A variety of support people, such as specialist teachers, community representatives, kaumātua, kuia, and Pasifika elders can attend and participate in the court.
- Cultural differences are addressed and responded to, in particular with respect to Māori children and young people.
- Good decisions are made that both hold children and young people accountable and address their needs and underlying causes of their offending, so they can become responsible, contributing members of our community.

Current best-practice scenario

Tahu is arrested for burglary after he and two friends stole computer gear from a house. It is the second time he has been arrested for burglary in the past year. He appears in the

Youth Court and a family court conference (FGC) is directed. The judge wants to ensure that the FGC has all the information it needs to come up with the right plan for Tahu, so she orders a psychological report and uses the information sharing protocol between the Youth Court and the Family Court to get information about his care and protection history.

This information reveals issues with Tahu's family and living arrangements, so the judge directs the FGC to consider care and protection as well as youth justice measures in the plan. When the plan comes back to court for approval, the judge coordinates the Youth Court and Family Court orders. This means Tahu's offending is dealt with quickly and takes into account his longer-term care and protection needs.

Because his offending is persistent, the FGC recommends a plan with an emphasis on counselling, life skills, mentoring, tikanga and job training, which the judge agrees with. She notes that Tahu's lay advocate participated in the FGC and supported the FGC recommendation for Tahu to attend a special tikanga programme. At Tahu's final appearance, after completing his plan, the judge comments that Tahu seems to have made some real changes in his life and says she hopes to not see him back in court.

Where will the Youth Crime Action Plan make a difference?

- Courts will implement improvements to communications with children, young people and their support persons in the Youth Court.
- Courts will ensure the timeliness of Youth Court scheduling.

How will we know if it is making a difference?

- Children, young people and whānau will have access to information on the processes in court that they can easily understand.
- Waiting times at court will be reduced.
- Decisions and resolutions of the Youth Court are appropriate for the specific offences and the young person and are directed towards prevention of further offending.

Bail and custody

Under the Children, Young Persons, and their Families Act 1989, there is flexibility around where a child or young person can be held pending a court hearing. The child or young person can be:

- released
- released on bail (which could include supported bail or electronic monitoring)
- placed with parents or guardians or someone approved by a social worker
- detained in the custody of the chief executive (on remand), an iwi social service or cultural social service
- detained in Police custody (on remand).

Bail

Bail is to be considered when a case cannot be decided in Youth Court at the first appearance and the court releases them with bail conditions. In determining bail, the court aims to balance the person's rights with the interests of any victims, the effective administration of the youth justice system and the concerns and safety of the wider community.

Remand

Remand in custody is to be used only when the child or young person is likely to abscond or commit further offences. It is also used to prevent the loss or destruction of evidence or to prevent interference with witnesses.

What does this mean in practice?

- Risk factors of re-offending are assessed quickly.
- Consultation between Police, CYF and the youth advocate occurs before the Youth Court hearing.
- Alternatives to custody are carefully discussed, including options such as supported bail and electronic bail.
- The remand period is as short as possible.
- Bail conditions are realistic, well explained, achievable and regularly reviewed to assess ongoing appropriateness.
- Custody family group conferences are convened and held at the earliest possible time.

Current best-practice scenario

Jacob, 15, is arrested for burglary while on bail for earlier offending. As part of the new alleged offending, he has breached his non-association and curfew bail conditions. The judge remands him in custody due to a risk of re-offending. Planning begins for a family group conference (FGC) to review his need for ongoing remand in custody. The custody FGC must take place within 14 days.

The social worker leading this process talks to family, Police and the youth advocate. The social worker identifies placing Jacob with an uncle in another town away from his co-offenders as an option. Jacob gets on well with his uncle who is considered a positive role model. The social worker, the Police and the youth advocate agree to place Jacob on a supported bail programme to help him and his uncle.

An application to the supported bail provider is made and accepted. Within a week, submissions are made to the Youth Court on the bail proposal and approval is given. Due to this work happening quickly, the custody FGC is no longer required and planning is under way for the FGC to address the burglary charge.

Where will the Youth Crime Action Plan make a difference?

- Police will charge young offenders only when custody or bail with conditions is required.
- Alternatives to remand in residential facilities will be increased, such as supported bail and electronic bail.
- In all cases referred to Police Youth Aid, Police will consult Child, Youth and Family to identify young offenders who are at risk of further offending and provide the appropriate intervention in a timely fashion.
- A new assessment centre approach for young people on remand in custody will be trialled in Auckland.

How will we know if it is making a difference?

- Fewer young people are remanded in custody, and the length of time on remand is reduced.
- More young people are safely placed on bail conditions in the community.

Getting young people back into the community successfully

It is essential that young people are returned to their community successfully and as soon as possible from an out-of-home placement. These can include remand in custody and live-in programmes such as supervision with activity and supervision with residence orders.

Young people returning from live-in programmes, such as supervision with activity and supervision with residence orders, have their transitions managed either by the programme provider or by a social worker. Good planning can minimise the disruption and harm that can occur during these transitions.

What does this mean in practice?

- Planning involves the social worker, the young person and key family members.
- The family is supported to manage their own affairs as the young person returns to their home and community.
- The young person's cultural background and identity, and that of their family, are considered and their whānau and iwi are consulted.
- Iwi and other community social services and networks are engaged in the process.
- Social workers work closely with other professionals who have been supporting the young person, if they have been in an out-of-home placement.

Current best-practice scenario

Hone, 16, is a recidivist offender. He has been involved with the Police and CYF since he was arrested at age 14 for stealing cars. His offending has continued to escalate despite the best efforts of agencies supporting him. He has recently been involved in several burglaries and an aggravated assault. He is sentenced in the Youth Court to supervision with residence for six months,

to be followed by an eight-month supervision order. His social worker, Tommy, writes both reports and plans after talking to Hone's mother, the youth justice coordinator and the Police.

When Hone is nearly two-thirds of the way through his sentence the residential case leader, Jane, begins to prepare the pre-release report for the court. If Hone has behaved satisfactorily he will be released after four months into his supervision order. Jane knows the supervision order has already been made by the court, that Tommy has been in contact twice since Hone was admitted and that Tommy has visited Hone's parents to make sure they are ready for him to come home sooner than expected.

Hone is granted early release by the court and returns home. Tommy calls in a week later to go over the supervision plan with him. Hone manages to complete his supervision order, but requires considerable support from his social worker who has maintained Hone's focus on completing the requirements of his plan.

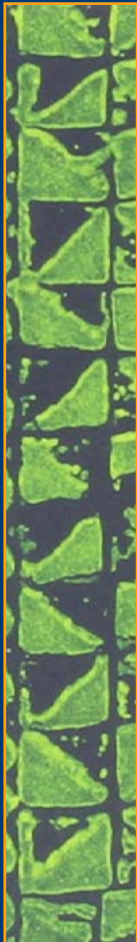
Where will the Youth Crime Action Plan make a difference?

- The transition model used for young people in residences will be expanded to all out-of-home placements.
- The expected standards will be identified and applied consistently with partner agencies.
- Social workers will be more active in transitions, motivating and supporting young people and their families, as well as marshalling resources.

How will we know if it is making a difference?

- Young people transitioning from out-of-home placements back to the community will have a comprehensive plan.
- Young people will be in suitable placements and gainfully occupied at the end of their youth justice intervention, including those transitioning to independence.
- The frequency and severity of re-offending following transitions is reduced.





Actions 2013–2015

AGENCIES

Child, Youth and Family (CYF)

Department of Corrections (Corrections)

Ministry of Education (MOE)

Ministry of Health (MOH)

Ministry of Justice (MOJ)

Ministry of Social Development (MSD)

Te Puni Kōkiri (TPK)

New Zealand Police (Police)

Partnering with communities

Communities, schools, Māori, providers and frontline practitioners have a critical role to play in reducing youth crime.

ACTION Partner with communities to develop guidance and tools on youth justice

EXPLANATION Introduction of a how-to guide (toolkit) for use by practitioners and community groups to support how we can work well together in communities.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 31 December 2013.

- Ministry of Justice to coordinate development.
- All agencies to implement.

ACTION Partner with communities to develop a feedback loop so communities can evaluate how they are doing and update the Youth Justice Governance Group on what's working and what isn't

EXPLANATION Information and monitoring on progress against local action plans coordinated from a national level and shared across communities.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 31 December 2013

- Ministry of Justice to establish process with the Central Operational Support Group.
- All agencies responsible.

ACTION Partner with communities to develop action plans (where they are not in place) with a strong focus on preventing youth crime which address local issues and find solutions

EXPLANATION By working in partnership with communities, over time local action plans will be developed (where they are not in place) to reduce youth crime.

TIMEFRAME AND RESPONSIBLE AGENCIES

Phase 1: Over two years develop plans to reduce youth crime in communities with the highest levels of youth crime. This will take into account areas with high levels of Māori youth offending, other related activities and initiatives in place, and the readiness of the community. The first of these plans to be in place by 30 June 2014.

Phase 2: Roll-out over a three-year period, developing and updating plans to reduce youth crime in the remaining communities with a youth offending team in place. Commencing September 2015.

Phase 3: In future years action plans will be extended to any other community that does not have a Youth Offending Team but may benefit from a local action plan.

- All agencies responsible.

ACTION Develop methods to evaluate community programmes and initiatives

EXPLANATION Development of an outcomes framework to evaluate the effectiveness of community-based initiatives and innovations purchased or delivered by agencies and NGOs. This framework will be transferable across a range of youth offending and development initiatives. This will strengthen the capacity of the sector to better understand and identify the direct impact their services have on young people's long-term well-being. This framework will also help the sector better understand what works for Māori and help to measure successes of small-scale local innovations on a case-by-case basis.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2015.

- Led by the Ministry of Social Development.
- All agencies to implement.

Scenario

A small community recognises that a considerable amount of offending is alcohol-related and happening during the school holidays. Along with concern about the damage to property, many people worry that somebody might be seriously hurt in drunken violence. After holding a public meeting, the Police area commander brings together the key agencies and service providers to come up with a plan based on information gathered by Police, community knowledge, and the views of young people.

Key elements of the plan include:

- the Police increasing their visibility around town where and when youth crime has been happening over the previous two years
- NGOs leading the design, development and delivery of initiatives to address the social and parental supply of alcohol to minors
- local iwi designing, developing and delivering a cultural awareness programme at the local marae, encouraging whakawhānaungatanga and healthy living.
- students and teachers volunteering their time to organise a hip-hop competition and other no-cost youth-friendly activities during the school holidays
- government agencies partnering with local service providers to start a programme for youth at risk of offending, which receives referrals from schools and the Police
- the district health board funding additional alcohol and drug treatment services for young people to which schools, the Police and CYF are able to refer.

To ensure everyone involved invested their energy in the right places, they used a deliberate and evidence-based approach. Identifying the problems and prioritising them into goals, then detailing how each goal will be achieved and assigning someone to be in charge to make sure they happened. Although no one agency or group could take credit for the reduction in reported youth crime, it is a fair reflection of the shared vision and collective work of those in the community.

Reducing escalation

The response to children and young people's offending to be proportionate, with informal interventions considered before formal interventions.

ACTION Ensure the majority of cases are referred to Police Youth Aid

EXPLANATION Police are vital in decision-making and using specialist youth experience will assist in making the best decisions for children and young people.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by NZ Police.

ACTION Develop a process of early case consultation

EXPLANATION This action may identify the underlying causes of offending by children and young people earlier and provide the appropriate intervention in a timely fashion.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2015.

- Led by NZ Police and Child, Youth and Family.

ACTION Implement operational improvements in Youth Court

EXPLANATION Improvements included in this action are a focus on effective communication with children and young people and their support persons in the Youth Court and the timeliness of Youth Court scheduling.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2014.

- Led by courts (Ministry of Justice).

ACTION Explore the introduction of youth advocates at non-court ordered FGCs

EXPLANATION This action involves work to determine the benefits of legal representation at non-court ordered FGCs.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2014

- Led by Ministry of Justice and Ministry of Social Development.

ACTION Increase attendance of youth forensic mental health staff at Youth Courts

EXPLANATION Specialist expertise when young people with AOD (alcohol and other drugs) and mental health issues are attending Youth Court will assist with the right decisions and supports being available.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2014

- Led by Ministry of Health.

ACTION Practice changes to guide police officers to charge young offenders only when custody or bail with conditions is required

EXPLANATION This will involve a reduction in the number of young people detained in custody and the number of court-ordered family group conferences.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by NZ Police.

ACTION Increase alternatives to the remand of young people in residential facilities (without compromising community safety) leading to a reduction in the length of stay for young people on remand in residences

EXPLANATION Trial in Auckland a new assessment centre approach for young people on remand in custody.

Enhancing supported bail accommodation options and electronic monitoring will create more opportunities for young people to remain in the community.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2015.

- Led by Ministry of Social Development.
- All agencies to implement.

Scenario

Police are called to an address where a camera, phone and tablet computer have been taken. Officers search the area and find a young person, Ryan, in possession of a camera. He is questioned but cannot account for how he came to have the camera and later makes a statement admitting the offence and two other burglaries.

A mini-YORST assessment is completed, which shows that Ryan had been apprehended three months earlier for shoplifting and had since fallen in with a group of known trouble-makers. The conclusion of the mini-YORST is that he posed a medium risk of re-offending. The file is passed to Youth Aid and the Police talk to the victims to get their views about an outcome.

Youth Aid informs Child, Youth and Family (CYF) of Ryan's details so the incident can be discussed at the regular case meeting. At this meeting, CYF say their checks indicate that Ryan had a care and protection history. It is agreed that the seriousness and frequency of offending do not require an intention to charge family group conference, but the mini-YORST, combined with the information from CYF means the matter can be dealt with by a case intervention through the youth offending team.

Following this meeting, the Youth Aid officer completes a full YORST, which also identifies that Ryan is regularly skipping school. The Youth Aid officer and a representative of the local urban Māori authority meet Ryan and his parents to discuss how the offending can be resolved and what help he needs to reduce his risk of re-offending. It is agreed that he would benefit from alcohol and drug counselling, reconnection with his wider whānau and assistance to go back to school. The family agrees to work with a Whānau Ora navigator.

At the youth offending team case intervention meeting, the urban Māori authority agrees to take ownership of monitoring the Alternative Action Plan and putting the family in touch with a Whānau Ora navigator. The in-school social worker agrees to work with Ryan to get him back into school and the district health board accepts Ryan as a referral to the local alcohol and drug treatment provider. Ryan is to write letters of apology to his victims and his family agrees to pay reparation. Two months later the urban Māori authority confirms at the youth offending team case intervention meeting that Ryan has successfully completed his plan.

Early and sustainable exits

Young offenders to be diverted from crime by early identification and intervention through agency collaboration.

ACTION Improve the quality and outcomes of family group conferences (FGCs) and increase the involvement of communities in FGC processes

EXPLANATION This includes:

- developing and implementing FGC performance standards and a new accreditation system for FGC coordinators
- strengthening interagency participation in conferences by establishing criteria around when a professional's attendance is necessary to support good decisions
- positively engaging children, young people, families, whānau and communities in the FGC process and pilot iwi-led conferences
- establishing community partnerships in FGC processes – with greater community responsibility for plans and outcomes.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2014.

- Led by Child, Youth and Family.

ACTION Provide advice on what works to support peer affiliations and group work as part of, or following, youth justice interventions

EXPLANATION This advice will improve practice post intervention with young offenders around what works in a peer setting to support good behaviour and reduce offending.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by Ministry of Social Development.

ACTION Increase and strengthen the range of alternative options (including Police Alternative Actions) and limit escalation to FGCs to those young people where the level and frequency of offending requires it

EXPLANATION This action introduces a response to offending that draws on wider community resources to hold the child or young person accountable for their offending and respond to the underlying causes of that offending (enhanced Police Alternative Actions).

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2015.

- Led by NZ Police and Child Youth and Family.

ACTION Implement the 'Mental Health and Addiction Service Development Plan 2012–2017'

EXPLANATION Develop new youth forensic mental health services in the community and a secure inpatient facility. Expand alcohol and drug services for young people.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by Ministry of Health.

ACTION Expand the transition model used for young people in residences to all out-of-home placements

EXPLANATION Recognising the importance of ongoing support for young people leaving out-of-home placements, social workers will be more active in transitions, motivating and supporting young people and their families and marshalling resources.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2014.

- Led by Ministry of Social Development.

ACTION Increase the focus on evidence-based programmes

EXPLANATION We will utilise the growing evidence from programmes and services that best reduce youth offending and improve the well-being of children and young people when contracting new services and reviewing existing services. This includes the collection of New Zealand evidence of community-based innovations and what works for Māori as a result of improved tracking and monitoring of outcomes.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2014.

- Led by Ministry of Social Development.

Scenario

Johnny (14) has allegedly committed several counts of wilful damage and two burglaries. He was referred to Police Youth Aid where a shortened version of the YORST (Youth Offending Risk Screening Tool) was completed. The youth aid officer then consulted with Child, Youth and Family (CYF) before deciding that an intention to charge family group conference (FGC) would be appropriate.

Results from risk screening and a CYF search indicate Johnny may have alcohol issues, has been indefinitely suspended from school and has a history of neglect. It is also noted that he has two younger siblings Annie (6) and Benny (9). The search shows that a social worker's investigation had led to a family or whānau agreement signed with the children's mother. The investigation was completed and the case closed after six months.

Because of this history, a social worker is assigned to the case and completes a full CYF assessment for Johnny. The school education screen indicated learning difficulties and that bullying had led to the suspension. The school principal is contacted and a plan is made to allow Johnny to return to school. Contact is also made with the local in-school social worker at the younger children's school, and this social worker is monitoring them.

Introductory letters are sent to the seven victims of Johnny's offending and include relevant brochures. Face-to-face meetings are arranged. At these meetings, five victims agree to attend the FGC and the other two choose to participate in the process in other ways. Childcare is arranged for one of the victims and transport for another. Johnny's uncle is invited to attend the FGC because he gets on well with Johnny.

At the FGC, Johnny admits the offending. The victims are given the opportunity to speak to Johnny who apologises and agrees to write an apology to the victims who did not attend. Reparation is discussed – Johnny owes a total of \$400. His grandparents agree to pay the reparation at \$20 a week on the condition that he regularly mows their lawns. This money is paid into the Reparation Accord on an automatic payment for 20 weeks. The health assessor also attends the FGC and her recommendation of anger management counselling for Johnny is agreed.

Governance

The youth justice sector is diverse and supported by a number of agencies. It will operate best with a common purpose, strong leadership and clear accountability.

ACTION Establish a new governance framework

EXPLANATION

- National governance to coordinate the provision of resources and to achieve results.
- Central operational support group to support monitoring and information sharing.
- A refreshed local governance structure that enables community leadership.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by December 2013.

- Led by Ministry of Justice.

ACTION Replace the Independent Advisory Group with a new ministerial consultative group

EXPLANATION A new group will be established to provide high-quality advice and scrutiny during implementation of the Youth Crime Action Plan.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 31 December 2013.

- Led by Ministry of Justice.

ACTION Ensure significant Māori representation on the new ministerial consultative group

EXPLANATION Ensuring that the skills, knowledge and experience of this group reflect the focus on reducing the disproportionate numbers of Māori in the youth justice system.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 31 December 2013.

- Led by Ministry of Justice.

ACTION Complete a biennial review of YCAP progress

EXPLANATION Progress of the implementation of the Youth Crime Action Plan will be monitored annually and reviewed biennially. Two to three priorities will be identified for detailed review within this process.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 31 August every two years.

- Led by Ministry of Justice.
- All agencies responsible.

ACTION Identify a new work programme every two years

EXPLANATION Review progress to date and set new actions to continue forward momentum created by the Youth Crime Action Plan.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 31 August 2015.

- All agencies responsible.

Workforce

Leadership, coordination and oversight of the planning and development of the workforce across the youth justice sector.

ACTION Map what organisations and professionals the youth justice workforce is comprised of across communities, providers and agencies

EXPLANATION Knowing the workforce better will assist in coordinating activity across groups, sharing information and lead to greater cohesion.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2014.

- All agencies responsible.

ACTION Increase workforce awareness and skills in cultural competency through a collaborative training programme

EXPLANATION This will improve assessment and decision-making and includes a focus on the ability to engage and work effectively with young Māori and their whānau.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2015.

- All agencies responsible.

ACTION Hold a youth offender symposium for youth justice practitioners, academics and frontline staff every two years

EXPLANATION Staying connected will mean frontline staff have input into evaluating the Youth Crime Action Plan's effectiveness and future actions.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2015.

- All agencies responsible.

ACTION Explore a collaborative approach to enhance training and workforce development opportunities across professional and non-professional groups and NGOs

EXPLANATION Looking at opportunities to increase consistency in training and workforce development will mean developing a common set of skills for practitioners and reducing duplication.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2015.

- All agencies responsible.

ACTION Enhance a common understanding of the core components in our work, improving consistency in practice and role clarity

EXPLANATION This involves further development of the Youth Justice Learning Centre website to actively manage an online interactive practice tool for youth justice practitioners and community groups.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 31 December 2014.

- Led by Child, Youth and Family; NZ Police; Ministry of Social Development; Ministry of Justice.

Information sharing

Good decisions and continuous improvement relies on good data.

ACTION Improve youth justice system information

EXPLANATION

- Develop a youth offending minimum data set so there are common definitions and comparable information.
- Introduce information-sharing agreements so key stakeholders are clear as to what the expectations are for them regarding information sharing.
- Use the unique identifier for our target population to track children and young people engaged in the youth justice system across agencies.
- Identify the three or four youth justice key performance indicators that will inform the difference the YCAP is making and a reporting framework.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

(Some of this work will have short-term milestones.)

- Led by Ministry of Justice.

ACTION Monitor youth justice data

EXPLANATION Establish reporting to monitor disaggregated youth justice system data at both community and national level.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by Ministry of Justice.

ACTION Develop a proposal for an intelligence hub

EXPLANATION The hub will provide youth crime intelligence assessments (useful, accurate and timely advice) to inform and support local action plans and the work of YOTs.

TIMEFRAME AND RESPONSIBLE AGENCY

October 2013 (decision on proposal to be made).

- Led by NZ Police.

Relationship to other initiatives and programmes of work

Key initiatives or programmes of work that YCAP complements

Children's Action Plan

ACTION Increase the referrals of children and young people for health and education assessments.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 December 2014.

- Led by Child, Youth and Family.

ACTION Continue to increase the Gateway assessments for care and protection cases.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 31 December 2013

- Led by Child, Youth and Family.

ACTION Improve transition planning for children and young people. Engage whānau and communities in youth justice system intervention, exit planning and transition for Māori children and young people.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by Child, Youth and Family.

ACTION Revise the care strategy to provide increased and enhanced placements for children and young people requiring care, including youth justice placements.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 31 December 2013.

- Led by Child, Youth and Family.

ACTION Increase access to Well Child/Tamariki Ora, B4 school checks for vulnerable children.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by Child, Youth and Family.

ACTION Increase access to early childhood education for vulnerable children.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by Ministry of Education.

Children's Action Plan, Social Sector Trials and Whānau Ora

ACTION Build on and explore opportunities to integrate community-led work with related projects such as the Children's Action Plan, Social Sector Trials and Whānau Ora.

TIMEFRAME AND RESPONSIBLE AGENCIES

To be completed by 30 June 2014.

- All agencies responsible.

The Prime Minister's Youth Mental Health Project

ACTION Improve services for youth with mild to moderate mental health issues through an interagency approach with 22 initiatives.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by Ministry of Health.

Youth policing plan 'Where prevention starts'

ACTION Develop and introduce a shortened version of the YORST.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by NZ Police.

Positive Behaviour for Learning (PB4L)

ACTION Continue the roll out of a range of evidence-based programmes and initiatives to support parents and whānau, teachers, schools and early childhood centres to improve behaviour of children and young people leading to improved learner engagement and achievement.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by Ministry of Education.

Check and Connect education initiative

ACTION Continue to pilot work on early intervention with Year 8, 9 and 10 students who are at risk of long-term disengagement and under-achievement at school.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2015.

- Led by Ministry of Education.

Family Violence Taskforce action plan

ACTION Develop guidance for schools on quality programmes for students addressing relationship violence and promoting respectful gender relations.

TIMEFRAME AND RESPONSIBLE AGENCY

To be completed by 30 June 2014.

- Led by Ministry of Education.

Key initiatives or programmes of work that YCAP supplements

Youth justice family group conferences

EXPLANATION Key component of Children, Young Persons, and their Families Act 1989.

TIMEFRAME

Ongoing.

Youth offending teams (YOT)

EXPLANATION 32 YOTs are in place nationally. They will play a key role in coordination of agencies and communities at local level.

TIMEFRAME

Ongoing.

Fresh Start reforms

EXPLANATION The reforms included:

- creating more effective sentences for persistent and serious offenders, including longer residential stays and increased supervision requirements
- providing new powers for the Youth Court to order parenting, mentoring and drug and alcohol programmes
- widening the jurisdiction of the Youth Court to include 12 and 13 year olds who commit serious offences.

TIMEFRAME

Ongoing.

Mā Mātou, Mā Tātou

EXPLANATION Local CYF sites developing plans to demonstrate how local community groups, including iwi and hapū, are engaged with, and contributing to, Mā Mātou, Mā Tātou objectives.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Child, Youth and Family.

Education officers in youth court

EXPLANATION There are currently education officers in seven Youth Courts and an information service available at a further seven.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Education.

Health and Education Assessment (HEAP) and Gateway assessments

EXPLANATION

HEAP: These assessments provide information on health and education needs to inform a family group conference. They are generally primary level assessments, where health providers use a range of screening tools and can refer children and young people on for more specialist assessment.

Gateway: Assessments are carried out by paediatricians or youth health specialists. District health boards employ Gateway assessment coordinators to oversee the process and gather all information and develop an interagency plan to meet the child or young person's needs.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Child, Youth and Family.

Well Child/Tamariki Ora Services

EXPLANATION Increase access to Well Child/Tamariki Ora for vulnerable children. Screening, education and support available to all children and their families and whānau from birth to five years. This includes B4 School checks, which aim to identify health, behavioural, social or developmental concerns.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Education.

Select Committee Inquiry into the Identification, Rehabilitation, and Care and Protection of Child Offenders

EXPLANATION 31 recommendations considering the care and protection system with the focus on children who offend. Trialling of a new operational response to children who offend in five sites across New Zealand.

TIMEFRAME AND RESPONSIBLE AGENCIES

Ongoing.

- Led by Ministry of Social Development and Child, Youth and Family.

Victims interest group

EXPLANATION Work to increase the percentage of victims who attend youth justice family group conferences.

RESPONSIBLE AGENCY

- Led by Child, Youth and Family.

Independent Police Conduct Authority (IPCA) thematic review of young people detained in Police cells

EXPLANATION Joint CYF/Police response to IPCA recommendations, to reduce the frequency and length of young people detained for longer than 24 hours.

RESPONSIBLE AGENCIES

- Led by NZ Police and Child, Youth and Family.

Multi-level, multi-agency response to children's conduct problems and other specialised needs

EXPLANATION Evidence-based parenting programmes for three to seven year olds in four locations across secondary and primary care to address behaviour and conduct problems. Programmes adapted to ensure relevance for rangatahi Māori and whānau and subject to evaluation.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Health.

Youth forensic service developments

EXPLANATION Specialist mental health and alcohol and other drug services for young people – under the Intellectual Disability (Compulsory Care and Rehabilitation) Act 2003 – who have offended or are alleged to have offended and are involved in New Zealand's justice system. Development of new youth forensic community services and inpatient service. Opportunity for new forensic liaison function to be included in YOTs.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Health.

Specialist alcohol and other drug (AOD) services

EXPLANATION Increased AOD services for children and young people up to 19 years with AOD issues who are referred or directed for a family group conference. Access to these services does not require court intervention or a court order.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Health.

Secondary specialist mental health and addiction services

EXPLANATION Secondary specialist mental health and addiction services for children and young people with severe mental health and addiction. Assessment, treatment and rehabilitation services in inpatient, home and community settings, including referrals and subsequent treatment for mental health issues identified under the Health and Education Assessment Programme for children and youth referred for family group conferences.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Health.

Behaviour crisis response service

EXPLANATION Specialists are available to schools directly following an extreme behaviour event to help stabilise the situation and prevent further deterioration.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Education.

Severe behaviour service

EXPLANATION This service is for students in years 1-10 who behave in ways that significantly affect their learning or safety or the learning or safety of others.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Education.

Attendance service

EXPLANATION A new service that combines the Non-Enrolled Truancy Service (NETS) and the former District Truancy Service (DTS) into one integrated service. The service aims to effectively manage attendance, reduce unjustified absence rates and non-enrolments and also the time taken to return students to education.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Education.

Alternative education

EXPLANATION This is a service for 1,888 students at any one time between the ages of 13-15 who have become disengaged with school. It is education in a different setting and style rather than an alternative to education.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Education.

Resource Teacher of Learning and Behaviour (RTLB)

EXPLANATION RTLBs are available to all schools to provide advice and guidance to teachers of students who are at risk of low achievement due to learning or behavioural difficulties.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Education.

Interim Response Fund (IRF)

EXPLANATION The IRF is managed by the Ministry of Education to assist schools when a student's behaviour has reached crisis point. Schools are advised to use this fund in conjunction with the behaviour crisis response service.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Education.

NZ Police Prevention First national operational strategy

EXPLANATION The strategy focuses on targeted policing to reduce offending and victimisation. It places prevention at the forefront of policing and people at the very centre. Examples of work under the strategy include, Introduction of Neighbourhood Policing (2012) and development of the Victims Focus Framework.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by NZ Police.

National Youth Policing Plan

EXPLANATION Provides the 2012–2015 blueprint for policing children and young people. It's focus is on increasing the protection and safety of children and young people and reducing their presence in the criminal justice system. The Plan supports the Prevention First operating strategy.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by NZ Police.

Turning of the Tide

EXPLANATION The 2012/13–2017/18 strategy aims to protect wellbeing by preventing crime, injury and road deaths. The focus is on:

- decreasing the proportion of first-time youth and adult offenders who are Māori
- decreasing the proportion of repeat youth and adult offenders who are Māori
- decreasing the proportion of repeat victims who are Māori
- reducing Police apprehensions of Māori resolved by prosecution
- decreasing the proportion of casualties in fatal and serious crashes who are Māori.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by NZ Police.

Addressing the Drivers of Crime

EXPLANATION Addressing the Drivers of Crime has been a interagency work programme for almost four years (based on a work programme agreed in late 2009). It is designed to achieve sustained reductions in crime and victimisation over the long term via prevention and early intervention in areas of maternity and early parenting, childhood conduct and behavioural issues, and reducing harm from alcohol and low-level offending in the adult jurisdiction. A refresh of this work focuses on Māori and youth.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Justice.

He korowai oranga: Māori health strategy

EXPLANATION Sets out Māori health objectives and how these are being implemented.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Health.

Tatau kahukura: Māori health chart book 2010

EXPLANATION Guides the Ministry of Health, DHBs and other agencies in updating their respective strategies and action plans to improve Māori health. The report provides reliable and easily accessible information on key Māori health indicators, which can help policy-makers and service planners in developing policy and services, and in allocating resources.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Health.

Te kete hauora: Māori health business unit

EXPLANATION Provides policy advice on the overall strategy for achieving the government's objective for Māori health, which is to reduce inequalities in health status for Māori and improve Māori health and disability status.

TIMEFRAME AND RESPONSIBLE AGENCY

Ongoing.

- Led by Ministry of Health.

Appendices



Sources for more information

Agency contacts

MINISTRY OF JUSTICE

Ministry of Justice Operations Support
T 04 918 8800
ops.support@justice.govt.nz
www.justice.govt.nz

NZ POLICE

New Zealand Police – National Prevention Centre,
Police National Headquarters, Wellington
Prevention@police.govt.nz
www.police.govt.nz

MINISTRY OF SOCIAL DEVELOPMENT

Child, Youth and Family
T 0508 326 459
www.cyf.govt.nz/working-with-others/index.html

Family and Community Services
T 04 916 3300
www.familyservices.govt.nz/working-with-us/about-us/
contact-us/index.html

Ministry of Youth Development
T 04 916 3300
www.myd.govt.nz/funding

DEPARTMENT OF CORRECTIONS

youth.strategy@corrections.govt.nz
www.corrections.govt.nz

VICTIMS OF CRIME CONTACT INFORMATION

Victims of Crime Information Line
T 0800 650 654
www.victiminfo.govt.nz

Victim Support
T 0800 VICTIM (842 846)
www.victimsupport.org.nz

Child, Youth and Family
T 0508 326 459
www.cyf.govt.nz

New Zealand Police
Prevention First Strategy: Victim Focus
www.police.govt.nz

Funding

For information about government-managed sources of funding go to www.community.net.nz/how-to-guides/funding

For NGO sources of funding go to www.fis.org.nz/index.php?page=FundView

CommunityNet Aotearoa is a funding information service and this is the key place to find sources of community funding. Their resources and data (Fund View, Break Out and Corporate Citizens) are available by subscription or free in public libraries and council offices.

Recommended reading

Inquiry into the identification, rehabilitation, and care and protection of child offenders Child offender.

- Social Services Committee, New Zealand Government. 2012.
- www.parliament.nz/resource/0000210983

Children's action plan: Identifying, supporting and protecting vulnerable children.

- New Zealand Government. 2012.
- www.childrensactionplan.govt.nz

Conduct problems best practice report.

- Advisory group on conduct problems, Ministry of Social Development, New Zealand. 2009.
- www.msd.govt.nz/about-msd-and-our-work/publications-resources/research/conduct-problems-best-practice/index.html

Evaluation of the early outcomes of Te Kooti Rangatahi

- Kaipuke for the Ministry of Justice, New Zealand. 2012.
- www.justice.govt.nz/publications/global-publications/r/rangatahi-court-evaluation-of-the-early-outcomes-of-te-kooti-rangatahi/publication

Social sector trial plans

- Ministry of Social Development, New Zealand, 2009.
- www.msd.govt.nz/about-msd-and-our-work/work-programmes/initiatives/social-sector-trials/#Progress7

Partnering with communities

Opportunity makes the thief: practical theory for crime prevention. (Police Research Series, Paper 98.)

- M Felson & R Clarke. 1998.
- Home Office, UK.
- <http://webarchive.nationalarchives.gov.uk/20110218135832/rds.homeoffice.gov.uk/rds/prgpdfs/fprs98.pdf>

Arguments for a common set of principles for collaborative inquiry in evaluation. (American journal of evaluation, March 2013, 34: 7-22.)

- J Cousins, E Whitmore, & L Shulha. 2013.
- <http://aje.sagepub.com/content/34/1/7.abstract>

Using an empowerment evaluation approach with community-based programs. (Evaluation journal of Australasia, 12(2): 15-27.)

- S Newell & A Graham. 2012.
- http://epubs.scu.edu.au/educ_pubs/916/

Capacity enhancement through knowledge transfer.

- World Bank. 2005.
- http://siteresources.worldbank.org/INTAFRICA/Resources/capacity_knowledge.pdf

Reducing escalation

The pathways to prevention project: Doing developmental prevention in a disadvantaged community. (Trends and issues in crime and criminal justice, August 2006, 323).

- R Homel, K Freiberg, C Lamb, M Leech, S Batchelor, A Carr, I Hay, R Teague, & G Elias. 2006.
- Australian Institute of Criminology
- <http://www.aic.gov.au/documents/8/1/0/%7B810F4BC4-F62C-479B-8315-883A6FEC3183%7Dtandi323.pdf>

Tough is not enough – Getting smart about youth crime: A review of what works to reduce offending by young people.

- KL McLaren. 2000.
- Ministry of Youth Affairs, New Zealand.
- www.myd.govt.nz/resources-and-reports/publications/tough-is-not-july2010.html

Giving up crime: Directions for policy.

- Weaver and McNeill. 2005.
- Scottish Centre for Crime & Justice Research.
- www.sccjr.ac.uk/publications/giving-up-crime-directions-for-policy

Early and sustainable exits

Improving the transition: Reducing social and psychological morbidity during adolescence.

- Peter Gluckman. 2011
- Office of the Prime Minister's Science Advisory Committee, New Zealand.
- www.pmcsa.org.nz/wp-content/uploads/Improving-the-Transition-report.pdf

Alternative actions that work: A review of the research on Police warnings and alternative action with children and young people.

- KL McLaren. 2011.
- New Zealand Police.
- www.police.govt.nz/about-us/publication/alternative-actions-work

Achieving effective outcomes in youth justice: Final report.

- G Maxwell, V Kingi, J Robertson, A Morris, & C Cunningham. 2004.
- Ministry of Social Development, New Zealand.
- www.msd.govt.nz/about-msd-and-our-work/publications-resources/research/youth-justice/

Effective programmes for youth at risk of continued and serious offending.

- G Maxwell & P Marsh. 2010.
- Henwood Trust, Wellington, New Zealand.
- www.henwoodtrust.org.nz/Effective-Programmes.pdf

Addressing Māori youth offending

Addressing the drivers of crime for Māori.

- Te Puni Kokiri, Wellington, New Zealand.
- www.tpk.govt.nz/en/in-print/our-publications/publications/addressing-the-drivers-of-crime-for-maori/

Evaluation report: Hard to reach youth

- Te Puni Kokiri, Wellington, New Zealand.
- www.tpk.govt.nz/en/in-print/our-publications/publications/addressing-the-drivers-of-crime-for-Māori/download/tpk-evaluation-report-hard-to-reach-youth.pdf

Evaluation report two: Hard to reach youth

- Te Puni Kokiri, Wellington, New Zealand.
- www.tpk.govt.nz/en/in-print/our-publications/publications/addressing-the-drivers-of-crime-for-Māori/download/tpk-evaluation-report-2-hard-to-reach-youth.pdf

Evaluation report: Mana social services

- Te Puni Kokiri, Wellington, New Zealand

- www.tpk.govt.nz/en/in-print/our-publications/publications/addressing-the-drivers-of-crime-for-Māori/download/tpk-evaluation-report-mana-social-services.pdf

Māori designed, developed and delivered initiatives to reduce Māori offending and re-offending

- Te Puni Kokiri, Wellington, New Zealand.
- www.tpk.govt.nz/en/in-print/our-publications/publications/maori-designed-developed-and-delivered-initiatives-to-reduce-maori-offending-and-re-offending/

Glossary

AISA	Approved information sharing agreement
AOD	alcohol and other drugs
CAMHS	Child & Adolescent Mental Health Service
CYF	Child, Youth and Family
CYPF Act	Children, Young Persons, and their Families Act 1989.
DHB	district health board
DTS	District Truancy Service
ECP	Education Curriculum and Performance Team
FGC	family group conference
GSE	Group Special Education
HEAP	Health and Education Assessment
IAG	Youth Justice Independent Advisory Group
IPCA	Independent Police Conduct Authority
IRF	Interim Response Fund
MAC	military-style activity camp
NETS	Non-Enrolled Truancy Service
NGO	non-government organisation
PB4L	Positive Behaviour for Learning
RTLB	Resource Teacher of Learning and Behaviour
SST	Social Sector Trial
SwA order	supervision with activity order
SwR order	supervision with residence order
SWOT	strengths, weaknesses, opportunities and threats (analysis)
YCAP	Youth Crime Action Plan
YJ	youth justice
YJC	youth justice coordinator
YORST	Youth Offending Risk Screening Tool
YOT	youth offending team

Adjourn/adjournment

Put off a hearing for another day or time.

Approved information sharing agreement (AISA)

A new mechanism provided for under the Privacy Act 1993 for agencies and NGOs to agree to share personal information for particular purposes.

Alcohol or drug rehabilitation orders

Alcohol or drug rehabilitation orders can be made for a period not longer than 12 months and can be based in the community or in a residential environment. Programmes are aimed at tackling the underlying causes of child and youth offending by providing effective alcohol and other drug programmes that respond to identified needs.

Alternative Action

A term given to the actions of the Police Youth Aid Section that relates to a diversionary response to child and youth offending. It involves consultation with the offender, the offender's family and the victim. The Alternative Action Plan may involve the child or young person paying reparation to the victim, writing a letter of apology, undertaking community work or participating in a relevant programme.

Apprehension

An apprehension is recorded when a person has been dealt with by Police in some manner (such as, warning, Alternative Action, prosecution) to resolve an alleged offence. An apprehension may, but does not always, involve an arrest.

Apprehension rate

Population-adjusted (per 10,000 population of corresponding age cohort).

Assessment

A phase of work undertaken by a professional, such as a social worker, psychologist or other trained person. The purpose of which is to understand the person – their strengths, needs and risks and how they relate to their environment. An assessment is the basis for planning what needs to be done to maintain, improve or bring about change in the client, their environment or both.

Assessment tool

The instrument used to structure an assessment of a client's strengths, risks and needs and how they relate to their environment. An assessment tool is evidence-based and is underpinned by theory. It provides the practitioner with a guide to gathering, structuring and analysing information gathered throughout the assessment phase of work.

Bail

The release of a person awaiting an initial, or further, court hearing. Police make the initial decision on bail and then the court becomes involved. A range of conditions can be attached to bail. Bail may also contain certain other conditions such as to abstain from taking drugs or alcohol or a curfew.

Charge

A measurement unit counted each time the Police officially charge a person with a criminal offence.

Child

A boy or girl under the age of 14.

Children who offend

Girls or boys under 14 (aged 10, 11, 12 or 13) on the day they are said to have committed the criminal offence.

Children aged 10 and 11 can only be charged with murder or manslaughter. Children aged 12 and 13 can be charged with murder or manslaughter or a number of prescribed serious offences in certain situations. The law also says that a care and protection order can be made for children who have committed particular crimes, a lot of crimes or crimes serious enough to make people concerned for the child's wellbeing.

Community work order

Community work can be part of a family group conference plan or ordered by the Youth Court. It requires the child or young person to do unpaid work in the community, for the good of the community. Offenders usually work on projects sponsored by local councils, government agencies, voluntary organisations, marae organisations, sports groups or other community groups.

Court-supervised camps

Court supervised camps are activity-based programmes with a youth development focus designed to develop communication, teamwork and problem-solving skills. They comprise a camp for up to 10 days and one-to-one mentoring for up to six months (or as agreed between the ministry social worker and the provider). Interventions will be designed to address the underlying causes of offending behaviour.

Children's Action Plan

The Children's Action Plan is a comprehensive cross-agency framework to address the needs of vulnerable children who are at risk of harm now or in the future. It is led by the Vulnerable Children's Board.

Child, Youth and Family (CYF)

Child, Youth and Family is a service line of the Ministry of Social Development.

Curfew

The time someone must stay at a particular address. This may be something a young person has to do as part of their bail conditions.

Effectiveness report

When a Youth Court makes any of the following orders – supervision, community work, supervision with activity or supervision with residence, parenting education programme, mentoring programme, alcohol or drug rehabilitation programme and intensive supervision – a social worker must report back to the Youth Court on its effectiveness and the response of the young person to the order. A copy of this effectiveness report is required by law to be sent to the presiding Youth Court judge, young person, youth advocate and the youth justice co-ordinator.

Electronically monitored bail

The use of an anklet that enables authorities to electronically monitor that a young person is at a designated address during certain times of the day while subject to bail. This approach is used to detect any breaches of curfew.

Family Court

A division of the district court established under the Family Courts Acts 1980 that, among other things, deals with child offenders in need of care and protection.

Family group conference (FGC)

The FGC is a statutory process to decide how the offender can be held accountable and how to address the causes of the offending. This can include FGCs that result from Police referring a young person they believe to have committed an offence to Ministry of Social Development (also known as an intention to charge FGC or Police referred FGC) or court ordered FGCs when a matter has been referred to the Youth Court.

It is a participative approach to youth offending and involves the child or young person, their parents, members of their extended family or whānau, the victim and professionals coming together to develop solutions to specific situations. Youth advocates are also entitled to take part, if the FGC is directed by the Youth Court. Some programme and service providers may be invited to provide relevant information. youth justice coordinators are responsible for convening and managing conferences.

Fine

An amount of money a person has to pay. A Youth Court judge can order a young person to pay a fine when they admit the charge against them or if the charge has been proven. This is called a court fine. A judge can fine someone for drink-driving, disorderly behaviour or theft. The fine can be the whole sentence or just part of it.

Fresh Start

Fresh Start is a set of policies accompanied by funding. It was introduced in 2010 and provided the Youth Court with additional powers, including new and extended formal Youth Court orders, and made new programmes available to the Ministry of Social Development. Additionally, Fresh Start provides more programmes and interventions in support of family group conference plans. These changes aim to address the underlying causes of the offending and hold the young person to account.

Hapū

Sub-group of an iwi (Māori tribe), larger than a whānau group but smaller than an iwi.

Intensive supervision

The Youth Court can 'spotlight' any or all of the conditions of the young person's order, and have them attend court regularly where they can be monitored closely. Offenders who breach the spot-lit terms of their order may be subject to a new intensive supervision order for up to 12 months. Where necessary, the young person may be subject to electronic monitoring for up to six months. This is a last resort for those who continue to breach their orders.

Intervention

Purposeful actions taken over time to change the behaviour of a child or a young person (with a clear focus on offending behaviour).

Iwi

Māori tribal group comprising a number of hapū.

Judicial monitoring

Where a judge or judges keep themselves informed about the progress of a case by requiring the young person who is undertaking the plan to appear in court as part of the review process.

Lay advocate

Someone (not a lawyer) appointed by the court to support a young person. Their job is to support a child or young person before and up to their court appearance, ensure that the court knows about all relevant cultural matters and represent the interests of a child or young person's family, if they are not already represented.

Military-style activity camp (MAC)

Military-style activity camps are accessed through a Youth Court supervision with residence order. They combine rehabilitative and educational programmes with a military/wilderness component. They are designed to help the young person develop discipline, confidence and team-work skills. This is run in partnership with the New Zealand Defence Force. MACs provide the Youth Court with one final opportunity to deal with the most serious young offenders, who would otherwise be sent on to the adult justice system.

Mentoring programmes

Mentoring programmes seek to deliver an individualised and intensive service to motivate, support and guide young offenders toward achieving identified goals in their lives. This service is targeted at serious and persistent child and young offenders. The objectives are to improve community safety and assist in addressing the underlying causes of offending by children and young people. Attendance at a mentoring programme may be agreed to at the family group conference or ordered by the Youth Court.

Order

An order is a sentencing option for the Youth Court under the CYPF Act for young people who have offended seriously. It may specify what tasks the person has to carry out to make up for their offending. Orders can include restitution or forfeiture, reparation, fine, supervision, community work, supervision with activity and supervision with residence. The judge may order a young person's case be moved to the District Court for sentencing.

Parenting education programme

Parenting education programmes support parents or guardians of young offenders or young offenders who are parents (or who are soon to be parents) to develop appropriate parenting skills. They focus on building effective parenting knowledge and skills, improving communication, behaviour management and resolving conflict.

Police Youth Aid

A specialist section of the Police, dedicated to dealing with child and youth offending.

Programme

A structured activity. In youth justice, programmes can be occupational, educational, cultural and specifically targeted to address particular risks or needs, or a combination of some or all of these elements.

Prosecution

Taking court proceedings against a young person accused of a criminal offence, including filing a charging document against a youth in the Youth Court.

Rangatahi Courts

Rangatahi Courts locate part of the Youth Court process on a marae in an attempt to reconnect young offenders with their culture and reduce their risk of re-offending. They are used to monitor a young person's progress with their family group conference plan. This approach involves frequent judicial monitoring by the same judge, which allows a relationship to be established between the judge and the young person. As at June 2012 ten Rangatahi Courts have been launched.

Remand

When a Youth Court case is adjourned from one date to another the young person is remanded. The court makes a decision about what conditions are appropriate to ensure that the child or young person comes back to court and that they do not commit further offences, destroy evidence or interfere with witnesses. A child or young person can be remanded at large, on bail, in their parents or guardians care or in custody.

Re-offending

When a young person has committed a previous offence and comes before the Youth Court on a subsequent offence.

Reparation

Reparation is when a child or young person is required to pay some money as compensation for their offending. The money is to help put right what the victim suffered because of the offence. Reparation can be part of an Alternative Action, a family group conference plan or ordered by the Youth Court.

Resolution

The method by which a young person is finally dealt with for an offence. This could be by the Police, a family group conference or by a court.

Restitution

Restitution is the process of restoring something lost or stolen to its owner. For example, a child or young person can return something that was taken from a victim. It is about specifically addressing the damage that the person has caused. Like reparation, restitution can be part of an Alternative Action, a family group conference plan or ordered by the Youth Court.

Screening tool

The instrument used to perform a high-level check of potential risk factors that will inform whether further assessment or intervention is required.

Section 282 discharge

Discharge from the Youth Court as if the charge had never been laid.

Social Sector Trials (SST)

The Social Sector Trials involve the Ministries of Education, Health, Justice and Social Development and the New Zealand Police working together to change the way that social services are delivered. The trials test what happens when a local organisation or individual coordinates cross-agency resources, local organisations and government agencies to deliver collaborative social services. Trial sites have been in place in six locations in New Zealand since 1 March 2011. From 1 July 2013, the trials will operate in 10 new locations.

Supervision order

A supervision order places the young person under the supervision of a youth justice social worker for a period of up to six months, or no less than six months and no more than 12 months if it is imposed after a supervision with residence order. Such an order will include a number of basic conditions such as regular reporting to the social worker, directing where a young person may not reside, going to work, education or training as directed. Other conditions may also be imposed where the court believes these might help to reduce the likelihood of further offending, such as requiring the young person to undergo individual or group therapy.

Supervision with activity (SwA) order

A SwA order requires the young person to attend weekday, evening and/or weekend activities, or a programme as specified in their social work plan. It is the highest community-based tariff available in the Youth Court and is targeted at young people who have committed serious offences. SwA programmes provide individualised and intensive support, positive guidance, encouragement, opportunity and challenge to the young people in order to decrease the likelihood of re-offending.

SwA orders can be made for a period of three to six months, and may be directly followed by a supervision order of three to six months.

Supervision with residence (SwR) order

A SwR order places the young person in the custody of the Chief Executive of the Ministry of Social Development where they will reside in a youth justice residence for the period ordered by the court.

SwR orders can be made for a period of between three and six months, and must be directly followed by a supervision order of between six 12 months. Via a supervision order, the Youth Court can also order that young person to attend weekday, evening and/or weekend activities, or a programme set by a supervisor, and reside at a specified address.

Supported bail programme

Supported bail programmes support children and young people to comply with bail conditions, assists family or whānau to ensure they are able to monitor and supervise the child or young person, and minimises potential risks to the community. The programme usually operates for up to six weeks (28–32 hours a week) as this is the average timeframe for a court directed FGC to be held. Supported bail can be extended when necessary.

Warning

Where an alleged or admitted offence is dealt with by way of the Police warning a child or young person.

Whānau

Māori term for immediate and extended family members.

Whānau Ora

An inclusive interagency approach to providing health and social services to build the capacity of all New Zealand families in need. It empowers whānau as a whole rather than focusing separately on individual family members.

Young person/young people/youth

Persons aged 14 to 16-years-old (inclusive) at the time of their alleged offending, and under 18-years-old at the time charges are laid in Youth Court.

Youth Court

The Youth Court is part of the District Court and deals with youth who were aged 14 to 16 (inclusive) when the alleged offending occurred. In some cases children aged 12 or 13 may also be referred to the Youth Court for very serious offending (see children who offend).

Youth justice coordinator (YJC)

Someone employed by the Ministry of Social Development to ensure the success of FGCs, including making sure they are convened and held in accordance with statutory timeframes, ensuring all participants including families, victims and other professionals are well prepared and enabled to attend. They manage the FGC process to enable the FGC to reach agreement about the plan for the young person. They also ensure that the decisions and recommendations of the FGC are reviewed.

Youth Justice Independent Advisory Group (IAG)

A specialist independent committee of youth justice experts, set up under the YOS to provide advice to government. The IAG is chaired by the Principal Youth Court Judge.

Youth justice social worker

Someone employed by the Ministry of Social Development who works to advance the wellbeing of families and children, working closely with partner agencies, communities and community providers. They deliver statutory youth justice services to children and young people with the aim of preventing re-offending and ensuring the young people are back on track to achieve better outcomes.

Artwork

The artwork used in YCAP publications was created by young people staying at Child, Youth and Family residences.



'Strive for your dreams' 2013

A pencil and felt artwork created by a young man staying at Te Maioha o Parekarangi youth justice residence in Rotorua.



'Journey' 2013

This was created by a young man staying at Te Maioha o Parekarangi youth justice residence in Rotorua.



'Cross' 2013

This was created by a young person staying at Korowai Manaaki youth justice residence in Auckland.



'One Love'

This was created by a young man staying at Korowai Manaaki youth justice residence in Auckland. A staff member purchased it at an auction run by the on-site school and gifted it to the residence.



'Gat'

This was created by the same artist who made 'One Love'.



'Kite'

This three-metre wide hanging artwork was created by a group of young men staying at Te Au rere a te Tonga youth justice residence in Palmerston North.



This artwork was created the same artist who made 'Cultural'. Like 'Cultural' this piece reflects the young man's Pacific heritage.



'Cultural' 2013

This piece represents Aiga (family) as the foundation for new beginnings. It was created for Samoan language week by a young man staying at Te Au rere a te Tonga youth justice residence in Palmerston North.



'Beach'

This multi-media piece was created by a young person staying at Puketai care and protection residence in Dunedin.



'Bottlecaps' 2013

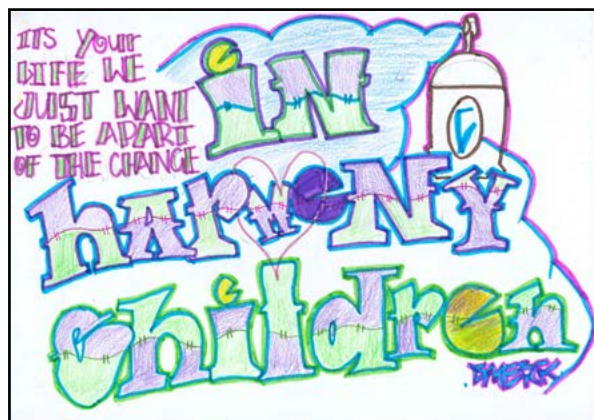
This was created by a young person staying at Puketai care and protection residence in Dunedin.

This was created by a young person staying at Whakatakopokai care and protection residence in Auckland.



'Hearts'

This was created by a young person staying at Puketai care and protection residence in Dunedin.



'Harmony'

This was created by a young person staying at Puketai care and protection residence in Dunedin.



This carving was created by a young person staying at Whakatakopokai care and protection residence in Auckland.



This wood and bone carving was created by a young person staying at Whakatakopokai care and protection residence in Auckland.



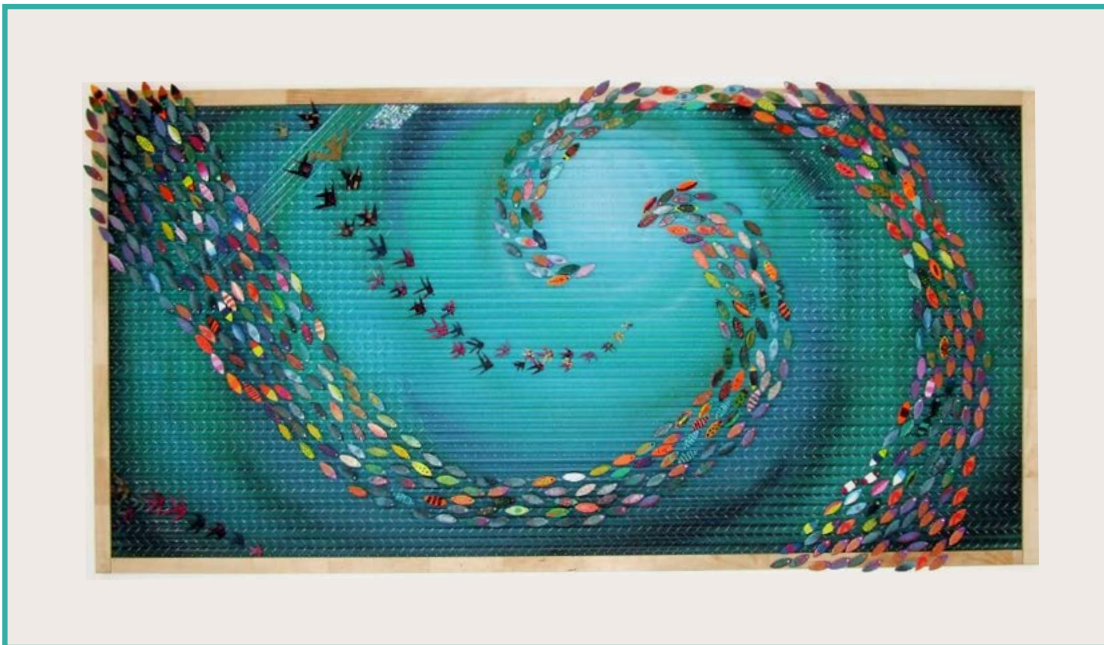
This bone carving was created by a young person staying at Whakatakopokai care and protection residence in Auckland.



This bone carving created by a young person staying at Whakatakopokai care and protection residence in Auckland.



These carvings were created by a young person staying at Whakatakapokai care and protection residence in Auckland.



This large artwork was created by young people staying at Whakatakapokai care and protection residence in Auckland.



For more
information, go to the
Ministry of Justice
website

justice.govt.nz/policy/crime-prevention/youth-justice

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