

## **QUESTIONS AND ANSWERS FOR THE TE HURIHANGA PILOT PROGRAMME**

### **1. What is the Te Hurihanga pilot programme?**

Te Hurihanga is a non-secure residential pilot programme for young offenders, with a community component, serving the Waikato region.

The Te Hurihanga pilot was designed as a therapeutic programme for young males aged 14 to 17 years who have been before the court.

The aim of the Te Hurihanga pilot programme was to stop young males from re-offending and give them the help and support they needed to become more positive and contributing members of society.

### **2. Does the Te Hurihanga programme accommodate all levels of youth offending?**

No. Young people who have committed very serious offences such as murder, manslaughter, or sexual offences are not eligible to attend the Te Hurihanga programme.

### **3. What sort of offenders are eligible for the Te Hurihanga programme?**

The Te Hurihanga pilot was originally initiated to provide an alternative for severe or recidivist young offenders who were referred by the Youth Court to the District Court and, as a result, were likely to receive a prison sentence.

The admission criteria targets young men 14-17 years who are at high risk of reoffending, are subject to proceedings before the Youth Court, who live within 60 minutes drive of Te Hurihanga and who have whanau or a significant adult who is prepared to support the young man throughout the programme.

### **4. Who funds the Te Hurihanga pilot programme?**

The pilot programme is funded by the Ministry of Justice and delivered by the NGO provider Youth Horizons Trust - a national organisation that specialises in working with young people with severe behavioural problems.

The pilot operates from the purpose-built Te Hurihanga facility owned by the Ministry of Justice on land leased from the Waikato Anglican Diocese.

## **5. How does the Te Hurihanga programme work?**

The programme consists of three six month stages, the first two of which are residential and the third stage is community based. As the young men progress through the first two stages the intensity of supervision is reduced based on their individual response and progress in the programme. Initially the young men are required to stay at the facility 24 hours a day, seven days a week.

During this time, specialist staff work with the participants to help tackle some of their most significant problems - such as their offending behaviour, alcohol and other drug abuse, anger management health and education issues.

When the participants have settled into a healthy routine and started to learn new skills, they are given the opportunity to test their skills in different places; like at home with their family, on work experience, or back at school.

Before moving home or into a community placement full-time, the young person will spend a few weekend visits with their family/carer. The Te Hurihanga staff work with their parents or carers and teach them new strategies for managing their child's behaviour; like how to set a curfew and make sure that they stick to it.

The young person also starts community-based activities like work experience, or attending their local school/training facility. Initially, the young person would be accompanied by a specialist youth worker to support them and help them settle in. Once the young person had completed the residential component of the programme they are returned to their own home full-time but remain under the supervision of the programme staff.

## **6. What did the young people do in the Te Hurihanga Facility?**

Participants at Te hurihanga were involved in a wide-range of therapeutic, educational and life skill activities on a daily basis. This is reflected by the number of staff who are potentially on-site during the day:

:

- a.) House Parents;
- b.) Practice Manager;
- c.) kaumātua;
- d.) Psychologist;
- e.) Education and Activity Coordinator
- f.) Education Contractors
- g.) Specialist Youth Workers.

At Te Hurihanga, the normal practice during the day includes young people being split into groups of 2-3 to work on different activities. For example, one group would

spend the morning doing classroom based education activities with a teacher, while the other group would learn life-skills such as cooking, budgeting or washing clothes.

Each day young people would also spend time working one-on-one with trained staff, such as the clinical psychologist, who would address their personal problems, like experiencing abuse or associated drug problems and the triggers for their offending. The facility is run like a typical home. The House Parents make sure that the young people do their designated chores, and there is communal activities, like watching movies.

## **7. How long is the Te Hurihanga pilot programme scheduled to run for?**

The pilot programme was scheduled to run for three years - commencing in April 2007 and ending in March 2010. The press release notes the intention to extend the programme to 30 June this year to allow time to manage the transition of any participants to other programmes. A contract price for the additional three months has not yet been agreed.

## **8. How many people can the Te Hurihanga programme house at any one time?**

There is a maximum of eight young people living at the home at any one time.

## **9. How long does it take to complete the Te Hurihanga programme?**

The pilot programme took each young person between nine and 18 months to complete and was designed to be flexible to respond to the individual needs of each young person and their family.

## **10. Why was the Te Hurihanga pilot programme originally set up?**

The Te Hurihanga programme was established to fill a perceived gap of providing a non secure longer term intervention for serious and recidivist youth offenders. The longest Youth Court order available for young offenders was three months in a Child Youth and Family Youth Justice secure residence, followed by six months of supervision in the community. Members of the judiciary and youth justice practitioners agreed that a longer term intervention was necessary for some youth offenders

The pilot programme trialled a number of new approaches to prevent young people from re-offending.

These innovative approaches included:

- a.) delivering an individualised programme to each young person that was designed specifically to meet all of their needs e.g. health, education, offending behaviours, life skills etc;
- b.) having the same staff working with the young person when they were living at the Te Hurihanga home and when they are living in the community (as

opposed to having one group of staff members working at the home and a separate group of staff members working in the community);

- c.) providing a transition period between the young person living in the controlled TeHurihanga home full-time and living in the community; and
- d.) restricted the participants on the programme to only those young people who lived in the area, rather than accepting young people from all over the country onto the programme.

### **11. How is the Te Hurihanga pilot programme different from other sanctions available for young people?**

Other options of the Youth Court for these young people can mean a young person spending up to three months living in a youth justice secure residence followed by six months of being supervised by a Child, Youth and Family social worker while living back home in the community or the young person having to undertake structured day programmes in the community for a three month period again followed by a period of supervision by a Child Youth and Family social worker for a further three months.

In comparison, young people on the Te Hurihanga pilot programme spent up to 12 months living at the Te Hurihanga facility, followed by up to 6 months of being supervised in the community by the same staff that were working with them in the residence.

### **12. What did the young people do in the community?**

When the young people were living in the community, they are regularly supervised by the Te Hurihanga staff members. The youth workers also visit the young people at their home or at school to make sure that they are keeping on-track with their programme.

During the community phase, the young people are required to keep setting goals for themselves, like finding a job or joining a sports-team. Staff work alongside them to help them achieve their goals.

### **13. How much did the Te Hurihanga facility initially cost to set up?**

The Te Hurihanga facility cost \$1,834,000 to initially set up.

### **14. What is the annual cost of Te Hurihanga?**

The approximate annual cost to the taxpayer is \$1.880m per year. This includes the cost of the base programme provided by Youth Horizons Trust of approximately \$1.629m and the facility's property-related costs of approximately \$.250m (lease, depreciation, maintenance and capital charge).

**15. How much has the Ministry of Justice paid to Youth Horizons Trust for the provision of the programme?**

From 1 April 2007 to the close of the pilot at 31 March 2010 (three years total) the Ministry of Justice will have paid approximately \$5.040m to the programme provider (GST excl.). This covers the base programme costs and is broken out as \$.400m for 2006/07, \$1.620m for 2007/08, \$1.700m for 2008/09 and \$1.320m for 2009/10.

Spread across the 8 youths who successfully completed Youth Horizons Trust’s programme that \$5.040m total computes to an average cost per youth of approximately \$630,000.

**16. How much does it cost per annum for one offender to be in the Te Hurihanga programme?**

The Hurihanga facility has a maximum of eight beds. The average stay of an offender is nine months.

The maximum throughput is approximately 11 clients per year at an estimated cost of \$171,000 per annum. (\$1.880m annual costs divided by estimated maximum 11 clients per year.)

**17. How does the cost of the Te Hurihanga pilot compare to other alternative youth offending programmes?**

In comparison with Child, Youth and Family programmes for a similar group, the Te Hurihanga pilot programme is a high cost, low volume programme and is two and a half times more expensive than their community residential programmes.

A cost comparison with Child, Youth and Family managed or contracted programmes for similar clients is outlined below:

**Comparison of costs and throughput for residential programmes for young offenders**

	Te Hurihanga (current programme)	CYF Supervision with Activity Programme )	CYF Supervised Group Home (intensive supervised care)
Client type	High risk/recidivist offenders	High risk/recidivist offenders	High needs/risk young people including offenders
Annual cost	\$1.880 million	\$0.912 million	\$0.620 million
Bed capacity	8 beds	8 beds	5 beds
Estimated throughput per year	11 clients (assuming average stay of 9 months)	24 clients (actual average stay of 4 months)	10 clients (assuming average stay of 6 months)
Estimated cost per young offender based on throughput	\$171,000	\$38,000	\$62,000

## **18. How many people have been through the Te Hurihanga pilot programme so far?**

23 young offenders have been through the Te Hurihanga programme with 8 youth completing the programme.

## **19. How many staff members are employed at the Te Hurihanga facility?**

The Te Hurihanga programme is delivered by three integrated therapeutic teams: a Clinical Team, a Residential Team, and a Community Therapy team.

The three therapeutic teams have some common members.

For example:

- a. the Residential Team comprises of: a Programme Manager (operational oversight of programme), a Clinical Leader (clinical oversight of programme), a Kaumaatua (cultural oversight of programme), a Residential Manager (operational oversight of residential team), House Parents, Specialist Youth Workers, and Night Staff.
- b. the Clinical Team comprises of: a Programme Manager, a Clinical Leader (clinical oversight), Kaumaatua (cultural oversight of programme), a Programme Psychologist, a Educator, Skill Trainers, Whaanau worker, Residential Manager, and Youth worker.
- c. The Community Therapy Team comprises of: a Therapist, a Supervisor, a Consultant, and a Te Hurihanga Clinical Leader

## **20. How successful has the Te Hurihanga pilot programme been?**

The evaluation of the pilot programme acknowledges the programme has been effectively established as a new therapeutic residential programme. Youth Horizons Trust is effectively delivering a community-based residential programme with well embedded cultural and therapeutic dimensions.

However, the programme is costly, throughput is low, and the small number of participants involved means the evaluation has been unable to measure whether the programme reduces reoffending.

A cost-benefit analysis was not completed as part of the evaluation as it was considered out of scope.

## **21. Why has the Ministry of Justice discontinued the Te Hurihanga pilot programme?**

The Ministry of Justice has always been very clear that Te Hurihanga was a pilot programme. The three year pilot was scheduled to end on 31 March 2010 and there is no available ongoing funding for the pilot programme beyond this date.

The Te Hurihanga pilot programme is a high cost, low volume programme and as funding for the pilot programme ceases in March 2010, \$1.880 million per year would need to be found to continue funding beyond this date.

Neither the Ministry of Justice or Child, Youth and Family are able to absorb the ongoing high cost of the Te Hurihanga pilot programme without reductions or cuts to other high priority existing programmes.

## **22. Is the Te Hurihanga pilot programme a soft option?**

No. The Te Hurihanga pilot programme was not a soft option for two key reasons.

Firstly, the Te Hurihanga programme takes longer to complete than other sanctions available in the Youth Court.

Secondly, Te Hurihanga is very demanding on the young people who participate in the pilot programme.

The young people are required to turn their lives around, including accepting responsibility to address their issues e.g. their offending behaviour substance dependency, re-engaging in education, entering employment, and learning new skills e.g. anger management.

If a young person did not make real progress whilst on the Te Hurihanga pilot programme and begin achieving the goals set for them by the staff members, they risked being removed from the programme and returned to court.

## **23. What will happen to the Te Hurihanga Facility now that the pilot programme will discontinue?**

The Ministry of Justice will extend the programme until 30 June 2010 to allow time to manage the transition of any young people to other programmes. (A contract price for the additional three months has not yet been agreed.) That transition will be undertaken in conjunction with Child Youth and Family to ensure the young men's needs continue to be addressed

From 1 July 2010, Crown ownership of the Te Hurihanga facility will transfer to Child, Youth and Family.

## **24. What will happen to any young people still on the course when the pilot programme finishes?**

The Ministry of Justice will work closely with Child, Youth and Family and the Youth Horizons Trust to ensure the needs of any young people affected by the pilot closure are met, including the transitions to other programmes as required.

## **25. Are any similar alternative young offenders' programmes being considered for Te Hurihanga?**

Yes. Te Hurihanga is a purpose built facility for seriously at risk young people and the Waikato Anglican Diocese, as owner of the land the building is sited on, has confirmed that it wishes to see the facility used for a young offenders programme post the pilot.

Child, Youth and Family aim to create an alternative programme for young offenders or those at risk of offending that caters for a greater number of young offenders and is more cost effective.

## **26. Has the Te Hurihanga pilot programme been evaluated?**

Yes. A two year evaluation was undertaken by the Ministry of Justice to examine and describe how Te Hurihanga worked in practice.

The results indicated, amongst others, that the pilot programme's immediate outcomes were achieved for most young people and a consistent picture emerged of individual improvements across a range of areas for the young people participating in the programme.

The cultural components of the pilot programme were also highly valued by families/whanāu - who attributed important changes in their young people's attitudes and behaviours to the presence of the programme Kaumātua and cultural activities.

However, because of the small number of participants involved to date in the pilot programme, the evaluation cannot measure whether the programme reduces reoffending.

A cost-benefit analysis was not completed as part of the evaluation as it was considered out of scope.

## **27. Can I access the Te Hurihanga evaluation report?**

Yes. A copy of the Te Hurihanga evaluation report can be accessed from today on the Ministry of Justice website at [www.justice.govt.nz](http://www.justice.govt.nz).