OUTCOME EVALUATION OF POLICE
YOUTH AT RISK PROGRAMMES

JULY 1997 TO JUNE 2000

A report prepared by

**The Evaluation Unit
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EXECUTIVE SUMMARY[1]

This outcome evaluation of the 14 Police Youth at Risk programmes is based on data from the period July 1997 to June 2000, and aims to assess the extent to which each programme met the Police objectives, and overall effectiveness of each programme.

CRIME PREVENTION YOUTH AT RISK PACKAGE

The Government's 1994 crime prevention strategy identified seven goals, one of which specified the establishment of preventative programmes targeted at "youth at risk" of offending. As a result, the 1997 Crime Prevention Youth at Risk (CPYAR) package, dedicated to the three fiscal years beginning July 1997, invested $8.7 million in Youth at Risk strategies. The package was aimed at diverting youth from a criminal lifestyle and preventing their entering the criminal justice system. Of the $8.7 million, approximately $2 million was allocated to the New Zealand Police to develop 'youth at risk of offending programmes' throughout New Zealand. In addition, $400,000 of Police baseline funds per year and nine additional full-time police officer salaries were allocated to the development and operation of these programmes.

Funding was allocated to 14 programmes throughout New Zealand. Three existing programmes were allocated funding: Mount Roskill Community Approach, an Auckland community-based programme; Operation New Direction, a mentoring programme in Dunedin; and Turn Your Life Around (TYLA), an Auckland school-based programme. Five programmes were established in the five identified 'hot spots' of New Zealand (these areas were Kaikohe, Māngere, Hamilton, Gisborne, and Christchurch). An additional six programmes were selected for development on the basis of business cases provided by the Police districts of Glen Innes, Tauranga, Wainuiomata, Nelson, Rangiora, and Dunedin.

POLICE OBJECTIVES OF THE PROGRAMME

Police defined five objectives for the programmes based on the Crime Prevention package requirements:
- To develop a strategic approach to participant selection and programme implementation;
- To build the supportive capacity of participants' families;
- To prevent or reduce offending by children and young people attending police 'youth at risk' programmes;
- To foster the integration of Police programmes with other agency and community initiatives; and
- To be a demonstration project for the movement of police resources into proactive intervention.

The programmes were measured against these objectives for the purpose of the evaluation.

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[1] While Youth at Risk programme clients were aged between 4 and 19, for simplicity the term young person has been used throughout this document to refer to all programme participants.

DATA COLLECTION

The outcome evaluation is the final component of a three-part evaluation for which formative and process evaluation reports have already been completed on each programme. The aim of the outcome evaluation is to assess the extent to which the Crime Prevention Unit and Police objectives were met by each of the Police Youth at Risk programmes within the evaluation period (July 1997 to June 2000).

The data that forms the basis of the outcome evaluation originated from four main sources:
- Interviews with programme providers were conducted at the beginning and conclusion of the evaluation period to obtain information on the context, process and administration of the programmes;
- For each programme, questionnaires were sent to a random selection of key stakeholders identified by the staff at the beginning of the evaluation period inquiring about expectations, and again at the conclusion inquiring about perceived outcomes;
- A database was developed for the programmes that collected a wide variety of information which formed the basis of the statistical analysis;
- Financial spreadsheets were maintained by the programmes and submitted to the Youth at Risk Evaluation Team every financial quarter of the evaluation period.

EVALUATION LIMITATIONS

Several variables may have impacted on the effectiveness of the evaluation:
- The Evaluation Team was not involved in the development of the evaluation framework due to their establishment eight months after the commencement of funding of the programmes. It is possible that had they been involved earlier, there may have been a substantial reduction in the amount of data that was proposed to be collected on the programmes, thus making the evaluation requirements more manageable for programme staff.
- The use of internal evaluators combined with the lack of internal support mechanisms for the programmes (for example a National Co-ordinator or Sponsor) meant that the Evaluation Team had multiple roles that resulted in conflicts of interest for evaluation staff. The Evaluation Team provided support to the programmes, organised and facilitated conferences, set up the database system, and managed the evaluation, which meant that they became involved in day-to-day operation issues for the programmes, which may have affected the impartiality of the evaluation.
- The lack of a control group for matched comparison precluded a definitive analysis of changes affected in offending patterns. These implications are discussed in the 'offending findings' section of this executive summary.
- The remoteness of the Youth at Risk programme sites from Police Headquarters made the dissemination of information difficult at times, and limited the opportunity to meet with programme staff and observe programme operation. This limitation caused many difficulties in dealing with database problems.
- The area of most concern is the Youth at Risk database, from which the majority of client information was sourced. The database was designed as a 'prototype' system and was not officially supported by the Police Information and Technology Group. The database presented problems throughout the duration of the evaluation period, which led to several upgrade attempts and much re-entering of data. The frustration that this caused programme staff resulted in information that is incomplete, and therefore, not necessarily reliable. Evaluation Staff spent a considerable amount of time 'cleaning' the data and identifying inconsistencies, after which programme staff were also given the opportunity to check the data that would be used for the evaluation. The amount of additional work required to ensure that the database served the purpose it was designed for, resulted in

extra expense for the Police (that is, through the contracting of an external computer consultant to upgrade the database).

▪ The quantity of data provided by some of the programmes is of concern. Whilst the majority of the programmes have endeavoured to provide as much information as possible in accordance with the evaluation requirements, there are some notable gaps in information for some programmes. This has been caused by a number of factors including: lack of understanding by programme staff of evaluation requirements; lack of understanding by programme staff of the purpose of the evaluation; frustration with the database and therefore not recording data electronically; and leaving data entry into the database until the end of the 'evaluation' year (thus missing the deadlines for the provision of data to the Evaluation Team).

PROGRAMME APPROACHES

The 14 programmes selected for funding are categorised according to the type of approach used, that is, community-, mentoring-, or school-based. Eleven programmes adopted a holistic community-based approach case managing each client and their family: Te Taurikura in Kaikohe; Mount Roskill Community Approach, Māngere Youth at Risk Project, and Glen Innes Community Approach in Auckland; Taiohi Toa in Hamilton; Te Aranui in Tauranga; Timatanga Hou in Gisborne; J Team in Wainuiomata; Waimakariri Community Youth Worker Project in Rangiora; Project Pegasus in Christchurch; and the Otago Youth Wellness Centre in Dunedin. These programmes all developed support plans for clients and their families that address relevant needs and issues.

Two programmes used a mentoring approach in which participating youth were paired with adult mentors who acted as positive role models. Both programmes also incorporated a case management element whereby a support plan for each client was developed to address their needs, and family issues were addressed by the Programme Co-ordinator. These programmes were One to One in Nelson and Operation New Direction in Dunedin.

Only TYLA in Avondale, Auckland used a school-based model involving case management work with clients, elements of mentoring, and recreational activities. TYLA staff developed support plans for each client and met on an individual and weekly basis within their school, as well as arranging many camps and group recreational activities for participants.

In total, 440 clients were involved across 13 of the programmes. The remaining programme - the Otago Youth Wellness Centre - served 790 clients over the evaluation period due to their being funded by multiple agencies. Police funds were to be targeted towards young people requiring mentoring, however data was not provided solely for these clients and therefore, only limited evaluation could be undertaken on the Otago Youth Wellness Centre.

SUCCESS FACTORS OF PROGRAMMES

Overall, the community-based programmes were shown to be the most effective in addressing the needs of clients, followed closely by programmes using a mentoring approach. In contrast, the school-based programme was not shown to be effective in reducing the needs of clients while they were involved with the programme. This was perhaps largely a result of the fact that the school programme accepted many young people who were initially low in need (therefore there was little room for improvement).

Qualitative analysis of the programmes suggests that those programmes that were considered more effective and met most of the Police objectives tended to have incorporated a large component of planning and consultation before implementation.

The effectiveness in reducing a client's needs was related to the amount of need the client had to start with. This was in part because it is not possible to reduce need when there is none initially. Nevertheless, the extent of the reduction for those with the greatest need is impressive. The results from the most effective programmes indicate that even young people in a lot of difficulty were capable of benefiting substantially from involvement with the Police Youth at Risk programmes.

Effectiveness of the Police Youth at Risk programmes did not appear to be related to the gender or ethnicity of the youth, or the degree of seriousness of any prior offending[2]. Effectiveness was also related to age, but this could be explained by the fact that older youth were initially more needy.

Young people referred to the programmes by Police were more likely to respond positively to the programmes than young people referred from other sources. There are several possible reasons why this might occur. It could be that these children had more needs or had needs that the programmes were most readily able to respond to. It could be a result of the fact that police were more likely to have made referrals to the community-based or mentoring programmes than to the school programme.

The amount of contact a young person had with a programme was an important factor in predicting change. Young people who had more contact with the programme and were involved with the programme for a longer period were more likely to show improvement in the results of their needs assessment. Results showed that young people who had at least 50 contacts with a programme and who were involved with the programme for at least a year showed the greatest reduction in needs (see Table 1 for average contact figures).

OFFENDING FINDINGS

With the exception of Taiohi Toa, participants committed fewer offences when involved with the programme compared with those committed prior to involvement, and for some programmes this difference was particularly marked[3]. Therefore when averaged over all participants on a programme, all programmes but Taiohi Toa showed a reduced number of offences per client between the two time periods.

The number of clients offending during involvement was also reduced by all but three programmes (for which the number stayed the same). Between 40 and 90 per cent of clients offended prior to involvement with the programme, and this decreased to vary between 6 and 70 per cent during involvement[4].

The third offending variable that was analysed was the seriousness of the offences committed. For seven of the thirteen programmes[5], a reduction in the seriousness of offences was observed in the second time period. For two programmes the proportionate seriousness remained static[6], and for the other four programmes an increase was observed[7].

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[2] The most serious offences committed prior to participation were kidnapping, sexual assault, and assault with a weapon.
[3] For example, Glen Innes Community Approach clients committed 261 offences in total prior to involvement, and 37 during involvement with the programme.
[4] See Table 1 for individual programme figures.
[5] The Otago Youth Wellness Centre did not provide offending data, thereby precluding an analysis of offending.
[6] Offence seriousness remained static for Glen Innes Community Approach and Te Aranui.
[7] Offence seriousness increased for Māngere Youth at Risk Project, Timatanga Hou, the Waimakariri Community Youth Worker Project, and Project Pegasus.

Thus, as might be expected in this high-risk population, offending was not eliminated by programme involvement. There are four main reasons for this:

1. Many of the young people had already offended, and it would be unrealistic to expect an immediate change, particularly given the high level of needs that most displayed on entry;
2. The findings indicate that only those young people who the programmes worked with intensively could be expected to change, and for some young people with lower recorded levels of contact, a reduction in reoffending would be less likely;
3. The variable success rate between different programme approaches in meeting needs indicates that not all programmes are likely to reduce offending; and
4. The majority of offending by young people is impulsive and often a response to boredom or peer influence. Because successful programmes necessarily focus on longer term and underlying factors in offending, they can not always be expected to eliminate this type of (usually minor) offending.

For all of the above reasons it is not at all surprising that some of the young people offended while on the programme. However, it is also very difficult to evaluate the changes that did occur, as there was no control group that programme performance could be compared with.

It is possible to argue that there was a longer period over which participants could have offended before the programme, compared with the time they were on the programme. However, alternately, the time when the participants were on the programme was a time when they were growing into the age groups where offending becomes much more likely by them and their peer group[8].

Another factor is likely to have resulted in increased offending while on the programmes: involvement with a Police programme will, in itself, increase the risk of detection and recording of any offending by participants due to increased vigilance by Police and schools.

FINANCIAL COSTS OF THE PROGRAMMES

The expenditure by the Police Youth at Risk programmes was very modest, particularly when the social and monetary cost of offending that is potentially prevented is taken into consideration. The expenditure on client contact and programme delivery seem reasonable when the figures for expenditure per contact (average of $117[9]) and per client week (average of $76[9]) are examined and compared with other evaluations of crime prevention programmes (Maxwell, Morris & Anderson, 1999).

The community programmes were, on the whole, more expensive than the one school-based programme, but the school-based programme was less effective in meeting needs. Mentoring programmes had fewer expenses than community programmes due to the use of volunteer mentors, however overseas experience suggests that there are problems with the sustainability of programmes over time that rely heavily on volunteers. Thus, it is important to take into account the potential expenses of volunteer mentors if these programmes have to change to a fully funded model.

Across all programmes, approximately half the expenditure was for staff and the remainder for running costs; this ratio is what would be expected for Youth at Risk programmes. However, the expenditure of these programmes are likely to be underestimates of what is necessary to achieve good outcomes as a large portion of the programmes' operating costs came in the form of donations of time and resources rather than from financial income.

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[8] Overall, offending has been found to increase at all ages up to and including the ages of 17 to 29 years of age, after which it tends to decrease (Maxwell and Morris, 2000).
[9] See Table 1 for averages of individual programmes.

There appears to be a real shortfall in the finances that were available to the programmes: most relied heavily on donations in order to pay the expenses of their operations. For Mount Roskill Community Approach, Te Taurikura, Glen Innes Community Approach, Te Aranui, Operation New Direction, and TYLA, donated resources and time accounted for at least $50,000 per annum on average. Therefore, the true cost of these programmes is 38 per cent greater than actual programme expenditure.

OBJECTIVES MET BY THE PROGRAMMES[10]

All 14 of the programmes either met or partly met the Police objectives of 'developing a strategic approach to participant selection and programme implementation', 'building the supportive capacity of participants' families', and 'fostering the integration of Police programmes with other agency and community initiatives'.

Three of the programmes (all based on the community model) did not meet the objective of 'preventing or reducing offending by children and young people attending police 'youth at risk' programmes'. However, these findings need to be considered alongside the limitations and caveats regarding offending which were described earlier.

Two of the fourteen programmes did not meet the objective of 'being a demonstration project for the movement of police resources into proactive policing'. For the Otago Youth Wellness Centre, this was largely due to their providing a service that was not considered a policing priority. The goals of this programme were not as closely matched to the Police objectives as the other Police Youth at Risk programmes. Although the other programme (the Māngere Youth at Risk Programme) that did not meet this objective was based on a model considered to be best practice and its aims were in accordance with the Police objectives, the programme did not show favourable outcomes. This was largely due to difficulties with management and implementation of the programme during the evaluation period. A follow up assessment of whether this programme currently meets the objective of being a demonstration project for the movement of police resources into proactive policing should be carried out before final judgements can be made.

CONSIDERATIONS FOR POLICY AND PRACTICE

Six general findings across all 14 programmes based on the outcome evaluation have implications for future programme policy and practice:

1. Twelve programmes were found to be demonstration projects for the movement of Police resources into proactive intervention. Should these programmes continue to receive funding from the New Zealand Police it would be expected that continued evaluation be made of these programmes to ensure that objectives continue to be met.

2. Two programmes were found not to be a demonstration project for the movement of Police resources into proactive intervention. It should be noted that changes made to programme practice during the two years since the conclusion of the evaluation period may have impacted on programme outcomes and effectiveness. Therefore, it is expected that the New Zealand Police would assess the current status of these programmes prior to allocating or withdrawing further funding.

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[10] See Table 2 for overview of extent to which objectives were met by each programme.

3. The Youth at Risk database developed specifically for use by the Police Youth at Risk programmes has been extremely problematic. The ongoing problems encountered by programme staff have meant that data used for the evaluation is not necessarily complete or reliable. The development of a database located on the Police Enterprise network and supported by Police Information and Technology group would ensure that all Police Youth at Risk programme staff are able to record more accurate data, and are more motivated to do so. This would facilitate more accurate and reliable evaluation in the future for the programmes discussed in this paper, the programmes that have since been established, and any programmes that are established in the future.

4. While the database problems impacted on the quality of the data available for the evaluation, the volume of information collected at client entry was also a problem. Revised evaluation requirements could improve the quality of data available for future evaluation and lessen the burden on programme providers.

5. While the above two points need to be kept in mind, the importance in recording information for evaluation can not be understated. The lack of information in some areas, for example the goals set and achieved for each client, and needs assessment data, impacted on the extent that these programmes could be evaluated. Therefore, a greater emphasis needs to be put on the importance of recording necessary information, which is perhaps a matter that could be built in to performance targets.

6. Few programmes received supervision and there was no scope to evaluate staff performance over time. While training was undertaken and external supervision was received by some programme staff, these issues could be made more of a priority by Programme Co-ordinators and Leaders.

Table 1: Descriptive and Outcome Data for each Programme[1]

	Mount Roskill	Te Taurikura	Māngere	Glen Innes	Taiohi Toa	Te Aranui	Timatanga Hou	J Team	Waimakariri	Project Pegasus	Operation New Direction	One to One	Turn Your Life Around
Number of clients	18	52	23	22	29	85	10	15	21	30	45	14	77
Expenditure per client	$5,555	$994	$3,943	$3,992	$1,626	$920	$3,926	$2,559	$2,975	$2,527	$805	$3,239	$2,697
Percentage of male clients	94%	85%	82%	64%	83%	78%	80%	67%	90%	90%	72%	57%	90%
Percentage of clients under 14 years	50%	40%	70%	50%	76%	50%	90%	47%	19%	83%	100%	93%	91%
Percentage of Māori clients	11%	94%	61%	59%	100%	64%	90%	67%	38%	53%	16%	29%	35%
Percentage of Pacific clients	89%	0%	35%	27%	0%	6%	0%	20%	0%	7%	11%	0%	60%
Average number of contacts per client	88	14	37	46	84	17	36	63	73	51	35	81	28
Expenditure per contact	$127	$144	$214	$174	$39	$111	$219	$82	$86	$99	$46	$80	$98
Average number of weeks per client	91	49	74	83	61	39	95	40	71	29	31	71	46
Expenditure per client week	$122	$41	$107	$96	$53	$47	$83	$127	$88	$174	$51	$91	$59
Percentage of clients who offended before programme participation	67%	46%	65%	82%	59%	78%	40%	93%	90%	77%	53%	71%	40%
Percentage of clients who offended during programme participation	67%	6%	65%	41%	45%	25%	40%	53%	70%	33%	8%	36%	23%
Average need before programme (N)[2]	-0.37 (11)	0.4 (9)	-0.42 (20)	-0.95 (15)	0.02 (12)	0.6 (18)	0.04 (8)	-0.61 (14)	-0.5 (12)	-0.5 (23)	0.17 (17)	0.001 (11)	0.39 (77)
Average need after programme (N)[3]	0.96 (10)	0.66 (4)	-0.06 (8)	0.87 (8)	-	0.94 (9)	1.89 (2)	0.54 (1)	0.24 (12)	0.36 (9)	0.55 (12)	0.98 (11)	0.52 (74)
Average change in need (N)[4]	1.27 (10)	0.23 (3)	0.26 (7)	1.94 (6)	-	-	2.75 (2)	-0.2 (1)	0.73 (12)	0.84 (9)	0.7 (6)	0.97 (11)	0.11 (74)

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[1] Descriptive and outcome data regarding the Otago Youth Wellness programme could not be determined due to the limited information provided by the programme.
[2] Average best standard estimate (BSE) on the client needs scale before involvement with the programme, using a standard score where mean = 0.00 and standard deviation = 1.00.
[3] Average best standard estimate (BSE) on the client needs scale after involvement with the programme, using a standard score where mean = 0.00 and standard deviation = 1.00.
[4] Average change in need is the difference between the BSE before and after clients' involvement with the programme, for those clients that had entry and exit needs data.

Table 2:	Summary Table of Degree to which Police Objectives for the Youth at Risk Programmes were Met

	To develop a strategic approach to participant selection and programme implementation			To build the supportive capacity of participants' families			To prevent or reduce offending by young people attending police 'youth at risk' programmes			To foster the integration of Police programmes with other agency and community initiatives			To be a demonstration project for the movement of police resources into proactive intervention		
	Objective not met	Partly met	Objective met	Objective not met	Partly met	Objective met	Objective not met	Partly met	Objective met	Objective not met	Partly met	Objective met	Objective not met	Partly met	Objective met
Mount Roskill			3			3		3				3			3
Te Taurikura		3			3				3			3			3
Māngere		3			3		3				3		3		
Glen Innes			3		3				3		3				3
Taiohi Toa			3			3	3					3		3	
Te Aranui		3			3				3		3			3	
Timatanga Hou			3		3			3			3			3	
J Team			3			3			3			3			3
Waimakariri			3			3	3					3			3
Project Pegasus			3			3	3				3				3
Otago Youth Wellness Centre			3		3		3					3	3		
Operation New Direction			3			3			3		3				3
One to One			3		3				3		3				3
Turn Your Life Around			3		3			3				3		3	

PART 1: INTRODUCTION

A new focus on crime prevention in New Zealand can be traced back to the publication of the Report of the Ministerial Committee of Inquiry into Violence (commonly known as the Roper Report) (Roper, 1987). The report recognised that the onus, responsibility and capacity for crime prevention lies with the community as a whole. Crime prevention approaches were further advanced with the establishment of Safer Community Councils, which took responsibility for co-ordinating local crime prevention strategies.

In 1993, the Government further implemented the recommendations of the Roper Report by establishing the Crime Prevention Unit (CPU). Originally located in the Department of the Prime Minister and Cabinet, the CPU adopted the management of the Safer Community Council initiatives. It aimed to provide three main functions:
- "providing evidence-based advice about what works in crime prevention";
- "developing and supporting effective crime prevention initiatives"; and
- "supporting community partnerships and initiatives".
(www.justice.govt.nz/cpu/intro/index.html, 13/5/02).

To address the above points, the Unit developed a crime prevention strategy in 1994 which identified seven goals, one of which specified the establishment of preventative programmes targeted at "youth at risk" of offending (Crime Prevention Unit, 1994). Youth offending had been highlighted as an area of particular concern by the Roper report (Roper, 1987). Roper identified the young offender as "an increasing source of concern", providing disturbing statistics such as 15 to 24 year olds being responsible for 56 per cent of all violent offences, and recognising that offenders in New Zealand were actually appearing at even younger ages (Roper, 1987:39). Tangible Government commitment to the Roper Report's recommendations was displayed in 1997 by the government's $8.7 million investment over three years into the 1997 Crime Prevention Youth at Risk (CPYAR) package.

The CPYAR package was dedicated to funding the three fiscal years beginning July 1997 with the goal of averting youth from a criminal lifestyle and entering the criminal justice system. It focused on three broad objectives:

- To improve the education and health outcomes of youth at risk of offending;
- To improve the ability of communities to help their young people at risk of offending; and
- To reduce the rate of recidivist offending by youth.
(www.dpmc.govt.nz/cpu/intro/97package.html, 19/2/02).

The CPYAR package was based on the premise that a relatively small number of youth can be identified as at high risk of offending (Maxwell, Kingi, Rangiheuea, Anderson, Robertson, & Aiomanu, 2001). There is evidence, both in New Zealand and overseas, that a small number of offenders are responsible for a large amount of crime (for example Lovell & Norris, 1990; Jamieson, Suren, & Knapp, 2000). For example, McLaren (2000) cites that of the 25 per cent of young people who offend, the majority are first or second time offenders with only 20 per cent going on to commit more than two crimes.

Made up of seven components[1] the CPYAR package extended existing youth initiatives such as the Conservation Corps programme run by the Ministry of Youth Affairs for young prison inmates (funded by Ministry of Youth Affairs and Department of Corrections), as well as introducing new models such as the Wraparound Service, an individualised model of

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[1] These seven components were: school, family and community group conferences, Wraparound Service, Police Youth Aid community-based programmes, crime prevention focused youth workers, Māori community initiatives contestable fund, extension of the Conservation Corps to young prison inmates, and employment advice and planning for young offenders.

therapeutic care which was contracted to Waipareira Trust (www.dpmc.govt.nz/cpu/intro/97package.html, 19/2/02).

The Institute of Criminology at Victoria University was contracted to conduct a meta-evaluation of the set of initiatives for the three-year investment period. The aim of this meta-evaluation was to assess the impact of the package as a whole and to assess the impact of clusters of component programmes located in geographic target areas (Maxwell et al, 2001).

It was determined that five of the new initiatives be targeted towards five geographical 'hot-spots', chosen due to having "a relatively high density of youth 'at risk' of offending" (Maxwell et al, 2001). These hot-spots were identified on the basis of statistical information such as Police offender statistics, Child Youth and Family youth justice family group conference statistics, Ministry of Education truancy statistics and Ministry of Health youth suicide statistics (Internal New Zealand Police Youth at Risk proposal paper, 11/12/96). Anecdotal information was also provided by Police Youth Aid Officers and advisory staff from the Department of Internal Affairs (Internal New Zealand Police Youth at Risk proposal paper, 11/12/96). The analysis of this information led to Kaikohe, Māngere, Hamilton, Gisborne, and Christchurch East being named as 'hot spot' areas.

It was proposed that Police youth at risk programmes be established in each of the above-mentioned areas. The programmes developed in these five areas were all developed utilising a similar model of programme as the existing Mount Roskill Community Approach Programme, but each was developed to reflect individual community needs. The Mount Roskill Community Approach programme was also selected for funding by the CPYAR package.

Two other Police initiated programmes that were already operating were provided with funding from the CPYAR package. The first, Operation New Direction, was a mentoring programme operating in Dunedin, which originated in 1989 (although in a different format). The second, Turn Your Life Around (TYLA), was an Avondale school-based programme which was developed in December 1996 (although this was altered slightly when allocated CPYAR funding).

In addition, all other Police areas were invited to develop a business case for a proposed programme which was to describe the need within that community for such a programme. From the submissions, six further programmes were selected for funding. Programmes in Glen Innes, Wainuiomata, Tauranga, and Rangiora sought to emulate the Mount Roskill Community Approach programme. Nelson Police developed One to One, a mentoring programme based on the Big Brothers Big Sisters programme (discussed at length within the literature review). The last of the six programmes was the Otago Youth Wellness Centre, also in Dunedin. Several government agencies such as the Ministries of Health and Education, and the Community Funding Authority co-funded this programme with the Police.

Each programme was to be developed in consultation with local agencies, iwi, and relevant parties in order to tailor each to its individual community. Therefore, while each of the programmes generally targeted youth with similar characteristics, the target age ranges, referral sources and levels of offending differed according to the needs of each community. Each programme determined objectives that were relevant to their community's needs and issues, but that were based on the overriding Police objectives[2]. These Police objectives were defined as follows:

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[2] The focus of the Police objectives were specifically on achieving successful outcomes for young people on the programmes as opposed to young people generally (as per the CPU objectives).

- To prevent or reduce offending by children and young people attending Police 'Youth at Risk' programmes;
- To develop a strategic approach to participant selection and programme implementation;
- To build the supportive capacity of participants' families;
- To foster the integration of Police programmes with other agency and community initiatives; and
- To be a demonstration project for the movement of Police resources into proactive policing.

The CPYAR package dedicated approximately $2 million to the Police programmes for the three fiscal years. Peter Doone, then the Commissioner of Police, agreed that this amount would be supplemented by the provision of Police funds and resources as follows:
- $400,000 of Police baseline funds per year;
- Office accommodation and equipment for each programme; and
- Nine additional full-time Police officer salaries (across all 14 programmes).

The following evaluation document is the product of the final phase of a three-part evaluation process. This outcome evaluation follows formative and process evaluation reports already completed on each individual programme. This final report seeks to assess the extent to which the Police objectives were met by each of the Police programmes within the evaluation period. This period covers the three years from July 1997 to June 2000, as funded by the CPYAR package, although the current status of the programmes is discussed in Appendix 9.

This evaluation report is structured around the five Police objectives listed above. A literature review of programmes both overseas and in New Zealand provides a background to the three different approaches (community, mentoring, and school) to which the 14 Youth at Risk programmes subscribe. This is followed by a methodology section that outlines the framework and limitations of the evaluation. Each of the 14 programmes is then discussed in relation to the Police objectives, and is summarised with findings.

An analysis of programme outcomes and cost effectiveness is presented which examines changes in participants' needs and the costs and benefits of the programmes. A discussion of the 3 different programme approaches, the key success factors of the programmes, and the extent to which all 14 programmes met the Police youth at risk objectives is then presented which summarises the findings from the 14 individual programme analyses and the statistical analysis of outcomes and cost effectiveness. Finally, considerations for future policy and practice which arose from the outcome evaluation are discussed.

PART 2: LITERATURE REVIEW

The last few decades have borne witness to a movement that has been gradually and consistently gathering momentum within criminological circles. As prison populations rise and the media make much of ever-increasing crime rates across the majority of Western international borders, a fundamental shift from the enduring punitive and reactive stance towards crime to a more preventative and restorative focus has been occurring. The prevention of crime committed by our youth has therefore become an inevitable focus of criminological research and practice.

Research conducted thus far provides a great deal of knowledge on the factors that predispose youth to delinquent behaviour. Generally agreed upon in the literature, these factors can be categorised into the four broad areas of community, family, personal/peer and school factors. Examples of these are listed below (Bilchik, 1998; Office of Juvenile Justice and Delinquency Prevention (OJJDP), 2000; Hawkins, Herrenkohl, Farrington, Brewer, Catalano & Harachi, 1998; Morley, Rossman, Kopczynski, Buck & Gouvis, 2000):

Community: Easy availability of drugs and firearms;
    Economic deprivation and high unemployment;
    Community disorganisation including high mobility and high crime rates;
    Media portrayals of violence.
Family: Parental[1]/sibling alcohol abuse or criminality;
    Lack of adequate supervision;
    Poor parental communication or enforcement of behavioural expectations;
    Family conflict or violence.
Personal/Peers: Medical or physical condition;
    Psychological characteristics such as aggressiveness or attention seeking;
    Peers who engage in delinquent or gang-associated behaviour.
School: Poor academic results;
    Truancy and/or expulsion or dropping out of school;
    Being held behind in class level;
    A sense of isolation or prejudice by peers.

Youth can also be exposed to protective factors that safeguard from delinquent behaviour (Bilchik, 1998; OJJDP, 2000; Morley et al, 2000):

Community: High neighbourhood attachment;
    Proactive community organisation;
    Low-crime community area.
Family: Parental disapproval and healthy attitudes towards delinquent and substance abusive behaviour;
    Nurturing familial environment;
    Clear and consistent standards of discipline.
Personal/Peers: Religious beliefs;
    Sense of social belonging and acceptance (includes having knowledge of cultural origins);
    Meaningful and challenging opportunities to interact and contribute to environment;
    Prosocial bonding with family members, adults outside the family, and/or low-risk peers.
School: Realistically high parental and teacher expectations for achievement;
    Feeling of belonging and commitment to school;
    Positive relationship with teachers.

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[1] For convenience, 'parents' is used to refer to both parents and caregivers throughout this document.

While the presence of an individual protective factor alone has no effect in preventing delinquency, Thornberry, Huizinga and Loeber (1995, cited in OJJDP, 2000) found that 85 per cent of youth at a high risk of offending did not go on to offend when they had eight or nine protective factors.

Youth may therefore be characterised as being at risk when they display a lack of protective factors and/or display risk factors. Both primary and secondary crime prevention strategies attempt to reduce risk factors and/or enhance protective factors. The former identifies and targets at risk youth prior to their becoming involved in delinquent behaviour, while the latter aims to prevent delinquent behaviour from recurring. However, as Rutter and Giller (1983) note, even after agreeing as to what factors may predispose any youth to delinquency, the difficulty lies in knowing how to eliminate or reduce such effects.

Most early evaluation studies of prevention of youth offending initiatives provided largely negative or unconvincing conclusions as to their success (Rutter and Giller, 1983). However, as both programmes and evaluation techniques have improved circumspect optimism has increased. While the quality of evaluation has not been without some extent of flaw (Rutter & Giller, 1983), a wealth of research has now emerged that describes both approaches and individual programme designs which work, and conversely, do not work, in preventing youth crime (for example, Buttrum, 1998; Lipsey & Wilson, 1998; Sherman, Gottfredson, McKenzie, Edck, Reuter and Bushway, 1998). It is therefore worthwhile examining the overseas literature on the programmes and their approaches that have paved the way to developing the New Zealand youth crime prevention programmes operating today.

COMMUNITY-BASED PROGRAMMES

The first of the three main types of youth at risk crime prevention is the community-based approach. To define this approach is not a simple matter as community-based programmes vary considerably.

Arguably the earliest example of the type of programme that falls into this category is the street-corner worker initiative that emerged in the United States during the 1970s. In these programmes staff attempt to interact with and gain the confidence of groups or gangs of juveniles in their locale in order to redirect the potentially delinquent behaviour into more positive activities (Rutter & Giller, 1983). Evaluations did not provide promising support for further development of this type of initiative (Rutter & Giller, 1983), but fortunately, as with the other approaches described thus far, policy makers and concerned members of the community persisted in developing alternative strategies which have provided more convincing results.

Mentoring that occurs in a community context, as discussed later, is an example of one type of programme that falls within this approach. Another example of the community approach is the after-school recreation programme. An increase in the number of mothers now returning to the workforce has left many youth unsupervised before and after school, a factor that was identified in a 1987 poll of 1,000 teachers to be a key source of children's difficulties in school (Morley et al, 2000). The after-school programme also has other advantages to offer unsupervised at-risk youth. It offers a forum in which to promote positive messages such as anti-drug and anti-alcohol stances, and to develop skills and behaviour by providing activities that require teamwork and respect for others (Morley et al, 2000, Catalano, Arthur, Hawkins, Berglund, & Olson, 1998). It can also address the risk factor of isolation by providing the opportunity for involvement with prosocial peers and adults (itself a protective factor) at the same time preventing association with delinquent youth (Catalano et al, 1998). However, a negative perspective touched on by Cohen and Felson (1979, cited in Sherman, 1998) which

deserves equal attention, is that such programmes can possibly facilitate the meeting of victims and offenders, or introduce at-risk youth to other more delinquent associates. The balance of these factors depends on how the programme is run (Sherman, 1998).

One 32-month long evaluation of a Canadian programme undertaken by Jones and Offord (1989, cited in Catalano et al, 1998) showed promising results for the after-school activities-based programme. The Ottawa programme targeted children from low-income families aged between five and fifteen living in a public housing project. All children were actively recruited to participate in courses that sought to develop their skills in sports, music, dance, scouting and various other areas. Once the participants attained a particular level of skill, they were encouraged to join other teams or groups run within the greater community. It was found that the number of arrests for programme participants had declined by 75 per cent from the two years prior to the programme, whereas a comparison group from a nearby housing project without the same activity facilities had a 67 per cent increase in arrests over the same time period. However, when followed up sixteen months after participation concluded, the positive changes had greatly declined (Sherman, 1998; Catalano et al, 1998). This programme can therefore be seen to have had short-term effectiveness even if the effects did not necessarily persist.

Few other evaluations of activity-based programmes have been undertaken rendering information sparse and inconclusive. Despite this, Sherman (1998) notes that these programmes have been, and continue to be prevalent in the United States and receive much Congressional support. Further evaluation of such programmes would prove useful from a New Zealand perspective due to the general emphasis on and encouragement of participation in outdoor activities within most facets of New Zealand life (the cult following of the All Blacks could be offered in support of this contention). McLaren (2000) also highlights the increasing development of arts and sports academies taking place in New Zealand schools as a reason for carrying out further evaluation.

Multisystemic Therapy (MST) is another community-based intervention, which is more treatment based than those discussed thus far. Developed in 1997 by Dr Scott Henggeler, Dr Charles Borduin and their colleagues, MST "was developed as a means to provide scientifically validated, cost effective, community-based treatment as a viable alternative to expensive, ineffective treatments that have traditionally been provided to youth with serious behaviour disorders" (Henggeler, 1997:1). Having earned the "distinguishing characteristic" of being "one of the most effective interventions currently in existence" (McLaren, 2000:64), MST appears to be successful due to its focus on all four of the risk factor areas detailed earlier. The fundamental premise of MST is that delinquency is multi-causal, and that different factors are relevant for different youth and their families (Borduin, 1999). It is therefore theorised that effective interventions should be, above all else, individualised, flexible and empowering to the family as a whole (Borduin, 1999).

While treatment varies according to unique needs of families, the overriding goals generally remain constant. The family influence is usually targeted to reduce factors that inhibit effective parenting which may include substance abuse, high levels of stress or low social support, and to alternately empower parents with the skills and resources to deal effectively with familial problems (Borduin, 1999). The peer sphere of influence is targeted through the discouragement of the at-risk youth's associations with delinquent peer groups. This is achieved, for example, by applying significant sanctions while prosocial friendships are promoted and encouraged, usually through organised after-school activities, youth groups or sporting teams (Borduin, 1999; Henggeler, 1997). At the school level, MST provides a focus on developing positive communication between parents and teachers, while the individual interventions are employed to equip the at-risk youth with skills and to modify problem behaviour (Borduin, 1999). In this way, MST aims to change the natural family, school and

neighbourhood settings of youth "in ways that promote prosocial behaviour while decreasing antisocial behaviour" (Henggeler, 1997:2).

MST uses a 'Family Preservation Model' of service delivery in which individual services vary according to each family, but is designed to have certain constant factors as follows (Henggeler, 1997):
▪ A three to five month programme duration, which starts intensively and subsequently declines in contact in the final weeks of monitoring);
▪ A staff made up of one doctoral-level supervisor and three to four master-level therapists, each therapist with a caseload of between four and six families;
▪ 24 hour a day, 7 days a week staff availability; and
▪ Interaction within the family home, or in community settings where needed.
The developers of MST emphasise the necessary commitment to the philosophical and empirical framework of MST that must be taken by service providers, whereby intensive training of staff as to the delivery of MST, and ongoing consultation on the MST models is essential for the programme to be delivered as it is intended.

Hengeller and colleagues conducted an evaluation of a South Carolina MST programme in which all participants were "violent and chronic offenders at imminent risk of out-of-home placement", each with at least one felony[2] arrest (Hengeller, 1997:3). Forty three youth were randomly assigned to receive MST treatment while the remaining 41 received the services that would otherwise be offered from the Department of Youth Services which included incarceration and/or referral for mental health, educational or vocational services (Hengeller, 1997). The evaluators found that when followed up 59 weeks after original referral, those youth receiving MST were significantly less likely to be re-arrested than those dealt with by the Department of Youth Services (based on averages of 0.87 versus 1.52), and the participants' self-reported significantly fewer offences (2.9 versus 8.6) (Hengeller, 1997). These results were found to be independent of demographic or psychosocial variables. MST treatment was also found to be much less expensive than institutional placement (US$3,500 compared with US$17,769 per offender) (Hengeller, 1997). Subsequent evaluations conducted on other MST programmes by Hengeller and colleagues supported these findings (Hengeller, 1997).

To provide an independent study of MST, Leschied and Cunningham (2001) are in the process of undertaking a longitudinal evaluation across four Ontario programmes utilising a similar experimental design to that used by Hengeller as described above. In total, 411 referred youth were randomly assigned to a group that received MST, or alternatively to a group that would receive services as usual (Leschied and Cunningham, 2001). The evaluation monitored (and is still monitoring) participants for three years after discharge from the programme. The results of the interim update of this evaluation are certainly less compelling than those found by Hengeller. In the 2001 update 317 participants had been monitored for at least six months post-discharge, 255 for one year, 143 for two years and eight for three years. It was reported in this update that MST recipients are less likely to be reconvicted of a criminal offences at six months (75 per cent had *not* been reconvicted versus 70 per cent) and 12 months (54 per cent versus 52 per cent), but not at 24 months (29 per cent versus 31 per cent) (Leschied & Cunningham, 2001). It is important to note that Leschied and Cunningham (2001) found differing outcomes across the different programmes and that the evaluation is not complete at this stage. However, these interim findings suggest that MST is in its infancy at this time, and until more independent evaluations have been undertaken in a variety of settings praise must be tempered with circumspection. Having said this, the consistently positive findings of Hengeller in various studies indicate this type of programme as being extremely promising in the reduction of criminal behaviour.

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[2] A felony is generally comparable to an indictable offence in New Zealand. The Concise Oxford Dictionary (Allen, 1990) defines a felony as a grave offence, usually involving violence.

The holism that is a central tenet of MST is a quality that is afforded much support within the literature. Common sense informs us that a programme that addresses different risk factors across different influential spheres is likely to have more success in reducing delinquent and anti-social behaviour of youth than a programme that focuses on one individual factor, or one individual sphere of influence. The burgeoning body of literature that categorises elements of successful programmes, most often include multi-modality or holism as an essential component (Catalano et al, 1998; Keogh, 2000; Singh & White, 2000; McLaren, 2000; Catalano et al, 1998 and many more). This is more commonly called "wraparound" in New Zealand, whereby services are "wrapped" around the youth according to an individualised, needs-based plan (http://www.wai-trust.co.nz/social.html, 28/03/02). For ethnic groups the need for such services appears to be particularly necessary. In their review of research on interventions for indigenous and ethnic minority youth, Singh and White (2000:55) cite research that suggests that *only* programmes that "are built upon notions of collective responsibility and emphasise the need for families and communities to work together are likely to be successful" for such youth. The majority of programmes described within this document adhere to this style of programme.

MENTORING PROGRAMMES

The use of mentoring as a crime prevention initiative is based on the premise that a lack of pro-social adult role models contributes to at-risk youth behaviour. The mentoring approach seeks to 'match' suitable volunteers – or in some cases paid participants (Turvey, cited in Singh & White, 2000) – to youth who are deemed to be at risk of participating in offending, gang activity, or substance abusive behaviour. Adult mentors can provide a different perspective to youth whose backgrounds are characterised by violence and/or substance abuse by highlighting alternative healthy and successful lifestyles. Additionally, with the changing trends in society where caregivers are usually employed in full-time jobs and single-parent families have become commonplace, a positive adult mentor can provide the guidance and supervision that may not otherwise be available to some youth. Mentoring therefore offers a relatively simple solution for enhancing the protective factors that are identified as being weak for many at-risk youth.

Having been operating for nearly a century, the Big Brothers Big Sisters of America (BBBSA) organisation is the earliest example of any structured effort at steering youth from a criminal path. Founded in 1904, BBBSA now operates over 500 programmes throughout the United States providing one-to-one mentoring between adult volunteers who are matched to a child, usually from families with single parents. The volunteers undergo rigorous screening and are matched according to their background, preferences and geographic proximity with youth who, along with their parents, desire to enter the programme. The pair will then meet, on average, for two to three hours, three times a month for a period of at least a year (Tierney & Grossman, 2000).

Despite the gradual emergence of other mentoring programmes since the 1980s, a lack of research into these programmes has often been highlighted within the literature (McLaren, 2000; Beier, Rosenfeld, Spitalny, Zansky & Bontempo, 2000) with early evaluations providing little evidence of significant improvement in mentored youth (Powers & Witmer, 1972; McCord, 1978, cited in Sherman et al, 1998). Generally recognised as the pioneer of mentoring programmes, BBBSA has attracted the most convincing research in this area, with a large impact study undertaken by Public/Private Ventures (P/PV) in 1995. The study used a sample size of 959 youth from eight BBBSA organisations throughout America selected due to their large caseloads and waiting lists, and geographic diversity (Tierney & Grossman, 2000). Youth were randomly assigned, half to a treatment group who were immediately eligible to be allocated to a big brother or sister (378 of whom were matched), and the

remaining 472 were placed on a waiting list for the 18 month period of the study (Tierney & Grossman, 2000). Tierney and Grossman (2000:9) attempt to allay any ethical concerns that may be raised by critics about the length of the period for which the control group were not matched, by stating that 18 months "in many cases, was no longer than an agency's usual waiting period" and that it was ensured that "the *total* number of matches made by an agency did not decline".

Any effects observed were drawn from self-report data collected both at the time immediately after assignment to either the treatment or control group (but prior to informing the youth of which group they belonged to), and at the conclusion of the 18 month evaluation period (Grossman & Tierney, 2000). Over the six broad areas analysed for effects (antisocial activities, academic performance, attitudes and behaviours, relationships with family, relationships with friends, self-concept and social and cultural enrichment), four showed distinctly positive findings. Compared with the control group, mentored youths were 45.6 per cent less likely to initiate drug use, 52.2 per cent less likely to skip a day of school, 36.6 per cent less likely to lie to a parent and 2.3 per cent more likely to feel emotionally supported by their peers (with a level of at least 90 per cent confidence) (Tierney & Grossman, 1998).

Largely as a result of these findings, community-based mentoring programmes earnt a rating of "promising"[3] in Sherman et al's (1998) oft-referenced recommendations of which programmes work and which do not. This is undoubtedly attributable to the strengths that characterise BBBSA in particular. These include the thorough screening and training of volunteers, rigorous matching procedures and intensive supervision and support of both mentors and youth by the programme, the processes of which have been refined over the programme's existence – the length of which is a strength in itself.

The large scale on which the P/PV evaluation was undertaken, combined with the overwhelmingly positive and conclusive results found, has opened the path to more mentoring programmes being developed. The vastness of the BBBS[4] waiting list[5] and the large number of youth now living in single-parent homes[6] is testament to the far-reaching potential of mentoring programmes. For this reason, school-based mentoring is an area that has grown significantly within the burgeoning area of mentoring itself. These programmes receive referrals from teachers for youth who they feel would benefit from additional attention and guidance. This approach has the potential to reach more at-risk youth than community-based programmes that typically receive referrals from parents. Those children whose risk background arises largely from their familial situation are therefore least likely to be referred, yet are arguably most critically in need of such services (Herrera, 1999).

BBBSA has developed school-based mentoring as one component of their overall programme, whereby mentors meet with their 'mentee' for one hour every week during the school day, for a period of one year (Herrera, 1999). These school-based pairings were evaluated separately from the P/PV study and have provided similarly encouraging results. In their evaluation summary of five pilot BBBSA programmes, Curtis and Hansen-Schwoebel (1999) found that according to teachers, a 58.3 per cent improvement in school performance and 64.8 per cent rise in self-confidence was observed in mentees over one school year.

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[3] This was defined by the researchers to mean that while the "available evidence is too low to support generalisable conclusions…there is some empirical basis for predicting that further research could support such conclusions" (1998:29).
[4] BBBS is the wider organisation that includes other countries, rather than only America as the title BBBSA indicates.
[5] Approximately 45,000 children were on the BBBS waiting list in 1998. The waiting period for an 11 to 12 year old is about one and a half years (as cited in Herrera, 1999).
[6] The 1994 U.S. Bureau of the Census found the number of youth living in single-parent homes in the United States alone to be approximately 17 million (cited in Tierney & Grossman, 2000).

When compared to school results from the year previous to the evaluation, a significant increase was also found in certain subject grades and overall Grade Point Average scores.

BBBSA paved the way for the development of other school-based programmes with, most notably, the federal Juvenile Mentoring Programme (JUMP). Developed by the OJJDP (a leading agency located within the United States Department of Justice) and based on the BBBSA model, JUMP now has 203 sites across the United States which have provided more than 9,200 youth with one-to-one mentoring (http://ojjdp.ncjrs.org/jump/oview.html, 13/5/02). To date, JUMP has not been comprehensively evaluated. However, an initial descriptive report to United States Congress has found promising results. Seventy one per cent of young people on JUMP indicated that they were helped 'a lot' (as opposed to 'a little' or 'not at all') to stay away from drugs, and 67.6 per cent were effected 'a lot' to stay away from gangs (Bilchik, 1998). While it was acknowledged that such reports may encourage a self-report bias, when matched with the far more conservative mentor responses, the report can be seen as indicating favourable outcomes.

The establishment of mentoring programmes in New Zealand is also fairly recent, and these consequently have not in most cases, with the exception of the Crime Prevention Unit package initiatives, been evaluated at this stage. However, mentoring programmes are certainly becoming more prevalent throughout New Zealand; so much so that associations have been developed in the larger locales and at a national level in an effort to integrate, co-ordinate and ensure best practice of the services that are being provided.

The mentoring programmes that exist in New Zealand have been heavily influenced by the BBBSA organisation, which has been established in Australia now for 19 years (www.bbbs.org.au, 19/03/02). One to One, a Nelson Police programme (included within this evaluation), is BBBSA affiliated and others, such as Auckland's Man Alive "Big Buddy" mentoring project (targeting male youth only), are modelled closely on BBBSA. However, the effectiveness within a New Zealand context needs to be considered, as it does when importing any strategy from overseas to a local environment, because of the unique cultural factors that characterise New Zealand.

The issue of ethnicity in mentor-youth matches and its relationship to effects that may be observed is looked at in some detail in Bilchik's Report to Congress (1998). Of the treatment group, approximately 40 per cent of participants were matched with a mentor of a different ethnicity (Bilchik, 1998). Based on the self-report data from the mentees, no difference was found in the perceived effects between those in a cross-ethnicity match and those mentored by an adult of the same race, other than that the former were *more* likely to like their mentor (Bilchik, 1998). However, the data collected from the mentors, showed that those mentoring a youth of different ethnicity reported less improvement over several areas than same-race matched mentors. Mentors from different ethnicities to their mentee also indicated that they had less understanding of their mentee when compared with same-race matches (Bilchik, 1998). While Bilchik notes that conclusions on the relationship between ethnicity and outcomes of mentoring partnerships are inappropriate given the lack of research on this issue, the above observations need to be considered for New Zealand settings.

In their CPU funded evaluation of six Mentoring for Children/Youth at Risk Demonstration Projects, Ave, Evans, Hamerton, Melville, Moeke-Pickering, and Robertson (1999) found that many of the individual programmes had limited success in making same-ethnicity matches for the Māori youth involved. In fact, only 27 per cent of youth recorded as Māori[7] were matched with a mentor of the same ethnicity, compared to 91 per cent of participating youth who were recorded as being Pākehā (Ave et al, 1999). However, Ave et al (1999:30) noted that where Māori staff were employed, same ethnicity matches were made "almost without

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[7] Ethnicity was not known in some cases.

exception". They attribute the lack of matching by ethnicity in other programmes to the lack of importance initially accorded to this practice by the programmes (which later came to be appreciated) and the relative absence of "developed links to Māori networks" compared with those held by Māori co-ordinators (Ave et al, 1999:30).

Ave et al's (1999) executive summary touches briefly on a factor that could have important implications for the development of mentoring programmes in New Zealand given the over-representation of Māori within New Zealand offending statistics. For the one iwi-based programme, it was highlighted that matching youths to mentors was made difficult due to the lack of willing or suitable mentors within some whānau or hapū. Many potentially suitable mentors, while apparently willing to participate, were unwilling to undertake formal training or sign contracts. These problems meant that no matches had been formally made at the end of the evaluation period (1999). To overcome this problem a collective approach was adopted by the programme, whereby groups of students and adults would undertake activities together rather than on a one-on-one basis (Ave et al, 1999). Ave et al recognise that "this seems to be a promising approach towards developing a truly indigenous model of mentoring" (Ave et al, 1999:executive summary).

Unfortunately, as the 18-month evaluation timeframe included the establishment of the programmes, matches were only in existence relatively briefly at the conclusion of the period (Ave et al, 1999). Therefore the evaluation of outcomes was severely limited for the purpose of assessing effectiveness of the programmes for mentees. It was however generally found to be a positive experience except where the mentoring relationships were stopped. Given the short period over which there were matches, it is of concern that some mentoring relationships broke down (Ave et al, 1999).

It is unclear at this stage whether the above issues pertaining to Māori will be addressed within the specifically Māori oriented mentoring programme He Ara Tika. Funded by the Ministry of Education, He Ara Tika was introduced in June 2001 for development by UNITEC's Māori Business Development Unit as a nation-wide programme (UNITEC, 2001). Mentors, once trained, are intended to "provide social and/or academic support to (secondary school) students" by acting as "positive role models" (http://www.aratika.ac.nz/adov/ment/, 19/03/02). Over a one year period, mentors will devote a minimum of one and a half hours per fortnight to rangatahi, either on a one-on-one or small group basis with the major goal of secondary school retention and the promotion of tertiary education options (http://www.aratika.ac.nz/adov/ment/, 19/03/02). To ensure consistency of service delivery, representatives from eight iwi Māori providers who were selected for the mentoring programme spent a week in training at the UNITEC Pūkenga unit before returning to recruit, manage, and guide mentors (UNITEC, 2001). The course is offered to mentors as an accredited correspondence course that is supplemented with on-line presentations, and visits and support from the National Provider located at UNITEC (http://www.aratika.ac.nz/programme/, 19/03/02).

It is important to note that not all New Zealand mentoring programmes propose to target at-risk youth as the BBBSA model of mentoring purports to. While their target populations may overlap with those considered to be at risk, they do not focus on crime prevention as a central objective, and do not specifically target youth at risk of offending. One of the larger examples of such programmes is the Auckland based "Project K". This programme focuses on boosting the self-worth and sense of purpose of the 13 to 15 year old participants who "are falling short of reaching their potential", and selects youth based on replies to a self-esteem questionnaire (www.projectk.org.nz, 19/3/02). The programme is run in three phases over a 14-month period. It includes a wilderness adventure (outdoor activities to encourage self-confidence) and a community challenge (community activities to develop life skills, goal setting, and knowledge of community resources). The mentoring component makes up the

third phase which focuses on supporting and developing the goals set in the first two phases (Project K programme material leaflet, 2001).

SCHOOL-BASED PROGRAMMES

Aside from school-based mentoring initiatives, the school is an arena that is also host to a raft of other forms of programmes targeted towards at-risk youth. These programmes will be categorised together for the purpose of this study and be referred to as school-based approaches. As discussed earlier, the school is an ideal point of contact for identifying at-risk youth due to a population pool that includes, in theory, all youth, and is not dependant on self or parental referrals. It is also, of course, an important context for much of a young person's development and an environment where both risk and protective factors operate.

School-based youth at risk initiatives are many and varied. These initiatives can be designed to target specific developmental areas (for example primary, intermediate, or high school ages); to prevent specific problem behaviour (for example alcohol or drug taking, violence); or to affect presumed causal factors (for example truancy, low academic achievement, poor social skills). Most school-based initiatives use a multi-faceted programme approach that can address some of the factors that may lead to delinquent behaviour. As Gottfredson (1998) notes, while interventions that target an individual factor may be effective in altering that factor alone, a programme that addresses several factors is more likely to have a discernible impact on problem behaviour. This theory is backed up by many researchers (Catalano, Arthur, Hawkins, Berglund & Olson, 1998; McLaren, 2000; OJJDP, 2000; Wasserman & Miller, 1998).

Unfortunately, while the breadth of programmes is vast, longitudinal evaluation does not exist to the same extent. It is therefore most useful to review evaluation across a range of programmes to glean evidence of successful programme components. In a synthesis of 149 studies of school-based programmes, Gottfredson (1998) gives a comprehensive overview of a diverse range of school-based prevention strategies. She divides these into two broad categories of environmental and individual change strategies.

The former strategy includes interventions that are based on the service delivery of the school itself. These include regrouping students (the least employed strategy) by reorganising classes to create smaller units or group students according to their ability, achievement, conduct etc; changing the decision-making processes to plan and implement activities designed to improve the school; setting school-wide norms and rules for acceptable behaviour and including students in promoting these; and, the most popular of the environmental strategies, managing classes by using instructional techniques to increase student engagement in the learning process such as using rewards and punishments or grouping students within the class (Gottfredson, 1998).

Individual change strategies include "instructing students" - the most frequently used strategy across all 149 programmes (78 per cent). These interventions generally attempt to adapt the participants' knowledge, skills, attitudes, beliefs or behaviours by providing them with salient factual information (Gottfredson, 1998). This category also includes "behaviour modification and teaching thinking strategies" by providing students with positive behaviour cues and strategies to encourage positive behaviour and abstention from delinquent behaviour; peer programmes such as counselling and mediation; mentoring as discussed previously; and "recreational, enrichment and leisure activities" that are "intended to provide constructive and fun alternatives to delinquent behaviour" (Gottfredson, 1998:95).

As discussed earlier, most school-based programmes have elements that cross the boundaries of different strategies, however Gottfredson (1998) attempts to categorise the programmes in order to determine the success of each. It is not plausible to analyse each in any amount of detail for the purpose of this evaluation, but perhaps helpful to summarise Gottfredson's findings across the different programmes.

Strategy types were classified into the three categories of "working", "not working" or "promising" according to the level of positive results shown by individual programmes within each of the strategies. Interventions were deemed to "work" where positive results were found in at least two different examples of practice, and for which the majority of the remaining evaluation was positive (Gottfredson, 1998). Strategies that were determined to "work" in the prevention of general crime and delinquency as well as substance use were those "aimed at clarifying and communicating norms about behaviours" and "comprehensive instructional programmes that focus on a range of social competency skills" (as opposed to those focusing solely on substance abusive behaviour) (Gottfredson, 1998:117). Building school capacity was also found to be effective in preventing crime and delinquency, while behaviour modification and teaching thinking programmes appeared to prevent substance use.

Strategies were deemed to be "promising" when only one programme was shown to have positive effects on delinquency or substance use, but where the majority of the remaining evaluation was positive (Gottfredson, 1998). The environmental strategy of "schools within schools" where classes are grouped into smaller units to provide "more supportive interactions" was found to be promising in preventing both delinquent and substance abusive behaviour (Gottfredson, 1998:118). Additionally, programmes that focused on behaviour modification and teaching students "thinking skills" proved encouraging in preventing delinquency, while building school capacity and improving classroom management looked to be favourable in preventing substance use (Gottfredson, 1998:118).

One programme of particular interest, which is also included in Gottfredson's study, is the Seattle Social Development Project (SSDP). One of the few programmes that has been extensively and longitudinally evaluated, the SSDP includes several of the above components in its delivery and has provided interesting results. The SSDP includes co-operative learning, proactive classroom management and interactive teaching strategies and aims to increase participants' attachment to both family and school (Gottfredson, 1998). The programme focuses on at-risk youth and aims to increase the protective factors within the family and school domains through parental- and teacher- based teaching strategies (Gottfredson, 1998).

In 1981, students from eight participating Seattle schools (for whom written parental consent was obtained - 76 per cent of eligible students) were classified into a treatment or control group for the SSDP. To determine whether early intervention had any further discernible impact on the measured variables than late intervention only, another treatment group was created in 1985 whereby participants were drawn from an additional ten schools similar in ethnic and demographic make-up (Gottfredson, 1998).

The students in the original intervention group received treatment throughout their first to sixth grades (approximately six to eleven years of age) whilst the second intervention group received treatment only in their fifth and sixth grades (Hawkins, Catalano, Kosterman, Kosterman, Abbott & Hill, 1999). Teachers of students within the treatment groups annually received five days of training in proactive classroom management, interactive teaching and co-operative learning techniques while those in the control group received none (Hawkins et al, 1999). First grade teachers in the full-intervention group received guidance in providing cognitive and social skill training to children (Hawkins et al, 1999). Students in both treatment groups also received four hours of training in their sixth grade, to assist them in

recognising and resisting negative social influences (Hawkins et al, 1999). Parents or caregivers of students within the original treatment group were offered training modules in child behaviour management skills, while those within both treatment groups were offered a "Preparing for the Drug (Free) Years" training course (Hawkins et al, 1999).

Data was collected from the full-intervention group when students were normally entering their fifth grade year in 1985 and then again for both intervention groups when participants were generally concluding their sixth grade year in 1987 (Hawkins et al, 1999). Academic information, school behavioural reports, and Juvenile Court delinquency records supplemented group-administered questionnaires completed by the children. In 1993 when the participants were aged 18 years, an additional interview was completed with 93 per cent of the total 643 of the original sample, which was again supplemented by delinquency and academic records (Hawkins et al, 1999).

In their 1999 study, Hawkins et al examined the data collected in 1993 and found that compared with the control group, students who participated in the full-treatment group were likely to have significantly stronger commitment and attachment to school at 18 years. Self report data also showed that full-intervention students were significantly less likely to be involved in school misbehaviour than the control students (48.3 per cent versus 59.7 per cent), a finding that was also reflected by the Seattle School District records of misbehaviour (Hawkins et al, 1999). Of the later-intervention group, 56.4 per cent reported being involved in committing violent acts. No significant differences were found for non-specific drug use or marijuana use (Hawkins et al, 1999).

From this information, Hawkins et al (1999) concluded that when implemented in the early years of education, interventions including the above strategies were effective in increasing the factors that have been shown to protect young people against delinquent behaviour. Furthermore, they stated that early intervention is more effective when it is continued than intervention that is only implemented in later grades (Hawkins et al, 1999).

The promising results of this study, combined with Gottfredson's findings across many programmes, appears to lend support for the proposition that both environmental and individual change strategies have something to offer when targeting at-risk youth. It is, however, important to recognise that not all school-based programmes have shown such improvements in the reduction of delinquency for at-risk youth.

Gottfredson (1998) found that programmes which were not considered successful in preventing either delinquency or substance abuse (where no positive effects on behaviour were observed for at least two different studies, and where the majority of the remaining evaluation was not positive) were those which counselled students. Other programmes which showed no effect on the prevention of substance abuse were instructional programmes which focused on information dissemination, fear arousal, moral appeal and affective education (Gottfredson 1998).

Gottfredson regarded the Drug Addiction Resistance Education (DARE) programme in its original format to be an instance of the above technique (although Gottfredson (1998) theorised that this would be the case for those implemented utilising slightly adjusted programmes also) which has been extensively employed on an international basis. The original DARE programme, which was developed in Los Angeles in 1983, targets grade five and six students and is delivered over 17 sessions by a uniformed Police officer. The programme aims to teach participants skills in recognising and resisting social pressures to abuse drugs, and includes general drug education (for example, consequences and alternatives to usage) (Gottfredson, 1998). Several researchers have studied this form of the programme, as described by Gottfredson in her synthesis of research. Each study included in Gottfredson's findings, and others that were discussed, have found DARE to have non-

significant short-term effects on drug use. Gottfredson explains that a major point of difference between DARE and other similar programmes that show more effective results in preventing drug use is DARE's use of uniformed Police officers in the deliverance of programmes. The effect of this characteristic had not been independently evaluated at the time of Gottfredson's study. Other important, but more subtle differences identified by Gottfredson (1998) were the use of largely instructional teaching techniques (as opposed to interactive) employed by DARE, and the paucity of emphasis on the development of social skills. However, other forms of the programme that include follow-up sessions at a later stage were not included in the studies discussed. DARE programmes with follow-up sessions may show a more significant reduction in drug use over time in accordance with the theory that drug prevention programmes are more effective when delivered over time.

It is important to recognise that while many studies have shown non-significant results in the reduction of drug use by DARE, these programmes have proliferated in many countries throughout the world. While the original core programme is still commonly used (Gottfredson, 1998) DARE has continued to evolve and grow. The New Zealand arm of the programme has several unique variants of the programme, which have a wider focus than the reduction of drug use. For example 'Dare to Make Change', a therapeutic storytelling intervention, publicises itself as aiming to teach youth to think about their behaviour on a more general level and make positive change (www.dare.org.nz/daretomakechange, 27/03/02)[8].

Facilitators of Dare to Make Change work through the 'Gem of the First Water' book written by Ron Phillips over twenty one-hour sessions with groups of up to six children in early adolescence. This programme was evaluated in 1997 by Professor Freda Briggs and Dr Russell Hawkins who surveyed 69 facilitators, 116 participants (between the ages of 9 and 16) and participants' parents (http://www.dare.org.nz/daretomakechangeresearch.html, 12/6/02[9]). The interviews collected both quantitative and qualitative data from open and close ended questions, and the evaluation was based on feedback from the sources interviewed and their suggestions. Facilitators, participants and parents believed that Dare to Make Change was "successful in changing young people's negative attitudes and behaviours" (http://www.dare.org.nz/daretomakechangeresearch.html, 12/5/02). The authors concluded that "the most successful programmes were those which involved 1:1 or small groups with a firm but kind facilitator and some degree of parent involvement accompanied by changes to parenting styles" (http://www.dare.org.nz/daretomakechangeresearch.html, 12/5/02). This variant of the DARE curriculum is utilised in a slightly modified form by Operation New Direction, one of the CPYAR programmes evaluated in this document.

Literature on other school-based approach programmes in a New Zealand context is scant, although these undoubtedly exist on a relatively comprehensive scale given the international prevalence of such programmes. A general attitude as to the importance of promoting child safety and education initiatives for children at risk is certainly prevalent, with trusts, such as the Children at Risk Education Charitable Trust (CARE), being established for the purpose of publicising and funding organisations which adhere to these principles (www.care.org.nz). The Safer Kids Education Campaign is one such initiative funded by CARE, which has developed the Reaching Forward, and Reaching Out programmes which target primary school and intermediate school children respectively (www.saferkids.co.nz). These programmes are delivered by the teacher and propose to teach children social skills that help them interact appropriately and positively with other youth. Evaluations have not been conducted at this stage on the success of these New Zealand programmes.

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[8] The use of uniformed police officers has also been diluted for some of the programme variants in a New Zealand context. For example, 'Dare to Make a Choice' is delivered by Police Education Officers in conjunction with teachers.

[9] A synopsis of the evaluation by Briggs and Hawkins is given on the DARE website. However an early evaluation report has been published by CYF.

CONCLUSION

In conclusion, programmes that attempt to address the delinquent and problematic behaviour of youth who are considered to be at risk of developing into recidivist offenders, have proliferated around the world, particularly within the last few decades. The importance of evaluation has also come to be considered as an essential tool in assessing the worth of these different programmes and the various components that they utilise. In recent years literature has also surfaced that synthesises the various evaluation studies to provide detailed lists that categorise elements that are considered to 'work', 'not work', or are 'promising'. While we can by no means definitively state whether a programme will or will not work based on this literature, the agreement between these lists provides a solid framework from which to build new programmes.

There is therefore much research that supports and underpins the different programme approaches adopted by the fourteen original Police Youth at Risk of Offending Programmes which generally fall into the three categories of community-, mentoring- and school-based approaches. All of the programmes share common threads, not least that they appreciate the importance of individualised and flexible plans for participating youth, and the involvement of different community agencies. The following evaluation aims to add to the growing body of knowledge in this area, and provide the basis for future initiatives in New Zealand for our at-risk youth.

PART 3: METHODOLOGY

EVALUATION MODEL

The evaluation model that was used to assess the effectiveness of the 14 Police Youth at Risk programmes over the three-year period consisted of formative, process and outcome evaluation components.

FORMATIVE EVALUATION

The formative phase of the evaluation was completed in early 1998 and involved several key Police employees. This phase involved the following:

- A Senior Research Officer was appointed to co-ordinate the evaluation aspect of the programmes which involved participating in the designing, implementing and managing of a comprehensive framework in order to monitor and report on programme outcomes. The evaluation design was reviewed by the Institute of Criminology, Victoria University of Wellington to ensure that the needs of the Institute would be fulfilled (for their completion of the meta-evaluation as contracted by the CPU)[1]. This review also served to ensure that processes and procedures already established by the Institute could also be utilised by the Police.
- An external consultant was contracted to provide advice and support on the:
  - Establishment of Police objectives which align with the government goals (by which the outcome evaluation is structured),
  - Selection of appropriate programme strategies to enable programmes to meet the Police objectives, based on current literature of other youth strategies,
  - Devising of appropriate information management systems to collect programme data,
  - Conducting of a two-day planning workshop for those involved with the design of the programmes and those who had been selected to deliver the programmes.
- The liaison with the Christchurch Family Health Trust by the Evaluation Co-ordinator regarding the 'New Start' and 'Early Start' programmes operated by the Trust. Staff from these programmes kindly supplied Police with examples of the forms and finance sheets that they used, which assisted in the development of interview and assessment forms administered upon a young person's entry to the programme. These forms were designed to collect information on each client pertaining to referral, admission, consent, demographic, contact by the programme, contact by other agencies, goals set and achieved, offending records prior to and during involvement with the programme, and the assessment of needs (see Appendix 2 for copies of all forms used).
- The design and implementation of a Microsoft Access database by an Information Technology Officer, specifically for the use of the Youth at Risk programmes. The database followed as closely as possible the structure of the entry interview forms that had already been developed.
- The creation of templates by a Police Accounts Group employee (based on those provided by 'New Start' and 'Early Start') used for collecting and collating financial information such as programme income, expenditure, volunteer hours, and donated goods from each programme. The collection of this information enabled the monitoring of the management of each programme's budget.
- Consultation by programme providers with key stakeholders in each programme area, including local schools, iwi, Pacific community groups, and relevant Police and interagency groups.

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[1] Refer to the introduction for an overview of the Institute of Criminology's role in evaluation of the programmes.

- Organisation and facilitation of a two-day planning workshop and seminars to establish relationships with and between Youth at Risk programme staff and educate Programme Co-ordinators on the evaluation requirements and information systems developed.
- The recruitment and appointment of a three-person Evaluation Team.

PROCESS EVALUATION

The process evaluation saw the introduction and the implementation (or adaptation in the case of existing programmes) of the 14 programmes and therefore this phase involved the collection of information from the programmes and their monitoring as follows:

- The Youth at Risk Evaluation Team visited each programme site to obtain information about the implementation of the programme, issues regarding programme planning, administration, staffing, and client and programme outcomes to date. From this information the implementation process and any start-up problems experienced by each programme was described in process reports
- Qualitative information regarding which agencies the programme had the most contact with during consultation and early operation was obtained from Programme Co-ordinators. A questionnaire was sent out to a sample of these key stakeholders for each programme, asking about their initial perceptions and expectations of each programme and whether the delivery of the programme was perceived as appropriate for Māori and Pacific people[2]. Responses to this questionnaire were collated and coded in Excel and presented in summary form in the yearly process evaluation reports.
- Personal information about clients and families was only obtained (utilising the forms developed in the formative phase of the evaluation) from those who consented to this information being used for the evaluation[3]. The programme staff completed these forms with (or, in some cases, for) the clients and their families, and this information was subsequently entered into the database (also developed during the formative phase) by programme staff. For the most part, this data was exported to, and analysed in Microsoft Excel by the Evaluation Team, from which descriptive statistics, tables, and graphs were produced and interpreted in process evaluation reports. A descriptive summary of the budget management was also included in these process reports as obtained from the programmes' financial templates.

Annual analysis of information from the database, financial spreadsheets, media articles and other relevant information provided by the programmes enabled the production of two progress reports during the period January 1997 to July 2000.

OUTCOME EVALUATION

The overall aim of the outcome stage of the Police Youth at Risk evaluation was to assess the extent to which the Police objectives (and consequently the CPU objectives) were met, the effectiveness, and overall outcomes of each of the programmes. This report comprises the outcome evaluation of the Police Youth at Risk programmes for the three years July 1997 to June 2000. The method of measuring the achievement of each of the Police objectives is detailed under each objective.

It should be noted that the outcome evaluation does not attempt to give an assessment of the extent to which the Police programmes led to benefits for the participants and their families when compared with the outcomes they may have expected had they not been enrolled in the programmes. This is because the analysis does not include a comparison

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[2] See Appendix 1 for a copy of the questionnaire.
[3] Consent was sometimes obtained verbally as opposed to in written form.

with a matched control group who did not have any involvement with the programmes. Furthermore, it is not possible to directly compare individual programmes within the three types of approaches, as they differ markedly on a number of variables.

Objective: **To develop a strategic approach to participant selection and programme implementation**.

In order to measure whether this objective was met, the following information was sought:
- the operation of each programme and the context in which it operated;
- the method of setting programme participation criteria;
- the processes for referring and accepting (or not accepting) clients onto each programme;
- the demographics of participants and their families;
- the extent to which the programme delivered culturally appropriate services; and
- the extent to which each programme reached its target groups.

Descriptive information regarding the operation of the programme was largely collected from interviews with Programme Co-ordinators (either in person, or via telephone or e-mail). The demographic information was obtained from the database and where this information was incomplete the programmes were contacted and asked to review their hard copy files. Stakeholders' responses to questionnaires, which were distributed at the conclusion of the evaluation period[4], were analysed to determine the cultural appropriateness of the programmes, and the extent to which each reached its target groups.

Objective: **To build the supportive capacity of participants' families**

The above objective was measured by collecting the following information:
- the level of participant (and family) involvement in the development of individual support plans for each programme;
- the extent to which the needs of participants and their families on each programme were identified and met;
- intended and unintended participant (and family) outcomes for each programme; and
- the ways in which participants and their families were supported.

Information relating to the above measures was collected largely from client and family data recorded on the database pertaining to reasons for referral to the programme, the amount of programme contact with the client[5], length of time on programme, goals set and achieved for clients and their families, and the needs of clients before and after involvement with the programme. Again, where this information was incomplete, the programmes were contacted and asked to review their hard copy files. Clients with no contact records on the database were deleted for the purposes of this evaluation based on the assumption that they were not actively involved and accessing the service provided by the programme.

Client contact and number of weeks on the programme and goal data was analysed (in Microsoft Excel). Client contact generally appeared to be under-recorded by the majority of programmes, undoubtedly due to the time-consuming process of maintaining both hard-copy and database records of this. Where programme staff indicated that weekly contact was monitored as being maintained throughout participants' involvement with the programme, the

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[4] See appendix 4 for a copy of the stakeholder questionnaire.
[5] Information on the type and duration of contact for each client was also recorded on the database. However the manipulation of this data was outside the scope of this evaluation due to the need to amend the format the data was in (and the time this would take) before it could be collated and analysed in excel.

figures that indicated a lower frequency of contact were altered to reflect this. For the programmes for which contact data was altered, this is indicated in the text of the programme analysis.

The number of weeks spent on the programme is coded to be the whole number of weeks between the start date (generally considered to be the date the client was formally accepted on to the programme) and the exit date. Where the client was not formally exited prior to the conclusion of the evaluation period, the last date of the evaluation period was used (30/6/00). Some programmes appeared not to formally exit clients, thereby skewing not only the number of weeks on the programme but also the average number of contacts per week, and average cost per client per week.

The goal data was also generally under-recorded by the programmes and therefore this data has not been presented in graphical form within this report. However, analysis of the goals is included in the analysis of each programme[6].

Due to the insufficient needs assessment data recorded for clients on entry and exit to each programme, this information has been analysed across all programmes. The methodology and results of this analysis are presented in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

Further interviews with the Programme Co-ordinators as to the type of activities and support the programmes provided for clients and their families were also conducted to complement the database information. Summary tables have been compiled for each programme to allow for comparisons between the programmes.

Objective: **To prevent or reduce offending by children and young people attending Police 'Youth at Risk' programmes.**

This objective was measured by collecting data on:
▪ offences committed by the clients before and during their involvement with each programme.

Offence data was collected for the two periods of before and during clients' involvement. Each young person and one of his or her parents were asked during the entry interview about offences committed by him or her. This information was combined with that from Youth Aid files to gain the most accurate recording of client offences prior to involvement. Offences committed during involvement were recorded on the database as they occurred.

Offences committed by clients were categorised and graphed by the type of offence as well as seriousness of offence, and analysed for any changes in offending behaviour once clients were involved with the programme. In addition, the number of incidents are represented in the offence by type graphs which include occurrences such as the young person running away from home or abusing substances.

All offences for each time period were categorised by type according to Police codes. Violent crimes were broken down to minor and serious violence according to the Ministry of Justice seriousness of offences scale which categorise offences against the average prison sentence length[7]. No "non-cannabis" drug offences[8] were recorded prior to or during programme participation, so this offence type was removed from all offence graphs.

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[6] Goals are recorded as being achieved only when they were achieved during the evaluation period.
[7] Minor violence offences comprise of assault, demands by menace, possession of an offensive weapon, resistance of police, robbery. Serious violence offences comprise of aggravated assault, aggravated robbery,

Offences were coded by seriousness according to the categorisations devised by Maxwell and Morris (1993) in relation to their Police diversion research. This is due to the wide variations in seriousness of offence within each of the Police categories. For example 'car theft' can include offences that range from the carrying of conversion instruments to the theft of a car. These categorisations are outlined in Appendix 5.

It must be considered when viewing this data that the offending information can be skewed by offending that is committed by one or several youth. That is, if a few participants are responsible for a high number of offences both before and during programme participation (and particularly when one client commits more offences during participation) this will affect the average number of offences across all programme clients, and visually affect the levels of offending presented in the graphs although the majority of clients have committed no or few offences. Where this occurrence is particularly marked for a programme, this is noted in the text.

In addition, any conclusions made regarding offending outcomes need to be considered in the context of the limitations that are outlined in the 'Limitations of the Evaluation' section.

Objective: To foster the integration of Police programmes with other agency and community initiatives.

The objective above was measured largely by obtaining information on:
▪ the quantity and quality of the relationships established between each programme and community support agencies, and between each programme and local government agencies; and
▪ source of referral of young people to each programme.

Similar to the questionnaire sent out during the process evaluation stage, a questionnaire asking key stakeholders about their perceptions of the effectiveness and interagency interaction of each of the programmes was developed and sent out. Responses to these questionnaires were coded and presented in summarised form in the report. Pie charts of clients' source of referral are also presented to further illustrate each programme's relationship with other agencies.

The referral sources were coded into the five predominant sources of referral. These were Police[9], government departments, schools, community agencies, and other[10]. Programmes expressed dissatisfaction with defining the referral source, as often a client had been brought to staff attention through several sources. Therefore the referral sources listed can not be considered exhaustive.

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assault with a weapon, male assault on female, wound with intent, threaten to kill, use of firearm, and grievous bodily harm.
[8] "Non cannabis" is the Police statistics category title that refers to all drug offences other than those involving cannabis.
[9] Police referrals were predominantly received from Youth Aid Section but also included referrals received from other programmes or general duties Police staff.
[10] Included family or self-referrals and any referral sources that did not fall within one of the four other categories.

Objective: **To be a demonstration project for the movement of Police resources into proactive intervention.**

The assessment of achievement of this objective was measured by:
- assessing the cost-effectiveness of each programme and ascertaining whether it provides value for money;
- providing examples of good case management practice of programmes; and
- identifying factors that contributed to successful programme delivery.

A cost-benefit analysis of each of the programmes using data from the financial spreadsheets and data from the database relating to the services provided and outcomes achieved for the two operational years (1998/1999 and 1999/2000) was carried out. This data was analysed and presented in a table and conclusions on the costs and benefits of each programme were drawn.

Programme Co-ordinators were also asked to identify factors they perceived to contribute to the success of their programme. Any examples of good case management practice were identified for each programme as determined by the literature review discussion.

DATA SOURCES

The information for the outcome evaluation was obtained from the following data sources:

- Interviews with programme providers;
- Stakeholder questionnaires;
- Youth at Risk database; and
- Excel spreadsheets recording financial information.

INTERVIEWS WITH PROGRAMME PROVIDERS

Interviews with programme providers were conducted to obtain contextual, process and administrative (such as staff qualifications and training) information about their programmes. Furthermore, questions on how each programme provides support for, and the overall outcomes achieved for, young people and their families were asked. The programme providers were asked to comment on relationships with, and support from the community and Police, key success factors for their programmes, and the cost-effectiveness of their programmes. The programme descriptions generated from these discussions were presented to the current Programme Leaders to ensure that these provided an accurate description of programme practice. Any corrections have been included in this document.

STAKEHOLDER QUESTIONNAIRES

During the process evaluation phase programme providers were asked to provide a list of key agencies their programme had contact with. For each programme, approximately 10 to 15 agencies were randomly selected off the list provided by the programmes and mailed a questionnaire asking about their expectations of the programme. For the outcome phase of the evaluation a questionnaire was designed asking stakeholders about the effectiveness and impact of the programme in the community, and for their agency. Programme providers were sent the list of agencies they had provided during the process evaluation phase and asked whether any agencies should be added or taken off this list. Approximately 10 to 15 agencies from this list were sent an outcome stakeholder questionnaire and where possible those agencies that returned completed questionnaires during the process evaluation phase were requested to complete the outcome stakeholder questionnaire. However, the programme outcomes can not be directly measured against the expectations, as it was not always the case that the same agencies responded to both questionnaires. The stakeholder data was collated and coded. If any agencies returned the questionnaire saying they had no knowledge of the programme this was noted in the report. The data was analysed and common themes relating to expectations of the programme and relating to actual programme outcomes are compared in this report for each programme.

YOUTH AT RISK DATABASE

As mentioned in the methodology of the process evaluation phase, an Access database was designed to record comprehensive information about the young people and their families on each of the programmes. It was intended that the quantitative data recorded on this database could be used in the analysis for the evaluation of the programmes. In theory this database would have been ideal as it would have reduced time spent manipulating and analysing data. However, in practice, considerable time and effort was spent training staff, rectifying

database errors and even re-entering data because of a deluge of problems relating to the database, which made the data cleaning and analysis process a prohibitive task[11].

Moreover, due to the large number of errors in the database, actually entering the data was a very time consuming and onerous task and contributed to a delay[12] in the Evaluation Team receiving up-to-date databases from some programmes. The lack of data in some areas for some programmes is due in part to the frustration of entering and re-entering data. One of the programmes eventually stopped using the Youth at Risk database (after it 'crashed') and adopted a new database for monitoring purposes (which meant some data for the outcome evaluation had to be entered by the Youth at Risk Evaluation Team themselves). In another case, a programme had to re-enter all their data (three years worth) after losing it all when the database 'crashed'. These data entry and database problems have undoubtedly had an effect on the quality of the data able to be used in this evaluation and all results should be considered in this light.

Due to the incompleteness of the data captured, evaluation staff spent much time contacting programmes to request missing information (to be accessed from hard-copy files) and completing the missing fields of information (for which hard-copy information was still held). Data that was to be used in this evaluation was then sent to programme providers for a 'sanity check' and for them to fill in any gaps, before it was analysed and presented in this report. Therefore, all programme providers have had the opportunity to ensure their evaluation data is accurate, and it can be assumed that the data used is as clean, complete and accurate as possible and conclusions drawn from it are valid.

FINANCIAL SPREADSHEETS

As mentioned in the methodology of the process evaluation section, financial spreadsheets in Excel were designed and distributed to programme providers to enable them to record programme income and expenditure (see Appendix 4 for template). In addition, programmes were asked to record the value of their 'hidden' income and expenditure. Such 'hidden' income and expenditure included the value of grants or donations received, the use of volunteers' time (estimated at $10 per hour), use of other Police members' time (estimated at $25 per hour), and use of Police goods and services (e.g., stationery, photocopying facilities, telephone expenses, etc). These 'hidden' costs were totalled to give an estimate of the value of 'donations' for each programme.

For the outcome evaluation these spreadsheets were collated every financial quarter and summarised for the period July 1998 to June 2000 to assess the cost- effectiveness of each programme over a two-year period.

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[11] In addition to the data presented in this report, there was room on the database to record information pertaining to family demographics, family structure and programme contact with the family, significant life events of the young person and what he/she does in spare time. However, as the data in these fields was extremely incomplete, this information was not presented as part of the outcome evaluation.

[12] For some programmes this was a delay of more than a year.

LIMITATIONS OF THE EVALUATION

A number of variables have impacted on the effectiveness of the evaluation of the Police Youth at Risk programmes. It is difficult to say to what extent these variables have helped or hindered the evaluation processes and outcomes, but nonetheless, they should be noted in order to highlight some of the difficulties faced during this evaluation, as well as perhaps ensuring that future Police evaluation is conducted robustly and impartially from the beginning of the evaluation process.

ESTABLISHMENT OF THE EVALUATION TEAM

The Youth at Risk Evaluation Team was established in March 1998 - approximately eight months *after* the commencement of the funding for the programmes. Substantial work had already been completed by other staff members up to this point on the evaluation framework, and many processes were already well established, including the database. In retrospect, it would have been more appropriate if the Evaluation Team had been formed at the outset of the evaluation period so as to be involved with establishing the evaluation framework from the beginning. In addition, there may have been more opportunity to discuss the extent of the evaluation requirements and make some adjustments to the quantity of data which was being sought.

ROLE OF THE EVALUATION TEAM

The use of internal evaluators (that is, those working for the same organisation as is being evaluated) is also regarded as an issue. At the time of the establishment of the Evaluation Team there were no other internal support mechanisms put in place (for example an independent National Co-ordinator position for the Youth at Risk programmes, or a project sponsor). The Evaluation Team therefore took on, by default, the roles of programme co-ordination and support, as well as evaluation. This resulted in a substantial conflict of interest for the Evaluation Team as they became deeply involved with each programme and had to deal with day-to-day issues in conjunction with, and on behalf of, each of the programmes, such as dealing with individual employment contracts and arranging conferences for in excess of 50 staff members. These types of functions should never have been part of the work of the Evaluation Team, but because no alternative infrastructure was set up within the national office, they were taken on by the Evaluation Team.

The point noted above has also had a direct effect on the length of time it has taken for this final evaluation report to be completed. There is no doubt that the requirement of the Evaluation Team to fulfill other functions hindered the progress of the evaluation work. If the Evaluation Team had not had to take on the extra non-evaluation functions, it is highly likely that the evaluation timeframes would have been adhered to much more easily[13]. Similarly, towards the end of the evaluation period, the team were required to undertake many additional tasks in the youth offending area, but not directly related to the Youth at Risk evaluation. This also resulted in delaying the completion of the final evaluation report.

It was only after the completion of the evaluation period that the co-ordination and support functions of the Evaluation Team were separated out from the evaluation functions. This occurred in the form of a National Co-ordinator position being established within the Operations Support group of the Office of the Commissioner (where other youth-related

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[13] Due to the lapse in time since the evaluation period, each Programme Coordinator was questioned regarding changes that had occurred to programme practice since this time. Therefore, an update for each programme is presented in Appendix 9.

positions are held), which has responsibility for the day-to-day management, co-ordination and support of the Youth at Risk programmes. Non-evaluation functions mentioned above are now performed by this position. Whilst there is still no national sponsor for the Youth at Risk programmes, a National Manager, Youth Services position has been established at the Office of the Commissioner which will have responsibility for all youth-related areas of work. This is encouraging news as it is assumed that this role will include the function of national sponsor for the Youth at Risk programmes.

One of the more positive aspects of using internal evaluators is that the trust and rapport between the programme providers and the Evaluation Team was easily and quickly formed – probably faster than it would have been if an external Evaluation Team were used. This certainly helped the Evaluation Team, particularly in the early phases of the evaluation when 'buy-in' to the evaluation by programme providers was imperative.

OFFENDING DATA ANALYSIS

Due to the lack of control for the time period during which offending occurred before a young person was involved with a programme, and the period for which he or she was involved with the programme, definitive conclusions regarding any reductions in offending can not be drawn. For example for a client who had committed 30 offences prior to programme involvement and 15 offences during, offending appears to have been decreased by half. However, as analysing the duration over which the 30 offences were committed was beyond the scope of this evaluation we do not know if the two periods were similar in length. That is, it is possible that the period of time clients were involved with the programme was shorter than the period of time during which they were offending prior to programme involvement. However this difference is unlikely to be as marked for those on the programme for longer periods of time, particularly if they were young when accepted on to the programme. This factor may be balanced by the age at which the majority of clients were accepted on the programmes. That is, research has shown that offending increases at all ages up to and including the age of 29 years (Maxwell & Morris, 2000); therefore clients are more likely to offend while on the programme than prior to involvement due to their being older. Another factor to consider is that offences are more likely to be detected and recorded during programme involvement because of the greater surveillance while on the programme.

LOCATION OF PROGRAMMES

Another issue which has hindered the smooth running of the evaluation is the remoteness of the Youth at Risk programme sites. This has made the dissemination of information particularly difficult at times and has made the opportunity for meeting and networking between the programmes and the Evaluation Team very limited. This has also caused major problems in the use of the Youth at Risk database and in providing upgrades to the programmes.

DATABASE

The Youth at Risk database has been one of the major problem areas for the Evaluation Team. When it was initially designed, it was done so as a 'prototype' database. This in effect meant that it was a one-off design that was not officially supported by the Police Information and Technology group. Whilst some support was received in the early stages of the evaluation from the original designer, this became extremely limited when this person changed positions within the Police and then left the Police altogether. Throughout the period of the evaluation, and to date, the database has continued to demonstrate problems.

Upgrades (and at one stage a complete redesign) were attempted, but installation at programme sites was problematic due to their remote nature. The Police have incurred extra expense as a result of the need to upgrade and redesign the database. As there was no available support from within the department to upgrade the database, an external computer consultant was contracted to complete this task.

The database problems still remain an issue for the existing Youth at Risk programmes. Apart from the obvious impact this has had on the collection of accurate data, the programme providers (and the Evaluation Team) have started to become increasingly frustrated with the database and are beginning to distrust the accuracy of the data being extracted from it.

QUANTITY OF DATA

The quantity of data provided by some of the programmes is of concern. Whilst the majority of the programmes have endeavoured to provide as much information as possible in accordance with the evaluation requirements, there are some notable gaps in information for some programmes. This has been caused by a number of factors including: lack of understanding by programme staff of evaluation requirements; lack of understanding by programme staff of the purpose of the evaluation; frustration with the database and therefore not using it for data recording; and leaving data entry until the end of the 'evaluation' year (thus missing the deadlines for the provision of data to the Evaluation Team). This also relates to the previous concern over the excessive quantity of data that was originally expected from the programmes for evaluation purposes.

SUMMARY

Many lessons have been learnt in the process of the Youth at Risk evaluation. Whilst some of the problems noted above still remain, the Police are in a much stronger, and more impartial, position now to evaluate the seven new Youth at Risk programmes. It is important that these lessons are incorporated into all future evaluative work undertaken by the Police.

PART 4: COMMUNITY-BASED PROGRAMMES

INTRODUCTION

As discussed in the literature review, community-based programmes vary considerably. Initiatives range from mentoring in a community context, to after-school recreation programmes in the community, to the comprehensive multisystemic therapy programme. The community-based programmes included in the CPYAR package all follow a similar approach whereby a case management wraparound model is used, although some also incorporate elements of the above variants. Many try to address, to some extent, each of the four main areas of influence for young people: community, family, peers, and school. The community-based approach is given much support in the literature, and programmes that are successful in addressing all four of these areas are generally deemed to be the most effective in assisting at-risk youth.

For the purpose of the CPYAR programmes, those labelled as community-based were generally programmes in which the inclusion and networking of community agencies formed a fundamental element of the programme. Eleven programmes fell within this category, each achieving this objective to a different extent. The effectiveness of each programme in meeting this and the other four Police objectives is discussed for each programme in this section.

1. MOUNT ROSKILL COMMUNITY APPROACH

In early 1994, the Wesley – Morrie Lang area located within Mount Roskill was highlighted as being an unsafe area by the media due to the high juvenile offending and junior gang affiliation rates (Worrall, 1996). Mount Roskill is a middle to low socio-economic area and the Wesley – Morrie Lang area is characterised as having a high Māori and Pacific Island population in comparison with other communities in the Mount Roskill ward (Worrall, 1996). Mount Roskill Grammar high school serves most youth in the area and, alarmingly, between 88 and 94.2 per cent of Māori and Pacific students fail their first major educational qualification of School Certificate (Worrall, 1996). With all of these factors working together, Constable Nick Tuitasi conceived and initiated a five-prong prevention strategy that included the Mount Roskill Community Approach Programme.

During a community meeting in July 1994, Tuitasi unveiled his conception to relevant agencies and stakeholders, consequently attracting the support of 35 agencies in implementing the strategy. The different facets of the inter-agency approach sought to address issues of employment, recreation and education. The Mount Roskill Community Approach programme was the lynchpin of the strategy and was the aspect of the strategy that was selected for CPYAR package funding. It is also the one surviving component today. The Mount Roskill Community Approach Trust was formed and became responsible for administering the programme, while Tuitasi took a directorship role in operating the programme.

The programme formulated broad objectives for the programme to achieve:
- To reduce the juvenile crime rate;
- To break the recidivist offending cycle;
- To decrease the incidence of future adult criminal offending;
- To minimise casual offending;
- To increase community safety;
- To develop a community policing system; and
- To prevent the children of the present youth offenders from offending.

When included in the CPYAR package for funding these objectives assimilated with those developed by the Police. These Police objectives are discussed in the methodology section, and provide a benchmark against which the programme is measured. The assessment of the achievement of these objectives is discussed below.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

A large proportion of families within the Mount Roskill area were inherently problematic, often characterised by entrenched physical and sexual abuse, drug and alcohol dependency, unemployment and poverty (Worrall, 1996). Tuitasi reasoned that the children emerging from these families lacked stability in the four major influential areas of their lives as identified in the literature (family, education, community, peer group, as discussed on page 24).

The Community Approach programme therefore targets recidivist youth offenders and their families. It aims to empower the young person's family through networking with government and community agencies employing a holistic approach and therefore does not solely focus on the individual.

Referrals are received and accepted from Police Youth Aid only, and in order to have the greatest effect within the community, the programme seeks to work with families who are "influential in terms of the spread of juvenile crime and gang affiliation" (Worrall, 1996:6).

Initially the Co-ordinator meets with the family to outline the programme and invites them to participate. It is important that at least one adult supports the programme and is proactive in helping the primary young person involved. If consent to participate is given, a Family Monitor is assigned to the family and the needs of the family are assessed (each Family Monitor had a caseload of two to three families at the conclusion of the evaluation period).

An agency forum is held to which all agencies involved with the family are invited. The aim of the forum is to co-ordinate the different services offered by the agencies to ensure accountability and progression by the family. A 'family development' evening is then held with the family when the aspirations and goals of individual family members and the issues that have created the disempowered familial environment are considered. The family consults to devise a development plan with the assistance of the Family Monitor.

The Family Monitor has regular contact with the family to assess progress and adhesion to the development plan. Programme staff also attend weekly case management meetings where all family monitors discuss the urgent needs of each family, the actions required, and the dates these need to be achieved by (for example organising with Housing New Zealand to move the family to a larger house).

The programme promotes a culturally sensitive atmosphere to ensure that services are delivered in a culturally appropriate way. All family monitors (at the conclusion of the evaluation period) were Māori and/or of Pacific origin and they make every effort to seek the most appropriate agencies that will meet the family's needs. Programme participants were predominantly of Pacific descent, with only three with Māori origins (refer Figure 1.1). At the start of the evaluation period two of the three stakeholders expected the programme to be responsive to the needs of both Māori and Pacific families. At the end of the evaluation period, all but one stakeholder[1] considered the programme to be culturally responsive to the needs of Pacific people. However only half the stakeholders considered the programme to be culturally sensitive to Māori[2].
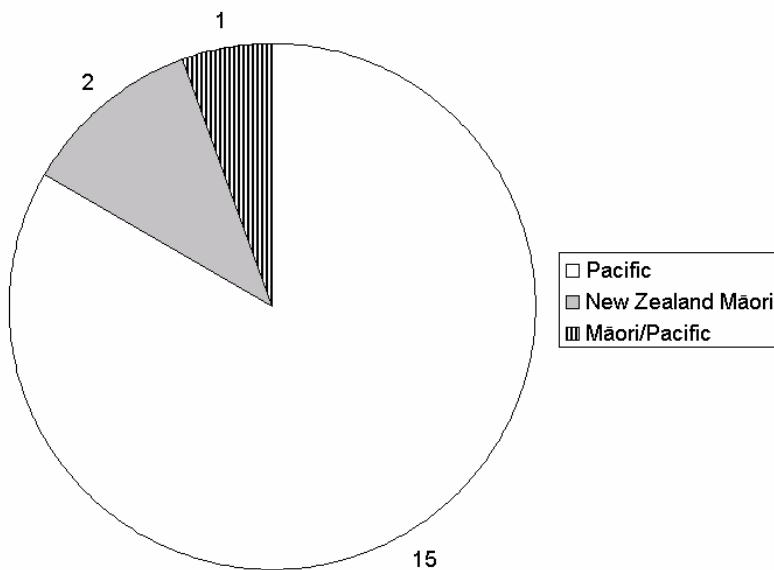
Figure 1.1: Ethnicity of Mount Roskill Community Approach Clients

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[1] One stakeholder did not provide a response.
[2] Two respondents thought the programme was culturally sensitive to Māori to a limited degree and the other two did not respond.

Only one of the 18 clients were female (6 per cent), and all differed widely in age (as depicted in Figure 1.2). While the age ranged from 10 to 19 years of age, the 18 and 19 year olds were siblings of other primary clients.
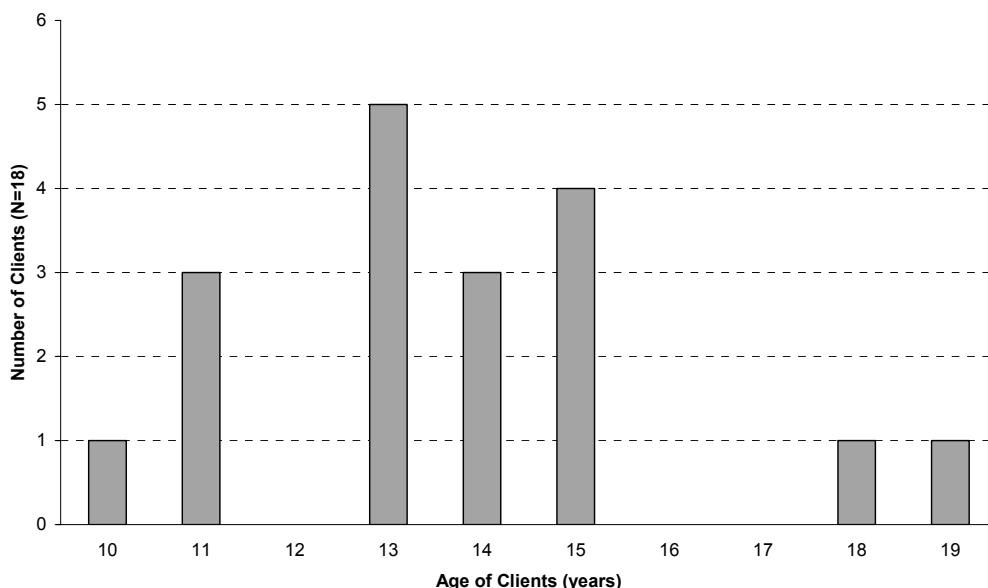
Figure 1.2: Age of Mount Roskill Community Approach Clients (at time of acceptance on to the programme)

The Mount Roskill Community Approach programme differs to many of its predecessors due to its long-term commitment to families. The programme is generally designed to take upwards of two years to complete, and in some cases can take as long as four years. This long-term commitment was not common in other programmes pre-dating the Mount Roskill Community Approach due to economic considerations, but is considered to be a strength of the programme and central to ensuring that change in the young person is permanent (Worrall, 1996). Other programmes included in the CPYAR package have attempted to adopt this strength.

A family is exited from the programme if they leave the suburb but staff attempt to match them up with a Youth at Risk programme in the new suburb if one exists. A family may also be exited from the programme if they become unwilling to meet their obligations. The family is naturally exited when the goals have been achieved, but are matched with a volunteer support family. An 'open-door' policy is promoted to encourage the family to get in contact again if necessary.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As mentioned above, once a family is accepted to the programme, a needs assessment is conducted including all members of the family. While insufficient data was provided by the majority of programmes, Mount Roskill Community Approach was one of four programmes that had at least ten clients for whom needs data was collected both at entry and exit stages of programme involvement. Of these four programmes[3] Mount Roskill Community Approach showed the greatest reduction in needs from entry to exit from the programme. The findings of the analysis of needs across all programmes is discussed at length in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

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[3] Only those with ten or more matched needs assessments can be considered to be reliable indicators of the change in need of clients. However, these differences in need should be considered only as an indication as statistical tests for significance for each programme can not be conducted.

The reasons given for the referral of clients provides an indication of the needs presented by Mount Roskill Community Approach clients. As some of the clients were on the programme when the programme was included in the CPYAR package, referral reasons were not collected for these clients[4] meaning that referral reasons were recorded for only eight of the 18 clients included in this evaluation. For these eight clients, an average of nearly ten reasons were recorded per client (as depicted in Figure 1.3). Reasons pertaining to education and social presentation featured the most frequently, with having come to Police attention cited for all but one of the clients for whom reasons were recorded. Having negative peer influences also featured highly, again cited for all but one client.
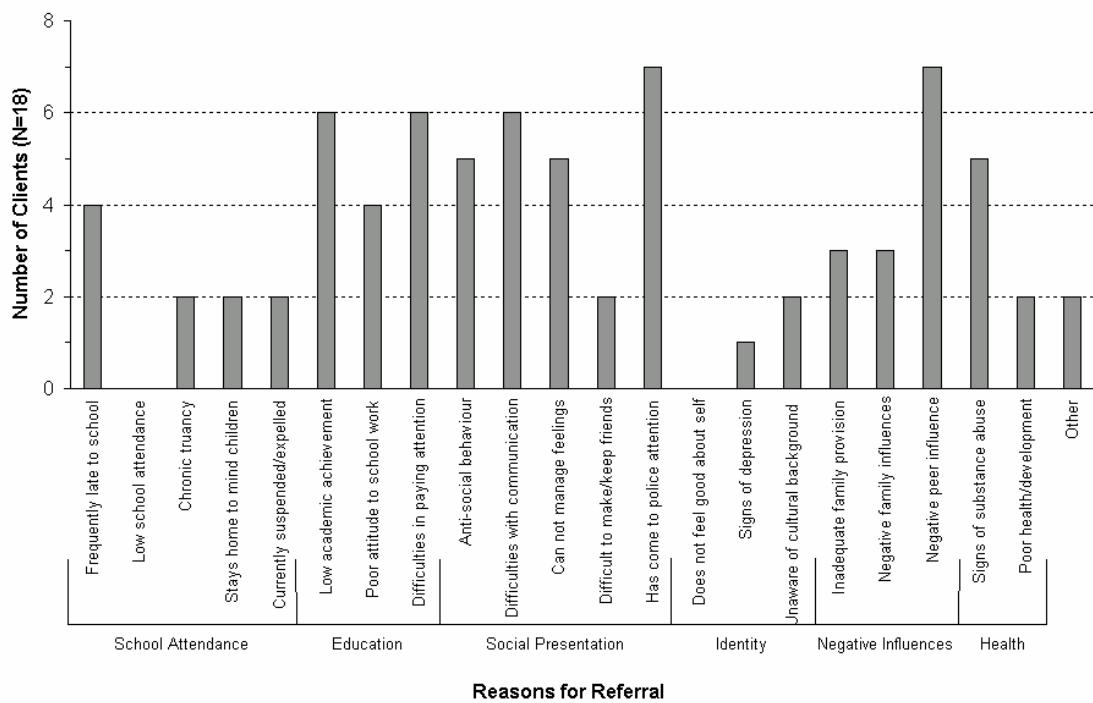
Figure 1.3: Reasons for Referral to Mount Roskill Community Approach

Again possibly due to clients having already commenced with the programme, few of the goals which provide the foundation for the support plan, were recorded on the database. The goals recorded represented 12 individual youth at an average of over six goals per client[5]. A 38 per cent success rate was recorded for the achievement of goals.

The amount of contact which the programme maintained with the client varied between individuals with the majority of clients receiving between fortnightly and weekly contact (55 per cent), and a further 33 per cent receiving more than this amount[6] (as depicted in Figure 1.4). Given that the amounts recorded may be understated, this is particularly impressive given that no clients included in this evaluation were formally exited from the programme prior to the conclusion of the evaluation period. Across the 18 clients involved with the programme, the average number of contacts per client was 88 (a total of 1,577 contacts were made with clients by the programme) across the average of 91 weeks on the programme (see Figure 1.5). Five clients joined the programme in 1996, all but one of whom received at least fortnightly contact over the duration of their involvement with the programme.

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[4] As the collection of referral reasons was introduced as part of the evaluation of the CPYAR package.
[5] Family goals were only recorded for two clients, although this represents the family of six participants.
[6] The remaining 12 per cent received less than fortnightly contact on average.
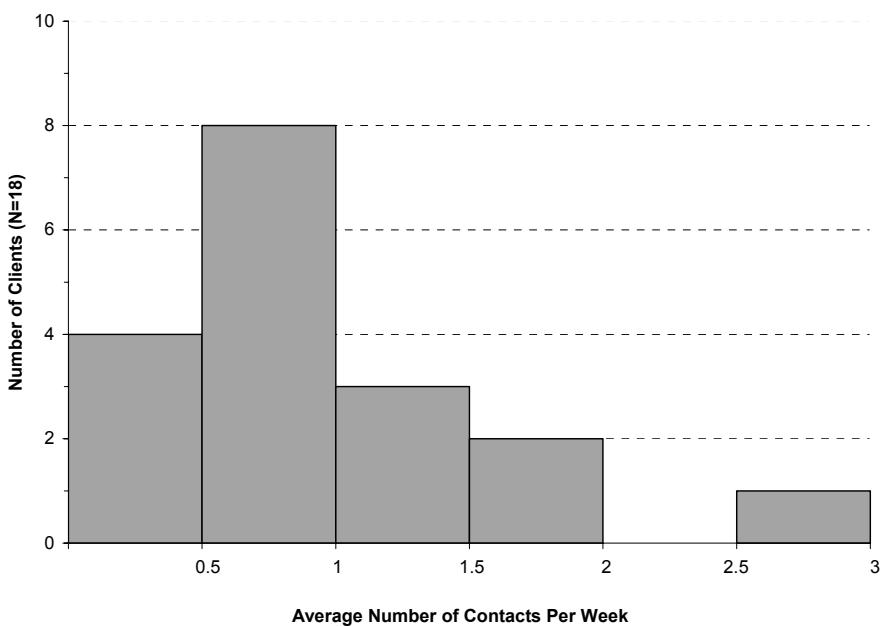
Figure 1.4: Average Weekly Contact Between Mount Roskill Community Approach and Clients
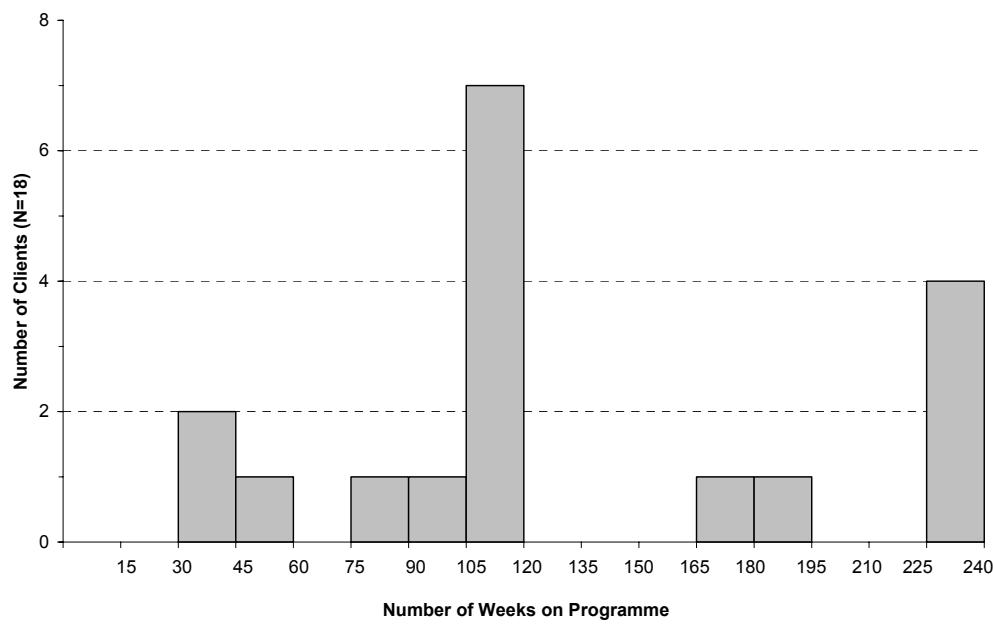
Figure 1.5: Length of Time on Mount Roskill Community Approach

The programme also addresses fundamental family issues by assisting in arranging training and parenting courses, accommodation, schooling and employment for most families. It also refers family members to relevant agencies and programmes for drug, alcohol and psychological problems (comparative summary tables of these services are provided below). The Trust can also offer financial support to alleviate stress on the family when required. This amount is often a subsidised amount and is always reimbursed by the family at an affordable rate when they are able.

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients		✓	
Arranges accommodation for clients/families	✓		
Arranges schooling for clients	✓		
Rewards positive behaviour (for example, movies)	✓		
Arranges mentors for clients			✓
Conducts camps for clients			✓*
Arranges/assists with employment for clients/families	✓		
Arranges inclusion in training courses for clients	✓		
Arranges inclusion in parenting courses for parents	✓		
Refers to other agencies	✓		

* *the programme does send clients to camps run by other organisations*

In addition the programme refers to the following specialist services:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents	✓		
Drug and alcohol programmes to young people	✓		
Psychological treatment to parents	✓		
Psychological treatment to young people	✓		

A Homework Centre is also offered where primary and intermediate school aged youth can further their learning on a variety of subjects including computer skills from volunteer university students (Worrall, 2001). Parents are also encouraged to attend this centre once a week to learn, at their own pace, a range of skills including language, budgeting and computer literacy (Worrall, 2001). This not only gives attendees the opportunity to further their learning in such areas, but enables them to meet other parents while their children are at school (Worrall, 2001).

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

The 12 clients (67 per cent of clients on programme) recorded to have offended prior to being accepted on to the programme committed an average of nearly eight offences each[7]. Twelve clients also offended while they were involved with the programme (although not necessarily the same clients), committing a total of 85 offences between them (an average of seven per offending client) as depicted in Figure 1.6. Therefore, a high level of offending continued while youth were involved with the programme, although the types of offences committed changed. Whereas burglary related and minor violent offences were the most predominant offences committed prior to programme involvement, relatively few of these types of offences were committed during involvement. Instead, car theft and other dishonesty offences were the most predominant. However, interestingly, while some clients

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[7] Based on a total of 109 offences. Offences were not recorded for four clients prior to or during their involvement with the programme.

committed substantially fewer offences during programme involvement, a third of clients committed more, two of whom committed substantially more[8].

The mixed effects of the programme on offending is not surprising given the target group of the programme. It was noted by Tuitasi himself in Worrall's evaluation (2001:41), that "families seemed more intractable in terms of their ability and willingness to change their lifestyles" than when the programme began. In fact Senior Constable Tuitasi recognised that given the clients the programme sought to serve, "the programme now realistically expected some re-offending to occur, as by the time the young people came on to the programme, they were well into an offending lifestyle" (Worrall, 2001:41). Community agencies interviewed in Worrall's evaluation mirrored this perspective with suggestions that younger, less intractable youth could possibly be targeted for more effective results.
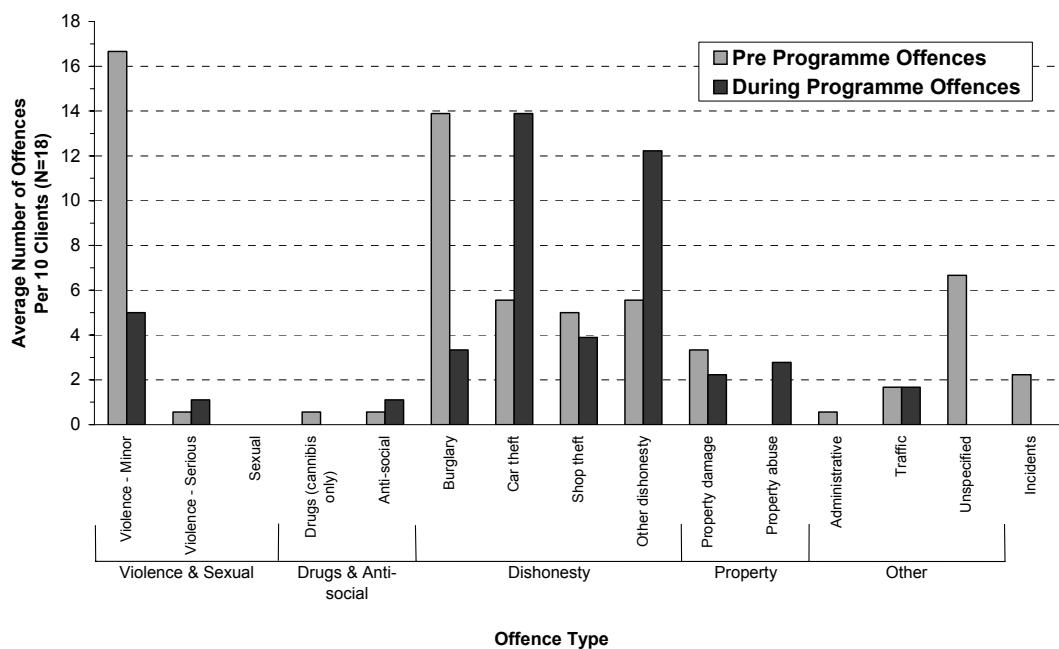
Figure 1.6: Type of Offences Committed Prior To, and During Mount Roskill Community Approach Participation

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[8] One client for whom no offences were recorded as committed prior to programme involvement committed 13 during, while the other committed one offence prior to, and 19 during programme involvement. These clients were on the programme for long periods of time, 171 and 193 weeks respectively.

Prior to programme involvement, 42 per cent of the offences committed were categorised as being of medium seriousness (refer Figure 1.7). During programme involvement this percentage decreased to 32 per cent, however two medium/maximum offences[9] were committed. Aside from these two offences, the seriousness of offences did decrease in the second time period, as 33 per cent of offences prior to involvement were categorised as minimum, compared with 65 per cent during involvement, as depicted in Figure 1.7.
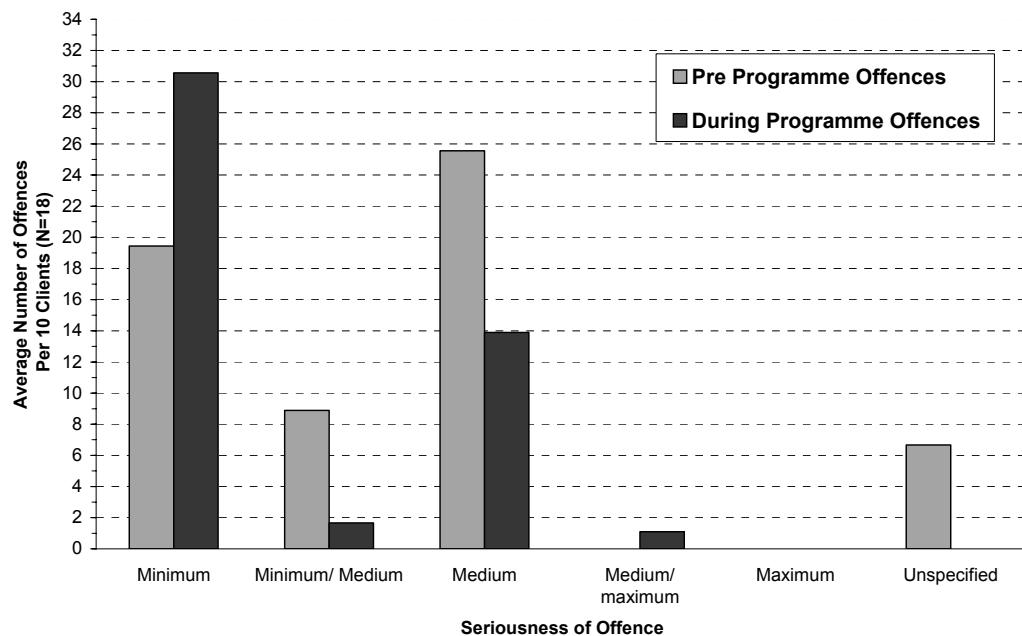
Figure 1.7: Seriousness of Offences Committed Prior To, and During Mount Roskill Community Approach Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

A key internal stakeholder of the programme is the Mount Roskill Police Youth Aid Section and as expected, 83 per cent of referrals came from this source (as depicted in Figure 1.8). The remaining three clients came to the programme's attention through a sibling on the programme.
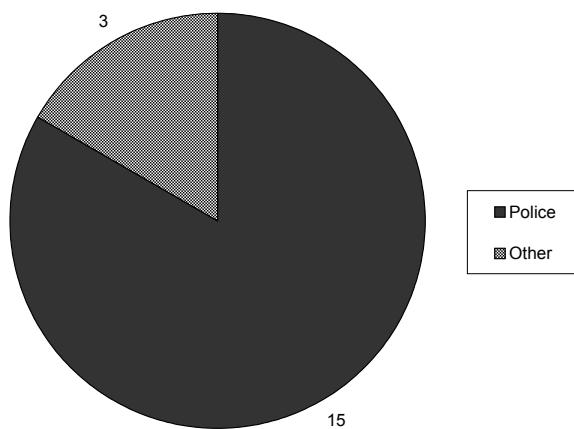
Figure 1.8: Sources of Referral for Mount Roskill Community Approach Clients

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[9] A robbery, and wounding with intent. These offences were committed by two different individuals.

In terms of external stakeholders of the Mount Roskill Community Approach programme, Worrall's 1996 evaluation of the programme found that a great sense of community ownership was felt for the programme, and that it "was seen as a community response to a community problem" (Worrall, 2001:16). The initial level of community consultation that took place, and the recognition of the importance of this by Tuitasi is seen as an essential strength of the programme (Worrall, 2001).

Further to Worrall's evaluation in 1996, one component of this evaluation was to send stakeholders of the Mount Roskill Community Approach programme a questionnaire asking for their expectations of the programme. This was sent to 13 stakeholders at the start of the evaluation period. Three schools (however two of these had no knowledge of the programme and one did not want to be involved with the programme), two government agencies and one community agency returned the questionnaire. At the outcome stage of the evaluation of the Mount Roskill programme, 15 key stakeholders were contacted and asked about their perceptions of the effectiveness of the programme. Eight stakeholders completed and returned the questionnaire[10].

Stakeholder expectations were that the programme would complement youth work already present in the community and co-ordinate different agencies to assist the young people and their families. According to stakeholders questioned at the end of the evaluation period, these expectations were met. Furthermore, the positive outcomes of improving relationships between Police, schools, young people, their families, and the community and providing positive options for young people and their families that were expected of the programme were met. At the start of the evaluation period stakeholders suggestions for ensuring the success of the programme were that it should develop positive inter-agency relationships and more intervention with the family, which from the above comments, appears to have been achieved.

The only negative outcome of the programme that stakeholders perceived was the potential for the families to become dependent on the programme. In general the community appears very supportive of the Mount Roskill programme and has respect for the hard working and focussed programme staff. Suggestions for programme improvements were to have continued support from the community and continued funding, and in order to further increase community understanding of the service the programme provides for programme staff to provide training for outside agencies.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

The Mount Roskill programme received $90,000 from Police and a further $7,366 from other sources each year of the evaluation period rendering a total of $97,366 income per year (which is higher than the average income across programmes of $73,461)[11]. Mount Roskill received funding from other agencies including: Safer Streets Trust, Police Guild, Roadsafe Auckland, Internal Affairs, Mount Roskill Community Board, Rotary, Work and Income New Zealand, Child, Youth and Families (CYF[12]), Probus, and Lions Foundation.

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[10] This included four community agencies, three schools and one government organisation.
[11] Refer to the cost benefit section in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.
[12] For convenience Child, Youth and Families will be referred to as CYF despite having previously had various other names (as they had during the evaluation period).

The average total expenditure across all programmes was $65,911 per year, whereas for the Mount Roskill programme it was $99,987 per year. In addition to this a total of $74,660 was donated (in terms of time and resources) each year, which covered 43 per cent of the total costs. Eighty nine percent of the Mount Roskill Community Approach programme's total expenditure was on staff costs. At the end of the evaluation period, the staff costs covered the employment of three staff members: a Project Co-ordinator and two Family Monitors.

During the evaluation period the Project Co-ordinator position supervised the Family Monitors, often facilitating case management meetings with the Programme Manager. This position also maintained a small caseload of families. This employee has ten years of missionary work experience. Both Family Monitors worked directly with the participating youth and their families, and were involved in undertaking the needs assessment, developing a support plan for both the youth and other individual family members, and meeting regularly with family members to monitor progress. Both Monitors liased closely with various community agencies, referring clients to the relevant groups and monitoring the ensuing relationship. Each position had a caseload of two to three families. One Family Monitor has a Bachelor of Arts in Psychology and Sociology and five years with the Corrections Probation Service. The other Family Monitor has a Diploma in Social Work and over 20 years experience in this field of work.

In addition to the three positions mentioned above, the Mount Roskill Community Approach programme also had two sworn staff on its team: a Programme Director and Programme Manager. These staff costs were covered by the Police and the costs are included as part of the donated time and resources. The Programme Director oversaw the programme and was particularly involved with programme management, forward planning, and the development of new initiatives (Worrall, 2001). Alongside the Programme Manager, the Director was also responsible for seeking funding for the programme (Worrall, 2001). This staff member joined the Police in 1981 and has been devoted to working with youth in Mount Roskill since 1991. The Programme Manager was responsible for the general day to day running of the programme, facilitated case management meetings with other staff, sought funding alongside the Programme Director, oversaw the administrative component of the programme, and maintained the networks within the community through frequent liaison. This staff member joined the Police in 1992 and has worked on Youth Development Programmes in both Gisborne and Mount Roskill since January 1998.

Additional part-time staff worked with the programme but were paid by Work and Income New Zealand (WINZ) under a work scheme. These employees provided administrative support, assistance regarding the co-ordination of community groups, and supervision for the Homework Centre.

The Trust also paid for staff to receive monthly external supervision and supported the professional development of staff. Professional training that staff has undertaken have included:
▪ Certificate in Child Protection Studies (Institute of Child Protection Studies);
▪ Computer/internet courses provided by Community Education;
▪ Strengths-Based course (James Family Trust);
▪ Neglect, Abuse and Trauma (Human Development and Training Institute);
▪ Public Speaking (Toastmasters); and
▪ Youth from Refugee Backgrounds (Auckland District Health Board).

Over the period July 1998 to June 2000, the Mount Roskill Community Approach programme worked with 18 young people, at an average expenditure per client of $5,555 per year. This figure is about twice the average expenditure per client across all programmes but is likely to be due to the nature of the young people on the programme and hence the intensive intervention with the families that is required. The programme had a total of 1,577 contacts

with their young people over the specified time period, which calculates to an average expenditure of $127 per contact (which is only just above the average across programmes of $117). Interestingly the number of the total number of weeks spent with clients was 1,636 (which is under the average of 1,737) which is due to the lower number of clients on the programme. However, it would be expected that this figure would be higher due to their being on the programme for such a long period of time. Consequently the expenditure for each week a client was on the programme is higher than the average of $88, at $122.

The Mount Roskill programme is based on the community-based model, as its name suggests. This model aims to assist young people to lead a more positive lifestyle by working with their family, school, peers and community. There are a number of tenets to the Mount Roskill programme that illustrate their use of this model. For example, as mentioned earlier, the programme utilises a case management approach in the development plans of clients and their families. The programme also runs a Homework Centre, and arranges training courses for clients and their families in an effort to provide a holistic service.

In addition to utilising a model that is strongly supported by the literature, the Mount Roskill programme suggests the following factors are necessary to ensure success of a programme:

- good vision - to raise the standards of living so that we lower the crime rate;
- good staff - people who believe in the vision;
- good support - from management[13];
- good work practices - always focusing on what you are trying to achieve; and
- good supervisor - who constantly asks if what you are doing is beneficial to the families/to the integrity of the project/value for money (e.g, utilises resources/skills of staff in the right roles).

SUMMARY

The Mount Roskill project differs from many of the other youth at risk programmes of the CPYAR package due to its establishment long before inclusion in the package. It has therefore served to be a model for many other programmes around New Zealand, and in particular, for several of the CPYAR programmes included in this evaluation.

The programme adopted the wraparound model where programme staff work with the entire family of a primary targeted youth. The participants were predominantly Pacific youth between the ages of 10 and 15 years and serious recidivist offenders. A central requirement of the programme is that at least one adult member of the youth's family be supportive of the programme and the young person's involvement, and the young person must be willing to meet the obligations presented to them on entry to the programme.

An extensive attempt to build the supportive capacity of the families of the young people involved with the programme is made through the provision of a variety of services. Firstly the programme refers members of the family to relevant community services and arranges accommodation and schooling where necessary, but also provides a homework centre that is available to parents in the day to learn a variety of subjects. In addition, the Trust is in a position to provide financial support when necessary to be reimbursed at a later date.

The intensive amount of contact offered to clients and their families further builds the supportive capacity of the young people and their families with 88 per cent of participants

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[13] During the evaluation period, the Mount Roskill Community Approach programme received tremendous support from the Police District Commander and from their Area Controller (Western Area). Both the Programme Director and Programme Manager (sworn positions) had the freedom to dedicate their working lives to the programme, rather than be called away to do general policing duties.

receiving at least fortnightly contact over considerable periods of time – up to four years for some clients.

A high level of offending, particularly minor offending continued to occur whilst participants were involved with the programme, with mixed results for different clients. While the time periods of prior to and during programme participation were not necessarily comparable, slightly fewer offences were committed in the latter time period and the majority of these were of slightly lesser seriousness than those committed prior to involvement. However, given the level of recidivism in these clients prior to programme participation, it is not surprising that the young people seem to be intractable in their delinquent behaviour. The long period of involvement with the programme that Mount Roskill provide may be necessary to affect the entrenched patterns of offending behaviour. Therefore, Mount Roskill Community Approach was partly successful in reducing offending by the young people participating on the programme.

However, the needs analysis discussed later in this document found that those clients with higher levels of need initially, also showed a substantial improvement over the duration of the programme. This would therefore indicate that while many of these clients continued to offend, the programme may still be effective, particularly in the long-term. That is, gains were still being achieved with these young people indicating that delinquent behaviour may have the potential to be changed, albeit after a considerable period of time.

All young people were referred to the programme by the Youth Aid Section, only one of the agencies with whom the programme has a close relationship. In her 1996 evaluation, Worrall found that a strong sense of community ownership was felt for the programme. The responses to the stakeholder questionnaires distributed by this evaluation indicated that this was still the case four years on. The only negative outcome that was raised by the stakeholders was the possible dependency created in the families on the programme – possibly the only side effect of such an intensive case management approach.

Undoubtedly due to the intensive nature of the programme, the Mount Roskill Community Approach programme was above the average overall programme cost to implement, and had a higher than average cost per week. However, the cost per client was only slightly above the average across all CPYAR programmes.

The Mount Roskill Community Approach programme is considered to be particularly demonstrative of the fundamental principles of the community-based approach of addressing youth at risk of offending, described earlier in the literature review. This is due to the staff's commitment to involving the entire community in programme implementation, and in addressing in totality the underlying factors for the problem behaviour of participating youth. Given that the cost of the intensive level of contact was only slightly above the average across all programmes, and that three of the first four objectives were successfully met, the Mount Roskill Community Approach is considered to be an example of the demonstration of the movement of Police resources into proactive policing.

FINDINGS

The findings that arose from the evaluation of the period July 1997 to June 2000 for Mount Roskill Community Approach were as follows:

1. Although there were some Māori clients on the programme, half of the responding stakeholders believed that the programme could improve its service delivery to Māori. This is an area of programme practice that warrants closer consideration by programme staff.

2. TE TAURIKURA

The Te Taurikura programme is based in Kaikohe and was initiated in 1998 after the area had been identified as one of the five 'hot spot' areas of New Zealand. The programme objectives were set as follows:
- To reduce the juvenile crime rate;
- To break the recidivist offending cycle;
- To decrease future adult criminal offending;
- To minimise casual offending;
- To increase community safety;
- To develop an appropriate and effective community policing system; and
- To provide an environment for youth and their families to encourage change.

These objectives serve to meet the Police objectives as discussed below. These Police objectives are detailed at the start of this document and are which each of the programmes are measured against.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

Identified as one of the 'hot spot' areas of New Zealand in respect to the prevalence of youth at risk of offending, Kaikohe had high rates of family violence, behavioural problems, mental health difficulties, alcohol and drug abuse, unemployment, crime, truancy, and overall educational underachievement (Rickard, 1997). An extremely high proportion of the Kaikohe population identify themselves as Māori so it is therefore not surprising that the overwhelming majority of participants (94 per cent) on the Te Taurikura programme were New Zealand Māori. Only 2 of the 52 clients did not identify as Māori (as depicted in Figure 2.1 below).
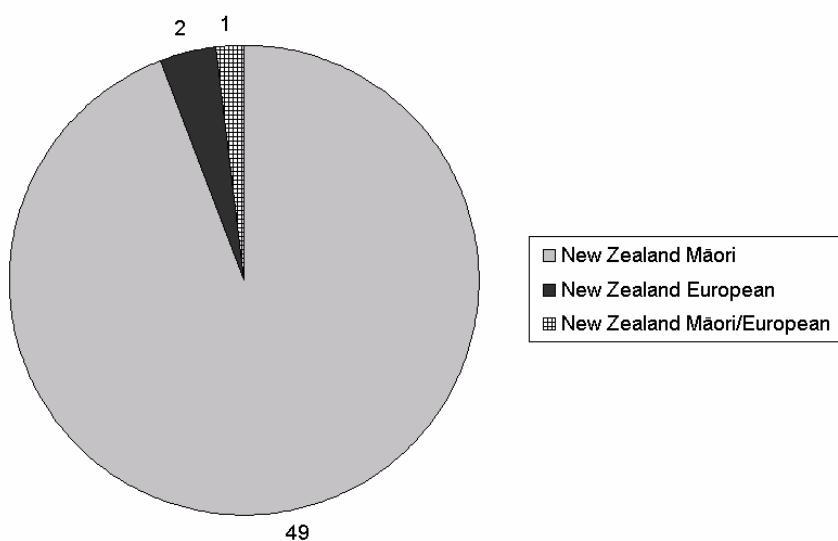
Figure 2.1: Ethnicity of Te Taurikura Clients

The over-representation of Māori in national criminal statistics and the severe lack of employment opportunities for youth in Kaikohe contribute to the disadvantage experienced by young people in the area. For example, in his original funding proposal, Viv Rickard (1997) stated that a recent school assessment suggested that approximately 50 per cent of families were unemployed. While gang dominance has decreased since this time, Kaikohe

has a colourful gang history and in 1997 was home to numerous street youth gangs as well as a base for the Black Power, Mongrel Mob, and Tribesmen national gangs (Rickard, 1997).

For the above reasons a Youth at Risk programme was initiated in the area in 1998. The programme adopted a community-based wraparound model, which was modified to meet the needs of iwi and the larger Kaikohe community. As the majority of clients were Māori, one major aspect of Te Taurikura was the emphasis on cultural identity, knowledge and heritage. The programme attempted to help in the young person's awareness and appreciation of the importance of being Māori. Each meeting was opened with karakia (prayer), and kaumatua, kuia, and other whānau of the young person were involved in all aspects of programme participation. As part of each young person's involvement with the programme, a journey taking in local maraes and other places and events of cultural significance was made, and genealogy or whakapapa was researched.

Prior to programme operation, stakeholders of Te Taurikura were asked whether they expected the programme to deliver a service suitable for Māori and Pacific young people. All respondents of this questionnaire believed the programme would be sensitive to the needs of Māori, however due to a low Pacific population in Kaikohe it was expected that the programme would not be focussing on Pacific young people. At the end of the evaluation period agencies commented that the programme was sensitive to the needs of Māori, and two agencies indicated it would be suitable for Pacific young people also[1].

The programme aimed to focus largely on intermediate aged youth (9 to 11 year olds) in an attempt to prevent them from becoming offenders in later years. However, in practice this was clearly not the case. As depicted in Figure 2.2, the majority of clients were of high school age. Three of the participants under 10 years of age were siblings of one primary identified young person. The majority of clients were male (85 per cent of clientele).
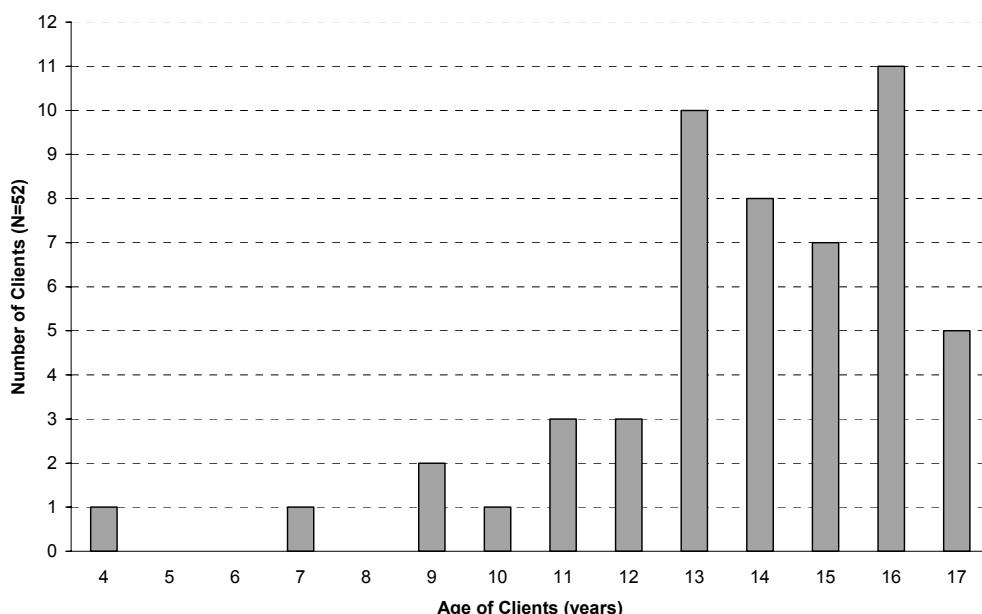
Figure 2.2: Age of Te Taurikura Clients (at time of acceptance on to the programme)

Made up of two major components, the primary focus of the programme is a community-based project targeting recidivist youth offenders. Once a youth is identified as requiring intervention, his or her whānau are approached, and if consent is obtained an assessment of needs is undertaken. A plan is consequently developed for the youth and his or her family

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[1] However, two respondents did not respond to this question, and a further one did not feel able to comment.

through consultation with various Police and community groups that focuses on building strengths and overcoming weaknesses that address the client's environment.

The second component is an alternative action programme for minor offenders that focuses on behavioural consequences. Oho Ake (meaning Wake up!) targets minor offenders who are too young to have their offending addressed by the Youth Justice system. Therefore the majority of youth on this component of the programme are under 14 years of age. Oho Ake seeks to provide the opportunity for young people and their whānau to focus on the consequences of their offending rather than the offending itself by holding the youth accountable and challenging the whānau to be responsible for his or her actions. It also aims to 'awaken' the mind as to the more serious consequences that the young person may face if he or she continues to offend. For example, the programme includes a practical and broader look at undertaking community service tasks, meeting and satisfying victims' needs in an attempt 'to put things right', learning life skills, and visiting institutions such as Police Stations, prisons, correction centres, and courts. Oho Ake is offered at least once a school term and comprises of approximately fifty hours. On completion of the programme, the file is returned to Youth Aid. However, programme staff maintain contact with the young person and his or her family on a regular basis to ensure that the young person knows that there is support outside his or her family if needed.

An additional component of the programme that was developed in the final year of the evaluation period is E Tipu e Rea, an educational adventure programme where youth camp away from home. The intention of E Tipu e Rea is to offer youth not yet offending but considered to be at risk of becoming offenders new experiences that will encourage them to make positive lifestyle choices. The name E Tipu e Rea is derived from a well-known Māori proverb, the philosophy of which is to encourage Māori people to explore the world, to gain knowledge, to take opportunities as they arise, and to maintain a unique Māori identity. E Tipu e Rea was introduced in an effort to address the attitude among local youth that "the bad kids", that is, youth at risk, get all the good things. This attitude has encouraged some youth to commit crime in order to be recognised as at risk to facilitate referral to the programme. Some of these young people on E Tipu e Rea are consequently moved into other components of the Te Taurikura programme as necessary.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

The youth on the Te Taurikura programme were referred for a variety of reasons. Overall, a total of 376 reasons were cited for referral – an average of about seven[2] per client (as depicted by Figure 2.3). Not surprisingly given the high number of Youth Aid Section referrals, 75 per cent of participants were referred due to having come to Police attention. Reasons were spread fairly evenly between the six different categories.
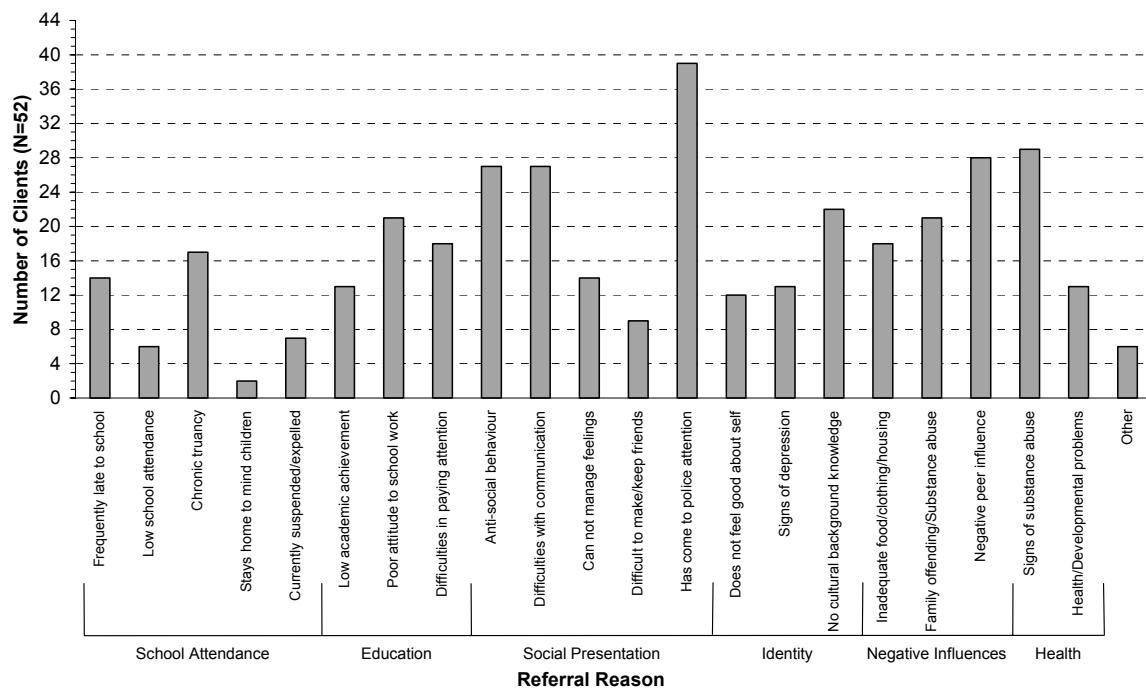
Figure 2.3: Reasons for Referral to Te Taurikura

These referral reasons are taken into consideration when a needs assessment of the youth and his or her whānau is conducted. The programme records these needs, and a plan is formulated to address them. Unfortunately only a small percentage of the total number of needs were recorded on the database by most programmes including Te Taurikura. The minimal numbers preclude any meaningful analysis by individual programmes being presented. Instead, the results of analysis of the needs across all programmes are discussed across all programmes in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

The plan determines relevant goals for both the individual youth and his or her whānau, which are also recorded by the programme. Again, many programmes did not record many of these assessments on the database. In the case of Te Taurikura, a considerable amount of data was lost when towards the end of the evaluation period the database 'crashed' resulting in a substantial amount of data having to be re-entered into the system. Therefore, goals have only been recorded for 4 clients, consisting of 33 goals for youth and 4 goals set for their families. While obviously incomplete, this information is useful in showing the extent of the number of goals set for each client. On average just under 10 goals were recorded as being set for each client, with the maximum over these 4 clients totalling 16 across the 4 different areas (client short-term and long-term goals and family short-term and long-term goals).

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[2] Out of a possible 22 reasons including 'other'.

Once the needs assessment has been completed and the support plan has been determined, it is intended that the Family Monitor will implement, support and monitor the plan through twice weekly meetings with the family. Appropriate community resources will also be arranged as indicated in the comparative summary boxes below.

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients	✓		
Arranges accommodation for clients/families		✓*	
Arranges schooling for clients		✓*	
Rewards positive behaviour (for example, movies)	✓		
Arranges mentors for clients	✓		
Conducts camps for clients	✓		
Arranges/assists with employment for clients/families	✓		
Arranges inclusion in training courses for clients	✓		
Arranges inclusion in parenting courses for parents	✓		
Refers to other agencies	✓		

* in conjunction with CYF and education staff/schools*

In addition, Te Taurikura provides and refers the following specialist services:

		Usually	Sometimes	Rarely
Drug and alcohol programmes to parents	Refers and Provides	✓		
Drug and alcohol programmes to young people	Refers and Provides	✓*		
Psychological treatment to parents	Refers	✓		
Psychological treatment to young people	Refers	✓		

in conjunction with Youth Education Services and Kaikohe Community Youth Club

The support plan is developed based on a two to three year period of programme involvement with the young person, and will continue to completion unless the family withdraws from the programme or leaves the area. Contact with the young person is reduced to once a month once the goals of the plan are met, however the programme continues to ensure the appropriate agencies are still in contact with the youth and his or her family.

It is highly likely that as a result of the database problems discussed above, the contact section of the database does not accurately reflect the actual amount of contact. Client contact is likely to be the body of data that suffered the most as a result of the database crashing as it is the most sizeable of all information to input. As Figure 2.4 depicts, the database indicates that 41 of the 52 clients (79 per cent) had contact less than fortnightly. Forty of these clients had less than ten contacts recorded, an unlikely amount given the length of time many of these youth were involved with the programme. Across all clients the average number of contacts was 14 per client (from a total of 716 contacts made with clients by the programme) over an average of 49 weeks on the programme. With the exception of two youth, only those clients who joined the programme in the last month of the evaluation period were shown to have an extensive amount of contact (n=6).
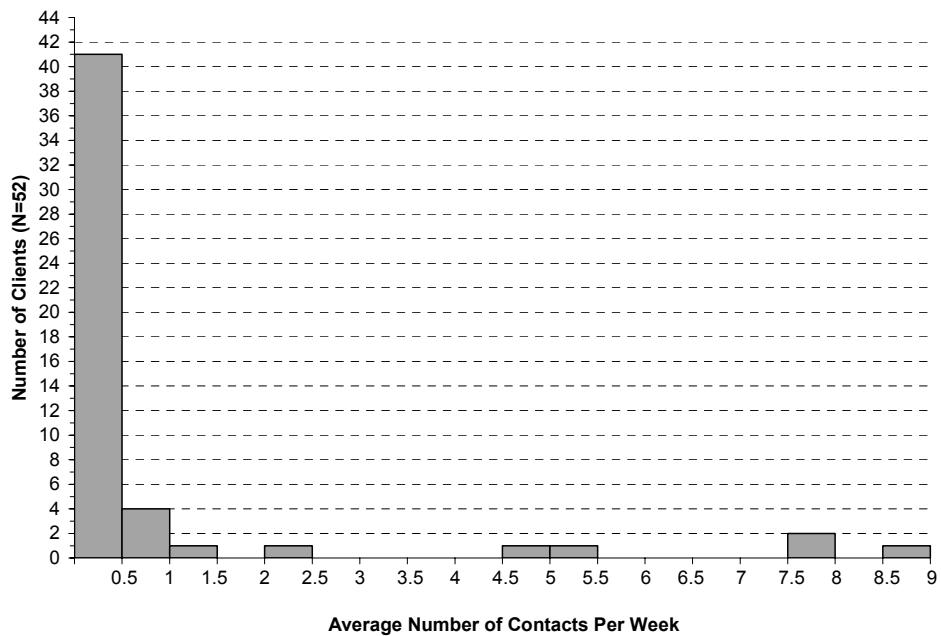
Figure 2.4: Average Weekly Contact Between Te Taurikura and Clients

As none of the clients involved with Te Taurikura during the evaluation period were formally exited prior to 30 June 2000, a wide spread of length of time spent on the programme is depicted in Figure 2.5. The gaps between 75 and 90, 45 and 60, and 15 and 30 weeks indicate that there were long periods in which no clients were accepted on to the programme. Given the sizeable workload for the two staff involved with the direct contact with families, these lulls are not surprising.
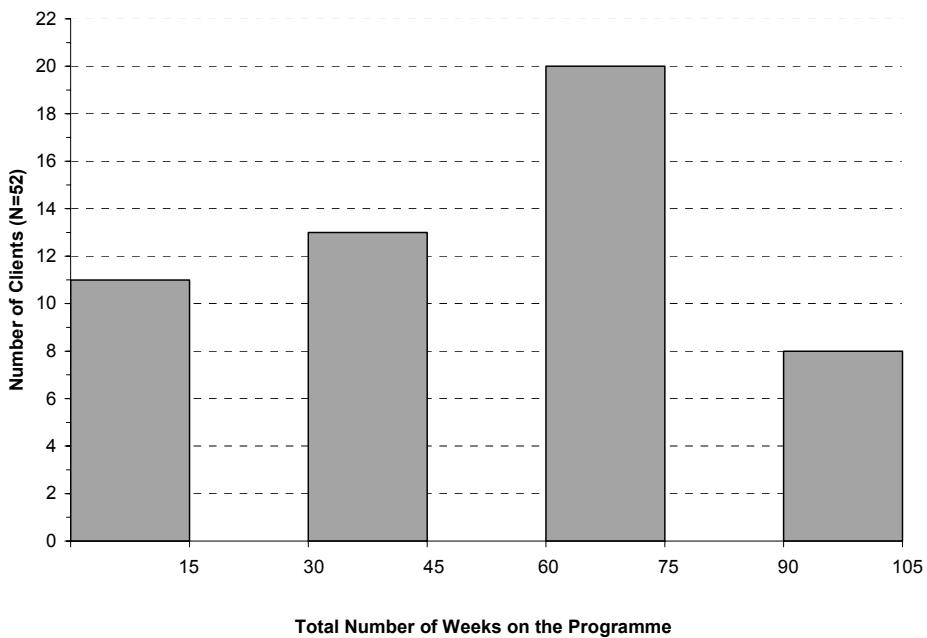
Figure 2.5: Length of Time on Te Taurikura

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

It is possible that as an additional repercussion to the database problems discussed above, the offending depicted in Figure 2.6 is also understated. A total of 102 offences prior to joining the programme were recorded, compared with a total of 16 during programme participation.

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not directly comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

While keeping these factors in mind, substantially fewer offences were committed during involvement with the programme than prior to participation. Furthermore while 46 per cent of participants offended prior to programme participation, only 6 per cent offended during participation. Although the time periods are not comparable, 16 offences over a collective 2,551 weeks is minimal. In keeping with a general national trend in youth crime, the majority of offences both before and during participation, were dishonesty related offences (mostly shoplifting), although some crime was committed in most other offence group areas prior to involvement with the programme (except for sexual and administration).
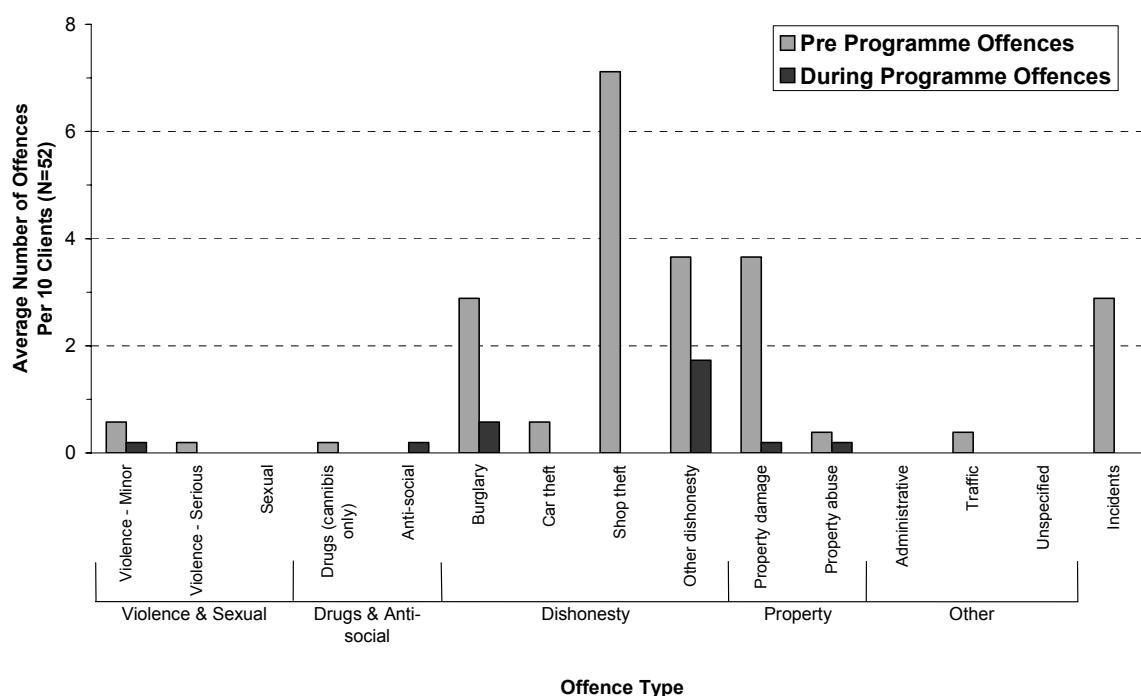
Figure 2.6: Type of Offences Committed Prior To, and During Te Taurikura Participation

There was a very slight trend to less serious offences being committed while youth were involved with the programme (as depicted in Figure 2.7). That is, of offences committed prior to participation on the programme, 4 per cent and 17 per cent were categorised as medium/maximum and medium respectively. Of the offences committed during programme participation, 17 per cent were categorised as of medium seriousness and none were categorised as medium/maximum.
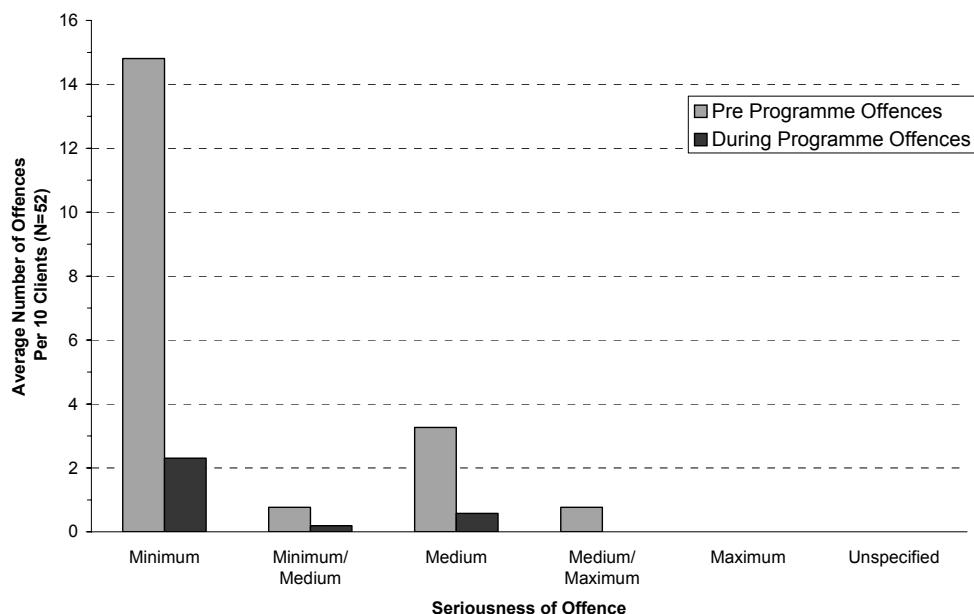
Figure 2.7: Seriousness of Offences Committed Prior To, and During Te Taurikura Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

A key stakeholder of Te Taurikura is the local Police. Integral to the success of Police Youth at Risk programmes is the support they receive from the Police in their area. In total 85 per cent of referrals of young people were received from the Police, as depicted in Figure 2.8. Most of these Police referrals were likely to be from the Kaikohe Youth Aid Section. This high percentage reflects a good working relationship between staff of the Youth at Risk programme and the Youth Aid Section. The eight referrals that are termed 'other' were largely unspecified but at least two were family referrals.
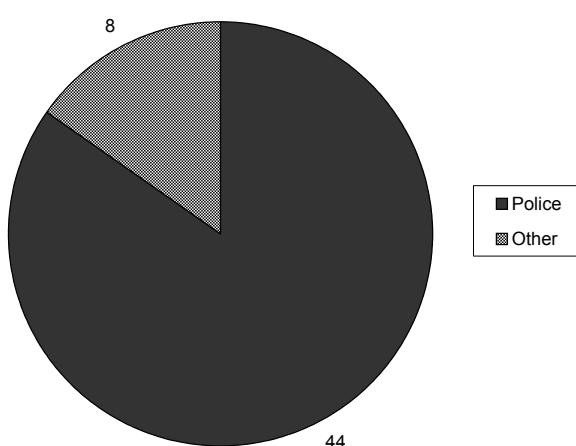
Figure 2.8: Sources of Referral for Te Taurikura Clients

A number of external stakeholders also have a lot of influence on the success of Te Taurikura. As part of the evaluation, 13 key stakeholders were contacted in 1998 and asked about their expectations of the Te Taurikura programme. Seven of these agencies[3] returned the questionnaire, however two indicated that they had no knowledge of the programme. Again at the end of the evaluation period in 2000, 11 agencies were sent a questionnaire about outcomes of the programme. Five of these agencies responded to the stakeholder evaluation questionnaire[4].

Key expectations of the responding agencies were that the programme would provide support for the young people and their families and encourage a more positive relationship between young people and Police. The respondents also indicated the programme would have benefits for their own agencies in that it would reduce truancy and support interagency co-ordination. At the end of the evaluation, all stakeholders gave positive comments on the programme. Key themes were that the programme staff provided a lot of support to young people and their families, to their agency and they provided an opportunity for networking between communities, schools and families, which was largely consistent with stakeholder expectations at the implementation of the programme.

Possible negative outcomes the agencies could foresee at the inception of the programme were that the families may feel targeted, only a few families would be able to be involved (due to financial restrictions), and that some young people may be disappointed if not invited to participate. In response to the outcome evaluation questionnaire, the only negative comment the respondents made about the programme was that there was a risk that the families may feel that Police are interfering with their lives. It was suggested that this may be eliminated if Police worked on a level equal to the young people involved rather than with authority.

Overall, the key stakeholders that responded to this evaluation commented that the Te Taurikura staff were very committed to doing a good job, and that due to its effectiveness, the programme should be continued and further support for the programme should be provided.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

During the operational phase of the evaluation period[5] Te Taurikura received $55,000 from Police and $8,250 from other sources each year which equated to an average annual income of $63,250 (which was just under the average across all programmes of $73,461)[6]. Te Taurikura also received an average of $85,117 in donated time and money each year. Agencies that have contributed funding to the programme are the Lions Foundation, Police Managers Guild Trust, Catholic Caring Foundation, Hillary Commission, Kaikohe Safer Communities Council, and Pub Charities. The donated time and resources covered 62 per cent of the operating costs of the programme, which in comparison with the other Police Youth at Risk programmes was the highest. The programme employed a total of 14 volunteers who undertook tasks such as: supervision, mentoring, assisting with the planning and facilitation of the programmes, funding applications, and finding resources.

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[3] Four government agencies, two schools, and one Māori community agency.
[4] Two of these agencies were government agencies, two were schools and one was a commercial agency.
[5] July 1998 to June 2000.
[6] See the cost benefit section in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

Of the total expenditure by the programme, 57 per cent was spent on staff costs that included a Family Monitor and a part-time Administrator. The Family Monitor was responsible for working directly with young people and their families, liasing with appropriate agencies, and generally administering the programme. This employee had previously been a voluntary Youth Worker for a local church. The role of the part-time (four hours a day) Administrator was to complete data entry and other support tasks. Several different people held this position over the duration of the evaluation period.

Te Taurikura also has a sworn Programme Co-ordinator whose salary is provided by Police (the cost of which is reflected in the donated time and resources total). During the evaluation period, the role of the Programme Co-ordinator was to co-ordinate the service delivery to families. This included liasing with community agencies, and the management of other programme staff and finance issues. The employee who held this role at the conclusion of the evaluation period brought 15 years of experience in the New Zealand Police to the programme, five of which were within the area of working with youth. Additional training and external supervision were not offered to the programme staff, however this was seen as beneficial and was intended to be addressed in the future.

During the period July 1998 to June 2000, Te Taurikura dealt with 52 young people. The expenditure per young person on the programme was $994, which was less than half of the average expenditure per client across all programmes. Due to the low number of contacts the programme had with their clients (a total of 716, which equates to an average of 14 contacts per client) the expenditure per contact ($144) was higher than the average across all programmes ($117). As mentioned earlier in the report, this low number of contacts is probably due to a lack of input data after the database 'crashed'. It is also likely that the young people on the less intensive components of the programme had less contact and so an average across all clients is not a fair representation of client contact. Finally, the expenditure per client week on the programme was $41, which is very low due to the large number of clients on the programme.

A very low 6 per cent of Te Taurikura clients offended while involved with the programme, whereas 46 per cent of clients had committed offences before being involved with the programme. The low number of clients offending during participation suggests that although the programme worked with a large number of young people it was effectively reducing their offending behaviour (however, it is unclear to what extent the low level of offences was due to poor data recording).

Te Taurikura uses a holistic community-based model focusing on working with the young person's family, school, peers and community with a strong emphasis on cultural identity, knowledge and heritage. For clients on this wraparound component of the programme, in conjunction with their whānau, a case-management plan is designed to address the clients' needs. The holistic, cultural, and case management approaches used in concert is given much support in the literature.

The second component of the programme, Oho Ake, targets a younger clientele who are minor offenders and focuses on teaching these young people about the consequences of their offending. This approach is not so widely supported in the literature and further evaluation on these clients alone would be needed before effectiveness of this type of approach can be accurately measured.

Aside from using a model deemed to produce effective results, Te Taurikura has some fundamental benefits that are critical to success. Namely, the programme staff have a vision and are fully committed to their work, and the community and the young people and families on the programme are also committed to the success of the programme. Finally, the support and open-mindedness from Police Management and having the ability to think outside the

traditionally reactionary approach to policing has been integral to the development of Te Taurikura. However, during the evaluation period the biggest disruption to the programme was when the Programme Co-ordinator was required to do general Police duties, taking him away from the programme work. This interrupted the co-ordination and administration of the programme and left the responsibility for these tasks to the Family Monitor.

SUMMARY

Meaning prosperity and hope, Te Taurikura certainly has gone some way in replicating the values of the community-based model it seeks to emulate from the literature. Te Taurikura provided a two-factored programme whereby one component was based on the widely supported wraparound programme approach, and the second was a programme to address the community needs regarding minor and very young offenders. The development of a strategic approach was particularly successful in its appreciation of Māori values and culture, essential for the success of the programme given the high Māori population of Kaikohe. The inclusion of local iwi and kaumatua when working with the youth, further ensured that the wraparound approach was adapted to the Kaikohe area successfully.

Unfortunately due to severe difficulties with the database, a general under-recording in many areas of information made the analysis of client and family data difficult. The contact data in particular did not appear to portray an accurate reflection of the service provided. However, it was clear from the summary boxes and the information provided by the programme that the programme invests substantial effort in ensuring that the young people and their families on Te Taurikura receive appropriate services from community agencies. The provision of an educational adventure camp is further evidence of this.

The responses given to the stakeholder questionnaires also provided support for the achievement of the building the supportive capacity of participants' families objective. All stakeholders gave positive feedback regarding the programme at the conclusion of the evaluation period. The responses indicated that the expectations of the programme to support young people and their families and provide a co-ordination role between agencies, schools, and the young people and their families, were met in practice. All stakeholders recommended that the programme should be continued and receive the utmost support. The close relationship the programme had with the local Youth Aid Section was further support for the achievement of the fostering of integrated community services objective. This, along with the close community agency relationships, was fundamental in the success of the programme.

The success was demonstrated by the relative lack of offending by youth while involved with the programme. While some under-recording may be responsible for low figures, the 16 offences by the 52 clients during programme involvement is minimal.

Te Taurikura was one of the least expensive CPYAR programmes when the average cost per client and per client week was considered. It was also the recipient of the highest percentage of donations. As such, and due to the strengths noted above, Te Taurikura appears to achieve the final objective of being a good demonstration of the movement of Police resources into preventative policing.

FINDINGS

The findings that arose from the evaluation of the period July 1997 to June 2000 for Te Taurikura were as follows:

1. The target age range for programme participants was 9 to 11 years, however participants were aged between 4 and 17 years when accepted to the programme. The programme should revise its practice or acceptance criteria in order for the two to align.

2. Programme staff did not receive external supervision. Supervision is necessary to ensure the personal wellbeing of staff and the continued success and accountability of the programme.

3. Disruptions to service provision occurred due to staff being called on for general Police duties. Ideally, for continuity of programme delivery, programme staff would be dedicated to the Te Taurikura programme at all times.

4. This evaluation could not determine the effectiveness of the two separate components of the programme. Future evaluation should focus on the effectiveness of each component in meeting the Police objectives in order to guide future programme practice.

3. MĀNGERE YOUTH AT RISK PROJECT

Due to being identified as a New Zealand 'hot-spot' area, the Māngere Youth at Risk Project was introduced. Established in January 1998, the programme had the following stated objectives:

- To improve the effectiveness of support for 'at-risk families', especially those with juvenile offenders;
- To identify 'youth at risk' within the Māngere policing area that fit the criteria for entry to the Police programme;
- To reduce offending by juveniles who are accepted on to the programme;
- To establish partnerships with agencies and community groups who can be utilised to service the identified 'at risk' families in a culturally sensitive way;
- To establish a measurement plan for audit purposes; and
- To establish support services for the Youth Worker.

These objectives serve to meet the Police objectives as discussed below. The Police objectives are detailed at the start of this document and are which each of the programmes are measured against to evaluate programme effectiveness.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

Similar to many of the other Police Youth at Risk programmes, the Māngere Youth At Risk Project adopted a case management approach to dealing with clients, with an additional recreational activities component. The programme largely targeted youth who were just beginning to come to Police attention rather than the serious recidivist youth offenders that some other CPYAR programmes target. However, as Figure 3.1 depicts, a combination of risk factors were displayed by the young people accepted on the programme, the most common of which is having come to Police attention.
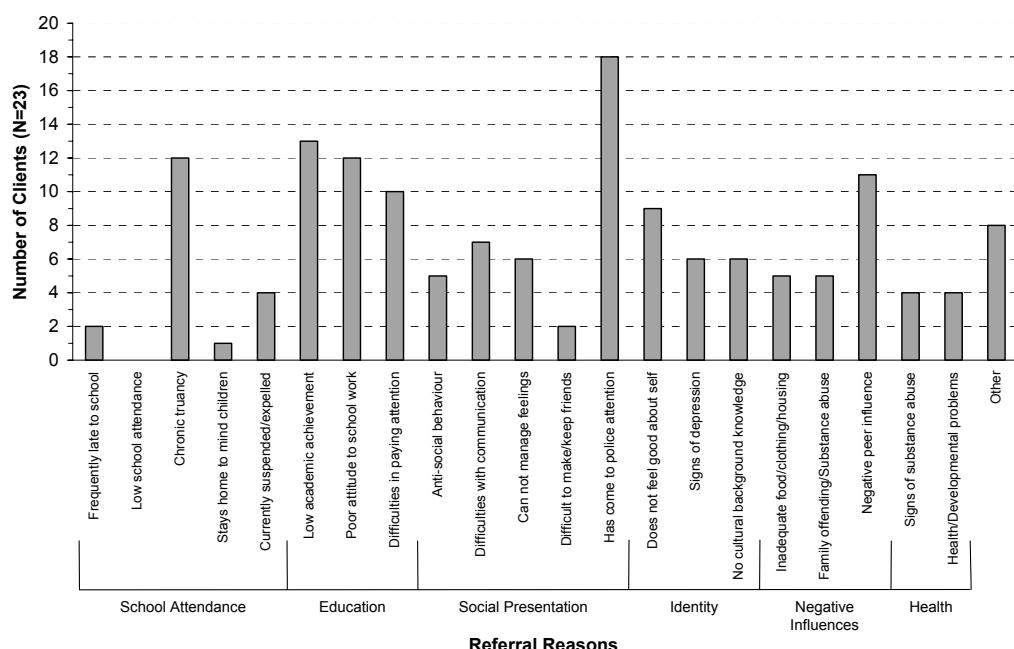
Figure 3.1: Reasons for Referral to Māngere Youth at Risk Project

The programme targeted young people aged between seven and sixteen years of age, although in practice, the age range of programme participants was much narrower than stated. As Figure 3.2 depicts, ages ranged from 11 to 15 years.
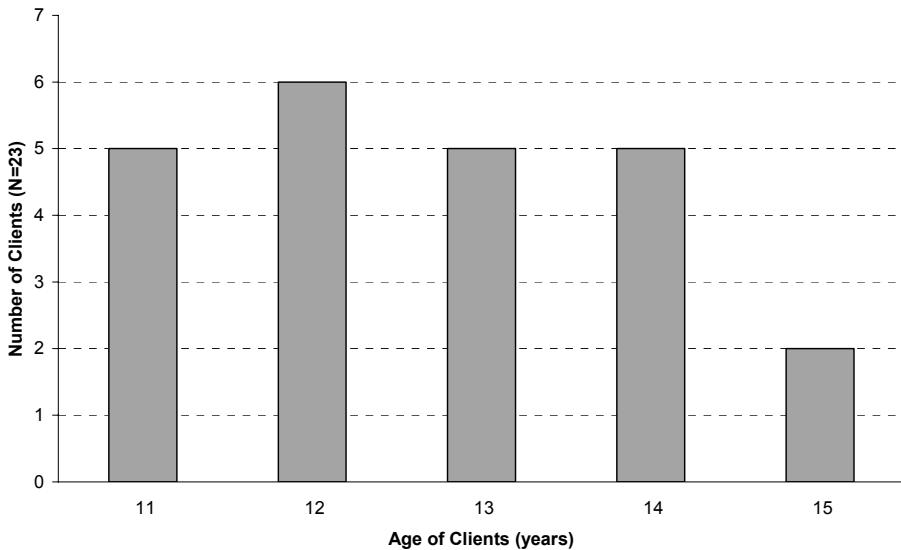
Figure 3.2: Age of Māngere Youth at Risk Project Clients (at time of acceptance on to the programme)

At the outset of the programme, programme staff estimated the Māngere youth at risk population to consist of approximately 45 per cent Māori, 45 per cent Pacific, and 10 per cent European clients. In practice the ethnicity of the programme clientele corresponded loosely with these estimates, although Māori clients accounted for a greater proportion (61 per cent) of participants as depicted in Figure 3.3. Over three-quarters of all participants were male.
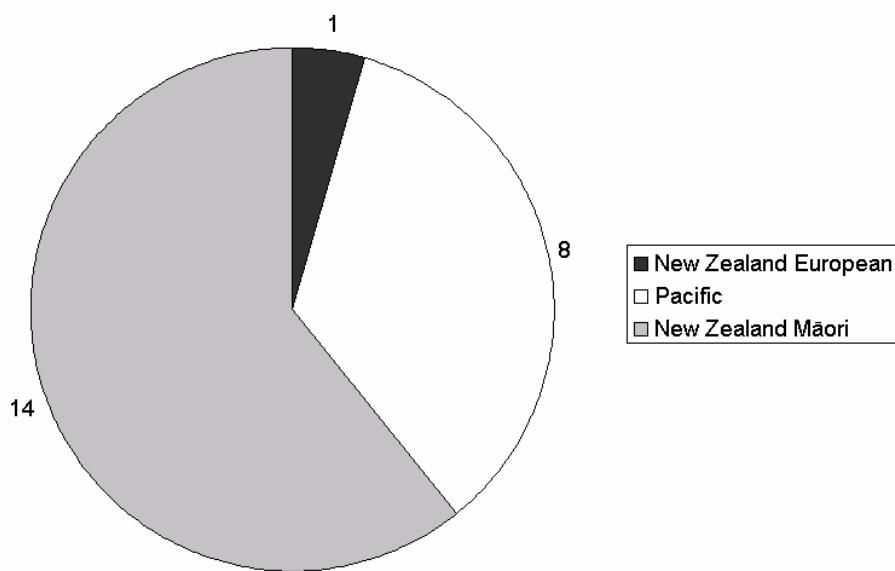
Figure 3.3: Ethnicity of Māngere Youth at Risk Project Clients

In anticipation of the large proportion of Māori youth involved with the programme, local Kaumatua and the Manager of CYF were consulted during the development and implementation phases of the programme. As a result, the recreational activities that were organised (which made up a relatively central part of the programme) had a strong cultural basis. The four residential camps that were run per year were offered in conjunction with Māori organisations such as Te Rangatahi Na MoeMoea. These camps provide culturally

relevant skill training such as waiata and dance. Excursions to local marae are also offered to Māori youth where tikanga and kaupapa Māori were taught. Other recreational activities such as fishing trips were also occasionally organised. The community stakeholders indicated that the Māngere community were comfortable with the programme's responsiveness to Māori as seven of the eight agencies contacted to answer a questionnaire on programme outcomes felt the programme was sensitive to the needs of Māori[1].

To cater for the Pacific clientele, a prominent Pacific community member was involved in the selection process for Youth Workers and was also consulted (as well as Pacific Police members) regarding any Pacific issues and protocols. An additional service offered by the programme was the Pacific community house that is offered to participating Pacific youth when an escape from familial pressures is necessary. When the Māngere community was consulted, six of the eight respondents from the outcome evaluation questionnaire commented that they felt comfortable that the programme was providing a service appropriate for Pacific young people[2].

After examining the Mount Roskill initiative, the Māngere Youth At Risk Project adopted the same wraparound process whereby once a referral is received and eligibility according to programme criteria is ascertained, the Youth Worker interviews and assesses the needs of the family. To address the identified needs, a support plan is developed, the progress of which is monitored by the Youth Worker through frequent visits.

The support plan is generally designed to take place over a period of up to two and a half years. However, the Māngere programme differs from the Mount Roskill Programme in that it does not require an adult family member to be committed and supportive of the programme. While the family is encouraged to be involved in the development of a support plan, this is not essential for participation in the programme.

A participant is exited from the programme on completion of the plan, or where suitable improvement by the youth is observed. However contact with the family is maintained for some time and ongoing communication is encouraged. Additionally, a family exits from participation in the programme when family consent is withdrawn, when the family moves from the Māngere area, or when the youth is away from the area for a long length of time (for example, a lengthy jail term).

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As discussed above, in consultation with all willing members of the family, a plan is developed to address the needs that have been identified at both a family and individual level. The individual needs will generally correspond with the reasons identified for that young person's referral. Unfortunately, the needs identified for each client and family involved with the programme were not recorded on the database to a sufficient extent by the Māngere programme staff. As this is the case for most programmes, the analysis of the needs information is discussed across all programmes (rather than for each programme) in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

The plan incorporates goals that are set for both the youth and his or her family. Fifty-three long-term goals were set for youth on the programme, only three of which are recorded to have been achieved. However for the other three goal areas (short-term goals for youth, and

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[1] One respondent did not feel able to respond to this question.
[2] Two respondents did not feel in a position to comment.

short-term and long-term goals for families) low numbers have been recorded[3]. The low numbers of recorded goals is consistent with a general trend across all programmes of a lack of maintaining complete database records of these goals, although the relatively high number of long-term goals recorded sheds some doubt on how applicable this theory is for Māngere. Undoubtedly the lack of achieved goals is attributable to both lack of contact with clients and poor maintenance of the programme database towards the conclusion of the evaluation period.

As discussed above, the Youth Worker aims to maintain frequent contact with the youth and family to monitor adhesion to the plan. In addition, the programme aims to provide three-monthly meetings to review the development plans. Unfortunately, at the end of the evaluation period, a regular frequency of contact had not at that stage been established due to a lack of resources – for months only one youth worker was employed and was therefore responsible for the entire caseload of the programme. This prevented regular contact with the families. In practice, only seven of the 23 participants were recorded to have received weekly contact, with a third (35 per cent) having been in contact with the programme less frequently than fortnightly (see Figure 3.4). An average of 37 contacts across all of the programme participants was recorded (from a total of 847 contacts with clients by the programme) over the average number of weeks on the programme of 74.
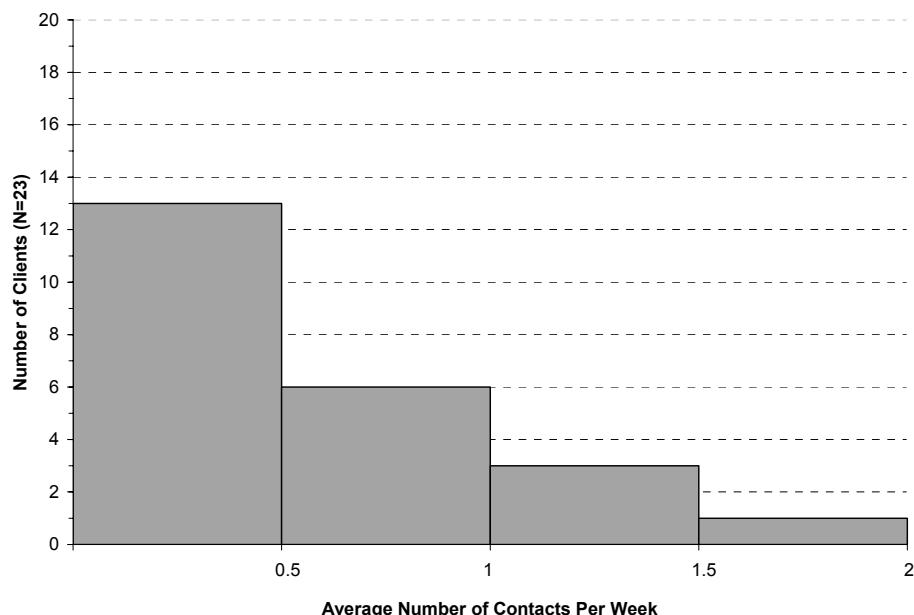
Figure 3.4: Average Weekly Contact Between Māngere Youth at Risk Project and Clients

Only two clients were formally exited from the programme during the evaluation period with one-third (35 per cent) of clients involved with the programme for the duration of the evaluation period. Only four participants were involved with the programme for less than one year, three of whom were still participating in the programme at the conclusion of the evaluation period (See Figure 3.5).

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[3] Only one short-term goal (which was not recorded as being achieved) and 16 long-term goals (of which only one was recorded to have been achieved) were recorded for all families. Only six short-term goals were recorded as set for youth (one of which was recorded as being achieved).
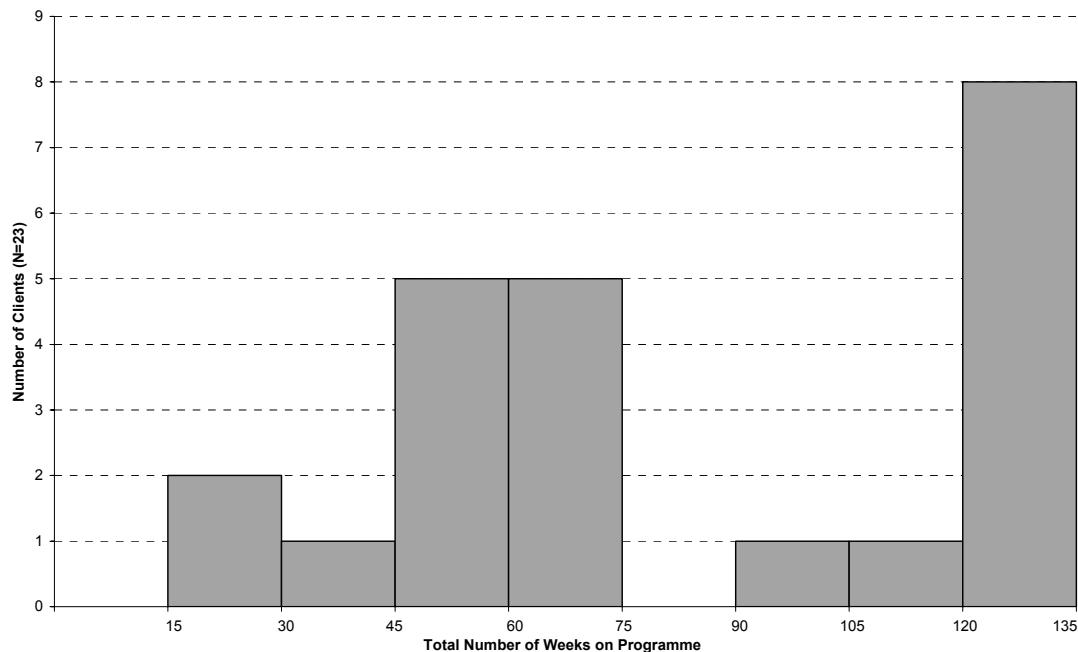
Figure 3.5: Length of Time on the Māngere Youth at Risk Project

In addition to developing a plan to address the identified needs, the programme plays a role in arranging employment and training or parental courses for the majority of families. Where necessary, accommodation, schooling and school uniforms are also organised for some families through networks with other community and governmental agencies (for example Housing New Zealand, local schools and Work and Income New Zealand). A summary of the services provided by the programme is given in the comparative boxes below:

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients	✓		
Arranges accommodation for clients/families		✓	
Arranges schooling for clients		✓	
Rewards positive behaviour eg. movies etc	✓		
Arranges mentors for clients			✓
Conducts camps for clients	✓		
Arranges/assists with employment for clients/families	✓		
Arranges inclusion in training courses for clients	✓		
Arranges inclusion in parenting courses for parents		✓	
Refers to other agencies	✓		

		Usually	Sometimes	Rarely
Drug and alcohol programmes to parents	Refers		✓	
Drug and alcohol programmes to young people	Provides		✓	
Psychological treatment to parents				✓
Psychological treatment to young people	Refers		✓	

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

The total number of offences (that were recorded) committed prior to being accepted onto the programme for all youth was 132. While the youth were on the programme 90 offences were recorded. It is not known to what extent the drop in the number of offences committed is attributable to the effect of the programme as opposed to a disparity in time lengths between the two periods. Certainly, a high number of offences were still being committed while on the programme (an average of nearly four per client), and as illustrated in Figure 3.6, these were occurring over far more areas than the offences committed prior to participation (which are predominantly dishonesty and property related offences). Additionally, the percentage of clients committing offences prior to and during programme involvement remained the same at 65 per cent.
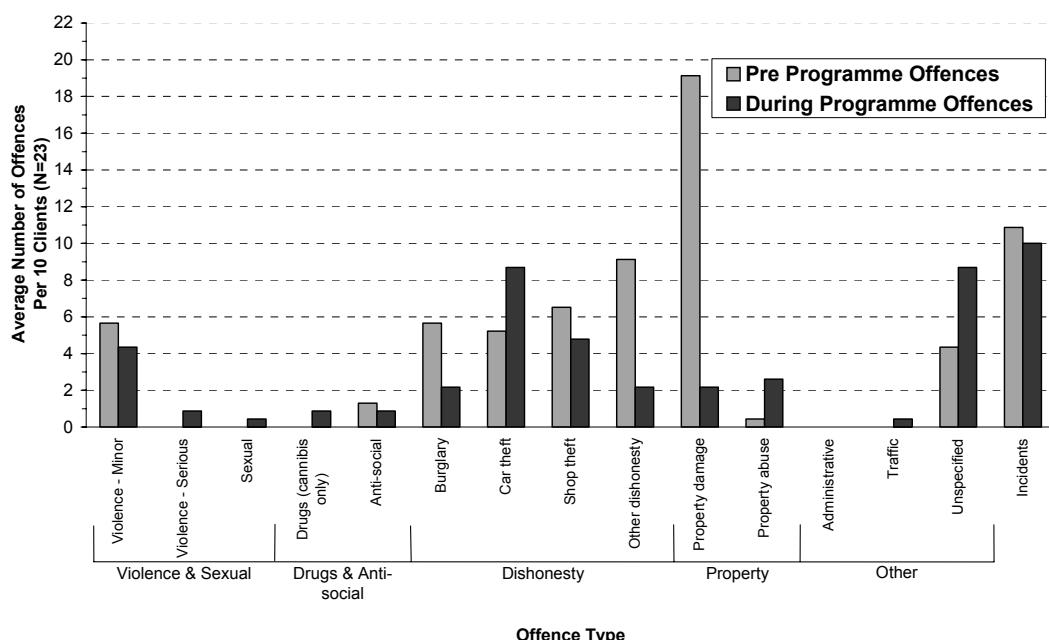
Figure 3.6: Type of Offences Committed Prior To, and During Māngere Youth at Risk Project Participation

While the increases depicted in Figure 3.7 have been small in the categories of Medium/Maximum and Maximum offences, there has been a trend towards an increase in the seriousness of offences for the Māngere programme participants. However, this trend results from the offences of only two of the clients, one of whom was responsible for two of the medium/maximum offences[4] and the maximum offence[5]. Alarmingly, this client was not recorded as having offended prior to participating in the programme. The client responsible for the other medium/maximum offence during participation with the programme[6] was also responsible for nine of the medium and seven of the minimum offences during the programme, and 19 of the minimum, and three of the medium offences committed prior to joining the programme. These two clients both received an average of fortnightly contact

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[4] An armed robbery and wilful damage amounting to over $5,000 in damage.
[5] An indecent assault.
[6] An armed robbery.

and were on the programme for shorter periods than many of the others (57 and 74 weeks respectively). The majority of the remaining 21 clients committed fewer offences in general, and less serious offences when participating in the programme.
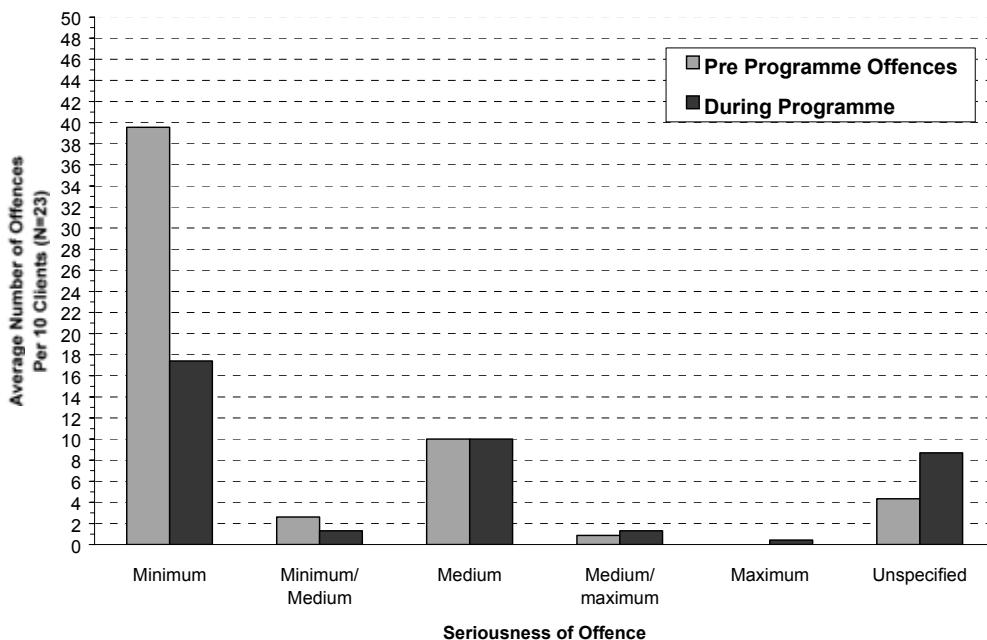
Figure 3.7: Seriousness of Offences Committed Prior To, and During Māngere Youth at Risk Project Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

As discussed earlier, the programme involved various members of the community in the implementation and development stages of the programme. The programme also claims to consult with relevant community agencies and invite them to "buy in" to an individual's or family's support plan.

To assess stakeholder expectations, and two years later, community outcomes, a questionnaire was sent to key agencies involved with the Māngere Youth At Risk Project at the start and at the end of the evaluation period[7]. Unfortunately of the ten questionnaires asking stakeholders about their expectations of the Māngere Youth at Risk Project (sent out at the beginning of 1998) only two were returned, one from a school and the other a government agency. There was a more substantial response rate at the conclusion of the evaluation period, with four schools, three government agencies and one community agency providing feedback on the outcomes and impact of the programme on the community.

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[7] See the methodology section for more detail on the method of the stakeholder evaluation.

Although all stakeholders contacted as part of the evaluation were external to Police, 65 per cent (see Figure 3.8) of referrals of young people to the programme were from Māngere Police Youth Aid. Considering the Māngere Youth at Risk Project is based at the Police station, this figure indicates that there was room for improvement in the relationship with the Youth Aid Section of Māngere Police.
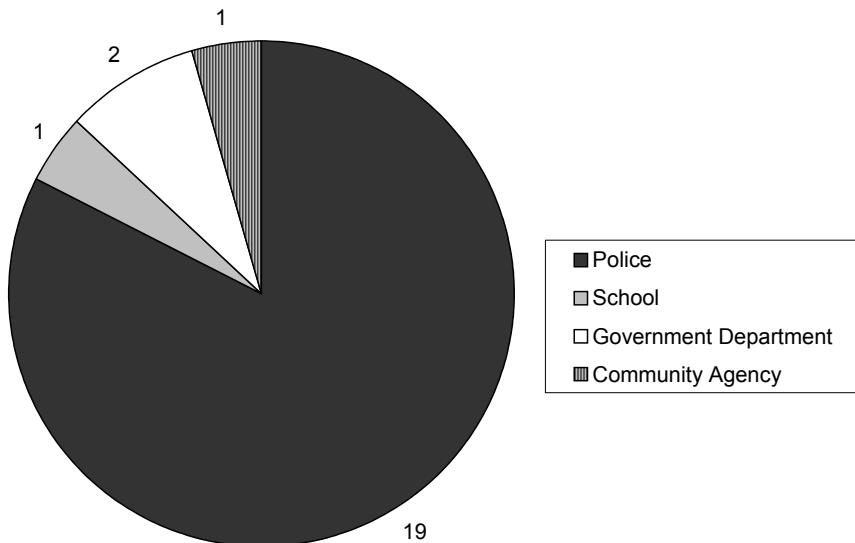
Figure 3.8: Sources of Referral for Māngere Youth at Risk Project Clients

At the start of the evaluation period an expectation noted by both responding stakeholders was that the programme would improve the communication levels between young peoples' families and schools. Regarding the actual effect the programme had on the community, both of these expectations were common responses from stakeholders at the conclusion of the evaluation period. Further expectations of positive effects for the community were that the programme would reduce youth crime, antisocial behaviour and truancy; however these were not commonly cited as outcomes by stakeholders at the end of the evaluation period.

There were expectations that the programme would directly impact on the agencies themselves in that the implementation of the programme would let their own agencies focus on problems other than youth crime. Due to a number of comments from stakeholders made at the end of the evaluation period about the impact the programme has had on their own agencies it would appear that this expectation has been met. Agencies commented that the programme complemented a number of other youth services in the community, co-ordinated different agencies in meeting the needs of young people, that the agencies themselves received support from the programme staff, and that it was positive to have another strategy to service youth. Furthermore, at the end of the evaluation period the key stakeholders perceived an improvement in the relationship between Police and young people.

The only negative outcomes stakeholders had expected may arise from the implementation of the Māngere Youth At Risk Project were that there may be stigma against those families involved and/or a lack of co-operation from the families. However, neither of these were mentioned as outcomes of the programme at the completion of the evaluation period. At the start of the evaluation period, two agencies commented that a follow-up process should be in place for the families after completion of the programme. This has been reflected in programme practice as contact is still maintained with the family for some time once a young person has exited from the programme.

However, some stakeholders contacted at the end of the evaluation period made comments relating to negative outcomes of the programme. There was some confusion about the roles of each agency working with families and a lack of communication with the family. Furthermore one agency commented that due to time and finance restrictions (as one agency had expected), the number of families involved with the programme was small.

Suggestions to alleviate these negative outcomes were for the programme to set clear objectives, be based at a location separate from the Police station, improve communication and obtain adequate funding. Respondents suggested that a higher profile of what the programme seeks to achieve, training for other organisations as to the programmes Police provide, and greater programme accountability would improve the awareness and understanding of the Māngere Youth At Risk Project amongst the community and other agencies.

In relation to overall outcomes of the Māngere Youth At Risk Project, all respondents made positive comments, with the main themes being that they were impressed by the hard working Youth at Risk team in Māngere, and that the programme should continue to operate.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

The Māngere Youth at Risk Project did not provide financial records for the second operational year of the evaluation period (July 1999 to June 2000), therefore the best estimate of the costs of the programme have been obtained by doubling those for the July 1998 to June 1999 year. Based on this estimate the Māngere programme received $90,000 from the Police for each year[8]. Although this is a fairly substantial contribution from Police, the programme did not receive funding from any other sources (eight of the other programme's received between $1,750 and $26,512 per year), or any donated time or resources (all but one of the other programmes received donations between $5,825 and $96,638 per year).

When the costs of the programme are broken down, it can be seen that 90 per cent (the average across all programmes was 50 per cent) of the Māngere Youth at Risk Project expenditure is spent on staff, which covered the employment of two Youth Workers. However, at the conclusion of the evaluation period only one Youth Worker was employed. The role of the Youth Worker was to make initial contact with families once a referral was received and to undertake the subsequent interview and assessment of needs. The Youth Worker was then involved in assisting the family members in addressing individualised plans and the subsequent monitoring of adhesion to the support plan by the youth and his or her family. As the only staff member at the conclusion of the evaluation period, the Youth Worker was responsible for being on call on a daily basis for all families involved with the project, maintaining complete case notes on all contact with members of the families, keeping the database up to date to meet evaluation requirements, maintaining community networks, and the general administration of the programme.

The Youth Worker originated from the United Kingdom, and had completed ¾ of his Diploma in Social Work prior to emigrating. Upon arrival in New Zealand he began working as a Social Worker, firstly for Grey Lynn Youth Justice, and then at the Weymouth Northern Residential Centre. He came to the programme from CYF, where he had been a Care and Protection Social Worker.

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[8] Refer to Table 13 in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

Prior to April 2000 an additional Youth Worker had been employed to do the same work as the Youth Worker described above, however the contract of this employee was not renewed after 30 June 2000. No external supervision had been put into place throughout the duration of the programme, and internal supervision was limited to when a sworn officer was available – however he was often unavailable for up to eight months.

As mentioned in the cost-benefit section, due to staff costs for other programmes accounting for about 50 per cent of programme expenditure, a lot of the operating costs of these programmes are covered by donations of time, resources, and money. However as Māngere did not receive any such donations, this may have been an inhibiting factor in the successful operation of the programme.

During the period July 1998 to June 2000, the Māngere Youth at Risk Project provided services to 23 young people. On average the expenditure per young person on the programme was $3,943 per year; the expenditure per contact with a young person was $214; and the expenditure per week that a client was on the programme was $107. These figures are considered a true measure of the value of service provision (as no time or resources were donated to the programme).

The wraparound model that the programme is based on has been accredited in the research to be one of the most effective in assisting young people to lead a more positive lifestyle. The wraparound approach employed by the Māngere Youth at Risk Project is holistic in that it focuses on many aspects of a young person's life that are of influence. This type of approach is considered to be particularly effective when working with Māori and Pacific young people which is the predominant youth population the programme caters for. Although the Māngere programme employs a wraparound approach they do not insist on having support from the family which is an integral part of the holistic model. Had this focus been incorporated into the Māngere programme, there may have been more positive outcomes for the young people involved.

Despite the programme displaying a number of facets of best practice, the Māngere Youth at Risk Project has struggled to provide an adequate service to the young people and families on the programme. This struggle has been due to a number of factors. Namely, insufficient support from the Police management at district level; the lack of a sworn supervisor (lack of guidance, supervision and trust) and an additional Youth Worker working on the programme; numerous changes in Police station staff, and a lack of integration with the Māngere Police Youth Aid Section.

SUMMARY

It took nearly eight to twelve months for the Māngere programme to get up and running and at the conclusion of the evaluation period major problems were still being experienced. A community-based programme, the Māngere Youth at Risk Project adopted a wraparound approach. Targeting young people having recently come to Police attention (rather than serious recidivist offenders) the majority of youth on the programme were Māori, and with the exception of one youth, the remainder of participants had Pacific origins.

As such, the programme had a strong cultural basis and included consideration for both Pacific and Māori cultural requirements. The responses to stakeholder questionnaires indicated that the programme had managed to deliver a culturally appropriate service for both Pacific and Māori clients. This strong cultural basis assisted the programme in achieving the Police objective regarding the development of a strategic approach towards participant selection and programme implementation to some extent.

The programme appeared to go some way in achieving the supportive capacity of participants' families intended, but fell short in some areas. The programme aimed to provide support for both participants and their families, and as such had developed community networks to assist in the provision of relevant services. The programme assisted clients with accommodation, educational, and training courses when necessary. The level of contact did not meet the programme target of weekly, however given the limited resources for some periods of the programme, the amount of contact sustained was fairly reasonable[9].

It is difficult to measure to what extent the Police objective of the reduction of offending was achieved given the lack of a control group, and incomparable periods of time, however this appears to be limited. The same percentage of clients committed offences prior to, and during programme involvement and a high number of offences were still committed during programme involvement. However, two clients were responsible for the large majority and the most serious of the offences committed during programme involvement. Generally, other clients committed less offences and less serious offences during their involvement with the programme.

The programme appears to have gone some way in fostering the integration of the Youth at Risk programme with other agency and community initiatives. The majority of stakeholders indicated that they viewed the programme positively and that they considered the programme to have complemented a number of other youth services in the community. The negative expectation at the beginning of the evaluation period that participants and their families may attract a stigma through participation with the programme was not commented on as an outcome. Stakeholders commented on a few negative outcomes, namely the confusion regarding the roles of agencies with the programme, indicating that while networks had been fostered with community agencies, communication may still have been weak. Stakeholders also commented that communication with families might have been weak, however both of these negative outcomes were regarded as a result of a lack of resourcing and perhaps clearly defined objectives. While community networks had been formed, it appeared that the internal relationship with Youth Aid Section had some room for improvement. This would particularly improve the referral process, as even though the majority of referrals were received from Youth Aid, it would be expected that a larger number would have been received given the Māngere programme is situated in the same building as the Youth Aid Section.

The programme received only Police funding and seemed to have a high proportion of staff costs compared with other CPYAR programmes. The lack of donations from external sources may have inhibited the programme, as resourcing other than staffing was minimal. This was particularly so given that the programme was one of the most expensive of the CPYAR package programmes when the expenditure per client, per contact, and per contact week were examined. The lack of support from the Police district, evidenced by the lack of a sworn officer in a supervisory role was also considered to be a major problem for the programme.

The modest success that the programme has shown in the achievement of the other Police objectives, regardless of the difficulties experienced, indicate that during the evaluation period the Māngere Youth at Risk Project was limited in its demonstration of the use of Police resources for proactive policing.

Overall, the results achieved by the Māngere Youth at Risk Project were mixed. The programme went some way in achieving each of the Police objectives but through a combination of factors, most notably the lack of resourcing and internal support, was unable to fulfil these objectives completely.

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[9] Two thirds of participants had an average of at least fortnightly contact

The Māngere programme is one of the original 14 CPYAR package programmes that has undergone an extensive amount of evolution in the time that has lapsed *since* the conclusion of the evaluation period. This is outlined in Appendix 9 and can perhaps be seen as offering support to the initial promising results attained while the programme was under much pressure due to issues of under-resourcing. As such some of the recommendations that have arisen out of the analysis of the evaluation period data have already been effected. The programme as it operates today has new staff, a new mission statement, and new identity. Therefore many of the results of the evaluation that pertain to the Māngere Youth at Risk Project may no longer be valid.

FINDINGS

The findings that arose from the evaluation of the period July 1997 to June 2000 for the Māngere Youth at Risk Project were as follows:

1. The literature does not support youth participating in the programmes without the support of an adult family member. To deliver an optimum service, the programme design may need to incorporate this criterion.

2. An inadequate staffing level at times affected programme delivery. Sufficient staff need to be provided to ensure ongoing, consistent service provision (i.e., in order to provide weekly contact to participants).

3. Programme staff did not receive external supervision. Supervision is necessary to ensure the personal wellbeing of staff and the continued success and accountability of the programme.

4. The programme did not have a close relationship with the Youth Aid Section as intended for all CPYAR programmes. A closer relationship would increase communication and ensure that an integrated approach is provided to clients. It is expected that as a result of the improved relationship, the percentage of referrals to the programme from Police would increase.

5. The degree to which database and financial records were maintained was inadequate. Programme practice regarding record keeping needs to be revised to enable complete analysis in the future.

4. GLEN INNES COMMUNITY APPROACH

Glen Innes is an Auckland area that in 1996 was characterised by a high proportion of the population on Government welfare benefits and in overcrowded housing, and high rates of truancy, illiteracy, and gang affiliation (Glen Innes Community Approach Business Plan, 1996). It was also a high crime area, particularly with respect to violent offending, family violence, burglary, and vandalism (Glen Innes Community Approach Business Plan, 1996). It was these factors that led the CPU to select the Glen Innes Community Approach programme to receive funding under the 1997 CPYAR package, to deliver a Youth at Risk programme.

The programme was established with the following objectives:
- To develop community strategies to help young people and their families at risk of offending;
- To identify and co-ordinate the appropriate services to achieve the goals for the individual youth and their family;
- To identify those key young persons and their families who have a wide sphere of influence within the community;
- To prioritise the use of 'community approach' resources; and
- To adopt a holistic approach to reduce recidivist offending.

These objectives serve to meet the Police objectives that were outlined in the introduction of this document. The programmes are measured against the Police objectives in order to evaluate programme effectiveness.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

The Glen Innes initiative adopted the wraparound case management approach utilised by the programmes described thus far. During the initial six month planning period, community agencies[1] were contacted and invited to be involved in the planning and development of the programme, particularly with reference to making the programme culturally appropriate for Māori and Pacific participants. This was followed by a three-month implementation phase. The programme became fully established in December 1997.

Three of the four agencies that responded to the stakeholder questionnaire distributed at the start of the evaluation period agreed that the programme would provide a culturally appropriate service for Māori young people[2]. Ongoing consultation with local iwi, kaumatua, and marae occurred throughout the evaluation period, and at the end of the evaluation period all stakeholders[3] felt that the programme provided a service responsive to the needs of Māori, who made up the majority of clients at 59 per cent (as depicted in Figure 4.1).

During the implementation phase of the programme, three stakeholders contacted as part of the process evaluation felt that it was too early to tell whether the programme would deliver a service sensitive to Pacific youth, however one agency was confident that it would. Of the responding agencies who commented on the cultural sensitivity of the programme[4], all felt that the programme was culturally sensitive to the needs of its Pacific clients. Pacific youth accounted for 27 per cent of programme participants.

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[1] These agencies included CYF, Tamaki Family Ministries, the Glen Innes Family Centre and Te Uri Powhriiana Social Service.
[2] The fourth agency stated that it was too early to tell.
[3] Who responded to the questionnaire that was distributed at the end of the evaluation period.
[4] Two agencies felt that they were unable to comment.
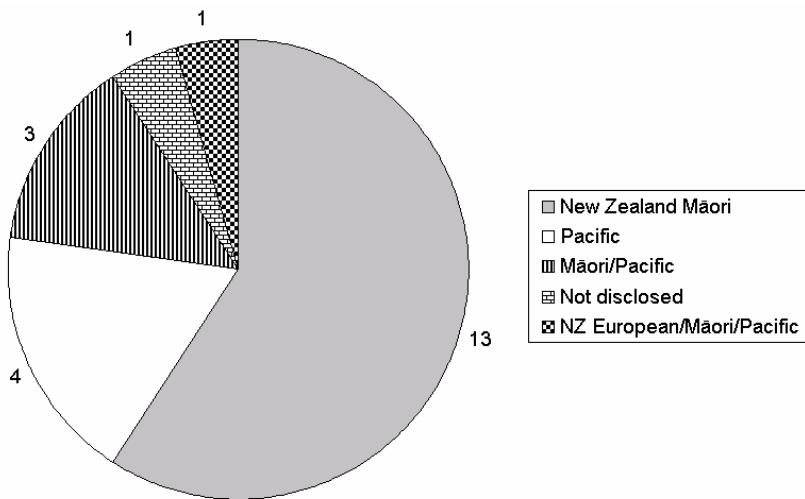
Figure 4.1: Ethnicity of Glen Innes Community Approach Clients

The Glen Innes initiative originally focused on serious youth offenders only, rather than those who are not yet repeat offenders, a marked difference to some of the other Police Youth at Risk community-based programmes. The original target age range was 14 to 16 years of age, but towards the conclusion of the evaluation period a shift of emphasis to a younger client base was occurring as the programme felt that this would improve the odds of success in achieving objectives set by the programme. Therefore the ages of clients at entry to the programme was fairly evenly spread between the ages of 12 and 16 years of age (as depicted in Figure 4.2). This fundamental shift therefore moved towards a more 'at-risk' focussed programme. An additional programme criterion is that youth must reside within the Glen Innes Police catchment area.
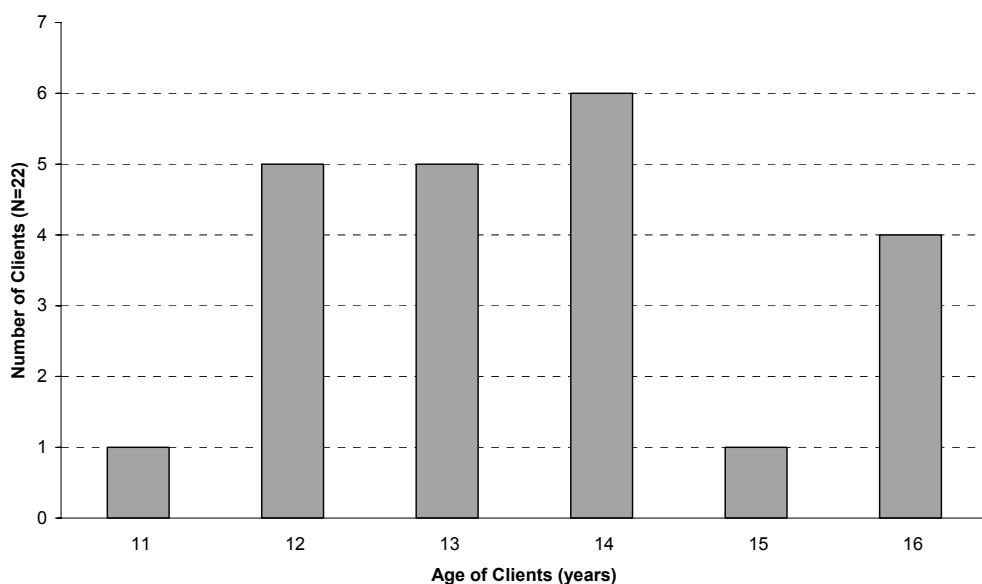
Figure 4.2: Age of Glen Innes Community Approach Clients (at time of acceptance on to the programme)

Two different types of clientele exist within the programme: primary and secondary as follows:

Primary: Includes families identified through offending committed by the young person and his (64 per cent of clients were male) or her family. These families are targeted for intensive intervention that can last for up to three years.

Secondary: Includes young people who have come to the programme's attention for offending to a lesser degree than primary clients. Often these youth are peers of primary clients. Intervention for these youth occurs over a shorter term of approximately six months, with a higher concentration of contact in the first month. In some cases where the intervention requirement escalates, the client is 'upgraded' to primary status.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

For primary clients, once a referral has been received and researched, contact is made with the family and meetings are scheduled. In an initial meeting the needs of the individual and family are assessed. Due to a general trend across the majority of programmes to under-record these needs in the database, individual programme analysis was not possible. Instead, an analysis of the needs across all of the programmes is presented later within this document. However, the needs assessment generally corresponds with the reasons cited for referral. A total of 204 reasons were recorded for the 22 youth on the programme, an average of just over nine reasons per client[5] (as depicted in Figure 4.3). Three reasons in particular were recorded for almost all of the clients, namely anti-social behavioural problems, having come to Police attention, and having shown signs of substance abuse.
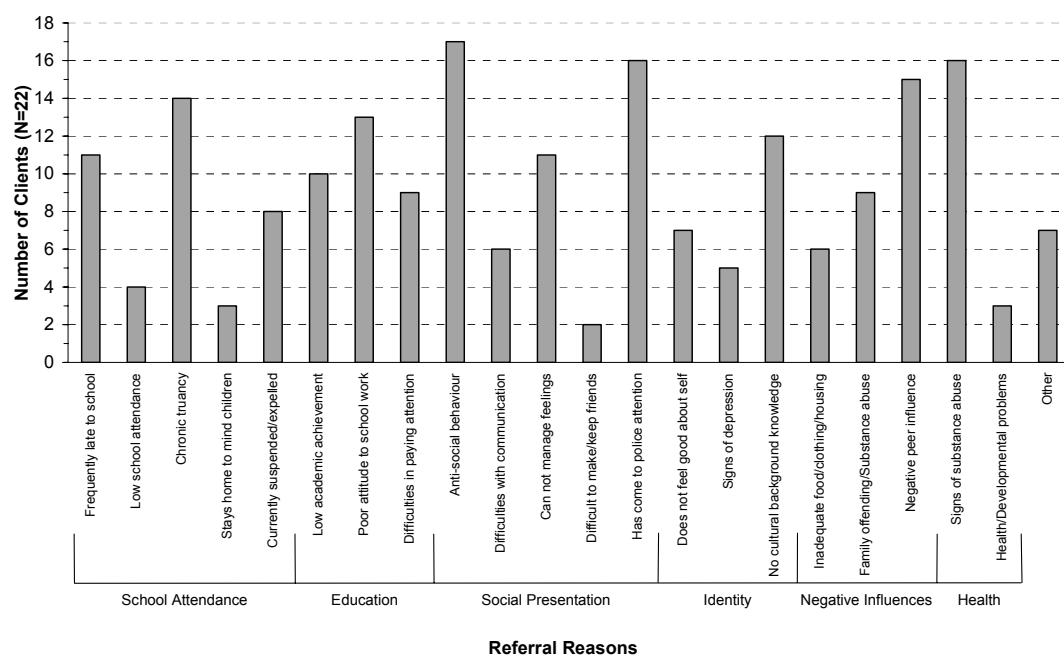
Figure 4.3: Reasons for Referral to Glen Innes Community Approach

The family develops a case plan to address the identified needs accordingly with the support from the assigned Youth or Family Worker. Within this plan goals are set for both the youth and his or her family on a long-term and short-term basis. Contrary to the majority of other programmes, the goal section of the Glen Innes database appears to have been kept

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[5] Although when the four clients for whom no referral reasons were recorded are taken into consideration, this increases to over 11 per client.

relatively up to date (indicated by the high number of client goals recorded as being set and achieved) and shows promising results. A total of 116 short-term goals were set for the young people on the programme[6], 94 of which were achieved – a success rate of 81 per cent. Long-term goals set for clients totalled 70[7], 13 of which were achieved. Substantially fewer goals were set for the family with total family goals set (both short- and long-term) numbering 14, nine of which were achieved.

The arrangement for appropriate training and parenting courses in addition to schooling was made for most families on the programme, and accommodation and employment needs were addressed for some families. The programme also trialled the use of young mentors for clients at one stage of the evaluation period, although this initiative was not sustained. The Glen Innes Community Approach programme places great importance on the provision of recreational activities for both primary and secondary youth on the programme and has offered many initiatives. These include:

- A Tuesday night touch rugby team with assistance from local senior players;
- An annual Glen Innes Police Eastern Area Secondary School touch rugby tournament. Four local schools compete in this competition;
- Father and son weekends at the Taumarunui Blue Mountain Lodge. These aim to improve father-son relationships;
- 'Girls Issues' weekends to address pre-agreed topics such as self-esteem, confidence, image, health, and relationship issues. These weekends are spent on a local marae;
- Camps that are occasionally organised as rewards for good behaviour. One such example was a motivational camp conducted to foster improved relationships between primary clients and Police. These camps also serve to build team spirit and self-awareness.

A further comparative summary of the services offered by the programme is as follows:

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients	✓		
Arranges accommodation for clients/families		✓	
Arranges schooling for clients	✓		
Rewards positive behaviour eg. movies etc		✓	
Arranges mentors for clients		✓	
Conducts camps for clients		✓	
Arranges/assists with employment for clients/families		✓	
Arranges inclusion in training courses for clients	✓		
Arranges inclusion in parenting courses for parents	✓		
Refers to other agencies	✓		

The programme refers to other agencies in the following instances:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents		✓	
Drug and alcohol programmes to youth	✓		
Psychological treatment to parents			✓
Psychological treatment to youth	✓		

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[6] A high number of which were education related.
[7] Again a high number of long-term goals for clients were education related.

The support plan is intended to be reviewed at least once every ten days in consultation between programme staff and the family. Figure 4.4 depicts that all but seven clients received a minimum of fortnightly contact from the programme, with many receiving the intended contact every ten days. Across the 22 participants on the programme, an average of 46 contacts per client was recorded (from a total of 1,009 contacts made with clients by the programme) over the average 83 weeks on the programme.
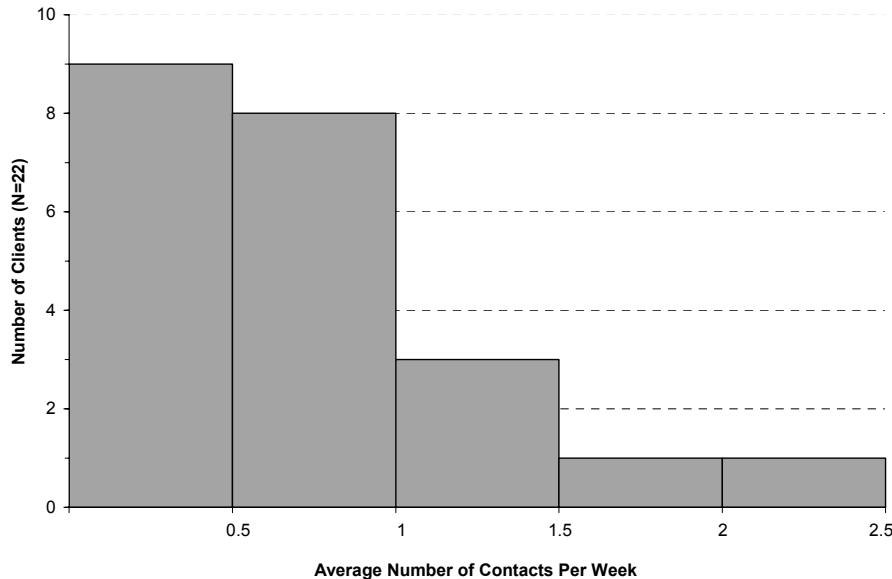
Figure 4.4: Average Weekly Contact Between Glen Innes Community Approach and Clients

Once the family reaches a point of completion in the plan, the client and family are exited from the programme but are encouraged to contact the programme if necessary. Alternatively, some families distance themselves from the programme at some point in which cases the programme maintains an 'open-door' policy for future contact should families wish to make it. Only one client was formally exited from the programme during the evaluation period. This client received the most frequent contact despite being the first on the programme. Clients were thereafter steadily accepted onto the programme on a monthly basis throughout 1998. Three clients started with the programme in 1999, and one started during the first six months of 2000.
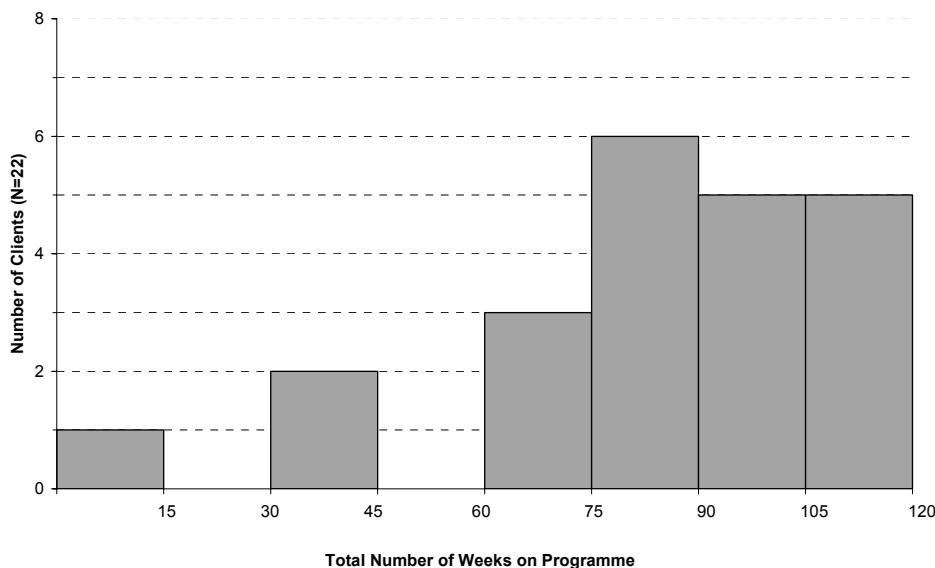
Figure 4.5: Length of Time on the Glen Innes Community Approach

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

A total of 261 offences were recorded in the database as being committed prior to entry on to the programme, committed by 82 per cent of clients (an average of 13 offences per offending client). A total of 37 offences were committed by 41 per cent of clients while involved with the programme (an average of four offences per offending client). Two categories showed an increase between the first and second time periods: serious violence[8] and administrative offences[9]; while all other categories showed significantly fewer offences committed during programme involvement (as depicted in Figure 4.6).
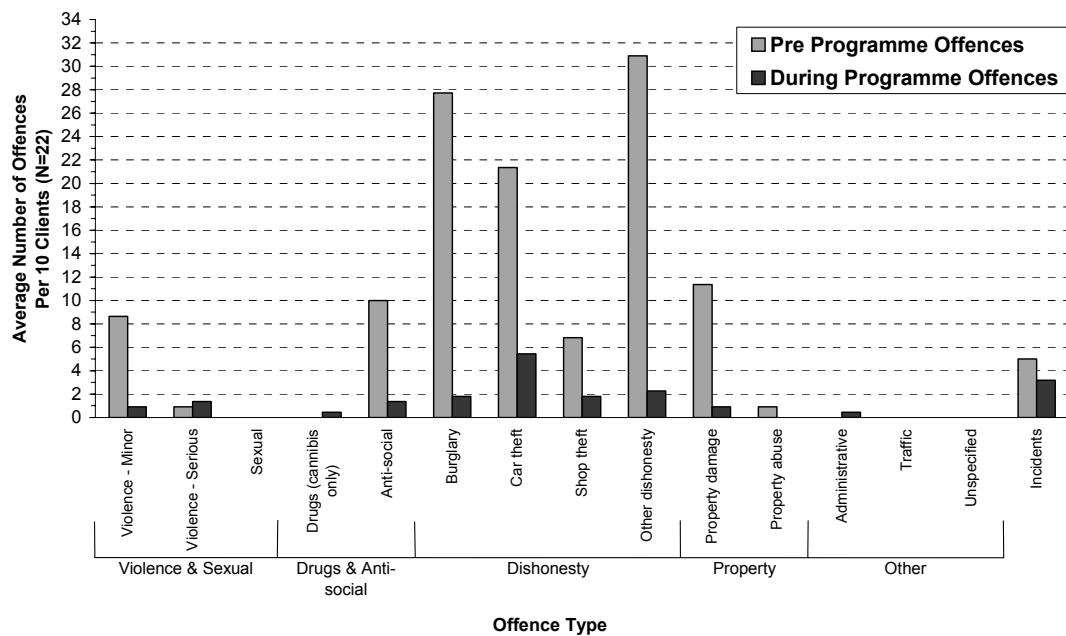
Figure 4.6: Type of Offences Committed Prior To, and During Glen Innes Community Approach Participation

The three serious violence offences committed during programme involvement discussed above account for the one maximum serious and two medium/maximum serious offences shown in Figure 4.7. The reduction in seriousness shown across the other three categories of seriousness is in keeping with the reduction of overall offences between the two time periods.

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[8] The three serious violence offences committed prior to programme participation were two aggravated robberies and one aggravated assault, while the two during involvement were aggravated robberies. One of the aggravated robberies committed prior to programme involvement was committed by the same client as one of those committed during involvement.
[9] The administrative offence committed during programme involvement was a breach of periodic detention.
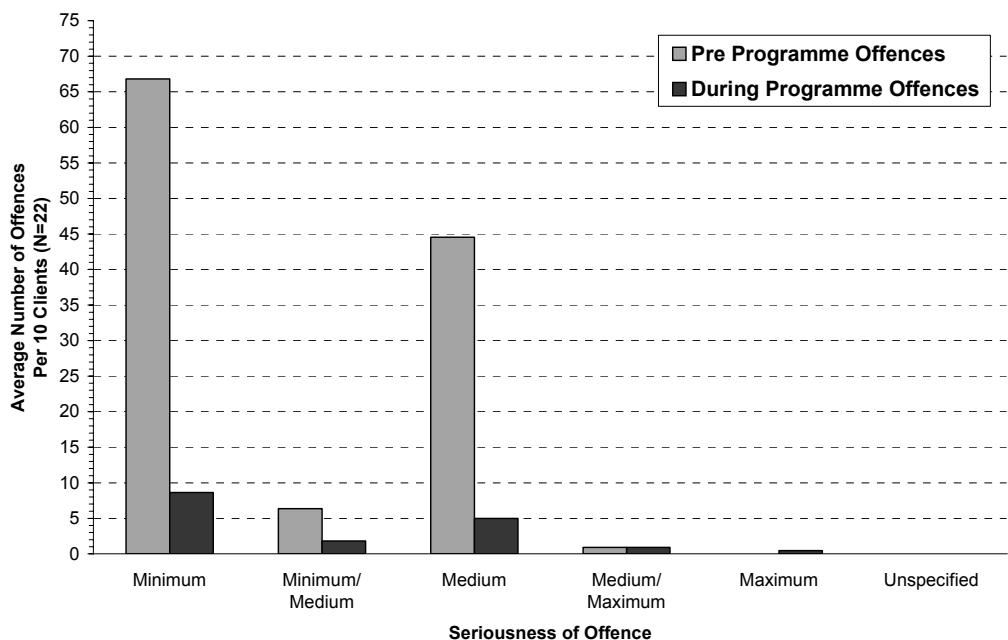
Figure 4.7: Seriousness of Offences Committed Prior To, and During Glen Innes Community Approach Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

It was expected that the Police Youth at Risk programmes would work closely with Youth Aid Sections and would therefore receive most of their referrals from the Police. It is surprising that the Glen Innes programme received only half (54 per cent) of their referrals from the Youth Aid Section considering their positive relationship with Glen Innes Police staff. A further 27 per cent of referrals to the programme were from schools (see Figure 4.8), which suggests the programme had a positive relationship with the local schools. Finally, the secondary clients on the programme were usually peer referrals rather than from another agency.
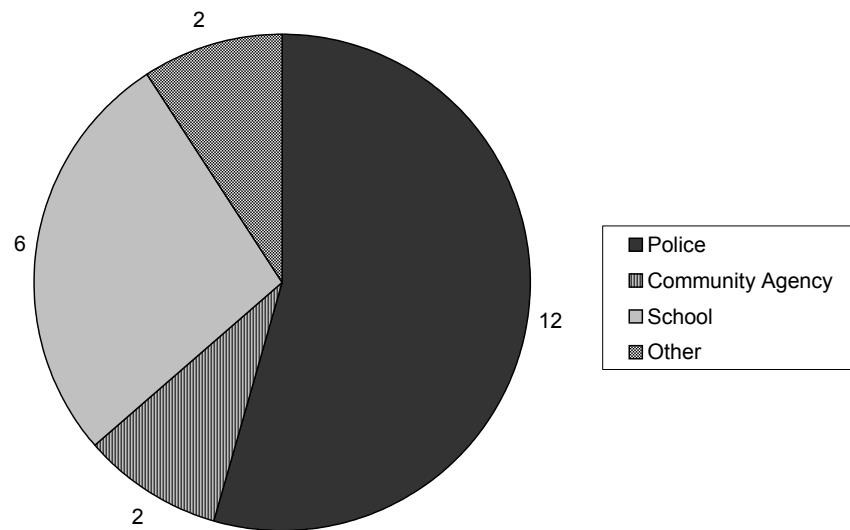
Figure 4.8: Sources of Referral for Glen Innes Community Approach Clients

The relationships with, and perceptions of the programme by other agencies can be further measured by the stakeholder component of the evaluation. As discussed in the methodology, key stakeholders of the Glen Innes Community Approach programme were asked at the start of the evaluation period about their expectations of the delivery of the programme, and asked at the end of the evaluation period about their perception of the outcomes of the programme. At the start of the evaluation period, 12 questionnaires were sent out to stakeholders of the Glen Innes Community Approach programme of which six were returned[10]. As one of the schools and one of the government agencies stated that they either had no knowledge of the programme or were not directly involved with it (and could not therefore complete the questionnaire) only four stakeholders views were considered.

As part of the outcome evaluation of Glen Innes Community Approach programme, 15 stakeholders were sent a questionnaire asking about their views on the effectiveness and outcomes of the programme. Ten of these stakeholders completed and returned the questionnaire[11] although it should be noted that three of these stakeholders felt that they did not have a very thorough understanding of the programme.

Agency expectations at the start of the evaluation period were that the programme would provide support for young people and their families, promote interagency co-ordination and collaboration, and achieve an increase in the positive life chances and relationships for young people. These were all noted as positive outcomes of the programme by agencies at the end of the evaluation period. A further positive impact stakeholders mentioned that the programme had affected, was a noticeable improvement in the confidence of parenting of the young people on the programme. However, the expectation that a reduction in offending would be achieved was not commented on as an outcome by stakeholders.

The only negative outcome of the programme perceived by some stakeholders at the end of the evaluation period was that some families may have felt that there had been an intrusion on their privacy. This was noted for some of the other programmes also.

Overall, respondents were very positive about the effect that the Glen Innes Community Approach programme had had on the community, however suggestions for improvements to the programme were to ensure interagency communication between agencies regarding each young person, and to increase resources so as to expand their service. Respondents suggested that information about the programme should be sent out to community agencies, and programme staff could run training for agencies, in order to increase awareness and understanding of the programme.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

Over the period July 1998 to June 2000, the total monetary contribution from Police was $180,000 and donated time and resources totalled $102,000 over the two-year period. Of the total programme expenditure, 85 per cent (average across all the programmes was 50 per cent) covered the cost of three staff: a Senior Family Worker and Community Representative, a Family Worker, and a Youth Worker.

During the evaluation period, the Senior Family Worker spent time on the case management of some families as well as much liaison work within the community. This employee also provided supervision and advice in relation to social work practice to the other Family Worker

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[10] Three each were received from schools and government agencies.
[11] Six were received from government agencies, two from community agencies and two from schools.

and the Youth Worker having had 20 years of voluntary community and family work experience and also having been the Director of a Social Services organisation. At the conclusion of the evaluation period this staff member was studying extramurally towards a Diploma in Social Work.

The Family Worker also worked in a case management role with the youth and their families on the programme. This staff member had a B level Diploma in social work. The Youth Worker organised activities for the programme and, similar to the Family Workers, worked with the youth and their families on the programme (caseload of three families). This staff member had experience in sports management and coaching of young people and at the conclusion of the evaluation period was undertaking social work training and a computer course. During the course of the evaluation two other people had held the Youth Worker position but left of their own accord.

Thirty seven per cent of the total value of service provision was donated in the form of time or resources. The provision of a sworn officer to co-ordinate the programme accounted for a large part of this amount. During the evaluation period the role of the Programme Co-ordinator was to maintain a lot of contact with families and provide a supervisory role for the family and Youth Workers. This staff member had 15 years of experience with the New Zealand Police, four of which were spent in Youth Aid.

Of the expenditure remaining after staff costs had been accounted for, about 14 per cent was made up of communication expenses, 12 per cent was spent on the young people directly (activities, camps, field trips, uniforms and rewards), and another 12 per cent was on stationery and office resources.

Throughout the period July 1998 to June 2000, Glen Innes Community Approach had a total of 22 clients on their books. Only one of these clients exited the programme during the evaluation period and this young person appeared to have shown an improvement in offending behaviour. The expenditure per client per annum was $3,992, making Glen Innes Community Approach the second most expensive of the 14 Police Youth at Risk programmes. The expenditure per client contact was $174 which was significantly higher than the average across all programmes of $117. The expenditure per client week on the programme was $96 (which was higher than the average of $88). When donations were taken into consideration, the true cost per client per year was $6,310 and per client contact was $275. The true cost for each client week on the programme was $151. Thus, without the donated time and resources, the programme would only be able to provide a service to a few young people.

As mentioned earlier, the Glen Innes Community Approach programme utilises a holistic case management approach when working with young people. Programmes utilising this approach focus on improving all aspects of the young person's life, which consequently absorbs a high amount of resources but which research (refer to the literature review) has shown to be effective. An indication of the success Glen Innes Community Approach programme achieved is that 82 per cent of their clients offended prior to programme involvement, which reduced by half to 41 per cent of clients committing offences while they were involved with the programme. The two key factors that have led to the programme's success are: the extent of process and implementation planning[12] to ensure best practice in delivering the service; and the support that the programme received from both local and district management levels of the Police, influential agencies, the community and young people.

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[12] This planning included financial, strategic, and procedural elements.

SUMMARY

The extent of planning prior to implementation of the Glen Innes Community Approach programme contributed to the effective development of a strategic approach and smooth programme implementation. The initial three month planning and consultation process led to a strong cultural base for the programme and laid the foundations for effective networks with community agencies. The approach to participant selection altered during the evaluation period to accept younger and less serious offending youth as a reaction to programme practice. However the clients that were accepted by the programme still displayed a high level of need (as indicated by the reasons recorded for clients' referral to the programme).

The programme aimed to support the young people on the programme and their families, consistent with the stakeholders' expectations indicated at the beginning of the evaluation period. The programme recorded that 200 goals had been set and that 116 of these were consequently achieved providing evidence that the programme achieved this objective to at least some extent. While the programme did not provide the same range of services that many of the other CPYAR programmes did, a strong emphasis was placed on the provision of recreational activities. While the research indicates that activities-based programmes are only of short-term value, the inclusion of families and the provision of skill training in these activities meant that these added an extra valuable component to the programme. The programme also maintained a high level of contact with the majority of youth on the programme, even with those on the programme for long periods of time. However, from surveying the comparative summary of services provided and the information on goals set for families, it would seem that the programme put more emphasis on supporting the young people on the programme than the families, although stakeholders noted a noticeable improvement in the confidence of parents in their parenting abilities. It appears that the programme achieved to some extent the building of the supportive capacity of participants' families, although perhaps not as much as was possible.

The offending data recorded suggested that the programme had some effect in the prevention and reduction of offending. Although direct comparison between offences committed prior to and during programme participation is not possible, substantially fewer offences were committed during programme involvement. While some serious crimes were committed during programme involvement the low number of offences is certainly a positive outcome of the programme.

Mixed results were found in the achievement of the objective to foster the integration of youth at risk with other agency and community initiatives. Stakeholders indicated that the programme had succeeded to some extent in this objective, however recommendations were also made that the programme ensure interagency communication and promote the programme's role in the community. This is perhaps evidence that while some agencies had built a strong relationship with the programme, others had not to the same extent. In addition, the sources of referral for participants on the programme indicated that a stronger relationship could also be formed with the local Youth Aid Section. It was expected that all programmes would receive the majority of their referrals from their local Youth Aid Section, and while this is true for Glen Innes Community Approach, the margin of majority is very slim.

The financial support received by the programme remained consistent over the evaluation period, but did not increase as the programme expanded. Instead, the programme was reliant on donations of time and resources to sustain the higher than average cost of the programme.

The programme was a good demonstration of the movement of Police resources into preventative policing by the provision of a wraparound programme model within the community although there could be a greater emphasis on the support for family members of the young people as this model intends.

FINDINGS

The findings that arose from the evaluation for the period July 1997 to June 2000 of the Glen Innes Community Approach programme were as follows:

1. The programme needs to include an emphasis on the provision of services to the families of the young people on the programme.

2. Not all stakeholders were aware of the services that Glen Innes Community Approach provides. The programme needs to place an emphasis on communication with all stakeholder agencies of the programme.

5. TAIOHI TOA

At the time of the implementation of the CPYAR package, Hamilton was selected as one of the 'hot spot' areas with respect to the prevalence of youth at risk of offending and submissions for Youth at Risk Programme proposals were therefore sought from the area. The Taiohi Toa programme secured funding under the CPU package on the strength of a business plan presented to Police. Starting later than some of the other packages in March 1998, the programme adopted the wraparound approach, using a case management model.

The model sought to fulfil three dominant programme objectives that were set as follows:
- To break down negative anti-social behaviour through motivation, goal-setting, and the availability of counselling and other support;
- Providing positive activities for youth; and
- Assisting families in finding employment.

The programme sought to meet both these and the Police objectives as discussed below. These Police objectives are detailed in the methodology section and are which each of the programmes are measured against.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

Taiohi Toa commenced targeting youth between the ages of seven and thirteen years in the East Hamilton area, who were identified as being at risk of becoming involved in offending, or had already become involved in minor offending. Programme staff initially approached schools to identify youth who fitted the programme criteria. As the programme evolved over the evaluation period, changes to the initial practice occurred. Firstly, the target age bracket was widened to include any youth under seventeen years of age[1] as depicted in Figure 5.1. Secondly, and more fundamentally, the last year of the evaluation period saw the focus of the programme move from targeting at-risk youth to minor and serious offenders. During the evaluation period 29 clients participated on the programme.
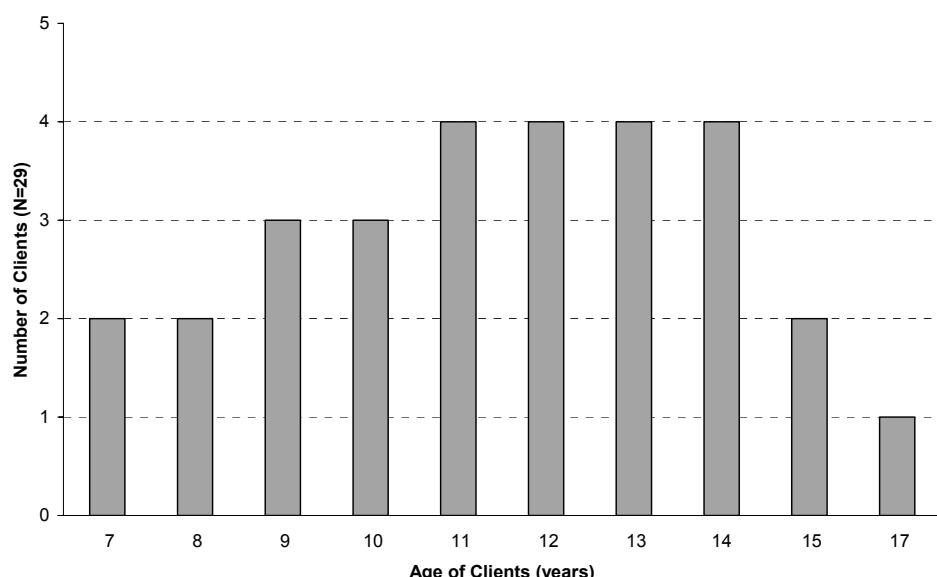
Figure 5.1: Age of Taiohi Toa Clients (at time of acceptance on to programme)

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[1] The one client outside this bracket is a sibling of two other younger participants.

The majority of participants were male (83 per cent) and all participants were New Zealand Māori. In anticipation of this over-representation, an emphasis was placed on the inclusion of Māori community agencies during the planning phase of the project. A hui was held that involved representatives from a broad cross-section of local Māori groups and special interest groups. Community consultation via a stakeholder questionnaire asking about expectations of Taiohi Toa's ability to deliver a service appropriate for Māori and Pacific young people showed a split between the four responding agencies. Two of the agencies expected that the programme would meet the needs of Māori and Pacific young people, while the other two agencies felt that they did not have enough knowledge in this area to comment. At the conclusion of the evaluation period most respondents to the stakeholder questionnaire commented that the programme was sensitive to the needs of both Māori and Pacific young people. However one respondent thought that there was a need for further consultation with Māori. Given that all young people on the programme during the evaluation period were Māori, it is important that some consideration be given to this opinion.

The case management model utilised by Taiohi Toa takes the same form as the other community-based programmes thus far described. Contact is made with whānau once a young person has been referred, and a meeting is organised. Programme staff describe the programme and if the whānau are willing to participate, an assessment of client and whānau needs is undertaken. In accordance with the needs that are identified, a tailored case plan is developed. Thereafter programme staff monitor the ongoing progress of both the youth and his or her whānau through frequent contact. The length of the programme plan depends on the needs of the client and his or her whānau but is generally envisaged to be approximately two and a half years. Staff work with the whole whānau, however, siblings of the young person aged over 17 years are generally not worked with as intensively as others.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As discussed above, once consent is obtained from the youth and whānau members, an assessment of needs is done for both the youth and whānau. These needs are also assessed at exit (or at the end of the evaluation period if the client was not exited). Unfortunately, due to the general trend across all programmes to under-record the needs of clients on the database, an analysis of the change in needs is not possible for each programme. Instead, a discussion across all programmes is presented in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter. However, the needs of clients inevitably reflect the reasons cited for that individual's referral to the programme. For the 33 clients on Taiohi Toa, a total of 219 reasons were recorded for referral to the programme, which represents an average of approximately seven per client. The most common reason for referral was having come to the attention of the Police (see Figure 5.2). Interestingly, this did not necessarily mean that their source of referral was the Police (although in most cases it did).
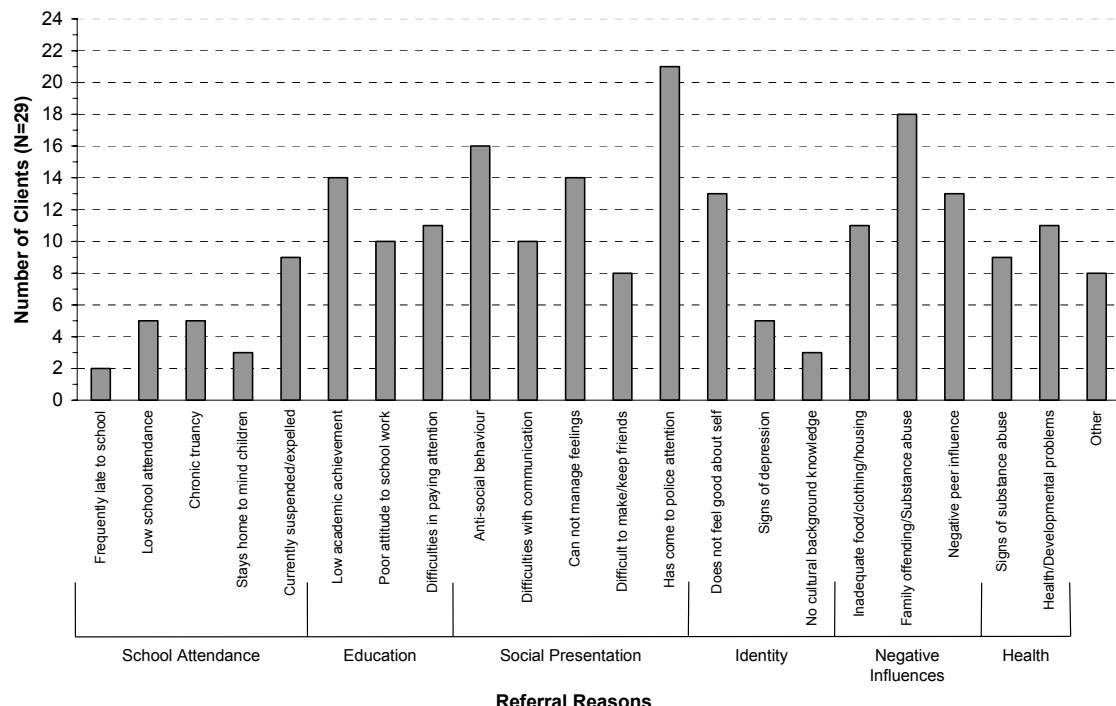
Figure 5.2: Reasons for Referral to Taiohi Toa

The support plan developed to address the needs identified for the young person and the whānau generally incorporates a variety of both short-term and long-term goals. Again, the majority of programmes failed to maintain database records of the goals set. The Taiohi Toa programme is no exception, with a total of only 15 goals recorded as being set, only one of which is recorded as being attained.

In addition to the setting of goals, more practical services are provided by the programme such as the referral to relevant community agencies and various programmes. The networks developed in the developmental stage of the programme have been conducive in helping the programme in its proactive utilisation of appropriate training courses as required by whānau members. Other services that are offered are as follows:

- As with many of the other programmes included in this report, the programme arranges schooling and training courses for clients, and Housing New Zealand assists in finding suitable accommodation if required;
- The programme maintains close networks with alternative learning centres which provide the educational component for a number of clients who are not accepted into or can not cope with main stream schooling;
- Maatua Whangai is a leading agency in the provision of health and learning services for Māori. Resources are often pooled because the same clients are often shared by Maatua Whangai and Taiohi Toa. Programme staff have also attended training programmes such as Māori protocol courses;
- Taiohi Toa also works closely with Specialist Education Services, the Hamilton City Council, local marae and local training providers such as the Hamilton Skills Centre who specialise in providing 'Therapeutic Adventure Based Learning'.

A comparative summary of services is provided below:

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients		✓	
Arranges accommodation for clients/families		✓	
Arranges schooling for clients	✓		
Rewards positive behaviour eg. movies etc		✓	
Arranges mentors for clients		✓	
Conducts camps for clients			✓
Arranges/assists with employment for clients/families		✓	
Arranges inclusion in training courses for clients	✓		
Arranges inclusion in parenting courses for parents		✓	
Refers to other agencies	✓		

The programme also refers young people or parents to programmes as follows:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents		✓	
Drug and alcohol programmes to young people		✓	
Psychological treatment to parents			✓
Psychological treatment to young people	✓		

A major strength of Taiohi Toa is the intensive contact between programme staff and whānau. Once a support plan has been developed and the various relevant agencies contacted, contact usually takes place on a daily basis. This contact lessens gradually as the whānau and youth progress with their plan. Even without the assumption of the general under-recording of client contact across all programmes, the database information depicts a high level of contact with participants. For example, an average of 84 contacts per client (from a total of 2,432 contacts with clients by the programme) over an average of 61 weeks on the programme was recorded (as depicted in Figure 5.3). This level of contact means that three to four families is the maximum caseload allocation for any one worker.
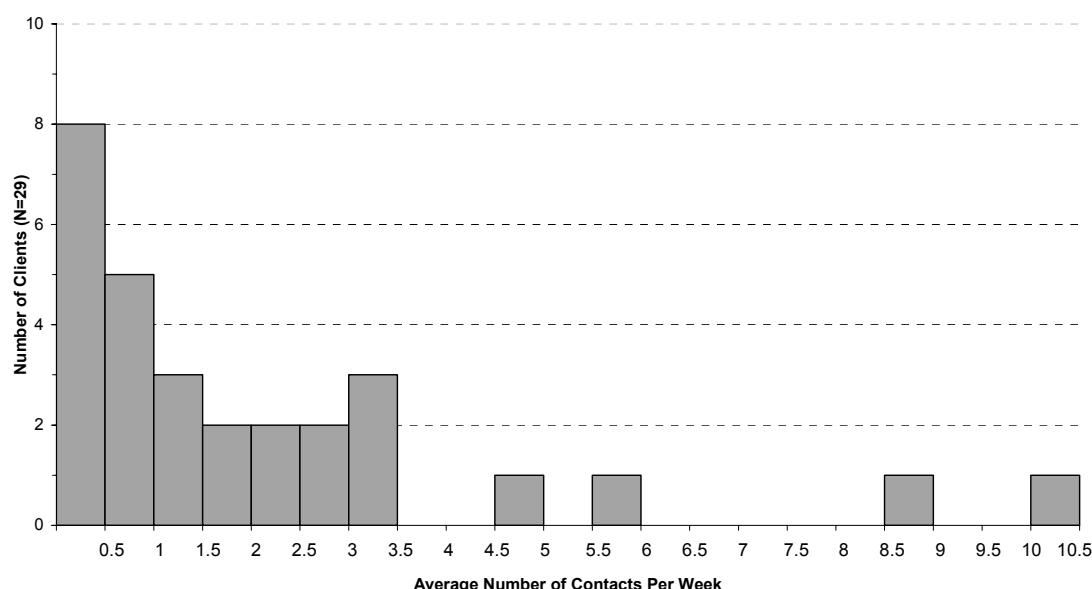
Figure 5.3: Average Weekly Contact Between Taiohi Toa and Clients

It is difficult to determine whether those on the programme for longer periods who had been exited from the programme showed a lower average of contact, which would support the

gradual decline in contact as participants reached their goals. This is because high levels of contact are recorded which generally show no pattern at all. Both clients who received the highest level of contact entered the programme within the last few months of the evaluation period, while one client who joined the programme in March 1998 still showed average of 2.7 contacts per week. Eight of the 29 clients were recorded to have less than fortnightly contact, many of whom had been on the programme for a substantial period of time. It is possible that these clients were not formally exited from the programme although were no longer receiving programme contact, thereby skewing the average contact in a negative direction. The lack of exited clients leads credence to this theory.

The intensive contact is undoubtedly responsible for easing much of the hostility and suspicion of whānau encountered early in the programme. This problem was largely due to the programme's alignment within the Police as an organisation. Whānau who had experienced unfavourable relationships with the Police previously, associated the programme with a general 'law enforcement' policy.

Only six clients who participated on the programme during the evaluation period were exited from the programme (21 per cent), all within the last five months of the evaluation period. These six clients had been on the programme for widely divergent periods of time ranging from about four months[2] to just under two years[3]. The spread is fairly even across different time periods (as depicted in Figure 5.4), probably indicative of the gradual increase of a client base.
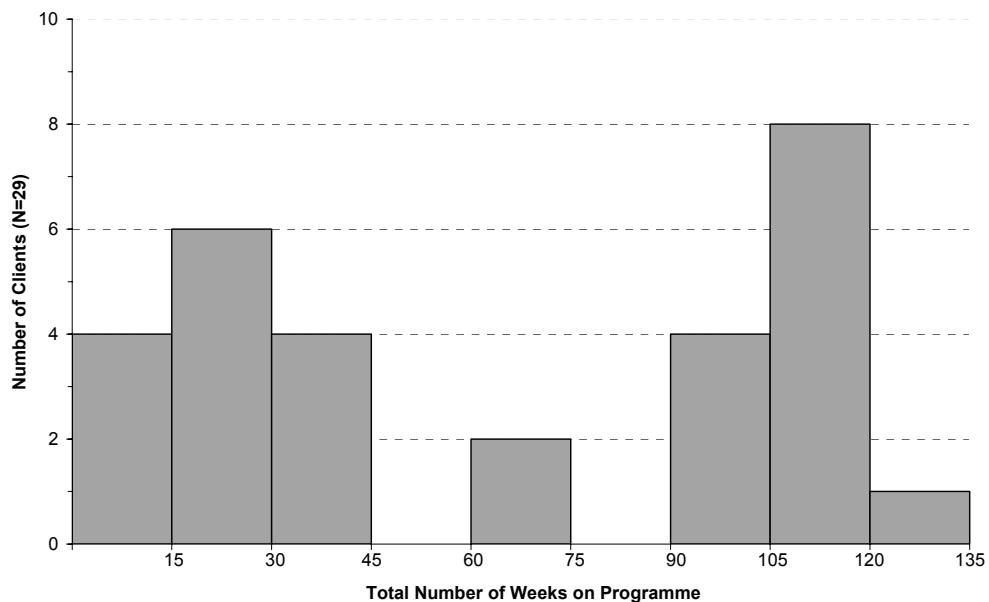
Figure 5.4: Length of Time on Taiohi Toa

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[2] 19 weeks.
[3] 100 weeks.

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

A total of 119 offences were committed by 59 per cent of programme clients prior to joining the programme, while a total of 130 offences were committed by 45 per cent of participants while involved with the programme (both giving an average of over four per client) as depicted in Figure 5.5. Nine clients (31 per cent of participants) were responsible for this increased amount, who committed more offences during programme participation than they had prior to participation. Three of these clients committed one offence during programme participation (and no offences prior to participation), while the remaining five represented increases of between four and 36 offences between the two periods. It is therefore important to note that 45 per cent of clients committed fewer offences during participation. The remaining 24 per cent committed the same number of offences between the two periods (21 per cent of whom committed no offences prior to or during participation).
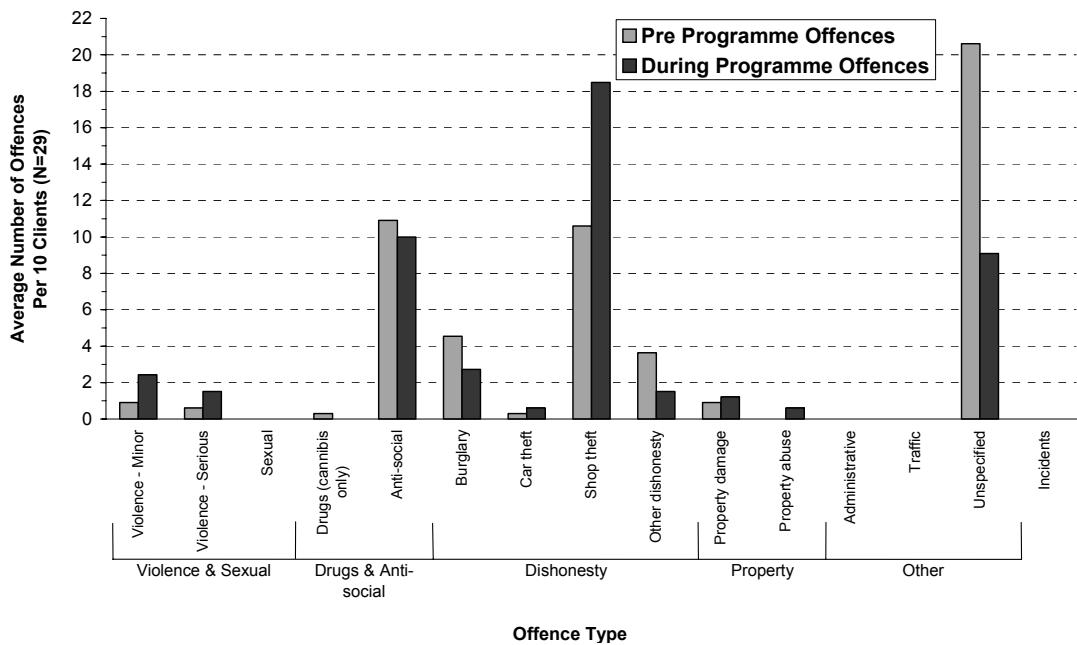
Figure 5.5: Type of Offences Committed Prior To, and During Taiohi Toa Participation

While a general increase in offences between the two time periods is evident, there is a slight decrease in the seriousness of offences[4] (see Figure 5.6). The medium category is undoubtedly made up predominantly of the large amount of burglaries, which was the one offence type for which fewer offences were committed during programme involvement.

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[4] Medium/Maximum offences accounted for 3 per cent of the offences committed prior to and 3 per cent of offences committed during programme involvement. Medium offences accounted for 30 per cent of offences committed prior to programme involvement, and 23 per cent during programme involvement.
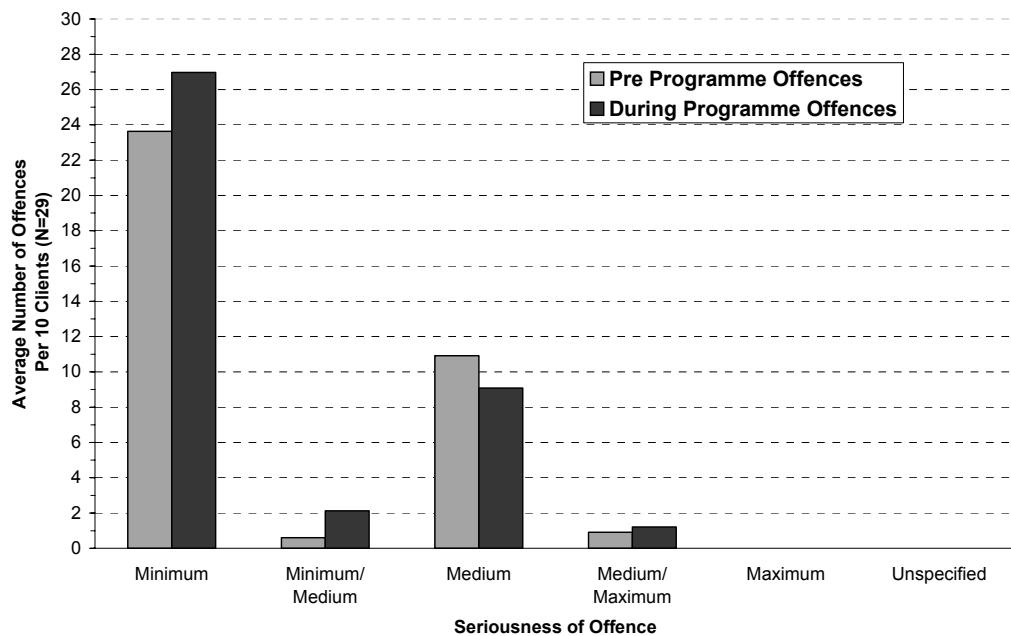
Figure 5.6: Seriousness of Offences Committed Prior To, and during Taiohi Toa Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

Over time, the Hamilton Police Youth Aid Section have become more aware and more supportive of the Taiohi Toa service and have now become the predominant referral source (69 per cent of all referrals as depicted in Figure 5.7) in place of the active recruitment of at-risk youth in schools. However, referrals from other sources are by no means discounted, and are assessed individually. In keeping with the adjustment in focus, Youth Aid identified 20 families for referral to Taiohi Toa, including the most serious recidivist offenders. The programme staff have increased their involvement with local Police generally (for example they now attend internal Police intelligence sharing meetings) and have a more Police oriented focus.
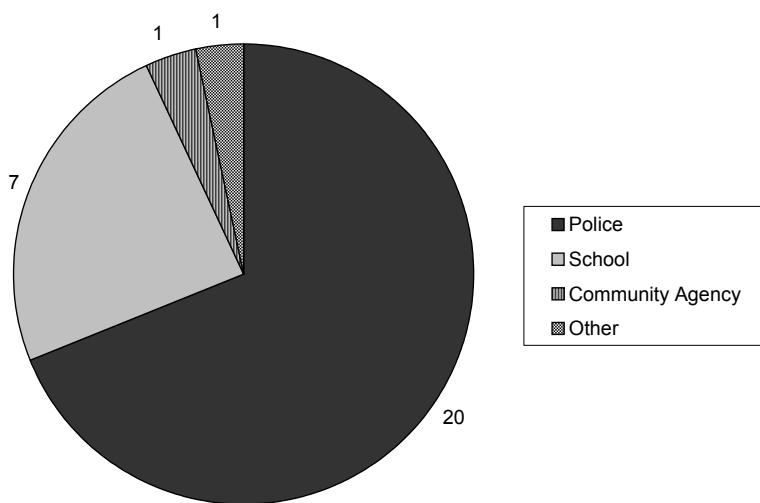
Figure 5.7: Sources of Referral for Taiohi Toa Clients

Aside from internal stakeholder relationships, assessment of external agency integration and relationships is revealed in the stakeholder evaluation of Taiohi Toa[5]. During the implementation phase of Taiohi Toa, a questionnaire was designed and sent out to 12 stakeholders asking for comment on their expectations of the programme. Four schools, one government agency and one community agency completed and returned the questionnaire, however two of the schools indicated that they had no knowledge of the programme. Therefore, only four agencies were included in the final analysis. As a follow up on these expectations, a questionnaire was sent to 15 key stakeholders of the Taiohi Toa programme at the conclusion of the evaluation period. Ten of these stakeholders completed and returned this questionnaire (three community agencies, three government agencies and four schools). However, it should be noted that two of the stakeholders did not feel that they had a good understanding of Taiohi Toa.

Although one respondent indicated an expectation that the programme would not be effective and have no impact on the community, the other three agencies expected Taiohi Toa to have a positive effect on the young people involved and the community. Common responses from these agencies were that the agencies expected that the programme would provide support for young people and their whānau, increase positive life chances for young people, and support interagency co-ordination and collaboration. Agencies' expectations were met in that all respondents[6] commented on the effectiveness of the programme at the end of the evaluation period - key themes were that Taiohi Toa effectively monitored youth at risk, provided support for young people, and co-ordinated and collaborated effectively with other agencies.

At the start of the evaluation period stakeholders had some concerns about possible negative outcomes arising from implementation of the programme. These concerns were that families not accepted on to the programme may feel jealous, only a few families may be involved due to resource restrictions, and that families may become dependent on the programme. The analysis of the comments of stakeholders at the conclusion of the evaluation period indicate that some of these negative outcomes occurred. For example, agencies identified that the number of families involved with the programme was restricted due to limited resources, and that some families had become dependent on the programme. One agency believed that too much emphasis was placed on young Māori offenders.

Due to the perceived overall effectiveness of the programme however, suggestions for improvements to the programme were largely the provision of more funding, more staff, and the involvement of more young people on the programme. Two respondents suggested that increased awareness of the programme could be obtained by creating a higher profile and spreading the information more widely, and one agency commented that programme staff could offer training to other agencies on what service they deliver.

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[5] See the methodology section for a more detailed outline of the method of the stakeholder evaluation.
[6] Including those agencies who later commented they did not have a very good understanding of the programme.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

A cost-benefit analysis was conducted across the two operational years of the evaluation period (July 1998 to June 2000)[7]. Due to its being located in one of the five 'hot spot' areas, Taiohi Toa received $90,000 per year from Police. The total expenditure of the programme was approximately $47,140 per year, although this figure increases to $84,550 per year when the value of donated time and resources are considered (the provision of a sworn Police Officer is included in the donated total)[8]. Other agencies that Taiohi Toa received monetary donations from included the Southern Trust, Well-Energy Trust, Trust Waikato, Catholic Care Foundation, and the Police Managers Guild Trust.

In October 1999, Taiohi Toa followed the lead of some of the other programmes and established a Trust for the programme with the central purpose of raising funding external to that provided by the New Zealand Police. Comprised of community minded people such as a Lawyer, Accountant, Minister, and Police representatives, the Trust manages the applications for funding from various community sources, thereby providing the additional financial support described above.

Of total expenditure, 44 per cent was spent on staff costs covering the employment of two Family Monitors. The Family Monitors worked directly with the youth and their families and were involved in the assessment of needs, the co-ordination of services to meet these needs, the development of a case plan, and ongoing monitoring. In this way the position of the Family Monitor took the role of mentor, co-ordinator and advocate within and for the whānau. Central to the position was the establishment of trust. At the conclusion of the evaluation period one of the employees in these positions was a trained Minister with a background in community social work, while the other had relieved for CYF (working with juveniles on remand and running programmes) and had four years of civil engineering experience. Both Family Monitors had sporting backgrounds, the first having coached rugby in Spain, and the second having been involved with youth basketball and touch rugby teams.

Various types of training were offered to staff during the evaluation period, including a Certificate of Child Protection Studies for one of the Family Monitors (half of which was paid for by CYF) and a suicide prevention course. At the conclusion of the evaluation period it was hoped that training in motivational interviewing and the DARE curriculum might be undertaken by programme staff.

In addition to the two Family Monitors, a sworn officer was allocated to run the programme as Project Leader (the salary of which was paid for by Police and is included in the value of donated time and resources). This position was responsible for completing the administrative aspect of the programme and worked with some of the youth and families as well as the Family Monitors.

A number of changes in staffing occurred during the evaluation period. Both a Senior Sergeant and Inspector had held the Project Leader position at different times but had not been replaced at the conclusion of the evaluation period. There had also been a part-time data entry position and a part-time volunteer who co-ordinated sporting initiatives. Both positions were no longer part of the programme at the conclusion of the evaluation

Over the two-year period July 1998 to June 2000, 29 clients were involved with Taiohi Toa, equating to an expenditure of $1,626 per client per year. The high number of programme

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[7] See the cost benefit section in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.
[8] Donations accounted for 44 per cent of the total value of service provision.

contacts with clients resulted in the expenditure per contact being only $39 - the lowest across all Police Youth at Risk programmes and well below the average of $117. However, until further analysis of contact type is undertaken, for example the duration of contact, no meaningful conclusions can be drawn as to the true value of contacts. Without the inclusion of this data, all contacts, regardless of their duration are averaged at the same value. The expenditure per client week on the programme was also low at $53 (the average across all programmes was $88).

A number of facets of the Taiohi Toa programme are supported as best practice by the literature, namely that it is based on a holistic community-based model which works with the family, school, and community as well as the young person. Taiohi Toa has targeted relatively young at risk youth, tried to discourage negative peer influences, and ensured frequent face-to-face contact with the young person and his or her whānau. The youngest Taiohi Toa clients show low rates of offending with low numbers of offences committed prior to, as well as during programme involvement. This would appear to be due to the programme targeting them before they become entrenched in a delinquent lifestyle.

A number of other factors have also played an integral role in the smooth operation of the programme. The programme has had a lot of support from the local and District Police, the community, and for the most part, has been provided with the necessary staff resources. During the evaluation period, the Police District Commander for the Waikato District was very supportive of the programme and the need to reduce youth offending, especially by Māori. The programme has a good rapport with the Youth Aid Section. Although they are not as proactive as the Youth at Risk programme, Youth Aid are very supportive and appreciative of Taiohi Toa, there is good communication between the two groups, and programme staff have access to Youth Aid files. Other Police district staff have been very supportive of the programme and were always available and approachable. The profile of the programme has increased with the Police Youth Education Service and the programme continues to receive good support from the Iwi Liaison Officer.

The Taiohi Toa programme takes a continual leading agency role and co-ordinates other agencies to collaborate in addressing young people's needs, consequently forming good partnerships with community agencies. The local schools are also very supportive and prepared to assist in the placement of young people, as are the young people on the programme and their whānau. These three factors are critical to the success of any holistic community-based programme.

At the end of the evaluation period, programme staff were grateful for, and commented on the necessity of having full-time workers (although one staff member was granted study-leave which affected the day-to-day running of the programme) and an accessible full-time Police staff member. In addition, programme staff commented that it would be beneficial to Taioihi Toa to have a female Youth Worker as male Youth Workers occasionally experienced difficulties when working with female clients[9].

SUMMARY

Taiohi Toa adopted a wraparound case management approach that originally targeted youth at risk of offending or minor offenders. The programme changed its approach to participant selection and programme implementation throughout the evaluation period by widening the target age range and changing the focus to more serious offenders. All programme clients were Māori, therefore the great deal of consultation with local Māori which was held in the early stages of the programme was extremely beneficial. For the most part, stakeholders in

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[9] As mentioned earlier, females accounted for 17 per cent of Taiohi Toa clients.

the programme believed that the programme delivered a culturally appropriate service to Māori, although one stakeholder suggested that further consultation could be appropriate.

The programme developed close networks with many community agencies throughout the evaluation period, and these were utilised to provide relevant services to the young people involved with the programme and their families. In addition to the general services provided to families to address the needs that were identified, the programme provided an intensive level of contact with the majority of clients over varying lengths of time. One result of this intensive contact was the relatively low number of clients that the programme was able to serve. The stakeholders also perceived that this level of contact caused a level of dependency in some of the families.

Participants committed a higher level of offending while they were on the programme when compared with that committed prior to involvement. This was largely due to the increased number of offences committed by five of the 29 clients. There was a slight decrease in the seriousness of offences committed between the two time periods.

Relationships between the programme and other community agencies strengthened during the evaluation period. At the inception of the programme, programme staff were challenged with animosity, suspicion and hostility from many community members, particularly the families whom they were seeking to assist. Perseverance and enthusiasm has meant that not only has trust been gradually built with clients and whānau, but a substantial community network has also been established. While the stakeholder responses indicated that integration had not been achieved with all relevant community agencies, it would seem that the programme had gone some way in achieving the relevant Police objective. In particular, progress towards this objective is evidenced by the close and communicative relationship between the programme and the local Police Youth Aid Section at the conclusion of the evaluation period, and the support received from the Police in general was much enhanced from the early beginnings of the programme.

Taiohi Toa was one of the least expensive of the Police Youth at Risk programmes in terms of cost per contact and per client week although a lack of analysis on the types of contacts precluded a more in-depth discussion of these costs. Although the increased offending of five clients indicate that the programme was not completely successful in reducing offending, the low cost of the intensive contact combined with the success in establishing community networks and the integration of services, lend credit to the extent to which the programme achieved the final Police objective of being a demonstration project for the movement of Police resources into proactive policing.

FINDINGS

The findings that arose from the evaluation for the period July 1997 to June 2000 of Taiohi Toa were as follows:

1. Should the opportunity arise, a female Youth Worker could be employed to work with female clients.

2. Programme staff did not receive external supervision. Supervision is necessary to ensure the personal wellbeing of staff and the continued success and accountability of the programme.

3. The degree to which database and financial records were maintained was inadequate. Programme practice regarding record keeping needs to be revised to enable complete analysis in the future.

6. TE ARANUI

Conceptualised and initiated prior to the distribution of the CPYAR package, Te Aranui had a 'head start' on some of the other CPYAR programmes. The project's origins date back to 1995, when a local businessman was experiencing difficulties with youth delinquency in the vicinity of his restaurant. He offered support in setting up a programme to Tauranga Police Youth Aid Section and the Youth Justice section of CYF that was to be modelled on the Mount Roskill Community Approach Programme. A multi-agency management committee was formed between members of Police, CYF, Health, Education and other agencies in March 1996.

The programme was established with the objectives:
- To rehabilitate dysfunctional families who have a criminal cycle;
- To empower families to install positive functional elements for long-term benefits;
- To direct and monitor an integrated multi-agency approach to help break criminal cycles within families; and
- To encompass the holistic approach in dealing with recidivist youth offenders.

As these objectives already addressed the Police objectives when they were set for the CPYAR package, these remained after its inclusion in the package. The Police objectives are detailed in the methodology section of this report and are against which each programme's effectiveness is measured.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

Te Aranui was developed utilising a two pronged approach the first of which is a wraparound component. This component focused on youth under the age of 17 years who were already recidivist offenders rather than at risk of offending, and had a wide sphere of influence in the community. Te Aranui evolved later in the evaluation period to emphasise the targeting of younger offenders thereby moving to a more preventative focus than originally adopted.

The **wraparound** component follows the same structure as the other community approach programmes thus far discussed, whereby once a referral is received (usually from Youth Aid or CYF, but also other community agencies), the youth and his or her family is contacted and assessed for eligibility for the programme. If consent is received from both the youth and family, a Family Monitor is assigned to undertake an assessment of the unique needs of the family. The youth and his or her family are encouraged to develop their own plan to address the identified needs, although programme staff may offer suggestions and direction. Adhesion to the plan is monitored in fortnightly meetings with the family. Other agencies are also consulted to monitor aspects such as school attendance. As clients begin to reach their set goals, contact declines over time and they are gradually exited from the programme. A total of 14 clients who were involved with the programme during the evaluation period were on the wraparound component.

The second component of Te Aranui is a community development focussed project which targets youth who are generally between 12 and 17 years of age and are first or second time offenders. It is made up of several different initiatives as follows:

Youth Opportunity Training Scheme (YOTS): This scheme accepts juvenile offenders who are required as a result of a Family Group Conference or alternative action such as diversion, to undertake community work. An initial camp is held and each youth is followed up in accordance to a case management approach. This component is loosely based on the wraparound model but due to the target clientele, is not as intensive. Therefore YOTS is

able to accommodate a greater number of youth per year - 44 clients were involved with this aspect of the programme during the evaluation period.

Chiefs Rugby and Anchor Magic Netball: A role modelling concept is employed for this aspect of the programme whereby clients are paired with a playing member of the Chiefs rugby or Anchor Magic netball teams – whichever is the more appropriate for the individual. Activities include training with the team or having meals with them. This component targets a range of youth who may not have yet entered the criminal justice system, those who are re-entering or those who are already in it. This aspect of the programme has attracted much local media interest (for example, Mount News, 6/5/98; Begley, 1998).

Legends Basketball: A basketball team was formed in order to provide an engaging recreational activity for at-risk youth. The team has a set of rules, including a rule that players have to keep out of trouble both in school and the community, or risk being dropped. When older members of the team depart from the team, the members that remain become role models for the new recruits. The team participates in a local competition.

During the evaluation period 27 clients were involved with Te Aranui's sporting teams.

Despite the community development aspect of the programme targeting youth between the ages of 12 and 17 years of age, five youth who were either 10 or 11 years old were included on this aspect of the programme. All clients on the programme were under 17 years, the target age range of the wraparound component of the programme (refer Figure 6.1). A slight shift in emphasis to younger clientele can perhaps be evidenced by the high number of 12 and 13 year olds on the programme.
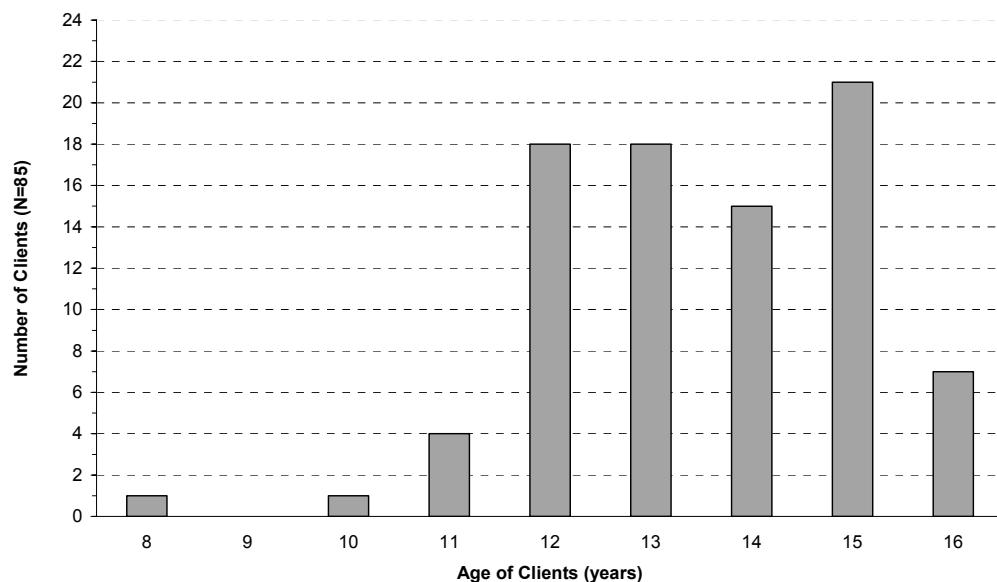
Figure 6.1: Age of Te Aranui Clients (at time of acceptance on programme)

Local iwi and Māori community providers were consulted and involved in the development of the programme. Aspects of Māori culture and protocol have consequently been built into each of the different components of the programme to cater for the predominantly Māori clientele who make up 64 per cent of all participants (as depicted in Figure 6.2). All stakeholders who responded to the questionnaire at the start of the evaluation period believed that the programme would be culturally responsive to the needs of Māori young people. At the conclusion of the evaluation period all stakeholders commented that they believed the programme was delivering a service appropriate for Māori. As Tauranga has a very small Pacific population, input from relevant Pacific community agencies was not

considered a priority[1]. This was reflected in stakeholder comments in that they did not feel in a position to be able to comment on the programme's sensitivity to the needs of Pacific young people.
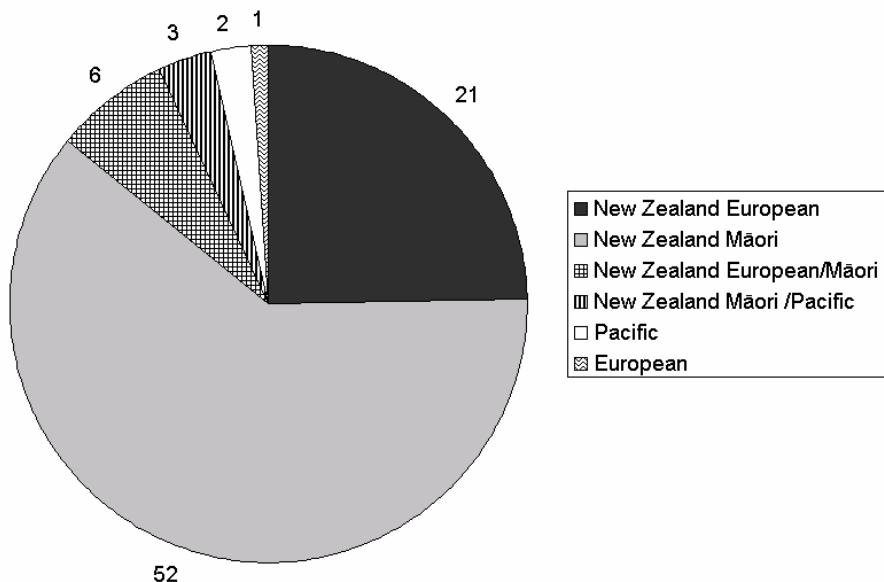
Figure 6.2: Ethnicity of Te Aranui Clients

The majority of the 85 programme participants were male (78 per cent). The greatest proportion of females participated in the YOTS component of the programme, where they accounted for 32 per cent of participants. Four females were involved with the sporting aspects of the programme, while only one female was included in the wraparound component of the programme. However, at the conclusion of the evaluation period, programme staff were endeavouring to focus more attention on including females in the programme in general (along with recidivist and 11 to 13 year old youth).

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As the wraparound and community focussed components of the programme targeted different clientele, it is not surprising that youth were referred to Te Aranui for a variety of reasons as depicted in Figure 6.3. A total of 311 reasons were recorded for all participants - an average of approximately four per youth. Reasons were not recorded for 11 participants, and for many of the remaining youth only one or two reasons were recorded. However, this seemed to occur regardless of the programme component with which the youth was involved, as many of those on the wraparound component, for whom more numerous reasons could be expected to be recorded, also often had few reasons recorded.

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[1] Only 6 per cent of all clients had a Pacific background

The most common reason cited for referral was that the youth had come to Police attention (59 per cent of clients). This is not surprising given that the YOTS component of the programme is designed for youth who have attended a family group conference or who have been recommended to undertake alternative action, and the majority of programme clients were referred by Police (73 per cent). Aside from this, no other reason or category stood out as being more salient for participating youth than others.
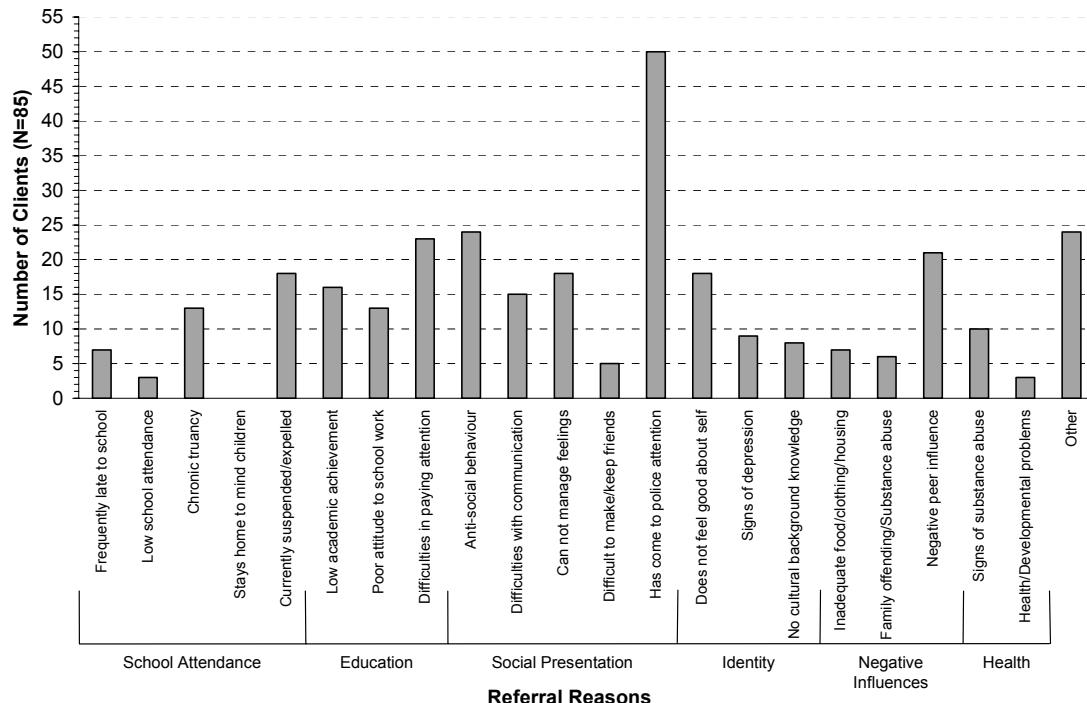
Figure 6.3: Reasons for Referral to Te Aranui

The differing referral reasons between youth undoubtedly gave rise to differing levels of need also. As mentioned earlier, each youth and his or her family would identify and discuss the needs salient to their situation with the assistance of programme staff. Unfortunately, few of these needs were recorded on the database rendering a meaningful analysis of needs for each programme statistically inappropriate. Instead, these needs are discussed across all programmes in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

A similar problem occurred with the goals recorded for most programmes. The goals that are set provide the foundation for the support plan devised by the young person and his or her family. The goals are designed to address the needs already identified in clear and achievable ways. Goals are not only set in the short-term and long-term for youth, but also for other members of the young person's family as appropriate. A very small number of family goals were recorded - a total of ten were recorded as set (across both short-term and long-term), five of which were achieved. It is not clear whether the small number of family goals is a result of few being set, or poor recording practice. However, as client goals were recorded for the majority of participants (an average of nearly five goals per client were recorded across both short-term and long-term), it is more likely to be the former. Education-related goals were the most common type for both short-term and long-term client goals.

To assist both clients and families in meeting their goals, appropriate training courses are organised where necessary. For example, Te Aranui ran a drivers license programme to assist youth in attaining their learners or restricted licenses, and provided a mentor to assist with budgeting problems when appropriate. When a youth had been suspended or expelled from school, the programme also endeavoured to address any educational requirements.

Te Aranui assisted with employment opportunities, referral to parenting courses and other agencies as necessary. Clients were also occasionally referred to therapeutic programmes that specialise in drug and alcohol concerns or psychological treatment for young people.

As mentioned earlier, until the client and his or her family begin to achieve the goals that they have set, the programme aims to maintain fortnightly contact with clients involved with the wraparound component of the programme. Thereafter contact gradually declines until the family is ready to be exited from the programme. A similar approach is taken with the community development component of the programme, although due to their lower amounts of need, the period of time for which they are on the programme is likely to be shorter.

A wide variance in the amount of contact Te Aranui clients received can be observed in Figure 6.4; the average number of contacts across the 85 clients was 17 (from a total of 1,410 contacts with clients by the programme). Similarly, the amount of time spent on the programme varies widely in practice, as depicted in Figure 6.5 with an average of 39 weeks being spent on the programme.

All participants who received at least weekly contact were on the YOTS aspect of the programme. Unsurprisingly, those on the programme for the longest periods of time received the lowest average number of contacts per week. The three clients who remained on the wraparound component at the conclusion of the evaluation period (that is, who had not been formally exited) had received the highest average amounts of contact per week (for wraparound participants), the minimum being fortnightly, despite one having been on the programme for nearly two years. The amount of contact is likely to be understated, because as with many of the programmes, the contact recorded on the database was incomplete. For example, only six of the fifteen wraparound clients were recorded to have received more than ten contacts during their entire time on the programme. While three of the remaining clients were on the programme for less than ten weeks, these figures still appear to substantially underestimate the true amount of contact.
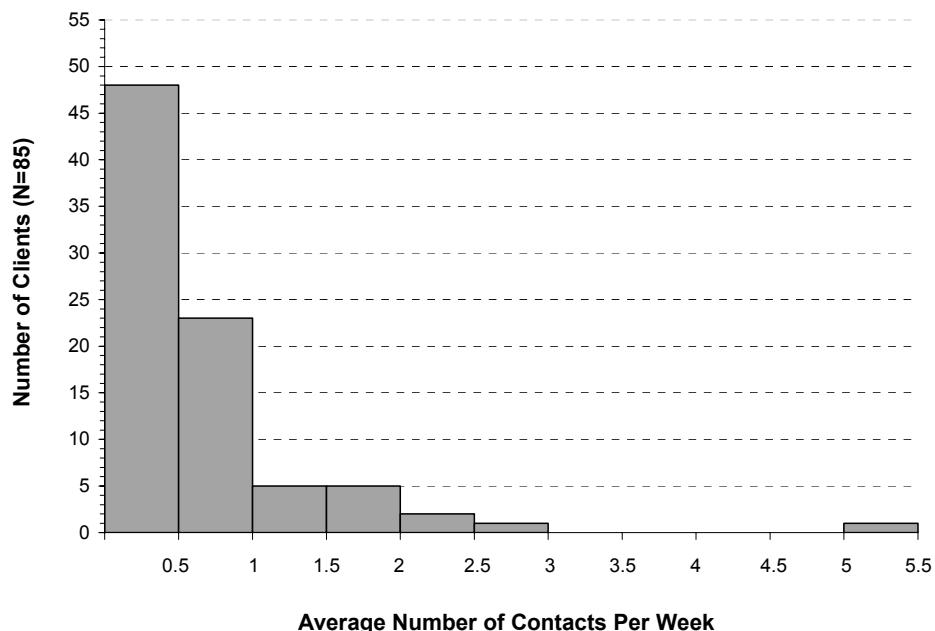
Figure 6.4: Average Weekly Contact Between Te Aranui and Clients
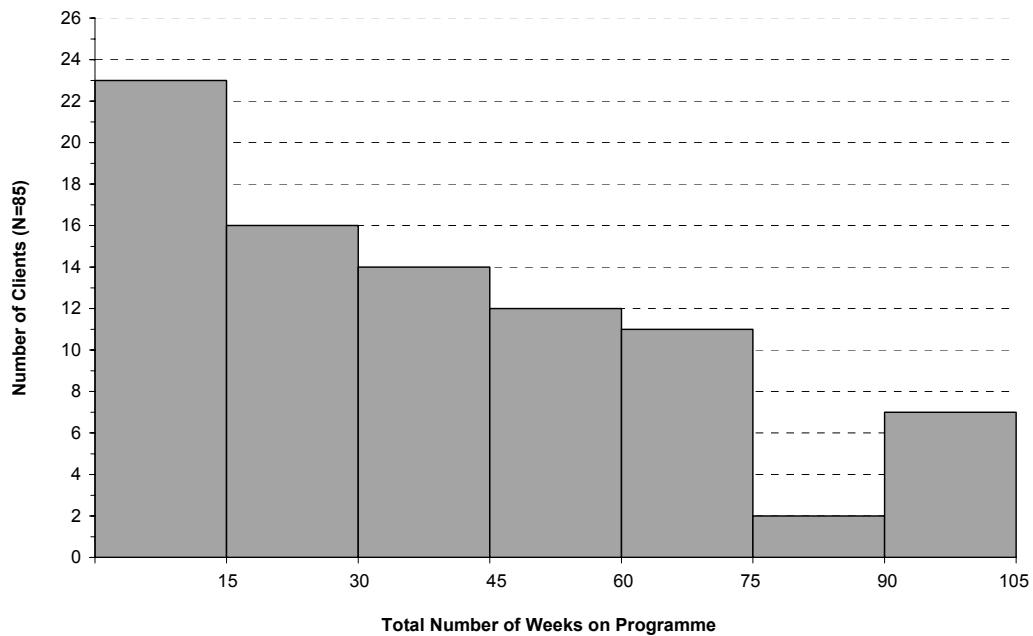
Figure 6.5: Length of Time on Te Aranui[2]

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

A total of 243 offences were recorded as having been committed by 78 per cent of clients prior to being accepted on Te Aranui, while 47 offences were committed by 25 per cent of clients while involved with the programme (as depicted in Figure 6.6). The majority of offences in both periods were dishonesty offences, with these accounting for 63 per cent and 66 per cent of offences committed prior to and during programme involvement respectively. Cannabis offences also accounted for many of the pre-programme offences (14 per cent). A marked difference was observed in the number of incidents recorded, with 67 occurring prior to programme involvement, and only four during. Offences were not recorded in either period for 16 clients, 13 of whom were involved with the sporting component of the programme.

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[2] Just over half (n=46) of Te Aranui clients were formally exited from the programme prior to the conclusion of the evaluation period.
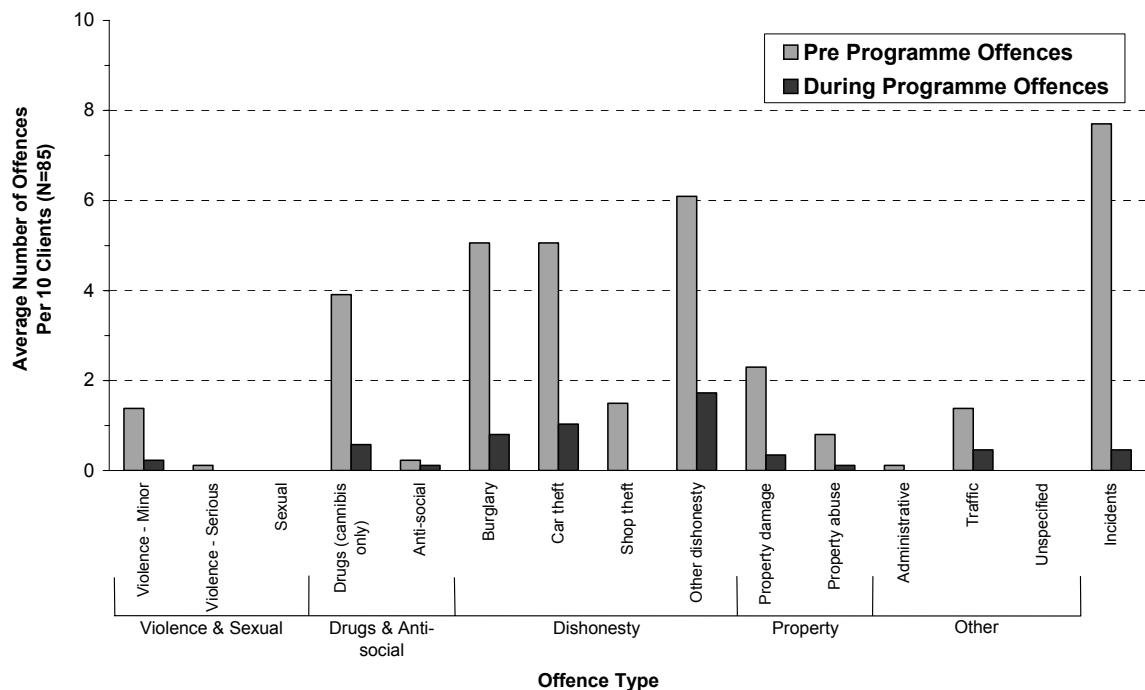
Figure 6.6: Type of Offences Committed Prior to, and During Te Aranui Participation

The seriousness of offences remained fairly static between the two periods with medium and medium/maximum offences combining to account for 27 per cent of offending prior to programme involvement, compared with 34 per cent medium only offences committed during programme involvement (as depicted in Figure 6.7).
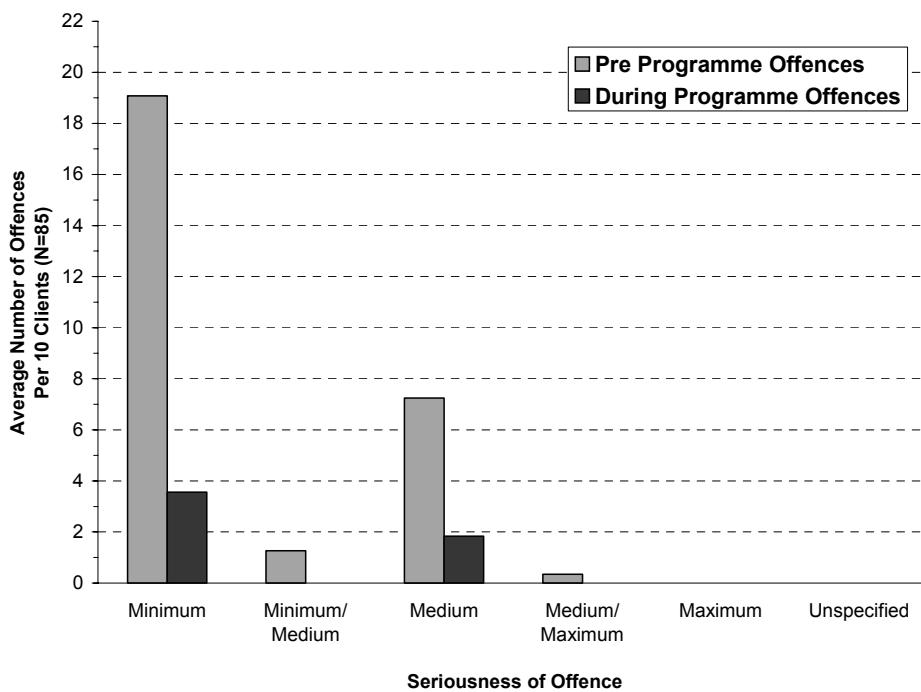
Figure 6.7: Seriousness of Offences Committed Prior to, and During Te Aranui Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

A wide range of sources provided Te Aranui with referrals, which ranged from various areas of the Police to a local rugby club. The majority of participants (73 per cent) were referred by the Police (as depicted in Figure 6.8) – predominantly the Youth Aid Section, particularly for those on the Youth Opportunity Training Scheme component of the programme. Referrals of participants from one part of the programme to another were included in the Police referrals category.   A further referral in the Police category was of two clients from the Hamilton programme, Taiohi Toa. The majority of government department referrals were received from CYF, while the 'other' category is made up of referrals that were received from a family member of the youth referred.
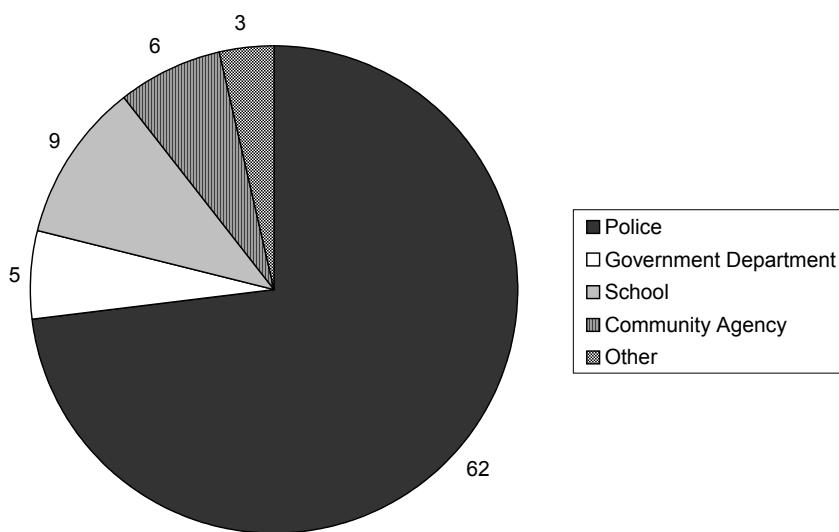
Figure 6.8:   Sources of Referral for Te Aranui Clients

As with all Police Youth at Risk programmes, a stakeholder analysis was conducted to evaluate community expectations and subsequent outcomes of the Te Aranui programme. At the start of the evaluation period, ten questionnaires were sent out to stakeholders in order to identify community expectations of the programme. Five of these questionnaires were returned[3], however one of these agencies had no knowledge of the programme. At the conclusion of the evaluation period another questionnaire was sent to key stakeholders of Te Aranui seeking comment on programme effectiveness and positive outcomes resulting for the community and the agency themselves. Twelve stakeholders were sent questionnaires, four of whom returned them[4].

At the start of the evaluation period, agencies expected Te Aranui to expose youth offenders to positive opportunities, and provide support for their families. The latter of these was a perceived outcome of the programme at the end of the evaluation period. Furthermore, stakeholders had expectations that the programme would collaborate with, and supplement the work of other agencies and enable them to use a preventative approach as opposed to reactionary. At the end of the evaluation period, stakeholders perceived these expectations to have been met, noting the programme to be effective in supporting interagency collaboration and co-ordination when working with young people and their families. Further positive outcomes identified by stakeholders were that it had assisted in developing relationships between programme staff and families, and improved young people's self-esteem.

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[3] Three were returned from government agencies, and two from community agencies.
[4] Two were received from community organisations, and two from government organisations.

For the community, the only expected negative outcomes were that families may become dependent on the programme, and the programme may not receive further funding. However, one stakeholder also saw a possible negative outcome for their agency in that they expected that the programme may become a potential competitor for government funding. At the end of the evaluation period, the negative outcomes of the programme that stakeholders mentioned were slightly different to expectations. Stakeholders commented on the lack of community involvement, the overloading of caseloads on programme staff, and lack of resources. Suggestions for alleviating this problem were extra funding, monitoring of staff, greater accountability, and wider communication of what the programme delivers (as one of the agencies indicated that they had received initial information but had not had any further communication with the programme).

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

Te Aranui received an average of $52,000 from Police for each operational year during the evaluation period (July 1998 to June 2000)[5] which was lower than the average amount of Police funding per programme of $67,204. However, when additional funding from the Police Discretionary Fund was taken into account the average total income for Te Aranui per year was $70,484. Te Aranui also received a substantial amount of donated time[6] and resources of approximately $96,638 per year, which accounted for 58 per cent of the total value of service provision of the programme (whereas the average across programmes was 35 per cent). This large amount of donated time and money suggests that without these resources the programme would be able to provide less than half the services it currently provides.

Fifty four percent of the total expenditure was spent on staff, and this covered the costs of a Programme Co-ordinator, two Family Monitors[7], and one part time Office Administrator. During the evaluation period, the role of the Programme Co-ordinator only existed for nine months with the responsibility of organising programme resources; this position did not have direct interaction with youth or their families. The Family Monitors were responsible for assessing the needs of the youth and his or her family, supporting the development of a support plan, and the facilitation of fortnightly meetings with the family. The Office Administrator was responsible for maintaining an up-to-date database and client case management files. This employee was also working on a Diploma in Business Studies at the conclusion of the evaluation period.

Included in the donated time and resources was the allocation of two sworn Police staff to the programme. One of these was the Programme Manager who was involved with the day to day running of the programme (three people held this position at different times during the evaluation period). The other sworn member on the programme was the Programme Administrator who oversaw the programme and liased with other community agencies. This position was responsible for the development of different initiatives within the programme.

Te Aranui had the highest number of clients (N=85) of all the Police Youth at Risk programmes during the evaluation period. This is more than double the amount of the average number of clients (N=34) across all programmes. The expenditure per client per year was $920, making Te Aranui one of the cheapest CPYAR programmes, which suggests

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[5] See the cost benefit section in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.
[6] The programme employed up to 100 volunteers (mostly for YOTS and sports teams in a mentoring capacity) and also nine Diploma in Social Practice Students who were mentors.
[7] The programme maintained the employment of two Family Monitors. An additional Family Monitor was employed on occasion when funding could be obtained from elsewhere.

that more clients were able to be involved in the programme due to the less expensive service. The number of contacts Te Aranui had with clients over the two year period was 1,410 which was just higher than the average across all programmes (1,316); and the expenditure per contact was $111 (which was close to the average across programmes of $117). This low number of contacts relative to the number of clients suggests that although the programme had far more clients than other programmes, the amount of contact with each client was relatively low. Alternatively, the recording practice of contact with each client may have been poor. Finally, the expenditure for each week a client was on the programme was $47 which is almost half of the average $88 across all programmes, suggesting again that the higher number of clients involved with the programme due to group activities, results in a less expensive service per client. Unfortunately there is not enough data for comparisons between the relative effectiveness of the more intensive and less intensive approaches.

The wraparound component of Te Aranui is based on the holistic community-based model and as such, attempts to target the four key spheres of influence on a young person (family, peers, school, and community) which has been found to be the most effective type of approach. The YOTS component of the programme uses a similar but less intensive approach. However, although the Chiefs and Legends components of the programme attracted the most media attention, these are activities-based and do not have the same extent of support for being best practice as identified in the literature review. However most Te Aranui clients were involved with either the wraparound or YOTS components.

The enthusiastic and committed staff of Te Aranui contributed to successful programme delivery. The Programme Administrator's promotion of Te Aranui has also fostered positive relationships and resource sharing within Police and with other agencies (for example Work and Income New Zealand provided Task Force Green workers). Fundamental within a Police run programme is the support of front line staff and members of Youth Aid and, Te Aranui was fully supported by local and District Police.

SUMMARY

Te Aranui adopted a two pronged approach to the local youth at risk community: wraparound case management, and community development (comprised of the YOTS component and sporting teams). The wraparound approach targeted 14 youth under the age of 17 years who were recidivist offenders. The approach towards participant selection evolved throughout the duration of the evaluation period to focus on younger clients who were less involved in delinquent behaviour to maximise the success the programme could affect. The community development component included a service for young minor offenders who, as an outcome of a Family Group Conference or youth diversion recommendation, were required to undertake community service work. This component also adopted a case management approach although it was less intensive than the primary wraparound component of the programme allowing it to serve 44 young people. Clients of both aspects of the programme had access to supplemental services provided such as drivers license test assistance, budgeting advice, and educational services. The community development component also included several sporting teams for at-risk youth developed as a result of role-modelling philosophies. Due to the different components of the programme, the extent of need and number of reasons for the clients differed widely.

The majority of programme participants were Māori. There was much consultation in the early stages of the programme with Māori groups and agencies, and possibly as a result of this, stakeholders indicated that they believed the programme had provided a culturally appropriate service to Māori youth.

It would appear from the diversity of core and supplementary services provided by the programme that the programme went some way in providing support to clients. The relatively high amount of contact for the YOTS clients in particular lends support to this supposition. It is unclear how effective the programme was in achieving the Police objective of building the supportive capacity of participants' families as few family goals were recorded and no data was provided by the participation on the programme by family members. However, some stakeholders indicated that they believed that the programme had been effective in meeting this objective.

Significantly fewer offences were committed during programme involvement when compared with before, and significantly fewer clients were responsible for the offences committed during programme involvement. However, when the seriousness of the offences committed was considered proportionately, the seriousness of offences committed remained static between the two time periods. Therefore, while the scope of this evaluation renders it difficult to ascertain to what extent the programmes have been effective in reducing and preventing offending, Te Aranui appears to have gone some way in meeting this objective.

A mixed impression as to the programme's achievement of integrating interagency and community initiatives was given by stakeholders. Some agencies responded that they believed that the programme had supported interagency collaboration and co-ordination, however others commented on the lack of community involvement. Referrals were received from a variety of sources, although the majority were received from sections of the Police indicating a strong internal relationship. It would therefore seem that while Te Aranui had positive internal relationships and received much support from sections of the Police, the external interagency networks could be improved.

The programme received a large proportion of donated income, particularly when compared to other programmes, and was also one of the least expensive programmes per client and per client week. This reflects the fact that many of the programme's activities were group-based and therefore less costly than one-on-one contacts.

While the literature supports the wraparound approach at both levels of implementation utilised by the programme, the same support is not given to the sporting components of the programme despite their media appeal. However, the programme does not appear to have maintained the level of community networks required to truly embody the philosophy behind the successful community-based model. Having said this, the enthusiasm and commitment of programme staff contributed to making the programme moderately effective in achieving the Police objective of being a demonstration project for Police resources.

FINDINGS

The findings that arose from the evaluation for the period July 1997 to June 2000 of Te Aranui were as follows:

1. The programme may have lost some of its emphasis on communication with stakeholder agencies of the programme. High levels of stakeholder communication are important in ensuring that a holistic service is provided.

2. The programme served many clients as a result of its inclusion of an activities-based component. However, this approach is not supported in the literature as providing long-term results, and therefore the programme may better maximise chances of success by primarily focusing on the wraparound component of the programme.

3. Programme staff did not receive external supervision. Supervision is necessary to ensure the personal wellbeing of staff and the continued success and accountability of the programme.

4. The degree to which database and financial records were maintained was inadequate. Programme practice regarding record keeping needs to be revised to enable complete analysis in the future.

7. TIMATANGA HOU

Another of the five 'hot spot' areas, Gisborne is considered to have the second highest unemployment rate in New Zealand, the second lowest average weekly income, and the highest percentage of Māori (40 per cent) per population (Gisborne Youth at Risk Project Report, 27/10/97). It was considered by staff involved in the establishment of Timatanga Hou that these reasons resembled those identified by Nick Tuitasi in Mount Roskill that led to the Community Approach programme in that area. It was therefore felt that a similar programme could be successful for the Gisborne community also.

The objectives for the programme were set as follows:
- To reduce the juvenile crime rate;
- To break the recidivist offending cycle;
- To minimise the involvement of casual offending in the criminal justice system;
- To provide a more positive lifestyle; and
- To set and attain achievable goals.

The initial phase of the programme saw much community briefing and consultation, particularly with other youth services within Gisborne, as to what Timatanga Hou aimed to offer and achieve within the Gisborne area. Programme staff also liaised with other regional Police groups to discuss techniques that were deemed to be the most successful for them.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

Timatanga Hou defined the target at-risk group of youth to be recidivist offenders, or those who are identified through consultation with other agencies as having risk factors that predict criminal offending. It was initially decided that the programme would target eight to thirteen year old youth as well as their siblings who may fall outside that age bracket. However, this age bracket was narrowed to 10 to 13 years of age soon after the inception of the programme[1].
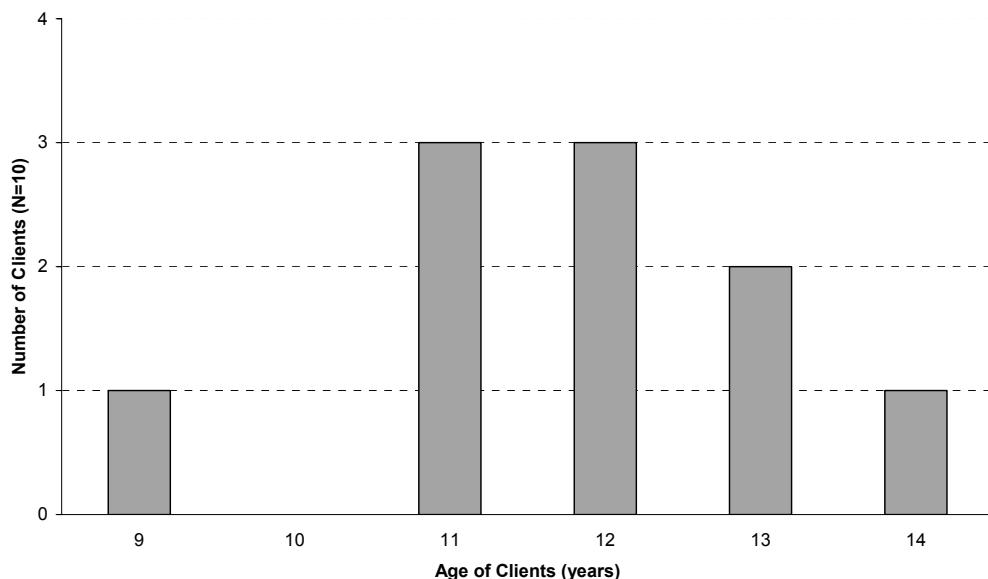
Figure 7.1: Age of Timatanga Hou Clients (at time of acceptance on the programme)

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[1] Of the ten clients, the one 14 year old appears to be an exception to this rule as he or she does not appear to be a sibling of a primary youth, as depicted in Figure 7.1.

The majority of the ten youth on the programme were male (80 per cent), and not surprisingly given the high Māori population in Gisborne, 90 per cent of programme participants were New Zealand Māori (as were both programme staff), with only one New Zealand European client (as depicted in Figure 7.2). These clients came from a low socio-economic background, and predominantly single-parent families.
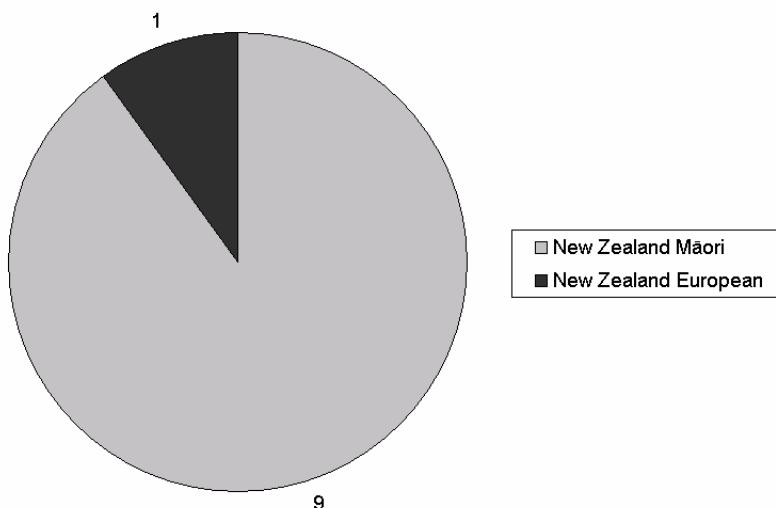
Figure 7.2: Ethnicity of Timatanga Hou Clients

In accordance with the high Māori population, the programme has shown much commitment to the implementation of Māori initiatives. Programme staff have frequent contact with the Police Iwi Liaison Officer and local Rūnanga (Tūranga-Ā-Kiwa and Ngāti Porou). The Mokoia Wānanga Taiaha training course in Māori culture and protocols on Mokoia Island is actively promoted to participating youth, and Māori protocols are observed for all services when requested by families. A local Pacific Community Trust is consulted to ensure that the few Pacific youth whom come into contact with the programme receive a culturally appropriate service. Five of the six respondents to the stakeholder questionnaire component of the outcome evaluation agreed that the programme was delivered in a way that was culturally appropriate for Māori[2] and four respondents thought the programme was appropriate for Pacific[3] young people.

Although it was initially intended that the programme would target recidivist offenders, it was recognised that programme staff at that stage did not have the level of experience to effectively deal with such clients. Therefore the programme adjusted its focus to youth who had not yet become serious offenders, usually of intermediate age (11 to 12 years of age). In the last six months of the evaluation period the focus began to shift again to return to the more serious offenders within the community as the level of staff experience increased, although no new clients were accepted on to the programme during this period.

Timatanga Hou adopted the wraparound case management model utilised by the programmes thus far described. Once a young person has been identified through referral, his or her family is contacted and a meeting is scheduled for programme staff to discuss what services the programme offers, and to build a rapport with family members. It is considered essential that at least one parent be supportive of the programme. This criterion rules out many youth who are involved in gangs, as the parents are generally not supportive

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[2] One respondent thought the programme was sensitive to the needs of Māori only to a limited degree.
[3] One respondent thought the programme was sensitive to the needs of Pacific young people only to a limited degree and one respondent did not think the question was applicable.

in these situations, but these young people are usually worked with indirectly. However, if this criterion is satisfied and the family and youth agree to participate in the programme, a needs assessment for both the youth and his or her family is conducted and a plan is detailed to address the identified needs. Appropriate agencies are then contacted to assist in supplying relevant services, which may include budgetry advice or anger management programmes.

Programme staff work intensively with the youth, maintaining a minimum of weekly contact until the identified needs have been addressed and the family is able to operate effectively without external assistance and take full responsibility for the client. Family progress is monitored through bi-monthly meetings, however further assistance is offered when necessary. Timatanga Hou has the capacity for a caseload of four clients who require intensive intervention, but the programme will try to address urgent issues for any youth referred to the programme by putting them in contact with the appropriate agencies.

Initially the programme attempted to introduce a Youth Opportunities Training Scheme element similar to that developed by some of the other programmes such Te Aranui. This aspect of the programme never really got underway, perhaps due to the limited staff numbers, which were an ongoing concern for Timatanga Hou throughout the evaluation period. However, through extensive involvement with local schools the programme has been able to lend support to various sporting activities including rugby, basketball and touch rugby.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As mentioned above, a needs assessment is undertaken for all youth and their families. Unfortunately, due to a general under-recording of needs on the database, a detailed discussion of the needs identified for Timatanga Hou clients is not viable. Instead, a discussion across all programmes is provided in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter. However, these needs generally relate to the reasons given for the referral of the client. As depicted in Figure 7.3, the 55 reasons recorded are varied, but the majority related to the education and social presentation categories.
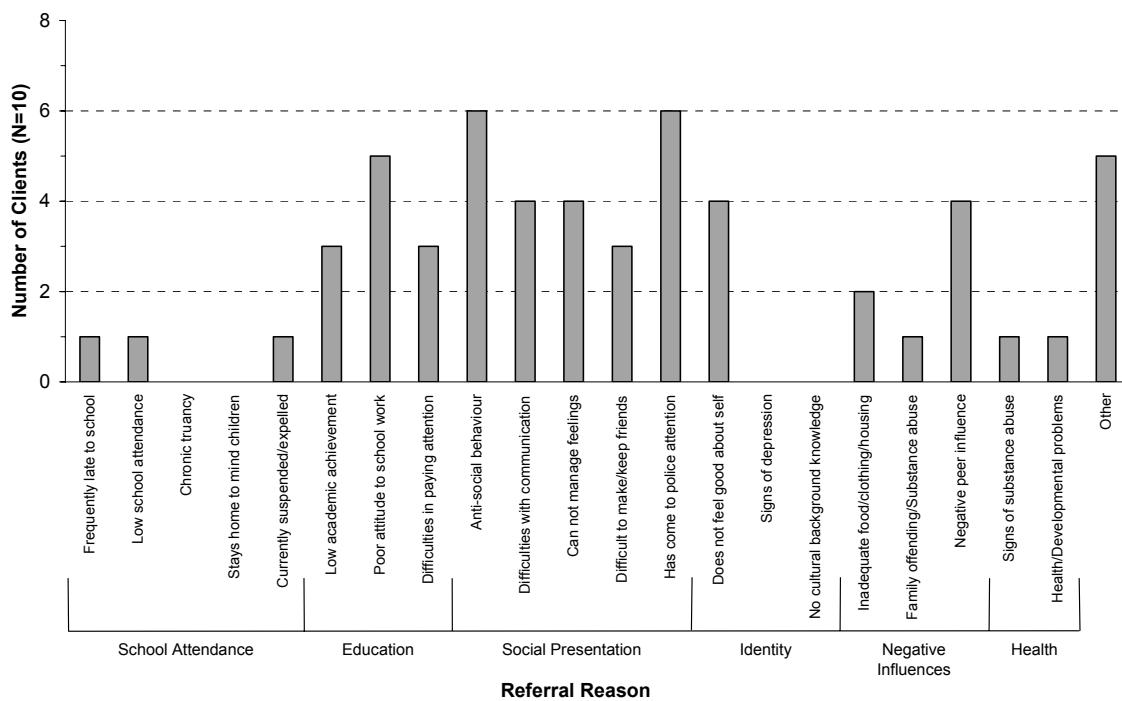
Figure 7.3: Reasons for Referral to Timatanga Hou

The support plan seeks to address the identified needs and therefore sets short-term and long-term goals for both the programme participant and his or her family. Unfortunately a general trend across all programmes to under-record these goals in the database means that any discussion is rendered meaningless. Only 18 client goals (one of which was achieved) and six family goals (none of which were achieved) were recorded. These were set for four clients only.

A comparative summary of the services supplied to clients and their families is provided below.

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients	✓		
Arranges accommodation for clients/families			✓
Arranges schooling for clients	✓		
Rewards positive behaviour eg. movies etc	✓		
Arranges mentors for clients	✓		
Conducts camps for clients	✓		
Arranges/assists with employment for clients/families		✓	
Arranges inclusion in training courses for clients	✓		
Arranges inclusion in parenting courses for parents	✓		
Refers to other agencies	✓		

In addition, Timatanga Hou refers to the following services as indicated:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents	✓		
Drug and alcohol programmes to young people	✓		
Psychological treatment to parents		✓	
Psychological treatment to young people	✓		

Only one client is recorded to have received the minimum weekly contact that the programme aims to provide, as depicted in Figure 7.4. It is possible that the lower averages for the other clients are a result of a gradual decline in contact over time, particularly as none of the ten clients were formally exited from the programme prior to the conclusion of the evaluation period. The average number of contacts across all ten clients was 36 (a total of 358 contacts were made with clients by the programme).
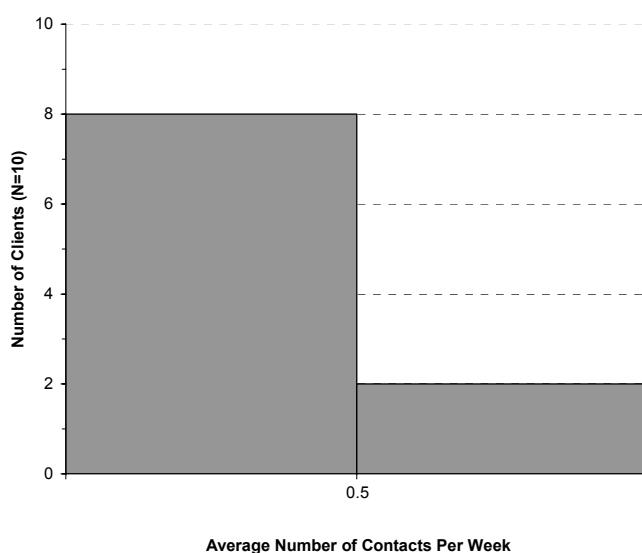
Figure 7.4: Average Weekly Contact Between Timatanga Hou and Clients

Because all clients entered the programme in 1998, all participants spent relatively lengthy times on the programme (as depicted in Figure 7.5). The number of weeks varied from 79 to 123 with an average across all clients of 95 weeks.
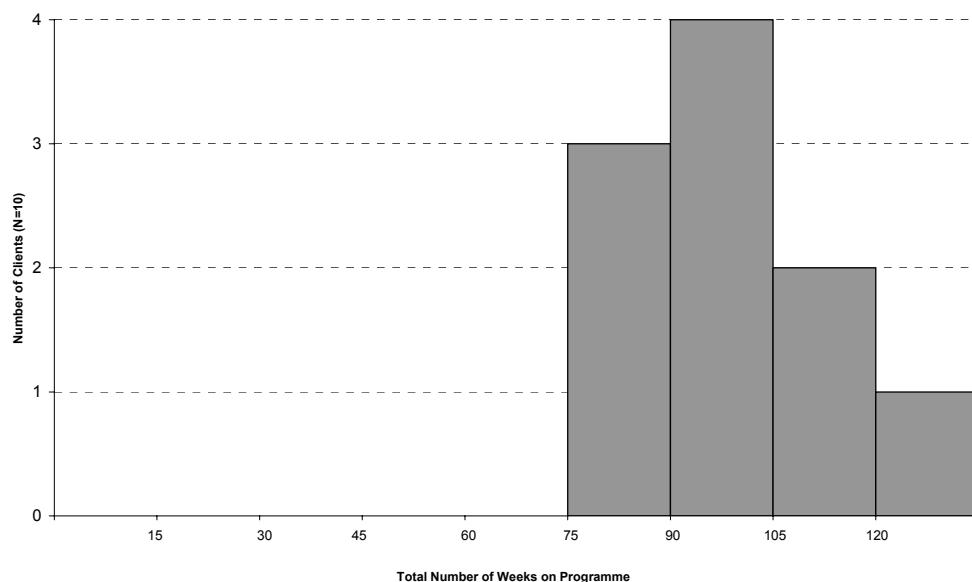
Figure 7.5: Length of Time on Timatanga Hou

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

Fourteen offences committed by 40 per cent of clients were recorded prior to programme participation, while 11, also committed by 40 per cent of clients[4], were recorded while youth were involved with the programme (as depicted in Figure 7.6). As depicted in Figure 7.6, the majority of the offences committed both prior to, and during involvement with the programme were dishonesty related. As shown in Figure 7.7, there was a slight increase in the percentage of more serious offences committed between the two time periods, although as the number of offences is so low this is not likely to be a significant change[5].

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[4] However, the offences are not committed by the same clients who committed offences prior to participation.
[5] One extra medium categorised offence was committed during programme participation – one burglary was committed prior to programme participation, while one burglary was committed and one motor vehicle was taken by different youth while on the programme.
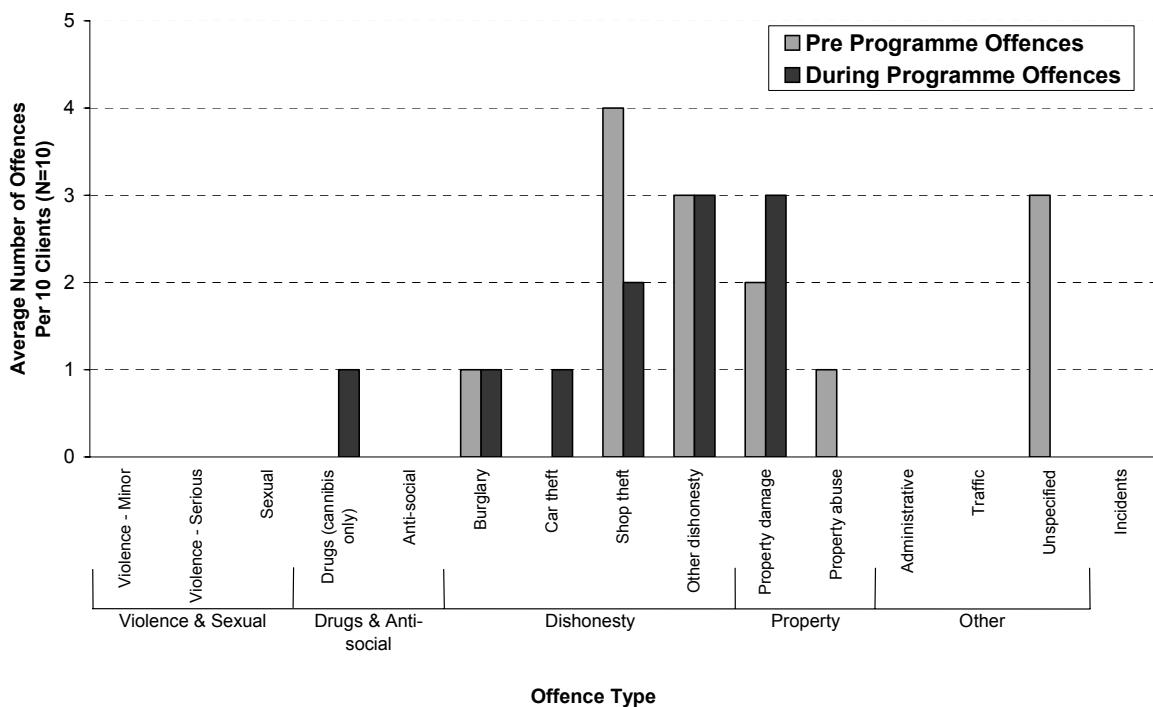
Figure 7.6: Type of Offences Committed Prior To, and During Timatanga Hou Participation
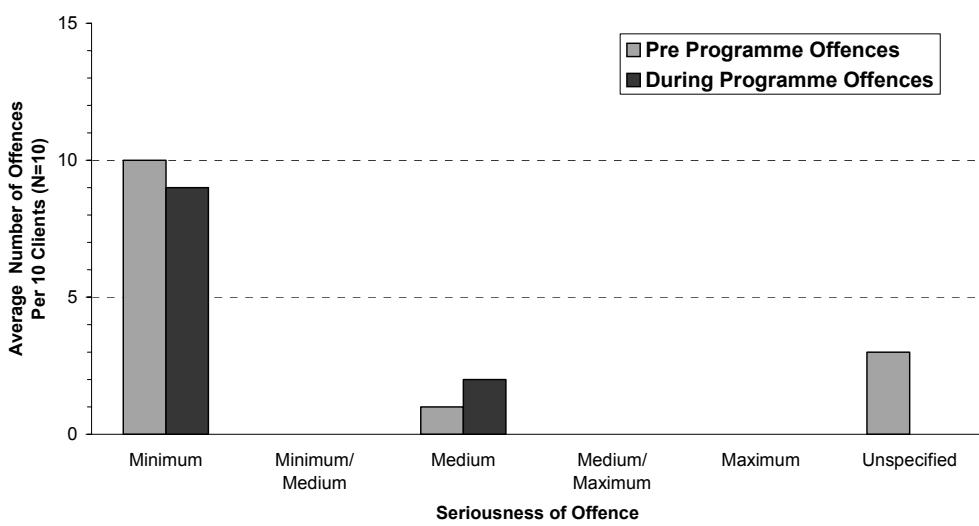
Figure 7.7: Seriousness of Offences Committed Prior To, and During Timatanga Hou Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

Although the programme commented that they have good internal stakeholder relationships with Police Youth Aid, only one client referral was received from Youth Aid Section, whereas half of the referrals were received from local schools (as depicted in Figure 7.8). The 'other' category is made up of one referral from a parent, and one unknown source.
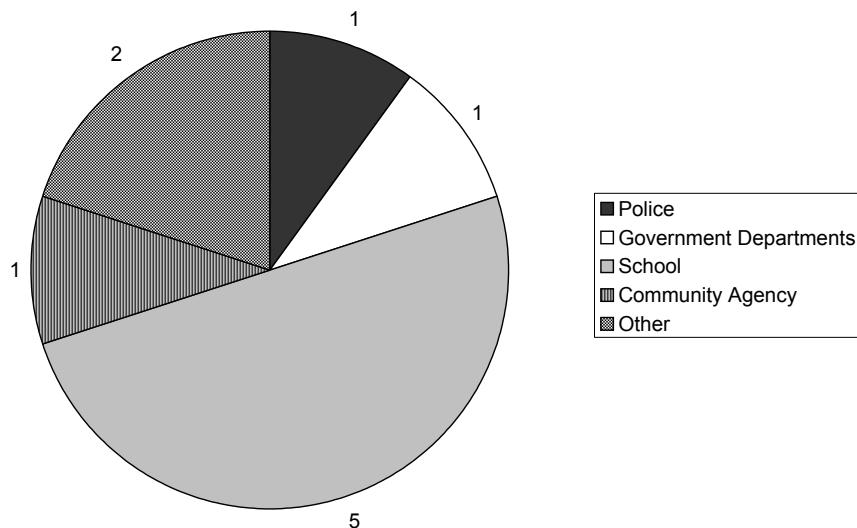
Figure 7.8: Sources of Referral for Timatanga Hou Clients

Perceptions of the programme from its external stakeholders were also of interest. As part of the evaluation of Timatanga Hou, questionnaires were sent out to key stakeholders asking them about their expectations of the programme. Four schools, two government agencies, and one Pacific agency returned the questionnaires, however as two of the schools stated they had no knowledge of the programme only five agencies are included in the analysis. At the conclusion of the evaluation period, questionnaires were sent to 10 agencies asking about the effectiveness and outcomes of Timatanga Hou. Six of these agencies completed and returned the questionnaire (four schools and two community agencies), all but one of which indicated having a good understanding of the programme.

All respondents expected the programme to be effective. Particular responses include that the programme would provide support for and improve relationships within and between young people, their families, schools, the community, and Police; encourage interagency co-ordination; reduce youth crime, antisocial behaviour, and truancy; and encourage young people to focus more on learning. Stakeholders expected the programme's success to depend on the staff's ability to work with other agencies, and that the programme should exist for at least 10 years (as there would be a lot of negativity within the community if the programme proves to be only a 'flash in the pan'). At the end of the evaluation period, most of these expectations were met. All respondents stated that they thought the programme was effective with the main themes being that it had provided support for young people and their families, reduced youth crime and antisocial behaviour, and had encouraged positive relationships between Police and young people. Benefits for the responding agencies have been that the programme provided another strategy to address youth issues as well as supporting interagency collaboration and co-ordination.

In general, all respondents were very positive about the effectiveness of the programme, and wanted to see it be continued and expanded. However some agencies commented that families may have felt that the programme intruded on their privacy, that there was too much

emphasis on paper work and not enough 'hands on' work, and that there were not enough mentors on the programme. Suggestions for improvements to the programme were the provision of extra and ongoing funding.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

During the operational phase of the evaluation period (July 1998 to June 2000) Timatanga Hou received $55,000 from Police per year and a further $8,286 from other sources each year[6], resulting in a total income of $63,286 per year. This total income was considerably lower than the average across all programmes of $73,461 per year. However, the programme received a total of $24,500 in donated time and resources[7] that contributed 38 per cent to the total value of service provision. Of the total expenditure, 90 per cent related to staff costs, which at the end of the evaluation period covered the cost of one Youth Worker.

The Youth Worker was responsible for working directly with the families and assisted with needs assessments, and holding the weekly meetings. This position was also responsible for agency co-ordination when a family was referred for services. The staff member employed at the conclusion of the evaluation period had a background as a rugby development officer, and other work with children and adults.

The other staff member on the programme was the Programme Supervisor whose salary was provided by the Police (included in the donated time and resources costs). This role was responsible for the general supervision of the programme and staff members. Due to limited staff numbers the Supervisor also worked directly with some clients. At the end of the evaluation period, the Programme Supervisor had four years of frontline experience with the New Zealand Police and had previously relieved in the Youth Aid Section. He had also completed a Police Instructors course among other Royal New Zealand Police College courses. Both programme staff had completed youth issues courses such as suicide, parenting with confidence, and mental health, and had also attended local youth courses.

The programme initially commenced with four full-time staff (a Programme Supervisor, two Youth Project Co-ordinators and one Youth Project Administrator), however at the conclusion of the evaluation period only two Police members staffed the Timatanga Hou programme. One of the original Youth Workers left after two months and the original Supervisor left the programme after one year. In addition, a number of volunteer staff used by the programme have since moved on to permanent jobs.

A total of 10 young people were involved with Timatanga Hou over the duration of the evaluation period. The expenditure for each client was $3,926 per year, and each contact with a client was $219 (which is considerably higher than the average per client of $2,647, and per contact of $117). The expenditure for each week a client was on the programme was $83, which is comparable to the average across programmes of $88. This low expenditure per client week resulted from the considerable length of time that all Timatanga Hou clients spent on the programme (an average of 95 weeks per client), while the high cost of contacts was due to the very low total number of contacts recorded (358, the lowest across all programmes). The low amount of contact could be a result of poor recording and data inputting practice.

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[6] Other funding was received from Pubcharity, Todd Foundation, Gisborne District Council and other koha.
[7] Six students form Santa Cruz University completed their placements with the Timatanga Hou programme. These volunteers were involved in case management and mentoring tasks.

An early concern of the programme was the use of limited financial resources for the purchase of items that appeared to be outside requirements. A portion of the programme budget was spent on items such as a digital camera, laptop, and electronic whiteboard early in the evaluation period, which were not utilised in programme services to any large degree. These funds could have been better used to address the Youth Worker's need for a car. This contributed to the high cost per client and per contact.

Timatanga Hou utilises a wraparound case management practice in working with clients, a model that has been supported by research. Additionally, Timatanga Hou accepts young people only if they have the support of at least one parent, a factor that has been identified as critical in determining the success of a programme. As is necessary for the survival of Youth at Risk programmes, Timatanga Hou had ongoing community support and committed staff. Furthermore, the programme has the support of many of the senior Police members at the station and in the district. Youth Aid Section staff were supportive and good relationships had been established.

However, Timatanga Hou had its fair share of difficulties, largely due to staffing changes and clarification of roles. The first Supervisor of the programme often insisted that the sworn staff member (currently in the role of Programme Supervisor) continued to perform frontline duties, which was not the intention of the roles of the staff on the Youth at Risk programmes. This initially caused some disruption to the programme's operation. Since then, both staff members have had to be involved in and assist with other policing duties on special occasions (for example during the millennium celebrations) but these occasions are far less frequent than they were at the start of the programme. Additionally, although the programme has support from the Youth Aid Section and senior management staff, there is less support from frontline and Sergeant level staff as they perceive that the programme's activities with young people are 'not real Police work'. This varying level of support has also caused disruption to the progress of the programme.

SUMMARY

Timatanga Hou adopted the wraparound approach. During the evaluation period the programme experienced a substantial amount of evolution resulting in a low number of clients that the programme was able to deal with (n=10). It initially targeted recidivist offenders as well as those young people identified as being at-risk of delinquent behaviour. This was adjusted to less serious offenders judged to be at risk of future offending until the staff became more experienced. Thus, only two Timatanga Hou clients had committed several offences, and the pre-programme offending rate was quite low, particularly compared with that of other programmes. In addition, the programme attempted to initiate a YOTS programme but, perhaps as a result of the small number of staff at any one time, this was not sustained.

As the Gisborne area is characterised by a high Māori population and the majority of clients were Māori, the programme ensured that a close relationship with the local Iwi Liaison Officer and Rūnanga was formed and that appropriate protocols were observed. As a result, the programme stakeholders indicated that the programme had provided a culturally appropriate service to the young people it served.

It is unclear to what extent the programme succeeded in building the supportive capacity of participants' families due to a lack of information. However the frequency with which the programme indicated that it provided training courses and referral to treatment programmes for families would suggest that the programme went some way in meeting this objective. In addition the stakeholders who responded to the outcome questionnaire indicated that they believed the programme had been successful in this endeavour. None of the clients involved

with Timatanga Hou were exited from the programme, which suggests that all clients had an ongoing relationship with the programme. However, a relatively low rate of contact was recorded with the majority of clients; 80 per cent received an average of fortnightly or less contact. During the evaluation period a total of ten youth participated in the programme – at the conclusion of the evaluation period four clients were still being worked with relatively intensively, while the remaining six were having a reduced amount of contact prior to exit. The programme had the lowest number of clients of all programmes and this is probably attributable to the low staff resources in the last year of the evaluation period.

Low numbers of offences were recorded prior to as well as during programme involvement. A very low average of 1.4 offences per client was recorded prior to involvement, and a slightly lower 1.1 was recorded for during involvement. There was a slight increase in the seriousness of the offences committed, however given the very low number of offences this increase is relatively meaningless. The number of offences committed during programme involvement was extremely low when the length of time that clients were on the programme is considered, lending evidence that Timatanga Hou was successful to some extent in preventing crime.

The programme appeared to have a wide variety of community contacts as referrals were received from various sources. All stakeholders who responded to the outcome questionnaire indicated that the programme was supportive of interagency collaboration and co-ordination. This would therefore indicate that the programme was partially successful at fostering integration with other agency and community initiatives.

However, although the programme received support from the Youth Aid Section and towards the conclusion of the evaluation period from senior management staff, this positive internal relationship was not reported for other members of the Gisborne Police. These wider internal networks held little appreciation for the value of the programme's work.

One of the outcomes noted by stakeholders was that the programme had been successful at promoting a positive relationship between local families and the Police. This lends support for the programme as a good demonstration of Police resources for proactive policing. However, the programme received a low level of income and therefore had only two staff at the conclusion of the evaluation period (one of whom was occasionally called on to undertake general duties Police work). This lack of resource is undoubtedly responsible for the low number of clients on the programme at the conclusion of the evaluation period.

FINDINGS

The findings that arose from the evaluation of the period July 1997 to June 2000 for Timatanga Hou were as follows:

1. The programme did not have a close relationship with other sections of the Police as intended for all CPYAR programmes. A closer relationship would increase information regarding the services the programme provides and the successes that it has achieved.

2. The degree to which the database was maintained was inadequate. Programme practice regarding record keeping needs to be revised to enable complete analysis in the future.

3. Programme staff did not receive external supervision. Supervision is necessary to ensure the personal wellbeing of staff and the continued success and accountability of the programme.

8. J TEAM

Wainuiomata's J Team was developed in response to the area's identification as a 'hot spot' where youth were at high risk of offending due to higher than average unemployment rates and more solo parenting families. The over-riding programme objective was to minimise or prevent offending by 7 to 14 year old youth. The programme also used the more specific Police objectives as a guide for programme practice. The extent to which these objectives were achieved is discussed below.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

In a bid to address increasing recidivist offending by youth in the area, a three phase pilot project was conducted over a 16-month period in order to assess the viability of launching a Youth at Risk programme in the area.

After the first phase of the project, which saw consultation with community stakeholders within the Wainuiomata area, a four month trial was undertaken from February to June 1997 in the form of a family support programme based on the wraparound community-based model. Initiated by Police, the programme aimed to network the local community and government agencies in order to empower families and thereby reduce the offending of youth within these families. The third phase consisted of evaluation and modification of the programme. Based on the results of this trial, the J Team programme was adopted as one of the 14 original Youth at Risk programmes receiving CPU funding.

Due to the large number of Māori youth in the community (two thirds of the 15 clients were Māori as depicted in Figure 8.1), the need for a culturally appropriate service was recognised early on in the development of the programme. A close partnership was therefore developed with the local marae and local Māori people and robust consultation has been maintained throughout the life span of the programme. A local kaumatua is consulted as a cultural advisor for Māori issues, while for the small number of Pacific youth on the programme (three during the evaluation period), a local Pacific advisor is consulted.
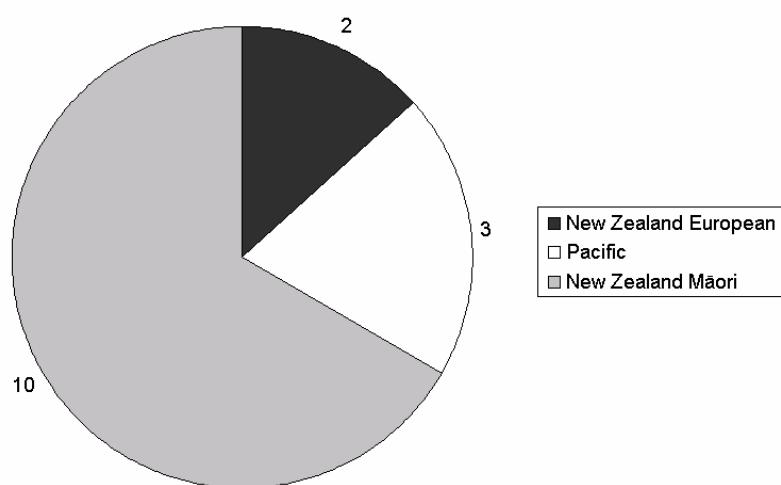
Figure 8.1: Ethnicity of J Team Clients

Most stakeholders who responded to the questionnaire regarding expectations of the programme at the beginning of the evaluation period, believed that the J Team would deliver a culturally appropriate service to Māori and Pacific young people[1]. At the conclusion of the evaluation period, most agencies perceived the J Team to have been sensitive to the needs of Māori and Pacific young people[2].   The programme's cultural sensitivity was largely perceived to be due to the sensitivity of the staff and their holistic approach to working with all young people and their cultures.

As mentioned above, the J Team set their target age range at seven to fourteen years of age. However, as Figure 8.2 depicts, in practice the age ranged from seven to fifteen years of age as one quarter of programme participants were 15 - one year above the stated age range. The majority of the remaining clients were 13 or 14 years of age, with a few younger participants also. Exactly two thirds of participants are male.
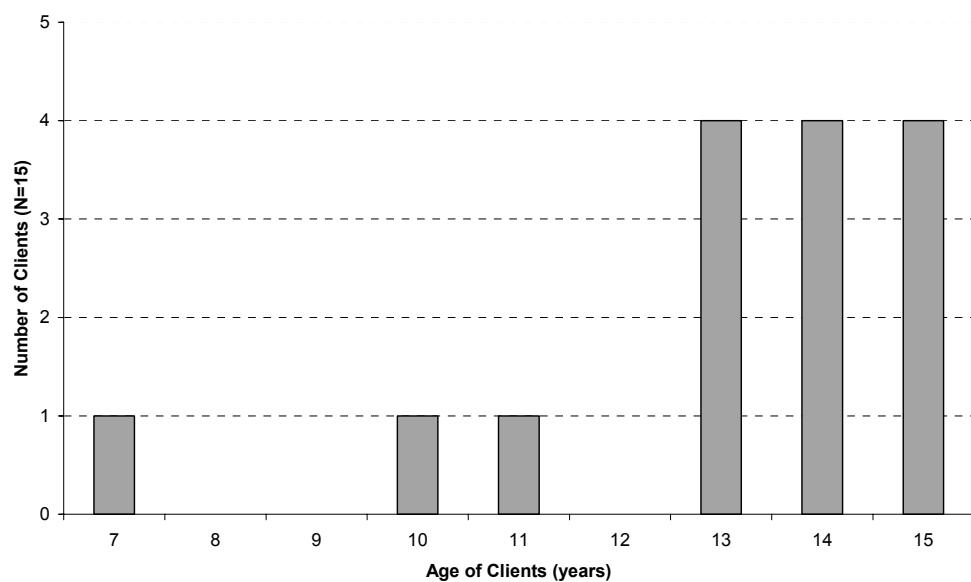
Figure 8.2: Age of J Team Clients (at time of acceptance on to the programme)

The J Team uses a casework structure whereby each family is taught structured problem solving skills within a 'circle of influence'. This 'circle' includes the four key environments of family, school, neighbourhood, and peer group, with the support of the community agencies involved in the project.   In this way, the programme seeks to develop the protective factors that are absent or minimal for participating families.

The 'family support project' casework structure consists of engagement, intake, assessment, planning, intervention, evaluation, and termination phases as appropriate for the participating families:

Engagement: Through the networks developed within the community, a clear definition of service and target group was set to enable referral from other agencies or programmes. Where a family is identified as being suitable for and requiring intervention by the programme, the Family Worker makes contact and attempts to become a member of their 'circle of influence' (a process that can take up to six months for high-risk families).

Intake: An initial interview is conducted with the identified youth and his or her family to discuss the service that may be offered and the needs unique to that family.

Assessment: A risk assessment is conducted for each client to identify both protective and risk factors that need to be enhanced or reduced respectively.   This is based on a

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[1] However, one of the agencies replied that they did not have enough knowledge to comment.
[2] However two respondents did not feel qualified to comment on the J-Team's cultural sensitivity to Pacific people.

discussion of the needs of the targeted youth and the problem statement that is produced in collaboration with the family and the young person. The option to use the programme's service is discussed at this point.

Planning: A comprehensive, but understandable intervention plan is developed which is both goal and time directed and includes objectives and tasks for the family to fulfil for each week. A commitment is formulated by all participating parties to abide by the plan. The plan seeks to develop strategies that increase existing protective factors and reduce risk factors that have been identified in the assessment phase.

Intervention: The J Team monitors the progress of the family and youth in following the intervention plan through daily contact. Problem solving assistance is offered which teaches the family to make positive decisions and effectively address issues to facilitate meeting their own needs.

Evaluation: At the end of the contract period a conference is held to reassess the situation and to discuss the need for further service.

Termination: Where the parties agree that the risk of offending has been addressed and that service is no longer necessary or appropriate, the contract is ended or referral to another programme is facilitated.

The programme has the capacity to support five families on a long-term basis at any one time. Those families that have been accepted on to the programme are generally those that have had much contact with the Youth aid Section. When referrals are received but can not be sustained, the family is referred back to the agency that made the referral. As most referrals are received from Police Youth Aid, and the referral is made because the family is at a point of crisis, J Team will implement a short-term intervention and attempt to locate community agencies that may be able to assist. For those families who do not fit the programme criteria, J Team staff usually work on a short-term basis with family members according to a pre-determined contract between the programme and the family. These contracts can last for up to three months, meaning that the maximum capacity of such cases over and above the core case-load is for five or six families.

To supplement and enhance the family support project described above, additional projects have been initiated by J Team. These seek to address the needs of the youth that are referred to or admitted to the programme, and offer services that are not offered by alternative community services. They have been developed with a similar operating structure to the family support project, whereby they are based on problem solving partnerships between the J Team and other groups in the community as follows:

J Team Youth Offender Diversion Project: A community volunteer was recruited to co-ordinate a diversion scheme to address youth who had offended and been referred to the J Team. The project sought to ensure these youth would accept responsibility and be made accountable for their behaviour in appropriate ways.

Special Education Unit: Many of the youth referred to J Team were suspended or expelled from their school and were unable to enrol in other schools. The partnership of Wainuiomata College, Hutt City Council, the Mayor, local body councillors, and CYF collaborated with J Team to establish this off-campus unit in order to address their unmet educational needs.

Journey Home Project: This project seeks to return two Māori at-risk youths per year to their tribal heartlands to encourage the youth to reclaim family connections that are weak or non-existent. The East Coast tribes of Ngāti Porou and Te Whānau A Apānui formed a partnership with J Team to reverse the alienation between the young person and his or her whānau and iwi in a bid to build the protective factor of having a stable, strong caring familial relationship. During a two week stay, the young person is taught his or her whākapapa and encouraged to reintegrate with the tribal community.

Youth Support Volunteer Project: In conjunction with the Wainuiomata Community House, the J Team manages a community volunteer support project. The volunteers patrol the community with the objective of locating and befriending young people who are not

committed to school, training, or work. They then attempt to refer them to a local agency relevant to their needs.

Truancy Project: A truancy scheme has been set up in partnership with local schools. A truancy officer works closely with J Team staff to focus on non-attending students.

Positive Activities Projects: The J Team has been instrumental in assisting with the introduction of positive healthy activities for youth living in the Wainuiomata community. These initiatives include a video parlour, diving course, after school study centre, and family group meeting centre.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As explained above, in the 'assessment' phase of interaction with the programme, the needs of the youth and his or her family are assessed. Unfortunately, the majority of programmes did not record complete records of these needs on the database. For this reason, an analysis of needs is made across all programmes in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter, rather than for each programme. However, the needs generally correspond with the referral reasons which are recorded for each youth on his or her entry to the programme.

As Figure 8.3 depicts, with the exception of two clients for whom no referral reasons were recorded, the participants each had a large number of reasons recorded for their referral. For all clients (except the two mentioned above), not feeling good about themselves was cited as a referral reason. Nearly every reason was cited for referral for the majority of clients, with a particular predominance of educational and social presentation factors (as is the general trend across all programmes).
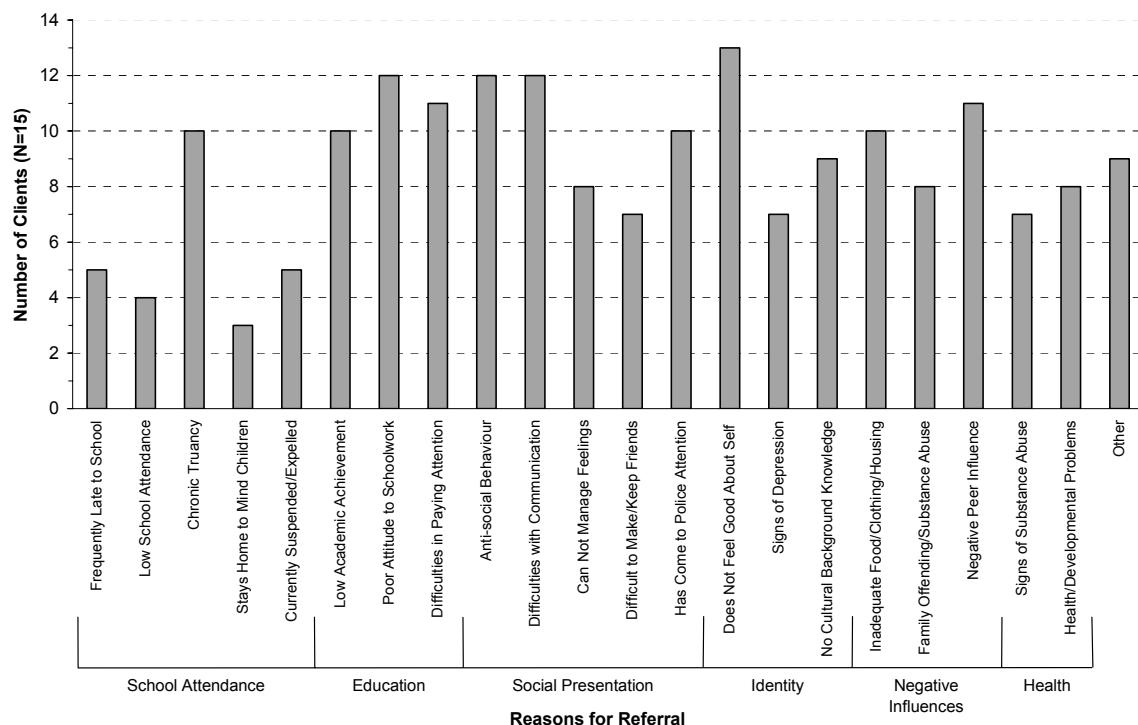
Figure 8.3:   Reasons for Referral to J Team

As discussed above, the 'planning' phase is both goal and time directed. The support plan that is developed includes set goals for both the primary client, and the family as a whole, and includes both short-term and long-term goals to be achieved. These are set to address the needs that have been identified in the 'assessment' phase.   While many other

programmes have generally maintained poor database records of these goals, J Team do not appear to have done so to the same extent, although this is due to their submitting information a year after the evaluation deadline.

A promising level of goal attainment at both client and family levels was shown. In all, 195 goals were set, 88 of which were attained. Therefore an average of 13 goals were set in respect of each client (over the four areas of client short-term and long-term, and family short-term and long-term), however it is probable that the database understates the amount of goals set (as the database records no goals for some clients). The average per client is therefore possibly a modest estimate of the true total. Interestingly, the short term goals for both the family and the youth showed a lower attainment level (approximately one third) than that of long term goals (exactly half) as discussed below.

A total of 28 short-term goals were set for young people on the programme, an average of approximately two per client. A low attainment level is shown for these goals, with only seven short-term client goals being achieved (exactly one quarter). The majority of short-term goals set for clients related to education, although a high number of goals that were recorded as set on the database were not defined.

A total of 86 long-term goals were set for clients (an average of nearly six per client) the majority of which related to education, although a large number of attitude and behaviour type goals were also set. Half of these goals were shown to be achieved. This corresponds with the fact that half of the 15 clients were exited prior to the conclusion of the evaluation period, and also makes it likely that the achievement of the short-term goals set for clients (as well as the amount of goals set) is under-recorded in the database.

It is also likely that the short-term goals set for families are under-recorded in the database, as only 25 are recorded as being set, 10 of which were achieved, representing goals set for families of only seven clients.   Supporting the likelihood of under-recording is the large number of unspecified goals that make up these numbers, whereby the type of goal set was not recorded in the database.

A total of 56 long-term goals were recorded as being set for the families of J Team clients. Half of these were recorded to have been attained, a similar achievement rate to that of client long-term goals. These were set for 11 clients, again indicating that these goals overall were under-recorded.

As well as the setting of goals to address the needs identified in the 'assessment' phase, the programme provides other services as indicated in the following comparative summary box:

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients		✓	
Arranges accommodation for clients/families		✓	
Arranges schooling for clients	✓		
Rewards positive behaviour eg. movies etc		✓	
Arranges mentors for clients			✓
Conducts camps for clients		✓	
Arranges/assists with employment for clients/families		✓*	
Arranges inclusion in training courses for clients		✓*	
Arranges inclusion in parenting courses for parents		✓	
Refers to other agencies	✓		

* Where these arrangements are made, this is for the parents and siblings of the young person, rather than the young person him or herself.

The programme also refers the client and his or her family to relevant services as indicated:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents			✓
Drug and alcohol programmes to young people	✓		
Psychological treatment to parents			✓
Psychological treatment to young people		✓	

The amount of time spent on the programme varied considerably between the 15 clients as depicted in Figure 8.4 with an average of 40 weeks per client. The client who entered the pilot phase of the programme was on the programme for the longest period of time, and was not exited prior to the conclusion of the evaluation period. Those clients that were exited[3] were evenly spread throughout the different time lengths on the programme. That is, a long duration of time on the programme does not necessarily mean that a client has been exited from the programme prior to the conclusion of the evaluation period. For example, of the two clients who spent 15 weeks or less on the programme, one was exited (this client was possibly taken on in the short-term capacity discussed above) while the other remained on the programme at the conclusion of the evaluation period. Additionally, of the six clients who spent a year or longer on the programme, three were exited, and three were not.
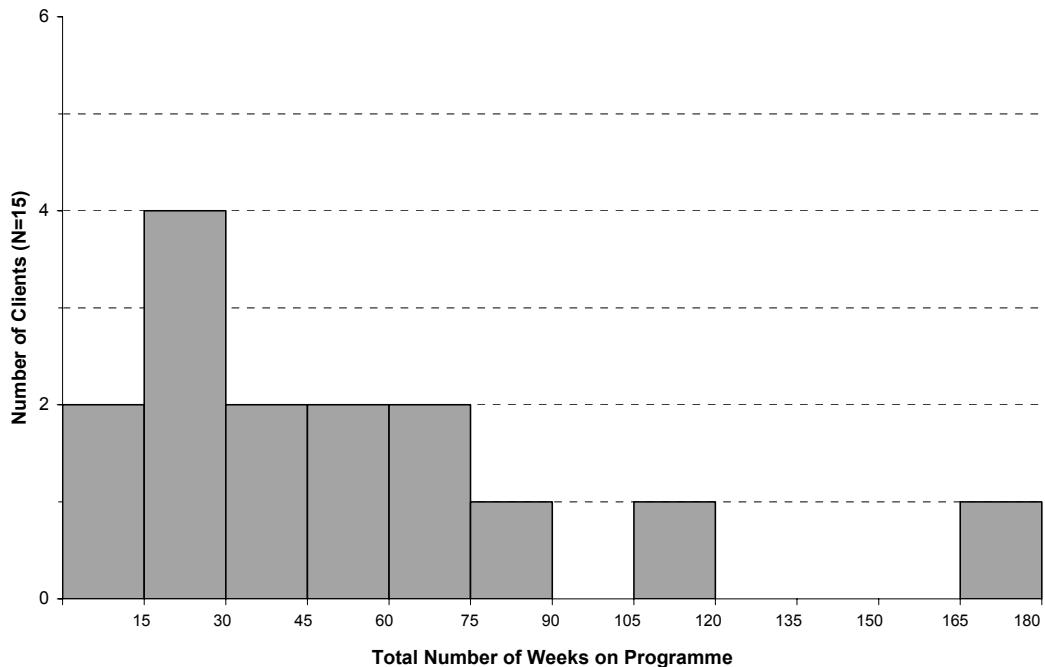
Figure 8.4: Length of Time on J Team Programme

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[3] Eight of the 15 clients on the programme were exited, accounting for 53 per cent.

During the 'intervention' phase of the programme, the programme purports to maintain daily contact with clients, although undoubtedly this level of contact declines over time as the young person and his or her family begins to meet the goals set. As Figure 8.5 depicts, a high level of contact with clients is recorded on the database, although only one client shows an amount of contact that is close to daily[4]. Eighty per cent of clients are recorded as having received at least weekly contact, and the average across all clients was 1.2 contacts per week[5], a relatively high amount of contact compared to many of the other programmes.
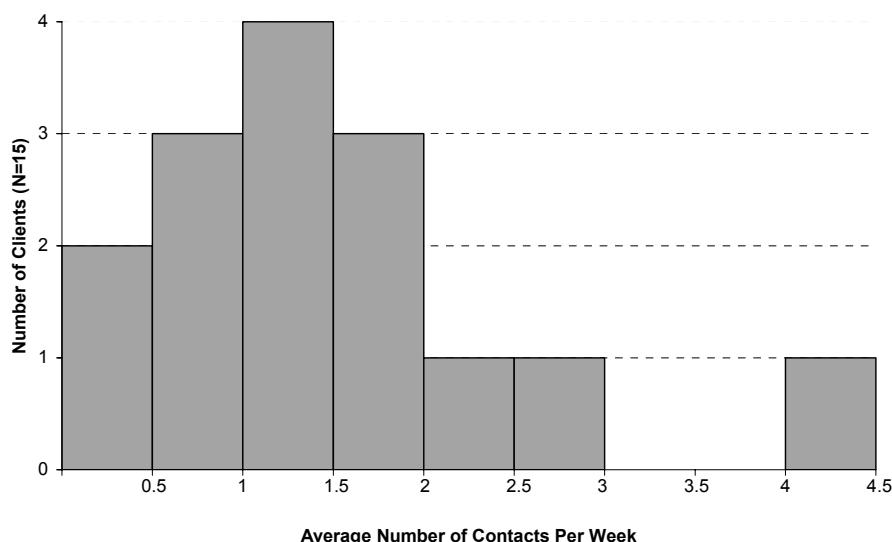
Figure 8.5: Average Weekly Contact Between J Team and Clients

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not directly comparable. For example some clients were on the programme for short periods of time and therefore were probably offending for a longer period prior to becoming involved with the programme. This difference is unlikely to be as marked for those on the period for a long period of time, particularly if they were young when accepted on to the programme. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

A total of 128 offences were committed prior to programme involvement by 93 per cent of the 15 clients (an average of eight offences per client). A substantially fewer 32 offences were committed during programme involvement (an average of two offences per client).

While there was a slight increase in the incidence of car theft between the two periods, only one violent crime (an assault) was committed during programme involvement compared to the 22 committed by 53 per cent of clients prior to joining the programme (as depicted in Figure 8.6). Also notable was that the client responsible for the three sexual assaults (and numerous physical assaults) prior to programme involvement, committed no sexual or violent crimes during the 98 weeks spent on the programme. It is perhaps salient to note that this client had an average of twice weekly contact with the programme. The extremely high number (n=58) of incidents committed prior to programme involvement is also in contrast to the lack of incidents that occurred while youth participated on the programme.

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[4] This client spent 35 weeks on the programme and was exited during the evaluation period.
[5] The average number of contacts across the 15 clients was 63 from a total of 938.
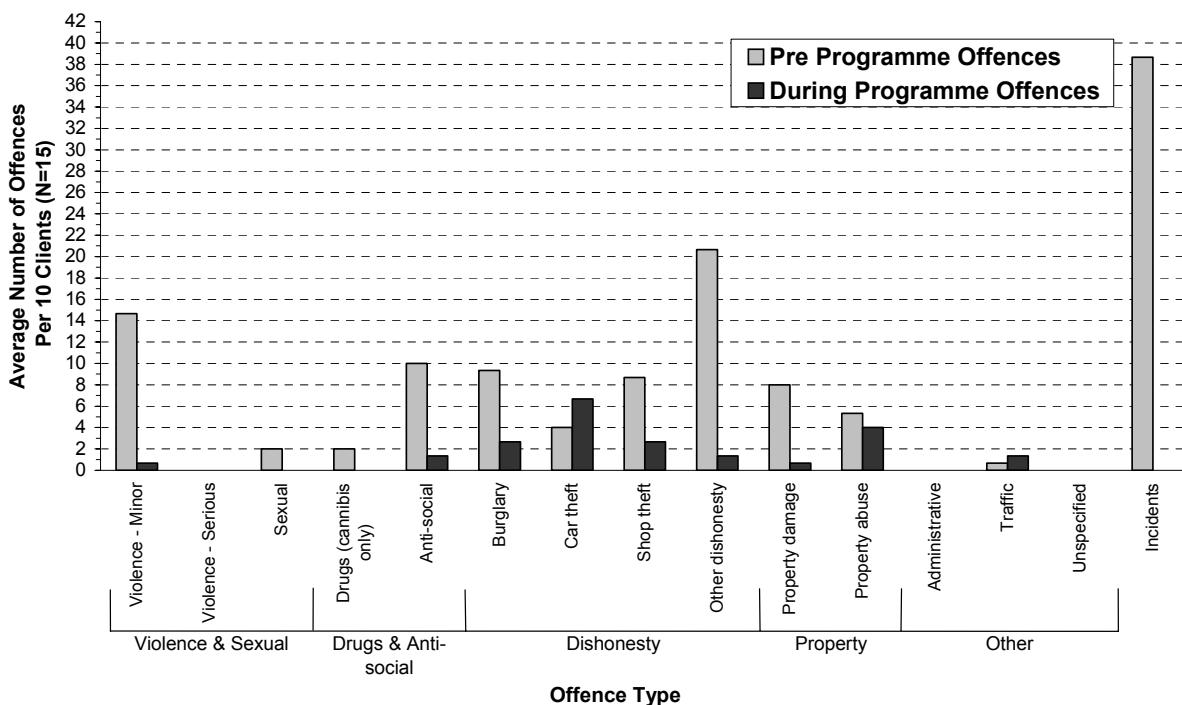
Figure 8.6: Type of Offences Committed Prior To, and During J Team Participation

The offences committed while young people were on the programme were categorised as being less serious when compared with those prior to participation (as depicted in Figure 8.7). Four of the five medium offences committed while on the programme were committed by one client[6]. With the exception of this client, all others committed offences of lesser seriousness while on the J Team programme, than prior to participation.
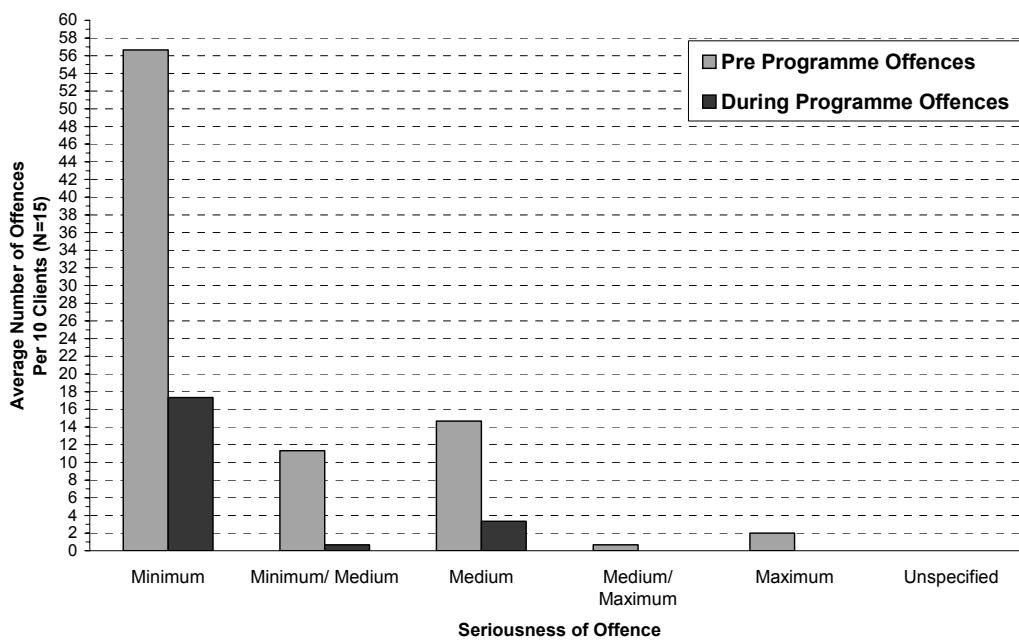
Figure 8.7: Seriousness of Offences Committed Prior To, and During J Team Participation

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[6] Three instances of the taking of a motor vehicle, and one excess breath alcohol offence.

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

As illustrated in Figure 8.8, Police Youth Aid (one of the key internal stakeholders) and local schools referred the majority of participants to the J Team programme, and one referral was received from a local Community Agency.
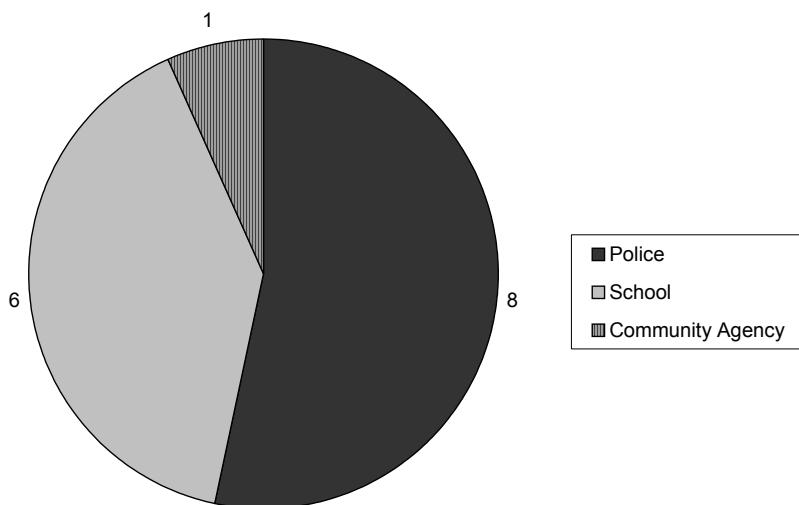
Figure 8.8: Sources of Referral for J Team Clients

To consider the views of external stakeholders during the implementation phase of the J Team a questionnaire was sent out to 13 stakeholders of the programme asking them about their expectations, five of which were returned[7]. At the end of the three-year evaluation period a stakeholder evaluation questionnaire regarding the impact of the programme was sent to 15 agencies, 14 of whom completed and returned the questionnaire[8].

Stakeholders' expectations of the programme were that it would provide support for clients and their families and other agencies working with the family, that they would support interagency co-ordination, and that there would be a reduction in youth crime and the risk of anti-social behaviour. Consistent with expectations, stakeholders responding to the outcome questionnaire commented that it provided support for young people and their families and for the responding agency. Further comments on the effectiveness of the programme were that it reduced incidence of youth crime in the area, provided an integral link between families, schools and the Police, and was effective in information sharing between agencies.

The only negative outcome the agencies anticipated when first questioned, was that the programme may not receive continued funding and that a long-term interagency funding plan should be put in place to avoid this. At the end of the evaluation period, six stakeholders of the J Team made comments on possible negative outcomes of the programme. Suggestions were that some families may have felt the programme intruded on their privacy, or may not welcome the assistance proffered. It was also noted that at times the programme had difficulties contacting the young person.

Overall, the responses from key stakeholders of the J Team were very positive and lent large support to the continuation of the programme. Only one stakeholder responded that they

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[7] Three of which were from schools, one from a government agency and one from a community agency.
[8] Of these 14, half were community organisations, three were government agencies and four were schools.

had not had a sufficient amount of contact with the programme after their initial meeting. Suggestions for future improvements to the programme were varied. However the most prevalent responses were to increase communication with and support from the community. Also, to increase the level of funding and the number of programme staff in order to increase the number of young people the programme is able to serve.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

The J Team received an average of $40,000 funding from Police each year of the operational phase of the evaluation period[9]. They received no further funding from other agencies nor donations of money or resources as some of the other Police Youth at Risk programmes did. Staff costs accounted for 88 per cent of total expenditure which covered the employment of one staff member, a Youth and Family Support Worker.

The Youth and Family Support Worker worked primarily with the young people and their families on the programme, but was also involved in maintaining partnerships with community agencies. The employee in this position at the conclusion of the evaluation period had four years of youth at risk experience and had spent ten years with the New Zealand Army where he gained the rank of Sergeant for the Military Police. A member of Ngati Porou and Te Whānau-A-Apanui, this staff member's first language is Māori and has therefore been instrumental in the programme's close relationships with local iwi and kaumatua.

The Police also supported the J Team by the allocation of a sworn officer as the Youth at Risk Co-ordinator (although the cost of this staff member was not recorded as donated funds by the programme). During the evaluation period, this role was primarily involved in the developing and supporting of community partnerships as well as the general development of the programme. While it was not originally intended that the Co-ordinator would carry a caseload, the immense demand for the programme meant that this was not borne out in reality. Additionally, this staff member had been required to undertake relieving duties in the Wainuiomata Youth Aid Section as a matter of operational necessity. The person in this position at the time of conclusion of the evaluation period, had eight years of Police experience, four of which had been spent undertaking youth at risk work, and the remaining four for Youth Aid. In addition to this experience, ten years had been spent as a Social Worker for a voluntary social services church based agency. The Co-ordinator also holds a Bachelor of Arts in Social Science and had undertaken a number of Law papers.

During the period July 1998 to June 2000 the J Team worked with 15 young people at an expenditure of $2,559 per young person per year. During this time, 938 contacts were made with the young people resulting in an expenditure of $82 per contact (which is considerably lower than the average across programmes which was $117). However, the expenditure for each week a client was involved with the J Team was $127, which was considerably higher than the average across all programmes ($88). This suggests that clients were not involved with the J Team for as long as clients on other programmes, but they received more frequent contact with the programme during this time.

The literature supports the casework structure utilised by the J Team which constantly reassesses progress, and focuses on addressing problems in the family, school, neighbourhood, and peer circles of influence. While the Youth and Family Support Worker primarily worked with the young person, their family and community agencies, a number of projects were established to focus on the other areas of the community-based model. The

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[9] July 1998 to June 2000.

Special Education Unit and Truancy Project assist young people to maintain their attendance and achievement at school; the Youth Worker Support Volunteer Project and Positive Activities Project encourage positive peer associations and activities; the Journey Home project fosters the learning of cultural heritage; and finally, the J Team Youth Offender Diversion project encourages young people to accept responsibility for their actions and be aware of the impact of their actions on the community.

Aside from the strong community-based model used, the J Team also identified a number of key factors that were necessary to the success of their programme. Prior to programme implementation, staff undertook careful project planning at a local level. This included problem definitions (based on research), clearly defined objectives, and community consultation on how to best implement strategies. The programme focussed on developmental strategies that were flexible and action-orientated, maintained ongoing consultation with community groups and iwi, and focussed on risk and needs assessments for each client. J Team staff focused on service delivery and long term objectives, and supported the ongoing evaluation process by the Evaluation Team.

J Team ensured that staff employed on the programme were committed, believed in the project objectives, and did not get unduly concerned about political and economic pressures. The Youth Worker on the J Team had a positive sense of humour, was self-motivated and coped within a tough-minded Police environment. The programme staff had ongoing specialised staff training and supervision, and a paid administration support position. The Project Co-ordinator stressed the importance of having a sworn officer in this role, and to ensure the community is a aware that it is a 'Police project'.

Police management support at all levels, close relationships with the Youth Aid Section, and an office based at the local Police station which was open to the community (which gave the project credibility both in the Police environment and within the community) were imperative to the smooth running of the programme.

SUMMARY

Much effort went into the development of a strategic approach towards participant selection and programme implementation for the J Team with a three phase introduction period that included intensive consultation, a trial period of utilising a wraparound approach, and an evaluation of this trial period. The programme staff spent much time liasing with community agencies, particularly those pertaining to Māori due to the high Māori population in Wainuiomata. As a result of this intensive consultation close partnerships were formed with the local mārae and iwi, as well as Pacific services. When questioned, programme stakeholders indicated that a culturally appropriate service had been delivered by the programme to both Māori and Pacific clients.

The programme adopted a holistic wraparound model that addressed all four areas of influence (family, community, school, peers). In an effort to successfully provide a holistic service, a number of other initiatives were developed in consultation with other community agencies to address these different areas. As such the J Team were effective in achieving the first of the Police objectives.

Perhaps attributable to the extensive amount of networking achieved by J Team in the Wainuiomata community, a great many referrals were received – far more than they were able to cater for. At the conclusion of the evaluation period, the Programme Co-ordinator highlighted the fact that, as well as those families that were not dealt with due to a lack of resources at the outset of the programme, a new group of seven to fourteen year old at-risk youths were coming to the attention of Youth Aid. Additionally, at-risk youth and their

families were continuing to move into the community on an ongoing basis. In order to best serve the community the programme attempted to deal with these referrals on a short-term basis as much as they could.

The number of families requiring assistance is made clear by an audit of Youth Aid files at the beginning of the project. Of the 400 reviewed, 60 families fitted the project selection criteria and included a youth who was considered to be 'at risk'. The resources available allowed for the selection of only one family for intervention in the first six months. It was noted at the conclusion of the evaluation period, that some of the youth in the families unable to be assisted went on to become recidivist offenders.

Where clients were accepted on to the programme, the initiatives in place ensured that the programme went some way to build the supportive capacity of participants' families. The extent that families were referred on to other programmes varied but the programme appeared to address any family issues as best they could.

Families spent widely varying amounts of time on the programme depending on their level of need. Regardless of the length of time on the programme all participants had a high level of contact with 12 of the 15 clients receiving at least weekly contact.

Considerably fewer offences were committed during programme involvement. The average number of offences across all clients committed prior to programme involvement was approximately eight offences per client, while the average number during programme involvement was approximately two. The percentage of offending clients also dropped from 93 per cent to 53 per cent. Additionally, with the exception of one client, all participants committed less serious offences while involved with the programme when compared with those committed prior to involvement.

The intensive amount of consultation in the early stages of the project appears to have led to continued co-operation between families, schools, and the Police. Stakeholders also mentioned that the information sharing between these groups and community agencies was a positive element of the Wainuiomata community. Only one stakeholder indicated that an insufficient amount of contact was maintained with that agency.

The programme's achievement of the first four Police objectives suggests that the J Team is a good demonstration project for Police resources, and this is further supported by the effort the programme went to in ensuring that it was identified as a Police initiative. An analysis of cost benefits of the programme identified that Police resources accounted for the only income to the programme which provided an inexpensive cost per contact (however not per client week due to the low number of clients on the programme). The literature further supports the programme in its provision of a holistic service.

It seems likely that the intensive planning and level of consultation in the early stages of the programme contributed to the success of the programme, and that this, together with the dedication shown by project staff, led to the J Team achieving all four of the Police objectives effectively.

FINDINGS

The findings that arose from the evaluation of the period July 1997 to June 2000 of J Team were as follows:

1. The Programme Co-ordinator should not be required to carry a caseload of clients.

2. Programme funding was insufficient to achieve programme goals.

9. WAIMAKARIRI COMMUNITY YOUTH WORKER PROJECT

The Waimakariri District Community Development Trust was developed in 1986 (under the name of Kaiapoi District Community Development Trust) with the stated aim of identifying gaps in services within the area and developing projects to meet these needs (Waimakariri District Community Youth Worker Project funding application, 1997). Existing projects included teen parent support services, free counselling in Oxford and Kaiapoi, and a variety of programmes and seminars run to address various issues such as anger management, self defence, and parenting skills.

One area of need identified by the local Safer Community Council was the absence of support services for at-risk youth in the Waimakariri area. To address this problem the Trust employed a Youth Worker to manage a programme that originally targeted youth aged between 15 and 19 years of age. The programme targeted youth who had recently left school through suspension or had no employment or continued training, and were deemed to be at risk of offending or were already offending. Commencing in September of 1996, the programme began as a 12-month pilot project that was subsequently included under the CPYAR package in December 1997.

A management team was developed by the Trust when the programme commenced for the purpose of providing a management lead to the Co-ordinator. It was anticipated that this would add an element of accountability to the programme that would be beneficial when applying for future funding. This management team comprised of five individuals who were each from different agencies. A High School Counsellor chaired the management team which was also made up of the local Youth Aid Section Officer who has much contact with the Co-ordinator during the programme referral process, a Youth Worker representative, a Safer Community Council (SCC) representative, and a member of the community (who was also on the SCC). When the programme was allocated funding as part of the 1997 CPYAR package, it detached itself from the Trust and retained a slightly pared down management team of three (a SCC representative, Youth Aid Officer and Senior Sergeant).

Very specific objectives were set at the beginning of the programme's existence that were consistent with those of the CPYAR package. These were set as follows:
▪ To obtain a noticeable decrease in the numbers of young people coming to the attention of the Police;
▪ To ensure that, of those contacted, 60 per cent will achieve their set goals (for example educational, recreational, work exploration and/or employment, skill training, personal development, family relationships);
▪ To ensure that, of those contacted, 60 per cent will not re-offend;
▪ To assist these young people and families to set goals for themselves which encourage positive time management in a constructive way;
▪ To liase with other community workers and government agencies in advocating for these young people; and
▪ To assist the young people and their families to take control of their own lives in such a way that they do not run the risk of criminal offending or social behaviours that will damage their own mental and physical health.

These objectives serve to meet the Police objectives which are discussed at length in the methodology section. The extent to which these objectives were met is discussed below.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

Adopting the community-based model, the programme follows the same structure as those already described. The original target age range of 15 to 19 years was changed to a slightly younger clientele when the programme was included within the CPYAR package, to 13 to 17 years of age. As depicted in Figure 9.1, all 21 programme participants fell within this new age range, with the majority of clients being 15 years of age (71 per cent). The majority of clients were male (90 per cent).
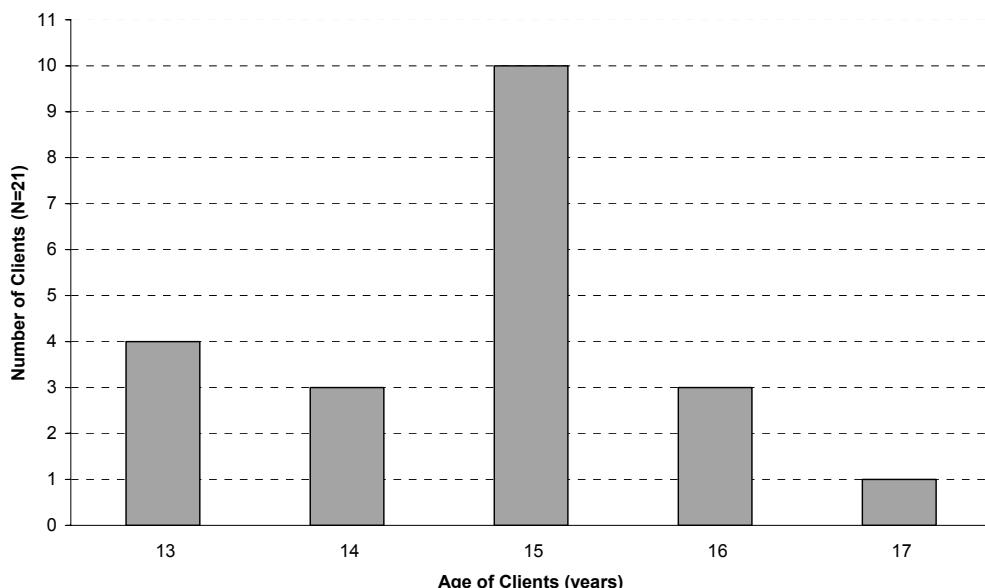
Figure 9.1: Age of Waimakariri Community Youth Worker Project Clients (at time of acceptance on to programme)

The Police Youth Aid Section refer the most serious young offenders within the target age range to the programme. The Programme Co-ordinator discusses the referrals with Youth Aid and a joint decision is made about who is most suitable to be accepted by the programme. If the programme is unable to accept the youth, he or she is referred on to alternative services such as other Youth Workers or Drug and Alcohol Counsellors (approximately 50 youth during the evaluation period). Referrals are made to CYF only when absolutely necessary.

When both the Police Youth Aid Officer and the Programme Co-ordinator agree that intervention is appropriate, the parents of the youth are approached. If the parents and youth consent to participating in the programme, the needs of the individual are discussed. The programme works with the family to develop a support plan for both the young person and the family as a whole.

Families are contacted once per week to monitor progression according to their plan. Clients are exited when support from the programme is no longer needed, and the family agree that they can use their own initiative in dealing with problems. Otherwise, families are exited from the programme when they move from the area, or when the relationship between the programme and family breaks down completely. Generally, successful intervention can take up to one year, however, a shorter-term intervention evolved during the evaluation period whereby families with less severe needs came to the attention of the programme – often through self-referral by the family themselves. In these cases, referral to other appropriate agencies and resources may be facilitated, or short-term support in addressing familial

problems may be provided. Once exited, families are encouraged to contact the Programme Co-ordinator who indicates that he is available on a 24-hour basis if needed.

Due to the small Māori population in the area, Māori agencies are scarce in Rangiora. However the programme endeavours to deliver a culturally appropriate service to Māori clients (38 per cent of programme clientele were Māori during the evaluation period, as shown in Figure 9.2). Referrals are made to agencies such as Te-Roopu Manaaki which provides life skills training such as bone carving skills, and Waka Tapu which is a Māori based counselling service addressing violent behaviour. The central Christchurch marae Ngā Hau e Wha is also utilised to provide cultural aspects should the young person wish to attend.

As part of the stakeholder analysis of the programme, questionnaires asking agencies about their expectations of programme outcomes were distributed at the beginning of the evaluation period. Subsequently another questionnaire was distributed at the conclusion of the evaluation period to ascertain stakeholders' views regarding actual programme outcomes of the Waimakariri programme. Responses from two agencies to the first questionnaire indicated an expectation that the programme would be able to provide a culturally sensitive service to Māori, whilst another agency noted that it would depend on the staff involved and their training[1]. At the end of the evaluation period, three agencies responded that the programme delivered a service appropriate for Māori[2]. Very similar comments were made in relation to the responsiveness of the programme to Pacific people.
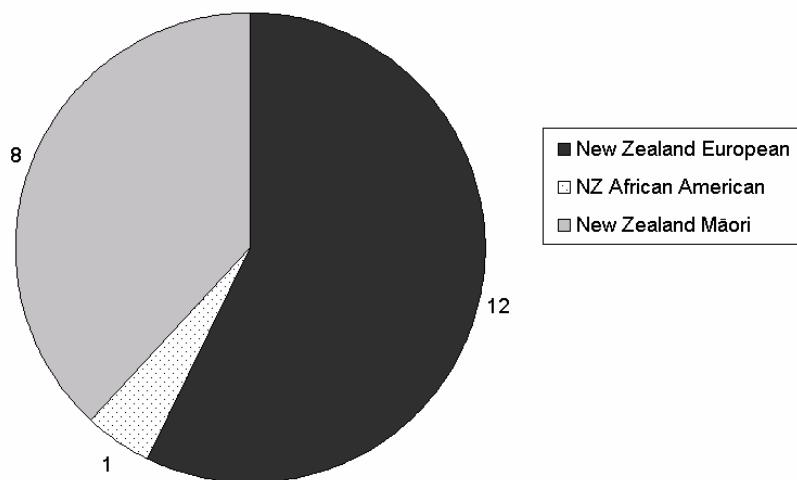
Figure 9.2: Ethnicity of Waimakariri Community Youth Worker Project Clients

A significant element of the programme was (and remains to be) the extent to which activities were arranged to award long-term goal success for participating youth. However, young offenders who were unwilling to address their problematic behaviour were not rewarded. Alternately, where well earned, adventure activities such as white-water rafting, jet-boating, water-skiing, parachuting, and caving were organised with the assistance of community and local business donations. These reward activities met with great success, providing the participants with the opportunity and capacity to make decisions for themselves.

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[1] The other respondents commented that they did not have enough knowledge on this issue to be able to comment and that the programme had no specific intentions to work with Māori.
[2] The remaining three agencies commented that there was a need for further consultation, the programme was not culturally sensitive for Māori due to a lack of resources in the area and the other respondent did not feel in a position to be able to respond.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As explained above, once consent has been received from the young person and his or her family, the needs of both the individual and family are assessed. While insufficient data was provided by the majority of programmes, the Waimakariri Community Youth Worker Project was one of four programmes that had at least ten clients for whom needs data was collected both at entry and exit stages of programme involvement[3]. The needs data for Waimakariri Community Youth Worker Project showed a reduction in needs from entry to exit from the programme. The findings of the analysis of needs across all programmes is discussed at length in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

The reasons given for referral can be considered a good indication of the level of needs across all participants. For Rangiora, a total of 240 reasons were given for referral, an average of over 11 reasons per client (out of the possible 22). Of these, educational and social presentation type reasons were the most oft-cited, as depicted in Figure 9.3. Another reason often given for referral was signs of substance abuse by the youth.
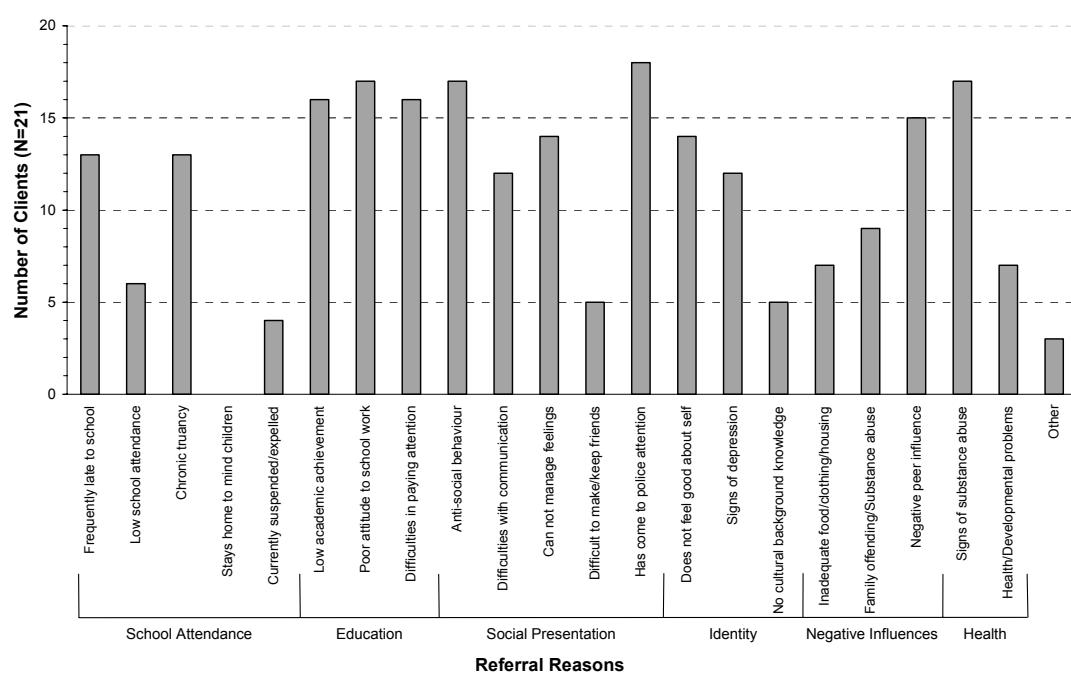
Figure 9.3: Reasons for Referral to Waimakariri Community Youth Worker Project Clients

The Programme Co-ordinator puts much energy into examining the family background of the young person in order to identify the causes of any familial abuse or discord. With the support of the programme the family work together on developing their own support plan that will incorporate any family group conference outcomes. Both the family and the individual are encouraged to take responsibility for and seek alternatives to their problematic actions so that long-term behaviour can become more positive. Therefore, where possible the family is encouraged to address the needs identified from within, rather than through the engagement of alternative agencies. The Programme Co-ordinator aims to promote an atmosphere where not only is the young person trusted, but he or she is listened to for, what in some cases is, the first time.

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[3] Only those with ten or more matched needs assessments can be considered to be reliable indicators of the change in need of clients. However, these differences in need should be considered only as an indication as statistical tests for significance for each programme can not be conducted.

The support plan is developed to include short-term and long-term goals that are determined for the young person as well as for other members of the family. Unfortunately the majority of programmes under-recorded goals set and achieved in the database. While a number of goals were recorded in the database, only a small percentage of these were recorded as being achieved – 20 per cent overall. A total of 58 short-term goals were set for clients, two of which were attained. A higher percentage (60 per cent) of client long-term goals were achieved – 23 of 39. None of the six short-term or 22 long-term goals set for families were recorded to have been achieved.

The length of time over which the support plan is designed varies widely according to the unique needs of the individual members as depicted in Figure 9.4 with an average of 71 weeks across the 20 participants. The longest serving youth on the programme at 154 weeks (3 years) was the first client to commence with the programme in July 1997, and was still on the programme at the conclusion of the evaluation period. About half (10 of the 21 clients) of all clients on the programme were formally exited prior to the conclusion of the evaluation period. The numbers accepted on to the programme gradually declined each year as the capacity of the programme was reached. Thus, eight clients were accepted in the last seven months of 1997, seven throughout 1998, five during 1999, and only one client was accepted on to the programme in 2000, a week prior to the conclusion of the evaluation period.
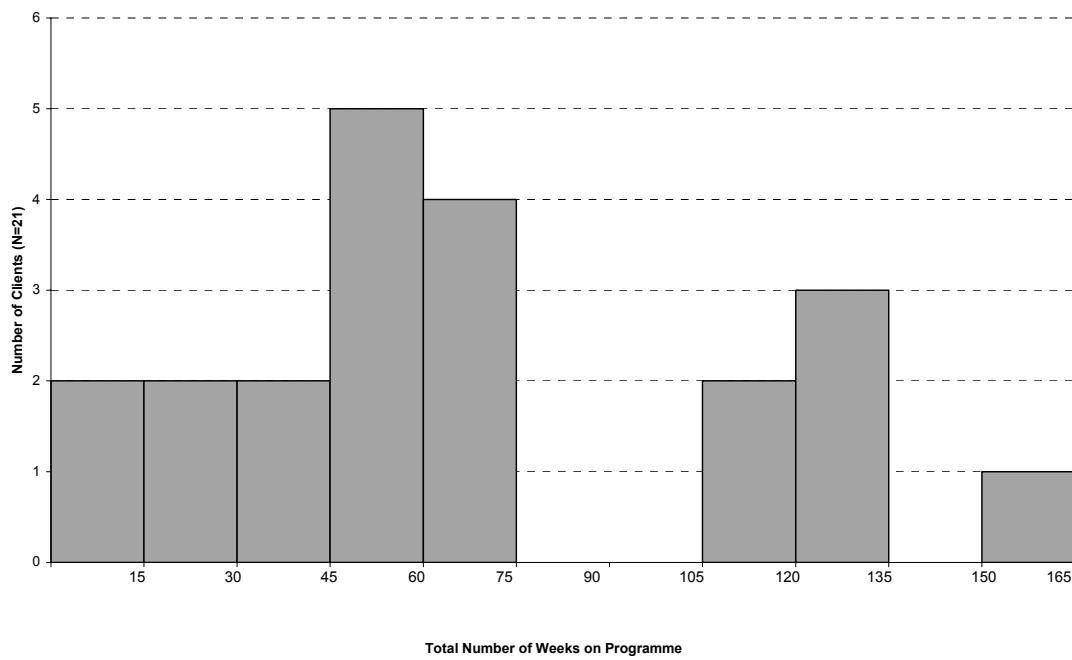
Figure 9.4: Length of Time on Waimakariri Community Youth Worker Project

As stated earlier, the plan is monitored for each family through weekly contact. The Programme Co-ordinator informed the Evaluation Team that the amount of contact entered on the database substantially under-stated the amount of client contact, and that weekly contact had been maintained with all clients. Therefore the information was adapted to reflect this. As depicted in Figure 9.5, two clients were shown to have received over this amount of contact: the client involved with the programme for one week of the evaluation period (seven contacts over this week), and a client on the programme for just over a year who received an average of 1.4 contacts per week.
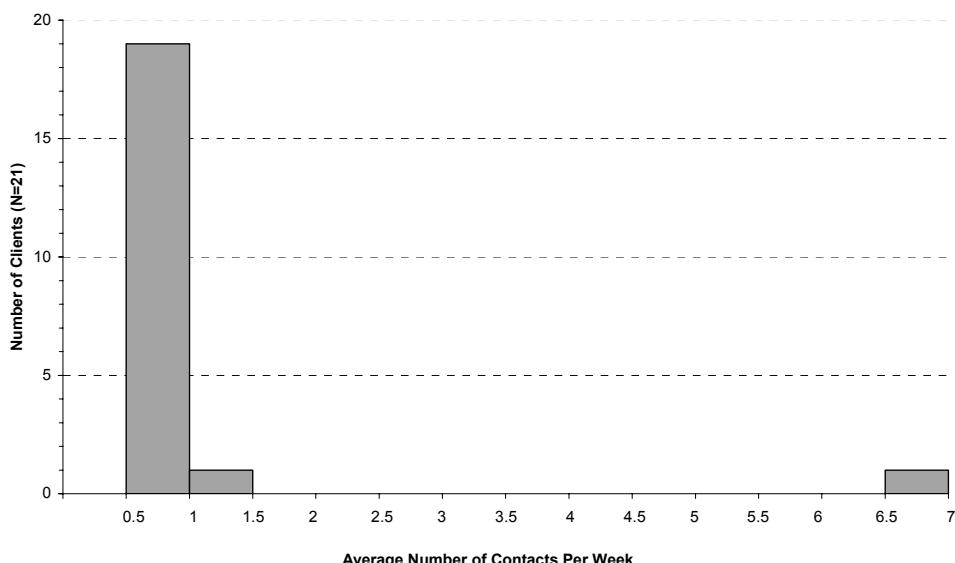
Figure 9.5: Average Weekly Contact Between Waimakariri Community Youth Worker Project and Clients

The programme offers several services that can be incorporated into the family plan. One of these is a 'computers in homes' initiative whereby computers that are donated by the community are given to families who can not otherwise afford one, for a six month period. This can be instrumental in assisting students with school computer studies subjects. Another initiative is a drivers license programme whereby youth may be required to prepare a hard copy presentation as part of reparation for traffic offences. A CD Rom Road Code test is also made available for students who have not yet sat their Learners Driver License. Where youth on their Restricted Driver License can not afford to pay for a full license the programme will pay for this to avoid restricted licence traffic fines.

While the family attempts to address needs from within where possible, the expertise of external agencies is also utilised when relevant as summarised below.

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients	✔		
Arranges accommodation for clients/families	✔		
Arranges schooling for clients	✔		
Rewards positive behaviour (for example, movies)*	✔		
Arranges peer support for clients		✔	
Conducts camps for clients	✔		
Arranges/assists with employment for clients/families	✔		
Arranges inclusion in training courses for clients	✔		
Arranges inclusion in parenting courses for parents	✔		
Refers to other agencies	✔		

The achievement of long-term goals is rewarded, however short-term goals are not.

The programme also refers to the following agencies as indicated:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents	✔		
Drug and alcohol programmes to young people	✔		
Psychological treatment to parents	✔		
Psychological treatment to young people	✔		

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

A high number of offences were recorded as being committed by clients both prior to, and during involvement with the programme. A total of 114 offences were committed by 90 per cent of clients prior to (an average of over five per client), and 90 were committed by 70 per cent of clients during programme involvement (an average of about four per client). However, it is interesting to note that no incidents occurred during programme involvement, compared with the 30 committed prior (as depicted in Figure 9.6).

Sixteen of the 21 clients committed fewer offences during programme involvement than they had prior to involvement; some markedly so. For example, one client who was on the programme for two years committed 18 crimes prior to programme involvement and 5 while participating with the programme, while another client who was on the programme for three years committed nine offences prior to involvement, and no offences while participating. There were five youth who committed more offences while involved with the programme, one of whom was the client on the programme for one week. Three clients committed no offences prior to or during programme involvement.
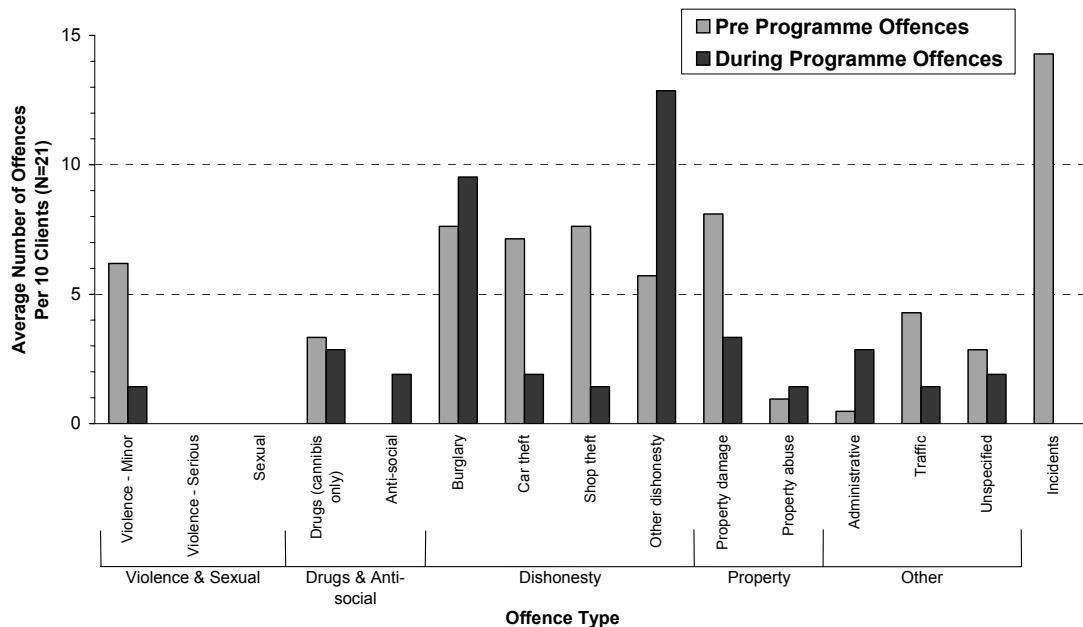
Figure 9.6: Type of Offences Committed Prior To, and During Waimakariri Community Youth Worker Project Participation

Figure 9.7 shows that although slightly fewer offences were committed during programme involvement, these offences were not necessarily of lower seriousness than those committed prior to programme involvement. Thirty one per cent of all offences committed during programme involvement were categorised to be of medium seriousness compared with 22 per cent of prior offences categorised as medium. Therefore, overall, the programme appears to have had only partial success in preventing further offending.
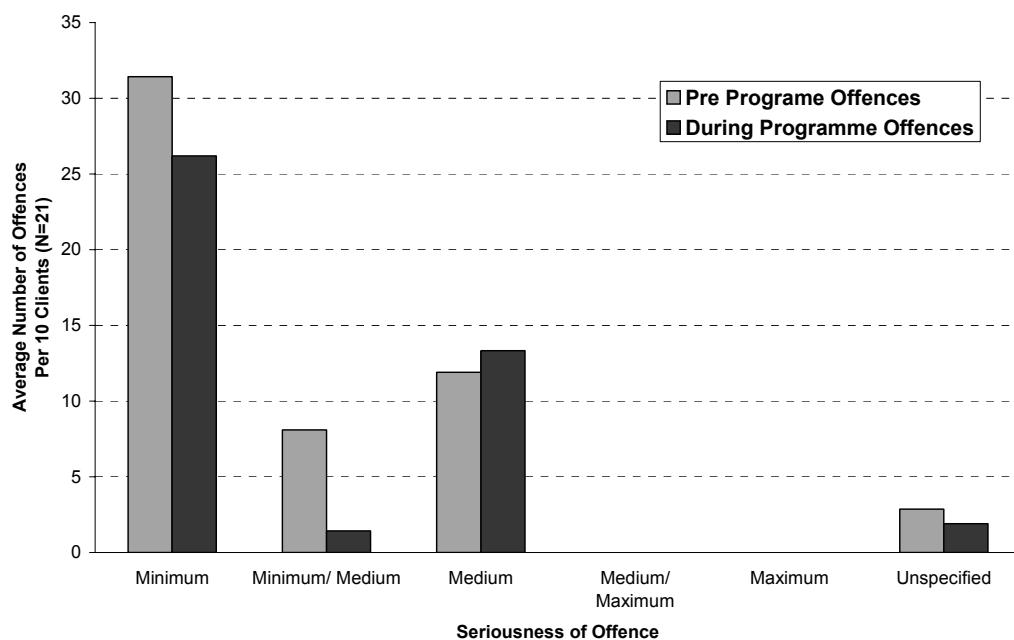
Figure 9.7: Seriousness of Offences Committed Prior To, and During Waimakariri Community Youth Worker Project Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

During the evaluation period the Waimakariri Community Youth Worker Project worked closely with the Youth Aid Section, particularly when Youth Aid referred clients to the programme. For each referral received from Youth Aid, the Programme Co-ordinator and Youth Aid Officer decided on whether a referral was suitable to be accepted by the programme. As such, referrals from Youth Aid accounted for 52 per cent of clients (as depicted in Figure 9.8). The remaining referrals were from schools, government agencies and self-referrals (included in the 'other' category).
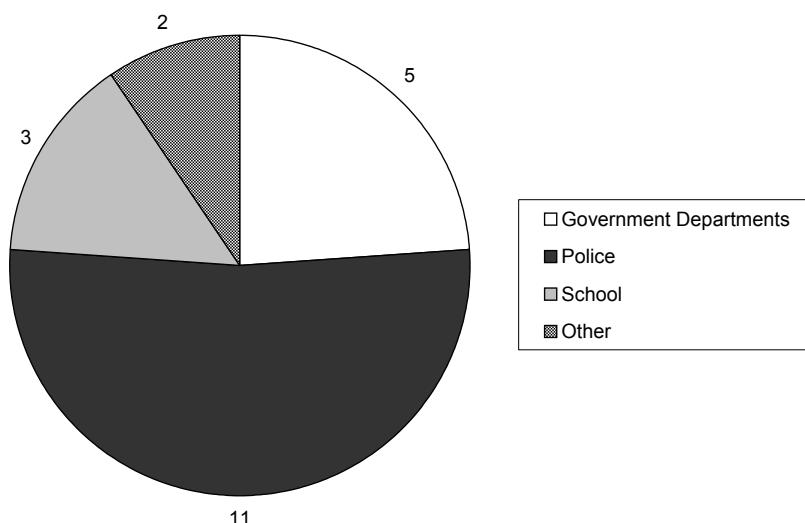
Figure 9.8: Sources of Referral for Waimakariri Community Youth Worker Project Clients

A further component of the evaluation was to measure the programme stakeholders' expectations prior to the evaluation period and then their perceived outcomes of the programme at the conclusion of the evaluation period. Ten questionnaires were sent out to stakeholders asking about their expectations of the Waimakariri Community Youth Worker Project. Four government agencies and two schools returned the questionnaire, however one of the government agencies indicated that they had no knowledge of the programme. At the conclusion of the evaluation period, questionnaires were sent out to seven stakeholders of the programme asking for their views on the effectiveness and outcomes of the programme as part of the outcome evaluation. Six of these agencies (three government agencies, and three schools) completed and returned the questionnaire.

Expectations of two of the agencies were that the programme would provide support for and co-ordinate and collaborate other agencies to provide support for young people and families. Further positive outcomes that were expected of the programme were that the programme would provide positive options for young people and their families and that the agency could focus on problems other than youth crime. This expectation was largely met by stakeholders' comments at the conclusion of the evaluation period, namely that the programme was effective in reducing youth crime and the risk of anti-social behaviour, and providing another strategy to address youth crime. The main positive outcome for agencies identified by stakeholders was the programme's assistance in developing positive relationships between workers and families.

The only negative outcomes anticipated by the agencies were that the young people may not respond to the Youth Worker, or the families may refuse to co-operate. This may have occurred for some families because at the conclusion of the evaluation period the few agencies that did mention negative outcomes stated that some families did not welcome the programme's help and that families were taken out of their 'comfort zone'. Overall however, respondents commented on the excellent service the programme provided to the community and that with more funding the programme could provide this service to more young people.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

The Waimakariri Community Youth Worker Project received an average of $62,528 funding from Police each year (during the operational phase of the evaluation period, July 1998 to June 2000). In addition, the programme received an average of $1,750 per year from the Todd Foundation, and $9,482 per year in donated time and resources. The donated time and money contributed to 13 per cent of the total value of service provision.

Staff costs accounted for 76 per cent of the Waimakariri programme's expenditure which covered the employment of a Programme Co-ordinator and a part-time Administrator. At the end of the evaluation period, the Programme Co-ordinator was responsible for the majority of contact with clients, research into family backgrounds, assisting clients with the development of support plans, and monitoring adhesion to support plans. Community liaison is also a part of the role and the production of funding applications. The Programme Co-ordinator reports to the Trust Management Team at regular meetings. Local schools have also given the Co-ordinator a Truancy Officer role.

The Programme Co-ordinator was a Kingsley Residential Social Worker for three years prior to joining the programme and had been a caregiver in a Family House for seven years. He was also a member of a family support agency management team at the conclusion of the evaluation period. The Programme Co-ordinator has also undertaken the following training:
▪ Adolescent Counselling for Addictive Disease (Queen Mary Hospital);

- Certificate in Community Psychiatric Care (Otago University);
- Safer Community Adolescent Training (Waimakariri District Council);
- Non-violent Crisis Intervention (Crisis Prevention Institute);
- Non-violent Crisis Intervention Workshop (CYF), and
- Ethical practice, boundaries best practice (Canterbury Youth Workers Collective).

The Part-time Administrator of the programme was responsible for maintaining the database and client case files, undertaking general office administration and finance duties, and recreational activities involvement. The Administrator had worked for Police as a Watch-house Officer and had had office management experience prior to working for the Police.

The Waimakariri Community Youth Worker Project worked with a total of 21 clients during the evaluation period (July 1998 to June 2000). The average expenditure per client was $2,975 per annum which is slightly higher than the average across programmes of $2,647. However, the total number of contacts that the programme made with clients was 1,451 which was higher than the average across all programmes (1,316), and the expenditure per contact was lower at $86 (the average across programmes was $117). The average expenditure for the 1,419 weeks that youth were involved with the programme was $88 (which is equal to the average across all programmes).

The families on the Waimakariri programme were often already in a crisis situation when referred to the programme. At the end of the evaluation period the Programme Co-ordinator noted that essential components of successful programme delivery were to help the young person be heard, to acknowledge that they did have problems, and to confrontationally challenge families and agencies to address their problems. The programme believes its practice is safe, honest, and accessible.

The Waimakariri Community Youth Worker Project uses a community-based model that is supported by the literature as being an effective approach. The programme also demonstrates frequent contact with all young people involved, a practise that is more likely to affect change in clients. A further element of best practice that the Waimakariri programme demonstrates which is specific to Police programmes, is their close relationship with other sections of Police, namely, Youth Aid.

SUMMARY

The Waimakariri Community Youth Worker Project adopted a community-based wraparound model that targeted young people between the ages of 13 and 17 who were displaying seriously delinquent behaviour. The programme evolved during the evaluation period to recognise the importance of their service for minor offenders with fewer needs and also came to target them over shorter periods of time than the others. The Project adopted the same practice as the other programmes thus far described, although with a strong activities-based component. The aim of these varied activities was to reward positive behaviour of young person on the programme as well as offering new opportunities and responsibilities.

Due to the small Māori population in Rangiora, few Māori organisations exist in the area to consult. However the programme endeavoured to provide a culturally appropriate service as far as possible to its Māori clients. Stakeholders of the programme gave mixed responses to the success of the programme in meeting this objective. Although some stakeholders believed that a culturally appropriate service was delivered, others felt that cultural appropriateness could have been improved.

The clients that the programme accepted displayed a high level of need as evidenced by the number of reasons cited for referral. The Project appeared to respond appropriately to the

level of need by tailoring the programme length accordingly. The programme sought to involve the family as much as possible in the assessment of the young person's needs and in the development of an appropriate support plan. The Programme Co-ordinator stated that weekly contact was maintained with clients in all cases indicating a high level of client support from the programme. The programme further supported clients by providing complementary initiatives such as the loan of computers to households or assistance with obtaining drivers licenses. The Project also indicated that accommodation, schooling, and employment were arranged, for young people or their families where appropriate to further support families. Furthermore, the stakeholders who responded to the outcome questionnaire indicated that they believed the Youth Worker had formed a positive relationship with the majority of families involved. The programme was therefore judged to be effective in meeting the objective of building the supportive capacity of participants' families.

A high level of offending occurred prior to programme participation which is consistent with the clients that the Project was targeting. A high level of offending also occurred when clients were involved with the programme, and in fact some of these offences were of a more serious nature. Five clients committed more offences while they were participating on the programme than prior to involvement. Thus the Project appears to have reduced the offending of some clients.

The programme had a very close relationship with the Youth Aid Section and, although it encouraged families to address their own issues, stakeholders of the programme indicated that the Project also maintained a good level of integrated collaboration and co-ordination with external community agencies. The extent to which the Programme Co-ordinator is involved in community initiatives external to the programme such as his Truancy Officer role is further evidence that the programme has succeeded in the achievement of the fourth Police objective.

While the Project had a high cost per client due to the low numbers of clients on the programme, the high number of contacts made the cost per contact lower than the overall average across the 13 Police Youth at Risk programmes included in the cost-benefit analysis.

While the Waimakariri Community Youth Worker Project was successful in meeting three of the first four Police objectives, and the partial effect that the programme appeared to have on offending means that the programme is deemed to be a demonstration project of the movement of Police resources into proactive policing.

FINDINGS

The findings that arose from the evaluation to June 2000 of the Waimakariri Community Youth Worker Project were as follows:

1. Some stakeholders believed that the programme could improve its service delivery to Māori. This is an area of programme practice that warrants closer consideration by programme staff.

2. The Programme Co-ordinator did not receive external supervision. Supervision is necessary to ensure the personal wellbeing of staff and the continued success and accountability of the programme.

3. The degree to which database information was maintained was inadequate. Programme practice regarding record keeping needs to be revised to enable complete analysis in the future.

10. PROJECT PEGASUS

Another of the five areas deemed to be a New Zealand 'hot spot' for youth at risk was New Brighton, Christchurch. Launched in March 1998, Project Pegasus therefore aims to reach the most disadvantaged young people within the Pegasus/Aranui area utilising a community-based model.

The objectives for the programme were set to meet the Police objectives as follows:
- To reduce recidivist offending by youth through identifying those who are at risk and on the pathway to recidivism by intervening to reduce their risk factors;
- To prioritise those youth identified as at risk to ensure the strategic use of resources;
- To maximise the integration of Police programmes with other agency and community initiatives;
- To work towards the continuity and development of effective programmes for youth at risk; and
- To be a demonstration project for the shift of Police resources into proactive initiatives and interventions.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

The programme targets youth between nine and seventeen years of age with a particular focus on those under fourteen years who, due to their age, are not yet in the youth justice system but are at risk of entering. Only one client on the programme was not within this age range at five years old (as depicted in Figure 10.1), but was involved in the programme due to being a sibling of one of the other clients. Of the 30 clients on Project Pegasus, 90 per cent were male.
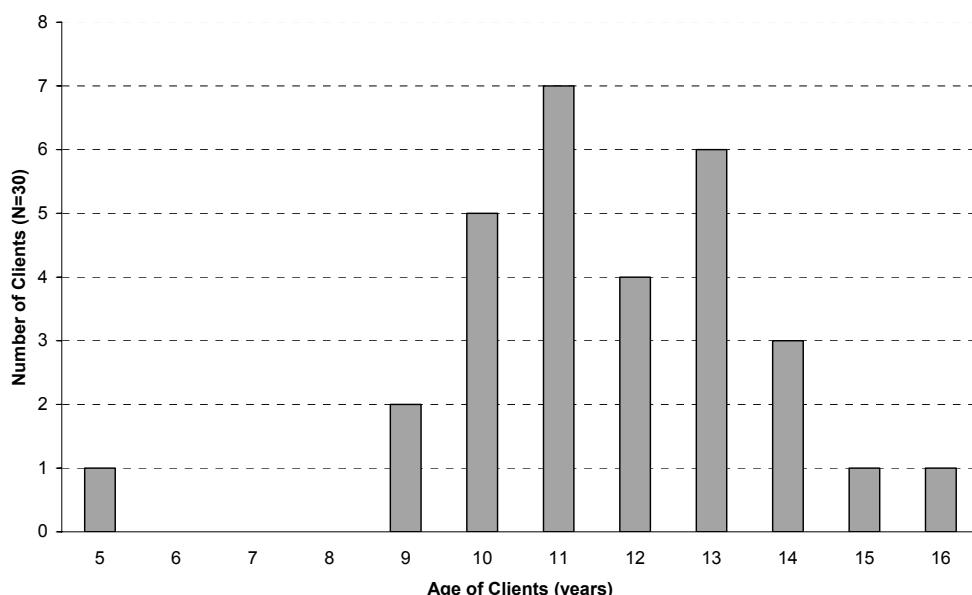
Figure 10.1: Age of Project Pegasus Clients (at time of acceptance on to programme)

The majority of youth on the programme were Māori (53 per cent as depicted in Figure 10.2) who had often had a history of intergenerational involvement with Police and/or other social support agencies. Other common risk factors targeted were those that had often led to the exclusion of the youth from school – chronic truancy, behavioural problems, or drug use.
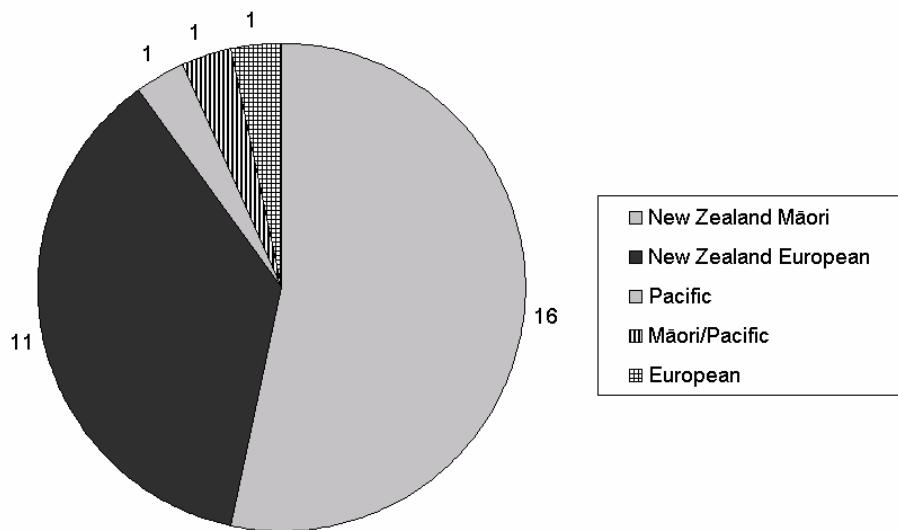
Figure 10.2: Ethnicity of Project Pegasus Clients

At-risk youth are brought to the attention of programme staff by the New Brighton Police Youth Aid Section. Project Pegasus staff then interview the young person and his or her family to assess suitability for participation in the programme. This assessment includes the type, frequency and nature of offending by the youth, behaviour between the ages of five and thirteen years, the evidence of various risk factors, and a willingness to participate in the programme and evaluation. Those who are not accepted by the programme continue to be dealt with directly by the Youth Aid Officer. For young people who do not meet the programme criteria, the family is offered information regarding other more appropriate services and agencies.

When accepted on to the programme, further interviews are conducted with the young person and his or her family to assess the needs of individual family members and the family as a whole. A case management plan is developed by the family with the assistance of programme staff to addresses any needs that have been identified, and in addition, relevant agencies are contacted to provide expertise when necessary. This plan is reviewed weekly in consultation between the young person, the family, and Project Pegasus staff.

The length of time that a family will be involved with the programme differs in accordance with the level of need, but like many of the other Police Youth at Risk programmes the length of time can be as long as two years. However, as it evolved, the programme found itself needing to provide assistance to many peers of the youth involved. These clients are not included within the scope of this evaluation but their involvement with Project Pegasus may have contributed to lowering the offending rate in the community. Additionally, the programme expanded its boundaries to include families with less complex issues and offending histories. These families receive intervention over a shorter period, thereby providing programme staff with a wider range of contact.

While over half of Project Pegasus clients were Māori, the two programme staff are New Zealand European which is acknowledged by both to be a limitation in terms of choice for whānau and Pacific families. However the programme consulted with many external parties in the development and implementation of the programme to ensure that a culturally

appropriate service is delivered as far as possible in all instances. The Ngai Tahu Trust Board and Rūnanga Ngai Tahu were consulted along with other Māori community agencies to incorporate the concept of Mana Māori or Māoridom into the programme framework. Traditional Māori protocols are observed when dealing with Māori clients such as performing karakia before and after meetings, and clients are encouraged to maintain or rediscover their sense of cultural identity. Particular Pacific groups contacted included the Pacific Family Development Trust, Pacific Health Resource Centre, Pacific Evaluation (alcohol and drug), and the Ministry of Pacific Affairs. Information shared at meetings of these groups contributed to further awareness of the diversions of needs and cultural heritages of Pacific people. Both workers receive six-weekly cultural supervision with local kaumatua as well as monthly clinical casework supervision from external Social Work Supervisors.

At the start of the evaluation period a questionnaire was sent out to ten stakeholders of the Project Pegasus community asking about their expectations[1], of which seven were returned (however three had no knowledge of the programme). At the conclusion of the evaluation period a second questionnaire[2] was sent to eight stakeholders inquiring about the outcomes of the programme, of which two were returned. Two of the seven responding stakeholders expected that the programme would deliver a service appropriate for Māori and Pacific young people and the other two respondents did not feel that they could comment. In response to the outcome questionnaire, one of the two responding agencies considered that the programme delivered a culturally appropriate service to Māori and Pacific young people, however, the other agency that responded did not think it was applicable.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As mentioned above, once accepted on to the programme, interviews are conducted with the young person and his or her family to assess the need of individual family members as well as the family as a whole. The majority of programmes did not record complete records of these needs on the database, meaning that any statistical analysis by programme is unfeasible. Instead, the data that was collected is presented across all programmes in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

However, it is possible to get some indication of the types of needs presented by the young people on the programme by looking at the reasons recorded for referral of each client. In all, 223 reasons were cited (an average of seven per client). Unsurprisingly given the referral source, the most common reason was having come to Police attention. However the remaining reasons were spread throughout the various categories reasonably evenly as is depicted in Figure 10.3.

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[1] See Appendix 1 for a copy of the stakeholder questionnaire on expectations.
[2] See Appendix 3 for a copy of the outcome stakeholder questionnaire.
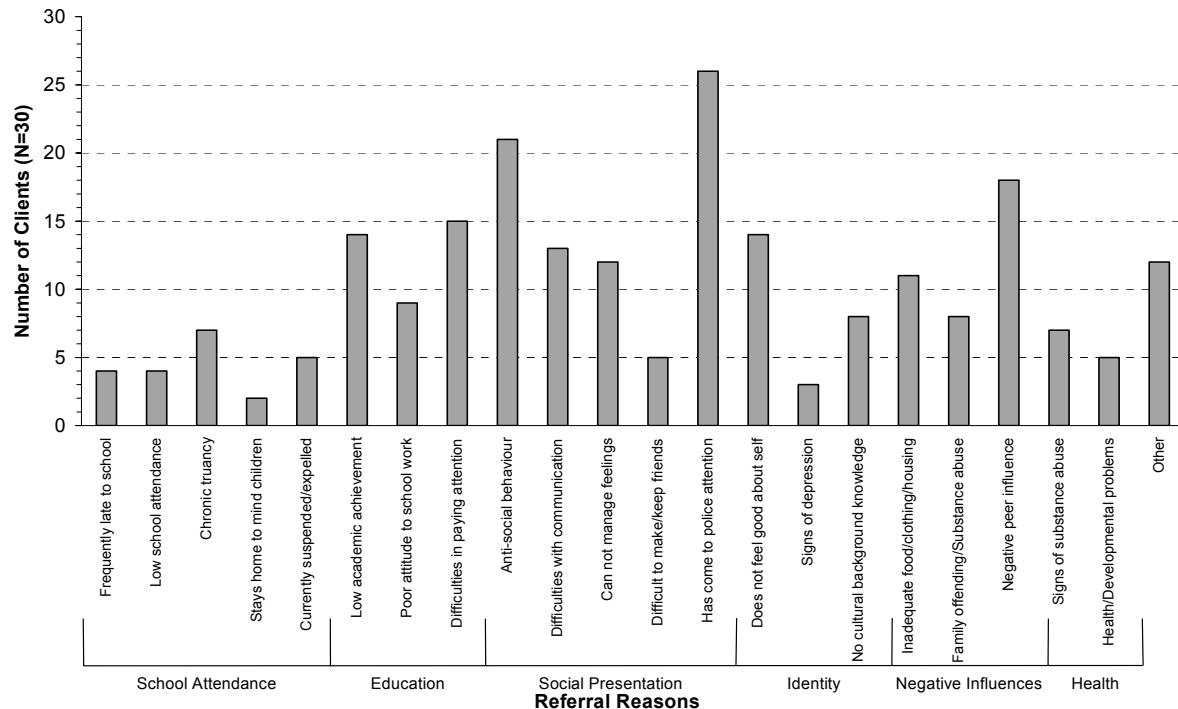
Figure 10.3: Reasons for Referral to Project Pegasus

The support plan is developed, as much as possible, by the family with the assistance of programme staff. For youth who have offended, accountability and responsibility for one's own behaviour is encouraged through the provision of behaviour management techniques and the promotion of restorative justice principles. The programme aims to strengthen families to a degree that enables them to deal with the behaviour of their children and thereby reduce offending behaviour from within the family. The whānau is encouraged to utilise existing strengths or resources to achieve this goal where possible. However, where external assistance is required, other agencies or organisations are contacted to provide planned and purposeful intervention, which may include budgetary advice, counselling, psychological assessment or drug and alcohol treatment. The services provided by the programme are summarised in the comparative boxes below.

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients	✓		
Arranges accommodation for clients/families	✓		
Arranges schooling for clients	✓		
Rewards positive behaviour eg. movies etc	✓		
Arranges mentors for clients		✓	
Conducts camps for clients	✓		
Arranges/assists with employment for clients/families		✓	
Arranges inclusion in training courses for clients	✓		
Arranges inclusion in parenting courses for parents	✓		
Refers to other agencies	✓		

The programme refers to the following external services as indicated:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents	✓		
Drug and alcohol programmes to young people	✓		
Psychological treatment to parents	✓		
Psychological treatment to young people	✓		

Short-term and long-term goals are built into this support plan and are designed so as to best meet the needs identified. The number of goals recorded for Pegasus Project clients appear to be fairly comprehensive, as do the number of these goals that were attained.

Of the 120 short-term goals set for clients (an average of four per client), 90 were shown to be attained - a success rate of 75 per cent. These ranged over a large number of areas, although educational and health goals were the most commonly set[3]. Of the 77 long-term goals set for clients (an average of nearly three per client), 31 were attained - a success rate of 40 per cent. Similar to the short-term client goals, these were across a wide range of areas, although again educational and health goals along with offending long-term goals were the most often set.

The total number of goals set for families were similarly numerous. The number of short-term goals set for families numbered 84 (an average of nearly 3 per family). The programme records indicated that 67 of these goals were attained - a success rate of 78 per cent. Goals set most commonly related to relationship/parenting skills, although a high number of unspecified goals were also recorded. A total of 81 long-term goals were set for families (an average of just under 3 per family), 46 of which were attained – a success rate of 57 per cent. The most commonly set long-term goals for families were within the relationship/ parenting category, with these goals accounting for 42 per cent of all long-term family goals.

As mentioned earlier, the length of time over which the support plan is designed depends entirely on the extent of need presented by each client. The lengths of time on the programme varied widely between 4 and 83 weeks (as depicted in Figure 10.4), with an average of 29 across the 30 clients. Twenty clients were formally exited prior to the conclusion of the evaluation period. Of the 10 clients who remained on the programme at the conclusion of the evaluation period, 4 had been on the programme for less than 7 weeks and another 2 had been on the programme for only 12 weeks[4].
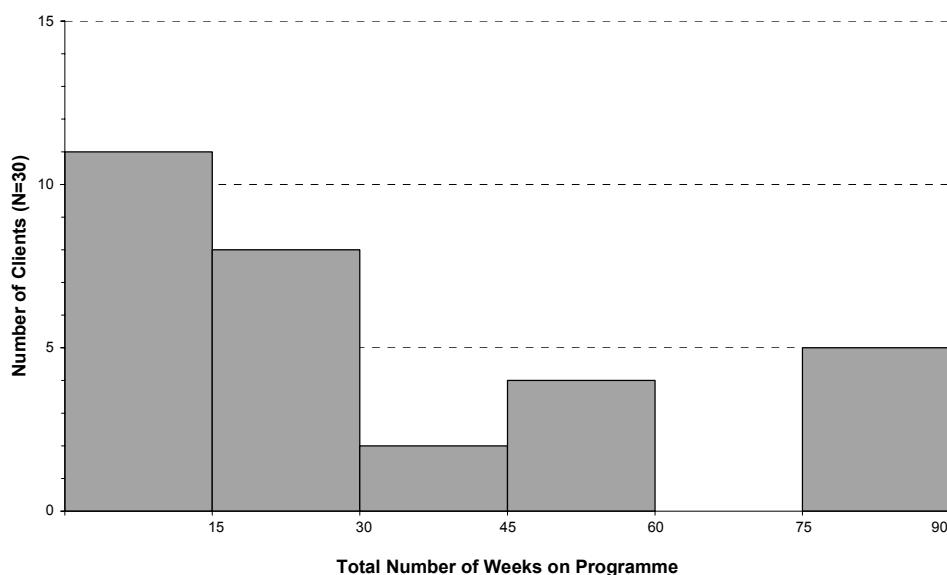
Figure 10.4: Length of Time on the Programme

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[3] Other categories include attitude and behaviour, relationships/parenting, cultural, recreational, offending, and other.
[4] The remaining three had been on the programme for 45, 83 and 84 weeks.

Similarly, the amount of contact that clients had with the programme varied widely. The programme aims to review progress with the youth and his or her family at least once a week, and the plan is adjusted accordingly to ensure clear and realistic goal setting. In practice, the most contact was an average of 9 per week (over a period of approximately three months), while the remaining contacts varied between 0.1 and 4.2 per week with an average of 1.5 (as depicted in Figure 10.5)[5]. There appeared to be little correlation between the amount of time clients were on the programme and the average number of contacts per week, as those on the programme for the longest lengths of time also recorded twice weekly contact in some cases. Again, this is undoubtedly determined by the need level of clients and their families.
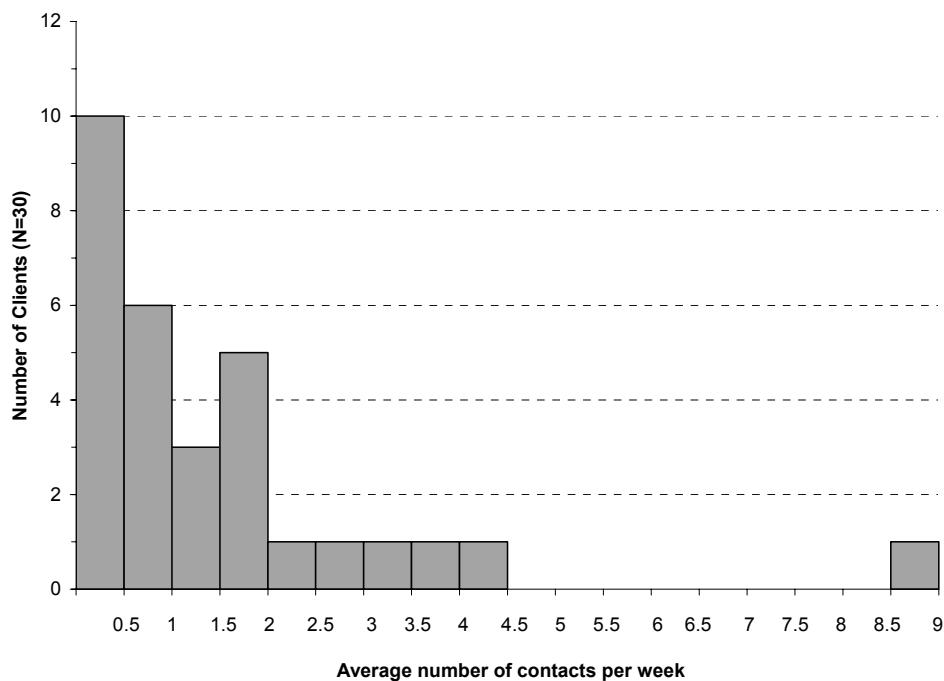
Figure 10.5: Average Weekly Contact Between Project Pegasus and Clients

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

A total of 259 (an average of approximately 8 per client) offences were recorded for 77 per cent of clients prior to programme involvement, and 109 (an average of approximately 3 per client) were recorded for 33 per cent of clients while involved with the programme (refer Figure 10.6). Additionally, a marked difference in the number of incidents (such as running away or substance abuse) occurring was observed, with 201 occurring prior to programme involvement and only 6 while participating on the programme. Fewer offences were committed in all but 1 of the offence categories in the second time period: the number of burglary related offences increased considerably with 14 committed prior to programme involvement, and 63 during.

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[5] The average number of contacts per client was 51 from a total of 1,532.
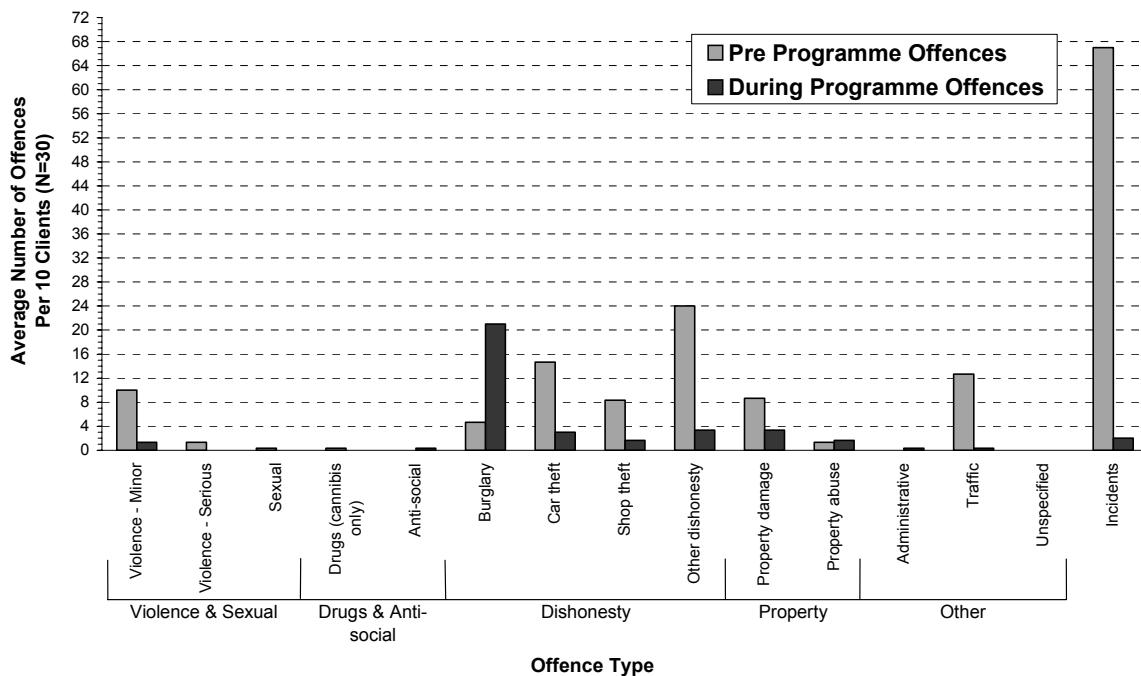
Figure 10.6: Type of Offences Committed Prior To, and During Project Pegasus Participation

Although fewer offences were committed during programme involvement, Figure 10.7 shows that the seriousness of offences did not lessen. Three maximum, and three medium/maximum offences were committed prior to programme involvement[6], and only eight per cent of all offences committed prior to participation were categorised as medium seriousness. This is in contrast to the 62 per cent categorised as of medium seriousness during programme involvement. However, two siblings committed 55 of the 68 medium offences. Six individuals were responsible for the remaining 13 medium offences during programme involvement, 4 of whom displayed a decrease in the seriousness of their offending in the second time period.
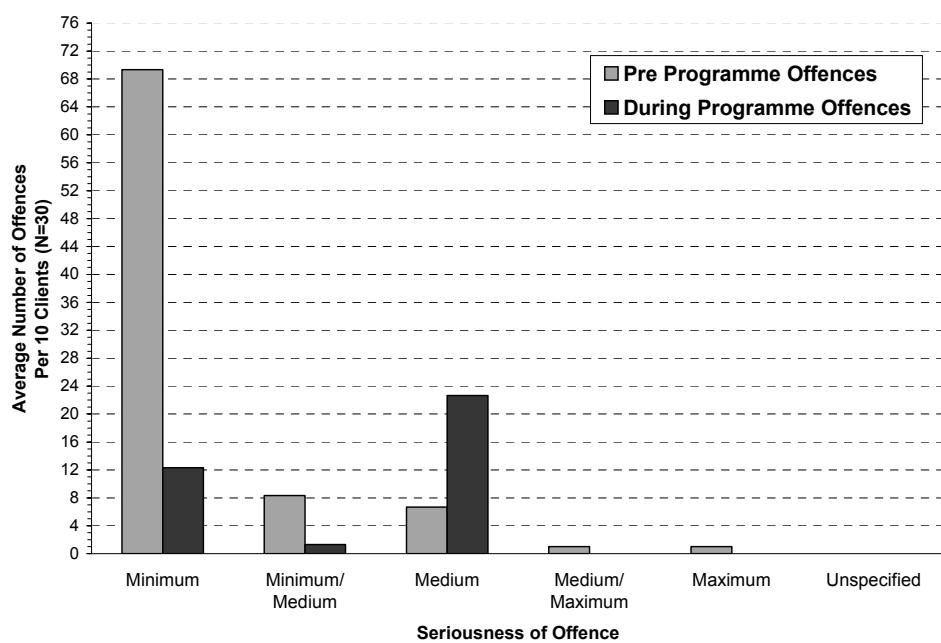
Figure 10.7: Seriousness of Offences Committed Prior To, and During Project Pegasus Participation

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[6] The offences of medium/maximum seriousness were two aggravated robberies and one gang assault, while the three offences of maximum seriousness were an indecent assault and two kidnapping charges.

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

A strength of Project Pegasus is the close relationship fostered between project staff, Youth Aid Officers and the local CYF Youth Justice Co-ordinator. Fortnightly meetings are held with Youth Aid staff to discuss current cases, new referrals (all Project Pegasus referrals were received from Youth Aid Section), issues and youth activity in the New Brighton area. This allows for a united and co-ordinated approach, thereby abiding by the underlying philosophy of the community approach model.

In order to assess the integration with and perceptions of the programme by other agencies a questionnaire was sent to key agencies in the community. At the start of the evaluation period, ten questionnaires were sent out to key stakeholders of Project Pegasus. Seven of the questionnaires were returned, four of which were from schools and three of which were from government agencies. However two of the schools and one of the government agencies were not aware of the programme so responses were only analysed for four stakeholders. As a follow up to the stakeholders' expectations a similar questionnaire was sent out to eight stakeholders of Project Pegasus at the conclusion of the evaluation period to assess perceptions of the outcomes and effectiveness of Project Pegasus. Limited information was obtained as only two of the eight agencies responded, one of which was a school and the other a government agency.

Expectations of these stakeholders were that the programme would identify and provide support for and increase positive life chances of young people at risk and their families before they became serious recidivist offenders. Furthermore it was expected that the programme would support interagency co-ordination and collaboration and enable other agencies to focus on problems other than youth crime, and because of early identification later problems would be prevented. Both agencies who responded to the outcome questionnaire considered the programme to have had a positive effect on the community as it had encouraged parents to involve themselves more with their child's development, empowered young people and their families by providing information and networking, and created a more positive relationship between young people and Police. Project Pegasus also co-ordinated other agencies to address the needs of young people on the programme, encouraged the sharing of information between agencies and provided another strategy for assisting youth at risk.

Suggestions for ensuring that negative outcomes be avoided were that the programme should only accept young people on the programme whose family, school or other agency is willing to accept responsibility as well. Final comments on the overall effectiveness of the programme were that it was very effective and equipped with a hard working team, however further improvements could be made to increase communication and information sharing with other agencies.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

Project Pegasus received a total of $90,000 funding per year from Police during the operational phase of the evaluation period[7]. The programme received an additional $8,467 in donations of time and resources, which contributed nine per cent to their overall value of service provision. All but 0.5 per cent of these donations covered the cost of sworn hours 'donated' by the Police district.

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[7] July 1998 to June 2000.

Of total programme of the programme, 91 per cent covered staff costs, which at the end of the evaluation period included two staff. Unlike most of the other Police Youth at Risk programmes, Project Pegasus was not allocated a sworn Police officer to co-ordinate the programme. A Programme Co-ordinator was seconded from CYF in February 1999 who consequently stayed. Bringing to the position a Certificate of Social work and Certificate in Alcohol and Drug Counselling, this person has ten years work experience with CYF as both a Youth Justice and Care and Protection Social Worker. The other staff member, a Youth Worker, joined the programme at the end of February 2000 with five years work experience with CYF as a Youth Justice Residential Social Worker. A member of the New Zealand Association of Social Workers this person also holds a Diploma in Social and Community Work, Diploma in Sport and Recreation, and a Certificate in Alcohol and Drug Counselling.

The total number of young people involved with the programme during the period July 1998 to June 2000 was 30, rendering the expenditure per client $2,527 per annum. Project Pegasus made a total of 1,532 contacts with clients during this period at an average expenditure per contact of $99 (which is less than the average of $117 across all programmes). However, the total number of weeks that the 30 clients spent on the programme was 871, which is quite low considering the average across all 14 programmes was 1,737 weeks by 34 clients. This indicates that although the programme accepted a reasonable number of clients, the time they spent on the programme was not long in comparison with the other programmes (an average of 29 weeks).

Possibly a result of the Social Work backgrounds of the programme staff, Project Pegasus utilises a case management approach to working with young people, which involves interpersonal work with clients, interagency co-ordination of service delivery, community development and service delivery policy. Furthermore, although the programme staff are not Māori, they have incorporated the importance of the community based model when working with Māori and, to the extent possible ensured their programme is sensitive to the needs of Māori. Finally, integral to successful staff is the provision of professional supervision, which Project Pegasus staff receive monthly, as well as weekly peer supervision. The literature lends support to these three facets of the programme and these have undoubtedly contributed to the programme's results.

SUMMARY

Project Pegasus adopted the case management community-based approach targeting young people between the ages of 9 and 17, with a particular focus on those younger than 14. The programme developed defined criteria to ensure that the objectives that they had set would be met to an optimum level. The programme therefore focused on those youth presenting the most risk factors for offending or youth who were offending more seriously or often. As the programme evolved, the need was recognised for interventions to be made with the peers of the primary targeted youth and, as such, shorter interventions with a wider group became a part of programme practice.

Much consultation took place in the early stages of the programme to ensure that Māori and Pacific youth would be dealt with appropriately. Consequently Māori protocols were observed for Māori clients and ongoing cultural supervision with local kaumatua occurred on a regular basis, and the staff were appreciative of the unique needs and heritage of Pacific people.

The amount of support offered by the programme was related to the amount of need of the young person and his or her family. Programme staff ensured that families were involved in the development of the support plan for the young person as much as possible. A priority was given to the strengthening of the family from within, although other agencies were also

utilised when external assistance was necessary. The maintenance of the goal section of the database provides evidence of the programme's success in achieving the Police objective of building the supportive capacity of participants' families. A high number of goals were set for all four areas[8] across all clients and, encouragingly, a high percentage of these were achieved. Young people achieved 75 per cent of the 120 short-term and 40 per cent of the 77 long-term goals set, while families achieved 78 per cent of 84 short-term and 57 per cent of 81 long-term goals set. The success in achieving these goals can be attributed to the high amount of contact that clients received with the programme (an average of 1.5 contacts a week across all 30 clients).

Due to the nature of the target group, a high number of offences had been committed by clients prior to programme involvement. A substantially lower number were committed while clients participated on the programme although it must be remembered that the two time periods are not directly comparable. However, an increase in the proportionate seriousness of offences occurred due to the high number of burglaries committed during programme participation – the majority of which were committed by two siblings. If these two clients were omitted from consideration the programme would appear to have been more effective in reducing offending.

The programme formed a particularly close relationship with the local Youth Aid Section staff and CYF Co-ordinator, and this was central to ensuring a co-ordinated Police response to youth. It is difficult to judge the extent to which external interagency integration was fostered due to the low stakeholder response to the outcome questionnaire, however the two responses that were received were positive.

One comment made by one of the responding stakeholders was that the programme had managed to promote the Police positively with local youth. At its inception the programme focused on young people who were considered to be the 10 most at risk recidivist offenders and their families in the Aranui/New Brighton area[9]. As the programme developed, those young people became fewer and fewer and as such the programme started to deal with young offenders who were not so well known to Police and therefore required shorter interventions. Additionally, the programme's focus on a holistic approach to youth and their families, the use of external peer supervision, and the inclusion of a culturally appropriate service which are all supported as best practice by the literature, combine to make Project Pegasus an effective use for Police resources.

FINDINGS

The findings that arose from the evaluation to June 2000 of Project Pegasus were as follows:

1. The programme would benefit from the appointment of a sworn police officer in a Co-ordinator position. Other programmes with sworn Co-ordinators assist in ensuring that the programme receives support from the Police district and promotes Police ownership of the programme.

2. The degree to which database records were maintained during the evaluation period was inadequate. Programme practice regarding record keeping needs to be revised to enable complete and timely analysis in the future.

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[8] Client short-term and long-term, and family short-term and long-term goals.
[9] As identified by Youth Aid Section.

11. OTAGO YOUTH WELLNESS CENTRE

The Otago Youth Wellness Trust is a charitable trust based in Dunedin, whose main purpose is the establishment and effective operation of a youth centre for young people aged between 11 and 18 years from all ethnic and socio-economic groups in the area. The Trust caters primarily for clients' specific health and emotional needs as well as providing intervention and preventive measures, advice and advocacy for youth at risk.

The Trust, through a process of consultation and in partnerships with youth, has defined the following aims:

- To provide an integrated service addressing the physical, emotional, and social needs of young people;
- To provide support and advocacy for young people;
- To provide an environment which is supportive, safe, promotes well-being, and is founded on sound research and expertise; and
- To provide a community based service which is accessible for adolescents.

The Otago Youth Wellness programme did not utilise the Youth at Risk database and therefore the scope of this evaluation is necessarily limited.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

The Otago Youth Wellness Centre is a support service for young people and their families, which includes case management, mentoring, learning centre support, and health services.

Otago Youth Wellness Centre was funded by multiple agencies, of which Police were one. The Police funds were targeted towards those young people requiring mentoring, however data was not provided solely for these clients. Overall, 790 clients were involved with the Otago Youth Wellness Centre during the period July 1997 to June 2000, of which 49 per cent were male. Although Dunedin has a fairly low Māori population, 24 per cent of young people on the programme were Māori (see Figure 11.1). The programme also has a Tangata Whenua team that works with the Māori youth on the programme. The goal of this team is to acknowledge, enhance, or restore the Tapu of Rakatahi and Whānau so they may have the mana to achieve their fullness of life.
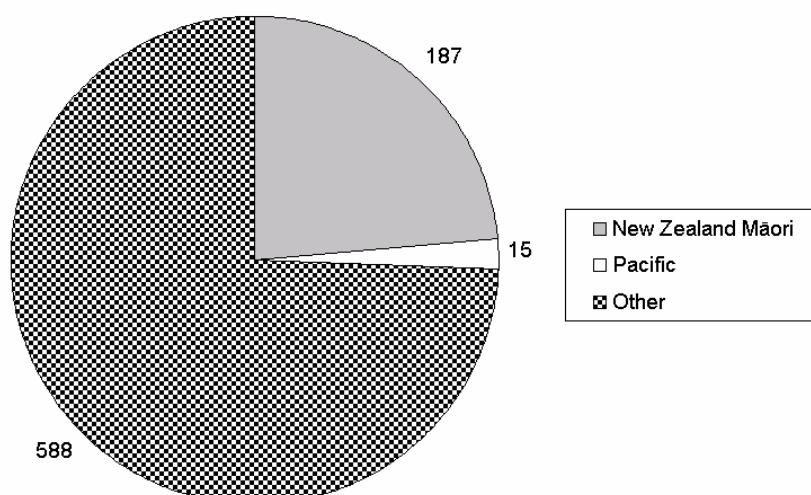
Figure 11.1: Ethnicity of Otago Youth Wellness Centre Clients

At the start of the evaluation period, questionnaires were sent to stakeholders asking about their expectations of the programme's responsiveness to Māori[1]. Four of the five respondents thought that the programme would deliver a service culturally appropriate to Māori, and one thought that it would as long as there were Māori providers. At the conclusion of the evaluation period a stakeholder questionnaire was sent to ten stakeholders identified by the programme inquiring about perceptions of the success of the programme[2]. Six of the ten respondents felt that the programme was sensitive to the needs of Māori (one respondent did not know, one thought it was not applicable, one did not respond and the other did not feel qualified to respond). Stakeholders had initial expectations that the programme would be responsive to Pacific people[3]. Only three stakeholders commented that the programme was responsive to Pacific people at the end of the evaluation period, with the other respondents either not feeling qualified to respond, not responding, thinking the question was not applicable, or not knowing.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

The Otago Youth Wellness Centre works with young people and their families who have an identified 'risk', or who are in need of specific assistance. Reasons for referral are diverse[4]. As illustrated in Figure 11.2 the most common reasons for referral to the programme during July 1997 to June 2000 were because of educational, family, or mental health problems.
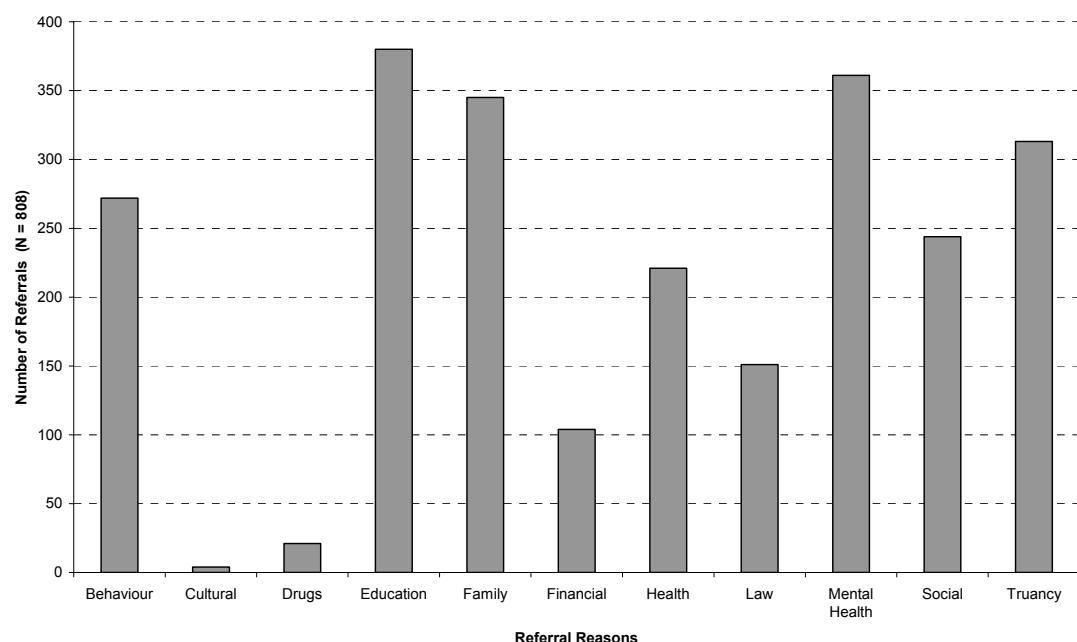
Figure 11.2: Reasons for Referral to the Otago Youth Wellness Centre

The Otago Youth Wellness Centre holds a weekly Assessment Team meeting where all client referrals are presented, and it is determined whether there is a need to conduct an assessment for each client. If there is a need for assessment, each client is referred to a mainstream Senior Case Manager or a Tangata Whenua Assessor. This assessment

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[1] See Appendix 1 for a copy of the stakeholder questionnaire on expectations.
[2] See Appendix 3 for a copy of the stakeholder questionnaire on outcomes.
[3] Although one respondent stated that it would only if there were Pacific providers, and another thought it would depend on the staff and their training.
[4] Referral reasons may include: truancy, sexual health information and/or treatment, family planning, mental health issues, family breakdown, anger/violence, drugs/alcohol/substance abuse, loss and grief, tutoring, homework supervision, correspondence supervision, school/ course information/ advice.

involves asking the young person for consent to obtain personal information[5]. If consent is obtained, the young person completes an extensive questionnaire that identifies the client's needs. When needs are identified, a client is allocated a Case Manager or offered other services.

Services that the Otago Youth Wellness Centre provides include the following:
- case management,
- peer support,
- mentoring,
- learning centre support, and
- personal health services.

The case management component of the programme involves a Social Worker identifying the needs of, and working with a young person. The peer support aspect of the programme involves working with people of a similar age as the young person. The mentoring component of the programme involves matching a person with appropriate skills and experience with a young person to provide support to them. The Learning Centre provides educational assessment, support, remedial programmes, and programmes designed to reintegrate the young person into mainstream schooling. Finally, a personal health service is also offered to young people which provides sexual and general health information, advice, treatment. Referrals to specialist health services are made when required.

Individual management plans are developed with the information obtained during assessment and from ongoing contact with the young person, their family, and other agencies. The plans are reviewed every four months and are discussed during clinical supervision. Finally, when the young person exits the programme an evaluation of the young person's situation is also conducted by a caseworker.

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

Due to the Otago Youth Wellness Centre not using the Police Youth at Risk database, there is a lack of offending data that can be used in this evaluation. However, results provided by the programme for the calendar year 2000 (a total of 147 clients involved with the programme) indicate a decrease in the Youth Aid files of young people who were clients on the programme.

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

Referrals are made to the Otago Youth Wellness Centre by: individuals, families, friends, schools, kindergartens, Alternative Education Centres, Police, Youth Court, CYF, Youth Specialty Service, General Practitioners, Barnados, as well as community agencies and groups.

As mentioned earlier, as with the other Police Youth at Risk programmes, a questionnaire was sent out at the start of the evaluation period asking key stakeholders of the programme about their expectations and at the end of the evaluation period about perceived outcomes of the programme.

Twelve questionnaires were sent out to stakeholders at the start of the evaluation period, eight of which were returned: five from schools, and three from government agencies.

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[5] If consent is not obtained, this does not effect the young person's ability to access programme services.

However, three of the five schools commented that they had no knowledge of the programme and so only five responses are included in the analysis. Ten stakeholders returned the perceived outcomes questionnaire, three of which were schools and seven were government agencies.

Expectations of stakeholders were that the programme would be effective in reducing youth crime, antisocial behaviour, and truancy, and that it would support interagency co-ordination and collaboration, and young people and their families. At the end of the evaluation period the stakeholders' comments supported the achievement of all the initial expectations and also commented that the programme provided a better quality of options for young people, identified and resolved youth needs and issues and improved educational opportunities.

The only negative outcomes that stakeholders anticipated were jealousy from families not involved with the programme and that only a few families would access the service because of resource restrictions. At the end of the evaluation period no negative outcomes for the young people involved were mentioned, however one agency commented that they had a lack of knowledge about what the organisation does and another commented that sometimes professional boundaries were blurred when their agency was working with some of the clients on the programme. In terms of improvements that could be made to the programme to reduce the likelihood of negative outcomes, the main comments were to receive further resources, set clear objectives, and screen and monitor staff. Only two stakeholders did not feel that they had a good understanding of the programme, and it was suggested that programme leaders should liase more with school staff to make the community more aware of the programme.

Overall stakeholders made positive comments about the effectiveness of the programme and the hard working staff, recommending that it be continued.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

The Otago Youth Wellness Centre used a different budget monitoring system than that used by the other Youth at Risk programmes funded by Police and therefore were not included in the cost-benefit chapter. However, for the period April 1998 to March 2000 the programme received an average $527,363 funding per year. The majority of the programme's funding came from the Health Funding Authority (an average of $192,658 per year), Ministry of Education (an average of $77,007 per year), New Zealand Police (an average of $70,000 per year), and a Community Trust (an average of $51,000 per year). The average expenditure for the Otago Youth Wellness Centre per year was $548,331 of which the largest expense was salaries ($405,718 per year on average), which covers the costs of staff with experience and qualifications in many areas, including social work, teaching, occupational therapy, counselling, and nursing. Other large expenses for the programmes were the lease of the building ($26,608 per year on average) and an allowance for depreciation expenses ($23,029 on average per year).

Throughout the period July 1997 to June 2000, Otago Youth Wellness Centre had a total of 790 clients on their books. During this time period, 727 of these clients were assessed, 132 were case managed, 34 were referred to a General Practitioner and 547 clients exited the programme. Unfortunately data regarding the cost per client could not be obtained.

The Otago Youth Wellness Centre uses a community-based model which the literature shows to produce effective results. In line with the holistic approach of the community models the programme offers mentoring, a learning centre, health services, as well as the case management of clients.

SUMMARY

The Otago Youth Wellness Centre was well established, had interagency funding support and a client base previous to the implementation of the CPYAR package. The aims of the programme match the more general CPU objectives (especially in relation to health and education outcomes) more than the Police objectives, particularly as they do not have any specific aim to reduce youth offending.

It has been very difficult to evaluate the effectiveness of the Otago Youth Wellness Centre due to their not using the Police Youth at Risk database from which a large part of the assessment of the achievement of Police objectives has been made for the Police Youth at Risk programmes.

In providing a support service for young people aged between 11 and 18 years using a process by which a young person's referral reasons are assessed, needs are identified and a plan of action decided upon and continually reviewed, the Otago Youth Wellness Centre has developed a strategic approach towards participant selection. In addition, a component of the programme specifically targeted at catering for the needs of Māori young people and their families and supported by the community (as indicated in the stakeholder responses) is further evidence of the programme's strategic approach to working with clients.

In a similar vein to the other CPYAR programmes, the Otago Youth Wellness Centre initially uses the referral reasons to assess the client, after which a needs assessment is made and any necessary case management plan is based on this. It is difficult to estimate the level of family intervention by the programme, and therefore the support provided to the family, as no specific data on strategies used or outcomes reached was provided.

It has not been possible to assess to what extent the Otago Youth Wellness Centre has contributed to prevent and/ or reducing offending by the young people on the programme due to a lack of data provided.

Results from the stakeholder analysis component of the evaluation suggest the extent to which the Otago Youth Wellness Centre has integrated and shared resources with the community is well established.

The Otago Youth Wellness Centre has a considerably larger budget and caters overall for a greater number of clients than the other Youth at Risk programmes funded by Police. The programme appears to have effective systems and processes in place, which are based on research findings and delivered by professional staff. However, although these factors support the programme as an example of a demonstration project for community resources, it may not be so much of a demonstration project for Police resources.

FINDINGS

The findings that arose from the evaluation to June 2000 of the Otago Youth Wellness Centre were as follows:

1. Continued Police funding for the programme should be contingent on the programme providing sufficient data to meet the evaluation needs of Police.

2. Continued Police funding for the programme should be contingent on the programme focussing on the Police Youth at Risk programme objectives.

DISCUSSION OF COMMUNITY-BASED PROGRAMMES

Community-based programmes utilise a holistic model which includes working with the family, school, community, and peers of youth as well as using case management when working with the young person. Much of the research into the effectiveness of community-based programmes has been based on programmes utilising Multisystemic Therapy (MST). Young people on these types of programmes have shown a significant reduction in offending rates and the likelihood of re-arrest (Hengeller, 1997). The findings of the current evaluation further supports previous research as across all clients on the community-based programmes there was a significant improvement in the needs of the young people involved. This information is included in Table 2, which provides descriptive and outcome information for each of the community-based programmes funded by the New Zealand Police, with the exception of the Otago Youth Wellness Centre due to their not providing comparable data.

The number of clients on the community-based programmes ranged from 10 (Timatanga Hou) to 85 (Te Taurikura) with average expenditure per client ranging from $920 (Te Aranui) to $5,555 (Mount Roskill Community Approach). More than 60 per cent of clients on each of the community programmes were male with Glen Innes Community Approach programme having the lowest percentage of males at 64 per cent. For all community-based programmes except Mount Roskill Community Approach[1] and Waimakariri Community Youth Worker Project[2] at least half of the programmes' clients were Māori. In fact, all young people that Taiohi Toa worked with were Māori. With the exception of Te Taurikura, Taiohi Toa, Timatanga Hou, and Waimakariri Community Youth Worker Project the remaining community-based programmes worked with some Pacific young people, with Mount Roskill Community Approach working with the largest proportion (89 per cent) of Pacific clients.

For all community-based programmes, the percentage of clients that offended during their involvement with the programmes was either less than or equal to[3] the percentage that offended prior to programme involvement. Te Aranui showed a large reduction – 78 per cent of clients had offended prior to programme involvement and 25 per cent of clients offended during programme involvement. Project Pegasus, Glen Innes Community Approach, J Team and Te Taurikura showed between 40 and 44 per cent reductions in the number of clients offending.

Based on averages across at least 10 clients, young people on the Glen Innes Community Approach programme showed the greatest average level of need prior to programme involvement (-0.95) and Te Aranui clients demonstrated the least level of need (0.6). These figures should be viewed with caution as some averages are based on very few clients (for example the average change for the J Team showed an increase in needs, however this average is based on only one client).

Finally, Table 4 gives an indication of the extent to which each of the five Police objectives were met by each of the community-based programmes. This table is only intended for use as a quick reference check on whether objectives were met. With respect to making judgements on which programmes model best practice and decisions for future funding allocations, this table should be considered in conjunction with the evaluations of the individual programmes and the updates to the programmes since July 2000 which are discussed in Appendix 9. According to this table:

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[1] Most of Mount Roskill's clients were Pacific young people.
[2] 38 per cent of Waimakariri clients were Māori.
[3] The Mount Roskill Community Approach, Māngere Youth at Risk and Timatanga Hou programmes showed no change in the percentage of clients that offended prior to and during programme involvement.

- The Mount Roskill Community Approach, J Team, and the Waimakariri Community Youth Worker Project programmes have shown to be the programmes that met at least four of the five objectives to an acceptable standard and met the other objective at least partially.

- Te Taurikura, Glen Innes Community Approach, and Project Pegasus satisfied three objectives and partially met the other two.

- Te Aranui and Timatanga Hou are the remaining community-based programme that met all objectives at least partially.

- Taiohi Toa did not meet one objective, but met all of the other four objectives at least partially.

- Finally, the Māngere Youth at Risk project and Otago Youth Wellness Centre did not satisfy two of the Police objectives.

It appears that the programmes that most successfully met the Police objectives were those for which most of the clients accepted had an offending history and those that had the most contact with clients.

Table 3: Descriptive and Outcome Data for each Community-based Programme

	Mount Roskill	Te Taurikura	Māngere	Glen Innes	Taiohi Toa	Te Aranui	Timatanga Hou	J Team	Waimakariri	Project Pegasus
Number of clients	18	52	23	22	29	85	10	15	21	30
Expenditure per client	$5,555	$994	$3,943	$3,992	$1,626	$920	$3,926	$2,559	$2,975	$2,527
Percentage of male clients	94%	85%	82%	64%	83%	78%	80%	67%	90%	90%
Percentage of clients under 14 years	50%	40%	70%	50%	76%	50%	90%	47%	19%	83%
Percentage of Māori clients	11%	94%	61%	59%	100%	64%	90%	67%	38%	53%
Percentage of Pacific clients	89%	0%	35%	27%	0%	6%	0%	20%	0%	7%
Average number of contacts per client	88	14	37	46	84	17	36	63	73	51
Expenditure per contact	$127	$144	$214	$174	$39	$111	$219	$82	$86	$99
Average number of weeks per client	91	49	74	83	61	39	95	40	71	29
Expenditure per client week	$122	$41	$107	$96	$53	$47	$83	$127	$88	$174
Percentage of clients who offended before programme participation	67%	46%	65%	82%	59%	78%	40%	93%	90%	77%
Percentage of clients who offended during programme participation	67%	6%	65%	41%	45%	25%	40%	53%	70%	33%
Average need before programme (N)[1]	-0.34 (11)	0.4 (9)	-0.42 (20)	-0.95 (15)	0.02 (12)	0.6 (18)	0.04 (8)	-0.61 (14)	-0.5 (12)	-0.51 (23)
Average need after programme (N)[2]	0.96 (10)	0.66 (4)	-0.06 (8)	0.87 (8)		0.9 (9)	1.89 (2)	0.54 (1)	0.24 (12)	0.36 (9)
Average change in need (N)[3]	1.27 (10)	0.23 (3)	0.26 (7)	1.94 (6)			2.75 (8)	-0.2 (1)	0.73 (12)	0.84 (9)

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[1] Average best standard estimate (BSE) on the client needs scale before involvement with the programme, using a standard score where mean = 0.00 and standard deviation = 1.00 (see Appendix 8 for more detail).
[2] Average best standard estimate (BSE) on the client needs scale after involvement with the programme, using a standard score where mean = 0.00 and standard deviation = 1.00 (see Appendix 8 for more detail).
[3] Average change in need is the difference between the BSE before and after clients' involvement with the programme, for those clients that had entry and exit needs data.

Table 4:   Summary Table of Degree to which Police Objectives for the Youth at Risk Programmes were Met

	To develop a strategic approach to participant selection and programme implementation			To build the supportive capacity of participants' families			To prevent or reduce offending by young people attending Police 'youth at risk' programmes			To foster the integration of Police programmes with other agency and community initiatives			To be a demonstration project for the movement of Police resources into proactive policing		
	Objective not met	Partly met	Objective met	Objective not met	Partly met	Objective met	Objective not met	Partly met	Objective met	Objective not met	Partly met	Objective met	Objective not met	Partly met	Objective met
Mount Roskill Community Approach			✓			✓		✓				✓			✓
Te Taurikura		✓			✓				✓			✓			✓
Māngere Youth at Risk Project		✓			✓		✓				✓		✓		
Glen Innes Community Approach			✓		✓				✓		✓				✓
Taiohi Toa			✓			✓	✓					✓		✓	
Te Aranui		✓			✓				✓		✓			✓	
Timatanga Hou			✓		✓			✓			✓			✓	
J Team			✓			✓			✓			✓			✓
Waimakariri Community Youth Worker Project			✓			✓		✓				✓			✓
Project Pegasus			✓			✓		✓			✓				✓
Otago Youth Wellness Centre			✓		✓		✓					✓	✓		

PART 5: MENTORING PROGRAMMES

INTRODUCTION

As discussed in the literature review, the origins of mentoring can be traced back to the establishment of the BBBSA organisation in 1904. Mentoring programmes seek to match suitable adults with youth whom may lack positive role models and are at risk of delinquent behaviour. Scant evaluation has been undertaken on this approach to date, however a large impact study on the BBBSA programme was regarded by Sherman et al (1998) to provide promising results for addressing at risk behaviour of mentored youth.

New Zealand mentoring initiatives have been heavily influenced by the pioneering BBBSA organisation although Ave et al (1999) found in their evaluation of six Mentoring for Children/Youth at Risk Demonstration Projects that much evaluation and research into the cultural issues of mentoring for Māori is still needed.

During the evaluation period July 1997 to June 2000 two of the CPYAR programmes used a mentoring-based approach, one of which was based on the BBBSA programme. Both programmes also adopted some level of case management for the young person and his or her family, which is not always used in other mentoring programmes. This approach attempts to add an element of holism that addressed issues within the four areas of influence for a young person: community, school, peers and family. This meant that the Co-ordinators of each of the programmes had a high level of contact with the youth and their families and played a central monitoring role in the mentoring relationship. Both programmes are assessed on their effectiveness in meeting each of the five Police objectives in this section.

12. OPERATION NEW DIRECTION

The oldest of all programmes in the CPYAR package, the Operation New Direction mentoring programme was initiated in 1993 but its origins can be traced back to 1986 when off duty Police officers established the service in its original form. In 1994 an alliance was formed between the programme and the Dunedin College of Education whereby third or fourth year Bachelor of Education Health major students would act as mentors, an activity which earns them credit towards their degree. For the first eight years of the programme the Sergeant of Youth Strategies oversaw the programme until, in 1997, a non-sworn officer was employed to manage, co-ordinate and develop the programme. Until very recently the programme has been the responsibility of Blue Light Ventures Incorporated (Dunedin), a Police Auxiliary Committee.

The programme defined five objectives early in its operation which differ to those of other programmes discussed within this document, as they are consistent with the mentoring approach adopted:
- To improve participants' self esteem;
- To reduce criminal offending;
- To improve general behaviour;
- To use leisure time constructively;
- To improve interaction with, and tolerance to others; and
- Increase parent participation through the parent programme.

The mentoring relationships would enable these objectives through:
- Regular contact between the youth and mentor;
- The provision of positive role models;
- The promotion and generation of interest in active leisure activities;
- Exposure to life experiences; and
- Positive reinforcement.

These objectives were intended to also address the Police objectives detailed in the methodology section. The Police objectives are which the programme was measured against to assess effectiveness. The extent to which the programme achieved the Police objectives is discussed below.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

Originally the programme encouraged local intermediate schools (10 to 13 year old youth) to refer youth who were displaying a number of risk factors such as delinquency and/or antisocial behaviour, and to a lesser extent truancy and/or solvent abuse. However, when the programme was adopted as a CPYAR programme, the referral process was adapted so that referrals were received from the local Youth Aid Section only. In the cases where a referral is deemed to be necessary by teachers, they refer the youth to Youth Aid who, in turn, make the referral to Operation New Direction if appropriate. The target age range was also widened towards the conclusion of the evaluation period to include younger clients from eight years of age in order to maximise the success of the programme, which becomes more difficult to achieve in older youth. In this way, it is intended that the younger siblings of a family are worked with while the older siblings are dealt with by Youth Aid Section. All but one client was within the original 10 to 13 year old age range bracket (as depicted in Figure 12.1).
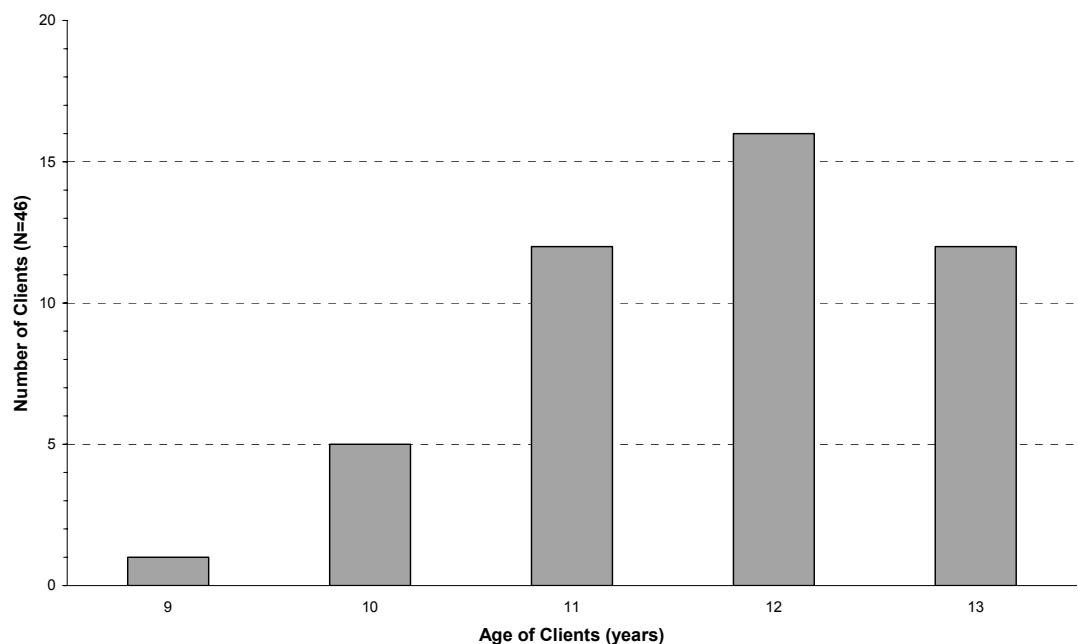
Figure 12.1: Age of Operation New Direction Clients (at time of acceptance on to programme)

The Programme Co-ordinator discusses any referrals with Youth Aid and ascertains whether entry criteria are met. Youth Aid then discuss programme involvement with the youth and his or her family and seek consent from both parties. If consent is gained, the Programme Co-ordinator will then make contact with the family and after consultation the youth is officially admitted to the programme. Where the family do not wish to participate, Youth Aid continue to monitor and case manage as necessary. An 'open-door' policy is advocated by the programme, and the family are encouraged to re-establish contact should they change their mind.

Due to the use of College of Education students, the mentoring programme runs from February to November. This allows time for the selection of between 20 and 30 suitable mentors at the beginning of the first college term. After selection the mentors are trained using the Dare to Make Change programme syllabus which is based on the "Gem of the First Water" book by Ron Phillips. This programme approach was adopted to form the basis of Operation New Direction in 1995.

At the conclusion of the training period mentors are matched with mentees on the basis of a variety of criteria including hobbies and sport interests, and where possible, matches are made with mentors from the same ethnic background as the youth. As shown in Figure 12.2, the majority of participants were New Zealand European (74 per cent)[1]. In response to the stakeholder questionnaire component of the evaluation, three stakeholders of Operation New Direction commented that the programme delivery was appropriate for both the Māori and Pacific young people on the programme[2]. A relatively consistent number of matches were made each year of the evaluation period; that is, 22 matches were made in 1998, 22 in 1999, and 26 in 2000.

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[1] Additionally, nearly three quarters of all participants were male (72 per cent).
[2] The other three agencies either did not respond or felt they were not in a position to be able to answer that question.

Figure 12.2: Ethnicity of Operation New Direction Clients

In the first year of the evaluation period an opening camp was held once matches between mentors and youth had been made in order to provide a relaxed and enjoyable environment in which participants were able to meet and get to know each other. Activities designed to encourage communication between the pairs were organised, and the Dare to Make Change programme was introduced and begun.

In the second year of the evaluation a day with the Territorials at the Waitati Army Range was introduced in place of this camp to provide the first meeting place between the pair. The youth and their mentors participate in a number of skill and co-ordination based games and exercises together. This form of initial interaction is still maintained by the programme.

After the camp or meeting day, the mentor and mentee work through the Dare to Make Change programme and lessons on a one-on-one basis over the duration of the mentoring period. Where the youth shows resistance to or does not respond to the Dare to Make Change programme, a solely case management approach is adopted, which bears a resemblance to that used in the community approach model. Where case management is opted for, goals are set and are consequently worked through between the mentor and youth.

The mentor meets with his or her matched youth up to twice a week, with a minimum of two hours per week. In the majority of cases, contact far exceeds the minimum. In addition to working through the Dare to Make Change programme, the pairs are encouraged to undertake other activities together. For the first four months of the programme the Programme Co-ordinator meets with each young person, his or her parents, and the mentor on a weekly basis and undertakes a case management approach. Thereafter meetings are held fortnightly.

The mentoring partnership officially continues over six months until November, which then allows time for the mentors to prepare for their exams and to submit their papers on the programme. However, some mentors choose to continue their relationship and are not discouraged from doing so. The youth is not exited from the programme until a follow-up meeting has been conducted prior to February of the next year, to ensure all goals have been met that may have been set for that time period.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As mentioned above all youth on the programme are case managed to some extent, whereby the needs of the young person and his or her family are identified and addressed. The reasons for referral which are completed by Youth Aid Section or the Programme Co-ordinator, are examined to indicate which areas of the young person's life are in most need of targeting. In all, a total of 277 reasons were recorded for referral, an average of six reasons per client (refer Figure 12.3). Unsurprisingly given the referral source for all youth, having come to Police attention was the most common reason given for referral, and reasons pertaining to social presentation in general were the most oft-cited reasons across all youth on the programme (45 per cent of all reasons). For many youth it was recorded that they did not feel good about themselves. This is not surprising given that raising participants' self-esteem is generally a central objective of mentoring programmes, as it is with Operation New Direction.
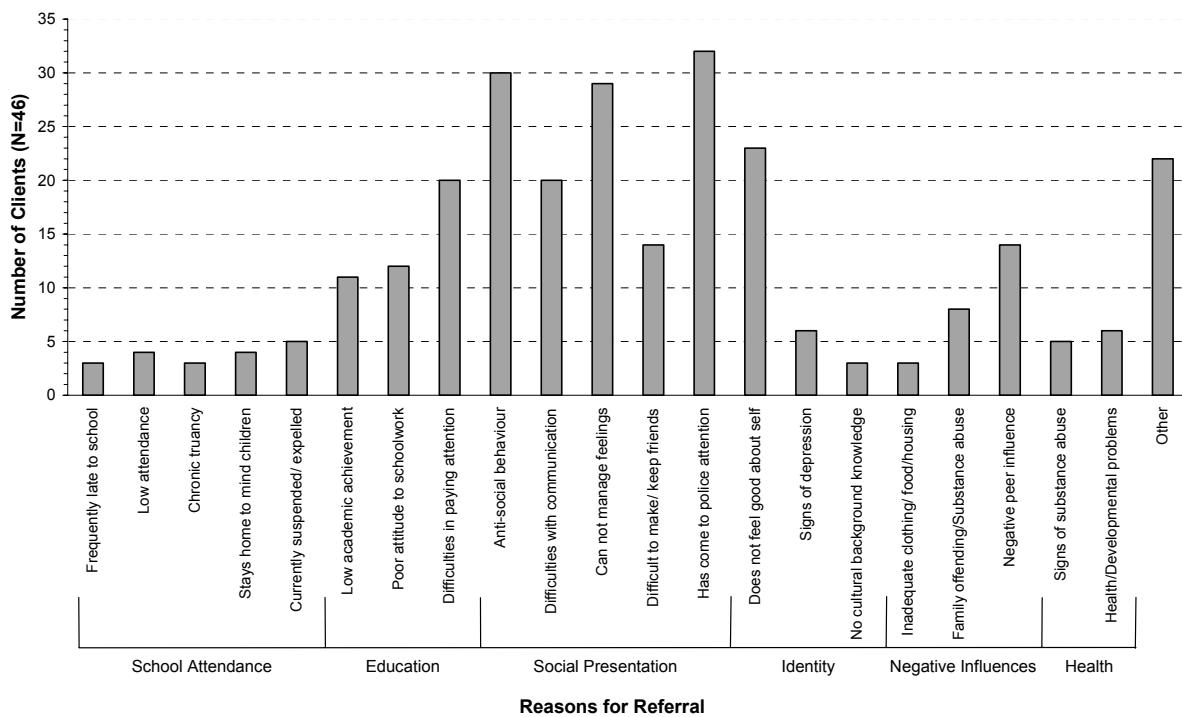
Figure 12.3: Reasons for Referral for Operation New Direction Clients

Needs assessments were also conducted with clients on induction, however the programme did not maintain accurate database records of these needs as was the case with the majority of other CPYAR programmes. As such, an analysis of needs for each programme was precluded, and instead this information is discussed across all programmes in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

The referral reasons and the overall needs that are identified are used to assist the mentor and mentee develop appropriate goals (these goals were not recorded by the programme, and as such, no analysis can be presented on the types of goals set for Operation New Direction clients). They also guide the Programme Manager/Co-ordinator in referring participating youth and their families to appropriate community agencies such as those offering drug and alcohol courses, parenting skills, and budgetary advice. These referrals further address the needs identified which can not be adequately addressed by the mentor. A comparative summary of the arrangements made by the programme is given in the following box:

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients	✓		
Arranges accommodation for clients/families			✓
Arranges schooling for clients			✓
Rewards positive behaviour (for example, movies)	✓		
Arranges mentors for clients	✓		
Conducts camps for clients	✓		
Arranges/assists with employment for clients/families			✓
Arranges inclusion in training courses for clients		✓	
Arranges inclusion in parenting courses for parents	✓		
Refers to other agencies	✓		

Operation New Direction refers clients to the following agencies as indicated:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents	✓		
Drug and alcohol programmes to young people	✓		
Psychological treatment to parents	✓		
Psychological treatment to young people	✓		

In addition to the Dare to Make Change programme or case management mentoring relationships, a Parenting Programme is organised by the Programme Co-ordinator, which is based on the Operation New Direction Mentoring programme and has been designed specifically for the programme's purpose. Parents of youth participating on the programme meet every six weeks as a group. If any parents are unable to attend, the Programme Co-ordinator arranges a visit to their home. This forum provides an opportunity to discuss parenting issues, problems that the parents may be having with their child, and any goals that have been set for the parents. The Programme Manager/Co-ordinator is therefore afforded the parent's perspective of how well their child is doing on the programme. The last year of the evaluation period saw the introduction of guest speakers from various community agencies in a response to a request from parents for more general information.

The Project Co-ordinator provides a supervisory role to the mentoring partnerships, ensuring that contact is maintained by the mentor at least once per week. As mentioned above, the Co-ordinator also makes weekly contact with each client for the first four months of the programme resulting in a minimum average of two contacts per week over this period. Unfortunately contact records on the database were not kept up to date, and therefore did not accurately reflect the amount of contact that the mentee had with both the mentor and the Project Co-ordinator. As such, where contact for each client was recorded to be less than once per week, these figures were altered to reflect that a minimum of weekly contact took place. However, it would therefore seem likely that all other contact is under-recorded despite depicting an average of nearly five contacts per week for one client as depicted in Figure 12.4.
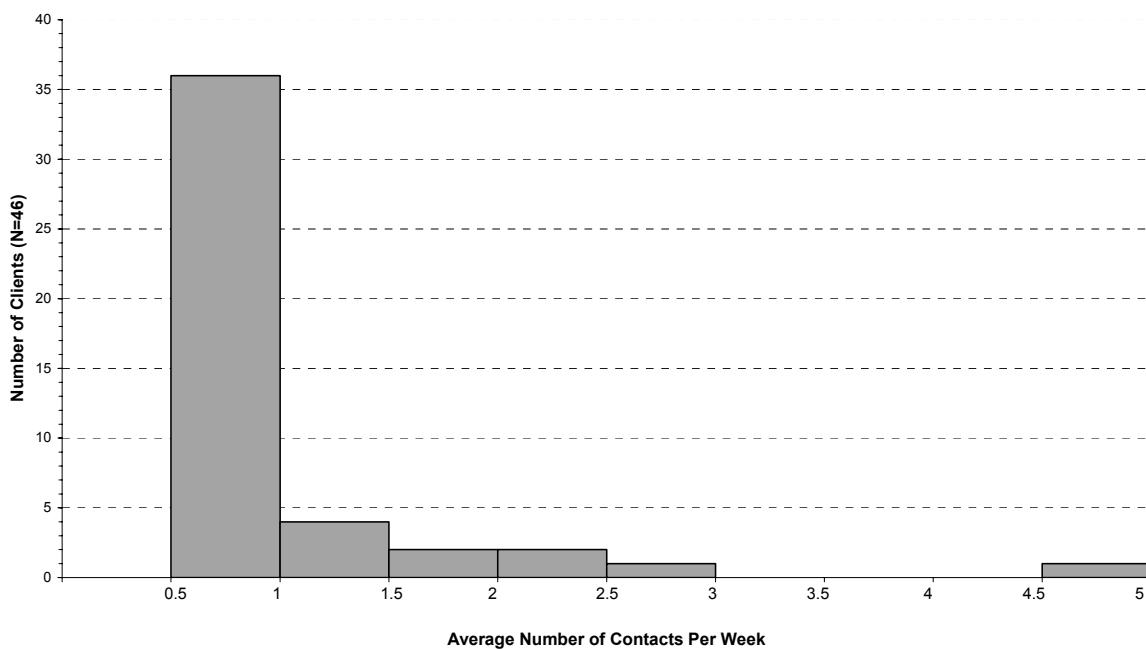
Figure 12.4: Average Weekly Contact Between Operation New Direction and Clients

The mentoring relationship continues for six months until November and a follow-up meeting is held in February of the next year. Therefore, in accordance with the nature and structure of the programme, youth are generally on the programme for approximately nine months as depicted in Figure 12.5 (clients spent an average of 31 weeks on the programme). However, as mentioned earlier, the mentoring relationships usually continue despite the lack of any formal obligation to do so. One client was on the programme for 88 weeks due to being on the programme for two years due to the need for further support after the one mentoring 'year'. This need for keeping clients on the programme for a longer period of time, either in a mentoring relationship, or just in a case management support capacity has become more necessary since the conclusion of the evaluation period.
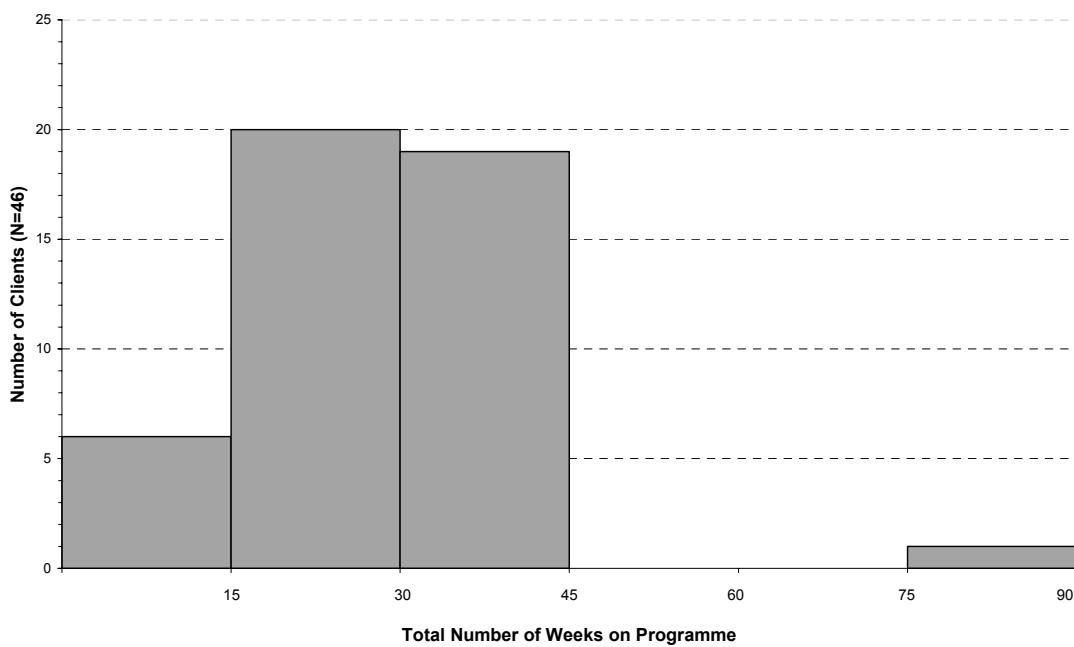
Figure 12.5: Length of Time on Operation New Direction

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not directly comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

As depicted in Figure 12.6, very few offences were committed by youth while involved with the programme. Whereas 76 offences were committed by 77 per cent of clients before their involvement with the programme (still very low figures at an average of fewer than two per client), only five were committed during programme involvement by 8 per cent of clients, all of which were categorised as minimum seriousness where the offence was specified (as depicted in Figure 12.7). The majority of offences committed prior to involvement were dishonesty crimes (64 per cent). While a serious violent and a sexual crime were committed prior to involvement, no violent or sexual offences occurred during programme involvement. In addition, while 41 incidents occurred prior to participation, only eight occurred during involvement with the programme. The low offence figures during participation are not surprising given the relatively short lengths of time youth were involved with the programme.
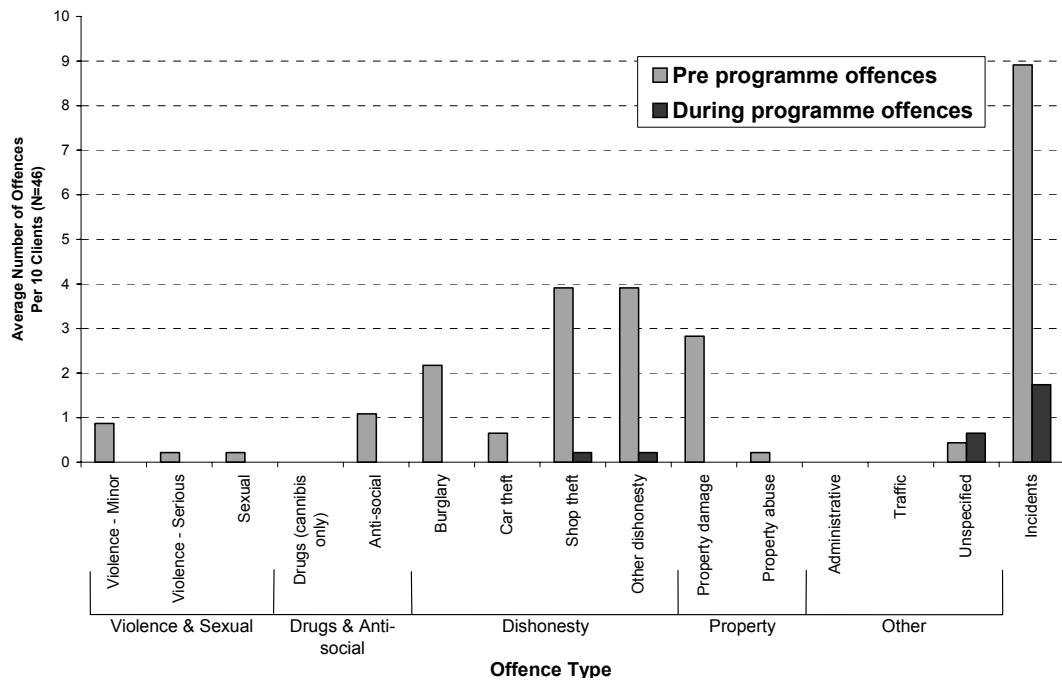
Figure 12.6: Type of Offences Committed Prior To, and During Operation New Direction Participation
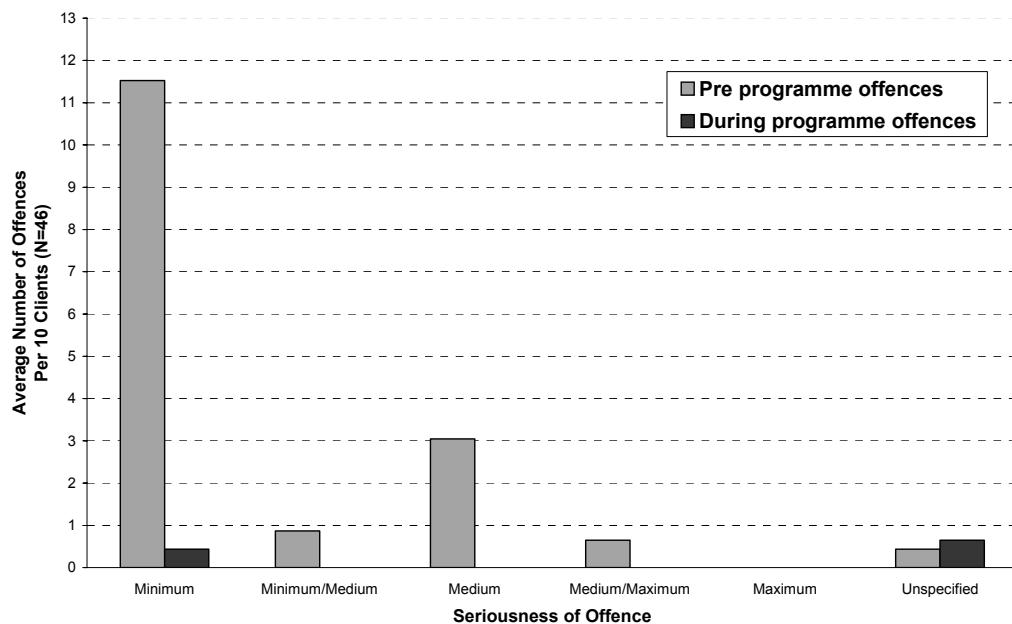
Figure 12.7:   Seriousness of Offences Committed Prior To, and During Operation New Direction Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

All referrals of young people to Operation New Direction came from the local Youth Aid Section, which is a reflection of the effective working relationship between the two Police sections. External relationships were assessed through the responses to stakeholder questionnaires.

External stakeholders of Operation New Direction were contacted and asked about their expectations and subsequently, the outcomes of the programme. Fifteen questionnaires on community expectations were sent out to key stakeholders of the Operation New Direction programme. Staff members from two schools, one government agency and a tertiary institution provided responses. However all agencies except one school stated that they had no knowledge of the Operation New Direction programme. The representative from the one school had concerns that their involvement with the programme would put relationships between their school and parents at risk, especially if teachers would be asked to provide personal information about the young people to the Police. The response from the school was that they would rather not be involved with the programme due to this reason.

At the end of the evaluation period fifteen questionnaires were sent to key stakeholders of the New Direction programme asking for their views on the effectiveness and outcomes of the programme. Responses from four government agencies, one community agency and a school were received. The key themes of the responses from these agencies were that the programme had been effective as it had exposed youth offenders to positive opportunities, changed negative attitudes and behaviour and reinforced to young people that people care about them. Respondents also commented that because of the support and interagency co-ordination and information sharing, the programme had a positive impact on their own agency and was a good model for the community. Other comments were that the programme complemented the work of other agencies, provided positive role models to participants, and built positive relationships between programme staff, other agencies and families they work with.

Some agencies identified negative outcomes of the programme such as the families may have become dependent on the programme, and it may have been very hard for young people to leave the programme at the end of the programme term. Furthermore one agency thought that the facilitator was not the right person for the job. Agencies also commented that there was sometimes confusion about roles when working with the programme that because the young person is mentored, parents may not take any responsibility for their children. Suggested improvements to the programme in order to alleviate these negative outcomes were that the programme needs to have clear objectives, enhanced communication, greater accountability, and the mentors need to be carefully monitored.

Final comments by those stakeholders that returned the questionnaire were that Operation New Direction was very committed and provided great role models, the programme was very effective and should be continued.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

Operation New Direction was the Police Youth at Risk programme that received the least amount of funding from Police during the operational phase of the evaluation period – an average of $25,000 per year. As the programme was not largely financially supported from the Police, the Programme Co-ordinator put much effort into obtaining funding from elsewhere. The programme received an extra $26,512 cash on average per year from other sources[3], and an average of $50,026 a year in donated time and resources[4] accounting for which covered 58 per cent of the total value of service provided by the programme.

Seventy three percent of Operation New Direction's expenditure was on staff costs, which covered the employment of the Programme Co-ordinator. Originally a part-time position to complement Youth Aid Officers, the role was adjusted to full-time in 1999. During the evaluation period, the Programme Co-ordinator was responsible for overseeing the general operation of the programme. This included facilitating meetings between mentors and youth, supervising case management relationships, writing and presenting funding applications, facilitation of the parenting component of the programme, and the training of mentors. The non-sworn employee in this role had ten years of experience with at-risk youth prior to joining the programme and has a degree in Anthropology from Canada. Other experience includes the implementation of fieldwork programmes in Canada for special needs children, project management and administration. Having also completed courses on training others, the Project Co-ordinator attended the following courses during the evaluation period:

- March 1998   Clinical Supervision Training Course, Healthcare Otago;
- April 1998   Dimensions of Loss and Grief Training Seminar, Dunedin;
- May 19998   Dare to Make Change Training for Trainers, Nelson;
- February 1999   Children with Behavioural Issues Workshop, Dunedin;
- March 1999   BLAST Training (Blue Light Alternative Strategies for Teenagers);
- March 2000   Dunedin Social Services Funding Workshop, Dunedin;
- April 2000   Treaty of Waitangi Workshop, Dunedin;
- April 2000   'After the Treaty' Workshop, Dunedin; and
- June 2000   Basic Intensive Training in William Glasser's Choice Therapy, Reality Therapy and Lead Management, Alexandra.

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[3] For example, City Council, Lotteries Youth, Todd Foundation, Community Organisation Grants Scheme, Methodist and Presbyterian Women's Fellowship Groups.
[4] Operation New Direction had a total of at least 50 volunteers during the period July 1998 to June 2000, 30 of whom were mentors. The other volunteers assisted the programme with team building, catering, and supervising camps.

A total of 45 clients were involved with the Operation New Direction programme during the period July 1998 to June 2000, which equates to an expenditure of $805 per client (the least expensive of all programmes). Furthermore, a total of 1,585 contacts were made with youth by the programme at a cost of $46 per contact (compared with the average across programmes of 1,316 contacts at $117 per contact). A total of 1,411 weeks were spent on the programme by clients at an average of $51 per week per client (which was less than the average of $88).

At the end of the evaluation period the Programme Co-ordinator noted several key factors that were integral to the smooth operation of the programme. Namely an in-depth planning process, the motivation of everyone involved with the programme, the securement of funding and control of the budget, and the support of Police Youth Aid, the College of Education, and external agencies. It is important to ensure regular contact with clients including engaging in fun activities, and for the Co-ordinator to network with the parents.

Unfortunately, a disruption to the smooth running of the programme has been the lack of adequate funding and the need to seek additional funds for the programme. Much of the Programme Co-ordinator's time was spent making funding applications instead of developing the programme.

By tapping into a natural pool of resources, Operation New Direction has organised a mentoring programme that can cater for reasonably large numbers of clients. Moreover, due to the large number of mentor volunteers involved, the programme is less expensive than the other Youth at Risk programmes. Although 'mentoring' itself has been around for years, evaluation of formally run mentoring programmes is relatively recent. The literature to date lends support to mentoring programmes as a promising means of deterring young people from a life of crime and negative behavioural activity. In addition, the literature supports the case management approach that the Operation New Direction Co-ordinator (and sometimes mentors) uses with clients.

SUMMARY

Operation New Direction utilised a mentoring approach whereby intermediate aged youth were paired with local College of Education students to work through the 'Dare to Make a Change' programme syllabus together. Once mentors were trained in delivering the programme they were matched with youth referred from the local Youth Aid Section according to hobbies, interests, and where possible, ethnicity. The mentor worked with the mentee for at least two hours per week and the pair regularly met with the Programme Co-ordinator who monitored the partnership. The structure of the programme was therefore relatively unique and appeared to work well although the effect of the relatively short time period (in comparison with those programmes discussed in the literature review) over which the mentoring relationship was fomally sustained is not known. However, as many mentors voluntarily continued the relationship after the official programme length expired, and as the College of Education provided such a rich and consistent source of mentors, the programme is seen as having developed a strategic approach towards participant selection and programme implementation.

While the level of need presented by the Operation New Direction clients was lower than that of the CPYAR community-based programmes already discussed, the programme offered one of the most intensive levels of contact of all programmes. The client had contact with the mentor at least once per week, usually more, and with the Co-ordinator weekly for the first four months of the programme, and thereafter, fortnightly. While the mentor was the main source of support for the young person, the Programme Co-ordinator was very involved in building the supportive capacity of the young person's family, particularly the parents. As

such, the Co-ordinator ensured that parents (and young people) were referred to appropriate agencies to address any issues or needs that they may have (such as drug and alcohol counselling, budgetary advice). The Programme Co-ordinator also organised a parenting programme which ensured not only regular contact with the parents but also an extra perspective of how the young person was progressing in the mentoring relationship. Therefore, Operation New Direction appears to be very successful in building the supportive capacity of participants' families.

Due to the young age of the young people on the programme, and the level of need that these clients presented, few offences were recorded as having been committed prior to or during programme involvement. As expected, the number of offences committed during programme involvement was low (due to the relatively short period of time that the client is involved with the programme) – only five offences were committed by four clients. It is also important to note that all five offences were of minimum seriousness. Due to the short duration of time for which clients are on the programme it is difficult to determine whether offending has been reduced significantly. However, the data that we do have indicates that the programme has gone some way in reducing and preventing the offending of programme participants.

Responses to the outcome evaluation stakeholders questionnaire were positive and indicated that the programme not only enhanced interagency co-ordination and information sharing, but also had a positive impact on these agencies. Some commented that the programme complemented the work of other agencies and had built positive relationships between the programme, community agencies, and the families worked with. The programme also had a close internal relationship with the Youth Aid Section with whom the Programme Co-ordinator worked closely. The programme therefore went some way in fostering the integration with agency and community initiatives.

Although Operation New Direction began much earlier than the other programmes included within this evaluation, the programme continued to evolve throughout the evaluation period. The employment of the Programme Co-ordinator in a full-time capacity, and the extent of relevant skill and experience that this person brought to the role, has done much for the development of the cohesiveness of the programme. This has also played a large part in the strong relationship that has been built between the programme and the Dunedin College of Education – obviously a fundamental component of the programme.

Operation New Direction was the least expensive of all programmes, which was fortunate given that it received the least amount of funding from Police (of all 14 programmes). The lack of funding proved to be the largest challenge for the programme as the one employee was required to invest much time in seeking external monetary assistance to not only ensure that running costs were covered, but also the salary cost. As such, the motivation of this employee was an imperative factor for the programme's success, as was the motivation of others involved in the programme, particularly the mentors.

Research into the area of mentoring is relatively recent, but that which has been conducted has shown promising results. Operation New Direction is a unique mentoring programme in its use of the College students. Because a strong relationship has been formed between the programme, Youth Aid Section, and the College, the structure of Operation New Direction can be seen as a model of mentoring that has been successfully and practically developed in a New Zealand context for at-risk youth. As such, the programme can be seen as a good demonstration of the limited Police resources that have been invested in it.

FINDINGS

The findings that arose from the evaluation to June 2000 of Operation New Direction were:

1. The degree to which database records were maintained was inadequate. Programme practice regarding record keeping needs to be revised to enable complete analysis in the future.

2. The Programme Co-ordinator did not receive external supervision. Supervision is necessary to ensure the personal wellbeing of staff and the continued success and accountability of the programme.

13. ONE TO ONE

One to One was borne out of one man's perception of a need for a mentoring approach in the Nelson community and personal experience with the Big Brothers Big Sisters[1] (BBBS) organisation in Canada. During his four years in the Metropolitan Toronto Police Department, Sergeant Trevor Gaskell became familiar with the Canadian arm of the BBBS programme, as many Police Officers serving along side him were mentors for the organisation. Due to the apparent prevalence of children living in single parent families in the Nelson area, Gaskell approached BBBS for information before consulting with various community agencies as to the appropriateness of such a programme for the area. Support was gained from the local Polytechnic, Rotary Club, CYF, and Safer Community Council agencies. Consequently the programme received funding as part of the 1997 CPYAR package.

A Youth Worker was employed towards the end of 1997 who has remained with the project to date. After much research into the issues pertaining to establishing a mentoring programme, and participant observation of the Operation New Direction programme already operating in Dunedin (as discussed previously), the programme officially commenced in May 1998 based on the BBBS standards of mentoring. While the programme identifies itself as a mentoring programme, One to One also incorporates a case management element similar to that used in community-based programmes whereby case management is undertaken more thoroughly than in a generic mentoring programme.

The programme objectives were set as follows:
- To identify youth who are at risk of becoming repeat offenders;
- To ensure that a plan is put in place to address issues raised in the assessment and that the plan is monitored through on-going case management;
- To match adult volunteers with at-risk youth with the view to becoming an appropriate role model for those youth; and
- To facilitate mentoring relationships that assist at-risk youth adjust academically, socially, and behaviourally.

These objectives serve to meet the Police objectives as discussed below. The Police objectives are detailed in the methodology section of this document and are against which the effectiveness of each programme is measured.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

The eligibility of youth was defined as being those aged between seven and thirteen years and living in the Nelson community (Arawhai to Stoke area). With the exception of one youth, all clients were aged within this wide age range (see Figure 13.1). The one participant over this age range was accepted as an exception due to being considered one of the most at-risk youth in the Nelson area by Youth Aid Section. The third criterion was being at risk of offending. The risk of offending is gauged by the presence of at least two risk factors, which for the purpose of One to One are as follows:
- Lack of significant, positive adult role models and/or lack of parental supervision and guidance;
- Offending, or history of offending by the youth or his or her immediate family members;
- Antisocial or aggressive behaviour;

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[1] The original programme is named Big Brothers Big Sisters of America, but those that operate outside of America are named Big Brothers Big Sisters.

- Trauma of any kind such as sexual, emotional, psychological; or physical abuse; the death of a parent or unresolved issues surrounding parental separation; the witnessing of domestic violence;
- Education difficulties including truancy, low educational achievement, or suspension;
- Suicidal ideation;
- Drug or alcohol use by the young person or their family members;
- Low self-esteem; and
- Negative peer associations.

The risk factor of offending is afforded considerably more weight than the other risk factors when spaces on the programme are limited, which is of course consistent with the Police objectives.
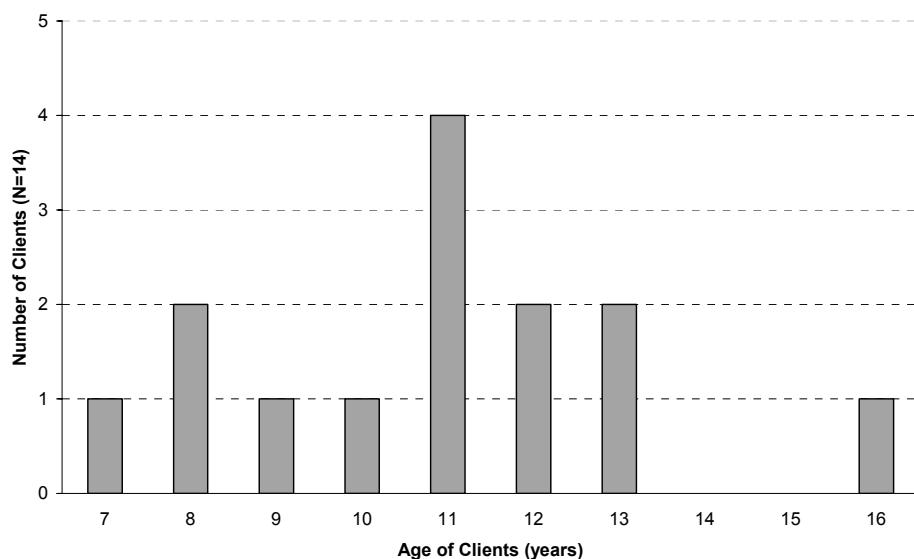
Figure 13.1: Age of One to One Clients (at time of acceptance on programme)

These risk factors are assessed for youth who otherwise fit the criteria when referrals are received. The majority of referrals are received from the Police Youth Aid Section, but these will only be accepted when a mentor becomes available. Due to a shortage of suitable willing mentors, a number of youth are often on a waiting list for some time. In these cases the referring agency is encouraged to pursue other options to address needs in the short term. At the conclusion of the evaluation period the programme could accommodate a maximum of 20 youth (which equates to approximately 15 families).

Once a youth is deemed to meet the entry criteria, and the youth and family agree to participate in the programme, an assessment is undertaken to identify the needs unique to the individual. The family and youth together develop a support plan with the assistance of the Co-ordinator to address the needs identified.

Mentors for the programmes are sought through a wide range of recruiting methods including radio and newspaper advertising, and public presentations. The number of adults that are actually recruited as mentors is unfortunately quite low, largely due to the considerable amount of commitment that is required (two to three hours each week for a minimum of one-year duration). Others do not follow their application through to completion for a variety of personal reasons, and a small percentage of applicants are declined due to the stringent screening process involved. Once recruited, the mentor undertakes 30 hours of intensive training from the Programme Co-ordinator.

Considerable effort is made to match mentors to youth of the same gender and ethnicity. The matching of gender is seen as particularly important for male youth who may not have a male role model, and a strength of the programme is that same-sex matches are made in the majority of cases[2]. A lack of Māori mentors renders the matching of ethnicity difficult, but a match by ethnicity is always made where possible, and the recruitment of suitable Māori mentors is seen as a priority by the programme. Only four participants (29 per cent) on the programme were Māori during the evaluation period, the remainder were New Zealand European as depicted in Figure 13.2.
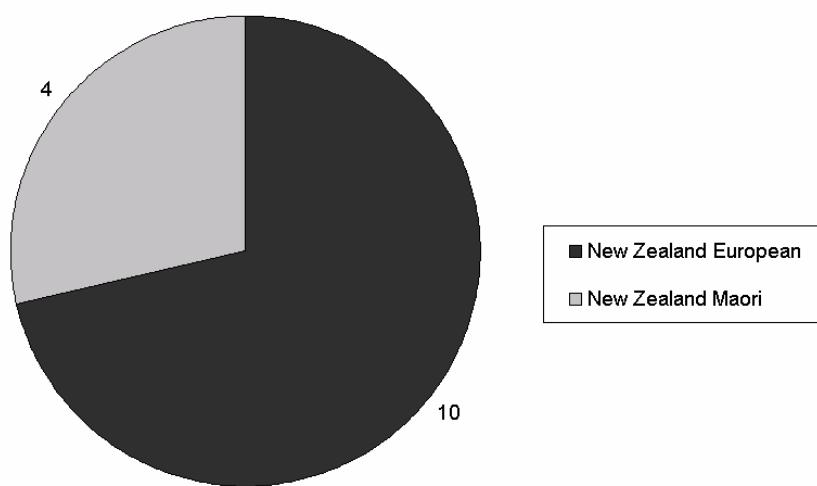
Figure 13.2: Ethnicity of One to One Clients

A questionnaire was sent to agencies asking about their expectations and subsequent outcomes about the programme's ability in providing a service appropriate for Māori and Pacific young people. At the start of the evaluation period, agencies stated that they were aware the programme was actively consulting with Māori as to the needs of their young people. Due to the low Pacific population in Nelson it was thought that there was no immediate need to ensure the programme was delivered in a way sensitive to the needs of Pacific young people.

When asked at the end of the evaluation period whether the programme was delivered in a way culturally appropriate for Māori three of the six respondents stated that it was (three respondents felt they were unable to make a judgement). This is undoubtedly due to the constant consultation with the Māori One to One Trust members and local Māori agencies in relation to Māori clients. Furthermore, one respondent thought the programme was not involved with Māori young people. When asked this question with respect to Pacific young people, again three respondents felt they were not in a position to answer, two stated that it was appropriate for Pacific young people, and two stated the programme did not work with Pacific people.

The mentoring relationship continues until the youth no longer wants or sees the need for a mentoring relationship or the youth leaves the region. In instances where a mentor leaves the area, the youth may be re-matched with another mentor if risk factors are still present. A youth may be formally exited from the programme when his or her needs are determined to have been met, however the mentoring relationship often continues. The Programme Co-ordinator contacts the youth and his or her family three, six and twelve months after leaving the programme (unless he or she has left the district) to follow up on outcomes achieved through participation on the programme.

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[2] One to One had the highest proportion of females (43 per cent) compared with any other CPYAR programme.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

As mentioned above, in keeping with a case management approach, a needs assessment is conducted by the young person and his or her family, with the assistance of the Project Co-ordinator. While insufficient data was provided by the majority of programmes, One to One was one of four programmes that had at least ten clients for whom needs data was collected both at entry and exit stages of programme involvement[3]. The needs data for One to One showed a reduction in needs from entry to exit from the programme. The findings of the analysis of needs across all programmes is discussed at length in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

The needs assessment takes into consideration the risk factors that have already been identified as part of the entry process for the young person, and the reasons given for referral by the referring agency. A total of 84 reasons were offered for referral, an average of six per client (as depicted in Figure 13.3). The most common reason was having come to Police attention, although a high number of 'other' reasons were listed also. These reasons generally concerned parental issues such as witnessing domestic abuse, parental suicide, poor parental skills, or chronic offending by parents. Other reasons included suspected mental illness problems and chronic offending by the youth.
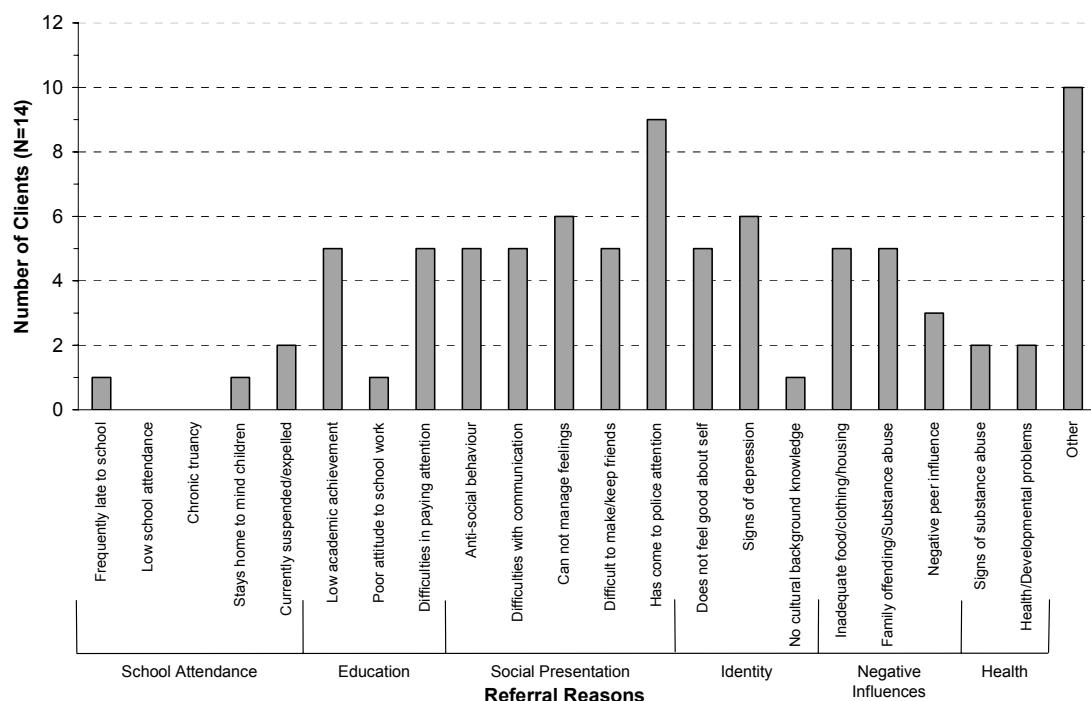
Figure 13.3: Reasons for Referral to One to One

A support plan is developed for each youth and his or her family with the assistance of the Co-ordinator that complements any existing plans such as Family Group Conference outcomes, a Strengthening Families plan, or an Independent Education plan. Usually these plans will incorporate goals that may pertain to the youth or his or her family. A low number of goals were recorded as being set for clients, although it is unclear whether this is due to the under-recording of these goals on the database (as was the case for many of the programmes), or a result of programme practice. A total of 19 client goals were set, 14 of which pertained to setting up a mentoring relationship. The remaining goals regarded

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[3] Only those with ten or more matched needs assessments can be considered to be reliable indicators of the change in need of clients. However, these differences in need should be considered only as an indication as statistical tests for significance for each programme can not be conducted.

improving school attendance, gaining work experience and improving parental communication. All of these goals are recorded to have been met. Six family goals were recorded for three clients, all of which pertain to parental skills or issues. Two of these family goals were attained.

The Programme Co-ordinator is occasionally involved in referring members of the family to external agencies to provide further specialist services, such as drug and alcohol counselling. A summary of the type of activities and assistance that the programme arranges for clients and families is provided in the comparative box below.

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients	✓		
Arranges accommodation for clients/families			✓
Arranges schooling for clients	✓		
Rewards positive behaviour (for example, movies)	✓		
Arranges mentors for clients	✓		
Conducts camps for clients		✓	
Arranges/assists with employment for clients/families			✓
Arranges inclusion in training courses for clients		✓	
Arranges inclusion in parenting courses for parents		✓	
Refers to other agencies	✓		

Additionally One to One refer to the following services as indicated:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents		✓	
Drug and alcohol programmes to young people		✓	
Psychological treatment to parents		✓	
Psychological treatment to young people		✓	

Once a match is made, the Programme Co-ordinator maintains regular contact with the pair. Meetings are held three monthly between the Co-ordinator, mentor, the youth, and his or her parents. The Co-ordinator also meets with the families and mentors separately at least once a month (but often once a week) to monitor the progression of both. The amount of contact recorded indicates a minimum average of fortnightly contact with each of the 14 clients[4]. Furthermore, all but one client received at least weekly contact as depicted in Figure 13.4.

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[4] An average of 81 contacts were recorded per client with a total of 1,134 contacts being made with clients by the programme.
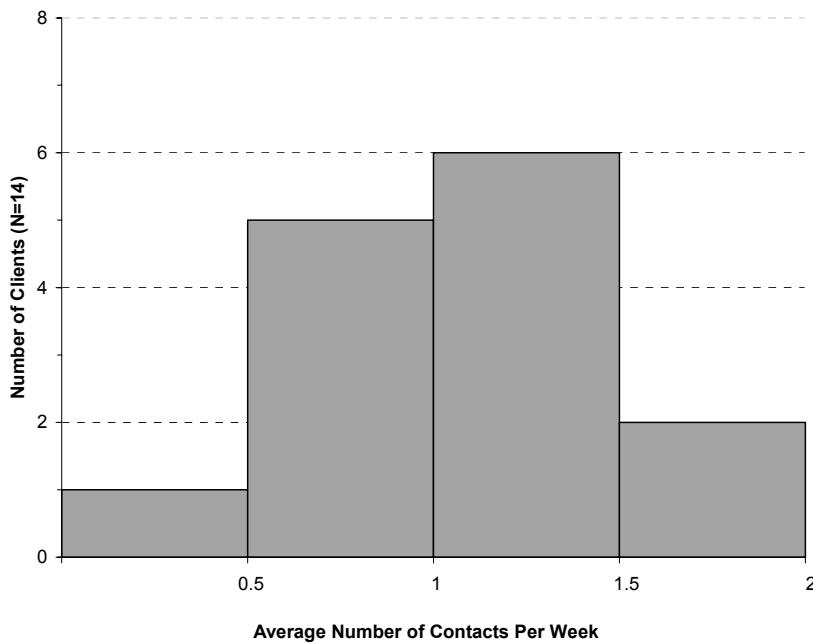
Figure 13.4: Average Weekly Contact Between One to One and Clients

Clients varied regarding the amount of time they were on the programme with clients spending an average of 71 weeks on the programme (as depicted in Figure 13.5). Only one client was formally exited from the programme during the evaluation period. This youth left the area for Australia and was incidentally on the programme for the shortest length of time. The first client was matched with a mentor in July of 1998, with another five being matched shortly after (including the exited client).
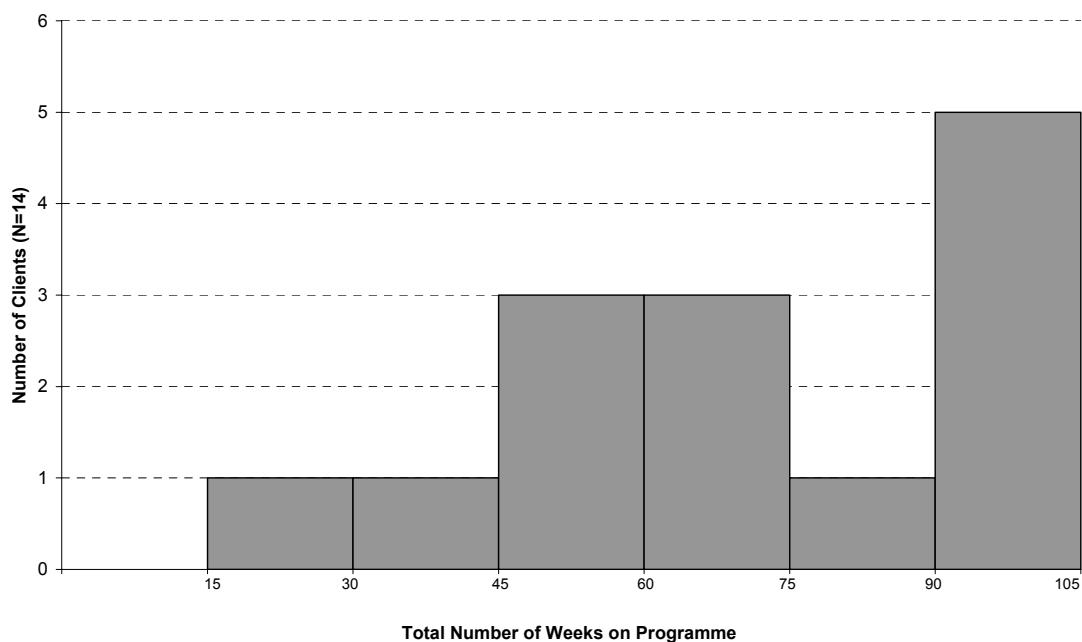
Figure 13.5: Length of Time on One to One

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

A total of 63 offences were committed by ten youth prior to participating on the programme, while a total of 13 offences were committed by five youth while in a mentoring relationship (as depicted in Figure 13.6). All clients committed fewer offences in the second time period, with the exception of one youth who committed two offences in each period. Similarly, with the exception of one client, all clients committed offences of lesser seriousness when involved with the programme than those committed prior to participation on the programme. Only three medium categorised offences occurred during programme participation (refer Figure 13.7), and these were committed by the two most prolific pre-programme offenders.
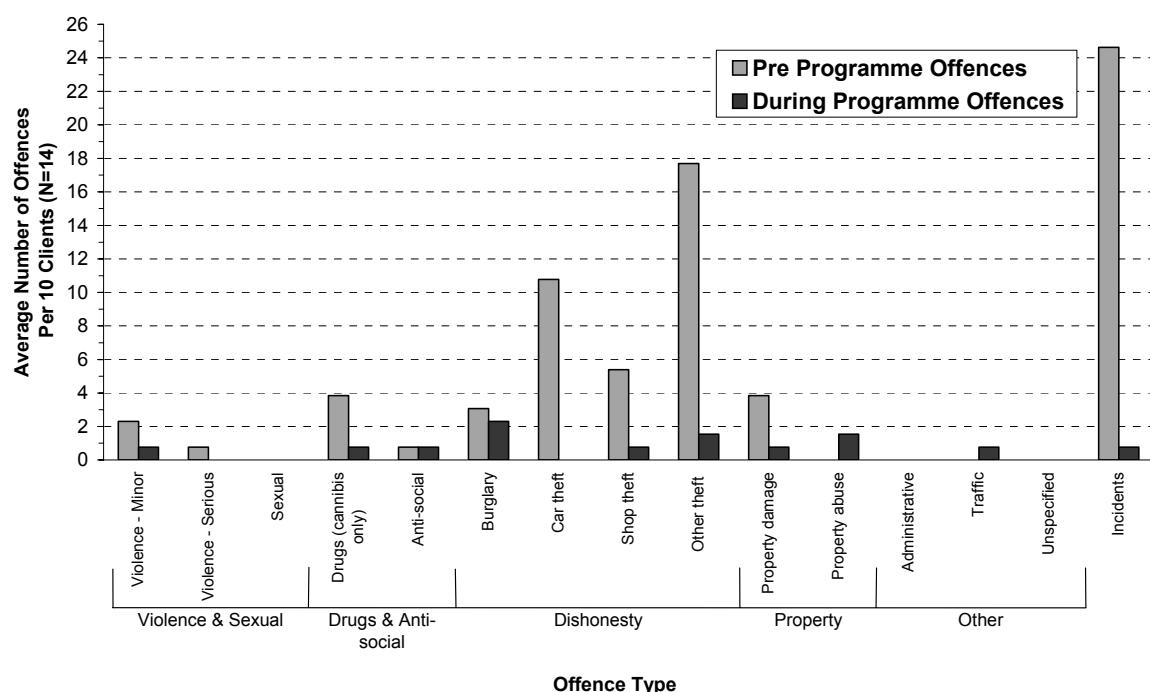
Figure 13.6: Type of Offences Committed Prior To, and During One to One Participation
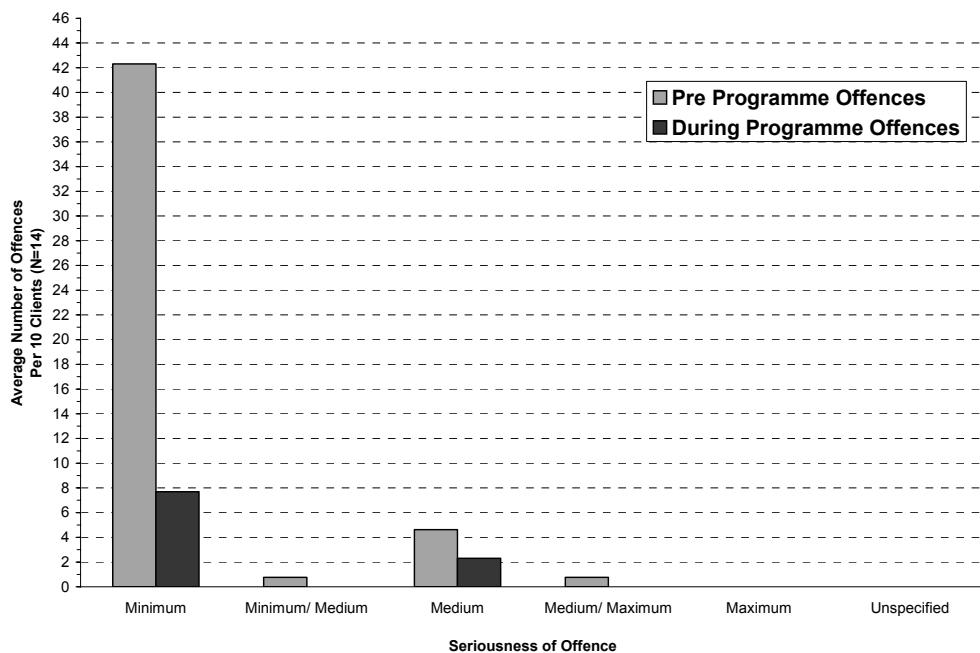
Figure 13.7: Seriousness of Offences Committed Prior To, and During One to One Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

One to One has established positive internal and external relationships within Nelson. Several agencies were often involved in the referral of clients, but the agencies from which the referral was first received is depicted in Figure 13.8. All Police referrals were received from Youth Aid Section, while the community agency referrers included Barnados and the Open Home Foundation.
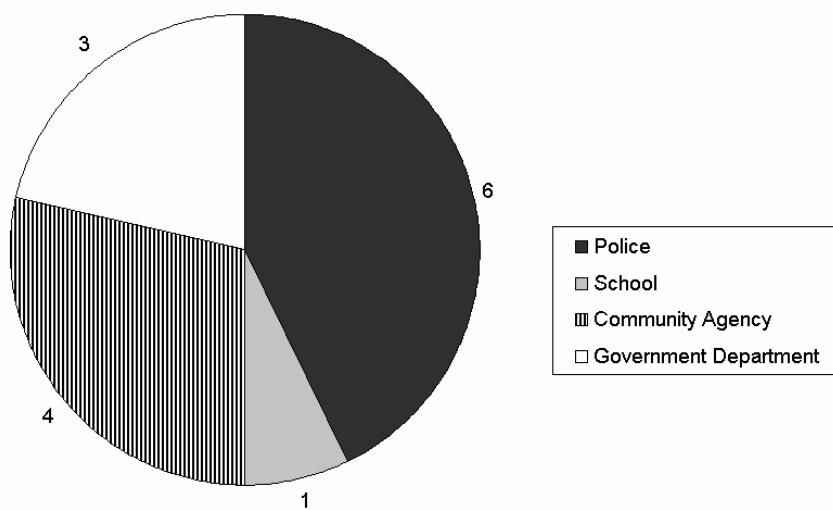
Figure 13.8: Referral Source of One to One Clients

With respect to the perceptions of external stakeholders, a questionnaire asking about expectations was sent to key stakeholders of One to One at the start of the evaluation period, and another asking about consequent outcomes of the programme was sent at the end of the evaluation period. At the start of the evaluation period, 11 stakeholders of the

programme were sent questionnaires, 6 of which were returned[5]. However, two of the schools and one of the government agencies stated that they had no knowledge of the programme and one of the schools had no direct involvement with the programme. Therefore the stakeholder questionnaire analysis was of only two government agencies.

Outcome questionnaires were sent to nine stakeholders asking them for their views on the effectiveness and outcomes of the programme. Seven of these stakeholders completed and returned the questionnaires[6]. One stakeholder stated that they had received no further information since initial contact from the programme, whereas the other six had had ongoing contact.

At the start of the evaluation period, agencies expected that because One to One had a reputable Co-ordinator, it had a good chance of success. It was expected that the programme would be able to provide young people with positive role models, and support interagency co-ordination and collaboration, both of which were perceived as outcomes by stakeholders. Further expected outcomes for the young people on the programme were improved self-esteem and behaviour, and more motivation for schooling. Agencies also had expectations that the programme would provide some relief for parents.

At the end of the evaluation period, common perceived outcomes for the community were that One to One had reduced youth crime and antisocial behaviour, was an effective support agency and was another agency that addressed youth offending. Stakeholders also noted that the programme was a necessary resource that shared information and resources with them, and that when they referred young people to the programme they had confidence in its practice.

The only negative outcomes perceived about the programme were that because of time and finance limitations there were only a small number of families involved, and that the selection criteria for participants was too restrictive. Four stakeholders commented that the programme was very effective and should be continued. Stakeholders suggested that in order to improve, One to One could benefit from further funding, increased staff, further support and training for programme staff, and being even more culturally oriented.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

The Nelson One to One programme was allocated $44,000 funding by Police each year[7], received approximately $5,825 on average per year in donated time and resources, and $1,950 from other sources[8]. The volunteers involved with the programme include six non-Police trustees of the Big Brothers Big Sisters Trust, and adult mentors. The Trust members fund-raise, guide programme development, provide community accountability, and manage finances for the programme. The Trust is also part of quality assurance for BBBS International. The mentors are screened, trained and supervised volunteers whose role is to be a friend offering guidance and support to young people on the programme[9]. The donated time accounted for 11 per cent of the total value of the service provided by the programme.

The average total expenditure of the programme per year is $45,340, (whereas the average across all programmes is $65,911 per year). Staff costs account for 88 per cent of this

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[5] Three were from schools and three from government agencies.
[6] Five of which were government agencies, one a school and the other a commercial organisation.
[7] For the operational phase of the evaluation period (July 1998 to June 2000).
[8] Other sources of funding came from the Community Organisation Grants Scheme (for volunteer expenses) and the Nelson Lioness Club.
[9] The time commitment made by the mentors is 2 to 3 hours per week for at least one year.

expenditure and cover the costs of the Programme Co-ordinator. During the evaluation period, this position was responsible for recruiting, training and supervising all mentors, as well as selecting, assessing and case managing all youth and their families on the programme. Internal supervision was received from the Sergeant in charge of Prevention Services and external supervision was provided fortnightly by a Child Adolescent Mental Health Service representative. Bringing to the programme 16 years of youth and social work experience as well as a Diploma in Social Work, the Programme Co-ordinator has been employed by the programme since its inception. Early in the evaluation period the need for an additional staff member was identified due to the immense workload of the Programme Co-ordinator. At the conclusion of the evaluation period, this issue had not yet been addressed.

A total of 14 young people were involved with the One to One programme during the period July 1998 to June 2000 which equated to an expenditure of $3,239 per client. Young people had a total of 1,134 contacts with the programme at an average of $80 per contact, whereas the average across all programmes was $117. A total of 994 weeks were spent on the programme by clients at an average of $91 per week per client (slightly higher than the average across programme of $88 per week). The effectiveness of the programme is shown by the difference in the percentage of clients that offended prior to their involvement with One to One (71 per cent) compared to the percentage of clients that offended during their involvement with One to One (36 per cent).

Based on sound research and planning, One to One has been based on the Big Brothers Big Sisters model, however it has also incorporated case management as a major element of the programme. The Programme Co-ordinator emphasised a number of key components that were integral to the programme's success. The importance of having a strong team that has access to internal and external supervision, clear policies and processes, and working in collaboration with other agencies were cited. Furthermore, being well resourced and making a long-term commitment to clients was critical.

The initial set up period for the programme took longer than expected but this was due to the fact that the programme was pioneering a process which few people were willing to share. Furthermore, there was initially some resistance from frontline staff in the Nelson area around the effectiveness of the programme, however the Prevention Services team (which includes the Police Youth Aid Section) were incredibly supportive. Over time, as front line staff have seen results achieved by the programme, their support has increased. Furthermore, the programme received excellent support from the Tasman District Commander and Senior Management level staff.

SUMMARY

Similar to the Operation New Direction programme discussed previously, One to One is a predominantly mentoring model of programme, which is augmented by the use of case management, a dominant feature of community-based models. After spending a considerable amount of time researching other programmes and planning the form that One to One would take, the Programme Co-ordinator developed clear definitions of who the programme would target and the criterion that they would be required to meet. This was essential given the limited number of youth the programme could serve, largely due to the limited number of available and suitable mentors. The programme also designed a stringent screening and training process for the mentors, essential for an effective and accountable mentoring programme. The programme endeavoured to match clients to mentors of the same gender and ethnicity. To ensure a culturally appropriate service, One to One maintained ongoing consultation with Māori agencies. Stakeholders believed the programme to have been successful in delivering a culturally appropriate service. Therefore, due to the

amount of planning and consultation prior to implementation, the programme succeeded in developing a strategic approach towards participant selection and programme implementation.

Similar to the other mentoring programme in the CPYAR package, One to One deals with clients who are at risk but present a lower level of need than the clients served by the community-based programmes. However the programme still ensured a high level of contact as the mentor was required to commit to spending a minimum of two hours per week with their mentee. The Programme Co-ordinator also meets with the clients and their families and the mentors separately on a regular basis to monitor the relationships and progress with regards to the support plan.

Where appropriate the Programme Co-ordinator refers clients of their families to relevant training programmes or agencies, and will often arrange schooling for clients who have been excluded for some reason. It therefore appears that the One to One programme has gone some way in building the supportive capacity of participants' families although a lack of further information precludes more definitive conclusions.

A fairly high amount of offending was presented by the 71 per cent of clients who offended prior to participation with the programme, and although the two periods are not directly comparable, a lower amount of offending was committed during involvement with the programme by fewer clients (36 per cent). Although three of the 13 offences committed during programme involvement were categorised as being of medium seriousness, the programme appears to have been successful in preventing and reducing the amount of crime in the community. The stakeholders' perceptions of effectiveness supported this.

The stakeholders who responded to the questionnaire distributed at the beginning of the evaluation period showed that high expectations were held within the community for the programme. Responses to the outcome questionnaire showed that these expectations had all been met, and that agencies had confidence in the programme. Stakeholders also indicated that the programme was effective in sharing information with community agencies.

The total cost of One to One was relatively low, but due to the low number of clients served the cost per client was higher than the average across all programmes. However, due to the high number of contacts, the cost per contact was also relatively low.

The level of support from Youth Aid Service and the senior management level of the Police has contributed to the level of success that the programme has achieved. The improvement in the relationship with other sections of the Police over the duration of the evaluation period which appears to have been strengthened as these groups observe the affects of the programme, adds further support to the effectiveness of the programme.

The positive outcomes that have been perceived by stakeholders in the programme and members of the Police, as well as those evidenced in the findings of this evaluation, appear to indicate that One to One is a good demonstration project for the movement of Police resources into proactive and preventative Policing.

FINDINGS

The finding that arose from the evaluation of the period July 1997 to June 2000 of One to One was as follows:

1. The programme would benefit from the services of another Youth Worker.

DISCUSSION OF MENTORING PROGRAMMES

Mentoring is a concept that has been developing for over a century whereby mentors are matched with young people at risk to act as a positive role model. Research examining the effectiveness of mentoring-based models is relatively recent and somewhat scarce. One of the few models of mentoring subjected to comprehensive and longitudinal evaluation is 'Big Brothers Big Sisters of America'. Results of this evaluation demonstrated that young people who are mentored were less likely to use drugs, truant, lie to parents and were more likely to have emotional support from peers (Tierney & Grossman, 1998).

Table 5 provides descriptive and outcome information about both of the mentoring-based programmes funded by the New Zealand Police.

The expenditure per client was cheaper for Operation New Direction clients ($805) than for One to One clients ($3,239), due to the larger number of clients Operation New Direction catered for - possibly due to its sourcing mentors from the College of Education. The mentoring-based programmes targeted younger clients than all other CPYAR programmes - 93 per cent of One to One clients, and 100 per cent of Operation New Direction clients were younger than 14 years of age when they became involved with the programme. Both programmes also had a lower percentage of Māori clients, but this is most likely due to a lower Māori population where the programmes are located (both are located in the South Island).

Clients involved with the One to One programme spent more time on the programme than Operation New Direction clients did, and consequently One to One had a higher number of contacts per client. Although the two mentoring programmes differed in implementation[1], they both showed reductions in the number of clients who offended during the time they were involved with the programme. Finally, possibly due to the younger clientele, clients on mentoring-based programmes had lower levels of need on acceptance to the programme than clients on the community-based programmes. However when these clients were exited (or at the end of the evaluation period) they still showed a significant improvement in needs[2].

Table 6 provides a summary of the extent to which the mentoring-based programmes met each of the Police objectives set at the start of the evaluation period. This table is only intended for use as a quick reference check on whether objectives were met. With respect to making judgements on which programmes model best practice and decisions for future funding allocations, this table should be considered in conjunction with the evaluations of the individual programmes and the updates to the programmes since July 2000[3]. As shown in the table, both mentoring programmes achieved all five objectives to some degree indicating success in meeting the expectations of Police, as well as successes with the young people who were on the programmes.

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[1] Operation New Direction used the Dare to Make Change programme and case management, whereas One to One used solely case management.
[2] Refer to the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.
[3] As presented in Appendix 9: 'Updates for each Police Youth at Risk Programme'.

Table 5:   Descriptive and Outcome Data for each Mentoring Programme

	Operation New Direction	One to One
Number of clients	45	14
Expenditure per client	$805	$3,239
Percentage of male clients	72%	57%
Percentage of clients under 14 years	100%	93%
Percentage of Māori clients	16%	29%
Percentage of Pacific clients	11%	0%
Average number of contacts per client	35	81
Expenditure per contact	$46	$80
Average number of weeks per client	31	71
Expenditure per client week	$51	$91
Percentage of clients who offended before programme participation	53%	71%
Percentage of clients who offended during programme participation	8%	36%
Average need before programme (N)[4]	0.17 (17)	0.001 (11)
Average need after programme (N)[5]	0.55 (12)	0.98 (11)
Average change in need (N)[6]	0.7 (6)	0.97 (11)

Table 6:   Summary Table of Degree to which Police Objectives for the Mentoring-based Programmes were Met

	To develop a strategic approach to participant selection and programme implementation			To build the supportive capacity of participants' families			To prevent or reduce offending by young people attending Police 'youth at risk' programmes			To foster the integration of Police programmes with other agency and community initiatives			To be a demonstration project for the movement of Police resources into proactive intervention		
	Not met	Partly met	Met	Not met	Partly met	Met	Not met	Partly met	Met	Not met	Partly met	Met	Not met	Partly met	Met
Operation New Direction			✓			✓			✓		✓				✓
One to One			✓		✓				✓		✓				✓

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[4] Average best standard estimate (BSE) on the client needs scale before involvement with the programme, using a standard score where mean = 0.00 and standard deviation = 1.00 (see Appendix 7 for more detail).
[5] Average best standard estimate (BSE) on the client needs scale after involvement with the programme, using a standard score where mean = 0.00 and standard deviation = 1.00 (see Appendix 7 for more detail).
[6] Average change in need is the difference between the BSE before and after clients' involvement with the programme, for those clients that had entry and exit needs data.

PART 6: SCHOOL-BASED PROGRAMMES

INTRODUCTION

As discussed in the literature review, school-based youth at risk initiatives are many and varied but the evaluation of these programmes unfortunately is not. In her overview of 149 school-based programmes, Gottfredson (1998) divides the programmes into two broad categories of environmental and individual change. Within each category a range of different strategies can be employed (these are discussed at length in the literature review). The environmental category includes strategies that are based on the service delivery of the school itself whereas individual change strategies generally attempt to adapt the young peoples' skills, beliefs or behaviours by providing them with salient factual information. Different strategies showed differing results in the effectiveness of addressing at-risk behaviour.

Only one of the CPYAR programmes utilised a school-based model and this programme adopted an individual change approach. This programme used the school primarily as a means of identifying its target clientele and in which to meet with the youth on a weekly basis. Turn Your Life Around utilised a combination of a case management approach with the youth and an activities-based focus. Some attention was paid to the needs of the family, but they were not included in the case management of the youth. As such the programme utilised a mixture of different approaches, each with varying levels of support from the literature. The Turn Your Life Around programme is assessed as to its effectiveness in meeting the five Police objectives in this section.

14. TURN YOUR LIFE AROUND (TYLA)

TYLA is substantially different from the other programmes described within this document as it is the only programme within the 1997 CPYAR package that adopts a school-based approach. The programme in its original format commenced in December 1996, and in a slightly modified format as part of the CPYAR package in February 1998. TYLA continued to evolve in response to results achieved throughout the duration of the evaluation period.

When modified for inclusion under the CPYAR package, the objectives of the programme were set as follows:
- To improve and develop the self esteem, self confidence and self-development of participants;
- To help participants develop effective communication and social skills;
- To encourage goal setting and provide future direction for participants;
- To work in partnership with the community to reduce the incidence and effects of crime;
- To help empower the participant to rise above their own personal circumstances;
- To provide a support network for the participant;
- To help the participant identify areas in one's behavioural and social skills that are unacceptable in today's society;
- To give the participant the tools and skills to help them mature for the future;
- To help bridge the gap in relationships between the participants, their families, and the community;
- To help and encourage the participant to realise the importance of education;
- To help the participant recognise and choose the right "peers" who will enhance their quality of life; and
- To help repair the "broken child".

These objectives serve to meet the Police objectives discussed below.

OBJECTIVE: DEVELOPING A STRATEGIC APPROACH TOWARDS PARTICIPANT SELECTION AND PROGRAMME IMPLEMENTATION

When originally conceptualised, TYLA consisted of a three-day course involving various organised activities for at-risk youth identified from one local Avondale school. Sports and television personalities as well as motivational speakers were also invited to speak to the participants. When TYLA was incorporated into the CPYAR package, a new emphasis of following up and monitoring participating youth after the conclusion of the three-day course was introduced as an added component. While some continued supervision of participating youth had occurred previously, this was minimal and was not considered to be an integral part of the programme. The scope of targeting youth was also widened to include ten local intermediate schools.

It was at this stage of development that a corporate Trust was set up by the original TYLA staff. Now an important aspect of the programme, the Trust does much in the way of funding different aspects of the programme.   Shortly after its inception, the Trust organised events such as a corporate ball and the raffling of a car. Money raised from such ventures contributed to the running of camps, the provision of different activities, luncheons held to thank different sponsors, and t-shirts and caps for the youth participating in camps. As a result, the families of the youth attending TYLA camps are not required to pay for attendance.

Originally, the programme targeted youth between the ages of 10 and 16 years of age who were on the brink of offending or displaying risk factors associated with offending. One intake of the programme targeted 13 to 14 year old youth only as a trial age range, but it was found that intervention at this age was not as successful when compared with targeting

younger youth. Consequently, after the first year of the evaluation period, it was realised that the best success could be achieved with 11-year-old youth as they were more responsive to the programme and could be worked with over their two intermediate school years. Therefore, in 1999 the programme criteria was adjusted to accept first year intermediate students only (predominantly 11 year olds).

Figure 14.1 depicts the range in ages across the different target periods. As can be seen, the majority of participating youth are of first year intermediate age (10 to 12 years of age). One 13 year old and all seven 14 year olds were involved in the trial wing described above, while the first intake which aimed to target 10 to 16 year olds involved only 11 to 13 year olds in practice. Males accounted for 90 per cent of the 77 TYLA participants.
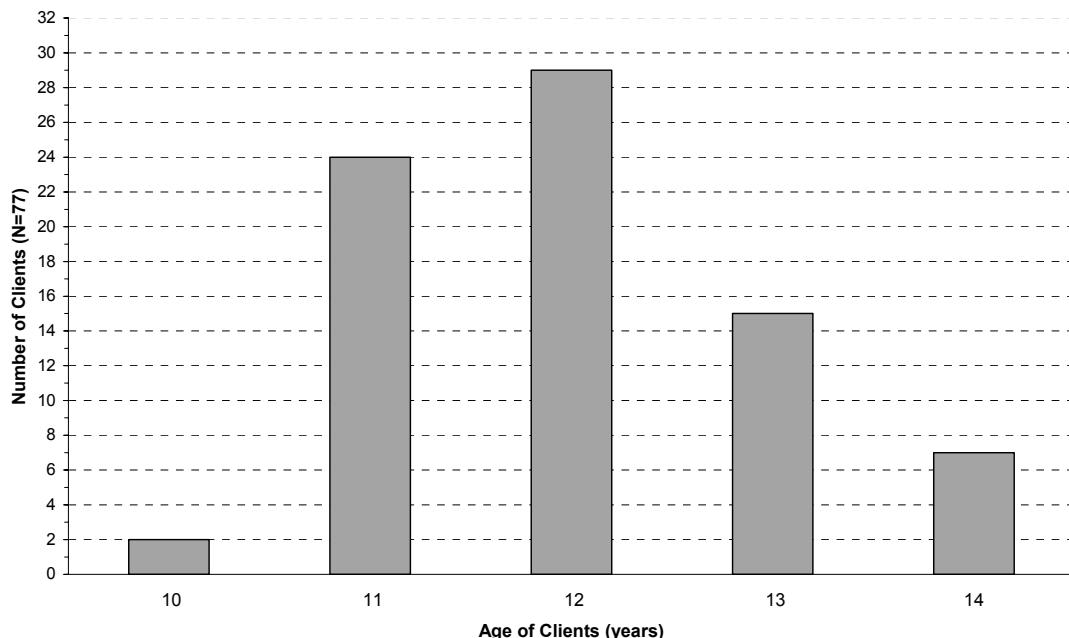
Figure 14.1: Age of Turn Your Life Around Clients (at time of acceptance on to the programme)

Corresponding with the above realisation regarding the best target age range, the referral process was also refined after the first year of operation under CPU funding. Originally referrals would be received from schools in the Avondale area and from these referrals, programme staff would select those youth who were most suitable for the intervention. During the second and third years of the evaluation period this process changed to programme staff spending afternoons for three months (from February to April) in Form One intermediate classes of participating schools observing the behaviour of youth during class, playground and extra curricular activities. A list of the most at-risk youth is generated by summarising risk behaviours according to behaviour, attitude, respect, disorder and frequency of detention.

On the first day of the second school term a school assembly is held by the Programme Co-ordinator. All students are invited to volunteer to join the TYLA programme, and it is stressed that places are limited. The list compiled by programme staff from their class observation is cross-referenced with a list of young people the school believes to be at risk, as well as the names of those who volunteered during the assembly. There is a capacity for approximately five to six youth from each of ten schools per year. In addition, referrals are also received from Specialist Education Services, Police Youth Aid Section, CYF, and various other community agencies.

Once selected, a consultation evening about what the programme involves takes place between TYLA staff, those who referred the youth, the youth and their families. Admission and consent forms are completed that evening for all youth who agree to participate in the programme. Soon after, an assessment is undertaken with the youth and his or her family to assess individual needs and a support plan is developed accordingly.

A dedication to culturally appropriate services is displayed through the networks developed with the local Iwi Liaison Officer and kaumatua. An effort is also made to ensure that there is ethnic representation of all participants at a supervisory level at TYLA camps and that different cultural camp activities are scheduled, for example, the provision of Māori and Pacific artwork instruction. The employment of both a Māori and Samoan staff member is instrumental in providing a culturally appropriate service.

At the start of the evaluation period stakeholders of the TYLA programme were asked if they expected that the programme would provide a service sensitive to the needs of Māori and Pacific young people. Stakeholders responded that programme staff should concentrate on at risk young people regardless of their ethnicity and that cultural sensitivity of staff toward Māori and Pacific people would depend on the staff selection and training. At the end of the evaluation period, all respondents stated that TYLA was culturally sensitive toward the needs of Māori and Pacific young people (with the exception of one who did not feel qualified to respond). Furthermore, the services of an interpreter are also often employed where necessary, but the cost restricts the frequency of such use.

The importance of such considerations is made clear by the ethnicity of TYLA clients. As depicted in Figure 14.2, TYLA participants are the most diverse group of youth in regards to ethnicity when compared with the other programmes described in this document.
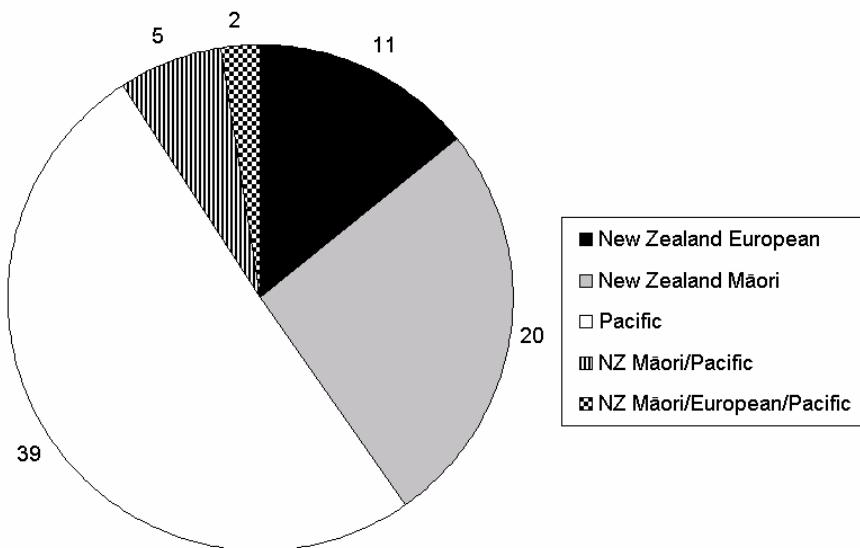
Figure 14.2: Ethnicity of Turn Your Life Around Clients

Once goals for the youth and his or her family have been set, he or she can then take part in a number of self-development and healthy lifestyle seminars, team building activities and meetings with role models. The first of such events is a "leveller" sports day followed by a four-day residential camp for all participating youth. The camp is supervised by approximately 25 staff who are usually members of the Police. Approximately 50 youth are invited to the camp, and during the first day are split into four or five sections. Each section has one pre-determined youth as its leader. In addition, each section has an adult leader and assistant as well as two youth from previous intakes to supervise.

The camp is set up as a competition between the different sections where points are allocated for punctuality at different activities and good behaviour. The first day of the camp takes a quasi military approach whereby a 'drill sergeant' leads team building exercises based on the Blue Light Alternative Strategic Training two day course. Such exercises include trust building activities and a four-way tug of war. The remaining four days are spent undertaking various other activities such as crossing rivers as a team, problem solving, confidence rope courses, and inter-section sports. The evenings are spent receiving life messages with themes such as "think before you act". An accompanying workbook is allocated to each youth to complete within his or her section group. A different speaker also visits each night and such speakers have included various sports and television personalities. On the last night of the camp a mini graduation-style presentation is held for parents to attend where the participating youth perform skits that they have prepared.

Thereafter, weekly meetings are held with each of the clients at his or her school during school hours to discuss issues and progress for that individual. A programme staff member sits in on classes to monitor the behaviour of TYLA participants and discuss any issues with teachers. Group meetings of six to eight participants convene monthly, while programme staff meet with the parents of youth participating in the programme every two months. This process continues until the youth 'graduates' from his or her 'wing' in May of the following year when the youth is in Form Two. In the following year (their first high school year) each youth is contacted every six months to ascertain progress.

Throughout the year various other camps are held which both graduated clients and current clients have the opportunity to attend if their behaviour warrants it. These include a Father and Son Camp (a Mother and Daughter camp is currently being developed), two reading camps per year for youth with lower literacy levels, and four summer weekend camps. Programme staff actively recruit youth who show leadership potential to be leaders at the other camps and the core introduction camp described above. As mentioned earlier, six to eight students from a previously graduated wing (therefore in Form Two or Three) are selected to be leaders and assistants for the introduction camp for the purpose of mentoring and acting as role models for the new TYLA participants. In preparation the selected young people undertake their own training whereby their role in the camps is discussed, training is given and goals are set. Involving these young people is seen as an integral element of the organised camp and is rewarding for both the role modelling youth and their 'mentees'.

In addition to the core business of TYLA, the programme runs an organised activity schedule during the school holidays for past and present TYLA youth and their siblings. Activities include excursions to the IMAX theatre, local museums, Rainbow's End Amusement Park and Kelly Tarlton's Underwater World. A drop-in centre is offered on four days during the holidays where various activities such as table tennis, playstation games and indoor basketball are available. The provision of such services allows parents of the children a break, as well as keeping youth entertained and involved in positive behavioural activities.

OBJECTIVE: BUILDING THE SUPPORTIVE CAPACITY OF PARTICIPANTS' FAMILIES

The needs assessment that is undertaken with each young person and his or her family is recorded on the database. This needs assessment is not only conducted prior to participation on the programme, but also when the youth graduates from his or her wing. Perhaps partly because all TYLA clients who were involved with the programme during the

evaluation period were exited prior to the conclusion of the evaluation period, needs data was recorded both before and on exit for the majority of participants[1].

The clients on TYLA had fewer needs when they joined the programme[2] than the clients on any of the other Police Youth at Risk programmes. Furthermore, although there was a very slight decrease in needs from entry to exit from the programme, there was no significant change in the needs of the young people involved[3]. This lack of improvement in needs is likely to be due to a lack of level of need to begin with. That is, it is difficult to improve clients' needs if they do not require improvement in the first place. The findings of the analysis of needs across all programmes is discussed at length in the 'Outcomes and Cost Effectiveness of the Police Youth at Risk Programmes' chapter.

These needs inevitably correspond with the reasons for referral depicted in Figure 14.3. A total of 557 reasons were recorded for referral to the programme (an average of seven per client). As TYLA clients were not referred as such, these reasons were compiled by teachers once the youth was selected for participation in the programme. The referral reason questionnaire (see Appendix 2) was completed differently for TYLA participants. Instead of selecting a box, numbers were recorded for each of the reasons as follows[4]:

- **1**: Definitely like the child
- **2**: Quite like the child
- **3**: A bit like the child
- **4**: Not at all like the child

Generally, reasons relating to education and social presentation were recorded the most often, with "Finds it hard to concentrate/pay attention" being recorded for all but nine clients (88 per cent of all clients).
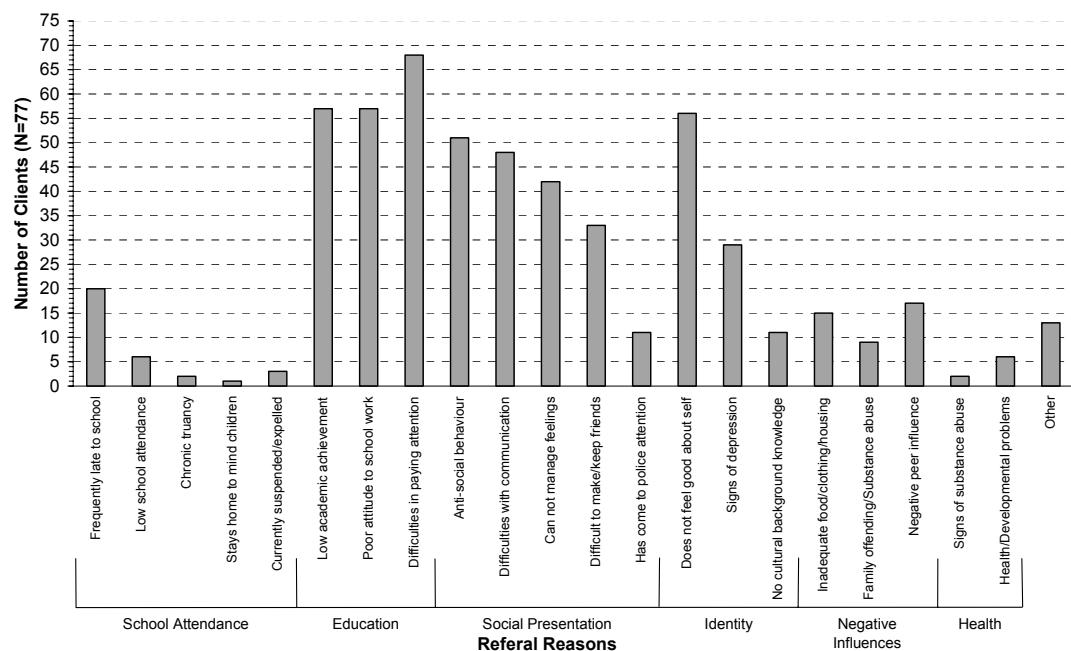
Figure 14.3: Reasons for Referral to Turn Your Life Around

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[1] Only those with ten or more matched needs assessments can be considered to be reliable indicators of the change in need of clients. However, these differences in need should be considered only as an indication as statistical tests for significance for each programme can not be conducted.
[2] Average level of need for clients before they were involved in the programme was 0.39 (for 77 clients).
[3] Average change in need by the time clients exited the programme was 0.11 (for 74 clients).
[4] For the purposes of this evaluation we have included a referral reason for an individual where a 1 or 2 was recorded in respect of that reason.

The plan that is developed for the young person in consultation with his or her family is based on the needs identified for that individual. This plan will determine short-term goals that lead up to long-term goals identified for the young people to attain. These goals were not recorded by TYLA staff in the database.

Where necessary the family is also referred to other agencies for assistance with needs such as reading or psychological assessment. When referrals are made, TYLA ensures that the agency is aware of the ethnicity of the family to ensure that, where possible, a facilitator or staff member is of the same ethnicity as the family. A summary of these services is provided below.

	Usually	Sometimes	Rarely
Arranges recreational/leisure activities for clients	✓		
Arranges accommodation for clients/families		✓	
Arranges schooling for clients	✓		
Rewards positive behaviour eg. movies etc	✓		
Arranges mentors for clients	✓		
Conducts camps for clients	✓		
Arranges/assists with employment for clients/families		✓	
Arranges inclusion in training courses for clients			✓
Arranges inclusion in parenting courses for parents	✓		
Refers to other agencies	✓		

The programme refers clients and their families as follows:

	Usually	Sometimes	Rarely
Drug and alcohol programmes to parents		✓	
Drug and alcohol programmes to young people			✓
Psychological treatment to parents			✓
Psychological treatment to young people	✓		

Although the programme aims to provide each participant with weekly contact once the goals have been set, only two clients were recorded as having received this frequency of contact. It is unclear whether this deficit of contact according to the weekly contact that the programme claims to maintain is due to a lack of recording or actual practice. The majority of clients are shown to have had at least fortnightly contact (refer Figure 14.4), with only four clients recorded as having less than 0.5 contacts (one of whom was recorded as having 0.2 average contacts per week, and the remaining three were recorded as 0.4)[5].

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[5] An average of 28 contacts per client were recorded, with a total of 2,125 contacts made with clients by the programme (although these sometimes included five-day camps that were recorded as one contact).
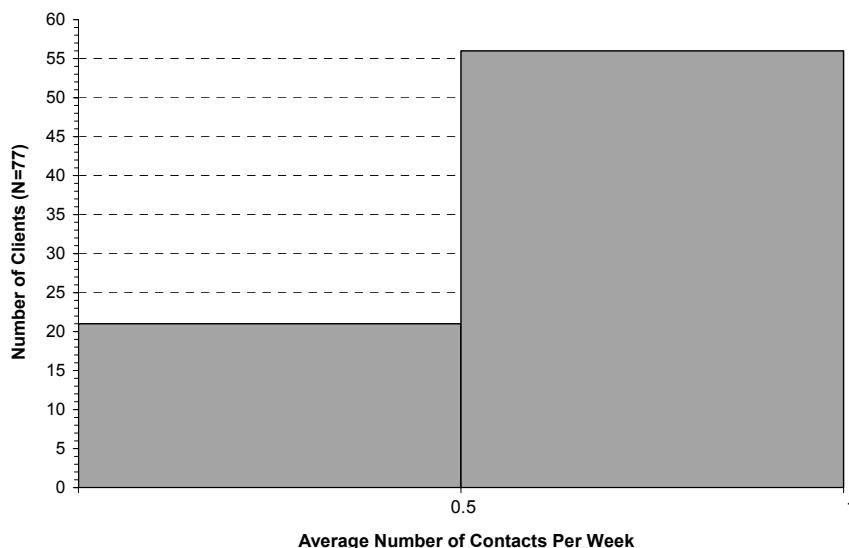
Figure 14.4: Average Weekly Contact Between Turn Your Life Around and Clients

The clients whose details make up the data included in this evaluation comprise four wings[6], which differed in time frames (see Figure 14.5). The first wing included 18 participants who were on the programme from February 1998 until May 1999 – a total of 61 weeks, the longest period. The second wing began in May of 1998 and was also graduated in the May ceremony of 1999 – a total of 48 weeks on the programme. The third wing was the trial wing for third formers which began in July of 1998, also finishing in May of 1999 – 39 weeks. The final wing which included 33 participants began 1 June 1999 and graduated in May 2000 – a total of 50 weeks. Therefore, as explained earlier, all clients were exited from the programme during the evaluation period.
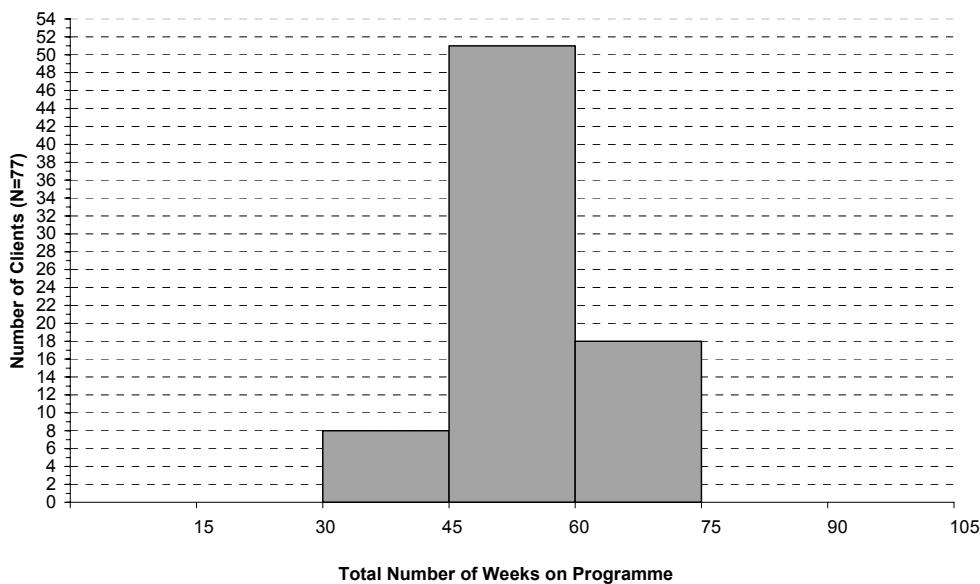
Figure 14.5: Length of Time on Turn Your Life Around

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[6] A 'wing' is an intake of clients.

OBJECTIVE: PREVENTING AND/OR REDUCING OFFENDING BY PROGRAMME PARTICIPANTS

As discussed in the methodology, the periods of time prior to programme involvement and during programme involvement are not comparable. However, it is still useful to look at this information and at the type of offending prior to and during programme involvement keeping in mind that a reduction in offending is expected.

Of all the Police Youth at Risk programmes, TYLA participants showed the lowest amount of offending prior to participating on the programme, undoubtedly due to the younger age of the majority of clients. In fact only 34 clients (44 per cent) offended both prior to and during programme involvement (see Figure 14.6). The minimal amount of offending is consistent with the fact revealed by the needs assessment (as discussed earlier) that most TYLA participants are not particularly 'needy'. Only 79 offences were committed prior to participation on the programme, an average of one per client. Offences committed during participation on the programme totalled 44. However, while fewer offences were committed during than prior to participation, incidents[7] increased in the second time period from 22 to 31.
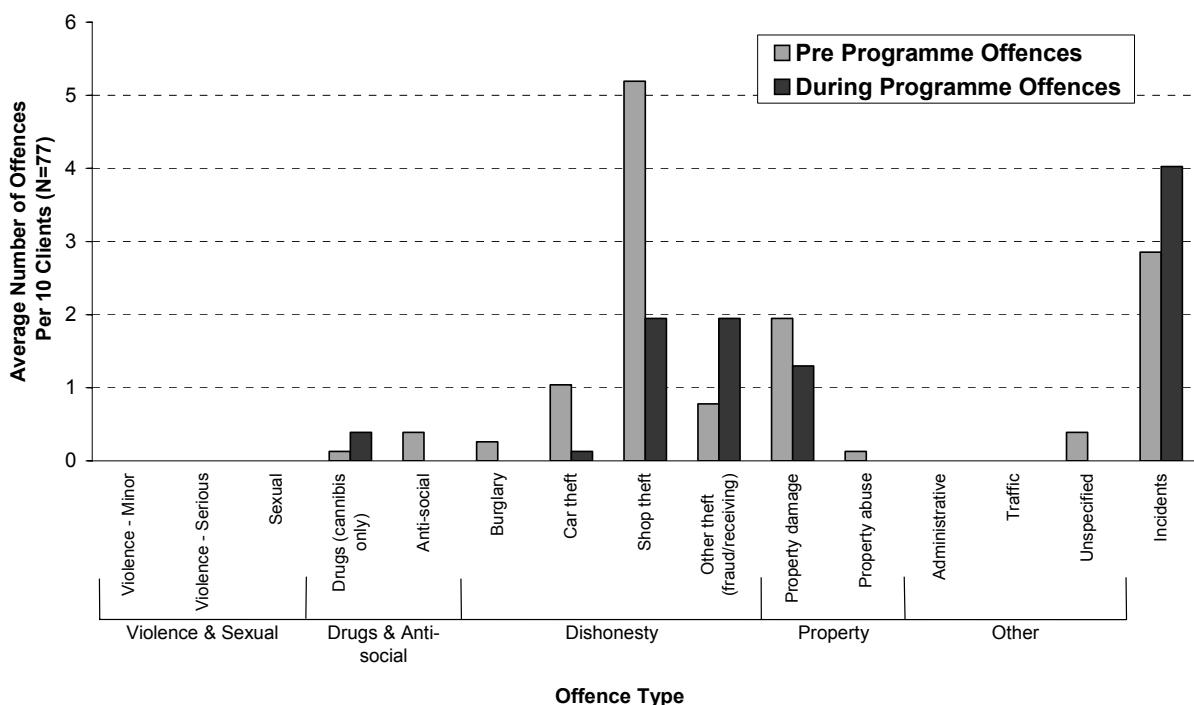
Figure 14.6: Type of Offences Committed Prior To, and During Turn Your Life Around Participation

In addition to the fact that smaller numbers of offences were committed both prior and during programme participation than other CPYAR programmes, as depicted in Figure 14.7, all but five of the offences which were committed prior to participation (three of which were unspecified) were categorised as being of minimum seriousness. All offences committed during programme involvement were categorised as being of minimum seriousness.

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[7] For example running away and substance abuse.
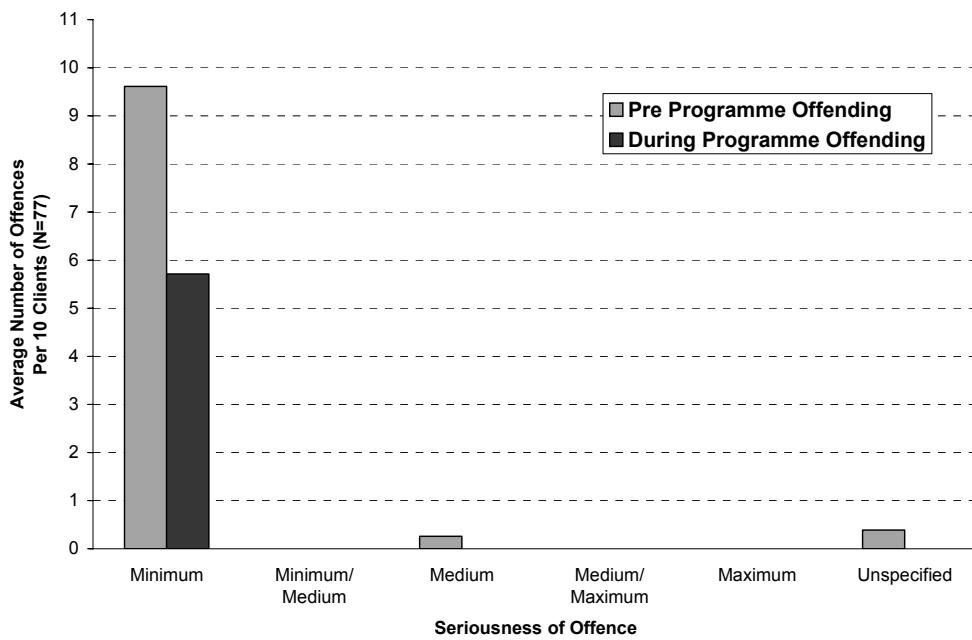
Figure 14.7: Seriousness of Offences Committed Prior To, and During Turn Your Life Around Participation

OBJECTIVE: FOSTERING THE INTEGRATION OF YOUTH AT RISK WITH OTHER COMMUNITY INITIATIVES AND AGENCIES

Due to TYLA using a school-based approach, all referrals of young people to the programme were received from schools. Furthermore, the Programme Co-ordinator had excellent support from Police supervisors and the District Commander, Youth Aid Section and the Community Constables[8].

In addition to schools, a number of other agencies were involved in the stakeholder evaluation of TYLA. At the start of the evaluation period, ten questionnaires were sent out to stakeholders of the TYLA Youth at Risk programme to obtain an indication of community expectations. Five of these questionnaires were returned[9]. At the end of the evaluation period a similar questionnaire was sent out to 14 stakeholders of the TYLA programme to obtain an indication of whether the stakeholders expectations were met. Ten of these stakeholders returned the questionnaire[10].

Key expectations of the stakeholders were that the programme would reduce youth crime and the risk of antisocial behaviour, improve young people's self-esteem and educational opportunities, increase communication between school, home and Police, and expose young people to more positive opportunities. Further expectations were that the programme would provide support for the other agencies, the education system standards, and increase the support and relief for parents. Some of these stakeholder expectations were met by the programme. Key themes of stakeholders responses to the outcome questionnaire were that the programme had a positive effect on the education of the young people, provided support, improved the self-esteem and increased positive life chances of the young people on the programme. Furthermore, the implementation of TYLA enabled other agencies to focus on problems other than youth crime

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[8] For example, the Community Constables and Youth Aid staff took a week off to be leaders on the TYLA camp.

[9] Three of these stakeholders were schools and two were government agencies.

[10] Five schools, three community agencies and two government organisations.

Potential negative outcomes perceived by the responding agencies were that Māori agencies would not be consulted, young people may not respond to the Youth Worker, and families may refuse to co-operate or be jealous if they were not involved, although these were not concerns for all stakeholders. Also, it was a concern that the young people may create their own counter-culture instead of responding to the programme. This last expectation was also noted as an outcome of the programme by an agency at the end of the evaluation period. Other concerns regarding outcomes were that the programme created a false sense of self esteem and arrogance among the young people involved.

The dedication of having a part-time staff member to co-ordinate with other agencies is a reflection of the importance the programme places on interagency communication that is cited in the literature as being integral to the success of a programme focussing on youth at risk. TYLA's policy is to contact other agencies involved with a young person to determine whether their involvement is appropriate.

OBJECTIVE: DEMONSTRATING THE MOVEMENT OF POLICE RESOURCES INTO PROACTIVE POLICING

The TYLA programme was allocated $90,000 per year in Police funding (for the operational phase of the evaluation period, July 1998 to June 2000). TYLA also received an additional $8,750 income a year from other sources[11], and $72,223 a year in donated time and resources[12]. Of all the Police Youth at Risk programmes, TYLA received the most income, a total cash income of $98,750.

Sixty-eight per cent of total programme expenditure was spent on staff costs. These costs covered the employment of two Social Workers and two part-time positions (an Agency Link Representative and a Pen Pal Co-ordinator). At the end of the evaluation period the role of the Social Workers was to be responsible for the initial classroom observations. Each Social Worker dealt with five of the participating schools and were therefore responsible for approximately 25 clients per wing. Once the youth had been selected, the Social Workers were involved with the family and youth in their goal setting and needs assessment. They also undertook the monitoring of and meetings with the youth in schools until they graduated from their wing. One of the Social Workers had voluntary experience in youth agencies and is a singer and composer. The other Social Worker had event management experience. The role of the Agency Link Representative was to refer youth and their families to the appropriate agencies as identified from the referral information collected by the Social Workers. The position was based on 25 hours per week and the person holding this role at the end of the evaluation period had been a registered nurse for 15 years and had experience within youth services work. The part time Pen Pal position was based on eight hours per week, and was responsible for co-ordinating the minor pen pal component of the programme. This person matched youth with appropriate pen pals and also entered programme data into the database. This employee had previously worked for an advertising company and has experience in desktop publishing.

All staff were GAIN (Get Alternative Information Now) certified, GAIN Whakaruruhau trained (specific GAIN delivery for Māori families), and trained in parenting programme facilitation. Other courses undertaken by programme staff included time management, computing, first aid, and ongoing CYF training. The Programme Co-ordinator recognised a need for additional social work training for all staff and this was being addressed at the conclusion of the evaluation period.

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[11] Including, TYLA Trust, individual and corporate contributors, the Rotary Club, and Allied Finance.
[12] At least 50 people volunteered their time to assist TYLA in running the residential camps and school holiday programmes.

In addition to the staff detailed above, TYLA was co-ordinated by a sworn officer (whose costs were covered by Police and contributed to the 41 per cent of the total value of the service provided by the programme). At the end of the evaluation period, the person in the role of Programme Co-ordinator was responsible for overseeing the various camps, managing the public relations and finances of TYLA. The Programme Co-ordinator was also the interface between other Police staff and the programme and reported to the Trust Board. The Programme Co-ordinator facilitated internal supervision for the Social Workers and Agency Link Representative. Having six years experience within Police, partly in Youth Aid, the Programme Co-ordinator had a Diploma in Police Studies, a partially completed Diploma in Professional Development, and has been a New Zealand representative in gymnastics, springboard diving, and aerobics.

During the period July 1998 to June 2000, 77 young people were involved with the TYLA programme at an expense of $1,349 per young person. The programme made a total of 2,125 contacts with the clients at an average of $98 per contact (the average across all programmes was 1,316 at $117). Finally, TYLA had the highest number of client weeks recorded at 3,511 (due to the high number of clients it worked with) with a correspondingly low average expenditure per week per client of $59.

As mentioned under the previous objective, the dedication of a staff member to agency co-ordination is an important part of the programme, and a component that is cited in the literature as critical to providing a holistic service to at risk youth. However, the literature on evaluation of the effectiveness of school-based programmes shows mixed results. Furthermore, a large component of TYLA incorporated recreational activities into their contact with the young person (for example camps and school holiday activity schedules). Research on activities-based programmes has shown to have some effect on delinquent behaviour in the short term but not in the long term and is generally not as favoured an approach as the community-based model which works holistically with young people. However, in addition to working with young people in schools, and involving them in recreational activities TYLA also works with the parents of the young people and incorporates case management into their approach, an element that has been given support within the research literature. Therefore TYLA is regarded as partly meeting the objective of being a demonstration project for the movement of Police resources into proactive policing.

SUMMARY

The TYLA programme aimed to improve the self-esteem, self-confidence and self-development of participants by imparting various life skills, providing a support network and assisting the participant to discern the difference between acceptable and unacceptable behaviour. The values of responsibility, accountability, ownership and cultural identity and the principles of setting and striving for goals are also encouraged. The TYLA programme therefore shared similar objectives to the other programmes and incorporates elements from both the community-based and mentoring models. In this way, it is perhaps more comprehensive than some of the school-based models that have been implemented overseas mentioned in the earlier literature review which do not involve the family of clients on the programme.

Initially TYLA targeted 10 to 16 year olds. However, after analysing their results the target age range for clients was narrowed to 11 year olds, as they found the programme to have the most success with this age group. Programme staff spent time observing young people in their school environment and generating a list of young people that they believed could potentially benefit from the programme. This list was cross-referenced with the school's suggestions and young people that volunteered to participate on the programme. Once

selected, if agreement to participate was gained from the young person and his or her parents, an assessment of needs was undertaken and a support plan developed. Networks and protocols were in place to ensure the needs of Māori and Pacific young people were met, which were outcomes noted by stakeholders. With the extensive development and revision of the programme, it is considered that the programme was successful in developing a strategic approach to client selection processes and programme implementation.

The objective of building the supportive capacity of participants' families can only be assessed to a limited degree due to a lack of data on the goals set and achieved for the clients and their families. TYLA provided the most complete data regarding the needs of the clients which, when analysed, showed that there was no significant improvement in the needs of the clients on the programme. However, given that support plans for clients were developed in conjunction with their families and that families' needs were addressed through the referral to appropriate support agencies, TYLA demonstrated a provision of support for families involved with the programme as well as the clients to some extent.

In accordance with the low level of need of TYLA clients, a very low level of offending prior to involvement with the programme was also evidenced (which may be due to the young age of the clients). Fewer offences were committed whilst clients were involved with the programme, however due to the low level of offending prior to programme involvement this only indicates a marginal level of reduction in offending. The programme may have prevented future offending but due to the lack of a control group this is not known.

TYLA had an excellent relationship with local and district Police. Furthermore, external stakeholders of the programme perceived the programme to have a positive effect on the self-esteem and education of clients, and the support for parents. However, negative outcomes commented on also related to self esteem as some stakeholders thought this may be a false sense of self-esteem, and rather, clients had developed more arrogance.

In establishing whether TYLA was a demonstration project for the movement of Police resources into proactive policing, the outcomes of the programme need to be assessed. Unfortunately, for the most part the results of the evaluation of TYLA are not positive. That is, there was no improvement in clients' needs during the course of the programme, the programme is not targeting clients who are high risk offenders and consequently any effect on reduction in offending was minimal and overall, the effectiveness of school-based models is not widely supported in the literature. For these reasons, it is suggested that while the programme may be effective in improving the educational achievement of clients (as stakeholders commented) and fostering community integration, it is considered to only partially meet the objective of being a demonstration project for the movement of Police resources into proactive policing.

FINDINGS

The findings that arose from the evaluation for the period July 1997 to June 2000 of the Turn Your Life Around programme were as follows:

1. The programme did not target high-risk youth offenders, and consequently participants displayed a low level of need. The programme should change its focus to target high-risk youth.

2. The programme approach is not supported in the current literature as achieving long-term results for participants. The programme could provide a better service if it focussed resources on the case management component of the programme. This would include involving the family of participants to a greater extent.

DISCUSSION OF SCHOOL-BASED APPROACH

TYLA is modelled on a school-based approach to working with young people at risk. The programme also incorporates case management work with clients, elements of mentoring and recreational activities. As mentioned above, the evaluation literature on the effectiveness of school-based programmes does not reliably indicate their success. Furthermore, activities-based programmes may have positive short-term effects on young people involved, however, the research does not support these programmes as having any long-term effect. Although, TYLA incorporates components of best practice into its approach, it is of concern that it is largely based on a school model which does not appear to be targeting and reducing offending behaviour.

Table 9 provides an overview of the extent to which TYLA has met each of the Police objectives, however this table is only intended for use as a quick reference check on whether objectives were met. With respect to making judgements on which programmes model best practice and decisions for future funding allocations, this table should be considered in conjunction with the update to the programme since July 2000[1].

Table 8: Descriptive and Outcome Data for Turn Your Life Around school-based programme

	Turn Your Life Around
Number of clients	77
Expenditure per client	$2,697
Percentage of male clients	90%
Percentage of clients under 14 years	91%
Percentage of Māori clients	35%
Percentage of Pacific clients	60%
Average number of contacts per client	28
Expenditure per contact	$98
Average number of weeks per client	46
Expenditure per client week	$59
Percentage of clients who offended before programme participation	40%
Percentage of clients who offended during programme participation	23%
Average need before programme (N)[2]	0.39
Average need after programme (N)[3]	0.52
Average change in need (N)[4]	0.11

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[1] As presented in Appendix 9: 'Updates for each Police Youth at Risk Programme'.
[2] Average best standard estimate (BSE) on the client needs scale before involvement with the programme, using a standard score where mean = 0.00 and standard deviation = 1.00.
[3] Average best standard estimate (BSE) on the client needs scale after involvement with the programme, using a standard score where mean = 0.00 and standard deviation = 1.00.
[4] Average change in need is the difference between the BSE before and after clients' involvement with the programme, for those clients that had entry and exit needs data.

Table 9:   Summary Table of Degree to which Police Objectives for the Turn Your Life Around Programme were Met

To develop a strategic approach to participant selection and programme implementation			To build the supportive capacity of participants' families			To prevent or reduce offending by young people attending Police 'youth at risk' programmes			To foster integratio programm other age communi		
Not met	Partly met	Met	Not met	Partly met	Met	Not met	Partly met	Met	Not met	Partly met	Met	Not met	Partly met	Met
		✓		✓			✓				✓		✓	

Contributed by Gabrielle Maxwell, Crime and Justice Research Centre[1].

Gains from the programmes that are examined in this chapter are of two types. Firstly the impact of the programme on needs using data obtained before and after the programme is examined and secondly, the costs and benefits of these gains is examined. Finally both sets of findings are discussed.

Much of the analysis of the gains is fairly complex and involves a lot of technical detail. It is necessary to include this detail as the credibility of the conclusions depends on the procedures used. However, for readers who do not wish to read all the technicalities, a brief summary of the main findings from each of the sections is included at the start of each section. In this way, each reader can make a decision about whether or not to read the detail that explains the conclusions.

NEEDS ANALYSIS[2]

SUMMARY OF FINDINGS

The primary method of objectively assessing whether or not the programmes were successful in creating change for their clients is based on an assessment of needs. A scale to measure needs (see Appendix 6) was developed from the work on a similar task undertaken in England and Wales for children placed in the care of the state (Parker et al, 1993) and previous work on needs undertaken in the Office of the Commissioner for Children in New Zealand (Maxwell et al, 1996). The questionnaire contained 58 items divided into sub-scales covering needs in relation to health (H), education (E), identity (I), relationships (R), emotions and behaviour (EB), and social skills and impressions (S).

All programmes were asked to assess all clients by getting both the young person and their parent to complete the needs scale about the young person when they entered the programme and when exited from the programme (or at the conclusion of the evaluation period if still on the programme). Data was provided for 253 young people before the programme, and for 159 young people after the programme. Scores examining changes from before to after were available for 140 young people.

The result of the analysis of outcomes of the Police Youth at Risk Programmes has been effective and informative.

1. The first critical finding is that both parents and the youth themselves show considerable agreement about the amount of need both before and after the programme.

2. The measures of needs are reliable judging by the amount of the inter-item reliability coefficients and sub-scale correlations. However, there is not a great deal of consistent difference between the various sub-scales – if these youth are in trouble, for most this seems to be the case across all areas: education, identity, relationships and emotions

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[1] The Tables and Figures in this section are numbered separately from those in the rest of this document, due to the section being written by a separate author.
[2] Data was not available from the Otago Youth Wellness Centre for this section; either on needs or on income and expenditure. Therefore, Otago Youth Wellness Centre is not represented within any of the tables in this section.

and feelings. Nevertheless, there may be a sub-group for whom education needs stand out as the most important area of deficit.

3. Most importantly, the results demonstrate that, overall, the programmes are effective for the youth who have been referred to them.

4. Effectiveness in reducing need is related to the amount of need. In part, this is because of the nature of the measure of need reduction: it is not possible to reduce need when there is none initially and this was true for some of those on the programmes. However, the greater the initial need, the more likely the reduction overall indicating that the most needy youth are capable of benefiting substantially.

5. However, effectiveness is not related to the sex or ethnicity of the youth or the amount and seriousness of any prior offending and a weak relationship with age results from the fact that the older youth were initially more needy.

6. Effectiveness in reducing need is related to the source of referral. Those referred by the Police had, on average, higher initial needs than those referred by other sources. But they also were somewhat more likely to respond to the programmes as evidenced by a change in needs scores and this effect was over and above any effect due to greater needs.

7. Effectiveness depended on the type of programme. Overall, the community-based programmes were most effective followed closely by the mentoring programmes, and differences in the amount of change between these two programmes were not significant. In contrast, the school programme did not show any significant reduction in need from before to after. This is partly a result of the fact that the school programme accepted many youth initially low in need. However, this finding is also consistent with literature that suggests that the most effective programmes are those that involve parents and are focussed on responding to the individual needs of the youth *and* his or her family (Herrera, 1999; Gottfredson, 1998; and in New Zealand: McMaster et al, 2000; Shepherd & Maxwell, 1999a; Shepherd & Maxwell, 1999b).

8. The number of contacts with and length of time on the programme are also important factors in predicting change. Those with a greater number of contacts and those who spent a longer period in the programme were more likely to change. Those with at least 50 contacts and at least a year in the programme are most likely to have changed. This confirms the widely held views of those involved in the programmes that the young people and families they are dealing with need intensive and long term support for change to occur.

9. The final step was to determine how these variables best combined to predict change. Overall, the four most important variables were high initial need, followed by whether or not the young person was referred by the Police, the number of weeks of contact and the programme approach (community and mentoring programmes were more effective). The number of contacts was not independently important because it was correlated with the number of weeks of contact.

The detailed account below takes the reader through each step of the analysis that has led to these findings.

DATA COLLECTED BY PROGRAMMES

In all programmes the questions regarding the young person's needs should have been asked of all parents and young people before entry into the programme (hereafter referred to as 'before') and again at exit or at the end of the evaluation period if the young person was still in the programme at that time (hereafter referred to as 'after'). In practice, not all young people and their parents completed the questions at both time points. Table 1 below describes the data that was collected for each programme over the two and a half years from January 1998 to June 2000.

<u>Table 1</u>: Number of Responses to Needs Questionnaires Before and After by Parents and Young People on each Programme[3]

	Before			After			Both[4]
	Parent	**Youth**	**At least one**	**Parent**	**Youth**	**At least one**	**At least one before and after**
Mount Roskill	10	11	11	9	10	10	10
Te Taurikura	7	9	9	4	4	4	3
Māngere	11	20	20	7	5	8	7
Glen Innes	9	15	15	6	7	8	6
Taiohi Toa	9	12	12	0	0	0	0
Te Aranui	12	13	18	9	8	9	0
Timatanga Hou	14	13	14	1	1	1	1
J Team	14	13	14	1	1	1	1
Waimakariri	9	9	12	9	9	12	12
Project Pegasus	18	18	23	9	5	9	9
Operation New Direction	12	13	17	12	12	12	6
One to One	11	8	11	11	8	11	11
TYLA	68	66	77	72	45	74	74
Total	**204**	**220**	**253**	**150**	**115**	**159**	**140**

The data in Table 1 shows that 204 parents and 220 youth completed initial needs assessments. In total there was at least one initial response for 253 youth. 'After', 150 parents and 115 youth responded with a total of at least one response for 159 youth. 'After' assessments were absent, or almost so, from Timatanga Hou, Taiohi Toa, and the J Team, and, for Te Aranui, the 'after' data provided was for youth for whom there was no 'before' data. 'After' data was only available for about half the 'before' cases for Te Taurikura, Glen Innes Community Approach, Māngere Youth at Risk Project, and Project Pegasus. More than half the 'before' cases had 'after' data for Mount Roskill Community Approach, Waimakariri Community Youth Worker Project, Operation New Direction, One to One, and TYLA. Overall there was a response by at least one person (either the youth or the parent) both 'before' and 'after' for a total of 140 youth.

Scores were calculated for each questionnaire. A best standard estimate (BSE) score was then calculated both 'before' and 'after' for as many youth as possible. The BSE score averaged standardised data for parent and youth when both were available but otherwise used data from the single available questionnaire. Change scores were calculated when data was available, by subtracting 'before' BSE scores from 'after' BSE scores. Details of the scoring procedure are included in Appendix 6.

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[3] These numbers are often much smaller than the actual number of youth involved in the programmes. The total numbers involved are summarised in Table 14 of the cost and benefit section.
[4] These cases are matched pairs where there was at least one reply from either the parent or youth both before and after.

METHODOLOGY

The means of the samples on which scores were available only before or only after were compared with the means of the sample where there were scores both before and after. The results of these tests showed that there were no significant differences in either before or after scores for the youth on whom scores were available at only one time and those for whom scores were available at both times[5]. This result indicated that it would be possible to include the entire 160 cases for which there was after data in further analyses of the impact of the programme as the changes were likely to be similar for those on whom data was available at both times and those for whom data was only available at one point in time.

The above results indicated that analyses could now be carried out that compared possible critical factors (the independent variables) with both potential measures of outcome: change scores and scores after only (the dependent variables). In other words:

1. Does sex, age or ethnicity affect the outcome?
2. Does the amount and seriousness of prior offending affect the outcome?
3. Does the initial amount and type of need affect the outcome?
4. Does the nature of the source of referral relate to the outcome?
5. Does the type of programme affect the outcome?
6. Does the amount of contact with the programme affect the outcome?

Each of these questions is dealt with below. Tests of statistical significance were used to examine the relationships between the variables[6]. The overall statistical results are summarised in Table 2. The final column indicates whether the results were significant (by giving the 'p' value indicating the probability that this was a chance result for the significant findings or 'ns' where the finding was not significant). This shows that, of the demographic and prior offending variables, only age showed a significant relationship to outcome as measured by needs scores. However there were significant relationships with outcome depending on the degree of need before entry, the referral source, the type of programme; length of time on the programme and the amount of contact with the programme. The text below presents the detailed findings and discusses the results for each of the sets of analyses.

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[5] Before the t value was 1.80, df=245, p=0.07 and after these figures were t=0.35, df=158, P=0.73.
[6] Correlations, analysis of variance and t tests were carried out as appropriate to the data, using SPSS. The smaller the p value, the greater the significance of the relationship between needs and the independent variable.

RESULTS

Table 2: Results of Analyses of Variance, T Tests and Correlations to Determine the Relationship between the Various Independent Variables and the Two Outcome Variables, which Measure Change in Needs from Before to After and Level of Need After

Independent variable	Dependent variable	F value, t value or r value	Degrees of freedom	Significance/ Probability
Age	Change scores	F=4.89	2,138	p<0.01
	After scores	F=0.48	2,157	ns
Sex	Change scores	t=1.00	139	ns
	After scores	t=0.18	158	ns
Ethnicity	Change scores	F=0.70	2,138	ns
	After scores	F=0.10	2,157	ns
Number of prior offences	Change scores	F=1.76	2,138	ns
	After scores	F=0.67	2,157	ns
Seriousness of offences	Change scores	F=1.30	2,83	ns
	After scores	F=1.68	2,92	ns
Initial need score	Change scores	r=-0.67	140	p<0.001
	After scores	r=0.13	140	ns
Source of referral	Change scores	F=4.96	4,136	p<0.01
	After scores	F=2.28	4,155	p<0.10
Programme type	Change scores	F=10.08	2,138	p<0.001
	After scores	F=0.64	2,157	ns
Number of contacts with client	Change scores	F=4.14	2,138	p<0.05
	After scores	F=0.05	2,155	ns
Length of time on the programme	Change scores	F=6.63	2,138	p<0.01
	After scores	F=0.63	2,157	ns

The Impact of Age, Sex and Ethnicity on Outcomes

As indicated in Table 2, there were no significant relationships between change scores or after scores and the sex of the young person or their ethnicity. In other words, any impact of the programme is much the same for girls and boys and it was much the same for Māori, for Pacific young people, and for those of other ethnicities. However, there was a significant relationship between outcomes and age, in the amount of change in need before and after the programme. The mean scores for each of the groups on all three variables are set out in Table 3.

Table 3: Mean Scores for After and for Change Scores for Age, Sex and Ethnicity (showing n in brackets)

Factor	After mean (n)	Mean change (n)
Age		
< 14 years	0.53 (77)	0.23 (71)
14 to 16 years	0.66 (69)	0.79 (56)
17 years +	0.50 (14)	1.13 (14)
Sex		
Male	0.59 (127)	0.55 (117)
Female	0.56 (33)	0.29 (24)
Ethnicity		
Māori	0.55 (58)	0.56 (50)
Pacific	0.58 (54)	0.36 (53)
All others	0.63 (48)	0.64 (38)
Overall	**0.59 (160)**	**0.51 (141)**

All the 'after' means in Table 3 are very similar regardless of age, sex and ethnicity. When it comes to mean change, it appears that the older the youth the greater the change. However, this might not be because the older youth were more responsive to the programme or that the programmes were necessarily more successful with older youth. Further analysis suggested that the greater change was because the older youth had more needs before entering the programme. As we will see later in this section, those with more needs were more responsive simply because change was possible for them while it was not possible for those with few or no needs. Therefore, an analysis of covariance was carried out to see whether or not the greater change for older youth was because they had more needs initially. The analysis of covariance showed that the significance of age as a factor was reduced and that now the effect of age on change did not reach the 5 per cent level of significance[7]. Thus the apparently greater improvement of the older youth was largely a function of their greater needs at entry to the programme. The different ages of youth on the different programmes cannot therefore explain differences in the success of different programmes in reducing needs.

The Impact of Prior Offending on Outcomes

Surprisingly as indicated in Table 2, the number and seriousness of prior offences were not significantly related to the outcomes. The data in Tables 4 and 5 present means for the change in needs those youth with none or a number of prior offences and for those youth whose offences were minor compared to those whose offences were more serious.

Table 4: Mean Scores for Level of Prior Offending for After and for Change Scores (showing n in brackets)

Number of prior offences	After mean (n)	Mean change (n)
None	0.65 (64)	0.44 (61)
One or two	0.47 (46)	0.28 (33)
Three or more	0.61 (50)	0.76 (47)
Overall	**0.59 (160)**	**0.51 (141)**

Table 5: Mean Scores for the Level of Seriousness of Offence[8] for After and for Change Scores (showing n in brackets)[9]

Seriousness of prior offences	After mean (n)	Mean change (n)
Minimum	0.71 (45)	0.67 (41)
Minimum/medium	0.25 (13)	0.13 (13)
Medium, Medium/Maximum, or Maximum	0.74 (37)	0.72 (32)
Overall	**0.66 (95)**	**0.61 (86)**

An examination of the data in Tables 4 and 5 shows that there appear to be some differences in relation to either prior offending category or seriousness category but these are not large and nor are they changing consistently. Even when the comparisons were made using the actual numbers of prior offences there were no significant differences in terms of prior offences. With respect to seriousness, the differences were not significant when minimum offences were compared with all others. Nor were they significant when seriousness categories minimum and minimum/medium were combined and compared with those rated medium, medium/maximum, and maximum. Thus neither the level nor the

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[7] An analysis of covariance was carried out. This test enables the effects of a co-variate (in this case – initial need) to be removed from a calculation. After the impact of initial need was controlled, the F value for the effect of age on change was =0.56, df=2, ns.
[8] Taking the most serious offence each youth committed prior to programme involvement.
[9] It should be noted that data on seriousness was not available for all cases so that the overall numbers of 95 and 96 respectively show only approximately 60 per cent of the total sample.

seriousness of prior offending had any impact. This finding suggests that programme factors were more important than prior offending factors in determining the amount of change recorded for different clients.

The Impact of Initial Need on Outcomes

Initial need is, however, related to the outcome and this relationship was explored as fully as possible. The first step was to determine whether or not the needs scores showed changes from before to after. The significance of this was determined for the 141 cases on which both a before and after score could be calculated. A paired t test showed a significant difference (see Table 1). Overall the difference showed a significant reduction in initial needs after the programme.

A calculation was made of the correlation between initial need and change. The r value was -0.69 (df=141, p<0.001). This shows that there is a moderately strong correlation between the two variables. The scatter plot in Figure 1 presents the detail of the relationship between initial need overall as assessed by the BSE before score and the change BSE after score. Those above the line on the graph have shown positive gains. It can be seen from the plot that about 40 per cent of those with scores of −1.25 standard deviations below the mean show little or no change from before to after and a significant proportion of others with initial scores below the mean also show little or no change. This is not surprising. Unless there are needs before, then it is not possible to respond to them and the scores can be expected to remain largely unchanged after.
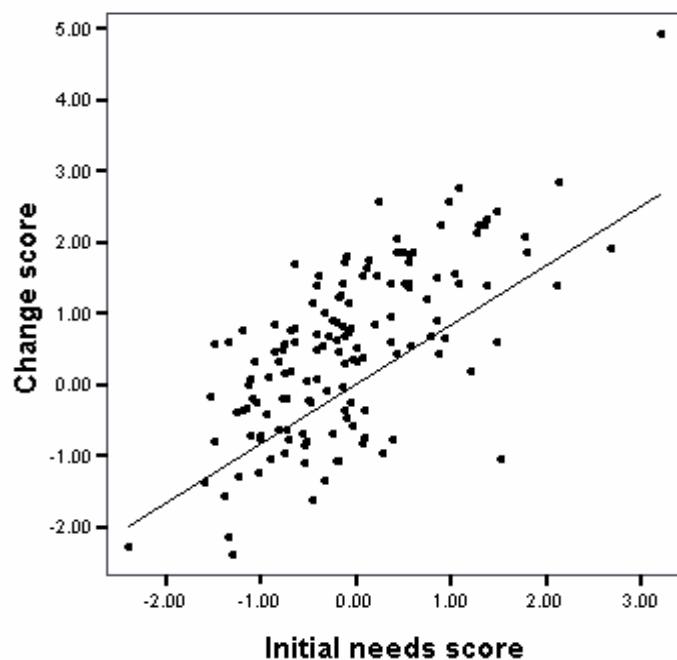
Figure 1:   Scatter plot showing change and initial needs scores

However, it might also be expected that the programmes would be more effective with young people with moderate need and make less impact on the most difficult. This is not the case. The graph shows that, overall, there is a linear relationship between before needs and after needs. Indeed, the great majority of those with needs scores above the average for this sample appear to have benefited from the programme. In other words, the greater the need, the greater the change at all levels and those who appear to benefit the most, using the criteria of overall need score, show the most change. Appendix 7 provides a key to the

scores to enable practitioners to make judgements about the actual change in score that is likely to occur given different initial needs results.

Are There Differences in Change Depending on the Type of Initial Needs?

The next question is whether or not the programmes are more effective in responding to some types of needs than others. For example, are the programmes more able to respond to identity or educational needs compared to overall relationship needs or emotional and behavioural needs? In order to answer this question, the first step was to determine whether or not the different subscales were actually assessing different types of need.   In other words, are these scores reliable and independent?

In order to assess the reliability of the scales Alpha coefficients were calculated for each sub-scale using all the data available for parents and young people and from both before and after. The reliabilities for each sub-scale and the number of items are described in Table 6.

Table 6:   Reliabilities and Numbers of Items for each Subscale (n=406)

Sub-scale	Alpha	N of items
Education	0.79	8
Emotions and behaviour	0.86	16
Identity	0.71	8
Relationships	0.60	8

The data in Table 6 shows that all the alpha reliability coefficients were above the level of 0.60 and three were above 0.70. This indicates that items within each scale were related to one another (for instance, the relatively close relationship between the educational items indicates that the scale reliably measures needs in relation to education). However, the sub-scales were not entirely unrelated to one another as the data in Table 7 shows.

Table 7:   Correlations Between Subscale Scores (n=406)

Sub-scale	Education	E &B	Identity	Relationships
Education	1.00	0.47**	0.45**	0.47**
Emotions and behaviour		1.00	0.53**	0.48**
Identity			1.00	0.66**
Relationships				

The data in Table 7 shows that there were significant correlations between all the scales. These moderately high correlation coefficients indicate that the scales are not independent of one another. For most, needs were relatively high or relatively low across all areas; for example, those high in educational needs were also likely to have needs in relation to emotions, behaviour, identity and relationships. Differences in types of need appear to be less important than overall need.

Given this finding, it is not surprising that the results of the factor analysis were unable to confirm the existence of four independent scales corresponding to the four categories of education, emotions and behaviour, identity and relationships. Rather, the analysis (see the results in Appendix 8) showed that the main difference in the way parents and their children responded to these scales depended on whether the items were phrased positively or negatively.   This indicates that some of those who reported that the youth had a lot of problems were, nevertheless, quite positive about their progress in general while others who indicated that there were many problems had a more negative view. Similarly, many of those

who had a positive view in general reported many specific problems while others were positive in general and reported few problems[10].

The factor analysis showed that the next difference was between the young people who had general difficulties in relation to emotions and behaviour, relationships and those with difficulties of a more serious anti-social nature. However, all the items on the third factor also appeared on the first factor. Furthermore, the correlations reported in Table 7 and in Appendix 8 show that the distinction between those with needs of different types is by no means clear-cut. The main differences marked out by the factor analysis are between youth with and without needs of a general kind and between those whose needs are general as opposed to others whose needs were more related to anti-social behaviours.

We have already demonstrated that change is related to initial need. The next question that can be asked is: what type of initial need is most related to change? When scores on the individual sub-scales were used to predict the amount of change, the result showed that three sub-scales were the most significant predictors. Together the sub-scales assessing emotions and behaviour, education, and identity predicted 38 per cent of the variance in change and the value of the multiple correlation was 0.625 ($p<0.001$). In other words, needs in these three areas were more important in determining the amount of change than relationship needs.[11]

The impact of source of referral on outcomes

As indicated in Table 2, the source of referral was related to the change score or to the level of need reported after the programme. This finding is illustrated in Table 8, which gives the means for the various referral sources.

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[10] Some have interpreted these tendencies as "response sets" which should be dismissed as artifacts. On the other hand, an alternative view, and one which we favour, is that there is a real sense in which parents of problem youth differ in the positivity with which they view their children and their children's future.
[11] However, this is not to say that relationship needs are irrelevant to outcomes. We have already demonstrated that there are significant correlations between the score on relationships and the scores on the other three scales. But this analysis indicated that relationship needs are less likely to be related to change in this sample than other types of initial need.

Mean Scores for Before Compared to After and for Change Scores for Referral Sources (showing n in brackets)

Referral source	Before mean (n)	After mean (n)	Mean change
Police	-0.21 (108)	0.73 (95)	0.82 (84)
Education	0.045 (99)	0.37 (27)	0.14 (22)
Other Government agency	0.43 (17)	0.52 (18)	0.12 (17)
Community agency	0.09 (12)	0.46 (13)	0.20 (11)
Other	0.41 (11)	-0.08 (7)	-0.68 (7)
Overall	**-0.02 (247)**	**0.59 (160)**	**0.51 (141)**

The data shows that there is the tendency for after scores to be most favourable when referrals were from the Police and least favourable when they were from 'other' sources such as family and self. This difference is significant when the change scores are considered. The means in Table 9 shows that the most change was affected when referrals came from the Police and least from any other sources, especially family and self.

A comparison of initial need scores and referral sources shows that there is a significant difference ($F=2.98$, df=4,242, $p<0.05$). The means presented in Table 9 indicate that those referred by the Police are initially more needy than those referred from other agencies and post hoc tests confirm the significance of this[12]. The higher initial need score for Police referrals could explain much of the apparently greater success with them. To test this possibility an analysis of covariance was carried out. However, the analysis of covariance indicated that referral did have a significant impact over and above the effect of the initial scores ($F=2,45$, df=4,141, $p<0.05$).

The impact of the type of programme on outcomes

The type of programme was significantly related to the outcome. A one way analysis of variance was carried out comparing the differences between change scores for each programme type and a two way analysis of variance examined the extent to which there were significant interactions between programme type and the scores before and after the intervention. The mean scores from these comparisons are set out in Table 9.

Table 9: Mean Scores for Before Compared to After and for Change Scores for each Programme Type (showing n in brackets)[13]

Programme type (n)	Before mean (n)	After mean (n)	Mean difference	Significance	Mean change score (n)
Community (10)	-0.27 (142)	0.60 (63)	0.87	t=5.53, df = 49, ***	0.97 (50)
School (1)	0.39 (77)	0.52 (74)	0.13	t=0.85, df = 73, ns	0.11 (74)
Mentoring (2)	0.10 (28)	0.76 (23)	0.66	t=4.45, df = 16, ***	0.88 (17)
Overall	**0.02 (247)**	**0.63 (160)**	**0.65**		**0.51 (141)**

The results in Table 9 show that there were significant improvements for the youth involved in the community programmes and the mentoring programmes but that there was no significant change for those involved in the school program. Inspection of the means indicates that an important factor in the lack of positive change overall for those in the school

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[12] Post hoc tests do not show any significant differences between means for referral sources other than Police.

[13] There are two similar analyses presented in this Table but they are statistically different. The first four columns compare two independent groups (all those assessed before and all those assessed after) and then determine what the average difference in score is for each type of programme. The second is a matched pairs test that examines change for the smaller group which were assessed both before and after the programme. Both approaches are important as the similarity in results confirms the legitimacy of using the larger numbers in later regression analyses that are fragile with smaller numbers.

programme was because of a relatively high initial mean indicating that many of those entering the programme had few needs.

The impact of the amount of programme contact on outcomes

The data indicates that the amount of contact with the programme was significantly related to outcomes. In analysing this data, the cases where there were fewer than five contacts were excluded. This was done because it was very unlikely that change would occur with such minimal contact and a graph of change and number of contacts clearly demonstrated that this was true in practice as well as theory. Including these cases would, therefore have obscured the most interesting question which was about the optimum level of contacts to achieve change in a sample of at risk young people. Table 10 sets out the mean number of contacts and Table 11 presents the mean number of contact weeks. Figure 2 shows scatter plots describing the relationship between change and number and weeks of contact.

Table 10: Mean Scores for After and for Change Scores for Contact (showing n in brackets)

Number of contacts	After mean (n)	Change mean (n)
5 – 29	0.58 (59)	0.29 (49)
30 - 49	0.57 (52)	0.34 (48)
50 +	0.62 (47)	0.92 (44)
Overall	**0.59 (158)**	**0.51 (141)**

Table 11: Mean Scores for After and for Change Scores for Number of Contact Weeks (showing n in brackets)

Contact period	After mean (n)	Change mean (n)
Less than 6 months	0.60 (15)	0.27 (8)
6 months – 1 year	0.52 (83)	0.20 (73)
1 year or more	0.68 (62)	0.91 (60)
Overall	**0.59 (160)**	**0.51 (141)**
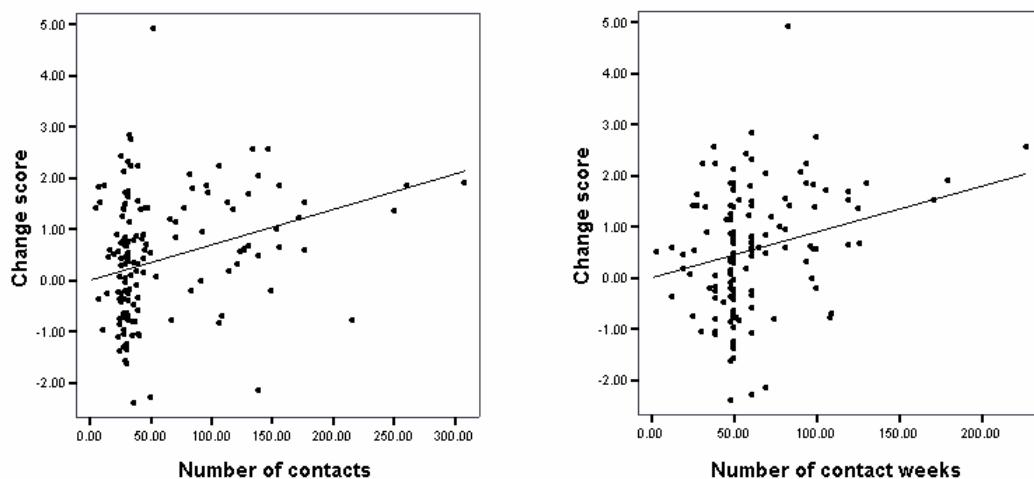
Figure 2: Scatter Plots Showing the Relationships Between Change and the Amount of Contact and Number of Contact Weeks

The data in Table 2 showed that there was little difference between the mean after scores (see Table 10) as a function of the number of contacts. However, mean change scores were significantly different. The means in Table 10 indicate that the greatest amount of change occurs, on average, for those with at least 50 contacts and that, on average, there is a more modest amount of change for those with less than 50 contacts.

The scatter plots make these findings clearer. The regression line shows that, on the whole, with more contact there is more change. The plot also shows that almost half of the youth with fewer than 50 contacts have less than average change scores[14] but the other half show varying amounts of change. Thus there appears to be a lot of individual difference in the amount of change when contacts are relatively few. On the other hand, for at least three quarters of the youth with more than 50 contacts, there is evidence of above average change.

The data in Table 11 shows that change is more likely when the young people have been in the programme for at least one year. The regression line in the scatter plot in Figure 2 confirms the relationship between length of time in the programme and the amount of change. It also suggests that there are important individual differences in the amount of time required for change to occur: a lot of youth cluster around about the 50-week mark but they vary considerably in the amount by which they change. However, when the young people have been in the programme for at least a year, they are more likely to show positive changes.

Further inspection of the data in the scatter plots in Figure 2 emphasises the considerable variation in the contact needed for change. Although both graphs show trend lines that suggest a general tendency for contact to be related to change, it is apparent that the areas of the graphs where bulk of the youth cluster in terms of contact are areas of the graph where the amount of change varies widely. The message in all this is that the amount of contact needed by these youth will differ considerably. Some will change with between 5 and 49 contacts but others will need more than 50 contacts. And almost all those who have had at least 50 contacts show evidence of change as do most of those who have been in a programme for eighteen months or more.

Figure 3 compares the relationship between the number of contacts and the length of time over which contacts took place.

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[14] As these scores are standard scores, 0.00 is the mean score.
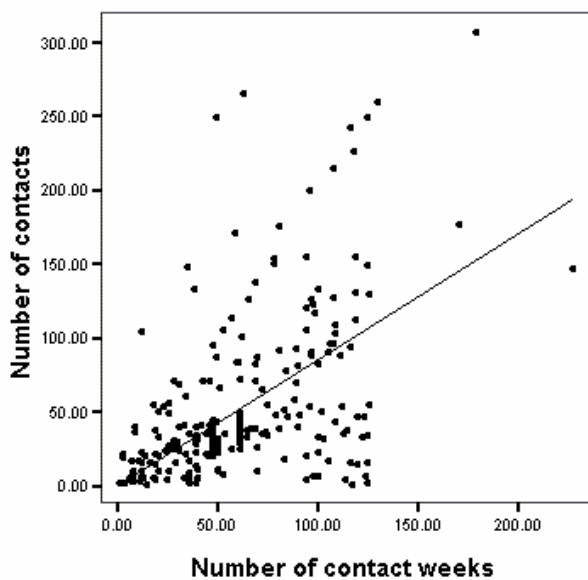
Figure 3: Scatter Plot Showing the Relationship between the Number of Weeks over which Contact could have Occurred and the Number of Actual Contacts (n= 258)

The data in Figure 3 demonstrates that, as might be expected, the longer young people were in the programmes, the more contacts occurred (r=0.52, df = 256, p<0.001). However, there is a lot of variation. Many of those recorded as having been in the programme for 50 or more weeks had about the same number of contacts as those who had been in the programme for a much shorter period and this is consistent with the earlier suggestion that some may remain on the books of the programme after most of the intensive work has been completed. Many of those who had 100 or more contacts were in the programme for less than 50 weeks.

Predicting Change

The final step in the analysis was to determine whether the findings of the importance of initial level of need, the type of programme, and the amount of contact with the programme are independent predictors of change or whether there is a relationship between these variables which means that one is less important than another. The way to do this is to use a technique called multiple regression, which examines exactly this question by indicating which variables independently contribute to the prediction and by what amount. A multiple regression also describes the extent to which the combination of factors predict the outcome and this gives an indication on the size of the effect, in other words the collective importance of the factors that have been able to be measured. Table 12 below sets out the results of multiple regressions calculated to predict the change score[15].

Table 12: Regressions Predicting Change Scores from Initial Need, Referral Source, Type of Programme, Numbers and Weeks of Contact and Age

Contributing factors	Regression 1 - betas predicting change with initial need	Regression 2 - betas predicting change without initial need
Initial need	-0.61, t=9.49, p<0.001	excluded
Referral source:	-0.16, t=2.66, p<0.01	-0.27, t=3.53 p<0.01

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[15] A multiple regression was also used to attempt to predict the after scores but this proved not to be significant.

Police versus other		
Number of contact weeks	0.14, t=2.33, p<0.05	0.22, t=2.70, p<0.01
Type of programme: School versus others	ns	-0.22, t=2.75, p<0.01
Number of contacts with client	ns	ns
Age	ns	ns
Regression	r=0.72	r=0.48
Percentage that the variance accounted for	50%	22%
Overall F value	F=47.95, df=3,137, p<0.001	F=13.95, df 3,137, p<0.001

The results of the multiple regressions show that the best fit gave an r=0.72 and indicated that 50 per cent of the variance in changes in need could be accounted for by the factors included in the above table. The most important factor affecting the outcome in terms of change in needs was the initial need score: those with more need initially changed most. When this was entered in to the equation the only factors to emerge as an important predictor were the referral source (in particular whether or not the referral was from the Police or from other sources) and the number of contact weeks. Overall the Police-referred cases changed more than others and this tendency was over and above the fact that Police-referred cases had initially greater needs. In addition, those with the longer period of contact were more likely to change.

When initial needs were excluded from the regression analysis, the type of programme also emerged as an important predictor with school being a less effective programme type. This regression analysis confirms what was already known, that the lack of impact from the school-based programme was due largely to the fact that it selected many youth with relatively few needs. However, it is important to note that although number of contacts did not emerge as a significant predictor is not because it is unimportant. Rather, the close relationship between programme type and number of contacts and contact weeks and number of contacts has led to number of contacts not making an additional contribution to the prediction of change.

COSTS AND BENEFITS OF POLICE PROGRAMMES[16]

SUMMARY OF FINDINGS

An analysis of costs and benefits based on the available data indicates that:

1. The expenditure on client contact and programme delivery seem reasonable when the figures for expenditure per contact and per client week are examined and compared with other crime prevention programmes which have been evaluated (Maxwell et al, 1999).

2. There are considerable differences between programmes in cost, which reflects the different nature of clients and types of programme.

3. The community programmes were, on the whole, more expensive than the one school-based programme, but this programme was less effective in engendering change.

4. Mentoring programmes had fewer expenses than community programmes, but the cost of the mentoring programmes increases when the estimated value of volunteer contributions is added.

5. In general, the figures of money spent are an underestimate of the real costs of the programmes. Over a third as much again of the value of the programme comes from resources or time that is donated in some way; this includes the time of volunteers which is substantial and fundamental to the mentoring programmes. For Mount Roskill Community Approach, Te Taurikura, Glen Innes Community Approach, Te Aranui, Operation New Direction, and TYLA, donated materials and time accounted for at least $50,000 per annum on average. Therefore, the true cost of these six programmes is 48 per cent greater than actual programme expenditure.

6. On the basis of these data, the expenditure per client is $2,647 per annum but the average value of the service provision per client per annum is effectively $3,892. An individual contact costs $117 but can be valued at $186 and a contact week costs $76 but can be valued at $128. It is suggested that these higher estimates of value of services seem to be a realistic minimum cost given the difficulty of the client sample.

7. These costs contrast with the considerable potential long term savings - to the Police, to the other sectors of the Justice system and to the public - if offending levels are reduced. By any single one of these criteria, the costs of the programmes are very modest indeed given the high-risk nature of the population being dealt with providing the success of the programmes can be maximised.

8. However, the amounts currently being spent on these programmes may prove to be underestimates of what is necessary to achieve good outcomes.

9. Unfortunately the current data cannot answer questions about the resources that need to be expended to achieve changes in needs and a reduction in offending levels. However, data from similar programmes overseas and from information on the costs of adult offending in New Zealand (Maxwell et al, 1999) strongly suggest that these programmes are likely to be good value for money and could be even more effective if the budgets were more generous.

Below is a detailed account of the analyses that have led to these conclusions.

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[16] Data was not available from the Otago Youth Wellness Centre for this section; either on needs or on income and expenditure. Therefore, Otago Youth Wellness Centre is not represented within any of the tables in this section.

METHODOLOGY

A full analysis of programme costs and benefits would require data that followed up the programmes' clients over time and, ideally, compared the performance of the programmes' clients with other similar young people who had not attended a programme. Neither of these requirements have been able to be met: long term follow up data is not available. Nor are suitable control groups; it is not possible to compare those completing a programme with those who did not as the number of non-completers is too small.

However, other useful data on the costs and benefits of the programmes comes from information on sources of income, costs of staff and service delivery, and benefits in terms of costs of clients involved, of contacts with clients, of client weeks in programmes and of the percentage of clients who offend while on the programmes. This data comes from the two fiscal years July 1998 to June 1999 and July 1999 to June 2000. Data from the first six months of the programmes (January to June 1998) has not been included as for most of the programmes this was a setting up period when information on programme achievements was unlikely to be indicative of the longer term. Other demonstrable benefits from the programmes in terms of reduction of the assessed needs of clients are dealt with elsewhere in this report.

RESULTS

Income

There are two principal sources of finance for the programmes. Overall, 91 per cent of the programmes' cash income came from Police funding and the remaining 9 per cent came from other sources, usually grants from community funding agencies[17]. On average, the cash income per annum over all the programmes was $73,461 each (see Table 13). However, the amount available to each of the programmes each year varied considerably from $40,000 for the J Team to $90,000 or more for six of the programmes. Some of this variability is due to the extent to which programmes were able to supplement the income they received from the Office of the Commissioner, New Zealand Police from other sources.

In addition, the programmes estimated that, on average, they received about $40,000 worth of donated materials, services or volunteer time per annum[18]. Programmes varied considerably in the value of donated resources that they attracted; from nothing in some programmes to an estimated over $85,000 per annum in Te Aranui and Te Taurikura.

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[17] Examples were Rotary, the Todd Foundation, COGS, Lotteries Grants Board, and various community trusts.
[18] Donated time included the allocation of a sworn officer to the programme (the cost of their time was estimated at $25 per hour) and volunteers (the cost of their time was estimated at $10 per hour).

Table 13: Income and Donations for each Programme (by main sources): July 1998 to June 2000

Programme	Police national funds	Other grants and cash donations	Total cash income	Value of donated time/ resources	Total Value of Income	Percentage donated time/ resources[†]
Mount Roskill	180,000	14,731	194,731	149,320	344,051	43%
Te Taurikura	110,000	16,500	126,500	170,233	296,733	57%
Māngere*	180,000	0	180,000	0	180,000	0%
Glen Innes	180,000	0	180,000	102,000	282,000	36%
Taiohi Toa	180,000	0	180,000	74,823	254,823	29%
Te Aranui	104,000	36,967	140,967	193,275	334,242	58%
Timatanga Hou	110,000	16,572	126,572	49,000	175,572	28%
J Team	80,000	0	80,000	0	80,000	0%
Waimakariri	125,302	3,500	128,802	18,964	147,766	13%
Project Pegasus	180,000	0	180,000	16,933	196,933	9%
New Direction	50,000	53,024	103,024	100,051	203,075	49%
One to One	88,000	3,900	91,900	11,650	103,550	11%
TYLA	180,000	17,500	197,500	144,445	341,945	42%
Total[†]	**$1,747,302**	**$162,694**	**$1,909,996**	**$1,030,692**	**$2,940,688**	**35%**
Average per programme	$134,408	$12,515	$146,923	$79,284	$226,207	35%
Average per programme per annum	$67,204	$6,257	$73,461	$39,642	$113,103	35%
Percentage of total value of income[†]	59%	6%	65%	35%	-	-

* As the Māngere programme was unable to provide financial data for the 1999/2000 year, for the purpose of this analysis the 1998/1999 income data for Māngere was doubled to give an estimate across two years that was likely to be consistent with the other programmes.
[†] Any discrepancies in totals and percentages are due to rounding of raw data.

Costs

The costs of the programmes are presented in Table 14. This Table lists separately the costs of employing staff and other expenses involved in operating the programmes: referred to as expenditure. In addition, the donations of goods, services and time received by most of the programmes from other agencies and volunteers should also be included in the value of service provision: the total of expenditure and estimated value of donated services and time is referred to as the total value of service provision.

Table 14: Overall Summary of Expenses for each Programme: July 1998 to June 2000

Programme	Staff costs	Other expenses	Expenditure total[19]	Value of donated time and resources	Total value of service provision	Percentage donated
Mount Roskill	$178,740	$21,235	$199,974	$149,320	$349,294	43%
Te Taurikura	$68,434	$34,950	$103,384	$170,233	$273,617	62%
Māngere*	$163,206	$18,158	$181,364	-	$181,364	0%
Glen Innes	$149,512	$26,136	$175,647	$102,000	$277,647	37%
Taiohi Toa	$74,030	$20,249	$94,279	$74,821	$169,100	44%
Te Aranui	$84,720	$71,722	$156,442	$193,274	$349,716	55%
Timatanga Hou	$71,013	$7,497	$78,511	$49,000	$127,511	38%
J Team	$67,763	$9,009	$76,772	-	$76,772	0%
Waimakariri	$94,601	$30,352	$124,953	$18,964	$143,917	13%
Project Pegasus	$138,588	$12,989	$151,576	$16,933	$168,509	10%
New Direction	$52,586	$19,867	$72,453	$100,051	$172,504	58%
One to One	$79,578	$11,102	$90,679	$11,650	$102,329	11%
TYLA	$141,248	$66,402	$207,650	$144,445	$352,095	41%
Total	**$1,364,019**	**$349,668**	**$1,713,684**	**$1,030,691**	**$2,744,375**	**38%**
Average per programme	$104,925	$26,898	$131,822	$79,284	$211,106	38%
Average per programme per annum	$52,462	$13,449	$65,911	$39,642	$105,553	38%
Percentage of value of service provision	50%	13%	62%	38%	100%	-

* For the purpose of this analysis, the 1998/1999 expenditure data for Māngere was doubled to give an estimate across two years in order to make comparisons with the other programmes.

Overall, the average per annum value of the services over the two fiscal years on the 13 programmes was $105,553 per annum. Half of this is accounted for by expenditure on core staff salaries and the remainder was for running expenses; this balance between the expenditure on staff and expenses is what might be expected for programmes of this kind. However, a large part of the value of the services came from donations of time, equipment and services rather than from financial income. In all, 38 per cent of the value of the total resources available to the programmes came from such donations indicating that most programmes are relying heavily on donated time and resources in order to cover the cost of their operations. Thus there appears to be a real shortfall in the finances available to the programmes if they are fully costed and maintain their current level of services.

Benefits

The benefits of programmes can be assessed by examining the amount of service that was delivered to clients, by the response of clients to the programme and the outcomes for clients. In this section, throughput is examined in several different ways: using numbers of clients involved, numbers of contacts made and number of client weeks of service delivered. All of these measures have disadvantages. The client throughput provides no data on the amount of service delivered; the number of contacts includes remote and face-to-face contacts and contacts of varying lengths; and the measure of client weeks conceals the variability in the amount service was actually provided in a week. However, they provide the best data on service delivery available over all programmes and together they give an indication of the workloads being managed. The only statistical data on the responses of the

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[19] Numbers do not always add exactly because of rounding.

clients is whether or not they offended while on the programme. This is a crude measure with many problems as discussed in the methodology section; but apart from the changes in needs that have already been described, it is the only one available[20]. Table 15 presents expenditure per benefit type, and Table 16 presents the value of service provision per benefit type.

Table 15: Expenditure per Benefit Type for each Programme: July 1998 to June 2000

Programme	Number of clients involved	Expenditure per client involved	Number of programme contacts	Expenditure per contact	Number of client weeks	Expenditure per client week	Clients offending during programme
Mount Roskill	18	$11,110	1,577	$127	1,636	$122	67%
Te Taurikura	52	$1,988	716	$144	2,551	$41	6%
Māngere	23	$7,885	847	$214	1,693	$107	65%
Glen Innes	22	$7,984	1,009	$174	1,833	$96	41%
Taiohi Toa	29	$3,251	2,432	$39	1,773	$53	45%
Te Aranui	85	$1,840	1,410	$111	3,331	$47	25%
Timatanga Hou	10	$7,851	358	$219	949	$83	40%
J Team	15	$5,118	938	$82	605	$127	53%
Waimakariri	21	$5,950	1,451	$86	1,419	$88	70%
Project Pegasus	30	$5,053	1,532	$99	871	$174	33%
New Direction	45	$1,610	1,585	$46	1,411	$51	8%
One to One	14	$6,477	1,134	$80	994	$91	36%
TYLA	77	$2,697	2,125	$98	3,511	$59	23%
Average*	**34**	**$2,647 p.a.**	**1,316**	**$117**	**1,737**	**$88**	**39%**

* The average over the whole two years except for expenditure per client involved which is calculated per client year.

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[20] It was, unfortunately, not possible to compare the cost of achieving changes in needs across programmes because of the paucity of data on needs from many of the programmes. Only five of the programmes (Mount Roskill Community Approach, Waimakariri Community Youth Worker Project, Project Pegasus, One to One and TYLA had at least nine clients on which both before and after data was available). The uneven amount of data across the programmes could have resulted in misleading results.

Table 16:   Value of Service Provision per Benefit Type for each Programme: June 1998 to July 2000

Programme	Number of clients involved	Value of service provision per client involved	Number of programme contacts	Value of service provision per contact	Number of client weeks	Value of service provision per client week
Mount Roskill	18	$19,405	1,577	$221	1,636	$214
Te Taurikura	52	$5,262	716	$382	2,551	$107
Māngere	23	$7,885	847	$214	1,693	$107
Glen Innes	22	$12,620	1,009	$275	1,833	$151
Taiohi Toa	29	$5,831	2,432	$70	1,773	$95
Te Aranui	85	$4,114	1,410	$248	3,331	$105
Timatanga Hou	10	$12,751	358	$356	949	$134
J Team	15	$5,118	938	$82	605	$127
Waimakariri	21	$6,853	1,451	$99	1,419	$101
Project Pegasus	30	$5,617	1,532	$110	871	$193
New Direction	45	$3,833	1,585	$109	1,411	$122
One to One	14	$7,309	1,134	$90	994	$103
TYLA	77	$4,573	2,125	$166	3,511	$100
Average*	**34**	**$3,892 p.a.**	**1,316**	**$186**	**1,737**	**$128**

* The average over the whole two years except for value per client involved which is calculated per client year.

Over the two years of the programmes on which information was available (1998/99 and 1999/2000) an average of 34 clients were involved in each programme. Analysis of additional data showed that the number per annum rose from an average of 26 per programme in 1998/99 to 34 per programme in 1999/2000[21]. The average expenditure per client per annum for the 13 programmes was $2,647. This figure contrasts with the average total value of service provision of $3,892, which in the view of this author's experience of evaluating programmes delivering services to youth and families in need, is a more realistic figure for this type of service.

When differences between programmes are examined, there is some indication of decreased expenditure per client for programmes taking significantly more clients[22] and this could indicate the possibility of economies of scale. On the other hand, it could also indicate the lesser cost of providing services to groups of clients and this may not be consistent with achieving the best possible outcomes. Furthermore, the data on changes showed that those clients who had more contact with programmes show more change in needs and this is likely to be reflected in an increased cost in services per client. Therefore, without quality data on the effectiveness of the gains for the clients, any conclusions about better value for money by taking more clients would be premature and could be quite misleading. For example, Mount Roskill Community Approach, a programme hailed widely as an effective programme, had the highest per client expenditure and TYLA, with low programme expenditure, appears to have achieved less change in the needs of its clients than most other programmes.

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[21] Additional data analysis shows that the numbers exiting were much smaller: nine and 17 on average respectively in each of the last two programme years examined and the average number of programme weeks per client was 52 (ie one year) per client involved. The time in the programme for clients completing cannot yet be calculated because those who have exited will include a number who require a shorter term in the programme than those who were still continuing at the time data was collected. It seems likely that programme length will turn out to be at least 18 months and, in the view of some programmes, perhaps as long as two years or more will be needed for some clients to achieve their goals although the frequency of contact could reduce over time.
[22] For example the programmes taking the most clients were Te Aranui, Te Taurikura, Operation New Direction and TYLA (although for TYLA this could also be attributed to the nature of the school based programme) and these programmes were at the lower end of the scale in terms of costs per client.

The average expenditure of each contact with a client varied from \$39 to \$219 depending on the programme with an average of \$117 per contact across all programmes[23]. These figures contrast with the total value of service provision, which varies between \$70 and \$382 with an average of \$186. The wide fluctuation in these figures from programme to programme could be partly explained if the earlier suggestion of under-reporting of contacts in some of the programmes were true. In addition, differences in the nature of the contacts could explain some of the differences in cost. Some of the contacts will have cost much less, for example a phone call, while others, such as face to face to visits, will have been more costly. Some of the programmes often met with the young people in a group while others almost always met each young person individually. However, suitable data on the nature of the contacts not available to allow a fuller analysis. Without more reliable and detailed data on the number and nature of contacts, it is not possible to assess the appropriateness of these costs.

The expenditure per client week varied between \$41 and \$174 across programmes with an average of \$88. These figures contrast with the total value of service provision, which varies between \$95 and \$214 with an average of \$128. The average number of weeks a client spends on the programme is slightly higher than the number of contacts per client, which suggests that contacts were made less than once a week. However this may be explained by the fact that some programmes kept clients on the books over a long period of time with more infrequent monitoring in the later stages. Furthermore, as already noted, some programmes may have under-reported client contacts.

It will be important for future programme evaluation to encourage programmes to keep more suitable data on the nature and length of client contacts so that more useful analyses can be made of the effect of these variables on changes and outcomes for clients. Strategies need to be put in place for evaluating client progress and either signing them off the records or ensuring that appropriate service delivery is maintained. With better data it is likely that best practice guidelines could be developed around the amount, nature and regularity of contact that is likely to be associated with programme success.

For all the programmes, some clients offended while on the programme. This varied between 6 per cent of clients to 70 per cent with an average of 39 per cent. Thus, as might be expected in this high-risk population, offending is not eliminated by programme attendance. However, overall there has been a relatively low offending rate over the period of contact in a group of young people, many of whom had an extensive offence history. And, as shown in the programme analyses, offending while on the programme tended to be less serious than before programme attendance. The importance of more detailed data on the history of offending and the need for comparisons groups for quality programme evaluation is underlined by the limitations of the data that has been able to be reported on here.

The final question that could be asked is about the relationship between costs and outcomes. Unfortunately, with only 13 programmes it would require a very strong relationship between the resources available to the programme and outcomes. Furthermore, the two outcome measures available are both problematic. Change scores are only available on nine or more of the clients for five programmes so that no reliable indication can be obtained from change data. The percentage offending on the programme is also a relatively unreliable measure given the small number of youth involved with many of the programmes. In addition, it is clear that other variables like the initial needs of the youth entering into the programme are likely to affect change. However, these types of analyses could be provided in future with better quality and more complete data.

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[23] This cost may be an overestimate, as it seems possible that contacts were under-recorded. For example, most of the programmes aimed to provide weekly client contact. Yet the database often fell a great deal short of this: for example, some clients on the programme for well over a year may have been recorded as having only 10 contacts. From the other evidence available, we doubt that the programmes were failing to this extent.

OVERALL CONCLUSIONS

Overall, we can conclude that, based on changes in needs, these programmes work. They work particularly for young people high in need, young people referred through the Police and young people who are involved with the programme for at least a year. They work best when they are community-based or mentoring programmes. The costs of providing the programmes are very modest compared with the potential gains, and questions need to be asked about whether or not greater benefits would be gained from a more generous investment of finances. Further research should also focus on particular aspects of practice, better measures of contact with programmes and the follow up of youth over time. The use of other measures of outcome and the assessment of control groups would also make for more effective research designs.

PART 8: OVERALL DISCUSSION

As a result of the CPYAR package, Police received funding to implement and evaluate the effectiveness of 3 pre-existing and 11 new Youth at Risk programmes. Each of the Police Youth at Risk programmes was modelled on a community-, mentoring- or school-based approach, or a combination of these.

DISCUSSION OF DIFFERENT PROGRAMME MODELS

Community-based programmes utilise a holistic model that includes working with family, school, community, and peers as well as using case management in working with the young person. The Police Youth at Risk programmes based on this model were Mount Roskill Community Approach, Te Taurikura, Māngere Youth at Risk Programme, Glen Innes Community Approach, Taiohi Toa, Te Aranui, Timatanga Hou, J Team, Waimakariri Community Youth Worker Project, Project Pegasus, and the Otago Youth Wellness Centre.

Mentoring-based programmes match young people at risk with mentors who act as a positive role model. The programmes funded by Police that used a mentoring approach were Operation New Direction and One to One.

Finally, school-based programmes mostly work with clients within schools, but often components of mentoring and community-based programmes are incorporated. The only Police programme based on this approach was TYLA.

The effectiveness of the Police programmes was dependent on the type of approach used. Overall, the community-based programmes were most effective in addressing the needs of clients, and were followed closely by the programmes using a mentoring approach (although there was no significant difference in the amount of change in needs between these two programme models). In contrast, the school-based programme was not effective in reducing the needs of clients while they were involved with the programme. This was partly a result of the fact that the school-based programme accepted many young people who were initially low in need. However, this finding is also consistent with literature that suggests that the most effective programmes are those that involve parents and are tailored to the individual needs of the youth and the family (McMaster et al, 2000, Shepherd & Maxwell, 1999a, Shepherd & Maxwell, 1999b). Across all three programme types, community-based programmes were generally more expensive than the school-based programme. Mentoring-based programmes had fewer expenses than community programmes but they relied heavily on volunteer mentors.

DISCUSSION OF KEY SUCCESS FACTORS OF PROGRAMMES

Results of the analysis across all programme types, and individual programmes, suggest several key factors of programmes were effective in reducing the needs of the clients.

Firstly, the effectiveness in reducing a client's needs was related to the amount of need the client had to start with. This is largely because it is not possible to reduce need when there is none initially; however, the greater the need, the more likely the reduction overall. The results indicated that even young people in a lot of difficulty are capable of benefiting substantially from involvement with the Police Youth at Risk programmes.

Secondly, young people referred to the programmes by Police (usually through Youth Aid) were more likely to respond to the programmes than young people referred from other sources, although it is not clear why this is the case.

Thirdly, the amount of contact a young person had with a programme was also an important factor in predicting change. Young people who had more contact with the programme and were involved with the programme for a longer period were more likely to show improvement in the results of their needs assessment. Results showed that young people that had at least 50 contacts with a programme and were involved with the programme for at least a year showed the greatest reduction in needs.

Finally, qualitative analysis of the programmes suggests that those programmes that were considered more effective and met most of the Police objectives tended to have incorporated a large component of planning and consultation before implementation.

For all the programmes, some clients offended while on the programme. This varied between 6 to 70 per cent of clients. Thus, as might be expected in this high risk population, offending is not eliminated by programme involvement, but overall there was a relatively low offending rate over the period of contact and, overall, offending while on the programme tended to be less serious than that before programme involvement.

The expenditure on the Police Youth at Risk programmes was very modest; particularly when the social and monetary cost of offending that is potentially prevented is taken into consideration. Approximately half the expenditure was for staff and the remainder for running costs; this ratio is expected for programmes of this kind. However, the amounts spent on these programmes are likely to be underestimates of what was necessary to achieve good outcomes, as the largest portion of the programmes' operating costs were received in the form of donations of time, equipment and services rather than from Police National funds. There appears to be a real shortfall in the finances that were available to the programmes: most relied heavily on donations in order to pay the expenses of their operations.

Unfortunately the current data cannot answer questions about the resources that need to be expended to achieve changes in needs and a reduction in offending levels. However, data from similar programmes overseas and from information on the costs of adult offending in New Zealand (Maxwell et al, 1999) strongly suggests that these programmes are likely to be good value for money, and could be even more effective if the budgets were more generous.

DISCUSSION OF EXTENT TO WHICH THE POLICE OBJECTIVES WERE MET

All 14 programmes either met or partly met the Police objectives of developing a strategic approach to participant selection and programme implementation, building the supportive capacity of participants' families, and fostering the integration of Police programmes with other agency and community initiatives.

Three of the programmes (all based on the community model) did not meet the objective of preventing or reducing offending by children and young people attending Police Youth at Risk programmes. However, changes in the frequency of offending of the young person from before the programme may not be a good indicator: surveillance may be greater when on the programme. Furthermore, the time periods of prior to programme involvement and during programme involvement are not comparable, and therefore statistical analysis of offending reductions was not possible. These limitations need to be kept in mind.

Finally, two of the fourteen programmes did not meet the objective of being a demonstration project for the movement of Police resources into proactive intervention. For the Otago Youth Wellness Centre this was largely due to their providing a service that was not considered a policing priority. The goals of this programme were not as closely matched to the Police objectives as the other Police Youth at Risk programmes. Although the other programme (the Māngere Youth at Risk Programme) that did not meet this objective was based on a model considered to be best practice, and its aims were in accordance with the Police the objectives, the programme did not show favourable outcomes. This was largely due to difficulties with management and implementation of the programme during the evaluation period. A follow up assessment of whether this programme currently meets the objective of being a demonstration for the movement of Police resources into proactive policing should be carried out before final judgements can be made.

SUMMARY OF FINDINGS

The implementation and evaluation of the 14 Police Youth at Risk programmes has resulted in some positive findings. All but two of the programmes met or partially met at least four of the five Police objectives[1]. In addition, the following findings were made:
1. The data indicates that Police have the capacity to develop and manage successful Youth at Risk Programmes.
2. The programmes that are most successful are those based on a holistic community-based approach or those that are mentoring programmes.
3. Programmes that are the most successful in addressing clients' needs are those that have at least 50 contacts with the young person and his or her family, and interact with clients for at least a year.
4. Young people who benefit most from involvement with the programmes are those with the highest level of need.
5. Young people who are referred to the programmes by the Police, are more likely to respond positively than those referred by other sources.

CONSIDERATIONS FOR POLICY AND PRACTICE

Further to the specific findings noted above, the evaluation raised several points that should be considered for the future of Police Youth at Risk programmes and their evaluation. These are listed below.

Twelve programmes were found to be demonstration projects for the movement of Police resources into proactive intervention. It is therefore thought it might be appropriate that these programmes continue to receive funding from the New Zealand Police. To ensure that these programmes are still Police demonstration projects and continue to be in the future, the programmes would benefit from continued evaluation at regular intervals.

Two programmes were found not to be a demonstration project for the movement of Police resources into proactive intervention. It should be noted that changes made to programme practice during the two years since the conclusion of the evaluation period may have impacted on programme outcomes and effectiveness. Therefore, it is expected that the New Zealand Police would assess the current status of these programmes prior to allocating or withdrawing further funding. However, if it was found through a timely evaluation that these programmes were still not Police demonstration projects, the New Zealand Police might be better served by redirecting resources into programmes showing more promising results,

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[1] See Table 1 in the executive summary for the extent individual programmes met the objectives.

and/or new initiatives that incorporate the key factors of programmes that have been found to be successful.

A major limitation with the outcome evaluation was the extent of the information provided, although the Evaluation Team spent much time addressing this problem. All of the required information was not recorded on the Police Youth at Risk database, thereby affecting the reliability of conclusions reached as well as the ability for Programme Co-ordinators to effectively manage programme operation. For example, within her analysis of the change in clients' needs, Gabrielle Maxwell noted the "paucity of data on needs from many of the programmes". In addition, the absence of goal data for the majority of programmes precluded potentially informative analysis of the setting and achievement of client goals. Thirdly, client contact information did not appear to be complete for many of the programmes which impacts negatively on the portrayal of programme practice. While it did not appear that all contacts were recorded, more accurate data is also required on the nature and length of client contacts. With better data it is likely that best practice guidelines could be developed around the amount, nature and regularity of contact that is likely to be associated with programme success. Finally, many clients were recorded as being on programmes for a long period of time, yet were receiving a low level of contact. Therefore, more stringent strategies need to be put in place for evaluating client progress and either formally removing them from the programme or ensuring that appropriate service delivery is maintained.

It needs to be acknowledged that problems with the Youth at Risk database which was developed specifically for use by the Police Youth at Risk programmes undoubtedly contributed to the above-mentioned recording issues. The development of a database located on the Police Enterprise network and supported by Police Information and Technology group would ensure that all Police Youth at Risk programme staff are able to record more accurate data, and are more motivated to do so. At the very least, the programmes need a database that is a more user-friendly, simplified version of the existing database. Ideally a new database would exist as another Business Objects universe, have the ability to link to other Police data systems, and would allow the user to conduct analysis and create reports without having to export it to any other software package. A new database of this type would facilitate more accurate and reliable evaluation in the future for the programmes discussed in this paper, the programmes that have since been established, and any programmes that are established in the future.

While the database problems impacted on the data provided for the evaluation, it was also detected that the volume of information to be collected during the entry interviews was prohibitive. Therefore, both programme practice and future evaluation would be benefited by reduced evaluation requirements. Consultation between evaluation and programme staff to compromise on a suitable amount of data, for which detailed and informative evaluation can be provided without detracting from programme practise is necessary to facilitate an informed and beneficial improvement to programme operation.

There was no scope in the outcome evaluation to evaluate staff performance over time, other than that inferred from programme outcomes. While some staff attended some relevant courses and training, ongoing evaluation of performance would highlight any weaknesses that could be addressed through external training courses, and thereby strengthen the services offered by the programmes. Similarly, while some programmes received regular external supervision, these are few and all programme staff (and therefore their clients) would benefit from such a service. Both evaluation and supervision are particularly important given the widely ranging backgrounds from which programme staff come to the programmes. Therefore sourcing appropriate external supervision should be made a priority by Programme Co-ordinators and Leaders.

CONSIDERATIONS FOR FUTURE EVALUATIONS OF YOUTH AT RISK PROGRAMMES

Several lessons were learnt as a result of conducting the outcome evaluation regarding issues in evaluation of Youth at Risk programmes. It is believed that by documenting these, future evaluation will be able to be conducted in a more informed manner.

- When programmes are being established, is it imperative that evaluation processes and practices be built into the project design from the outset.
- A communication strategy and/or process for educating new programme staff as to the importance of evaluation for the organisation and their individual programme needs to be developed.
- Evaluation requirements of programmes should be extensive enough to ensure that outcomes can be measured effectively, but not so arduous that programmes (and evaluators) are overly burdened by the evaluation requirements.
- Consultation as to the data needs of the Evaluation Team, and the most useful data for the programmes to collect should be undertaken in order to ensure that all parties are aware of, and accept, the evaluation expectations.
- It is imperative that a more efficient and simplified database be designed for future programmes and evaluations.
- A strict time frame and 'cut-off' date for data delivery to the evaluators needs to be set in place in order to ensure that evaluation deadlines can be met and that evaluation reports remain current.

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