

Whaia Te Tika, Te Rūnanga O Nga Maata Waka, Otautahi (Christchurch)

Background

Project Need

Christchurch City has an estimated population of 309,027 (Statistics New Zealand, 1997). Of these, 6.9 percent identify themselves as Māori, 1.9 percent as Pacific Island, and 36.1 percent are aged under 25 years.

The need for the Whaia Te Tika (Pursue what is right) Crime Prevention project was identified by the Department of Internal Affairs (DIA) in response to a national analysis of factors contributing to at risk youth populations. This analysis identified East Christchurch as an area of high youth offending, self harm, unemployment, substance abuse, health concerns and welfare need. In 1997, Christchurch East had a population of 55,503, of which 9.3 percent identified as Māori and 36.5 percent were aged under 25 years (Statistics New Zealand, 1998).

Stakeholders and Consultation

The need for additional services for at risk youth was most evident in the Linwood area of East Christchurch. Therefore, a stock-take of services for youth, and a youth needs assessment in the East Christchurch area, was undertaken. The stock-take involved consideration of information presented in the Linwood Community Board Youth Needs Assessment, as well as consultation with:

- New Brighton Police
- Shirley Service Centre - Christchurch City Council Advisor
- Linwood Service Centre - Christchurch City Council Advisor
- Christchurch City Council Community Development Team
- East Christchurch Youth Workers Network
- Special Education Service

The stock-take revealed gaps in the types of services available to youth, a need to address a range of specific issues facing youth, and a lack of co-ordination between existing youth services. In particular, it identified a need for:

- community projects aimed at keeping youth at school
- employment projects
- parent support projects
- access to free or cheap extra curricular activities (e.g.. informal sporting activities, outdoor projects)
- access to a safe place for youth to engage in informal activities (e.g.. a youth centre as opposed to the streets)
- trained peer support volunteers/mentors to work with youth
- services specifically targeting young women “at risk”

The stock-take identified Te Rūnanga O Nga Maata Waka as the only organisation serving the Linwood area with the capacity and capability to deliver a project targeted at this population. Specifically, Nga Maata Waka were already working with the at risk client group identified in the CPWS criteria and were identified as being able to follow up on the project work via their other services or established networks.

Te Rūnanga O Nga Maata Waka, was invited to apply to DIA for CPWS funding. In their application, Te Rūnanga O Nga Maata Waka identified various community trends and issues impacting on the target group of young people. These included a need for better co-ordination of

services and networks among those working with youth, more projects offering peer support and targeting Māori and Pacific Island youth, projects targeting male socialisation, and projects reaching at risk young women.

Several positive trends were also identified. These included the encouragement of sports projects with a Māori focus, increasing recognition of the need for parents to be supported, a major concern regarding safety in the community, and social work support services in schools which also respond to home safety issues.

Agency History and Status

Te Rūnanga O Nga Maata Waka is an Urban Iwi Authority, registered as an Incorporated Society. The agency is also accredited as a Private Training Establishment by the New Zealand Qualification Authority and for the past four years it has been involved in rehabilitation, training and employment initiatives. Groups targeted by specific education projects include: long term unemployed youth, at risk youth, the socially disadvantaged, prisoners rehabilitating back into the community, and people with low self esteem.

CPWS Worker

The CPWS worker identified by Te Rūnanga O Nga Maata Waka is a Māori female. She possesses several years of experience working with youth and/or families, including:

- Involvement with the Burnham Camp Youth Club, both as a parent and secretary. Organising and participating in overnight camping trips for youth at risk in the Burnham Camp. Organising and participating in sporting activities for the youth at Burnham Camp. Liaison and communication with parents. Assistance with resolving issues families were experiencing with teenagers.
- Pool attendant/supervisor for Burnham Camp. Organiser of daily water activities as well as teaching water life saving skills.
- Work with youth at the Waiouru Army Camp in various sporting activities and clubs.
- Member of the Board of Trustees for the local school as well as an active PTA member assisting with numerous school trips, sports and social activities.
- Work with group netball and rugby since 1992.
- Active member of the Tumatauenga Culture Group where the membership is made up of many youth who are tutored in waiata, kapa haka, and tikanga Māori. Assistance to the local school kapa haka groups with their cultural/Māori projects.

Management

The CPWS worker is managed and supported by a special project management group set up within Te Rūnanga O Nga Maata Waka. The project management group meets with the CPWS worker once a week to discuss concerns and issues regarding the project, project worker or participants, and to ensure that weekly recording and reporting is complete. In addition, the project management group assists the youth worker by liaising with a range of government and community agencies and by maintaining good relationships between these agencies and Te Rūnanga O Nga Maata Waka.

The project management group also assisted the CPWS worker to access the following courses:

- Youth Mental Health and Sexuality
- Youth Workers Collective - Working with Youth
- Youth Work Practice - Values, Code of Ethics and Practice, Identifying Boundaries
- Module 1. Christchurch College of Education Certificate in Adult Teaching
- Module 2 & 3. Christchurch College of Education Certificate in Adult Teaching

This training covered an extensive range of issues, such as: self care; youth rights; sexuality; working with young women; youth culture; agencies and systems; gender, race and violence; working with young people one on one, and group work.

Responsiveness to Māori

The project specifically targets Māori. It is led and administered by an Urban Māori Authority and a number of the project components focus on fostering young people's cultural identity, primarily through education in Tikanga Māori.

Responsiveness to Pacific Island Peoples

Although the project focuses on meeting the needs of Māori youth, Te Rūnanga O Nga Maata Waka has a strong commitment to cultural safety, and how it treats others. Members of the organisation believe that the whānau oriented approach from which they operate is also appropriate to Pacific Island peoples.

Evaluation Methods

The information about the Whaia Te Tika project was obtained from four main sources: the annual evaluation reports completed by the CPWS worker and agency, contact between the CPWS worker, agency and the local DIA community advisor, visits by a DIA research analyst, and project and administration records including project proposals and application information.

Annual Evaluation Reports

Te Rūnanga O Nga Maata Waka and the CPWS worker completed two annual evaluation reports for the Whaia Te Tika project. These provided information for the periods between November 1997 and November 1998, and November 1998 and November 1999, respectively. Data for these reports was collected from a range of sources including:

- case studies obtained from programme participant personal records, updated daily by the CPWS worker
- weekly lesson plans
- “what’s hot and what’s not” questionnaires administered to project participants following the introduction of new activities
- project participant risk assessment data collected during interviews conducted prior to involvement with the CPWS worker
- records of former project participants’ activities obtained from follow-up contact with the CPWS worker (at least monthly)
- participant records obtained from other Te Rūnanga O Nga Maata Waka programmes (i.e. Skill New Zealand courses)
- participant records and feedback obtained from other community and government agencies (DCYFS, Whānau Workers, Police/Pegasus Project)
- feedback from participants’ whānau (including written support)
- written feedback from project participants
- records of CPWS contact with whānau
- weekly participant evaluation questionnaires completed by participants, their whānau or social workers, other community agencies associated with participants
- written feedback obtained from other community agencies involved with participants, including those with whom participants had contact as a result of implementing their personal plans

Department of Internal Affairs Visits

Throughout the duration of the CPWS project, the Whaia Te Tika CPWS worker maintained ongoing contact with her local DIA community advisor. In addition, the community advisor provided input into the data collection and administration of the annual evaluation reports. She also provided

feedback to the department regarding the CPWS worker's progress towards meeting Whaia Te Tika project objectives.

In addition, a research analyst from the Department of Internal Affairs visited the Whaia Te Tika project annually. On the 29th of May, 1999 the researcher used this visit to access additional information for the project evaluations by meeting with various members of the Whaia Te Tika management committee including:

- Te Rūnanga O Nga Maata Waka co-ordinator
- Te Rūnanga O Nga Maata Waka administration and support worker
- Whaia Te Tika co-ordinator

These meetings included discussion regarding the project's contribution to meeting each of the outcomes identified under the Crime Prevention Package. Obstacles, difficulties and process issues were also reviewed. The researcher also visited the project site and met with the CPWS worker and other staff involved with the project.

The CPWS Project

The project is called Whaia Te Tika. The project proposal identified the aims of Whaia Te Tika as:

- preventing, or reducing offending by young people aged 14 - 20 years
- enhancing community capacity to address youth problems which contribute to offending
- empowering youth to enable them to make informed decisions about their future direction
- increasing positive participation of young people at risk of offending in their community, whānau and schools
- improving co-ordination between agencies involved with youth at risk of offending
- increasing community capacity to effectively deliver projects and projects targeted to these at risk young people

In order to achieve these aims, the project set the following objectives:

- reducing participant offending rate during participation on the programme by a minimum of 85%
- delivering programme modules on a one to one basis with participants progressing at their own pace such that a minimum of 95% of participants attend and complete the programme
- receiving a minimum of 50% of referrals from whānau networks
- reducing participant offending rate when participant is on the maintenance pre-release plan
- using a lead agency approach for programme participants where required
- recording the number of referrals that do not meet CPU/CPWS criteria and recording action taken.

The Whaia Te Tika project intended to target young people between the ages of 14 and 20 years of age, residing in Christchurch East district and either experiencing problems likely to lead to offending, or already offending. Only those young people who did not appear to be responding to conventional helping services were to be accepted. It was envisaged that Te Rūnanga O Nga Maata Waka would also work with the local Shopping Mall Management to identify youth at risk and to establish avenues for referral.

The project was to focus on youth experiencing the following problems:

- youth offending - drug related offences, anti-social behaviours, violence, vandalism, bullying, truancy, gang involvement
- youth health and welfare - self harm, substance abuse, unemployment, depression/anxiety/mental health, poverty, lack of money, gang membership
- education - truancy and suspension from school

Nature of the Project

Project outline and content

The Whaia Te Tika project began in 1997 and funding was identified for three years, to 2000.

The CPWS worker works with youth referred from other Nga Maata Waka projects who have been identified as participating in criminal acts. The CPWS project and Nga Maata Waka also act as a sponsor for some community corrections clients, providing an alternative to prison.

Prior to clients entering Whaia Te Tika, the CPWS worker interviews them using a checklist of questions to:

- identify education and learning needs
- establish the nature of the problem and what specialist care may be required (if any)

This checklist is continually reviewed and supported by educational and justice professionals associated with Te Rūnanga O Nga Maata Waka.

Whaia Te Tika project participants then attend a series of workshops which focus on:

- personal development
- self-esteem and motivation
- communication skills
- employment related budgeting and presentation advice
- identification of barriers to employment
- problem solving
- decision making and goal setting
- managing change
- career planning
- knowledge of industries in Canterbury
- identifying further training requirements
- services available from New Zealand Income Support Services
- services available from New Zealand Employment Services
- Drivers education: Class B Learners and Restricted Licence (assessment only)

From the information gained in these workshops, and with one-on-one support from the project worker, the participants are encouraged to develop individual pathway plans. Development of these plans include establishing clear objectives and time frames for achievement, as well as finding ways to overcome barriers encountered along the way. Participants also undertake individual learning projects and receive assistance addressing personal issues and concerns.

The Whaia Te Tika project emphasises community involvement and youth are encouraged to seek assistance from various external agencies and networks. In addition, participation includes involvement in group activities designed to foster interpersonal, social, and communication skills. Technical capability and cultural skills, including Tikanga Māori, numeracy and literacy, current affairs and knowledge in at least one industry, are also developed through these activities.

The project operates full-time, moving at a pace appropriate to the needs of participants and group dynamics. It is structured so that individually oriented activities occur between 9.00 am and 12.00 am each day, and group activities occur between 1.00 p.m. and 4.00 p.m.. Two afternoons each week are scheduled for recreational activities.

After six weeks of intensive involvement with the CPWS worker, clients are given six weeks to implement their plans. This includes practising positive behaviours within real life situations such as school, training, work and/or family interactions. During this time the CPWS worker maintains daily contact with the clients, providing support and guidance.

Clients are then expected to return to the project site and spend the next six weeks assessing their plan, discussing barriers they encountered during implementation, attending additional workshops (to further enhance their personal development), and putting in place another learning plan for implementation.

Completion of the Whaia Te Tika project occurs when participants are ready to follow their individual pathway plan into an appropriate alternative full time activity. However, a structured system of contact is maintained during the time after the participant leaves the project. This includes:

- Week 1 - Project worker contacts the participant daily at a pre-arranged time to check how they are coping with everyday life
- Week 2 - The participant makes contact with the project worker every other day at a pre-arranged time
- Week 3 - The participant makes contact with the project worker once during the week at a pre-arranged time
- Week 4 - The participant makes contact with the project worker once during the week at a pre-arranged time. During contact, the participant arranges to contact the project worker on another time and day during the next three weeks
- Ongoing - The participant is encouraged to make contact with the project worker at least once a month

In addition to youth at risk, the CPWS worker also works with whānau, schools, Police, and Youth Justice to resolve issues the young people are experiencing. This involvement has included:

- attending family group conferences
- supporting participants at court hearings
- working through issues with individuals, their whānau and any other agencies involved in finding solutions/resolutions

In addition, both the project management group and the CPWS worker have taken an active role in liaising with the CYP&F Service, Mental Health Services, Counselling Services, Whānau Groups, and Community Organisations. It was considered particularly important to establish positive, co-operative working relationships with these agencies, both in terms of ensuring that project participants receive the best level of service possible, and as part of reducing the possibility that participants will be disadvantaged by past criminal activities upon reintegration into the community.

The project also avoided media attention. The criminal histories of the youth involved in the project meant that a low profile was considered best for their progress, and for community acceptance of both the organisation and the youth.

Number of participants and source of referrals

Between November 1997 and November 1998, forty-eight (48) young people participated in the Whaia Te Tika project. Of these, three (3) maintained only short or infrequent contact and two (2) left early to live with whānau in the North Island. The majority of these referrals were made by whānau (15), schools (12), or DCYFS (11). Nine (9) of the young people who participated in the project between November 1997 and November 1998 continued their involvement into the 1999 year.

Between November 1998 and November 1999, thirty-seven (37) young people participated in the Whaia Te Tika project (including 9 from the previous year). Of these, three (3) maintained only short or infrequent contact.

Nineteen (19) of the young people who participated in the project between November 1998 and November 1999 were referred by whānau workers (primarily through Ōtautahi Social Services Whānau Workers), and eighteen (18) were referred by DCYFS Social Workers. This represents an increase in DCYFS referrals as compared to the first year of operation.

Demographics

Most project participants who became involved with the project between November 1997 and November 1998 were Māori (30), males (36), aged between 12 and 13 years (28). Only nine (9) of the forty-five (45) participants (who were actively involved in the project) were female. As well as young Māori, the project attracted nine (9) Pākehā/European participants, and six (6) Pacific Island participants. Seventeen (17) of the young people were aged between 14 and 16 years, but none were aged 17 years and over.

Between November 1998 and November 1999, there was an increase in the age of participants, with most aged 14-16 years (29 - Table 1). In addition, eight (8) participants were aged 11-13 years old. Participants included thirty-two (32) males and five (5) females. The majority of project participants were Māori (24). Two (2) described their ethnic group as Pacific Island and eleven (11) identified themselves as Pākehā.

Table 1: Whaia Te Tika participant's gender, age and ethnicity 1997-1998 and 1998-1999

	November 1997 - November 1998	November 1998 - November 1999
Male	36	32
Female	9	5
11 - 13 years old	28	8
14 - 16 years old	17	29
Māori	30	24
Pākehā	9	11
Pacific Island	6	2

Presenting issues

The main issues presented by young people who became involved with the project between November 1997 and November 1998 are shown in Table 2. As indicated, the largest proportion of these had committed minor offences (the dominant presenting issue for young males compared with truancy for young females).

Table 2 indicates that between November 1997 and November 1998 the majority of project participants suffered from learning difficulties, most commonly a lack of literacy or numeracy. This variable does not appear to have been measured during the second year of operation.

Table 2: Whaia Te Tika presenting issues 1997-1998 and 1998-1999 (?=not measured)

Presenting issues	Male	Female	Male	Female
	1998 (N=36)	1998 (N=9)	1999 (N=32)	1999 (N=5)
• Committing minor offences	23	0	32	5
• Committing serious offences	11	0	16	0
• Drug and alcohol abuse	11	0	20	0
• Violent or threatening behaviour	5	0	5	0
• Involvement with gangs	4	0	0	0
• Truancy	7	9	29	5
• Unhappy, dysfunctional home environment/disengaged or alienated from whānau	11	0	28	5
• Learning difficulties	32	8	?	?
• Mental health problems, including psychological issues	?	?	8	0

In addition, between November 1997 and November 1998, nine (9) young people were referred to the programme but, due to excess participation numbers at the time of referral, they could not be accepted. Seven (7) of these were truanting school and two (2) demonstrated anger management problems but none were involved in any petty criminal activities. They were referred to agencies which dealt specifically with truancy, training and anger management.

A further five (5) youth involved in criminal activities were referred to the project but not accepted onto it. Three (3) of these were declined on the basis that their offences were extremely severe, indicating the need for psychological or psychiatric intervention. It was decided that the project worker was not professionally qualified to manage these cases. The remaining two (2) referrals for criminal activity were significantly older than those already participating in the project and it was considered that their admission would seriously hinder group dynamics. They were referred to alternative training projects.

Between November 1998 and November 1999, the proportion of all of project participants who had committed minor offences prior to becoming involved with the CPWS worker (Table 2) increased to 100%. Half of the male participants had committed serious offences (these included burglaries and physically or sexually violent crime). All of the female participants and most of the males were identified as being disengaged and alienated from whānau and as truanting school.

The programme received sixteen (16) referrals that didn't meet CPU-CPWS criteria. Of these, seven (7) were mentally disabled and required special care regarding sexual behaviour. They were referred on to specialist agencies. Eight (8) individuals were aged over 20 years old and were referred on to training or employment initiatives, and one (1) referral displayed severe violent behaviour and was referred on to a programme specifically addressing this issue.

Process

Whaia Te Tika was established in an organisation with appropriate community networks and a proven record in providing youth services. Development of the project proceeded relatively smoothly with few obstacles to effective implementation.

It was initially projected that up to 80 youth would participate in the project during the first year, with each group of ten actively involved for a six week period followed by a six week period in the community fulfilling their individual action plans. However, the fact that the project was also intended to proceed at a pace appropriate to the youth, and the group dynamics, prevented this from happening.

Furthermore, the CPWS worker indicated that while the project was set up to cater to ten (10) participants at any one time, the significant amount of "emotional baggage" brought by the participants meant that even dealing with eight (8) could put undue pressure on the quality of programme delivery. She recommended five (5) as a more suitable number of participants.

Recognition of the amount of emotional baggage which participants needed to work through also meant that the initial 6 week period of onsite participation was often too short to address all of the issues and components involved. For most, a period of 10 to 16 weeks was needed before they were ready to put their first development plan into action.

Similarly, the CPWS worker observed differences between the successful implementation of development plans for young people who received whānau support as opposed to those who didn't. For instance, many whānau members actively resisted their young people returning to mainstream educational activities as they did not believe they would do any better than previously. Therefore, the CPWS worker attempted to invest more time working with whānau to encourage and facilitate the needed support. It was necessary for the CPWS worker to invest significant time facilitating community trust and relationships. One of the main barriers to young people implementing their personal plans was the way in which the community viewed them. Most potential employers were unwilling to take on local young people, even in a voluntary capacity, as they did not trust them.

Although such liaison, encouragement and facilitation could be achieved during the six weeks when the young people were implementing their development plans, it could not be achieved if the CPWS worker was expected to work with other young people during this time, or if some young people required more than six weeks to put their plans into practice.

Much of the whānau liaison and development role was consequently taken over by another employee of Te Rūnanga O Nga Maata Waka. This person was not funded under the CP-CPWS scheme and the CPWS worker observed that although her wages were paid by the scheme, many of the group development activities undertaken by the young people required additional resources for materials and facilities. These costs were covered independently by Te Rūnanga O Nga Maata Waka.

In addition to increased whānau involvement, the CPWS worker also recognised the need for increased involvement on the part of DCYFS social workers, especially where young people were not

supported by their whānau. The CPWS worker stated that social workers often ceased contact after bringing their young people to her. They then rarely made contact to check how the young people were going. In one case, the CPWS worker spent three weeks trying to track a social worker down before being able to speak with them. Furthermore, DCYFS do not provide the Whaia Te Tika project with any resources or support to work with the young people they refer.

Another issue which arose during the first year of operation resulted from initial reliance on whānau referrals. This meant many of the young people referred to the project during its development were under the intended age group. As referrals increased, the project was unable to accept significantly older youth for fear of upsetting the dynamics of the group (although the average age did increase to within the intended age range during the second year of operation).

Although increasing community recognition of the project resulted in a greater number of referrals to the project, many of these did not fit the specified criteria. These referrals were not accepted onto the project, but neither were they abandoned. Finding alternative placements for them required the unforeseen expenditure of both human and financial resources. Members of the project management team also indicated that a number of young people referred to Whaia Te Tika demonstrated behaviours consistent with severe psychological disturbance. They felt that these young people required psychiatric assessment but did not have the means to access this for them. This was particularly evident for some young Māori who they said appeared to be referred on the basis of their ethnic identity (i.e. because the project was a Māori provider) rather than because of their needs.

During February 1999, in the second year of operation, there was a noticeable decline in referrals. Schools were either closed during this period, or reluctant to utilise the programme until after funding had been secured. As a result, the project management team recognised the need to extend networks to other youth agencies/providers, and to widen boundaries to include the entire Christchurch Community. They also decided to include the Whaia Te Tika project when promoting other programmes run by Te Rūnanga O Nga Maata Waka. However, after making these changes they were inundated with referrals, many of which could not be accepted.

Achievement of Project Objectives

In the following analysis, percentages are reported in order to compare project progress with the objectives identified in the original project proposal. However, it should be noted that with sample populations of less than 100, percentage measures may be misleading.

Reduce participant offending rate during participation on the programme by a minimum of 85 percent

Of the 36 participants who had completed pathway plans between November 1997 and November 1998, only three (3) re-offended during their participation on the programme. This suggests a 92 percent non-offence rate. Re-offending was measured by way of reports made by police, whānau, social workers and supervisors.

The second annual report indicates that only two (2) of the thirty-seven (37) programme participants engaged in criminal activities during their involvement with the CPWS worker. This suggests a 96 percent non offence rate. Following offending, both of these young people continued to work on their pathway plans, as well as completing community service. At the time of the second annual evaluation report (November 1999), they had been continuously involved with the Whaia Te Tika project for seven (7) and five (5) months respectively.

Deliver programme modules on a one to one basis with participants progressing at their own pace such that a minimum of 95% of participants attend and complete the programme

Between November 1997 and November 1998, 94 percent (45) of project participants completed the first structured six week course of the programme. Of these thirty-four (34) completed individual

pathway plans and left to pursue employment, education or training opportunities. An additional two (2) participants left the project after six weeks to go and live with extended whānau in the North Island, and nine (9) continued to develop their pathway plans into 1999.

As such, 89 percent had either completed, or were continuing to attend, the programme at the end of 1998. For those participants who completed the project (34), attendance ranged between 10 and 16 weeks. The largest group of these (17) attended for 16 weeks, with 12 weeks being the median (14) length of attendance.

Of the youth who became involved with the project between November 1998 and November 1999, 92% (44) completed the first structured six week course of the programme with twenty (20) completing individual pathway plans and leaving to pursue employment, education or training opportunities. An additional two (2) participants were referred to other agencies and three (3) returned to live with whānau in the North Island. At the end of November 1999, the remaining twelve (12) participants were still working with the CPWS worker to develop their pathway plans. In total, 86 percent of project participants had either completed, or were still attending, the programme at the end of 1999.

For those individuals who completed individual pathway plans during 1999, minimum attendance levels were recorded as 97 percent of course time.

In all cases, programme participants were encouraged and supported to work at their own pace. Part of allowing participants to progress at their own pace has involved young people maintaining contact with the project worker following release from the programme. All but two of the participants who left the project between November 1997 and November 1998 remained in monthly contact with the youth workers, as did those who left between November 1998 and November 1999. Of these departures, nine have returned to the project for further support/assistance when needed.

Additional assistance has included: helping to redefine and address issues that are not working for the individual, redeveloping pathway plans, assistance with home placements, support during family group conferences, advocacy for employment and/or training opportunities, and support during court proceedings. Returning individuals have remained with the project for between one (1) and four (4) weeks before leaving to make a new start progressing their pathway plans.

Receive a minimum of 50% of referrals from whānau networks

The Whaia Te Tika project aims to receive at least 50 percent of its referrals from whānau networks. The rationale for this objective is that whānau referrals provide a link between community and community programmes and therefore increase the capacity of community members to access services and resources. It is also an implicit part of the Māori development component of the project to strengthen hapū groups as the social infrastructure.

Between November 1997 and November 1998, 60 percent (27 referrals) of the referrals made to the Whaia Te Tika programme came from government agencies and organisations. These included DCYFS, schools and Youth Aid/Community Constables. However, 33 percent (15) referrals came directly from whānau. The remainder (3) were referred by community agencies who were in the business of working with at risk young people.

Between November 1998 and November 1999, most referrals were made by whānau social workers (51%: 19). The remaining referrals (18) were made by DCYFS. Te Rūnanga O Nga Maata Waka indicate that the large number of referrals being made by these agencies has precluded direct referrals from whānau members.

Reduce participant offending rate when participant is on the maintenance pre-release plan

Between November 1997 and November 1998, thirty-four (34) participants left the programme after completing a personalised pathway plan and trialing their pre-release programme for two weeks prior to departure. At the time of the first annual evaluation report (November 1998) all of these young people continued to maintain monthly contact with the project worker, and reports from police, whānau, social workers and supervisors indicated that 88 percent (30) had not re-offended since leaving the programme.

Between November 1998 and November 1999, a further 20 participants completed and implemented their pre-release maintenance plan. At the time of the second annual evaluation report, all were still being monitored by the CPWS worker and none had been reported as re-offending. This equates to a 100 percent non offence rate.

Use lead agency approach for programme participants where required

The lead agency approach involves a single agency acting as the main liaison between the programme participant and other agencies with whom he or she is involved. It also involves the lead agency working with other agencies and organisations to co-ordinate their activities around the programme participant.

Between 1997 and 1999, Te Rūnanga O Nga Maata Waka had regular contact with whānau, government agencies, school, justice and community organisations that had referred youth to the programme. The CPWS worker assisted clients to identify needs and facilitated the involvement of these groups in meeting them. These activities have assisted Te Rūnanga O Nga Maata Waka to maintain an accountability function.

This accountability function has extended to other agencies to which young people are referred, particularly other Māori organisations. The latter presented a considerable challenge to Te Rūnanga O Nga Maata Waka. As an Urban Māori authority, Te Rūnanga O Nga Maata Waka indicates it is often excluded from consultation and funding in favour of Iwi based organisations. However, a significant proportion of the young people worked with are either alienated from such organisations and associated Marae, or not provided for in programmes administered by them. In order to overcome these issues, Te Rūnanga O Nga Maata Waka has attempted to form close relationships with individuals in the police and other government agencies.

The agencies with whom the Whaia Te Tika project worker maintained frequent contact between November 1997 and November 1998 included:

- Linwood High School
- Aranui High School
- Mairehau High School
- New Zealand Police Pegasus Project
- DCYFS
- Specialist Education Services
- Otautahi Social Services

Between November 1998 and November 1999, these agencies were extended to include greater emphasis on whānau organisations, Iwi and Hapū. Specifically:

- Otautahi Social Services
- Family Homes Agency
- Te Rūnanga O Ngāti Kahungunu
- Te Whare O Nga Puhi
- Hui Amorangi O e Waipounamu

The CPWS worker has supported participants when they have had to appear in court, at family group conferences, in meetings with school counsellors/advisors, and when they are trying to resolve issues

with whānau. In addition, she has kept an ongoing record of other agencies associated with each participant, including contact dates, individuals involved, and nature of the involvement. Each of these agencies received regular updates from Nga Maata Waka regarding the progress of the participant.

Record number of referrals that do not meet CPU/CPWS criteria and record action taken.

Between November 1997 and November 1998, the Whaia Te Tika project worker received 14 referrals that did not meet the CPU/CPWS criteria. From November 1998 to November 1999, a further 16 referrals did not meet the criteria. Details of these referrals and the action taken were recorded and are provided in the “presenting issues” section above.

Outcomes

Achievement of CPWS Outcomes

In addition to the objectives set for the project, each CP-CPWS project was also required to contribute to the CPWS outcomes identified in the 1997 Youth at Risk Crime Prevention Package (pp. 11-12). These outcomes were designed to address the needs of both individual participants and communities.

Individual objectives included:

Positive behavioural changes

Of the thirty-six (36) participants who completed the programme between November 1997 and November 1998, only three (3) committed offences whilst on the programme. Furthermore, of the thirty-four (34) participants who left the programme with a pre-release plan, only four (4) had re-offended by the end of the first annual evaluation period (in November 1998), and only one (1) has subsequently re-offended.

For those participants who completed the programme between November 1998 and November 1999, only two (2) re-offended during programme participation. Both of these continued with the programme after committing the offences; developing their pathway plans in conjunction with fulfilling the requirements of community service sentences. Of the 20 youth who left the programme with pre-release plans between November 1998 and November 1999, none had re-offended at the time of the second annual evaluation report (November 1999).

In the second annual evaluation, support for the programme’s success in reducing youth offending is provided by a representative from the New Zealand Police Pegasus Project. This representative states that:

I believe this organisation [Nga Maata Waka] to be invaluable in the community as it fills an important gap for youth in the area.

[The CPWS worker] and her team are dedicated to their work with young people, helping in areas such as youth offending and education. To my knowledge, their programmes have been hugely successful.

Increased positive participation in their communities, schools and whānau

Table 3 shows the different employment, education or training opportunities pursued by the thirty-four (34) youth who completed individual pathway plans and left the project to implement them (on a full-time basis) between November 1997 and November 1998. Similarly, between November 1998

and November 1999, twenty (20) programme participants pursued their pathway plans into a range of training, education and employment activities and opportunities (Table 3).

Table 3: Whaia Te Tika outcomes 1997-1998 and 1998-1999

Outcomes	November 1997 - November 1998	November 1998 - November 1999
Secured full time employment or training placements	19*	15
Returned to school	13	3
Registered as unemployed	2	2

*Four (4) secured full-time employment

Furthermore, five (5) of the seven (7) participants who left the programme before completing their personal pathway plans, did so in order to return to whānau living in other parts of New Zealand. Indeed, one of the positive outcomes of the project has been the improvement in the relationships between young people and their whānau. As indicated by members of the Whaia Te Tika management committee, even if a young person is removed from his or her whānau, the psychological connection with the whānau continues.

An implicit part of the project has been working to enhance the ways whānau members interact with, think and feel about, each other. Whānau members are encouraged to show support for their young peoples' increased participation in their communities, schools and whānau. This support has manifested itself in a range of activities, from whānau members getting up to get their young people off to school (where formerly they didn't), to whānau members actually modelling positive participation by taking part in employment and training activities themselves (where previously they weren't).

Increased personal strength and self reliance

The annual evaluation reports (November 1998 and 1999) provide observations made by the CPWS worker, whānau, school staff and community agencies about the young people involved in the Whaia Te Tika project. These observations indicate qualitative changes in the personal strength and self reliance of young people involved in the programme:

- increased self esteem, motivation and an insight to a positive direction in life
- increased confidence in their own ability
- increased recognition of their own potential and ability to make decisions for themselves
- increased ability to identify personal learning difficulties and access assistance addressing them
- more positive attitudes

All but two of the participants who have left the project remain in contact with the project worker. These individuals have not always found it easy to pursue their pathway plans and several have been brought back into the project for further support, encouragement and direction. However, the fact that they remain in contact is due to their own efforts and commitment to do so. That they return for help indicates that they are willing to acknowledge difficulties, and be open to finding ways to address them.

Indeed, the mere fact that, since November 1997, fifty-four (54) young people have completed and pursued their individual pathway plans, indicates that they have been empowered to make decisions about their future. Another indicator of the programme's success is the young people's expressed desire to be a part of it.

The following provides an example of how one young person ended up on the Whaia Te Tika project:

A young person's life

I was born in 1985, in Christchurch public hospital. Me and my brothers lived with my Mum and Dad until I was about three years old. My mum and dad split up and we shifted to the West Coast.

We lived there for a few years and I went to a pre-school with my cousin. I was kicked out for throwing apples at the teacher. Then my family moved back to Christchurch and I went to Addington Catholic and was kicked out for hiding in a cupboard for about 3 or 4 hours.

We then moved to Aranui and I went to Wainoni. I was suspended a few times and then was finally kicked out for fighting. When I was about 8 or 9 years old I went to live with my Nana and my Grandad and went to Linwood North. I was there for about 1 year then got kicked out for fighting again.

I then went back to live with my mum in Burwood and went to Burwood school. I was once again kicked out for fighting. After the school holidays I went to Chisnallwood Intermediate. I had problems at home and was shifted to a foster home and continued to go to school.

When I was form 2, I was kicked out for fighting and then went to Catholic Cathedral College and was suspended for picking on a mental guy that was in my class. At this stage I had been playing rugby for Linwood and Canterbury.

I went back to school and in form 3, I was kicked out for sexually offending a girl because her boyfriend was a dick and she was the only way I could get back at him. I then got a full time job panel beating and was fired for sniffing paint thinners. I then got another full time job gib fixing and had to leave because I didn't have enough work on.

I then was shifted to a family home and came to Nga Maata Waka. I ran away from the family home and got into stealing cars. After a while I was I was put into Te Poutama Arahi Rangitahi Sex offenders unit. The first few weeks went well but then I was arrested for threatening a staff member. I spent a few nights in the police cells.

I was then placed in Kingsley for 1 night went to court the next morning and I went back to the family home. The first few days were dumb because I had to stay home all day. After that I asked my social worker if I could go back to Nga Maata Waka, I have been here for about 2 or 3 weeks and I'm still here.

Community objectives included:

Increased community capacity to effectively deliver programmes and projects targeted to at risk young people

The project is administered by Te Rūnanga O Nga Maata Waka, an established community group which plays a large role in co-ordinating youth services in Christchurch. As a result of the project, Nga Maata Waka has increased its own capacity to deliver and co-ordinate services for youth people at risk of offending. Benefits include:

- increased knowledge and innovation in dealing with this client group
- positive working relationships with all agencies and whānau involved with the project participants
- increased networking and sharing of resources with other youth oriented community agencies

In turn, Te Rūnanga O Nga Maata Waka's involvement with youth at risk has highlighted a number of issues in identifying and serving this population. Specifically, the increased knowledge developed during the Whaia Te Tika project has called into question the value of focusing such interventions around police figures. In Christchurch, police reporting for the Christchurch East area includes figures from Christchurch South. However, because of the label given to the reporting area, the latter locality was not originally targeted for intervention.

Similarly, increased knowledge and information sharing has demonstrated significant gaps in local service provision caused by a focus on targeting funds to Iwi authorities. This has been shown to be particularly ineffective where young people, although affiliated to local iwi, are alienated from them (i.e. as a result of serious negative experiences with iwi representatives or during marae visits).

Community recognition of the effectiveness of the Whaia Te Tika project and increased capacity of Nga Maata Waka means that Nga Maata Waka is able to exercise greater influence over the responsibilities of referring agencies. As such, it is able to advocate for greater accountability regarding the involvement of referring agencies in the development of individual youth. This includes ensuring appropriate school learning projects are in place, and that specific, necessary activities are funded.

Te Rūnanga O Nga Maata Waka have maintained regular contact with young peoples' whānau. Where necessary, the project worker has supported participants and their whānau when they have had to appear in court, at family group conferences, during meetings with school counsellors and advisors, and whilst trying to resolve inter-personal issues.

Also of relevance to enhancing community capacity, is the fact that the young people maintain contact with the project worker after they have left the project. This, together with the project worker's community contacts, means that the relevant agencies are more aware of how things are going for the young person and are better able to respond when needed.

Improved co-ordination between groups involved with youth at risk of offending

Part of the Whaia Te Tika project objectives included the implementation of a lead agency approach to working with youth at risk. In order to ensure the effectiveness of this approach, the CPWS worker and project management group liaised and linked up with a range of other groups and organisations.

In addition to receiving referrals from these groups and organisations, and supporting the participant in their dealings with them, a significant component of the project worker's job involves recording and sharing information with them. The project worker maintains a list of all of the other groups, organisations and agencies involved with the participant, including the nature and duration of involvement. She also provides each group with updates, not only with regard to the participants' progress in the Whaia Te Tika project, but also with regard to their contact with other groups.

Since November 1997, the Whaia Te Tika project has worked to co-ordinate its activities with those of a range of agencies, including The Eastside Project, Celebration Next Youth Trust, Youth Alive Trust, Te Rōpu Te Tāngata, Agape Street Ministries Trust, Woolston Development Trust, Linwood Union and Baptist Church, Te Mana Tamariki, Otautahi Social Services, Te Waipounamu Cultural Centre, and Te Rito Arahi (Appendix B provides a more detailed description of the activities of these agencies).

The project also works with whānau and extended whānau, police and youth justice, CYPS; Linwood High School; Aranui High School; Hornby High School; the respective Truancy officers. There is also an informal networking relationship between the project and Community Corrections.

Of significance is that the Whaia Te Tika project has worked to integrate its activities with external agencies rather than to compete with them. As evident in a comment made by the DIA community adviser, the project is particularly complementary to the Police Pegasus project because it works towards similar goals but does so in a different way. Therefore, while the Pegasus project is viewed as being part of the police, the Whaia Te Tika project is viewed as being part of the community.

Conclusions

Participants in the Whaia Te Tika project have demonstrated a number of positive outcomes including reduced offending and increased participation in community, school and whānau activities. The project has incorporated a number of methods demonstrated to contribute to such outcomes. These include:

- providing whānau with support and assistance to encourage positive behaviour amongst young people
- substantial, intensive, meaningful contact between programme participants and pro-social role models
- structured and focused rehabilitation programmes using behavioural processes to improve young people's reasoning skills and social behaviours
- focusing intervention on characteristics (attitudes and behaviours) that can be changed and which are associated with individual criminal activities

The fact that project participants are assisted to practice positive behaviours within real life situations provides positive reinforcement of the value of associated changes in the overt expression of these through increased whānau, social, educational and financial rewards. It is this positive reinforcement which is most likely to have contributed towards the increased personal strength and self reliance observed for young people involved with the CPWS worker.

These methods were supported by continual contact with the participant following release from the programme. By maintaining contact, the project worker was able to detect if the project participant was experiencing difficulties and if so, bring the individual back into the programme for further support, encouragement and direction.

Ongoing monitoring of the young people also proved effective in facilitating a range of conditions shown to support the methods identified above. These included:

- identification of the most at risk young people so that the most intensive services could be targeted to them

- continuous improvement of the quality interventions through provider development, staff training, improved infrastructure and better knowledge of best practice, including sharing this knowledge with other agencies involved with at risk youth.
- providing a holistic approach by working with young people in the context of the major influences on their lives - their family, school or employment, involved agencies and community.

As such, the project also facilitated recognition of a number of issues particularly relevant to working with youth at risk. These included the following requirements:

- time to work through “emotional baggage” prior to the introduction of cognitive and behavioural interventions
- support from whānau/social workers and the local community (especially schools and employers) to facilitate young people’s increased involvement in these entities
- resources to provide material support for activities aimed at increasing group development
- recognition of the interdependency of community agencies and activities, such that different agencies are able to influence each other to achieve the best results for young people (particularly with regard to organisations involved in Māori development)

An additional issue raised by the results of the project relates to the fact that between the first and second year of programme operation there was an increase in the proportion of young people who secured full time employment or training placements and a decrease in those returning to school. Although this reflects an increase in the average age of participants during the second year, it also reinforces the need to provide a programme for those in the younger age group, who may otherwise slip through the net completely.

Recommendations

1. Additional time and/or resources for facilitating whānau and community support (especially from local employers and school) for the project.
2. Extend the initial six (6) week component of the Whaia Te Tika project to between twelve (12) and sixteen (16) weeks to allow the young people to work through emotional baggage and develop the project components/CPWS worker’s skills to assist in this process.