

Awhinatia Te Whānau, Te Kotahitanga E Mahi Kaha Trust, Kaikohe

Background

Project Need

Identified under the 1997 Crime Prevention Package as a location of significant criminal offending, Kaikohe lies at the southern end of the Far North District. This district has a population of 52,935 (Statistics New Zealand, 1997). Of these, 41.4 percent identify their ethnic group as Māori (in Kaikohe identification is primarily Ngāpuhi), 1.1 percent as Pacific Island, and 39.2 percent are aged under 25 years.

In January 1998, Te Kotahitanga E Mahi Kaha Trust applied to the Department of Internal Affairs for funding to support a community project worker under the Youth at Risk Crime Prevention Package. As part of their application, the Trust identified a number of trends and issues within Kaikohe's community which they perceived to impact negatively on youth. These included:

- “dysfunctional families” and instability in the home environment
- high levels of youth suicide
- alcohol and substance abuse
- gang affiliations
- theft and burglaries
- truancy
- high levels of unsatisfactory housing
- unemployment

It was also suggested that most of the intervention projects located in the area were individually oriented and, although effective in the short term, did not account for these environmental influences on behaviour.

Stakeholders and Consultation

In order to meet the specific objectives of the crime prevention package, combined meetings between Te Kotahitanga E Mahi Kaha Trust and other community organisations, individuals and government agencies were held. These included representatives from Education, Police, Community Funding Agency, Income Support Services, New Zealand Employment Service, Community Employment Group, Children and Young Persons Service, Te Puni Kōkiri, Iwi Social Services, the Safer Community Council, and the Police Community Co-ordinator. These meetings established support and liaison from the associated agencies and provided the foundation for developing the new CP-CPWS project (called Awhinatia Te Whānau).

Te Kotahitanga E Mahi Kaha Trust also regularly liaises with a number of youth services, social services, training providers, and sport and recreational groups in Kaikohe, including:

- Te Taurikura Project (Police Youth at Risk Project)
- Skill New Zealand
- He Iwi Kotahi Tatou Trust
- Far North District Council
- Okaihau College
- Northland College
- District Truancy Services
- Probation centre

- Fines department
- Law North
- Kaikohe District Court
- Kaikohe Community Youth Council
- The Zone (recreational group)
- Kaikohe Rugby Football Club
- Kaikohe Touch Module
- Ohaeawai Rugby Football and Sports Club
- Ohaeawai Touch Module
- Kaikohe Basketball Organisation

Many of these groups were also consulted as part of the project development.

Agency History and Status

Formed in 1986, Te Kotahitanga E Mahi Kaha Trust provides a number of social, cultural, and economic development opportunities to Kaikohe and surrounding communities. These include:

- vocational training under contract to Skill New Zealand
- pre-employment training for Work and Income New Zealand (WINZ) customers
- an alternative education programme
- youth and whānau support services (DIA monitored CPU-CPWS project, aimed at recidivist offenders 14-21 years old and the CYFS monitored CPU Māori Youth at risk of Offending Project, aimed at 13-16 year olds who have come to the notice of schools, police and/or other authorities, involving structured group activities after school, weekends and school holidays)
- health promotion activities including a gym, sports development, and workshops on the risks associated with smoking, drugs and alcohol, poor nutrition and leading a sedentary lifestyle.
- community project co-ordination

The activities of the Trust are monitored by their Trustees. The role of the Board is governance rather than management which is the preserve of the General Manager. The General Manager reports to the Board at monthly meetings.

The Trust is particularly focused on enhancing education and training opportunities, has had a long history of working with young people, and has fostered supportive networks to assist in this process.

Te Kotahitanga E Mahi Kaha's staff strive to work in partnership with government agencies in order to remove barriers to youth accessing resources. In this capacity, they are constantly working towards the development of quality management systems to improve the quality of their services. These systems include regular monitoring and self evaluation through feedback from programme and course participants, and the wider Kaikohe community. The Trust is also committed to staff development and staff members are allocated annual training budgets and supported in accessing appropriate training opportunities.

CPWS Workers

In January 1998 Te Kotahitanga E Mahi Kaha Trust recruited a youth worker for the Awhinatia Te Whānau CP-CPWS project. The youth worker was Māori, male, and possessed twelve years experience working with youth and/or families. He had also undertaken counselling training at the Central Institute of Technology and attended training seminars and workshops in:

- drug and alcohol counselling
- communication
- youth development
- outdoor pursuits and leadership

- dynamics of whanaungatanga

In August 1998, the original CPWS worker left the CP-CPWS position to take up alternative employment with Ngapuhi Social Services and is now a social worker in schools. He was replaced by a second youth worker, also a Māori male, with significant experience in youth work, including two years as a CPWS worker in the Hokianga.

In November 1998 the second CPWS worker entered 10 weeks of intensive training in Auckland, returning to Te Kotahitanga E Mahi Kaha Trust in the capacity of the alternative education programme co-ordinator. His role in the Awhinatia Te Whānau project was taken over by another Trust employee, also a Māori Male with long term experience as a youth worker.

All of the CPWS project workers who have been involved with the Awhinatia Te Whānau project have identified themselves as Ngapuhi and have possessed significant personal knowledge of the social environment in which the project was developed. Furthermore, all remain in contact with each other and continue to contribute to the development of the project, and the young people involved with it.

Management and Support

From inception, management of the project has been the responsibility of the Trust.

Throughout the project each Project Worker met with the General Manager of the Trust on a regular basis (at least fortnightly) to monitor project progress (including hours worked, activities undertaken and client progress), undertake project planning, and discuss and work through any issues related to the project. Peer support and mentoring was also available from other Trust staff involved in the operation of Trust based youth & whānau services. Access to the DIA Community Development Advisor and the worker's own established networks provided additional supervision and support for the project

The Trust has been responsible for ensuring the provision of sufficient resources to cover the operational costs associated with the project. They have provided access to office space, telephone, fax, photocopier, computer and administrative support, as well as some additional resources for project activities (such as kayaks, Trust van and camping equipment). The Trust has also assisted the project worker to seek additional funding to support his activities.

During 1998, the project management group provided the Awhinatia Te Whānau project worker with in-house training in:

- project management
- preparing cash forecasts
- facilitation
- report writing
- assessment, referral and case management

During both 1998 and 1999 the Awhinatia Te Whānau project worker attended a number of hui aimed at facilitating training, networking, information sharing, skills development and peer/professional support. These included:

- DCYFS training in self harm issues and intervention (Auckland)
- Regional Community Project Workers Hui (Ngawha Marae, Kaikohe)
- Aotearoa Youth Workers Collective hui (Mataatua Marae, Mangere, Manukau)
- Māori Against Violence annual hui (Te Kuiti)
- Māori Economic Development Summit (Waitangi)
- Alternative Education Hui (Porowini Marae, Whangarei)
- training regarding the CYP&F Act
- viewing other successful models
- Youth Justice in Focus Hui
- CPW regional hui
- CPW National/Aotearoa Youth Workers Collective hui

As part of project management, the Awhinatia Te Whānau CPWS worker provided monthly updates of the hours that he had worked, the nature of the work undertaken, details of project participants, and progress towards objectives. At six monthly intervals, the project worker reviewed his work to date and developed plans for the next six months. These reviews included identifying areas of learning and project development, as well as receiving feedback from participants, whānau and stakeholders.

Responsiveness to Māori

The Trust is a Māori service provider that works predominantly, but not exclusively, with Māori. It provides a holistic approach to development and growth amongst young people who are termed 'at risk'. The Trust's kaupapa is as follows:

- to develop and provide opportunities for Māori

- to promote and encourage economic and social opportunities for the people we deal with
- to develop and provide effective education and training opportunities
- to increase participation and learning in activities that will enhance the well-being of Ngapuhi
- to support the community with services and develop people's skills
- to work with and support other cultures and their values
- to pursue Tino Rangatiratanga at a local level

Responsiveness to Pacific Island Peoples

Kaikohe has seen an increase in Pacific Island peoples over the last few years. There is a strong Pacific Island network in the community. The Trust can provide access to support systems available to Pacific Island peoples who participate in the activities operating at the Trust. Furthermore, as a former Otarā resident, the current CPWS worker has significant personal experience in New Zealand's largest Pacific Island communities.

Evaluation Methods

The information about the Awhinatia Te Whānau 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 Kotahitanga E Mahi Kaha Trust and the CPWS worker completed two annual evaluation reports for the Awhinatia Te Whānau project. These provided information for the periods between January 1998 and December 1998, and January 1999 and December 1999, respectively. Data for these reports was collected from a range of sources including:

- CPWS worker monthly reports, detailing occupancy, client details, participant contact hours, whānau support hours, activities, inter-agency contact, progress towards objectives, issues, and future directions
- CPWS worker evaluation forms (Appendix N) completed by community and government agencies (Te Taurikura/NZ Police, Ngapuhi Social Services, DCYFS)
- client records and case studies from these, including information provided by referring agencies such as the Police, DCYFS, Kaikohe Community Youth Council, etc.
- feedback from representatives of community agencies (Te Taurikura/NZ Police, Ngapuhi Social Services, DCYFS, Kaikohe Community Youth Council) and other Te Kotahitanga E Mahi Kaha Trust programmes (recorded by the CPWS worker)
- feedback from participants' whānau (recorded by the CPWS worker)
- feedback from participants and former participants (recorded by the CPWS worker)

Department of Internal Affairs Visits

Throughout the duration of the CPWS project, the Awhinatia Te Whānau CPWS worker maintained ongoing contact with his 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 the Awhinatia Te Whānau project objectives.

In addition, a research analyst from the Department of Internal Affairs visited the Awhinatia Te Whānau project annually. On the 8th and 9th of May, 1999 the DIA researcher met with the CPWS project worker, as well as other members of Te Kotahitanga E Mahi Kaha Trust, including:

- alternative education programme facilitator
- facilitator of the after school programme for at risk young people aged 13-16 years old

- CPWS project manager

Meetings also occurred between the research analyst and:

- Ngapuhi Iwi Social Services Representatives
- Department of Child, Youth and Family Services Youth Justice Co-ordinator
- Kaikohe Police Youth Project Co-ordinator “Te Taurikura”
- Kaikohe Community Youth Council Co-ordinator
- Kaikohe Community Youth Council youth worker

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 CPWS Project

According to the original project proposal, the overall aims of the Awhinatia Te Whānau project were to:

- enhance the well-being and raise the self esteem of young people, in a manner that is acceptable and non-threatening to them.
- encourage youth to make informed choices about their lifestyles to enhance their own well-being

The project proposal identified three main objectives:

- target ten young people (aged 14-20 years) in Kaikohe, who are recidivist offenders
- develop an individual development plan for each of these young people and network with other community and government organisations to facilitate an integrated service capable of meeting a wide range of individual, social, cultural and spiritual needs
- work intensely over a three year period with each individual offender

The work undertaken with the young people was intended to include both preventative and rehabilitative components. The preventative component comprised:

- relating young people back to their cultural heritage to promote self understanding, and to provide a sense of identity.
- protecting the interests of the youth who are predominantly disadvantaged, displaced and abused.
- working to increase self esteem and self management of young people, primarily through education

The rehabilitative component of the project was to comprise of:

- countering negative actions, and peer pressure by redirecting energy and thinking in a positive manner.
- reintroducing young offenders back into the community.
- developing and building better relationships between the young people and their community.

Nature of the Project

Project outline and content

The project began in January 1998 (although the work is not new to the organisation) with funding allocated for a three year period, until January 2001.

Upon referral to the project, participants, their whānau, and associated agencies worked with the community project worker to draw up, and agree to, individual personal project plans. These plans consisted of a series of goals for each project participant.

Individual progress focused on the development of specific skills including:

- leadership

- personal motivation
- literacy/numeracy
- time management
- understanding who you are
- personal communication and presentation
- problem solving
- working in a team

In order to facilitate this development, plans were complemented by a series of project components designed to provide participants with the skills and motivation to achieve their goals. These included personal development, educational and vocational skills attainment, cultural development and awareness, and health, fitness and recreation (Table 15).

Table 15: Awhinatia Te Whānau project components by related learning and activity areas

Project Components	Learning and activity areas
Personal development	Social skills Personal grooming and hygiene Life skills (sexual health workshops, alcohol and drug workshops, budgeting, planning) Communication skills Behavioural strategies (including problem solving and working in a team)
Educational and vocational skills	Needs Assessment Research Skills Time management Career planning Production of a curriculum vitae Re-enrolment in educational activity (school or correspondence course) Study supervision
Cultural development and awareness	Cultural wānanga Whakapapa Local history Basic Mihimihi Marae protocol Topical issues
Health, fitness and recreation	Individual fitness project Outdoor recreation and activity camps Health workshops

Because the participants were encouraged to work through their plans in their own time, and to set goals that were meaningful to them as individuals, these components were offered on an individual, as per need basis. Components were delivered in collaboration with a range of other Trust and external agency programmes.

Number of participants and source of referral

In 1998, identification of project participants was performed by way of surveying relevant agencies. In addition, referrals were received from:

- Police (15 referrals),
- CYPS (11 referrals)
- Other community agencies (3 referrals).

Both surveys and referrals resulted in between 100 and 150 young people coming into contact with the Awhinatia Te Whānau CPWS worker between January and December 1998. Of these, twenty-one

(21) were identified either as recidivist offenders, or as first time offenders at risk of re-offending (as indicated by the agencies making the referrals), and subsequently became intensively involved in the project. Intensive involvement constitutes at least weekly kōrero and supervision. However, in some cases, daily contact has been necessary to assist participants through procedures (i.e. court appearances, community work, individual plans set, etc.).

In 1999, 75 young people came in contact with the project. These included the eleven (11) young people continuing intensive involvement from 1998 and a further seven (7) young people identified either as recidivist offenders, or as first time offenders at risk of re-offending. These eighteen (18) young offenders worked intensively with the CPWS worker during 1999.

All of the eighteen (18) young people who worked intensively with the CPWS worker during 1999 were referred by one of the following agencies:

- DCYFS (6 referrals)
- Police (9 referrals)
- Iwi Social Services (1 referral)
- Community organisations (2 referrals)

The majority were referred as a result of Family Group Conferences (FGCs), court orders or police directives, with three (3) required to complete community hours under the supervision of the CPWS worker.

Demographics

Most of the twenty-one (21) young people who became actively involved with the project during 1998 were:

- male (19),
- Māori (19)
- aged between 14 and 16 years (16).

Table 16 gives the remaining demographic details for 1998 participants. Only two (2) of the active participants were female and the same number were aged between 17 and 20 years old (2), under 14 years old (1) and/or of Pacific Island ethnicity (2). The age of one participant was not specified.

Table 16: Awhinatia Te Whānau project participants by gender, ethnicity and age, 1998 and 1999

Gender	1998	1999
Male	19	17
Female	2	1
Ethnicity	1998	1999
Māori	19	18
Pacific Island	2	0
Age	1998	1999
11-13 years	2	0
14-16 years	16	10
17-20 years	2	8
Not specified	1	0

In 1999, all of the eighteen (18) young people who worked intensively with the CPWS worker were Māori, and all but one were male. Table 16 gives the remaining demographic details for 1999 participants. Ten (10) of these young people were aged 14-16 years and eight (8) were aged 17-20 years.

Presenting issues

During 1998, the most common issue presented by twenty-one (21) project participants, who worked intensively with the CPWS worker, was drug and alcohol abuse. Table 17 provides a breakdown of the number of young people who presented with this and other issues:

Table 17: Awhinatia Te Whānau project participant presenting issues, 1998

Presenting issue	Male	Female
Drug and alcohol abuse	18	2
Committing minor offences	9	2
Truancy	5	2
Violent or threatening behaviour	4	1
Committing serious offences	4	0
Involvement with gangs	4	0
Disengaged/alienated from family	3	1

The issues most frequently presented by the eighteen (18) young people who became active project participants during 1999 included minor offences, drug and alcohol abuse and financial stress. These and other issues are identified in Table 18:

Table 18: Awhinatia Te Whānau project participant presenting issues, 1999

Presenting issue	Male	Female
Committing minor offence	17	1
Drug and alcohol	17	1
Financial Stress	17	1
Violent/threatening behaviour	6	0
Relationship problems	6	0
Gang involvement	2	0
Truancy	2	0
Disengaged/alienated from family	1	0

In 1999, at least half of the participants were no longer living with their parents, even though the average age of participants at the time was 15 years.

Participation

Of those twenty-one (21) young people who became actively involved with Awhinatia Te Whānau in 1998, ten (10) left the project as a result of relocating out of the Kaikohe area, with one (1) remaining in contact with the community project worker for subsequent support. Relocation occurred for a number of reasons including court orders; family; and employment opportunities. Of the remaining eleven (11) young people, six (6) were still receiving ongoing assistance from the project worker at the end of 1998, and five (5) made contact for support when they needed it.

Of those eighteen (18) young people who were actively involved with Awhinatia Te Whānau in 1999, six (6) left the project. Three (3) of these relocated out of the Kaikohe area, and three (3) gained paid employment. At the end of 1999, all of the remaining twelve (12) young people continued to receive ongoing assistance or support from the project worker.

Despite relocation, and withdrawal from the Awhinatia Te Whānau project, the CPWS worker “keeps in touch” with all of the young people with whom he has been intensively involved. This occurs either directly or through whānau.

Process

During the first six months of 1998, the main focus of the Community Project Youth Worker was the identification of recidivist youth offenders and the development of personal progress plans. This included establishing appropriate community and whānau support.

In August 1998, the CPWS worker who had set up much of the project left Awhinatia Te Whānau to take up alternative employment. Although a replacement youth worker was found relatively quickly, this new person required some time to familiarise himself with the project and establish rapport with the project participants, their whānau, and relevant external agencies. The remainder of 1998 was spent in this capacity.

As a result of the change in CPWS worker, the Trust worked through a process of streamlining its recruitment and recording systems. These included improving systems for monitoring the young people’s activities. It also invested time in the clarification of boundaries, both in relation to community needs and expectations, and those of other agencies.

In early 1998, a new manager was appointed to oversee the activities of the Trust. The new manager placed significant emphasis on integrating the various projects in which the Trust was involved, and on ensuring that these worked to complement, rather than compete with, other community activities. In particular, the manager focused on streamlining the target groups of each project in terms of age and risk levels.

As a result of these changes, the CPWS worker’s role became more focused in 1999. While continuing to work with participants to develop their personal plans, his main functions in assisting them to pursue these plans were:

- supporting young people in court and FGC (Family Group Conference) appearances
- supervising community work
- setting up work experience
- working through individual plans to achieve objectives and offering support
- assisting with enrolments to school and courses
- one on one kōrero about needs
- crisis support
- care co-ordination

During this time, project worker activities became increasingly focused on the development of community and whānau support for youth at risk. These included:

- whānau participation
- gradual integration back into community
- developing community support for these young people
- changes in whānau environment
- eliminating isolation from support networks

Specifically, the community project worker engaged with schools, whānau, and other community groups, to establish means by which the young people could be encouraged to achieve positive outcomes. Such means included ensuring that policies, practices and procedures were conducive to the participant’s progress. In particular, the CPWS worker ensured that key operating procedures were conducive to keeping youth safe.

The CPWS worker also worked to establish mechanisms by which he could call upon these agencies to provide assistance with court advocacy, family group conferences and specialist educational services. In some cases, this resulted in ongoing integration and co-ordination of services between

agencies. For instance, the Police CPU programme (Te Taurikura) focuses on working with at risk 8 - 13 year olds to prevent crime. Police refer those aged over 13 to Te Kotahitanga E Mahi Kaha Trust's after school programme for at risk youth or, for those who are recidivist offenders, the Awhinatia Te Whānau programme. In turn, the two agencies frequently call on each other to provide human resources and share information. This relationship is enhanced by the fact that the Te Taurikura programme is physically located next to Te Kotahitanga E Mahi Kaha Trust.

In addition, the CPWS worker specifically engaged with whānau in the following activities:

- talking about participants
- regular check in
- court and FGC appearances
- acting as advocate with other departments
- whānau development plans

The development plans of both young people and their whānau were monitored and reviewed on a regular basis to ensure the goals were realistic, achievable and effective in meeting the changing needs of those concerned. As the project participants worked through each of their goals, their activities were increasingly oriented towards reintegration into the community. Initially, participants were encouraged to participate in group activities and later community contact was facilitated through community service.

Throughout its development, the CPWS workers and project management collected feedback from participants, whānau and the community. In November 1999, project participants indicated that they found it helpful to have someone who is:

- outside the whānau to talk to about their problems
- accessible during a crisis and knows how the system works
- able to help identify and support them toward the next step
- able and available to provide advocacy on their behalf with Police, Courts, Probation Officers etc.

However, both participants and their whānau indicated that although contact at the initial stage of offending was of significant benefit, one year down the track they felt the need for more space to sort out their own priorities and practise the skills they had acquired. It was established that although continuous monitoring was beneficial to the police and victims, it was not a constructive form of rehabilitation for the participants. Furthermore, the extensive community networks maintained by the Trust in collaboration with the Police made explicit monitoring unnecessary.

Participants and their whānau suggested that following crisis support and assistance, there was a need for more flexibility in the project. They considered it unnecessary to be intensively involved with the CPWS worker for three years, indicating a preference for self determined involvement after 6 to 9 months of intensive contact. It was indicated that both the young people and their families should be able to initiate involvement after this period, ensuring a minimal amount of ongoing contact through the CPWS worker role in care co-ordination and community work supervision.

This feedback was put into practice towards the end of the second year of operation (1999). However, up until that time, and beyond, the CPWS workers continued to meet, or to work towards meeting, each of the objectives set for the project:

Achievement of Project Objectives

To target ten young people (aged 14-20 years) in Kaikohe who are recidivist offenders

In 1998, the project workers worked with twenty-one (21) young people identified by police and government agencies as recidivist offenders. At the end of the year, six (6) of these were still actively

involved in defining and pursuing their goals and five (5) others were receiving ongoing support as they moved out on their own.

In 1999, the project worker sustained intensive involvement with eighteen (18) young people identified by police and government agencies as recidivist offenders (including 11 continuing involvement from 1998). After 12 months, twelve (12) of these continued to access assistance from the project worker.

In total, the CPWS worker worked intensively with 28 individual young people during 1998 and 1999.

To develop an individual development plan for each participant

For each participant, individual development plans were negotiated with the assistance of whānau and other community members. The project worker not only provided the young people with assistance in achieving these plans, but also monitored each individual's progress, and regularly reviewed plans to ensure that they were realistic, achievable and appropriate to the changing needs of the client and their whānau.

In some cases, individual development plans were tied to court ordered community service hours and emphasis was placed on individuals achieving productive personal outcomes whilst continuing to meet their obligations to the community. As such, court orders were seen as opportunities (as well as discipline) and plans involved a mixture of practical and learning activities, aimed at up-skilling, as well as instilling an interest in learning and work. Once community hours had been completed, the plans were revised and new opportunities were explored. Ongoing development of individual plans following completion of community hours has tended to involve pursuing former activities, often for payment or further educational attainment.

To work intensively with each individual offender over a three year period

Only eleven (11) of the twenty-one (21) young people to become involved with the Awhinatia Te Whānau programme in 1998, and five (5) of the young people who entered in 1999, were still involved with the youth worker at the end of 1999. However, the agency has always indicated that contact should be made on an as per need basis, and since late 1999 there has been increasing emphasis on a youth development model. This emphasis aims at empowering young people to determine their own needs.

As a result of this emphasis, the project has evolved so that, following an initial 6-9 month period of intensive contact, the CPWS worker role becomes one of support person with participants making contact as they need assistance and/or require access to resources. Most participants who have remained in Kaikohe maintain monthly contact with the CPWS worker, either by phone or "just dropping in".

Most of the young people who have left the project have done so as a result of moving out of the area, often due to family or legal obligations, or, as was increasingly the case in 1999, following the acquisition of paid employment.

Meeting and developing the preventative components of the project:

Relating young people back to their cultural heritage

All young Māori who become involved with the Trust are encouraged to develop their understanding of their whakapapa and marae affiliations. This focus is aimed at fostering a sense of whanaungatanga (common links and reciprocal responsibility). It

appears to be especially effective for those young people returning from outside the area.

Identification of whakapapa and marae affiliation has resulted in young people expressing pride in their cultural identity and forming closer links with extended whānau, and the wider community. These links have, in turn, opened a number of doors to the young people, providing them with opportunities that they did not previously have access to.

In the specific case of the Awhinatia Te Whānau project the largest proportion of project participants are Māori, as is the project worker. In 1998, the project worker engaged participants and whānau in informal discussions regarding local history, Whakapapa, Te Ao Māori and the effects of colonisation. In 1999, as trust developed between the young people, their whānau and the project worker, this aspect of the project became increasingly structured around activities such as whānau days out, trips to Waitangi, Arai Te Uru, and Tāne Mahuta, camps and marae involvement (including learning basic mihimihi and marae protocol).

Protecting the interests of the youth who are predominantly disadvantaged, displaced and abused

Protection of youth interests has primarily occurred through referral to specialist agencies, often as part of the participant's progress towards achieving their goals. The youth worker's role in protecting youth interests has involved liaison with schools, sports, community groups, government agencies, advocacy for the young people in court or family group conferences. The ongoing nature of goal setting, and support activities, through the monitoring and review process is particularly advantageous in meeting this objective as it allows participants to identify and address issues (such as drug and alcohol abuse, etc.) when they are ready.

In 1999, care co-ordination became an increasingly important aspect of the project worker's efforts to protect the interests of young people. Frequently, this involved working with Iwi Social Services, hapū and other agencies to ensure that youth placements acknowledged extended whānau and marae. It also involved working with immediate whānau to develop means and conditions to enable the young person to return to them at some future date.

In addition, the CPWS worker, together with the Te Taurikura worker identified a number of young people who were disadvantaged, but not specifically at risk. These included young people who did not have access to significant physical, or social resources, many of whom were struggling through the education system. These young people indicated that they were further disadvantaged by the fact that they didn't have access to the programmes targeting at risk youth.

In order to address these issues, and prevent these young people from becoming at risk, the CPWS worker and Te Taurikura worker organised an educational field trip for them. After independently raising funds and sharing resources, they took the young people to Rotorua, where they received information and experience with the tourist industry in that area. This trip was not funded by the CP-CPWS fund, but indicates an example of the way in which the project worker's activities and objectives extend throughout the community.

Working to increase self esteem and self management of young people, primarily through education

The approach taken with clients has been as diverse as their needs. Given the nature of the participants, preference has been given to working with clients in small groups, or on a one to one basis. In all cases, young people are encouraged to develop skills through the provision of experiential opportunities.

In particular, young people have received support and encouragement in accessing services and opportunities, especially those of an educational nature. This has provided them with the motivation and confidence to apply for, and participate in, activities which they had previously perceived as out of their grasp, or irrelevant to them.

Furthermore, giving young people the opportunity to determine the nature of their involvement with the CPWS worker has facilitated the development of problem solving systems. These have included experiences where both parties work together with whānau and community to resolve issues of concern to them. The readiness with which young people have returned to the CPWS worker to access assistance when needed, suggests that these experiences have contributed to the development of self management.

Meeting the rehabilitative components of the project:

Countering negative actions, and peer pressure by redirecting energy and thinking in a positive manner.

Project participants are challenged to “enjoy life”, but not at the expense of others. This challenge has been reinforced by expanding the client’s options and encouraging them to take responsibility for their actions. In particular, development plans have centred around personal goals refocusing youth on what they can do to change their world, rather than what they think needs to change in the world. These plans suggest options which involve the young people engaging with the world in a way that is conducive to their own development, and which facilitates positive feedback from others. It also involves encouraging youth feedback and taking on their ideas, such that they perceive their own ability to influence, rather than just be influenced. Examples of youth feedback which has been taken on include the suggestion that after crisis and support, the CPWS worker should provide young people with the space to identify their own wants and needs.

Part of the process of countering negative actions and peer pressure has been to reframe certain activities, encouraging pride in achievement and the development of an inclusive rather than exclusive youth culture. By demonstrating that all youth have opportunities, efforts to take advantage of them no longer involve the added pressure of crossing from one social group to another. Implicit in this process is working with individuals as individuals rather than working with groups of “offenders” who may be subject to stigmatisation and reinforcement of negative identification.

Reintroducing young offenders back into the community.

The reintroduction of participants back into the community is a gradual process and still developing. A large part of the personal progress plans negotiated with the young people focused on this goal, either through community service or increased community involvement. The project worker’s involvement with other community stakeholders, including whānau, is particularly important to this process.

Significant contributions to achieving this goal have been the integration of community care and community work supervision with community valued activities, such as participation in sports clubs and community activity groups. Rather than diverting young offenders into unseen positions, the outcomes of FGCs and court orders have been placed firmly in the public arena. Thus continuing their visibility after the crime and refocusing attention on the positive contributions they are able to make to the community, rather than leaving a purely negative impression.

This community salience and involvement is also important in reducing the sense of isolation and marginalisation felt by youth, especially in terms of showing them that their positive contribution and participation is valued and accepted.

Similarly, involvement in care co-ordination and community work supervision has allowed youth access to a wider range of services and resources than they were previously able to access. In addition to providing young people with the confidence and knowledge to source services and resources, the project worker’s involvement and community profile has helped to open doors for the young people. Examples include invitations to participate in sports clubs and community groups which, given a history of offending, would not otherwise have welcomed the young person.

Developing and building better relationships between the young people and their community

The project worker has actively worked to strengthen networks, develop new links and establish procedures and policies with government agencies, schools, whānau and other community groups that impact on the young peoples lives. Specifically, he has worked to:

- integrate project activities with those of Te Taurikura (the police crime prevention project),
- ensure community group hands on involvement in the development of the project (i.e. Kaikohe Community Youth Council),
- advocate for the needs of the young people,
- collaborate with schools and referring agencies (i.e. DCYFS) to develop interventions that serve the needs of both, and
- interface with iwi and hapū to facilitate communication and accommodation of young people

These efforts have enhanced the reintroduction process by establishing an environment of mutual effort. Young people were shown that they are not the only ones who are encouraged to make an effort, and outside individuals, agencies and groups are given a sense that they are able to positively influence young people with whom they have previously had primarily negative interactions.

This process has been enhanced by the Trust's connections within the community. On the basis of good faith in the Trust, the CPWS worker is able to assist young people to gain access to groups and organisations that had otherwise excluded them. Specifically, these have included sports clubs, and community activity groups.

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 outcomes included:

Positive behavioural changes.

Of the twelve young people with whom the community project worker was involved during the three months to December 1998 nine (9) had neither committed any further offences nor come to the notice of the police during that period.

During 1999, only three (3) of the eighteen (18) young people, with whom the CPWS worker was intensively involved, committed any further offences during the 12 month period over which they were monitored.

Over the entire two years of operation, only six (6) of the twenty-eight (28) young people involved in the Awhinatia Te Whānau project have come to the attention of the Kaikohe police. One of these has entered the prison system.

A worker evaluation sheet completed on behalf of Te Taurikura, a Crime Prevention project run by the NZ Police, supported the conclusion that the project had contributed towards reducing crime.

Increased personal strength and self reliance

After both the first and second years of operation (1998 and 1999) the project worker reported project participants having a greater sense of their own future, less anger and frustration, and added enthusiasm and intuition. They were said to demonstrate an increased knowledge of how to access

services (including vocational and educational), increased ability to communicate with others (including a willingness to talk about their own problems) and less “attitude”. These changes are evident in the willingness of the youth (and their whānau) to provide feedback to the youth worker, advocating greater self determination in their interactions.

The CPWS worker’s perceptions are backed up by both whānau and other community and government agencies. In evaluation feedback from Ngapuhi Iwi Social Services, positive changes resulting from the project were identified as:

- Youth being more motivated to succeed
- [Youth] being more interested in education ..[and]... alternative schooling

Similarly, in an evaluation report from the Children, Young Persons and their Families Service, positive changes resulting from the project were identified as:

- Youth have a feeling of being cared about
- [Youth are] motivated
- Whānau acceptance [of youth]

Increased positive participation in their communities and achievement of goals on personal plans

As a significant component of the project involved the reintegration of young recidivist offenders into their community, personal plans were often tied to this goal.

During the first year of the project (1998) one participant secured full time employment, two (2) participants resumed attending school on a regular basis and one (1) accessed additional school support for learning disabilities. Another participant had enrolled in correspondence school (Table 19).

Also in 1998, one (1) participant completed a six week motivational course and three (3) others were enrolled in, or regularly attending, training courses.

Three (3) participants obtained their learners drivers licences. After the first year of participation, all of the youth had completed their community service hours and reparation to victims, put in place at FGCs by the court and DCYFS. As a result, all received section 286 discharges, meaning that they no longer had any outstanding charges and no record was kept of their former conviction.

Socially, those attending courses, or at school, had begun to make new acquaintances.

Table 19: Awhinatia Te Whānau project outcomes for 1998 and 1999

Progress	1998	1999
• Returned to school or alternative education programme	2	4
• Attending training programmes/courses	2	6
• Participated in seasonal employment	0	4
• Participated in community valued activities (sports and community groups)	0	6
• Gained full time (on-going) employment	1	3
• Completed community work hours	10	4
• Received Court Order 286 discharges	10	2
• Gained drivers licence (or part thereof)	3	1

By the end of the second year of operation (1999), another three (3) participants had secured full time employment and four (4) had undertaken seasonal employment.

A further six (6) participants had attended training programmes, the majority provided by Skill New Zealand and aimed directly at facilitating employment. One (1) participant had re-entered the mainstream schooling system and three (3) were attending an alternative education programme.

Of those participants who entered the project during its second year of operation, four (4) had completed their community work hours, two (2) had received Court Order 286 discharges and one (1) participant had regained his suspended drivers licence. In addition, six (6) participants had undertaken community valued activities in the form of participation in a sports or community group.

In the evaluation report completed on behalf of Te Taurikura (New Zealand Police Crime Prevention project), the project was described as providing youth with positive outcomes in areas such as employment, training, etc. Furthermore, movement towards the achievement of personal plans has frequently facilitated increased motivation to participate in other activities within the community. For example, one young person originally sentenced to 100 hours of community service is not only in the process of completing this requirement, but has also taken on part time work in the agricultural sector.

Community outcomes included:

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

The youth worker has worked to establish and maintain networks and working relationships with other community groups and organisations. These have included:

- Department of Children, Young Persons and their Family Service (DCYFS)
- Te Taurikura Project
- He Iwi Kotahi Tatou Trust
- Nga Uri Whakatupu O Hokianga
- Far North District Council
- Safer Community Council
- Okaihau College
- Northland College
- District Truancy Services
- Iwi Social Services
- Probation centre
- Fines Department
- Law North
- Kaikohe District Court
- Kaikohe Police
- Work and Income New Zealand (WINZ)
- Department of Internal Affairs (DIA)
- Kaikohe Community Youth Council
- The Zone
- Kaikohe Rugby Football Club
- Kaikohe Touch Module
- Ohaeawai Rugby Football and Sports Club
- Ohaeawai Touch Module
- Kaikohe Basketball Organisation

The CPWS worker has worked with local groups and organisations (including schools, training providers and government agencies) to develop policies, practices and procedures conducive to encouraging positive outcomes for the youth involved.

These networks have not only facilitated support for the young people in achieving their personal goals, and reintegration into the community, but have also provided additional support to their families. Working with other agencies involved in at risk youth has increased the knowledge base of both the youth worker and Te Kotahitanga E Mahi Kaha Trust. In turn, a number of other agencies, groups and businesses have sought and received information and advice from the project staff.

In annual evaluation forms provided by Te Taurikura (a Crime Prevention project of the NZ Police), DCYFS, and Ngapuhi Iwi Social Services, all three agencies identified the advice, assistance, information and resource sharing aspects of the project as both important and effective. It was also indicated that the project has been effective in facilitating networking between agencies and referral to other agencies. When asked whether the integrity of their services would be challenged if the Awhinatia Te Whānau project was no longer available, all three agencies answered "yes".

In addition, the CPWS worker has worked intensively with the families of the young people involved with the project. This has included assisting them to set up their own development plans, talking about participants, providing advice, assisting with Court and FGC appearances, maintaining open telephone contact, and acting as an advocate with other departments.

In the CPWS worker's March 1999 update, he indicated that at least half of the participants were no longer living with their parents, even though the average age of participants at the time was 15 years. He indicated that whānau still care about their children but do not feel like they have any influence in the daily activities of their young people.

An important outcome of the project has been to provide a means to communicate this care and concern, and increasing the levels of involvement that young people have with their whānau. This outcome has been facilitated by family days and activities aimed at cultural development, particularly those to do with Whakapapa. An indicator of the effectiveness of these processes has been an increase in the amount of time participants spend at home or with whānau. Acknowledged at the end of 1998, this increase remained evident throughout 1999.

Also important in increasing community capacity is the work the CPWS worker does with whānau in the absence of involvement with their young people. For young people who are not participating in any intervention projects, but who display at risk behaviours, the CPWS worker works with whānau to ensure their safety and development of coping mechanisms. As such, he acknowledges his own limits and reinforces the boundaries and personal responsibility of whānau members.

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

In addition to the Awhinatia Te Whānau project, Kaikohe hosts a number of other youth agencies providing crime prevention services targeting different levels of at risk youth. These include Kaikohe Community Youth Committee (KCYC), Te Taurikura (a youth at risk crime prevention project administered by the NZ Police), an after school programme run by the Te Kotahitanga E Mahi Kaha Trust, and He Tohu Rangatira.

In particular, the Te Kotahitanga E Mahi Kaha after school project targets medium risk (those who have committed one or more non-violent offences and were not yet considered recidivist) individuals aged 13 - 16. The Awhinatia Te Whānau project targets high risk (recidivist and/or violent offenders) young people aged over 13 years (it also accepts medium and high risk young people aged 17 - 21 years). At the same time, a neighbouring project run by the Police (Te Taurikura) targets at risk young people aged 8-13 years. The Kaikohe Community Youth Committee runs a parenting programme for young mothers aged 16 - 21 and provides access to a number of one off interventions such as Anger Awareness courses and wilderness experiences. All of these projects and programmes maintain links with the alternative education project run by the Trust.

The project worker collaborates with all of these projects to ensure integration of activities to best meet the needs of those involved. This collaboration also allows other agencies, such as the police and DCYFS, to monitor and keep track of the young people with whom they work.

Also, implicit in developing improved co-ordination between groups involved with youth at risk of offending is the CPWS worker's role in care co-ordination. Specifically, they work with DCYFS and Ngapuhi Iwi Social Services to ensure that young Māori maintain hapū and marae links during placements away from their immediate family. Similarly, they support Ngapuhi Social Services in their work with families to facilitate the eventual return of young people who have been removed from their care. As indicated by the Youth Justice co-ordinator of Kaikohe Child, Youth and Family

Services, the CPWS worker's involvement is essential in facilitating hapū connections while Ngapuhi Social Services continue to work at the iwi level.

During 1998 and 1999 the CPWS project worker has become increasingly involved in sharing resources (human, information and physical) with these other agencies and exploring ways in which each project can add value to the others. The value of this involvement was formally recognised by Te Taurikura in the 1999 annual evaluation form for the project. Similarly, in various monthly updates, the CPWS worker has expressed increasing recognition of the importance of his role in assisting to co-ordinate and facilitate these relationships.

As of 2000, the CPWS worker has become the chairperson of the Kaikohe Safer Community Council. He sees this role as important in facilitating greater interaction between local government, community groups and iwi organisations.

Te Kotahitanga E Mahi Kaha Trust have worked hard to achieve community ownership of their programmes and projects. Representatives from various agencies, including DCYFS, Ngapuhi Iwi services, the Police, and Kaikohe Community Youth Council indicate that these efforts have been successful. As indicated by one such representative, Te Kotahitanga E Mahi Kaha is no longer seen as "that Māori Trust" but is rather viewed as a resource for everyone.

Unfortunately, this relationship does not always appear to be reciprocal. While the CPWS worker actively involves himself with agencies concerned with youth at risk, not all such agencies are actively involved with, or knowledgeable about, the Awhinatia Te Whānau project. Specifically, some agencies are heavily involved with the youth intervention, but not at all aware of the CPWS worker's involvement with whānau. This causes problems where those same agencies may advocate to replicate some Awhinatia Te Whānau functions, merely because they do not know they exist.

Conclusions

The results suggest that Awhinatia Te Whānau project has contributed towards a number of positive outcomes for young people within Kaikohe, as well as strengthening the capacity of that community to prevent and address crime. Overall, the project straddles the boundary between preventing and responding to youth offending. Prevention efforts focus on strengthening community networks and capacity. Response activities focus on participants being intensively involved with role-models and mainstream organisations. By nature, these activities are implicitly related and are therefore complementary.

Feedback from the police and other community agencies suggests that the project has contributed to lower levels of recidivist offending within the Kaikohe community. This feedback is supported by the fact that only 6 of the 28 young people with whom the CPWS worker has been involved have subsequently come to the notice of Kaikohe's police force, and only one has entered the prison system.

Furthermore, there is significant evidence that participation in mainstream social and economic life is an important aspect of crime prevention. All of the project participants have increased their involvement in mainstream activities. These outcomes have resulted from the CPWS worker directly facilitating increased involvement in work, education, sports and community activities, both in terms of referral to programmes that retain young people in school and providing out of school opportunities to build skills and participate in community recreation activities.

Indeed, a particularly important aspect of the CPWS worker's role has been his ability to bridge the gap between youth at risk and mainstream organisations. Through his involvement, young recidivist offenders have been accepted onto sports teams and community activity groups that were not formerly open to them. It is likely that by reducing this rejection, the CPWS worker has contributed to reducing the development of oppositional culture (or rejection of mainstream norms).

Also significant in terms of the evidence regarding effective crime prevention is the fact that the Awhinatia Te Whānau project has significantly contributed towards increased collaboration and

support between community agencies and institutions working with youth at risk. Furthermore, the project has enhanced these relationships by working to increase the resources available to whānau of youth at risk.

Specific to crime prevention methods, the CPWS worker has provided support for families with multiple disadvantage, including home visiting and linking to other services, as well as encouraging and facilitating social learning for children and parents. This involvement has allowed whānau members to establish limits, for both their own and their young people's behaviours, whilst reinforcing the attachment which exists between them.

In terms of the project's progress and ongoing development, the results indicate an increase in positive outcomes between the first and second year of project operation. These parallel the establishment of the project as an implicit part of the community, including greater involvement with and by other community groups. In his six monthly project plan for June to December 1999, the project worker stated that he had developed a much clearer understanding of his role in the project, acknowledging particularly the care co-ordination aspect of his activities. Other community and government agencies indicate that, particularly since 1999, the Awhinatia Te Whānau project has become increasingly important to the integrity of their own work.

A significant aspect of the project's development has been consultation of participants and their whānau. Acknowledgement and actioning of their feedback has contributed both to the empowerment of those concerned and to their buy-in to the overall process. It has also led to continuous improvement of the intervention quality and a more tightly defined target group. As such, the CPWS worker is now actively engaged with other community and government agencies to accurately identify children and young people most at risk, so that the most intensive services can be targeted to them.

Recommendations

1. Te Kotahitanga E Mahi Kaha trust should work with other providers to identify a lead agency for each young person (or whānau). This agency would formalise co-ordination across community groups and agencies so as to ensure that approaches are consistent and that resource and information sharing is a two way process.
2. In addition, the lead agency could attempt to develop projects and/or activities for meeting the needs of young people who are disadvantaged but not yet demonstrating at risk behaviours. Any such initiative would require additional resources and funding.
3. Continue to raise the profile of the project to prevent other agencies from reinventing aspects of it.