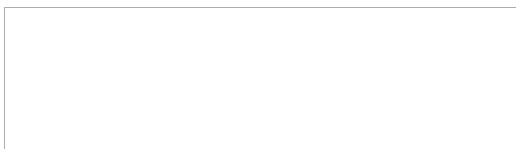




**MINISTRY OF SOCIAL
DEVELOPMENT**

TE MANATŪ WHAKAHIATO ORA

28 SEP 2016



Dear 

On 25 July 2016 you emailed the Ministry requesting, under the Official Information Act 1982, the following information:

- *Any reports, briefings, aide memoirs, research, and advice given to the minister that are about, or include mention of, Military Style Activity Camps for young offenders from September 2010 until June 2016.*

Child, Youth and Family have developed a range of programmes to support the implementation of the Fresh Start reforms, including working with the New Zealand Defence Force and community providers to deliver a Military-style Activity Camp (MAC) programme. Please note that MACs are one part of a suite of interventions to help turn the lives of young offenders around. I have included a link to the MAC evaluation report which is available on our web site: <http://www.msd.govt.nz/about-msd-and-our-work/publications-resources/evaluation/military-style-activity-camp/index.html>

The MAC programme targets the most serious and recidivist young offenders who are on their last chance with the Youth Court. Other options to change the behaviour of these young people have been exhausted. One of the main distinguishing characteristics of this target group is the range and complexity of the personal and family problems they experience. These may include substance abuse, accommodation difficulties, poverty, unemployment, mental health problems, violence, neglect and abuse, and truancy or poor education.

All young offenders sentenced to a Supervision with Residence Order will receive an individualised intervention plan. Those who attend a MAC as part of that Supervision with Residence Order will receive a structured therapeutic programme in the residential environment and will be provided with a supported transition back into the community. The MAC programme reinforces self-discipline, personal responsibility and community values, while also helping to address the underlying causes of the youth's offending through improving mentoring, literacy and numeracy skills, and drug and alcohol rehabilitation. Transition plans build on gains made while in residence and provide continuity with programmes, treatment and supervision.

The Fresh Start programmes and services aim to provide the right intervention and the right service to the young person and their families at the right time. The expected outcomes of the intervention are a reduction in the severity and frequency

of offending by improving behaviours, attitudes and values for young offenders, thereby contributing to making communities safer.

The programmes are run from Te Puna Wai o Tuhinapo, the Child, Youth and Family Youth Justice Residence in Christchurch.

I have enclosed the following six documents:

1. *Military-Style Activity Camp Programme – potential changes to delivery in 2016/17 following New Zealand Defence Force Costing*, dated 14 June 2016.
2. *Military-Style Activity Camp Programme – Potential inclusion of young females*, dated 21 September 2016.
3. *Cancellation of Military Style Activity Camp for January*, dated 22 January 2015.
4. *Military-Style Activity Programme recidivism rates*, dated 10 April 2014.
5. *Recommencement of the Military-Style Activity Camps Programme*, dated 12 May 2011.
6. *Temporary Suspension of the Military Activity Camps Programme*, dated 15 March 2011.

Some information in the report titled '*Military-Style Activity Camp Programme – potential changes to delivery in 2016/17 following New Zealand Defence Force Costing*' is withheld under section 9(2)(f)(iv) of the Official Information Act as decisions to be made are still under active consideration. The release of this information is likely to prejudice the quality of information received and the wider public interest of effective government would not be served.

If you wish to discuss any aspect of your request with us, including this decision, please feel free to contact OIA_Requests@msd.govt.nz

I hope you find this information helpful. You have the right to seek an investigation and review by the Ombudsman of this decision. Information about how to make a complaint is available at www.ombudsman.parliament.nz or 0800 802 602.

Yours sincerely



Murray Edridge

Deputy Chief Executive, Child, Youth and Family

Report



MINISTRY OF SOCIAL
DEVELOPMENT
TE MANATŪ WHAKAHIATO ORA

Date: 14 June 2016

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

Military-Style Activity Camp Programme – potential changes to delivery in 2016/17 following New Zealand Defence Force revised costing

Purpose of the report

- 1 The report has three parts. These are to:
 - advise you that New Zealand Defence Force is seeking to increase costs for the Military-Style Activity Camp (MAC) programme.
 - discuss the effectiveness of the current programme.
 - seek approval to explore options for future MAC type programmes.
- 2 New Zealand Defence force (NZDF) advise that they are seeking to increase their annual MAC charges from § 9(2)(f)(iv) Active consideration per annum. The MAC provides for up to 40 places run in four programmes with ten participants in each. We were advised of that price change last month, after F17 Child, Youth and Family budgets has been established.
- 3 NZDF indicate that the § 9(2)(f)(iv) figure represents their true costs for running a fully funded MAC. We note this is on top of the costs incurred by Child, Youth and Family in providing a three to six month Supervision with Residence Order. This makes the MAC by far the most expensive youth justice programme in New Zealand.
- 4 In New Zealand we offer a range of supervision programmes for “high end” young people, including Supervision with Residence and Supervision with Activity Orders. These Orders generally show better results in reducing reoffending than the MAC programme, and at lower cost.
- 5 The MAC was evaluated by iMSD in 2013. The MAC stands comparison with international evidence on effective interventions to reduce recidivism, with around 12-15% of those graduating from the MAC not reoffending in the two years following the MAC – internationally a 10% reduction in reoffending at the “high end” of youth offending is seen as a positive outcome.

- 6 The cohorts undertaking MAC are not strictly comparable with the young people receiving Supervision with Residence or Activity but research shows a reduction in seriousness and persistency of reoffending following the MAC of 57% and 47% respectively. This compares with reductions in seriousness and frequency of reoffending following other young people placed on Supervision with Residence programmes of 77% and 73% respectively. A fuller picture of MAC recidivism is appended.
- 7 The 2013 evaluation highlighted that transitions from the MAC back to community remains the major challenge to achieving better outcomes.
- 8 The MAC programme adds an additional s 9(2)(f)(iv) per MAC candidate to their residential costs. In addition transition costs for this group tend to be high.
- 9 The Investing in Children programme seeks to provide programmes based on an investment approach and using evidence-based interventions consistent with that approach. We are in discussion with NZDF and the BlueLight Trust to provide a community-based supervision programme, as an option instead of a custodial approach. This option will increase effectiveness by retaining young people in the community, reduce the need for transitions, and will provide an option that should reduce the demand for custodial placements in residence.
- 10 For 2017/18, while these proposals and others are being developed by the Investing in Children programme, we need to provide continuity of service for "high end" offending but within our current budget.
- 11 There are two options, both with on-going New Zealand Defence Force participation at their revised cost point –
 - Continue to run four programmes but with significantly reduced NZDF staffing.
 - Run two Military-Style Activity Camp Programmes at Te Puna Wai o Tuhinapo Youth Justice Residence for the next financial year, one in July to September, the second from October to December.

Proposal

- 12 The second option above is our preferred option. In recent months we have struggled to fill each MAC intake due to falling youth court numbers and falling Supervision with Residence Orders. Reducing the number of MACs also gives an opportunity to work with the Investing in Children Programme on new models of service delivery for high risk/high need young people which can build on the MAC evaluation findings but be more community-based, and more effective at transitioning young people, such as the NZDF/BlueLight Trust community programme proposal noted above.

Background

- 13 Since the 2010 Youth Justice Amendments to the Children, Young Persons, and Their Families Act 1989, Child, Youth and Family have delivered four MAC Programmes each year, catering for up to forty of the most serious or prolific male youth offenders in New Zealand. The programme is run in partnership with the New Zealand Defence Force.
- 14 While the introduction of the MAC Programme coincided with the legislative changes, it is not legally prescribed. However the policy setting was clear that the programme was to involve the New Zealand Defence Force.
- 15 For operational reasons, and following discussion with the responsible Minister in 2010, it was determined to locate the MAC Programme within Te Puna Wai o Tuhinapo Youth Justice Residence in Christchurch. The close proximity to Burnham Military Camp was a factor and the requirement to manage the most serious youth offenders meant that the residence was the most likely place for this group. The MAC Programme forms part of a condition specified in a Supervision with Residence Order.
- 16 The MAC Programme was the subject of a thorough evaluation which was published in October 2013. The evaluation found that the Programme appears to be working well and that it improves the attitudes and motivation of the participants to address their offending behaviour. It highlighted some promising results in reducing the seriousness and frequency of participants' offending.
- 17 The 2013 evaluation also noted that the involvement of the New Zealand Defence Force in the MAC Programme is regarded as critical to its success. The uniform is respected by the young people and the New Zealand Defence Force staff bring their unique experience of teamwork to help break down barriers, promote the principle of equity, and help the young people to build self-awareness and self-discipline.
- 18 The evaluation raised the difficulty in successfully transitioning young people from the MAC Programme back to the young person's local community. While transition from custody to community is always a challenge, the additional logistical issues raised when planning for release to a North Island community from Te Puna Wai o Tuhinapo Youth Justice Residence in Christchurch is more difficult, particularly in engaging whānau and community providers who will have a role in the reintegration process.
- 19 As a consequence of the evaluation findings a number of measures and practice changes were introduced to improve the transition to the community following successful completion of the residential component. Despite these initiatives, effective transitions remain an on-going challenge.

20 The most recent recidivism figures from IMSD dated May 2015 show a reduction in seriousness and persistency of reoffending following the MAC of 57% and 47% respectively. This compares with reductions in seriousness and frequency of reoffending following other young people placed on Supervision with Residence programmes of 77% and 73% respectively. We note this is not an exact comparison group, but the MAC programme adds an additional s 9(2)(f)(iv) per MAC candidate. A fuller picture of MAC recidivism is appended.

s 9(2)(f)(iv) Active consideration

21 s 9(2)(f)(iv) Active consideration

22

23

24

Recommended actions

It is recommended that you:

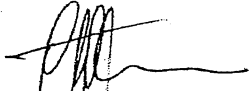
- 1 Agree to reducing the number of MAC programmes from four to two in order to remain within budgeted costs for fiscal year 2017

Agree/Disagree

At

- 2 Direct that further work is undertaken to review the future of the MAC Programme as part of the broader Investing In Children Youth Justice work

☒ Agree/Disagree



Chris Polaschek
General Manager, Youth Justice Support
Child, Youth and Family

14/6/16
Date



Hon Anne Tolley
Minister for Social Development

16-6-16
Date

RELEASED UNDER THE
OFFICIAL INFORMATION ACT

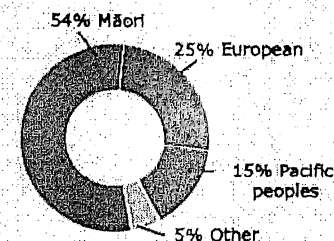


Reoffending patterns of military-style activity programme graduates

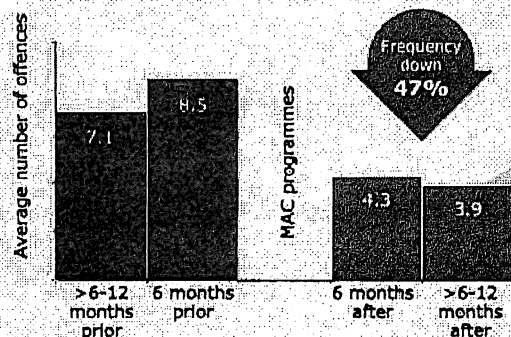
- This analysis monitors 79 male youths who graduated one of eleven MAC programmes between October 2010 and December 2013*
- There was a reduction in both the frequency and seriousness of offending in the 12 month post-MAC follow-up period compared with the same duration prior to the MACs**
- Outcomes appear less positive for graduates in the MACs held in 2013 compared with those held in 2012

Profile

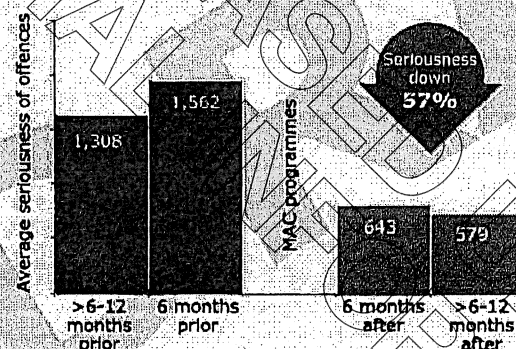
- Average age at first offence = 11.6 years
- Average years between first offence and SwR*** = 4.7 years
- Average age at start of SwR = 16.3 years



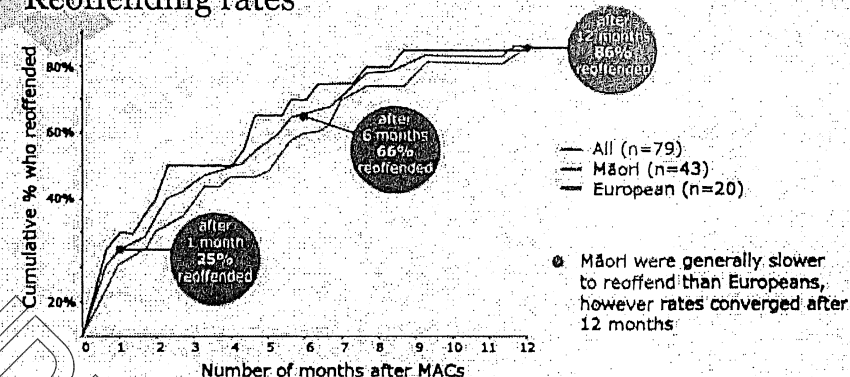
Frequency of offending



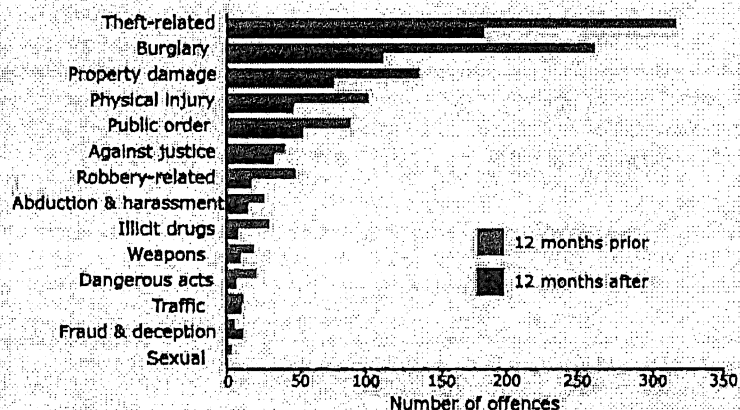
Seriousness of offending



Reoffending rates

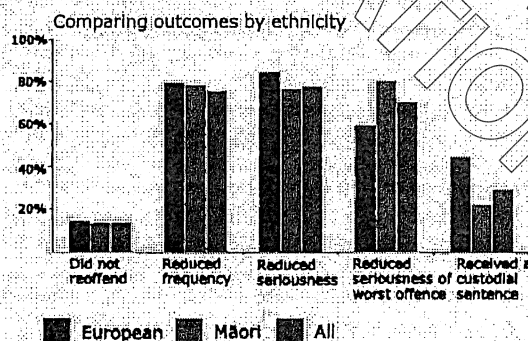


Changes in frequency of offence types

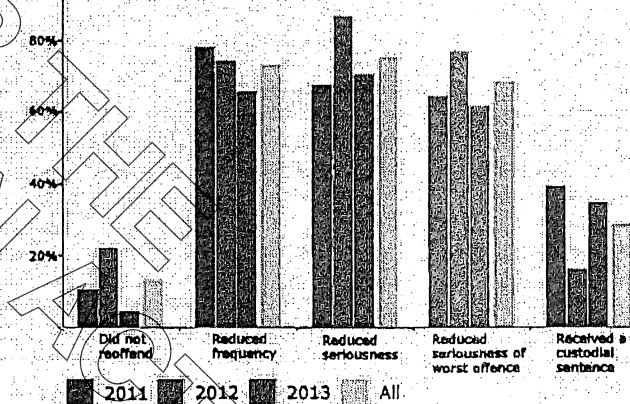


Overall outcomes

- Comparing offending patterns in the 12 months after the MACs with the 12 months before the MACs****



Comparing outcomes by years MACs were held



Notes: * These 79 male graduates have a post-MAC follow up period of at least 12 months, MAC 2 was not completed due to the Christchurch earthquake on 22nd February 2011, **this analysis should be treated with caution due to the small number of graduates, ***Supervision with Residence (SwR), ****Those who did not reoffend are also included in the numbers who reduced the frequency of offending



report

Date: 21 September 2015

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

Military-Style Activity Camp Programme – potential inclusion of young females

Purpose of the report

- 1 This report makes reference to the Military-Style Activity Camp Programme – potential future development as part of a Supervision with Activity Programme report sent to you dated 13 February 2015. [REP/15/2/058].
- 2 We propose a change to the Military-Style Activity Camp Programme currently delivered at Te Puna Wai o Tuhinapo Youth Justice Residence in Christchurch to manage operational issues pending the Expert Advisory Group Review Report.
- 3 The proposed changes will enable the Military-Style Activity Camp to allow all young people who meet the current criteria, including females, the opportunity to attend the Military-Style Activity Camp Programme at Te Puna Wai o Tuhinapo Youth Justice Residence in Christchurch from 12 October to 11 December.

Background

- 4 Since the 2010 Youth Justice Amendments to the Children, Young Persons, and Their Families Act 1989, Child, Youth and Family have delivered four Military-Style Activity Camp Programmes each year, catering for up to forty of the most serious or prolific male youth offenders in New Zealand. The programme is run in partnership with the New Zealand Defence Force.
- 5 While the introduction of the Military-Style Activity Camp Programme coincided with the legislative changes, it is not legally prescribed. However the policy setting was clear that the programme was to involve the New Zealand Defence Force.
- 6 For operational reasons, and following discussion with the responsible Minister in 2010, it was determined to locate the Military-Style Activity Camp Programme within Te Puna Wai o Tuhinapo Youth Justice Residence in Christchurch. The close proximity to Burnham Military Camp was a factor and the requirement to manage the most serious youth offenders meant that the residence was the most likely place for this group. The Military-Style Activity Camp Programme forms part of a condition specified in a Supervision with Residence Order.

- 7 The volume of Supervision with Residence Orders has decreased by 39 per cent over recent fiscal years from 168 in F2010-11 to 103 in F2014-15. This drop in orders has diminished the overall pool of available applicants for the programme.
- 8 In February 2015, following the cancellation of the first Military-Style Activity Camp for 2015, we proposed some alternative ways of delivering the programme. Any decision on those options was deferred pending the Review of Child, Youth and Family currently underway by the Expert Advisory Panel.

Current situation

- 9 Since the cancellation in February, two further Military-Style Activity Programmes have been run at Te Puna Wai o Tuhinapo. The first, which ran from 20 April to 22 June, had five graduates while the current programme, which commenced 27 July and is due to end on 25 September, will have just four graduates. With a new programme scheduled for 12 October commencement, we have just three confirmed referrals.
- 10 Running the Military-Style Activity Camps at this capacity, less than half the full course, does not make best use of the available Child, Youth and Family, and New Zealand Defence Force resources. In particular other young people are not permitted in the ten bed Military-Style Activity Camp unit while the programme is running. In essence the programme "blocks" 10 beds at Te Puna Wai o Tuhinapo at a period when youth justice residential beds are at a premium.
- 11 Due to the current contractual arrangements with the New Zealand Defence Force, we are committed to paying them a programme fee for four Military-Style Activity Camps during the current financial year. While we are not obliged to run the programmes, we are obliged to pay the New Zealand Defence Force whether a programme runs or not, as 95% of the contracted costs are payable as they relate to fixed salary costs.
- 12 Rather than cancel the Military-Style Activity Camp we consider that there is merit in allowing all young people who meet the criteria, this being a Supervision with Residence order, the opportunity to attend the Military-Style Activity Camp Programme at Te Puna Wai o Tuhinapo Youth Justice Residence in Christchurch scheduled to commence in October.
- 13 This would be considered a low key test of whether a mixed gender programme can succeed. A meeting with the New Zealand Defence Force and Child, Youth and Family residential staff confirmed that operationally, we can run a mixed gender programme in a way that minimises risk to the young people, staff and the public. There is support from within both the New Zealand Defence Force and Child, Youth and Family to test this arrangement. The New Zealand Defence Force has experience of, and guidance for, mixed gender Limited Service Volunteer and School Academy programmes, whilst Child, Youth and Family have similar experience and guidance for running mixed gender activities as part of other programme delivery in other residences.
- 14 Preliminary estimations indicate there is a sufficient number of young men and women who are currently on Supervision with Residence Orders to fill the 10 places currently vacant for the Programme scheduled to commence on 12 October 2015.

- 15 We do not propose to make the Military-Style Activity Camp Programme as a condition to the Supervision with Residence Order, but that eligible females facing a Supervision with Residence Order, or already subject to such an Order, will volunteer to participate in the MAC Programme. Those who do not complete and graduate from the programme for any reason will not lose their entitlement to be considered for early release.
- 16 The programme will be adopted so that it includes three blocks of three weeks. This will enable more flexibility in movements on and off the course. Should the mixing of the genders prove problematic and disruptive; we can more easily remove the young women.
- 17 As well as testing whether the Military-Style approach can benefit female offenders in a similar way to its positive impact on young women completing Limited Service Volunteer programmes, a further advantage of including females would be to release capacity across the four Youth Justice Residences and ease the pressure on beds designated for girls, of which there are currently 20.
- 18 Gender mixing will pose operational challenges but we do not see these as an impediment to running a mixed gender Military-Style Activity Camp.

Risks/Challenges

- 19 Gaining consent from young women, and potentially their legal representatives and family will require careful management.
- 20 While we propose this as a test run there is a likelihood that news of this will reach an external audience. The Military-Style Activity Camp programme has always attracted media interest and a communication plan will be required to handle potential questions.
- 21 Young women who reach the top end of the youth justice system often present a different criminogenic profile than males. There is often more likelihood of cumulative trauma in their past, making behaviour management more difficult particularly in residential settings. We will ensure that staff from Child, Youth and Family and the New Zealand Defence Force receive training input and guidance on managing such behaviour in a mixed gender setting to mitigate the risks of incidents affecting both staff and other young people.

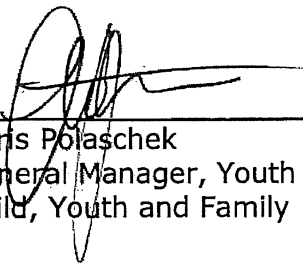
Recommended actions

It is recommended that you:

- 1 Agree to the next Military-Style Activity Camp programme at Te Puna Wai o Tuhinapo Youth Justice Residence including young women on a voluntary basis.
- 2 Agree that no further development work is undertaken in respect of the Military-Style Activity Camp Programme pending the wider review of Child, Youth and Family.

Agree/Disagree

Agree/Disagree


Chris Polaschek
General Manager, Youth Justice Support
Child, Youth and Family

21/9/15
Date


Hon Anne Tolley
Minister for Social Development

29-9-15
Date

report



MINISTRY OF SOCIAL
DEVELOPMENT
TE MANATŪ WHAKAHIAŌ ORA

Date: 22 January 2015 Security Level: IN CONFIDENCE
To: Hon Anne Tolley, Minister for Social Development

Cancellation of Military Style Activity Camp for January

Purpose of the report

- 1 This report informs you of the cancellation of the first Military Style Activity Camp programme for 2015. It provides you with the reason for cancellation, associated impacts of this decision, and notes that there are 3 remaining programmes scheduled for the 2015 year.

Executive summary

- 2 Child, Youth and Family in partnership with the New Zealand Defence Force operate an intensive nine week programme for serious young offenders. Known as the Military Style Activity Camp or MAC programme, it is located at Te Puna Wai o Tuhipino, Child, Youth and Family's southern residence in Christchurch.
- 3 The programme is based on a fully structured day during which the young people attend school for five hours and undertake other activities such as drug counselling, kapa haka, youth development programmes and military-style activities such as drills and team work.
- 4 The military team is provided from Burnham camp and is made up of men and women from the Life Skills Group who also have a role with the Limited Services Volunteers and the Schools Academy programmes. There is a military presence throughout the programme except for the night shifts. Child, Youth and Family staff have worked with the New Zealand Defence Force since October 2010 and there is now a well-developed relationship.

- 5 There are four scheduled Military Style Activity Camp programmes each year. The programme is for a maximum of ten young men. It is agreed with the New Zealand Defence Force that if there are less than five participants to start the programme then it is not viable. Should during the course of the programme numbers reduce to five or less due to attrition or for other reasons, there will be reduced staffing. The programme requires all attendees to be present from the first day of the programme.
- 6 Programmes are tightly scheduled. There are several reasons for this but most important is that this allows for transitions to and from the residential unit to be managed so as to reduce the need to mix young people who have completed the programme with others that have not. This also gives certainty to the New Zealand Defence Force so that they can deploy appropriate resources, and staff (both New Zealand Defence Force and Child, Youth and Family) can plan their leave and breaks with the least disruption to the programme.
- 7 For 2015 the first Military Style Activity Camp programme was scheduled to commence on 26 January. It was apparent during the week of 12 to 16 January that the programme was struggling to achieve sufficient participants to start. At the beginning of the week there was only one potential candidate and he was demonstrating fluctuating motivation.
- 8 A communication was sent out to the Regional Youth Justice Practice Advisors asking them to canvas managers for potential candidates who are currently in the youth justice system on remand. The advisors were unable to confirm additional candidates and noted that many of the young people in residence on remand from over the Christmas period had not yet had their Family Group Conferences. There remains currently only one male client known to be scheduled for a Supervision with Residence order (required to attend the Military Style Activity programme) prior to the date on which the programme is due to commence.
- 9 On 22 January a decision was made to cancel the scheduled Military Style Activity Camp programme due to insufficient participants. Because of the tight scheduling, the maximum possible postponement of the programme was up to two weeks. A postponement of the starting date was not considered likely to make any significant difference in terms of numbers.
- 10 There are currently 80 young men on remand. Those on remand are not eligible for this programme. However, some of them may be available for the next scheduled Military Style Activity Centre programme on 20 April 2015 once they have had their Family Group Conferences and been through the sentencing process. At this time there is no reason to believe that the next camp should not proceed as scheduled.

- 11 There have been challenges over the last two years in achieving a full complement of participants for most of the scheduled programmes so the problem of under-subscription is not unique. There is also a concern that some young people who have attended the programme are being escalated up the sentencing tariff scale so as to access the programme. Child, Youth and Family will provide you with a report by 11 February on the potential for relocating the Military Style Activity Camp programme to Auckland and making it available for young people serving a non-custodial Supervision with Activity order. Such an option, should it be realisable, will mitigate both these issues.


Recommended actions

It is recommended that you:

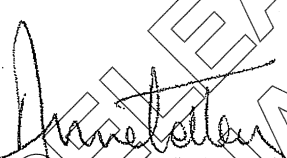
- 1 Note this report
- 2 Note that a further report will be provided by 11 February on options for relocation and extending the eligibility for the MAC programme

NOTED

NOTED


Chris Polaschek
General Manager
Youth Justice Support

22/1/15
Date


Hon Anne Tolley
Minister for Social Development

27-1-15.
Date



019/014

Date: 10 April 2014 Security Level: IN CONFIDENCE
For: Hon Chester Borrows, Associate Minister for Social Development
File Reference: REP/14/4/260

Military-Style Activity (MAC) Programme recidivism rates

Meeting/visit details 4.15pm, 10 April 2014, Bowen House

Expected attendees Chris Polaschek, General Manager, Youth Justice Support
Blythe Wood, General Manager, Youth Policy

Purpose of meeting/visit To update you on MAC recidivism rates

Background In September 2013 MSD Knowledge & Insights Group (Insights MSD) published an evaluation of the MAC programme that included recidivism rates for MAC graduates. For research purposes sufficient time needs to elapse following MAC graduation in order to assess the re-offending levels.

On 24 March we were provided with a report from Insights which updated the September figures. (A3 summary attached). This aide memoire summarises the findings and updates you on our next steps.

Key Findings

The report covers the 70 young people who, between October 2010 and July 2013, have completed one of nine Military-style Activity Camps (MACs) held during that period at Te Puna Wai Youth Justice Residence

The report provides analysis for each of these nine completed MACs, although due to small numbers, results from individual MACs must be interpreted with caution.

- All nine MACs showed a reduction in both the frequency and seriousness of offending in the post-MAC follow-up period compared with the same duration prior to the MACs.
- Outcomes-to-date are generally more positive for participants in MAC Three and later MACs than for participants in the pilot MAC One.

Examining the offending outcomes to-date following the MAC

programme is more valid in relation to the combined sample of all 57 MAC participants who have a post-MAC follow-up period of at least 12 months. Offending outcomes of this group included:

- Nine (16%) of the 57 young people in the combined MAC analysis did not reoffend (ie come to the attention of police with a new offence) in the 12 months after exiting the residence.
- Forty-five (79%) of the 57 young people offended less often, and 46 (81%) reduced the seriousness of their offending in the 12 months after the MACs compared with the 12 months before. These figures did not differ much between ethnicities.
- Theft and burglary were the most common offences committed by the 57 young people prior to their participation on the MAC. Overall, in the 12 months after the MACs, these offences reduced by 50% and 65% respectively.
- 'Violent' offending (including acts intended to cause injury, homicide, robbery-related, and abduction and harassment offences) by the 57 young people reduced by 53% in the 12 months after the MACs compared with the 12 months before.
- Sixteen (28%) of the 57 young people were imprisoned or received a new Supervision with Residence (SwR) order in the 12 months after completing a MAC. However, if MAC One(a pilot MAC held immediately after the Fresh Start reforms were enacted), is excluded, only eight MAC graduates since then have received a custodial sentence.

Operational Improvements

During the Insights MSD evaluation process we have adopted a responsive approach to emerging findings and revised the MAC programme accordingly.

Below is a list of enhancements to the MAC programme. Some of these commenced in respect of the MAC cohort that graduated in December 2012, the others to apply to MACs held in 2013, which are not yet covered by the latest recidivism figures. Future Insights MSD recidivism reports should reflect any impact on recidivism subsequent to those enhancements.

- Mentors engaged during MAC – all MAC candidates are matched with a mentor and provision made for contact, including visits to Te Puna Wai, during the MAC programme.
- "Graduate and go" approach – Child Youth and Family (CYF) Youth Justice (YJ) support team have worked with field social workers to ensure youth court dates, and length of Supervision with Residence (SwR) Orders, allow young people to commence MAC as soon as possible after the court appearance, and leave the Residence as soon as possible after MAC graduation.
- Introduction of Motivational Interviewing – training and coaching for Residential staff has occurred and MI is now implemented at Te Puna Wai. We have supported a post-graduate research programme led out of the University of Canterbury on the use of MI at Te Puna Wai.

- Stronger focus on practice management – new guidance on transition planning has been given to YJ social workers, practice leaders and Regional Practice Advisors on the expectations we have, pre-Family Group Conference (FGC) and during the MAC, in terms of best quality assessment (the Tuituia Assessment Framework) and planning, including work with the family and pre-release preparation. We are developing an accountability framework, including role-specific checklists, to ensure this occurs.
- Post-release support – where required, MAC graduates are transitioning to other community-based YJ providers, and have mentoring support if returning home. Release Plans are being reviewed to check that they address any outstanding risk issues. As above, an accountability framework is being developed to ensure good quality, fully funded, transition plans are in place.
- Ongoing NZDF contact – arrangements are in place to facilitate video conferences between MAC graduates and New Zealand Defence Force (NZDF) MAC staff.
- PROSPER programme – for the last four MACs, the Blue Light Trust have engaged all MAC candidates on a twelve week programme, post-release, with the aim of supporting their transition with a structured youth development programme building on the MAC experience and leading (potentially) to a Duke of Edinburgh Bronze Award, and on into employment/skills training. We are already seeing some individual success stories resulting from the PROSPER programme but these MAC graduates have yet to have enough time, post-release, for inclusion in the current Insights MSD report.
- Referrals to youth employment providers – all MAC graduates are referred, if eligible, to a local welfare reform youth service provider, as part of their post-release supervision order plan.

Next Steps

A further Insights MSD MAC recidivism report is due in six months' time. We will provide a further update at that point.

MACs Combined¹

Number of cases analysed: 57

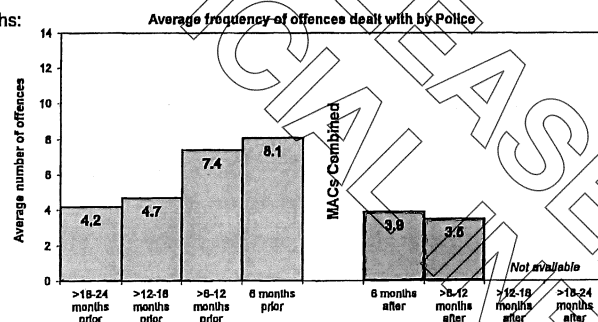
Demographics

- 56% were Māori, 23% were European, 16% were Pacific people and 5% belonged to other ethnic groups
- Average age at the first recorded offence was 11.9 years (range = 6.6 – 15.7 years)
- Average duration between the first recorded offence and the intervention was 4.4 years (range = 0.5 – 9.4 years)
- Average age at intervention was 16.3 years (range = 15.2 – 17.3 years)

Number of offences

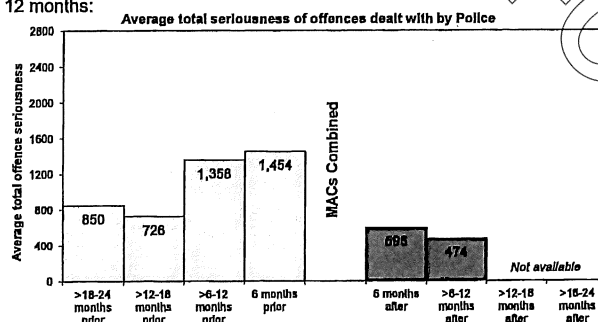
Average number of offences in the 12 months:

- before intervention:
15.5 (range = 2 – 41)
- after intervention:
7.4 (range = 0 – 26)

Seriousness of offending²

Average total seriousness of offences in the 12 months:

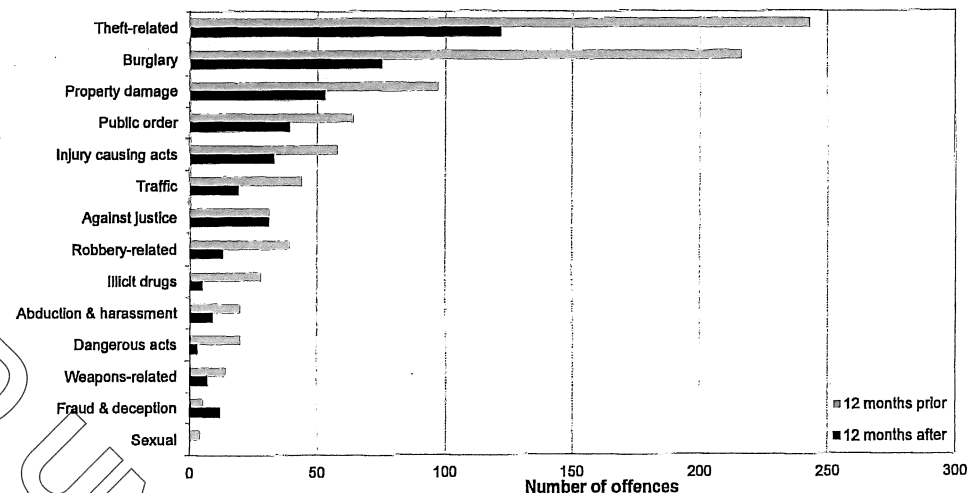
- before intervention:
2,812
- after intervention:
1,070



Outcomes after intervention, by ethnicity

MACs Combined – within 12 months after (reductions compare after period to same period before)	Māori (n = 32)	European (n = 13)	Overall (n = 67)
Did not reoffend ³	16% (5)	15% (2)	16% (9)
Reduced frequency of offending	84% (27)	92% (12)	79% (45)
Reduced total seriousness of offending	84% (27)	85% (11)	81% (46)
Reduced seriousness of most serious offence	88% (28)	62% (8)	74% (42)
Received a custodial sentence ⁴	22% (7)	46% (6)	28% (16)

Change in the total frequency of offences committed by MAC participants, by ANZSOC offence division



Outcomes for each MAC with a 12-month follow-up period

Outcomes 12 months after completing each MAC (reductions compare after period to same period before)	N	Did not reoffend ³	Reduced frequency of offending	Reduced total seriousness of offending	Reduced seriousness of most serious offence	Received a custodial sentence ⁴
MAC One (Pilot)	10	0% (0)	70% (7)	40% (4)	60% (6)	80% (8)
MAC Three	8	13% (1)	88% (7)	75% (6)	50% (4)	25% (2)
MAC Four	9	22% (2)	89% (8)	100% (9)	89% (8)	11% (1)
MAC Five	8	38% (3)	63% (5)	88% (7)	63% (5)	0% (0)
MAC Six	7	14% (1)	86% (6)	86% (6)	86% (6)	29% (2)
MAC Seven	7	29% (2)	86% (6)	86% (6)	71% (5)	43% (3)
MAC Eight	8	0% (0)	75% (6)	100% (8)	100% (8)	0% (0)
Combined	57	16% (9)	79% (45)	81% (46)	74% (42)	28% (16)

Notes: 1. Excludes participants of the earthquake affected MAC Two, and participants of MACs Nine and Ten.

2. Offence seriousness was calculated using the 2013 Justice Sector Seriousness Scale produced by the Ministry of Justice.

3. Those who did not reoffend are also included in the numbers who reduced the frequency and seriousness of offending.

4. Supervision with Residence order or imprisonment.

Prepared by Knowledge & Insights Group

Please consult Knowledge & Insights before reporting externally on figures provided.

MAC One (Pilot)

October 2010 – November 2010

Number of participants: 10

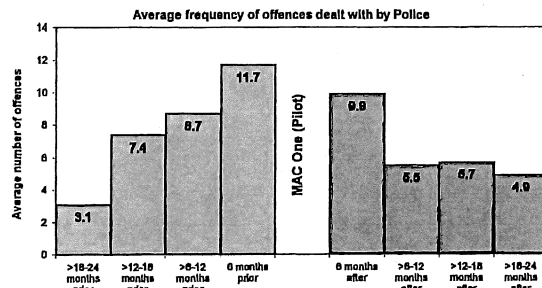
Demographics

- 40% were Māori, 40% were European, 10% were Pacific peoples and 10% belonged to other ethnic groups
- Average age at the first recorded offence was 11.6 years (range = 8.3 – 14.8 years)
- Average duration between the first recorded offence and the intervention was 4.8 years (range = 2.5 – 8.1 years)
- Average age at intervention start was 16.4 years (range = 15.7 – 17.3 years)

Number of offences

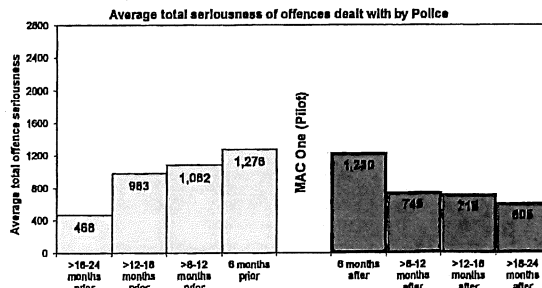
Average number of offences in the 24 months:

- before intervention: 30.9 (range = 5 – 52)
- after intervention: 26.0 (range = 12 – 65)

**Seriousness of offending**

Average total seriousness of offences in the 24 months:

- before intervention: 3,809
- after intervention: 3,295

**Outcomes after Intervention**

MAC One (n = 10) (reductions compare after period to same period before)	Within 12 months	Within 24 months
Did not reoffend	0% (0)	0% (0)
Reduced frequency of offending	70% (7)	70% (7)
Reduced total seriousness of offending	40% (4)	40% (4)
Reduced seriousness of most serious offence	60% (6)	50% (5)
Received a custodial sentence	80% (8)	90% (9)

MAC Three⁵

July 2011 – September 2011

Number of participants: 8

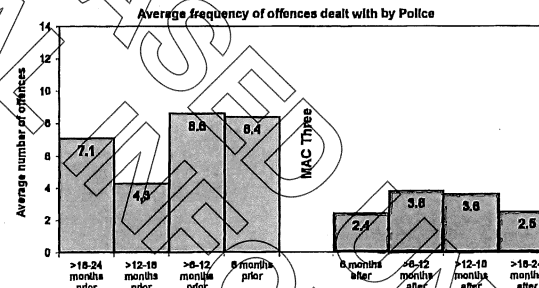
Demographics

- 38% were Māori, 50% were European and 13% belonged to other ethnic groups
- Average age at the first recorded offence was 11.7 years (range = 9.1 – 14.8 years)
- Average duration between the first recorded offence and the intervention was 4.8 years (range = 2.5 – 7.5 years)
- Average age at intervention start was 16.5 years (range = 15.4 – 17.1 years)

Number of offences

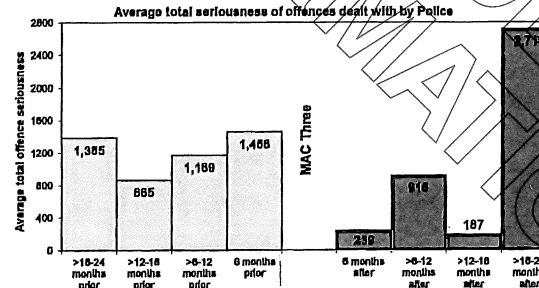
Average number of offences in the 24 months:

- before intervention: 28.4 (range = 8 – 39)
- after intervention: 12.3 (range = 3 – 19)

**Seriousness of offending**

Average total seriousness of offences in the 24 months:

- before intervention: 4,875
- after intervention: 4,064

**Outcomes after Intervention**

MAC Three (n = 8) (reductions compare after period to same period before)	Within 12 months	Within 24 months
Did not reoffend	13% (1)	0% (0)
Reduced frequency of offending	88% (7)	88% (7)
Reduced total seriousness of offending	75% (6)	88% (7)
Reduced seriousness of most serious offence	50% (4)	63% (5)
Received a custodial sentence	25% (2)	63% (5)

MAC Four

October 2011 – December 2011

Number of participants: 9

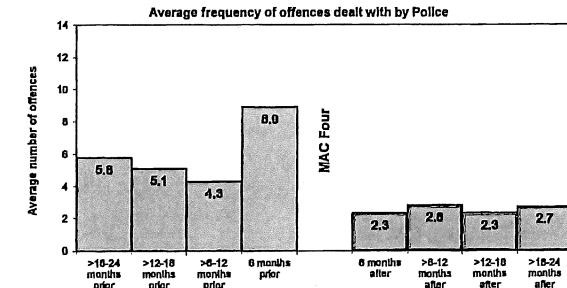
Demographics

- 56% were Māori, 22% were European and 22% were Pacific peoples
- Average age at the first recorded offence was 11.8 years (range = 9.3 – 13.9 years)
- Average duration between the first recorded offence and the intervention was 4.6 years (range = 1.7 – 6.7 years)
- Average age at intervention start was 16.4 years (range = 15.7 – 17.2 years)

Number of offences

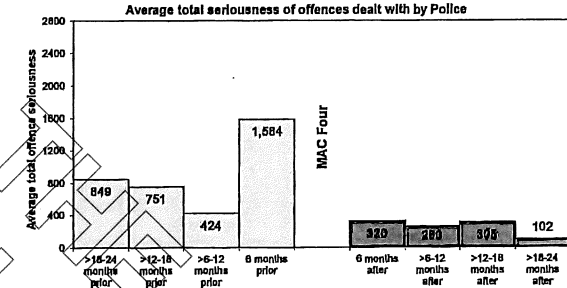
Average number of offences in the 24 months:

- before intervention: 24.1 (range = 9 – 36)
- after intervention: 10.1 (range = 0 – 30)

**Seriousness of offending**

Average total seriousness of offences in the 24 months:

- before intervention: 3,608
- after intervention: 982

**Outcomes after Intervention**

MAC Four (n = 9) (reductions compare after period to same period before)	Within 12 months	Within 24 months
Did not reoffend	22% (2)	11% (1)
Reduced frequency of offending	89% (8)	89% (8)
Reduced total seriousness of offending	100% (9)	100% (9)
Reduced seriousness of most serious offence	89% (8)	100% (9)
Received a custodial sentence	11% (1)	22% (2)

Notes: 5. MAC Two was not completed due to the Christchurch earthquake on 22 February 2011.

6. The high seriousness in the >18-24 months after period was mostly due to one person committing a number of very serious offences.

Prepared by Knowledge & Insights Group

Please consult Knowledge & Insights before reporting externally on figures provided.

Reoffending patterns for participants of Military-style Activity Camps (MACs) – March 2014 update

MAC Five

January 2012 – March 2012

Number of participants: 8

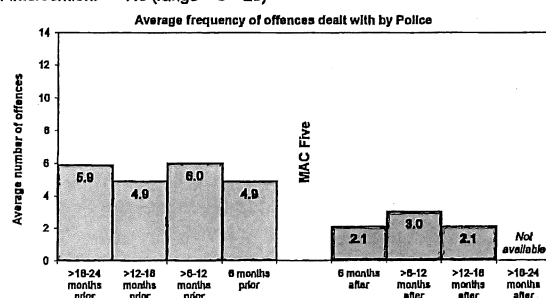
Demographics

- 38% were Māori, 25% were European, 25% were Pacific peoples and 13% belonged to other ethnic groups
- Average age at the first recorded offence was 11.3 years (range = 6.6 – 13.8 years)
- Average duration between the first recorded offence and the intervention was 4.8 years (range = 2.7 – 9.4 years)
- Average age at intervention start was 16.1 years (range = 15.3 – 17.1 years)

Number of offences

Average number of offences in the 18 months:

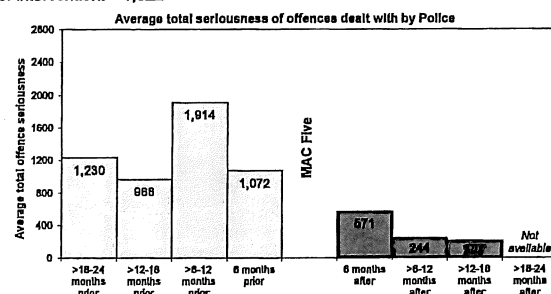
- before intervention: 15.8 (range = 2 – 35)
- after intervention: 7.3 (range = 0 – 29)



Seriousness of offending

Average total seriousness of offences in the 18 months:

- before intervention: 3,954
- after intervention: 1,022



Outcomes after Intervention

MAC Five (n = 8) (reductions compare after period to same period before)	Within 12 months	Within 18 months
Did not reoffend	38% (3)	25% (2)
Reduced frequency of offending	63% (5)	88% (7)
Reduced total seriousness of offending	88% (7)	88% (7)
Reduced seriousness of most serious offence	63% (5)	63% (5)
Received a custodial sentence	0% (0)	0% (0)

MAC Six

April 2012 – June 2012

Number of participants: 7

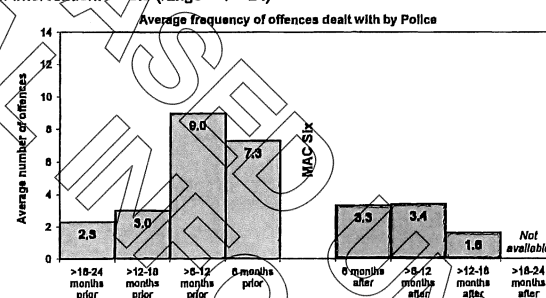
Demographics

- 86% were Māori and 14% were Pacific peoples
- Average age at the first recorded offence was 10.3 years (range = 8.6 – 13.1 years)
- Average duration between the first recorded offence and the intervention was 5.7 years (range = 4.0 – 7.8 years)
- Average age at intervention start was 16.0 years (range = 15.2 – 17.2 years)

Number of offences

Average number of offences in the 18 months:

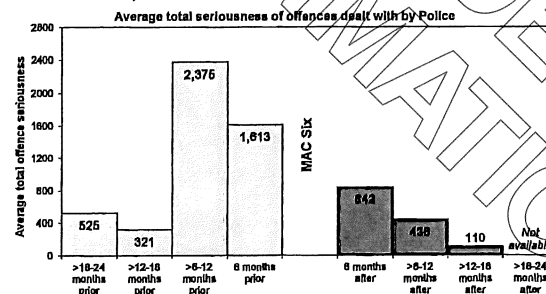
- before intervention: 19.3 (range = 3 – 33)
- after intervention: 6.3 (range = 1 – 24)



Seriousness of offending

Average total seriousness of offences in the 18 months:

- before intervention: 4,309
- after intervention: 1,387



Outcomes after Intervention

MAC Six (n = 7) (reductions compare after period to same period before)	Within 12 months	Within 18 months
Did not reoffend	14% (1)	0% (0)
Reduced frequency of offending	86% (6)	86% (6)
Reduced total seriousness of offending	86% (6)	86% (6)
Reduced seriousness of most serious offence	86% (6)	86% (6)
Received a custodial sentence	29% (2)	29% (2)

MAC Seven

July 2012 – September 2012

Number of participants: 7

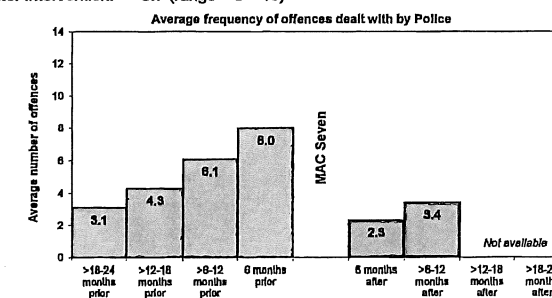
Demographics

- 57% were Māori and 43% were Pacific peoples
- Average age at the first recorded offence was 13.7 years (range = 11.8 – 14.8 years)
- Average duration between the first recorded offence and the intervention was 2.7 years (range = 0.5 – 4.9 years)
- Average age at intervention start was 16.4 years (range = 15.3 – 16.8 years)

Number of offences

Average number of offences in the 12 months:

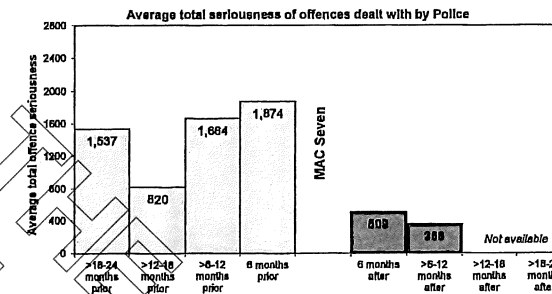
- before intervention: 14.1 (range = 3 – 31)
- after intervention: 5.7 (range = 0 – 15)



Seriousness of offending

Average total seriousness of offences in the 12 months:

- before intervention: 3,538
- after intervention: 866



Outcomes after Intervention

MAC Seven (n = 7) (reductions compare after period to same period before)	Within 12 months
Did not reoffend	29% (2)
Reduced frequency of offending	86% (6)
Reduced total seriousness of offending	86% (6)
Reduced seriousness of most serious offence	71% (5)
Received a custodial sentence	43% (3)

Prepared by Knowledge & Insights Group

Please consult Knowledge & Insights before reporting externally on figures provided.

MAC Eight

October 2012 – December 2012

Number of participants: 8

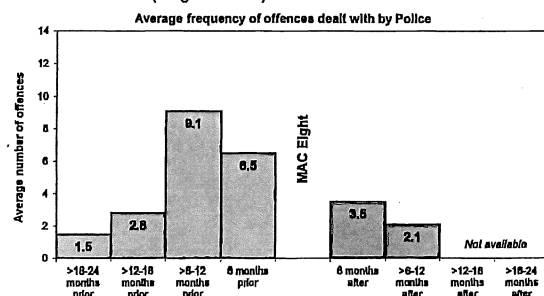
Demographics

- 88% were Māori and 13% were European
- Average age at the first recorded offence was 13.0 years (range = 7.9 – 15.7 years)
- Average duration between the first recorded offence and the intervention was 3.2 years (range = 0.6 – 7.6 years)
- Average age at intervention start was 16.2 years (range = 15.2 – 17.0 years)

Number of offences

Average number of offences in the 12 months:

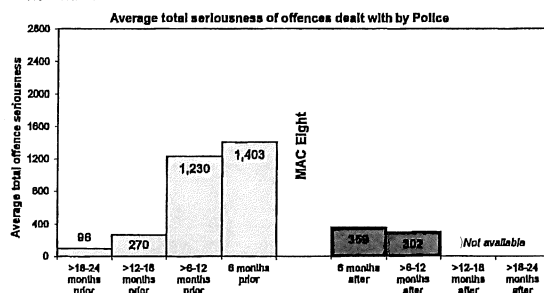
- before intervention: 15.6 (range = 2 – 37)
- after intervention: 5.6 (range = 1 – 13)



Seriousness of offending

Average total seriousness of offences in the 12 months:

- before intervention: 2,634
- after intervention: 660



Outcomes after Intervention

MAC Eight (n = 8) (reductions compare after period to same period before)	Within 12 months
Did not reoffend	0% (0)
Reduced frequency of offending	75% (6)
Reduced total seriousness of offending	100% (8)
Reduced seriousness of most serious offence	100% (8)
Received a custodial sentence	0% (0)

MAC Nine

February 2013 – April 2013

Number of participants: 7

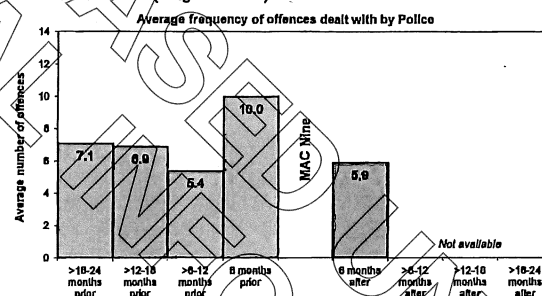
Demographics

- 71% were Māori and 29% were European
- Average age at the first recorded offence was 10.9 years (range = 7.9 – 13.8 years)
- Average duration between the first recorded offence and the intervention was 5.6 years (range = 1.9 – 9.2 years)
- Average age at intervention start was 16.5 years (range = 15.7 – 17.2 years)

Number of offences

Average number of offences in the six months:

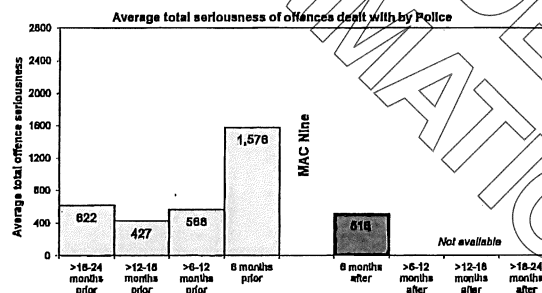
- before intervention: 10.0 (range = 4 – 21)
- after intervention: 5.9 (range = 2 – 12)



Seriousness of offending

Average total seriousness of offences in the six months:

- before intervention: 1,578
- after intervention: 516



Outcomes after Intervention

MAC Nine (n = 7) (reductions compare after period to same period before)	Within Six months
Did not reoffend	0% (0)
Reduced frequency of offending	57% (4)
Reduced total seriousness of offending	100% (7)
Reduced seriousness of most serious offence	86% (6)
Received a custodial sentence	29% (2)

MAC Ten

May 2013 – July 2013

Number of participants: 6

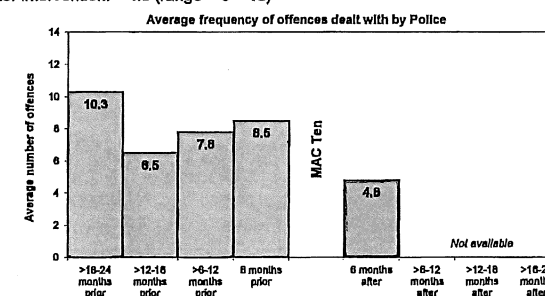
Demographics

- 33% were Māori, 50% were European and 17% were Pacific peoples
- Average age at the first recorded offence was 11.6 years (range = 8.2 – 14.6 years)
- Average duration between the first recorded offence and the intervention was 4.9 years (range = 1.6 – 7.3 years)
- Average age at intervention start was 16.5 years (range = 15.4 – 17.0 years)

Number of offences

Average number of offences in the six months:

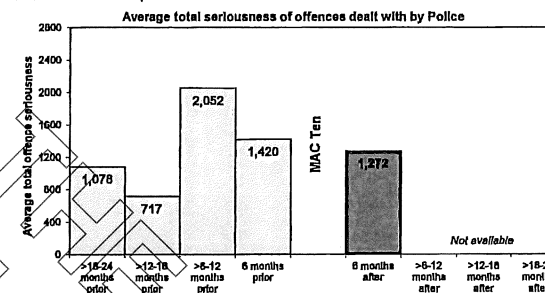
- before intervention: 8.5 (range = 1 – 20)
- after intervention: 4.8 (range = 0 – 18)



Seriousness of offending

Average total seriousness of offences in the six months:

- before intervention: 1,420
- after intervention: 1,272



Outcomes after Intervention

MAC Ten (n = 6) (reductions compare after period to same period before)	Within Six months
Did not reoffend	50% (3)
Reduced frequency of offending	67% (4)
Reduced total seriousness of offending	50% (3)
Reduced seriousness of most serious offence	67% (4)
Received a custodial sentence	17% (1)

Date: 12 May 2011

Security Level: IN CONFIDENCE

Report to: Minister for Social Development and Employment

RECOMMENCEMENT OF THE MILITARY-STYLE ACTIVITY CAMPS PROGRAMME

Purpose

- 1 The purpose of this report is to seek your approval to recommence the Military-style Activity Camps (MAC) programme.

Background

- 2 On 15 March 2011, Child, Youth and Family requested that the MAC programme that had commenced 22 February 2011 be suspended, and sought cancellation of the next MAC programme scheduled for July 2011. This request was made because the major earthquake near Christchurch on 22 February 2011 proved to be a significant disruption for young people, staff and programme providers, and there was a resulting concern that programme integrity would be impacted. In particular, staffing at the residence, including in the MAC unit, was problematic in the immediate aftermath of the earthquake. Programme providers were also challenged for the similar reasons and delivery of programmes was reduced for a period following the earthquake.
- 3 At that time, it was uncertain what the ongoing implications of the earthquake would be and it was appropriate to make an application for suspension of the current programme and to seek cancellation of the subsequent programme as it was anticipated that the disruption might continue for some months.
- 4 We advised that we would continue to monitor the situation and identify when it was appropriate to recommence the programme. You agreed to our suspension request on 17 March 2011.

Current Situation

- 5 The stability of the staffing situation at Te Puna Wai o Tuhinapo Youth Justice Residence has now been restored.
- 6 We have also consulted with the New Zealand Defence Force and their staff are available and willing to continue the programme. It was a consideration that the New Zealand Defence Force staff may have been required to provide services involving their Youth Life Skills/MAC staff to support earthquake recovery. This has not proved to be the case.
- 7 The other key programme providers experienced short term disruption but have now returned to full capacity and are able to recommence programme delivery. This includes the Kingslea School, which provides on-site education services.

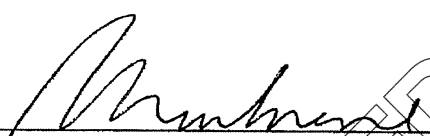
- 8 The young people who attended the previous suspended MAC were able to continue many elements of the programme despite the disruptions, and all have completed the 'life skills' programme that replaced the suspended MAC programme.
- 9 All parties with a role in delivering care, services and programmes in the MAC programme are confident that they can provide the appropriate services and programmes to the expected standard for the next programme scheduled for July 2011.
- 10 Preparations for the next MAC will need to commence in May 2011 to ensure operational readiness and a full compliment of attendees.

Recommended Actions

We recommend that you:

- 1 **agree** to recommence the Military-style Activity Camps programme, with the next camp commencing in July 2011.

AGREE / DISAGREE


Bernadine Mackenzie
Deputy Chief Executive, Child, Youth and Family

12 MAY 2011

Date


Hon Paula Bennett
Minister for Social Development and Employment

12/5/11

Date

File Reference : A5464304



child, youth
and family

A service of the Ministry of Social Development

Date: 15 March 2011

Security Level: IN CONFIDENCE

Report to: Minister for Social Development and Employment

TEMPORARY SUSPENSION OF THE MILITARY ACTIVITY CAMPS PROGRAMME

Purpose of the Report

- 1 The purpose of this report is to seek your approval to temporarily suspend the Military Activity Camps (MAC) programme.

Executive Summary

- 2 Due to the impact of the major earthquake near Christchurch on 22 February 2011, I seek your approval to suspend the MAC programme currently in progress, and to suspend the next MAC programme that is scheduled to commence in the last week of April 2011.
- 3 The recent earthquake has affected Child, Youth and Family's ability to maintain a full complement of suitably trained staff for the MAC programme. In addition, some services and programmes provided by NGOs and other third parties that contribute to the MAC programme have been disrupted, and this problem may increase in the short term. These factors put at risk the ongoing functioning and potential outcomes of the MAC programme.
- 4 Child, Youth and Family will monitor the situation in Christchurch to identify the earliest possible opportunity for the MAC programme to recommence. We will look to restart the MAC programme by July 2011, and we will provide you with a further update on our thinking around this in June.

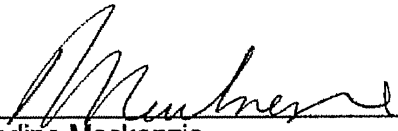
Recommended Actions

I recommend that you:

- 1 **note** that the major earthquake near Christchurch on 22 February 2011 has had an impact on the Military Activity Camps (MAC) programme.
- 2 **agree** to suspend the MAC programme currently in progress, and to suspend the next MAC programme that is scheduled to commence in the last week of April 2011.

AGREE / DISAGREE

- 3 **note** that Child, Youth and Family will monitor the situation in Christchurch to identify the earliest possible opportunity for the MAC programme to recommence, with a view to restarting the MAC programme by July 2011.


Bernadine Mackenzie
Deputy Chief Executive
Child, Youth and Family

15 MARCH 2011
Date


Hon Paula Bennett
Minister for Social Development and Employment

17/3/11
Date

RELEASED UNDER THE
OFFICIAL INFORMATION ACT

Impact of the Canterbury earthquake on the MAC programme

- 5 The MAC programme is jointly run by Child, Youth and Family and the New Zealand Defence Force and managed from the Christchurch Youth Justice Residence, Te Puna Wai o Tuhinapo (Te Puna Wai), near Rolleston. The programme uses a range of non-government organisations to deliver programmes that educate, train and provide treatment to the participants.
- 6 The current MAC programme commenced on 31 January 2011 and is due to finish on 1 April 2011. The next MAC programme is due to commence in the last week of April 2011.
- 7 The major earthquake near Christchurch on 22 February 2011 has impacted on the MAC programme, which puts at risk the ongoing functioning and potential outcomes of the MAC programme in the short term.
- 8 It is proving challenging to maintain a full complement of suitably trained staff for the MAC programme in the aftermath of the earthquake. While the current MAC programme has continued to be staffed by both NZDF and CYF staff throughout the immediate aftermath of the earthquake, there has been a need to use CYF relieving staff who are not specifically trained to provide the MAC programme.
- 9 As Christchurch begins its recovery, MAC trained staff working at Te Puna Wai will need to take time to put their own affairs in order and some may be involved in supporting their field social work colleagues. These staff will be replaced by relieving staff. However, the MAC programme relies on a stable group of appropriately trained staff to ensure the integrity, consistency and effectiveness of the MAC programme.
- 10 NGOs providing programmes and services are likely to be challenged to meet their own staffing needs, which may impact on their ongoing commitment to the MAC programme in the short to medium term. A part of the MAC programme, the cognitive behavioural programme that specifically addresses offending behaviour has been disrupted, and the planned wānanga has not occurred as the cultural centre at Te Puna Wai has been used as a sleeping area for CYF relief staff brought in from around New Zealand.
- 11 Education services at Te Puna Wai, and consequently the MAC programme, have also been disrupted since the earthquake. We are currently working on alternatives with the Kingslea School at our Te Oranga care and protection residence.
- 12 It is important that the MAC programme is undertaken using all the appropriate services and with consistent and stable staffing. The issues outlined above are likely to negatively impact on the effectiveness of the MAC programme and consequently its evaluation.

Young people currently on the MAC programme

- 13 The suspension of the current MAC can be managed so that it does not seriously impact on the completion of the Supervision with Residence Orders and the overall quality of service provided to the young people involved. Residential services will manage suitable programmes for the young people that meet their identified needs. A transition plan will be put in place for each young person, including managing for deficiencies in the MAC programme's delivery of treatment programmes and services.

- 14 A preliminary discussion has occurred with the Principle Youth Court Judge about the potential impact of the earthquake on the MAC programme. If you agree to suspend the current programme, we will have a further discussion with Judge Becroft to determine whether any formal legal processes need to occur to change the content of conditions on each MAC participant's court order.
- 15 The suspension of the next programme due to start at the end of April will have implications for the volume of participants expected to complete the MAC programme this year, reducing this number by ten. If the current programme is suspended so that completions of the programme do not count, the number of young people officially completing a MAC programme in 2010/11 will be ten rather than the expected thirty. We do not consider it possible, particularly with the impact of the earthquake, to establish a MAC programme at an alternative youth justice residence to compensate for this shortfall.

Next steps

- 16 CYF will continue to monitor the situation in Christchurch to identify when the programme can be recommenced, with a view to restarting the programme by July 2011.

File Reference : A5371850