

**Review of the Plan of Action:**  
Improving outcomes for young people in  
Counties Manukau

**Summary report**

**Centre for Social Research and Evaluation**

**Ministry of Social Development**

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## **Contents**

Executive summary.....	2
Background.....	4
Elements of the action plan.....	5
Was the approach right?.....	7
What did community stakeholders think?.....	16
Manukau Citizens' Perception Survey 2009 .....	18
What do the crime statistics show?.....	19
Appendix 1: Summary of Plan of Action, by type of action and agency.....	23
Appendix 2: Risk factors associated with youth offending and gang involvement .....	24
Appendix 3: Cost effectiveness/ return on investment for money spent .....	25
Appendix 4: Police apprehensions of young offenders 2004–2008 .....	28
References.....	33

## **Executive summary**

Government agencies and the community mobilised resources to reduce youth crime and gang involvement in Counties Manukau following a series of youth homicides and escalating violent crime by youth between 2005 and 2006. After consultation, key government and community agencies agreed a Plan of Action (the Plan). The Plan involved improved co-ordination of existing services and increased funding for services reducing the risks of youth involvement in crime and gangs.

### **Was the right approach used?**

Evidence shows the risks of youth offending and gang involvement span multiple domains (individual, family, school, community) and can accumulate over time. To be effective, responses need to include a mix of programmes across these domains.

The Plan of Action has elements and an overall approach that accords with international good practice. The community was consulted and involved in the development of responses, and these covered the life course. A mix of responses was implemented across multiple domains through group-based community youth workers, individualised support to youth and parenting programmes. These responses supplemented existing services including Police Youth Action Teams and Cops in Schools.

By the end of the 2008/2009 financial year programmes funded as part of the Plan of Action delivered 47 parenting programmes to just under 1,300 participants.

Community youth workers reached over 9,000 youth through events and outreach activities, just under 7,600 young people participated in youth clubs and over 1,350 attended school clubs. Advocacy was provided to over 250 youth in the community and 90 youth in schools. Support was provided to 230–300 youth in contact with the Courts, the Police or Youth Aid, and close to 120 youth involved in family group conferences.

Intensive individualised support was provided to 421 young people, with improvements recorded in reduced gang involvement, offending and risk behaviours, increased school attendance and achievement, and connections to healthy family and community groups.

The overall Plan of Action won the inaugural public service award for 'Excellence in Working Together' and its governance group, the Auckland Youth Support Network, won the supreme 'Prime Minister's Award for Public Sector Excellence'.

### **Changes reported by the community**

Interviews with community stakeholders showed the improved co-ordination of existing services and the funding of new services were seen to be effective.

The community perception that the Plan of Action has reduced youth crime and gang involvement is supported by Police crime statistics. Youth crime, particularly violent crime, had been escalating from 2005 in Counties Manukau, and peaked in 2006 when the Plan of Action was initiated.

From 2006 the tide turned and the collective action of government and community saw the number of Police apprehensions for youth offending decrease in Counties Manukau against a background of growing youth apprehensions nationwide.

## **Changes in youth apprehensions**

Between 2007 and 2008, overall youth apprehensions fell in Counties Manukau by 9% compared with a 3% increase nationwide. During this time youth apprehensions in Counties Manukau for violent offending fell by 6% compared with a 5% increase nationwide. Apprehensions also fell for robbery, drugs and anti-social offending, dishonesty offences (particularly burglary and car conversion), property damage and administrative offences (eg failure to answer bail). Homicides in Counties Manukau reduced from an unprecedented peak of 34 in 2005 to seven in 2008.

## **Next steps**

The Plan of Action appears to be making a difference in reducing youth offending and youth gang involvement. The improved co-ordination of services is now an embedded practice.

Evidence shows that existing elements of the Plan are both effective and cost-effective and deliver a mix of prevention and support to youth at risk of offending and gang involvement.

In terms of any new service development, international evidence shows programmes with some of the greatest returns on investment for youth at risk of offending and gang involvement are specialised and intensive therapeutic interventions (eg Dialectical Behaviour Therapy, Functional Family Therapy, and Multi-Systemic Therapy), which are expensive but would ideally be part of a wider mix of responses.

Measuring youth offending is challenging. Self-reporting by youth is often unreliable (as youth can either inflate or minimise actual offending), and official statistics in part reflect Police practice and/or how youth are processed by the youth justice system. The Ministry of Social Development is working together with other agencies to identify and measure the effectiveness of services and support in reducing youth offending.

## Background to the action plan

This is an update on the action plan to address problems with youth gangs in Counties Manukau.

In 2006 there was a series of youth-gang related homicides in Counties Manukau, and widespread concern within the community about the growing levels of violence, crime and gang involvement among youth. Youth gang culture is endemic in South Auckland and nearly every child is potentially connected to one or another gang.

The chief executives of the Ministries of Social Development (MSD), Justice, Education and Health and the New Zealand Police are committed to working together with key community agencies including Housing New Zealand Corporation, the Counties Manukau District Health Board and a range of non-government organisations and local government bodies to provide leadership and resources to address the youth gang problem in South Auckland.

The MSD led a consultation process with community stakeholders and developed an evidence-based action plan to guide the co-ordination of existing services and provision of new services (see *Plan of Action in Counties Manukau*, and the summary in Appendix 1 of what was done).

This summary report draws on primary research done as part of developing the Plan of Action,<sup>1</sup> reviews of national and international research on risk factors and evidence of effective and cost-effective programmes, interviews with community stakeholders, analysis of providers' monitoring data and analysis of New Zealand Police youth apprehension data.

A technical report has been produced as a supporting document and provides the background evidence used, including:

- an overview of the literature on risk factors associated with youth offending and gang involvement
- the monitoring report using data from providers delivering integrated case management and youth worker support as part of the Plan of Action
- the report based on interviews with stakeholders in Counties Manukau
- fuller analysis of Police apprehension data
- references to the evidence and literature used in preparing this report.

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<sup>1</sup> Improving Outcomes for Young People in Counties Manukau. Auckland Youth Support Network Plan of Action 2006.

Centre for Social Research and Evaluation, Ministry of Social Development reports:

- From Wannabes to Youth Offenders: Youth Gangs in Counties Manukau, Research Report. (2006)
- Youth gangs in Counties Manukau (2008).
- Improving Outcomes for Young People in Counties Manukau Plan of Action: Monitoring and Reporting Programme, Youth Gangs Fieldwork Interviews. (2008). Unpublished
- Multi Agency Support Services in Secondary Schools: a review of the literature. (2008). Unpublished.

## **Elements of the action plan**

The Plan sets out 26 actions to improve outcomes for young people in Counties Manukau and other key areas across Auckland (see Appendix 1, Table A1). The Plan encompasses action aimed at:

- providing better support to young people picked up by the Police outside of normal business hours
- intervening more effectively with high-risk recidivist youth offenders
- supporting at-risk children, young people and their families.

## **Building on existing work**

The Plan builds on work already started and spans various social sector agencies, including Social Development, Justice, Education, Health, the New Zealand Police and Youth Development, all of which aim to better support young people to succeed.

Some examples of existing work are:

- Family Start, a home visiting service to support at-risk families
- Multi-Agency Support Services in Secondary Schools (MASSIS) where social workers, youth workers and health professionals work as a team in schools to provide and broker wraparound support for students and their families
- Strengthening Education in Mangere and Otara (SEMO) to improve how schools operate and the quality of teaching, and to increase parent and community participation
- Roots of Empathy to help children to consider the needs and feelings of others
- Youth Transition Services to help young people successfully transition from school to further training or employment.

## **Additional funding**

To complement these investments, the Plan provided additional funding for:

- wraparound services for high-risk young people and their families (Integrated Case Management (ICM))
- youth workers to provide outreach support to youth at risk, opportunities for sport and community activities, advocacy, information and support to youth, parents and agencies in Counties Manukau and wider Auckland
- parenting programmes to help build parenting skills, confidence and capabilities
- reception centres to provide safe, short-term accommodation for children and young people, in the youth justice system, in need of care and protection, or who are picked up by the Police, especially after-hours and at the weekends.

The implementation of the elements of the Plan was overseen by the Auckland Youth Support Network. The network is a mix of representatives from the following agencies:

- Ministry of Social Development
- New Zealand Police
- Ministry of Education
- Housing New Zealand Corporation
- Ministry of Justice
- Department of Corrections
- Ministry of Youth Development
- Te Puni Kōkiri
- Ministry of Pacific Island Affairs
- Office of Ethnic Affairs
- Counties Manukau District Health Board
- Manukau City Council
- Waitakere City Council
- Auckland City Council.



## Was the approach right?

### What the evidence shows: effectiveness and returns on investment

Risk factors for gang membership span all major risk-factor domains: individual characteristics, family conditions, school performance, peer group influences, and the community context (see Appendix 2, Table A2):

- **Individual:** Risk factors appear at a very early age - increasing levels of conduct disorders predict gang involvement, as does delinquency and drug use.
- **Family:** Poor family management, including poor parental supervision and control of children has been shown to be a strong predictor of gang membership.
- **School:** One of the strongest school-related risk factors for gang membership is low achievement, particularly at primary school level. This in turn is related to low attachment to school, low academic aspirations, and teachers' negative labelling of youth. Many future gang members also truant regularly.
- **Peers:** Association with delinquent and aggressive peers is one of the strongest risk factors for gang membership.
- **Neighbourhood:** In terms of community risk factors, the availability of drugs, concentrations of young people, low interaction, feeling unsafe, poverty and disorganisation are the strongest risk factors. Another important factor is the presence of gangs in a neighbourhood.

As the risks of youth offending and gang involvement span multiple domains and can accumulate over time, there are "... no quick fixes or easy solutions for the problems that youth gangs create or the problems that create youth gangs" (Wyrick and Howell, 2004). Instead, a 'life course' approach is needed to reduce the risk of youth offending and gang involvement.

In its report on best practice to respond to gangs, the US Office of Juvenile Justice and Delinquency Prevention (OJJDP) (2008) identified five strategies needed for a comprehensive model (see Table 1).

**Table 1: OJJDP's five strategies needed for a comprehensive model to reduce gang involvement**

Strategy type	Description
<b>Community mobilisation</b>	Involvement and co-ordination of local residents, community groups, agencies, and support services/programmes.
<b>Opportunities provision</b>	A variety of education, training and employment programmes targeting gang-involved youth.
<b>Social intervention</b>	Youth service agencies, community and faith-based groups, Police and criminal justice organisations 'reaching out' to gang-involved youth and their families, and linking them with services.
<b>Suppression</b>	Formal and informal social control, including supervision and monitoring of gang-involved youth by juvenile/criminal justice agencies and also by community-based agencies and schools.
<b>Organisational change and development</b>	Improving policies, procedures and systems to be more effective in the use and co-ordination of existing resources.

International evidence shows some of the programmes with the greatest returns on investment for youth at risk of offending and gang involvement are specialised and intensive therapeutic interventions (eg Dialectical Behaviour Therapy, Functional Family Therapy, and Multi-Systemic Therapy).

Some early intervention parenting programmes for at-risk families with newborns and preschoolers are also effective and provide a good return on investment (see Appendix 3).

### **How does the Plan match evidence on what works/is cost effective**

The Plan has elements and an overall approach that accords with international good practice for reducing the risk of youth offending and gang involvement. The community was consulted and involved in the development of responses, and a mix of responses was implemented across multiple domains through group-based community youth workers, individualised support to youth (integrated case management) and parenting programmes.

Elements of the plan have also been shown, internationally, to be cost effective (ie produce more benefit than costs and provide a good return on investment).

Each of these elements is discussed briefly in turn. They are:

- community youth workers
- integrated case management
- parenting programmes
- reception centres.

#### *Community youth workers*

As part of the Plan, each year five providers received funding to deliver community youth work services.

Young people can be referred to youth workers by the youth justice system, the youth courts, the Police and schools. Youth workers also implement several initiatives to make sure youth in the community are active, engaged and contributing positively to their communities.

Examples of youth workers' initiatives include after-dark patrols, sports and leisure activities, door to door visits to households, youth clubs, youth expos and other youth events such as youth/community barbeques. Through all of these activities youth workers provide information and supported referrals to help young people get access to relevant services.

Data on the reach of the different activities undertaken by youth workers funded by the Plan of Action to the end of the 2008/2009 financial year is summarised in Table 2. (Full monitoring data is provided in the accompanying technical report '*Supporting evidence*'.)

**Table 2: Reach of youth workers, to the end of the 2008/2009 financial year, against key deliverables**

<p><b>Engage at-risk youth in youth programmes</b></p> <ul style="list-style-type: none"><li>• Just under 7,600 youth participated in youth clubs and over 1,350 in school clubs</li><li>• Advocacy was provided to over 250 youth in the community and 90 youth in schools</li></ul> <p><b>Support and advocacy provided to youth in contact with the youth justice system</b></p> <ul style="list-style-type: none"><li>• 230 youth at Manukau Court</li><li>• Over 240 youth in contact with the Police</li><li>• Just under 300 youth receiving Youth Aid</li><li>• Just under 120 youth participating in youth and family group conferences</li></ul> <p><b>Youth advocates in schools</b></p> <ul style="list-style-type: none"><li>• Supporting youth from just under 400 referrals received</li></ul> <p><b>Mobile sports and leisure activities and community patrols</b></p> <ul style="list-style-type: none"><li>• Over 9,100 youth reached through events/outreach activities</li></ul> <p><b>Support the delivery of other community-based services to youth</b></p> <ul style="list-style-type: none"><li>• Over 350 contacts to help youth get access to support from non-government organisations (NGOs)</li></ul> <p><b>Community expos</b></p> <ul style="list-style-type: none"><li>• Just under 4,300 young people reached through community expos</li></ul>
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Qualitative research done by the Centre for Social Research and Evaluation (CSRE) suggested the community workers were helping to improve relationships between young people, the community and the Police.

Aspects of the community youth work service are broadly similar to the mentoring programmes for youth with offending histories shown internationally to be cost effective (see Appendix 3).

In a Campbell Collaboration systematic review, mentoring programmes targeting youth at risk of offending were also found to have small to moderate effects on reducing delinquency and aggression.

### ***Integrated case management (ICM)***

As part of the Plan of Action, each year four providers received funding to deliver integrated case management (ICM) services to provide individualised support to youth at risk of offending and gang involvement. Most ICM co-ordinators were contracted to provide support for 25 clients each year.

Integrated case managers (ICMs) co-ordinate wraparound family support services. These support services are a mix of services for youth and their families to achieve education, training, employment and disengagement from gangs. Young people are referred to ICMs by youth workers, the Police, school-based social workers or Child, Youth and Family.

Co-ordinators work together with youth, their families and other agencies to assess the needs of the young person and their family and to develop a plan. The plan identifies the tasks each agency will undertake relevant to the individual case.

Data on the number and type of young people supported by ICMs funded by the Plan of Action is given below for the 2008/2009 year. (Full monitoring data is provided in the accompanying technical report 'Supporting evidence'.)

#### **Who received ICM support**

In the 2008/2009 financial year, records were available for 421 current clients and an additional 76 young people who had received ICM support and exited the programme.<sup>2</sup> The majority of young people receiving ICM support were male and aged between 11 and 17 years. Nearly half (47%) were Māori and just over 40% were Pacific peoples.

#### **Level of need/issues and improvements recorded**

The following section shows the:

- level of need/issues recorded in case notes for young people receiving support from an ICM
- the improvements recorded in gang involvement, offending, motivation to change, family circumstances, risk behaviours, education, sense of belonging and wellbeing.

Note, the number of youth identified as having an issue/need and recorded as showing an improvement differs by topic area.

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<sup>2</sup> Note, this is likely to be an undercount of the number of young people receiving ICM support as, at the time of reporting, not all contracted providers had up-to-date records entered in the electronic reporting system.

## Youth involvement in gangs and offending

### ***Level of issue/need on entry – gang involvement and offending***

Where information had been recorded on a young person's involvement in gangs and offending<sup>3</sup> it showed:

- over 60% had current gang involvement and over a third were closely involved in a gang
- over half had other family members in gangs
- around a quarter reported they were still committing violence related offences
- over a third were still committing theft related offences and over a quarter property damage offences.

### ***Improvements recorded – gang involvement and offending***

Where changes had been recorded for these young people,<sup>4</sup> over a quarter (29%) had reduced gang involvement and around a third had reduced offending of any type.

### ***Level of issue/need on entry – motivation for offending/motivation to change***

Where information had been recorded on a young person's offending planning and motivation<sup>5</sup> it showed:

- just under two-thirds reported their offending was planned (ie they took tools) and over 80% also reported opportunistic offending
- over half offended on their own and nearly 80% also offended with others
- over half reported they offended to get money and over a third of that offending occurred under the influence of drugs or alcohol, or when they were angry or frustrated
- just under half had low motivation to reduce their offending and just over half took low responsibility for their actions.

### ***Improvements recorded – motivation for offending/motivation to change***

Where changes had been recorded for these young people<sup>6</sup> over a third reported lowered planned and opportunistic offending. A third reported reduced offending with others and over a quarter reduced offending on their own. Just under two-thirds had improved motivation to reduce their offending and an increased sense of responsibility for their actions. Over half also had support from family and friends to reduce offending, and around two-thirds were accessing support services to help them change.

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<sup>3</sup> N = 103

<sup>4</sup> N = 48

<sup>5</sup> N = 114

<sup>6</sup> N = 55

## Family circumstances

### ***Level of issue/need on entry***

Where information had been recorded on a young person's family circumstances<sup>7</sup> it showed:

- over half (56%) came from families with previous CYF notifications and a quarter currently or previously had siblings who had been removed from their parents' care
- over two-thirds of the young people experienced frequent family conflict at home, nearly half experienced frequent family violence and over a quarter reported frequent physical abuse by a family member
- over a third reported children under the age of 14 were often left unsupervised by their parents/caregivers.

### ***Improvements recorded***

Where changes had been recorded for these young people<sup>8</sup> around a fifth to a quarter had seen reductions in the frequency of family conflict, family violence, and physical, verbal and emotional abuse experienced in the family.

## Risk behaviours

### ***Level of issue/need on entry – substance use***

Where information had been recorded on a young person's substance use<sup>9</sup> it showed:

- just under 90% drank alcohol on a regular basis (daily, weekly, fortnightly), over two-thirds regularly used drugs and nearly two-thirds regularly smoked cigarettes.

### ***Improvements recorded – substance use***

Where changes had been recorded for these young people<sup>10</sup> over a third had reduced the frequency of alcohol consumption, and just under a third had reduced the frequency of drug use. Nearly a fifth (17%) reported less frequent cigarette smoking.

### ***Level of issue/need on entry – other risk behaviours***

Where information had been recorded on a young person's other risk behaviours<sup>11</sup> it showed:

- just under half reported being violent towards others or bullying others on a regular basis and 40% were regularly the victims of bullying
- over half reported they were regularly dishonest (lying, cheating), just under half regularly vandalised property and over 40% regularly stole from shops or from home.

### ***Improvements recorded – other risk behaviours***

Where changes had been recorded for these young people<sup>12</sup> over a third had reduced the frequency of bullying, just under a third had reduced the frequency of violence towards others and 22% reported being bullied less frequently. Over a third had reduced dishonesty, stealing, and vandalising property.

<sup>7</sup> N = 101

<sup>8</sup> N = 53

<sup>9</sup> N = 111

<sup>10</sup> N = 60

<sup>11</sup> N = 97

## Education

### ***Level of issue/need on entry – young people***

Where information had been recorded on a young person's attachment to school and education<sup>13</sup> it showed:

- just over half had had problem behaviours reported by a teacher or school
- just under 40% had been suspended or excluded
- just under a fifth (18%) had been picked up by the Police for truanting
- over 45% struggled with literacy and with everyday maths, and a third struggled with everyday communication.

### ***Improvements recorded – young people***

Where changes had been recorded for these young people<sup>14</sup> improvements were recorded for just under a third for attending school and just under a quarter in the areas of suspensions/exclusions. A fifth had improvements in problem behaviours being reported by teachers/schools. Between a fifth and a quarter had improvements recorded for literacy, numeracy, and everyday communication.

### ***Level of issue/need on entry – parents/caregivers***

Where information had been recorded on parental support for their child's education<sup>15</sup> it showed:

- just over a third placed low value on their child's education, and just over a quarter had low interest in their child's education
- just over a quarter supported their child's non-attendance at school
- nearly 40% had low engagement with their child's school (ie rarely attended school meetings or events).

### ***Improvements recorded – parents/caregivers***

Where changes had been recorded for parents/caregivers<sup>16</sup> over half had recorded improvements in each of these areas: interest in and value placed on their child's education, attitude to school attendance, and engagement with their child's school.

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<sup>12</sup> N = 46

<sup>13</sup> N = 109

<sup>14</sup> N = 59

<sup>15</sup> N = 101

<sup>16</sup> N = 53

## Sense of belonging, temperament and wellbeing

### ***Level of issue/need on entry – sense of belonging and participation***

Where information had been recorded on a young person's sense of belonging<sup>17</sup> it showed:

- half had a low sense of belonging generally, and over half also reported low connections to a positive/healthy family, neighbourhood, culture or faith-based community
- just under two-thirds had negative peer influences
- over half had low involvement in hobbies, interests or organised activities (eg clubs, sports).

### ***Improvements recorded – sense of belonging and participation***

Where changes had been recorded for these young people<sup>18</sup> improvements were recorded for over 70% in terms of an increased sense of belonging. Nearly two-thirds had less involvement with negative peer influences. Just over two-thirds reported an improvement in terms of having a closer connection to their culture or neighbourhood, and 60% reported a closer connection to a positive/healthy family or faith-based community.

### ***Level of issue/need on entry – temperament and wellbeing***

Where information had been recorded on a young person's temperament and wellbeing<sup>19</sup> it showed:

- over half had poor impulse control, and nearly half had problems with anger management
- just under half had low confidence, low self-esteem and low optimism, and just over 40% had low resilience
- over 40% struggled with communication, had poor consideration of others and poor interaction with others.

### ***Improvements recorded – temperament and wellbeing***

Where changes had been recorded for these young people<sup>20</sup> improvements were recorded for around three-quarters in terms of improved confidence and optimism, and 80% reported improved self-esteem. Over two-thirds were more resilient. Just over three-quarters reported improved impulse control and over 60% reported improved anger management. Just over three-quarters had improvements in their communication with others, nearly two-thirds had more positive interactions with others and 60% were more considerate of others.

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<sup>17</sup> N = 100

<sup>18</sup> N = 45

<sup>19</sup> N = 100

<sup>20</sup> N = 45



Qualitative research done by CSRE suggested the ICM roles are helping to improve access to, and the co-ordination of, services to support young people and their families.

Aspects of the ICM service are similar to the co-ordination programmes shown internationally to be cost effective (see Appendix 3). For example, providing youth with access to tutoring or remedial education, job training, preparation and placement and programmes to increase their economic or educational opportunities can help to achieve positive outcomes (Fisher et al, 2008).

#### *Parenting programmes*

As part of the Plan of Action, each year three providers received funding to deliver parenting programmes.

Parenting programmes aim to teach parenting skills, ease intergenerational family stress and provide support and information for parents of families with school-aged children and teenagers in particular.

In the 2008/2009 financial year, 47 parenting programmes were delivered to just under 1,300 participants.

The OJJDP review noted that, among risk factors associated with youth gang involvement, poor family management may be the most amenable to change, through parenting classes and, in some cases, family counselling. Some early intervention parenting programmes for at-risk families with newborns and preschoolers are also both effective and a good return on investment (see Appendix 3).

#### *Reception centres*

From the start of the Plan to 30 June 2009 (and including an initial 66 placements at the Normandy Road temporary Reception Centre) safe, short-term accommodation was provided for a total of 1,091 children and young people at the three reception centre sites.

In the 2007/2008 financial year, a total of 451 children and young people were placed at the three centres. This number increased to 574 in the 2008/2009 financial year.

The average length of stay, by reception centre, is shown for each financial year in Table 3.

**Table 3: Average length of stay, by residence, for the financial years 2007/2008 and 2008/2009**

<b>House</b>	<b>2007/2008</b>	<b>2008/2009</b>
Hillsborough Boys	4.0 days	3.8 days
Glenmore Girls	3.4 days	4.0 days
Scenic Drive C&P	7.1 days	10.4 days

## What did community stakeholders think?

There was general agreement the Action Plan had produced excellent work across the sectors of Counties Manukau. It had provided a model for effective services by way of youth workers, integrated case management, parent education, and teams of non-teaching professionals in schools.

The combined actions from the Plan were seen as effective in turning many young people away from gang involvement, helping families to support their young people, and helping to make the schools a more effective learning environment.

The non-government organisations (NGOs) co-ordinated a range of relevant services, including youth workers, integrated case managers, counselling and parenting education.

“We have an ICM ... he’s a very skilled social worker from CYF ... We have a counselling service now, and that counsellor counsels our young people. Her strength is family therapy, so she also counsels the parents individually ... and she also runs parenting workshops, programmes, support groups, on a two-to-three-week basis ... and we encourage the parents of the youth offenders that we’re working with to come along to that. We often get a dozen turn up, and they love it.” (NGO manager)

One NGO manager described how he organised ‘parks committees’ made up of mothers that lived in the area. He met with them at least quarterly to make himself accountable to them, and to get their feedback on how well they thought his youth workers were doing with their after-school sports activities and community events.

Youth workers have been particularly effective in providing mentoring for young people and attractive alternatives to gang participation. The youth workers were identified as heroes of the Action Plan. Their rapport and persistence with young people were widely praised. The schools in particular were grateful for their input as mentors and for managing activities for young people.

The youth workers came from a variety of backgrounds and were chosen for their enthusiasm, commitment and ability to connect with young people.

Working together helped agencies to work more effectively and to reinforce the work done by partner agencies.

“A police officer does a joint home visit with our youth worker or social worker ... It’s a very effective model of practice. You have the law enforcer explaining the boundary has been crossed, the law has been broken, these are the requirements we expect from you. And then you’ve got the support of a youth worker, social worker, enabling that young person to complete their plan, but equally supporting the family and addressing any other issues and risk factors.” (NGO manager)

High school principals reported increasing rolls in the senior classes, which they attributed to the teams of non-teaching professionals (such as social workers funded by the MSD) providing a range of services to students and freeing up teaching staff to do their own job more effectively.

The principals saw that, ultimately, being able to teach well was the most important part of their solution to the youth gang problem. It enabled the schools to offer their students a real future and a better alternative to an involvement in gangs.

“The success ... was significant gang players able to finish schooling, staying through the school long enough to actually see there was some benefit to it for them to actually start changing their game, significant gang players handing back their gang patches, gangsters going off to university or to polytech, and those are pretty significant issues for us.” (School principal)

The Police were recognised as playing a crucial and very successful role in directly suppressing gang activities, particularly through the Youth Action Teams and the use of the MSD’s reception centres. The effectiveness of the Police at suppressing gang activities made it possible for the wider South Auckland community to safely engage in major community events.

“The youth gangs ... would congregate in public places, drink alcohol, carry weapons and cause problems. Because the Youth Action Teams have now become part of the landscape, youth gangs don’t do that any more ... We went from just every Friday/Saturday night, there were big fights and people getting injured and maimed ... to the point where ... it’s gone right away.” (Government official)

## Manukau Citizens' Perception Survey 2009

As another indicator of change, the Manukau City Council conducts an annual survey, which includes citizens' perceptions of crime and safety.

The 2009 survey showed that, while crime and safety continue to be a concern for the community, there has been an overall improvement in residents' sense of safety, in their homes, neighbourhoods and town centres, during the day and at night.

One of the key changes has been the significant improvement in the percentage of residents who feel safe in their local town centre at night (55%), up from 37% in 2008.

It is important to note that a wide range of Council, government and community actions would have contributed to this, not just the activities funded by the Youth Gangs Plan of Action.

**Table 4: Percentage of residents who feel safe, by place, 2006–2009**

<b>% of residents who feel 'very safe'/'safe' in their:</b>	<b>2006</b>	<b>2007</b>	<b>2008</b>	<b>2009</b>
Home during the day	90	92	91	95
Home after dark	80	82	84	89
Local neighbourhood during the day	88	90	91	94
Neighbourhood after dark	61	55	58	77
Local town centre during the day	80	86	84	94
Local town centre after dark	37	40	37	55

## What do the crime statistics show?

The Police have been effective in driving down crimes related to youth gangs and in diminishing the profile of youth gangs in Counties Manukau.

The Police-based NGO service providers who received referrals from Police Youth Aid can check their client records against subsequent arrests. One provider was able to claim up to 80% effectiveness in keeping their young clients from reoffending.

“We can also measure through the police NIA system, we can measure whether the young person – once they leave our programme – whether they re-offend or not. And I can say hand over heart, over the last three to four years we’ve been able to get a 70–80% non-re-offending rate of youth.” (NGO manager)

Measuring youth offending is challenging. Self-reporting by youth is often unreliable (as youth can either inflate or minimise actual offending), and official statistics in part reflect Police practice and/or how youth are processed by the youth justice system. The best available measure is apprehension data, which is used here to compare trends in Counties Manukau with those occurring nationwide.

The following section highlights some of the key trends in apprehension of young offenders. Some additional information is included in Appendix 4, and fuller analysis is available in the technical report.

### Overall changes in apprehension of young offenders

After increasing in both 2006 and 2007, apprehensions of young offenders in Counties Manukau dropped by 9% in 2008 (see Figure 1 and Table 5). This pattern differed to the national trend, where apprehensions of young people continued to increase in 2008.

**Figure 1: Total number of apprehensions of young offenders in Counties Manukau and New Zealand, 2004 to 2008**



The decrease in apprehensions of young people in Counties Manukau between 2007 and 2008 occurred across all age groups (under 14, 14 to 16 and 17 to 20 years), with the largest decrease (14%) occurring for 14 to 16 year olds. While nationally there was a 3% increase in total apprehensions between 2007 and 2008, the national trend was driven by a 5% increase between 2007 and 2008 in apprehensions of 17 to 20 year olds. (See Appendix 4, Tables A4-3 and A4-4.)

**Table 5: Percentage difference in apprehensions of young offenders in Counties Manukau and New Zealand 2007 to 2008, by offence group**

Offence group	% change 2007 to 2008	
	Counties Manukau	New Zealand
Violence	-6%	<b>+5%</b>
Sexual	<b>+3%</b>	-4%
Drugs and anti-social	-4%	<b>+6%</b>
Dishonesty	-6%	<b>+2%</b>
Property damage	-9%	0%
Property abuse	-3%	<b>+3%</b>
Administrative	-39%	-9%
<b>Total offences</b>	<b>-9%</b>	<b>+3%</b>

Note: Apprehensions do not count distinct individuals, as a person apprehended for multiple offences will be counted multiple times in the data. Young offenders are defined here as being 20 years of age or younger.

### **Changes in Police apprehensions of young offenders by offending type**

#### *Violent offences*

After increasing each year between 2004 and 2007, apprehensions of young offenders for violent offences in Counties Manukau dropped by 6% in 2008 (see Table 5). This pattern differed to the national trend, where apprehensions of young people for violent offences continued to increase in 2008. The number of apprehensions for violent offences in Counties Manukau decreased between 2007 and 2008 for both 14 to 16 year olds (an 11% decrease), and 17 to 20 year olds (a 6% decrease). (See Appendix 4, Tables A4-3 and A4-4.)

#### *Homicides*

The number of homicides tends to vary considerably from year to year. However, the 2005 figure (34) in Counties Manukau for young offenders was the highest recorded in the last decade. The numbers of homicides in 2007 and 2008 were considerably lower at 6 and 7 respectively. Nationally, excluding Counties Manukau, homicides by young offenders remained fairly stable between 2004 and 2008 at approximately 20 a year.

#### *Robberies*

There was a large increase in young people apprehended for robbery in Counties Manukau between 2005 and 2006 (from 146 to 242). The number was fairly similar in 2007, but dropped to 174 in 2008. Nationally, apprehensions of young people for robbery also peaked in 2006, but did not show the same decrease between 2007 and 2008 as was seen in Counties Manukau.

### *Assaults*

The total number of assaults by young people in Counties Manukau increased between 2004 and 2007 then dropped slightly in 2008. There are three levels of assault – minor, serious and grievous – which reflect the severity of the assault. Decreases in the number of grievous and serious assaults in Counties Manukau in 2008 were almost offset by an increase in minor assaults. Nationally, all three classes of assault increased between 2007 and 2008.

### *Intimidation and threats*

Apprehensions of young people in Counties Manukau for intimidation and threatening offences increased each year between 2004 and 2008. A similar trend was observed nationally.

### *Drugs and anti-social offences*

After increasing between 2004 and 2007, apprehensions of young offenders for drugs and anti-social offences in Counties Manukau dropped by 4% in 2008. This pattern differed to the national trend, where apprehensions of young people for such offences continued to increase in 2008.

Around half of the drug and anti-social apprehensions in Counties Manukau in 2008 involved disorder-related offences, such as disorderly behaviour, obstructing/resisting arrest, and fighting in a public place. The number of disorder offences in Counties Manukau peaked in 2006 then decreased marginally in both 2007 and 2008. Nationally, disorder offences by young people peaked in 2007 then decreased marginally in 2008.

### *Dishonesty offences*

Dishonesty offences (mostly theft, burglary and car conversion) accounted for a little over a third of all offences by young people in Counties Manukau in 2008. The trends in the numbers of young people apprehended for dishonesty offences over the last four years in Counties Manukau have moved in opposite directions to the national trends. In Counties Manukau, dishonesty offences increased between 2005 and 2007 then dropped by 6% in 2008. Nationally, such apprehensions decreased between 2005 and 2007 then increased by 2% in 2008.

- **Burglary:** Over the last five years, the numbers of young people apprehended for burglary in Counties Manukau has fluctuated between 600 and 700 each year, with 665 recorded for 2008 (3% lower than the previous year). Nationally, such apprehensions have continued to increase slowly each year.
- **Car conversion:** Apprehensions for car conversion (which also includes unlawful interference, and unlawfully getting into a vehicle) in Counties Manukau peaked in 2006 at 902, and then decreased in the next two years to 733 in 2008. Nationally, car conversions by young people peaked a year earlier, and have decreased in each subsequent year.
- **Theft:** Theft (including shoplifting and theft from a car) is the single biggest offence type for young people in Counties Manukau. After dropping significantly between 2004 and 2005, the number of apprehensions for theft in Counties Manukau has remained fairly stable in the last four years, averaging 1,100 a year. Nationally, apprehensions for theft dropped considerably between 2004 and 2006, and have remained at a lower level since then.

### *Property damage*

Property damage offences mostly involve wilful damage, but also include arson and intentional damage. Apprehensions of young offenders for property damage offences in Counties Manukau dropped by 9% in 2008. Nationally, the 2008 figure was almost identical to the figure in the previous year.

### *Administrative offences*

Most administrative offences involve failure to answer bail (ie failure by a person on bail to appear in court at a specified time and place), or other offences against the administration of justice. The trend for administrative offences for Counties Manukau was a result of a large increase between 2004 and 2006 in apprehensions of young people for failing to answer bail, followed by a decrease in such apprehensions over the next two years. The trend in administrative offence apprehensions nationally was far less volatile.



## Appendices

### Appendix 1: Summary of Plan of Action, by type of action and agency

Table A1:

Agency	Review, consultation, collaboration and planning*	Expansion of existing services**	Development and implementation of new services***
Ministry of Social Development (MSD)	<p><b>Review</b> youth justice programmes, adequacy of current service coverage and identify service gaps and response</p> <p><b>Review</b> the outcomes and effectiveness of the Male Youth New Directions programme, consider ongoing support to continue and/or extend it</p> <p><b>Review</b> level of service need in Counties Manukau</p>	<p><b>Extend</b> Family Start services to Papakura and Mangere</p> <p><b>Extend</b> Youth Transition Services to Counties Manukau</p> <p><b>Increase</b> the number of community-based youth workers in Counties Manukau and wider Auckland</p>	<p><b>Design and implement</b> integrated case management for 50 high-risk young people and their families, and consider expanding to a further 50</p> <p><b>Design and implement</b> parenting information and programmes for parents and caregivers of school-aged children and teenagers</p> <p><b>Provide facility</b> for short-term supported placement for at-risk young people picked up out-of-hours</p>
Child, Youth and Family		<p><b>Increase</b> the number of social workers and family group conference co-ordinators and provide more resources and training to improve the quality and use of family group conference plans</p>	
Ministry of Youth Development (MYD)	<p><b>Review</b> youth justice programmes, adequacy of current service coverage and identify service gaps and response</p> <p><b>Consult</b> with young people in Counties Manukau to identify their priorities for action. Develop proposals for priority services for implementation</p>		
Police	<p><b>Review</b> the TYLA (Turn Your Life Around) programme's effectiveness with MYD and MSD</p> <p><b>Review</b> the effectiveness of Genesis and consider its expansion to other communities in Counties Manukau</p> <p><b>Develop</b> an operational framework for Youth Action Teams as a response to youth gang incidents in Counties Manukau</p> <p><b>Ensure</b> links between Police Education Officers and the Youth Action and Youth Offending Teams</p>	<p><b>Establish</b> Youth Action Teams in Counties Manukau</p> <p><b>Extend</b> Police Education Officers to schools (Years 7–13) in Counties Manukau</p> <p><b>Extend</b> TYLA to Otara, consider extending into Mangere, Manurewa, Papakura and wider Auckland</p> <p><b>Increase</b> the number of trained Police in Counties Manukau and wider Auckland</p> <p><b>Increase</b> collaboration between Police Youth Action Teams and Māori wardens</p> <p><b>Implement</b> the New Zealand Police Alcohol Action Plan 2006: address license issues, sale and supply of liquor to under age youth and enforce liquor bans</p>	<p><b>Establish</b> a new police station in Counties Manukau</p>
Ministry of Justice	<p><b>Review</b> youth justice programmes, adequacy of current service coverage and identify service gaps and response</p>	<p><b>Refer</b> high-risk young people to the Genesis programme, review the programme's effectiveness, consider its expansion to other communities in Counties Manukau</p>	<p><b>Employ</b> a co-ordinator to work with five Youth Offending Teams in Auckland and improve the transfer of information between agencies. Implement interagency best practice</p>
Ministry of Education		<p><b>Implement</b> the electronic enrolment system in Counties Manukau to improve reporting and management of truancy</p> <p><b>Build</b> on the Student Engagement Initiative for intermediate and secondary schools in Counties Manukau</p>	<p><b>Design and implement</b> social and health assessment tools for Year 9 students into deciles 1 and 2 schools, in partnership with Counties Manukau DHB</p>
District Health Board (DHB)	<p><b>Review</b> drug and alcohol services for young people in Counties Manukau and identify service gaps and response, in partnership with MOH</p>		
Ministry of Health (MOH)			

\*Most items in this column due for completion July 2006

\*\*Most items in this column due for completion Dec 2006

\*\*\*Most items in this column due for completion July 2007

## Appendix 2: Risk factors associated with youth offending and gang involvement

Table A2 summarises the factors that predispose young people to criminal offending.

The accumulation of risk factors greatly increases the likelihood of gang involvement, just as it increases the likelihood of other problem behaviours (Wyrick and Howell, 2004; McKay, unpublished).

The risk of gang involvement and other problem behaviours increases with the number of risk factors, and to an even greater extent when there are risks factors in multiple domains (Hill et al, 1999 cited in Wyrick and Howell, 2004).

**Table A2: Factors that predispose young people to criminal offending**

<b>Individual</b>	<ul style="list-style-type: none"> <li>• adverse birth or perinatal complications</li> <li>• difficult temperament</li> <li>• compromised intellect</li> <li>• early aggression</li> <li>• substance abuse</li> <li>• early onset of puberty</li> <li>• early onset of sexual activity</li> <li>• antisocial attitudes</li> </ul>
<b>Family</b>	<ul style="list-style-type: none"> <li>• poor attachment to the primary caregiver</li> <li>• young maternal age at birth</li> <li>• low maternal education</li> <li>• poor maternal mental health</li> <li>• maltreatment as a child</li> <li>• negative or inadequate parenting behaviours</li> <li>• parental antisocial behaviour</li> <li>• family instability</li> <li>• socioeconomic disadvantage</li> <li>• antenatal maternal smoking</li> </ul>
<b>School</b>	<ul style="list-style-type: none"> <li>• poor schooling experiences</li> </ul>
<b>Peer influence</b>	<ul style="list-style-type: none"> <li>• affiliation with deviant peers</li> </ul>
<b>Community/ environment</b>	<ul style="list-style-type: none"> <li>• unemployment</li> <li>• adverse neighbourhood environment</li> </ul>

See the technical report for the explanatory text on how these factors increase risk, and interact to increase risk, with references to the supporting literature.

### Appendix 3: Cost effectiveness/returns on investment for money spent

The Washington State Institute for Public Policy (Aos et al, 2004) reviewed 78 general and ‘branded’ programmes, including home visiting programmes, boot camps, school-based programmes, wraparound services and mentoring programmes (eg Big Brothers/Big Sisters, CASASTART, HIPPY) and treatment models (eg Dialectical Behaviour Therapy, Family Functional Therapy and Multi-Systemic Therapy).

To be included in the cost-benefit assessment, programmes needed at least one rigorous evaluation that measured one of the seven key outcomes<sup>1</sup> and needed to be capable of application or replication in the ‘real world’. Over 3,500 documents were reviewed.

The review found “... credible evidence that certain well-implemented programs can achieve significantly more benefits than costs.” Table A3 summarises the prevention and early intervention programmes in terms of economic results, by those with a) the greatest returns, b) ‘very attractive’ returns and c) lower net benefits, but worthwhile as they are relatively inexpensive to implement.

**Table A3: Cost effectiveness of programmes/interventions**

**a) Programmes with the greatest returns**

<b>Juvenile offenders:</b> investments in effective programmes for juvenile offenders have the highest net benefit US\$1,900–\$31,200 per youth	<b>Benefit–costs US\$ per youth</b>
<b>Dialectical Behaviour Therapy:</b> comprehensive cognitive behavioural treatment for individuals with complex and difficult to treat mental disorders.	31,234
<b>Functional Family Therapy (FFT):</b> structured family-based interventions to enhance protective factors and to reduce risk factors. FFT has three phases: 1) motivation to change, 2) how to change a specific problem identified, and 3) how to generalise the problem-solving skills learnt.	26,216
<b>Multi-dimensional Treatment Foster Care (MTFC)</b> (vs regular groups care): community families are recruited, trained and closely supervised to provide adolescents with treatment and intensive supervision, at home, in school and in the community, as an alternative to incarceration or hospitalisation. MTFC emphasises clear and consistent follow-through on consequences, positive reinforcement for appropriate behaviour, a mentoring relationship with an adult and separation from deviant peers.	24,290
<b>Adolescent Diversion Project:</b> mentors (usually college students) are trained in a behavioural model (contracting, rewarding appropriate behaviour) and work with youth to provide community resources and to initiate behavioural change.	22,290
<b>Washington Basic Training Camp:</b> using the discipline and structure of a military style environment as a means of increasing the rehabilitation of young offenders. (Note other studies have found ‘boot camps’ don’t work.)	22,363
<b>Other family-based therapy for juvenile offenders:</b> a mix of programmes which share a family-based approach to counselling.	12,441

<sup>1</sup> Seven outcomes of interest: reduce crime, lower substance abuse, improve educational outcomes, decrease teen pregnancy, reduce teen suicide attempts, lower child abuse or neglect, and reduce domestic violence.

<b>Multi-Systemic Therapy (MST):</b> an intervention for youth that focuses on improving the family's capacity to overcome known causes of delinquency. Its goals are to promote parents' ability to monitor and discipline their children and to replace deviant peers with pro-social friendships. Trained MST therapists work with clinicians, with caseloads of four to six families at a time, for a period of 3–6 months.	9,316
<b>Aggression Replacement Training:</b> a 10-week, 30-hour intervention for small groups of juvenile offenders, run three times a week. The programme uses repetitive learning to teach participants to control impulsiveness and anger, to use more appropriate behaviours and to correct antisocial thinking.	8,805
<b>Juvenile Offender Interagency Co-ordination Programmes:</b> programmes that seek to co-ordinate and tailor a range of wraparound services, to ensure more individualised support and the effective use of resources.	8,100
<b>Mentoring in the Juvenile Justice System:</b> programmes use community volunteers to act as 'trusted' adults to help young people during the transition period from leaving juvenile residential units to being back in the community.	5,073
<b>Home visiting programmes</b> that target high risk and/or low income mothers are also effective, returning US\$6,000–\$17,200 per youth	<b>Benefit–costs US\$ per youth</b>
<b>Nurse Family Partnership for Low Income Women:</b> intensive visitation by nurses during a woman's pregnancy and the first two years after birth. The goal is to promote the child's development and to provide support and instructive parenting skills to the parents.	17,180
<b>Home Visiting Programmes for At-risk Mothers and Children:</b> focuses on mothers at risk of parenting problems. Programmes can cover instructions in child development and health, referrals to services, social and emotional support, and some have pre-school components.	6,077

**b) Programmes with 'very attractive' returns**

<b>Early childhood education</b>	<b>Benefit–costs US\$ per youth</b>
<b>Early childhood education for low income 3 and 4 year olds:</b> enhanced pre-school designed for preschoolers from low income families.	9,901
<b>Some youth development programmes</b>	<b>Benefit–costs US\$ per youth</b>
<b>Seattle Social Development Project:</b> an intervention for teachers, parents and students in high crime areas. Teachers are trained to help to increase family engagement and student attachment to school, and to improve attitudes to school, behaviours and academic achievement.	9,837
<b>Guiding Good Choices:</b> a family-focused programme for 6th graders covering five sessions designed to improve parenting skills and family bonding.	6,918
<b>Strengthening Families Programme for Parents and Youth aged 10–14:</b> a family-based programme for 6th graders (aged around 13 years) lasting seven weeks. The programme aims to reduce behaviour problems and substance use by enhancing parenting skills, parent-child relationships and family communication.	5,805

**c) Programmes with lower net benefits, but worthwhile as relatively inexpensive to run**

Substance use prevention programmes for youth	Benefit–costs US\$ per youth
<b>Adolescents Transitions Programme:</b> a middle and high school-based programme that focuses on improving parenting skills and informing parents about the risks associated with problem behaviours and substance use. The programme also provides assessment, professional support and other services for at-risk families.	1,938
<b>Project Northland:</b> a community-wide intervention designed to reduce adolescent alcohol use. The programme spans three years and involves students, parents, peers, community members, businesses and organisations.	1,423
<b>Family Matters:</b> a family-focused programme to prevent tobacco and alcohol use among 12–14 year olds. A series of booklets are mailed to the home, with follow-up phone calls from health educators. The booklets aim to help families think about the characteristics associated with adolescent substance use.	1,092

The study also noted that “successful interventions require more effort than just picking the right program” (Washington State Institute for Public Policy, 2004) and that to achieve ‘real world’ success, close attention needs to be paid to quality control and adherence to original programme designs.

A Campbell Collaboration systematic review of 39 mentoring programmes targeting youth at risk of offending found mentoring had small to moderate effects on reducing delinquency and aggression. The review found programmes that provided emotional support to youth and professional development to workers generated better outcomes.

However, the lack of information about programme content and implementation limits the ability to comment on what works best when providing mentoring services to youth at risk of offending.

**Appendix 4: Police apprehensions of young offenders 2004–2008, and percentage change 2007-2008**

**Table A4-1: Total number of Police apprehensions<sup>1</sup> of young offenders<sup>2</sup> in Counties Manukau, by offence group and calendar year**

Offence group	2004	2005	2006	2007	2008	% change 2007 to 2008
Violence	1,065	1,411	1,696	1,852	1,733	-6%
Sexual	53	41	63	29	30	3%
Drugs and anti-social	880	930	1,426	1,502	1,436	-4%
Dishonesty	3,063	2,563	2,842	2,973	2,797	-6%
Property damage	825	784	948	949	864	-9%
Property abuse	518	481	550	494	481	-3%
Administrative	432	495	842	722	441	-39%
<b>Total offences</b>	<b>6,836</b>	<b>6,705</b>	<b>8,367</b>	<b>8,521</b>	<b>7,782</b>	<b>-9%</b>

Source: See <http://www.stats.govt.nz/products-and-services/table-builder/crime-tables/apprehensions/apprehension-calendar.htm>, Counties/Manukau District Annual Apprehensions for the Latest 10 Calendar Years, Statistics New Zealand

Notes:

1. Apprehensions do not count distinct individuals, as a person apprehended for multiple offences will be counted multiple times in the data.
2. Young offenders are defined here as being 20 years of age or younger.

**Table A4-2: Total number of Police apprehensions of young offenders in New Zealand, by offence group and calendar year**

Offence group	2004	2005	2006	2007	2008	% change 2007 to 2008
Violence	11,344	12,497	13,554	14,712	15,520	5%
Sexual	489	429	553	510	488	-4%
Drugs and anti-social	18,429	17,375	19,320	21,014	22,183	6%
Dishonesty	36,705	35,686	34,484	33,646	34,474	2%
Property damage	9,709	10,119	11,080	11,437	11,456	0%
Property abuse	6,703	6,083	5,730	5,882	6,042	3%
Administrative	4,147	3,794	3,964	3,994	3,632	-9%
<b>Total offences</b>	<b>87,526</b>	<b>85,983</b>	<b>88,685</b>	<b>91,195</b>	<b>93,795</b>	<b>3%</b>

Source: See <http://www.stats.govt.nz/products-and-services/table-builder/crime-tables/apprehensions/apprehension-calendar.htm>, National Annual Apprehensions for the Latest 10 Calendar Years, Statistics New Zealand

**Table A4-3: Total number of Police apprehensions of young offenders in Counties Manukau, by offence group, age group and calendar year**

Offence group and age group	2004	2005	2006	2007	2008	% change 2007 to 2008
<b>Violence</b>						
Under 14	114	116	67	96	106	10%
14 to 16	355	424	573	574	513	-11%
17 to 20	596	871	1,056	1,182	1,114	-6%
Total (20 and under)	1,065	1,411	1,696	1,852	1,733	-6%
<b>Sexual</b>						
Under 14	5	5	10	3	5	-
14 to 16	15	14	29	5	10	-
17 to 20	33	22	24	21	15	-29%
Total (20 and under)	53	41	63	29	30	3%
<b>Drugs and anti-social</b>						
Under 14	69	61	53	82	53	-35%
14 to 16	217	238	303	304	229	-25%
17 to 20	594	631	1,070	1,116	1,154	3%
Total (20 and under)	880	930	1,426	1,502	1,436	-4%
<b>Dishonesty</b>						
Under 14	499	382	291	322	324	1%
14 to 16	1,412	1,010	1,129	1,144	1,000	-13%
17 to 20	1,152	1,171	1,422	1,507	1,473	-2%
Total (20 and under)	3,063	2,563	2,842	2,973	2,797	-6%
<b>Property damage</b>						
Under 14	126	148	102	168	145	-14%
14 to 16	385	332	447	322	291	-10%
17 to 20	314	304	399	459	428	-7%
Total (20 and under)	825	784	948	949	864	-9%
<b>Property abuse</b>						
Under 14	84	38	42	38	61	61%
14 to 16	199	168	191	169	153	-9%
17 to 20	235	275	317	287	267	-7%
Total (20 and under)	518	481	550	494	481	-3%
<b>Administrative</b>						
Under 14	30	23	3	30	26	-13%
14 to 16	136	135	132	140	87	-38%
17 to 20	266	337	707	552	328	-41%
Total (20 and under)	432	495	842	722	441	-39%
<b>Total offences</b>						
Under 14	927	773	568	739	720	-3%
14 to 16	2,719	2,321	2,804	2,658	2,283	-14%
17 to 20	3,190	3,611	4,995	5,124	4,779	-7%
Total (20 and under)	6,836	6,705	8,367	8,521	7,782	-9%

Source: See <http://www.stats.govt.nz/products-and-services/table-builder/crime-tables/apprehensions/apprehension-calendar.htm>, Counties/Manukau District Annual Apprehensions for the Latest 10 Calendar Years, Statistics New Zealand

**Table A4-4: Total number of Police apprehensions of young offenders in New Zealand, by offence group, age group and calendar year**

Offence group and age group	2004	2005	2006	2007	2008	% change 2007 to 2008
<b>Violence</b>						
Under 14	1,133	1,084	982	1,253	1,228	-2%
14 to 16	3,845	4,280	4,655	4,766	4,778	0%
17 to 20	6,366	7,133	7,917	8,693	9,514	9%
Total (20 and under)	11,344	12,497	13,554	14,712	15,520	5%
<b>Sexual</b>						
Under 14	131	80	70	70	66	-6%
14 to 16	176	135	188	146	163	12%
17 to 20	182	214	295	294	259	-12%
Total (20 and under)	489	429	553	510	488	-4%
<b>Drugs and anti-social</b>						
Under 14	723	738	616	705	607	-14%
14 to 16	3,636	3,673	3,815	4,089	3,993	-2%
17 to 20	14,070	12,964	14,889	16,220	17,583	8%
Total (20 and under)	18,429	17,375	19,320	21,014	22,183	6%
<b>Dishonesty</b>						
Under 14	6,146	5,236	4,596	4,386	4,151	-5%
14 to 16	15,492	15,521	14,450	13,783	13,915	1%
17 to 20	15,067	14,929	15,438	15,477	16,408	6%
Total (20 and under)	36,705	35,686	34,484	33,646	34,474	2%
<b>Property damage</b>						
Under 14	1,804	1,731	1,690	1,770	1,869	6%
14 to 16	3,659	4,283	4,441	4,155	4,430	7%
17 to 20	4,246	4,105	4,949	5,512	5,157	-6%
Total (20 and under)	9,709	10,119	11,080	11,437	11,456	0%
<b>Property abuse</b>						
Under 14	939	754	617	567	671	18%
14 to 16	2,515	2,176	2,058	2,077	2,121	2%
17 to 20	3,249	3,153	3,055	3,238	3,250	0%
Total (20 and under)	6,703	6,083	5,730	5,882	6,042	3%
<b>Administrative</b>						
Under 14	78	49	36	54	63	17%
14 to 16	1,177	1,031	844	742	446	-40%
17 to 20	2,892	2,714	3,084	3,198	3,123	-2%
Total (20 and under)	4,147	3,794	3,964	3,994	3,632	-9%
<b>Total offences</b>						
Under 14	10,954	9,672	8,607	8,805	8,655	-2%
14 to 16	30,500	31,099	30,451	29,758	29,846	0%
17 to 20	46,072	45,212	49,627	52,632	55,294	5%
Total (20 and under)	87,526	85,983	88,685	91,195	93,795	3%

Source: See <http://www.stats.govt.nz/products-and-services/table-builder/crime-tables/apprehensions/apprehension-calendar.htm>, National Annual Apprehensions for the Latest 10 Calendar Years, Statistics New Zealand



**Table A4-5: Total number of Police apprehensions of young offenders in Counties Manukau, by offence type and calendar year**

Offence type	2004	2005	2006	2007	2008	% change 2007 to 2008
<b>Violence</b>	<b>1,065</b>	<b>1,411</b>	<b>1,696</b>	<b>1,852</b>	<b>1,733</b>	<b>-6%</b>
Homicide	7	34	15	6	7	-
Kidnapping and abduction	5	11	19	7	9	-
Robbery	149	146	242	238	174	-27%
Grievous assaults	110	256	251	190	157	-17%
Serious assaults	278	378	463	527	446	-15%
Minor assaults	225	255	233	342	425	24%
Intimidation and threats	280	319	453	494	507	3%
Group assemblies	11	12	20	48	8	-83%
<b>Sexual</b>	<b>53</b>	<b>41</b>	<b>63</b>	<b>29</b>	<b>30</b>	<b>3%</b>
Sexual affronts	9	6	9	3	7	-
Sexual attacks	38	27	44	22	18	-18%
Immoral behaviour	6	8	10	4	5	-
Sexual miscellaneous	0	0	0	0	0	-
<b>Drugs and anti-social</b>	<b>880</b>	<b>930</b>	<b>1,426</b>	<b>1,502</b>	<b>1,436</b>	<b>-4%</b>
Drugs (cannabis)	257	264	304	399	325	-19%
Drugs (all other drugs)	55	49	81	55	72	31%
Disorder	525	540	780	771	752	-2%
Sale of Liquor Act	15	38	232	257	270	5%
Anti-social miscellaneous	28	39	29	20	17	-15%
<b>Dishonesty</b>	<b>3,063</b>	<b>2,563</b>	<b>2,842</b>	<b>2,973</b>	<b>2,797</b>	<b>-6%</b>
Burglary	672	604	678	686	665	-3%
Car conversion etc	667	704	902	880	733	-17%
Theft	1,518	1,122	1,013	1,171	1,094	-7%
Receiving	71	77	151	130	134	3%
Fraud	123	54	95	104	171	64%
Dishonesty miscellaneous	12	2	3	2	0	-
<b>Property damage</b>	<b>825</b>	<b>784</b>	<b>948</b>	<b>949</b>	<b>864</b>	<b>-9%</b>
Destruction of property	819	774	936	924	855	-7%
Endangering	6	10	12	25	9	-64%
<b>Property abuse</b>	<b>518</b>	<b>481</b>	<b>550</b>	<b>494</b>	<b>481</b>	<b>-3%</b>
Trespass	333	300	389	382	347	-9%
Postal/rail/fire service abuses	52	56	30	36	26	-28%
Arms Act offences	119	118	128	74	101	36%
Property abuse miscellaneous	14	7	3	2	7	-
<b>Administrative</b>	<b>432</b>	<b>495</b>	<b>842</b>	<b>722</b>	<b>441</b>	<b>-39%</b>
Failure to answer bail	172	239	671	507	275	-46%
Other against justice	164	176	139	198	152	-23%
Administrative miscellaneous	96	80	32	17	14	-18%
<b>Total Offences</b>	<b>6,836</b>	<b>6,705</b>	<b>8,367</b>	<b>8,521</b>	<b>7,782</b>	<b>-9%</b>

Source: See <http://www.stats.govt.nz/products-and-services/table-builder/crime-tables/apprehensions/apprehension-calendar.htm>, Counties/Manukau District Annual Apprehensions for the Latest 10 Calendar Years, Statistics New Zealand

**Table A4-6: Total number of Police apprehensions of young offenders in New Zealand, by offence type and calendar year**

Offence type	2004	2005	2006	2007	2008	% change 2007 to 2008
<b>Violence</b>	<b>11,344</b>	<b>12,497</b>	<b>13,554</b>	<b>14,712</b>	<b>15,520</b>	<b>5%</b>
Homicide	28	57	37	31	28	-10%
Kidnapping and abduction	39	37	66	51	56	10%
Robbery	681	925	1,137	1,084	1,130	4%
Grievous assaults	906	1,173	1,261	1,327	1,496	13%
Serious assaults	3,096	3,341	3,807	4,309	4,447	3%
Minor assaults	3,696	3,636	3,603	4,001	4,363	9%
Intimidation and threats	2,759	3,227	3,507	3,649	3,853	6%
Group assemblies	139	101	136	260	147	-43%
<b>Sexual</b>	<b>489</b>	<b>429</b>	<b>553</b>	<b>510</b>	<b>488</b>	<b>-4%</b>
Sexual affronts	65	57	70	73	58	-21%
Sexual attacks	362	261	358	318	340	7%
Immoral behaviour	55	96	107	100	81	-19%
Sexual miscellaneous	7	15	18	19	9	-53%
<b>Drugs and anti-social</b>	<b>18,429</b>	<b>17,375</b>	<b>19,320</b>	<b>21,014</b>	<b>22,183</b>	<b>6%</b>
Drugs (cannabis)	5,491	4,897	5,089	5,057	5,865	16%
Drugs (all other drugs)	462	439	600	478	549	15%
Disorder	8,667	8,376	9,672	10,413	10,248	-2%
Sale of Liquor Act	3,521	3,405	3,696	4,827	5,282	9%
Anti-social miscellaneous	288	258	263	239	239	0%
<b>Dishonesty</b>	<b>36,705</b>	<b>35,686</b>	<b>34,484</b>	<b>33,646</b>	<b>34,474</b>	<b>2%</b>
Burglary	7,763	7,904	8,025	8,270	8,426	2%
Car conversion etc	6,311	6,791	6,378	6,187	5,663	-8%
Theft	19,304	18,273	16,650	16,426	17,093	4%
Receiving	1,098	1,020	1,221	1,201	1,223	2%
Fraud	2,156	1,667	2,134	1,531	1,979	29%
Dishonesty miscellaneous	73	31	76	31	90	190%
<b>Property damage</b>	<b>9,709</b>	<b>10,119</b>	<b>11,080</b>	<b>11,437</b>	<b>11,456</b>	<b>0%</b>
Destruction of property	9,624	10,024	10,951	11,337	11,341	0%
Endangering	85	95	129	100	115	15%
<b>Property abuse</b>	<b>6,703</b>	<b>6,083</b>	<b>5,730</b>	<b>5,882</b>	<b>6,042</b>	<b>3%</b>
Trespass	4,119	3,756	3,607	3,840	4,075	6%
Postal/rail/fire service abuses	1,108	825	643	624	544	-13%
Arms Act offences	1,276	1,295	1,266	1,161	1,175	1%
Property abuse miscellaneous	200	207	214	257	248	-4%
<b>Administrative</b>	<b>4,147</b>	<b>3,794</b>	<b>3,964</b>	<b>3,994</b>	<b>3,632</b>	<b>-9%</b>
Failure to answer bail	1,688	1,765	2,432	2,526	2,304	-9%
Other against justice	2,021	1,736	1,309	1,240	1,098	-11%
Administrative miscellaneous	438	293	223	228	230	1%
<b>Total offences</b>	<b>87,526</b>	<b>85,983</b>	<b>88,685</b>	<b>91,195</b>	<b>93,795</b>	<b>3%</b>

Source: See <http://www.stats.govt.nz/products-and-services/table-builder/crime-tables/apprehensions/apprehension-calendar.htm>, National Annual Apprehensions for the Latest 10 Calendar Years, Statistics New Zealand

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For a full reference list, see 'Supporting evidence' in the technical report.