

Reduced Child and Youth Offending Delivery Plan: Final Draft

Government Target 3:

**15 percent fewer children and young people with
serious and persistent offending behaviour by 2029**

Contents

Foreword from the Minister for Children	3
Introducing the Target.....	4
The Target.....	4
The lead indicator	4
The supporting indicators	5
The regional indicators	8
The Delivery Approach.....	15
Focus Area 1: Strengthen system settings	16
Action 1: Young Serious Offender declaration	16
Action 2: Military-Style Academy	17
Action 3: Response to children with offending behaviour (10-13 years old).....	18
Actions timeline for Focus Area 1	20
Focus Area 2: Improve operational performance	21
Action 1: Immediate operational response in priority regions.....	21
Action 2: Fast Track 10-13 year olds	22
Action 3: Fast Track 14-17 year olds	24
Action 4: Increased youth justice residence capacity.....	26
Action 5: Better Youth Justice processes.....	26
Actions timeline for Focus Area 2	28
Focus Area 3: Prevent offending.....	29
Action 1: Regional Action Plans in Priority Regions.....	29
Action 2: Gateway Service redesign and responsive health, disability and education services.....	30
Action 3: Community responses for children at risk	32
Actions timeline for Focus Area 3	33
Delivery, risks and engagement.....	34
Delivery oversight and accountability.....	34
Risks and mitigations.....	34
Engagement part of delivery.....	35
Social investment supported by measurement	36

Foreword from the Minister for Children

New Zealanders told the Government what is most important to get our country back on track, so we created nine ambitious targets to improve the lives of New Zealanders, covering health, education, restoring law and order, work, housing and the environment.

We have set a clear target to underpin our commitment to reducing youth crime. By the end of 2029, we will see a 15 percent reduction in the total number of children and young people with serious and persistent offending behaviour.

We want to be a country that nurtures the potential of each and every child and young person. That requires safer communities, strong and secure families, and children and young people who are supported to grow up to be the best versions of themselves.

To do this, we need to hold young people who offend to account, while also supporting them to address the issues contributing to their offending. While the Government is moving to put in place tougher consequences for offending, we are also addressing the drivers of youth crime. This requires a focus across both the social and justice sectors.

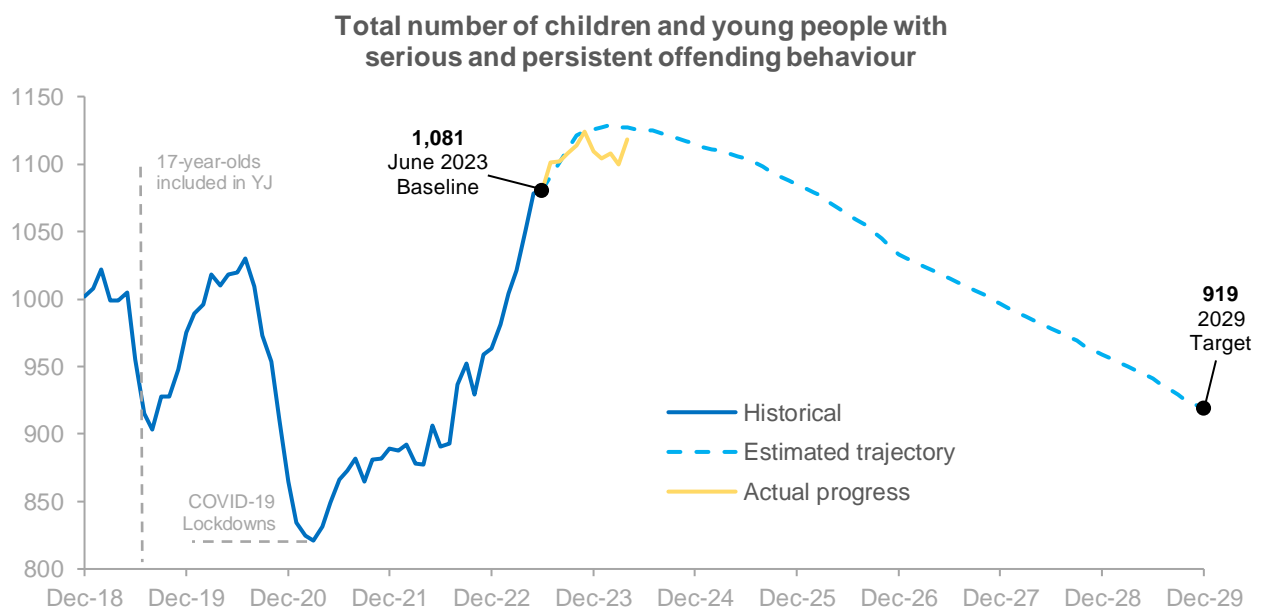
We know that children and young people with serious and persistent offending behaviour often have high needs which have not been met when they have previously come into contact with a government agency. Offending behaviour is often shaped by their broader environment - family harm and care and protection concerns, multi-layered health, education and disability needs, poverty and housing instability, and parents with care and custody histories.

We must also support families to reduce youth offending and to support all children and young people to reach their potential. We are committed to driving community-based, cross-agency operational responses to youth crime by targeting interventions to those who are offending and their families. We must also prevent offending by improving cross-agency support for children and young people in care and protection.

Introducing the Target

The Target

The Target for youth crime is a 15 percent reduction in the total number of children and young people (aged 10 to 17 years) with serious and persistent offending behaviour by December 2029.



The lead indicator

The total number of children and young people with serious and persistent offending behaviour is defined as those committing three or more distinct offending events within 12 months, where at least one of the offences committed has a maximum penalty greater than or equal to seven years' imprisonment. This will capture unlawfully taking cars, 'ram-raids', and 'smash-and-grabs'.

The leading indicator will be based on data collected from New Zealand Police (Police) proceedings rather than proven offending. Between June 2022 and June 2023, when the target baseline was set, the number of children and young people with serious and persistent offending behaviour increased by 21 percent. Between June 2023 (baseline) and April 2024, the number has increased by three percent. The Target seeks to tackle the recent increase in youth offending and lead the trend in a downward direction.

Data in the 12 months to June 2023 (the target baseline) shows 1,081 children and young people classified as having serious and persistent offending behaviour. This is a small cohort of children and young people.

The performance expected for the Target is achieving a 15 percent reduction (to 919 children and young people) by December 2029. As depicted in the graph above, meeting the target by December 2029 requires a decrease of 162 children and young people. We are aiming to see a decrease of approximately 40-50 children and young people by December 2026, and a further decrease of around 100-110 children and young people between December 2026 and December 2029 to reach the target.

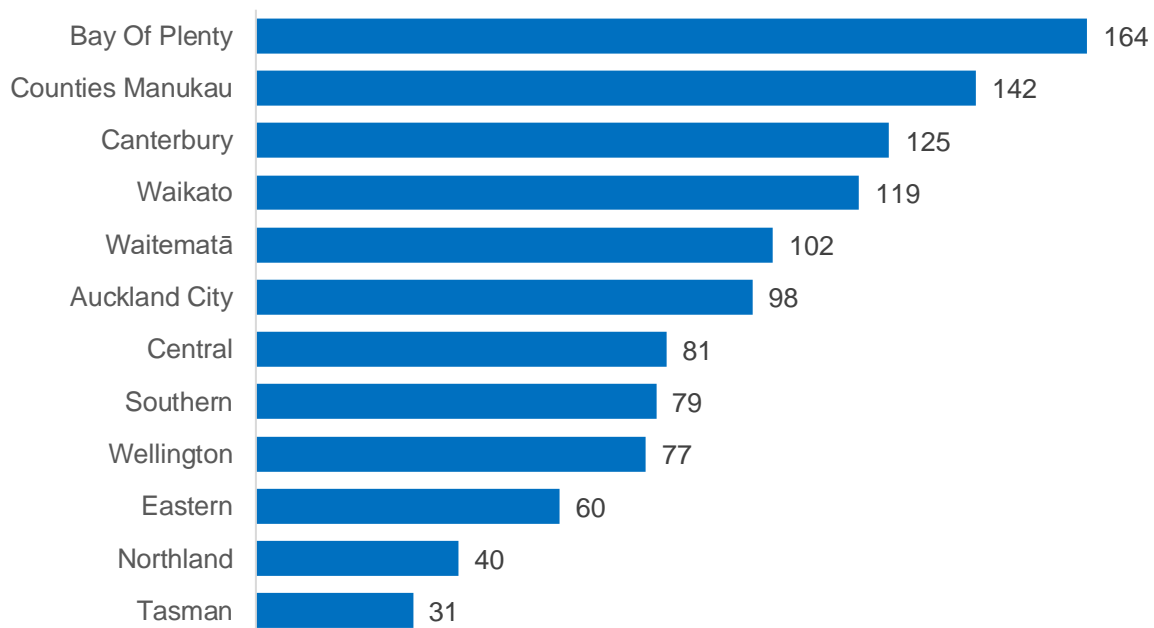
Offending behaviour can be difficult to change, and time will be required for new interventions and actions targeting this cohort to take effect. This is why we expect to make small gains in the first few years, building to larger gains as we head closer to 2029.

The supporting indicators

Serious and Persistent Offending by Location

A regional focus is required to deliver on this Target. The Police districts with the highest number of serious and persistent youth offending are Bay of Plenty, Counties Manukau, Canterbury and Waikato.

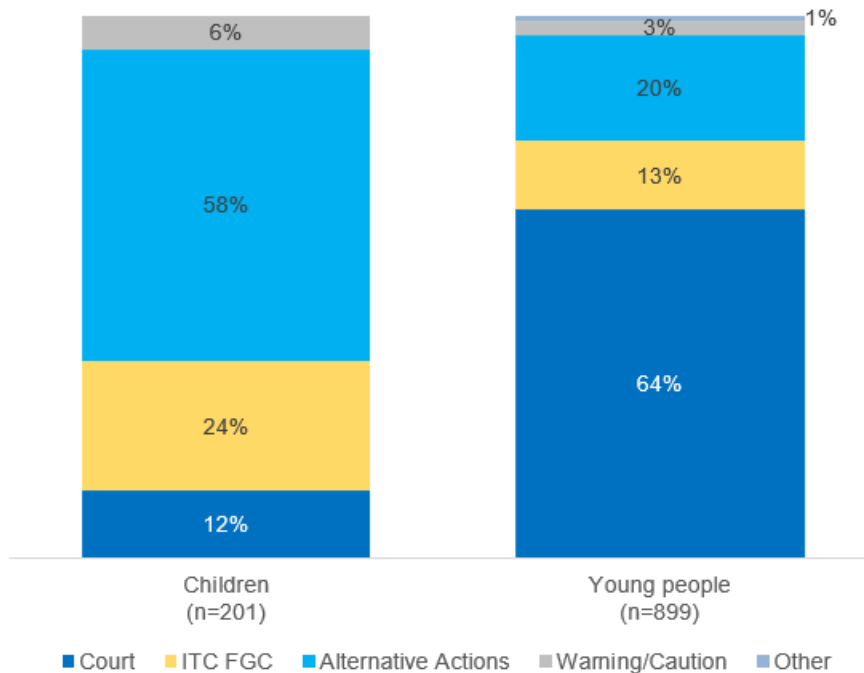
Total number of children and young people with serious and persistent offending behaviour, in 12 months to April 2024, by Police District



Serious and Persistent Offending by Proceeding Method

A focus on improving youth justice processes is important to achieve the Target. The breakdown below shows offending by children is most likely to be dealt with through Police alternative action and Family Group Conferences, while offending by young people is more likely to reach the court.

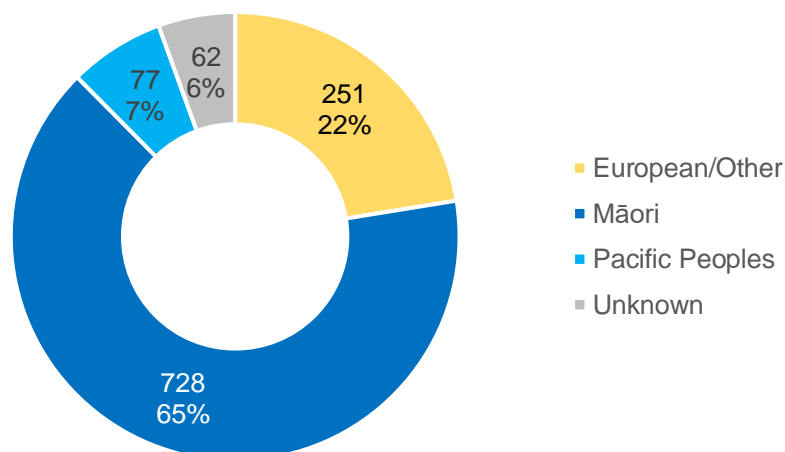
Method of proceeding for children and young people with serious and persistent offending behaviour, in the 12 months to March 2024



Serious and Persistent Offending by Ethnicity

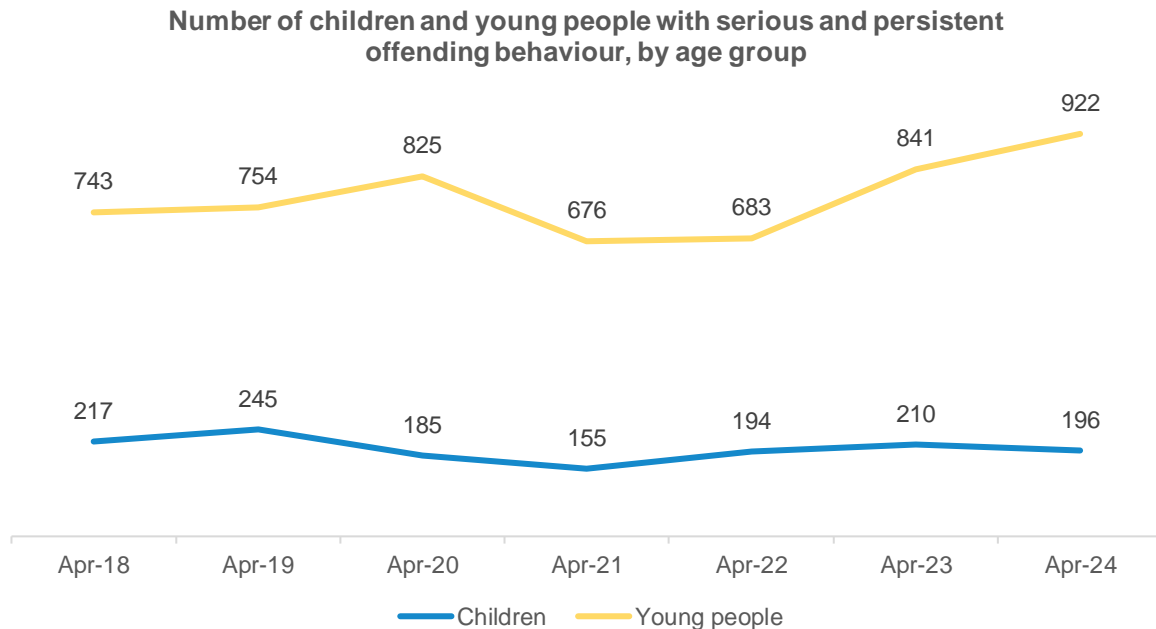
A focus on the effectiveness of interventions for Māori children and young people and their families will be important as Māori are disproportionately represented in all regions, especially in the Waikato district.

Ethnicity breakdown (as at April 2024)



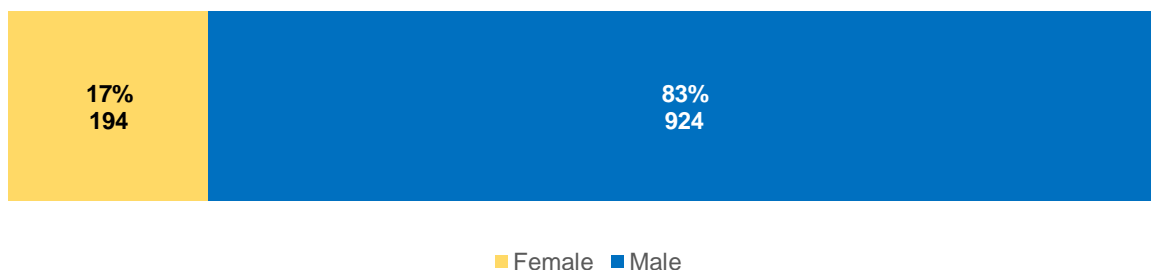
Serious and Persistent Offending by Age

A focus on the effectiveness of interventions for different age groups is required, including to target young people aged 14-17 years old who are re-offending. In the last year, the number of young people (14-17 years old) with serious and persistent offending behaviour increased ten percent. The number of children (10-13 year olds) with this behaviour has decreased seven percent.



Serious and Persistent Offending by Gender

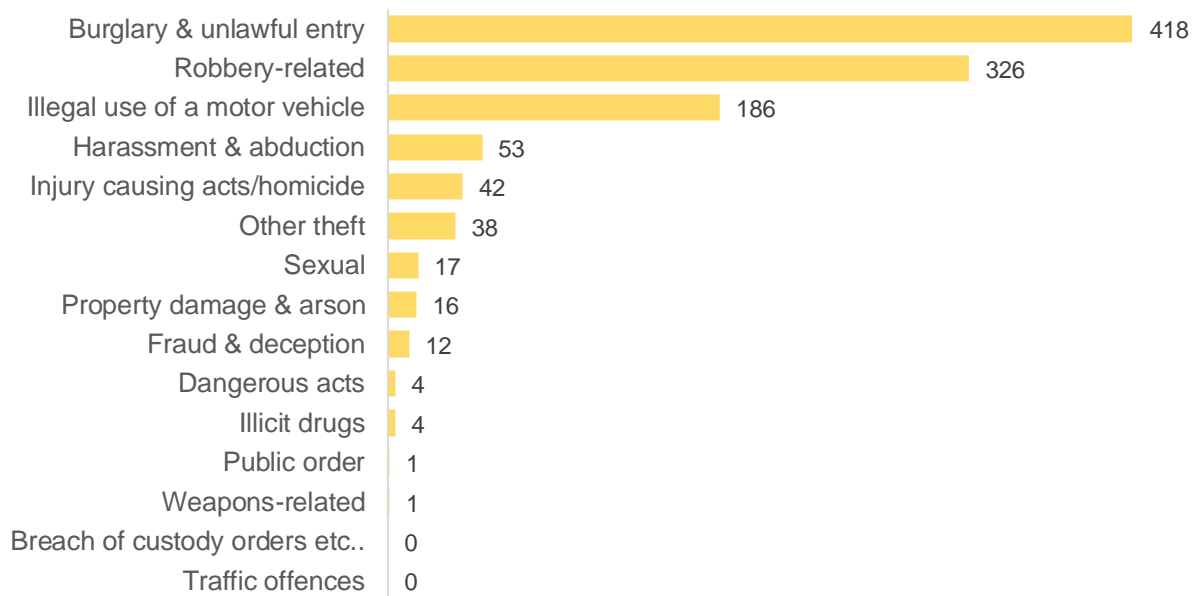
Female young offenders require different approaches and have different needs. While most children and young people with serious and persistent offending behaviour are male, the number of girls and young women with offending behaviour remains significant at almost one fifth and is particularly high in Canterbury. Targeting young female offenders is integral to effective prevention.



Serious and Persistent Offending by Harm

The harms generated by serious and persistent offending behaviour also need to be monitored to ensure the needs of victims can be considered and responses to offending can be appropriately targeted. 67 percent of the most serious offences leading to a Police proceeding over the past 12 months were burglary, unlawful entry or robbery related. The most common offence overall, when looking at all offences leading to Police proceedings for this cohort, not just the most serious, was related to the illegal use of a motor vehicle (35 percent of all proceedings)

Breakdown of most serious Police proceedings against children and young people with serious and persistent offending behaviour in 12 months to April 2024



The regional indicators

While youth crime occurs in all regions of New Zealand, four regions have a large majority of the children and young people with serious and persistent offending behaviour – Auckland districts, Bay of Plenty, Waikato and Canterbury. Each region also has different cohort profiles which need to be monitored to support effective responses and are attached.

Serious and Persistent Offending in Auckland

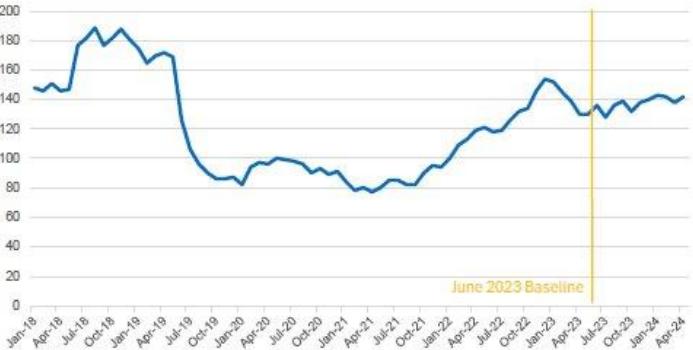
Target 3: Reducing Youth Offending

Counties Manukau

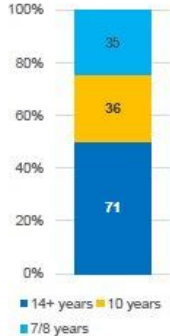
Data as at: Apr-24

142 Children and young people with serious and persistent offending behaviour in the previous 12 months
 Change on year: 12 Change from June 2023 Baseline: 6 4% increase
 895 Total Police proceedings against this cohort in the previous 12 months

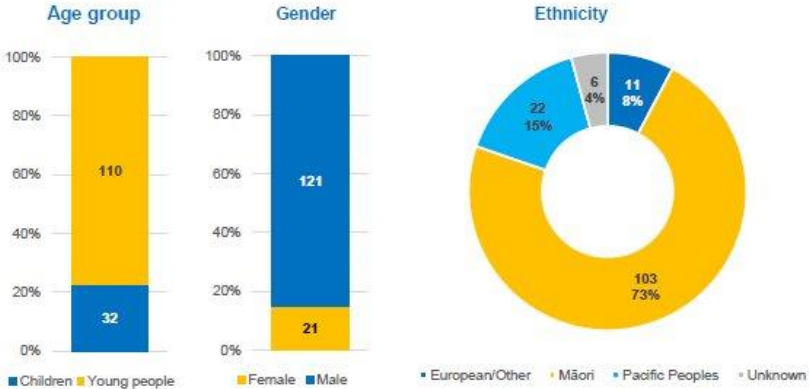
Trend over time



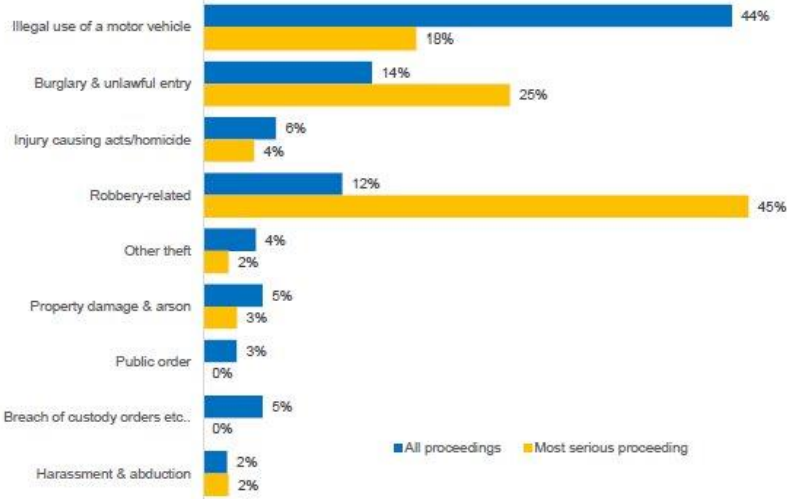
Maximum penalty for most serious offence



Method of proceeding



Offence types



All proceedings n = 895 one offence type per proceeding
 Most serious proceeding n = 142 one offence type per individual

Target 3: Reducing Youth Offending

Waitemata

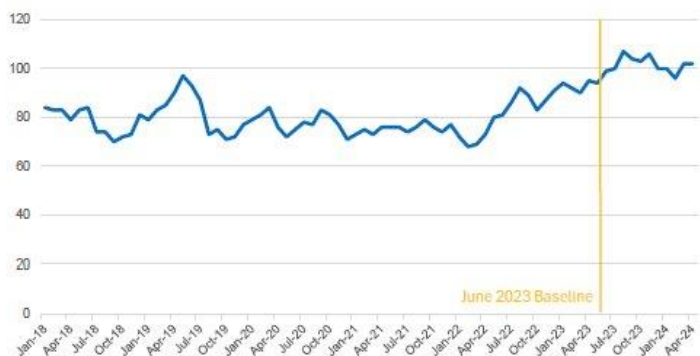
Data as at: Apr-24

102 Children and young people with serious and persistent offending behaviour in the previous 12 months

Change on year: 7 Change from June 2023 Baseline: 3 3% increase

616 Total Police proceedings against this cohort in the previous 12 months

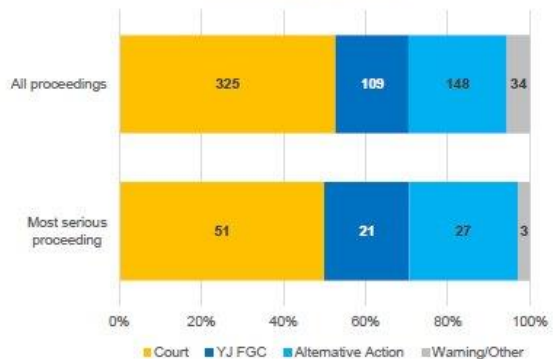
Trend over time



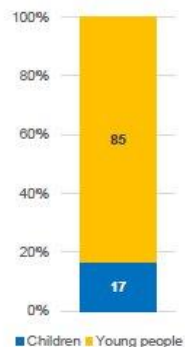
Maximum penalty for most serious offence



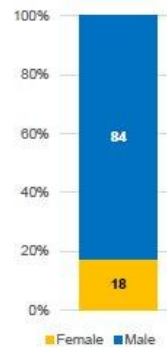
Method of proceeding



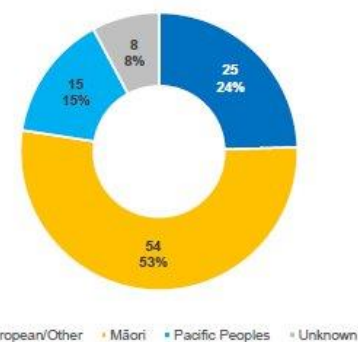
Age group



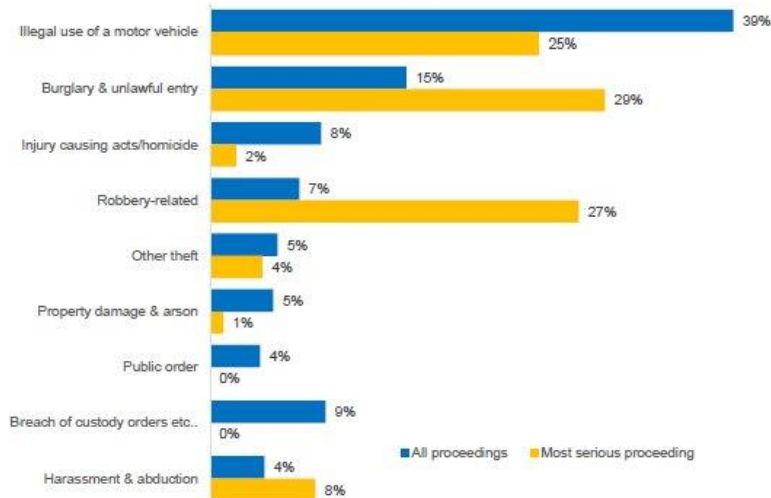
Gender



Ethnicity



Offence types



All proceedings n = 616
 Most serious proceeding n = 102
 one offence type per proceeding
 one offence type per individual

Target 3: Reducing Youth Offending

Auckland City

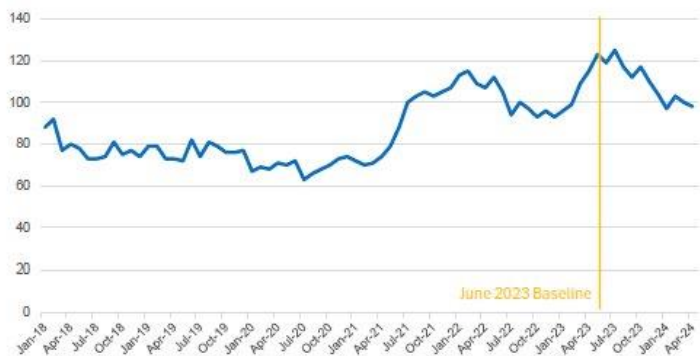
Data as at: Apr-24

98 Children and young people with serious and persistent offending behaviour in the previous 12 months

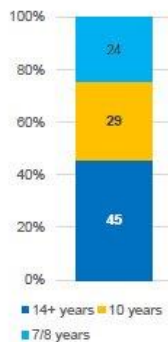
Change on year: -17 Change from June 2023 Baseline: -21 -18% decrease

575 Total Police proceedings against this cohort in the previous 12 months

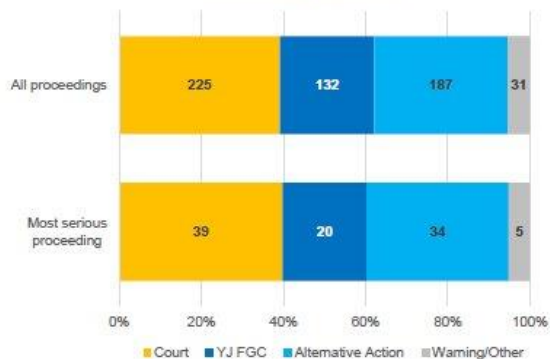
Trend over time



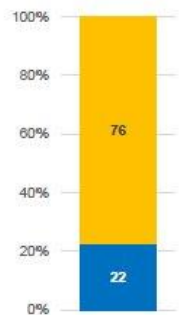
Maximum penalty for most serious offence



Method of proceeding



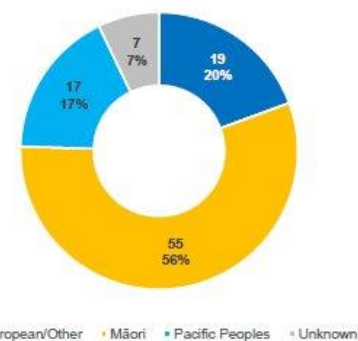
Age group



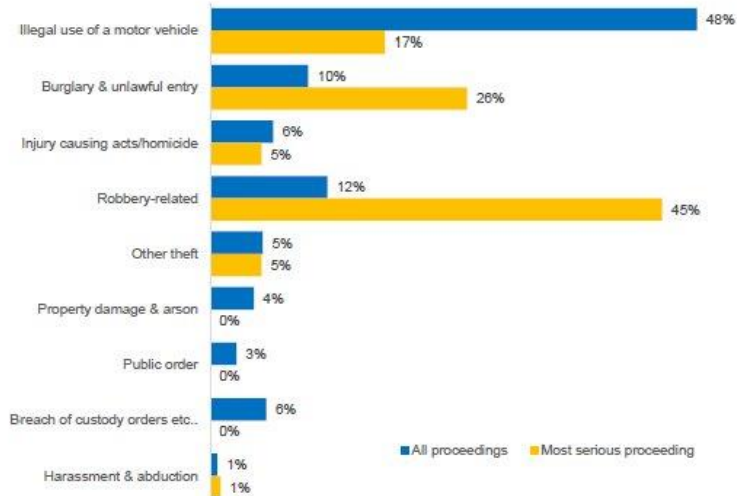
Gender



Ethnicity



Offence types



All proceedings n = 575
 Most serious proceeding n = 98
 one offence type per proceeding
 one offence type per individual

Serious and Persistent Offending in Waikato

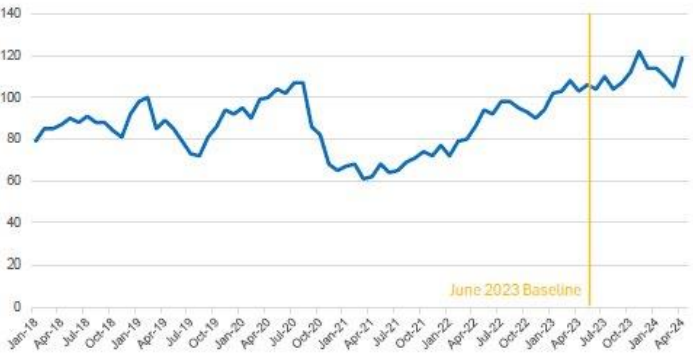
Target 3: Reducing Youth Offending

Waikato

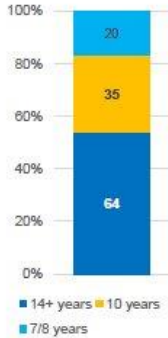
Data as at: Apr-24

119 Children and young people with serious and persistent offending behaviour in the previous 12 months
 Change on year: 16 Change from June 2023 Baseline: 15 14% **increase**
 545 Total Police proceedings against this cohort in the previous 12 months

Trend over time



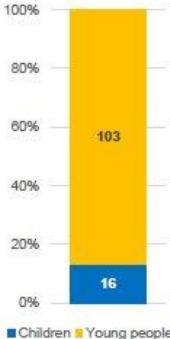
Maximum penalty for most serious offence



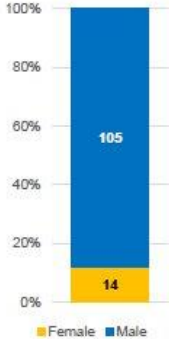
Method of proceeding



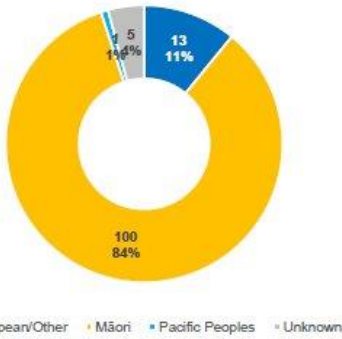
Age group



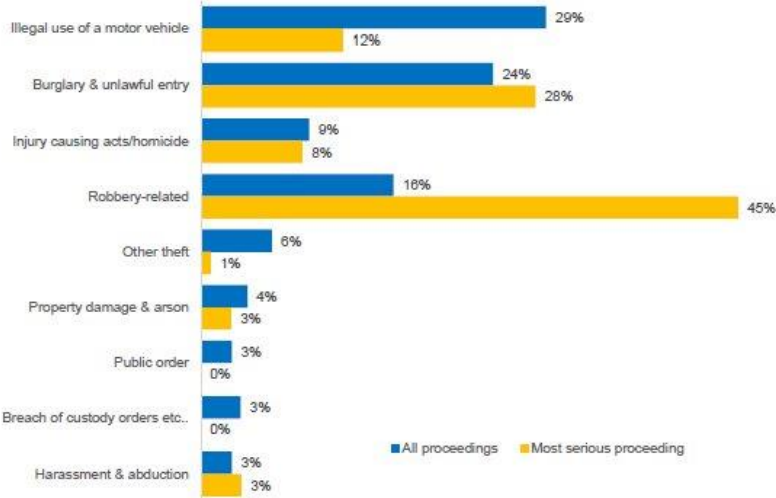
Gender



Ethnicity

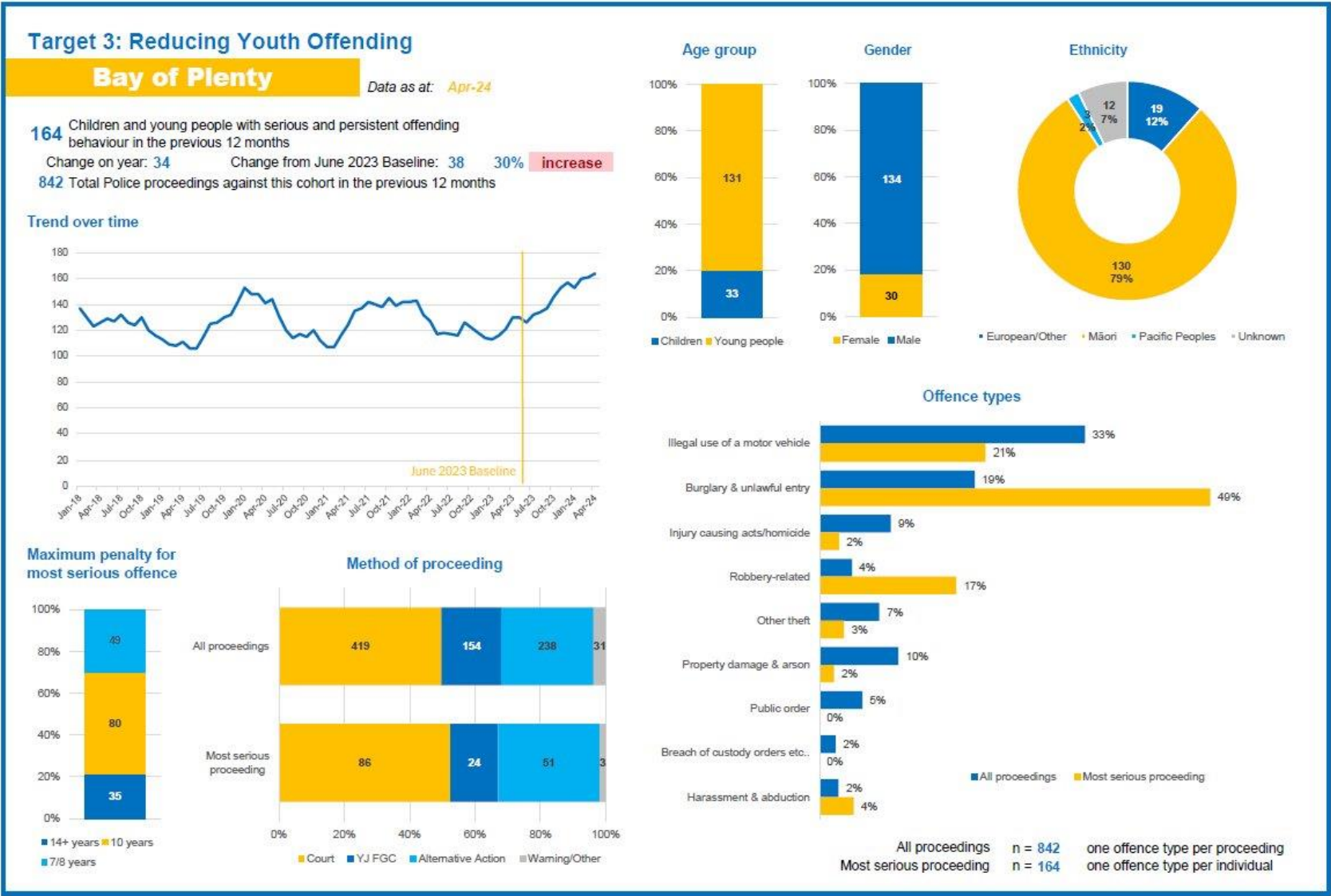


Offence types

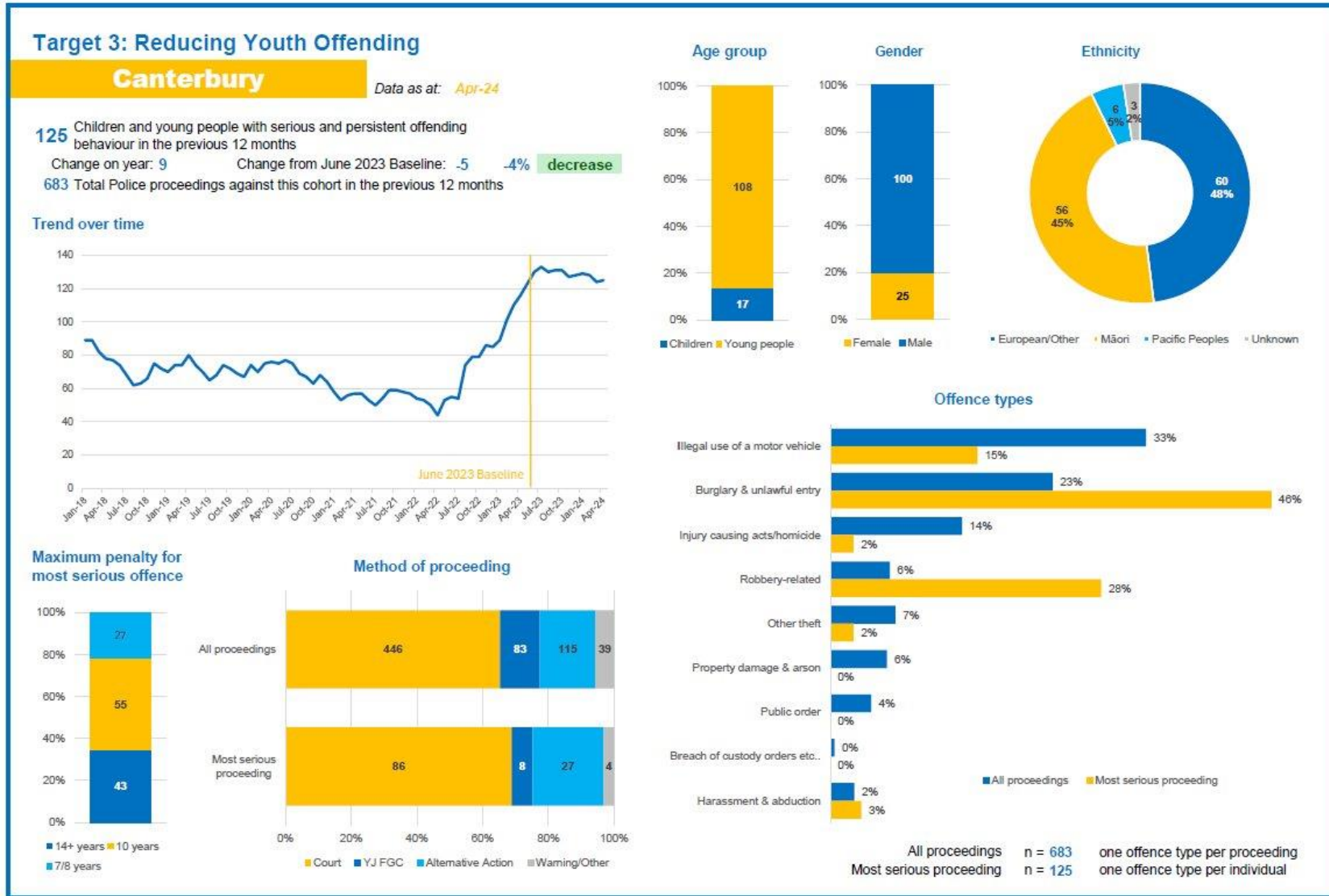


All proceedings n = 545 one offence type per proceeding
 Most serious proceeding n = 119 one offence type per individual

Serious and Persistent Offending in Bay of Plenty



Serious and Persistent Offending in Canterbury



The Delivery Approach

Youth offending is on the rise. The Government is upholding its promise to restore law and order and to protect the rights of victims of crime by addressing serious and persistent offending. To achieve the Target, we will hold young people who offend to account, while also supporting them to address the issues contributing to their offending.

We will also adopt a nationally led, regionally supported approach to prevent offending. This recognises that most children and young people with serious and persistent offending behaviour have previously come to the attention of government agencies due to care and protection concerns and can have multi-layered health, education and disability needs that have not been identified or met. The greater the disadvantage, the more likely they are to offend. Support and interventions to prevent offending will be led on a community level to reach families and whānau where children are most at risk.

The delivery plan structure has three focus areas that include:

- tougher system settings for serious and persistent offending behaviour
- immediate operational interventions targeting those who are offending, and
- more effective prevention of offending through a regional approach.

Focus Area 1 Strengthen system settings	Focus Area 2 Improve operational performance	Focus Area 3 Prevent offending
<ol style="list-style-type: none"> 1. Young Serious Offender declaration 2. Military-style Academies 3. Children with offending behaviour 	<ol style="list-style-type: none"> 1. Immediate operational response in priority regions 2. Fast Track 10-13 years 3. Fast Track 14-17 years 4. Increase secure residence capacity 5. Better youth justice processes 	<ol style="list-style-type: none"> 1. Regional Action Plans 2. Gateway redesign and health, disability and education responsiveness 3. Community responses for children at risk

Focus Area 1: Strengthen system settings

Focus Area 1 gives Government agencies new tools to respond strongly to serious and persistent child and youth offending.

Action 1: Young Serious Offender declaration

The new Young Serious Offender (YSO) declaration will strengthen the Government's response to the small number of young people who commit most offences, need intensive rehabilitation and greater accountability for their actions.

Once implemented in legislation, the Youth Court will be able to declare that a young person is a Young Serious Offender if the young person is aged 14 to 17 years old and has committed two or more serious offences (with a maximum penalty 10+ years imprisonment), and where previous interventions have been unsuccessful.

The making of a YSO declaration will unlock new powers for New Zealand Police and the Youth Court to ensure stronger and faster interventions, including the power to sentence a young person aged 15-17 years old to participate in a Military-style Academy.

Key deliverables

Cabinet is due to consider policy decisions on the proposed YSO and Military-style Academy legislation in **Q4 FY23/24** and approve a draft Bill in **Q2 FY24/25**.

A Bill implementing the YSO category may be introduced in 2024 (**FY24/25**) and is expected to be passed and enacted in 2025 (specific timing TBC).

Supporting indicators

The number young people declared to be a YSO.

The number of young people declared to be a YSO who go on to reoffend.

Agency accountabilities

Oranga Tamariki is responsible for the legislation. Oranga Tamariki, the Ministry of Justice and New Zealand Police are responsible for implementing the legislation.

Implementation

Funding of \$35.204 million operating and \$1.966 million capital was approved through Budget 2024/25 to fund both the Military-Style Academy pilot and future YSO and Military-Style Academy legislation. Modelling suggests around 102 young people will be eligible to be declared a YSO each year (after three years). YSO declarations will be subject to judicial discretion and the number of Police applications made.

Modelling for the YSO legislation suggests it will lead to a full cohort by 2027 onwards. It will take some time for the legislation to be enacted, for young people to meet the eligibility criteria, for judges to declare young people to be a YSO as part of their sentencing, and for the legislation to have an effect on youth crime and behaviour.

This intervention targets the older subset of this cohort who commit the most serious offences and are often well-established in this behaviour. The scope for impact on overall youth offending rates is limited. However, many of the young people currently offending will age out of the Target cohort naturally by 2027, reducing overall youth offending numbers.

Cost	Scope	Impact	Timing	Risk
\$	<100	Low	Long term	Low

Action 2: Military-Style Academy

Legislative settings for a Military-style Academy order will be part of the Bill establishing the new YSO declaration. While the Bill is progressing, Oranga Tamariki is leading a pilot designed to test operational elements of the Military-style Academy within existing legislative settings, to inform the operation of future academies.

The pilot will start operating on 29 July 2024 with up to ten males aged **15–17 years old** who are sentenced to Supervision with Residence orders and have participation in the Military-style Academy pilot included in their sentencing plan. It will be delivered within an existing youth justice residence and will involve three key stages (assessment, intensive residential academy stage, and transition to community), underpinned by intensive case management.

Key deliverables

The Military-style Academy pilot will start operating on 29 July 2024 (**Q1 FY24/25**).

Cabinet is due to consider policy decisions on the proposed YSO and Military-style Academy legislation in **Q4 FY23/24** and approve a draft Bill in **Q2 FY24/25**.

A Bill may be introduced in 2024 (**FY24/25**) and is expected to be passed and enacted in 2025 (specific timing TBC).

Supporting indicators

The number of graduates from a Military-style Academy.
The number of graduates who go on to reoffend.

Agency accountabilities

Oranga Tamariki is responsible for the design, implementation, delivery and evaluation of the pilot.

Other relevant agencies, including New Zealand Police, New Zealand Defence Force, the Ministries of Social Development, Health, Education and Justice, and the Department of Corrections are providing support. The Ministry of Social Development, Health and Education are responsible for designing and providing an integrated health, education, employment and training support package.

Implementation

Funding of \$35.204 million operating and \$1.966 million capital was approved through Budget 2024/25 to fund both the Military-Style Academy pilot and future YSO and Military-Style Academy legislation. New funding will be required for the future operation of military-style academies.

Once implemented in legislation, a Military-style Academy Order will be a sentencing option for a subset of the cohort declared to be YSOs. The number of young people attending will depend on judicial discretion as well as on number of intakes and capacity. While the cohort is initially expected to be small, this could increase over time and result in higher resource and workforce implications. It will take three years to build up the numbers of young people eligible and further time to assess whether there is any impact on the Target as a result.

This intervention targets the older subset of this cohort who commit the most serious offences and are often well-established in this behaviour. The scope for impact on overall youth offending rates is limited given the relatively small numbers expected to be eligible. Similar interventions have not achieved significant reductions in offending previously, but the new academy has a promising design and approach. An integrated health, education, employment and training response will be included in the plan.

Cost	Scope	Impact	Timing	Risk
\$\$\$\$	<100	Low	Long term	Medium

Action 3: Response to children with offending behaviour (10-13 years old)

Children **10-13 years old** who offend seriously and persistently are excluded from the proposal for a YSO declaration and Military-style Academy order. Further advice is being prepared on options to address offending by this age group and may be provided to Cabinet in 2024 (**FY24/25**).

This advice will include options for strengthening accountability and rehabilitation and consider responses for parents as well as for children. Options will be based on evidence of what works for children in this age group and could include a more immediate, graduated and comprehensive response to offending. Opportunities for responding earlier and more effectively may include a focus on family harm, school attendance, health including mental health and addiction, and disabilities. Improvements to the care and protection system and to Family Court practice,

powers and processes will also be considered. Both legislative and operational options may be considered.

Key deliverables

Advice will be provided to Ministers in August 2024 (**Q1 FY24/25**) and advice to Cabinet on options may be provided in 2024 (**FY24/25**).

Depending on decisions, a Bill may be introduced in **2025** (specific timing TBC).

Supporting indicators

The number of children who go on to reoffend.

Agency accountabilities

Oranga Tamariki, Ministry of Justice and New Zealand Police are identifying options and preparing advice. Depending on options chosen, other agencies will need to be involved in design and implementation of interventions for this age group.

Implementation

New funding will likely need to be sought to implement any changes. Any expansion or establishment of new interventions may have workforce implications across sectors and resource implications.

Cost	Scope	Impact	Timing	Risk
\$\$	<100	TBD	Long term	Medium

Actions timeline for Focus Area 1

	Q1	Q2	Q3	Q4
Action 1	Cabinet decisions on YSO policy and Military-style Academies (June 2024)	Cabinet approves introduction of YSO Bill, Bill Introduced (may be in 2024)	Parliamentary process underway	YSO Bill passed and enacted
Action 2	Military-Style Academy pilot underway (from July 2024)	Legislative settings included in YSO Bill (may be in 2024)		Legislative changes as part of YSO Bill enactment
Action 3	Advice to Ministers on options for children 10-13 years old (August 2024)	Cabinet approval of options for children 10-13 years old (may be in 2024)		

Focus Area 2: Improve operational performance

Focus Area 2 is about targeting interventions to those who are offending. To do that, we need the right operational responses and improved youth justice processes. Enhanced transition processes will also ensure that children and young people aged 10-17 are better supported to transition from custody back home, or to independence.

Action 1: Immediate operational response in priority regions

There are a small number of young people with multiple complex needs who continue to offend, or exhibit high-risk challenging behaviour, despite previous interventions (including Fast Track). Oranga Tamariki and Police will target, respond and deliver interventions for this small cohort of the most serious and persistent youth offenders, including where court processes and secure care are the most appropriate outcome. This will involve identifying an agreed criteria for the group and sharing information on those individuals once arrested. The sharing of information will be for the purpose of ensuring that the response from both agencies is appropriate in the individual's unique circumstances and that in particular any immediate action required is carried out by both agencies.

In addition, to improve the information and intelligence 'flow' between the Police and Oranga Tamariki, a kaimahi from Oranga Tamariki will begin a three month trial working in the Tāmaki Makaurau Police Intelligence unit. This will involve sharing of real-time information and intelligence to ensure the best joint decisions are made in response to serious and persistent young offenders. Subject to successful implementation of the trial, consideration will be given to taking a similar approach with the Canterbury Police Intelligence unit. The Auckland regional trial will be in **Q1 FY24/25** and subject to a successful trial in Auckland region, the Canterbury trial will be in **Q2 FY24/25**.

Oranga Tamariki and Police will work closely with other agencies, through existing mechanisms such as Fast Track, Multi-Agency tables and existing regional mechanisms, to establish and operationalise three intensive response high risk teams. These teams will operate in Auckland, Canterbury and across Waikato and Bay of Plenty (with representation in both Waikato and Bay of Plenty).

Key deliverables

Establishment of three intensive response teams for the agreed priority cohort in the regions of Auckland, Canterbury, and across the Waikato and Bay of Plenty in **Q2 FY24/25**. Criteria for determining the cohort will be agreed between Police and Oranga Tamariki in **Q2 FY24/25**.

These specialist teams will also have access to a new youth justice risk assessment tool that builds on the existing Oranga Tamariki Practice Framework. The tool will be developed in **Q2 FY24/25** and trialed with the specialist teams from **Q3 FY24/25**.

Supporting indicators

The number of young people who go on to reoffend.

Agency accountabilities

Oranga Tamariki will be responsible for the establishment of the three intensive response teams for the agreed priority cohort in the regions of Auckland, Canterbury, and across Waikato and Bay of Plenty.

Oranga Tamariki and New Zealand Police will be jointly responsible for the immediate operational responses for the agreed priority cohort in Auckland and Canterbury. The Ministry of Social Development, Health and Education will support intensive case management with integrated supports needed.

Implementation

The initial costs of this action will be met through baseline funding for Oranga Tamariki and Police primarily, and through other agencies providing support for multi-agency responses (also from their existing baseline funding). There are workforce implications for Oranga Tamariki and Police in particular.

Cost	Scope	Impact	Timing	Risk
\$	<1000	Medium	Now	Medium

Action 2: Fast Track 10-13 year olds

Fast Track was introduced in December 2022 and provides a prompt rapid response pathway for children 10-13 years old with offending behaviour. It is a short-term intervention and aims to address offending behaviour once it has been identified, but before it is established. Fast Track is currently operating for 10–13-year-olds in Whāngarei, West Auckland, Auckland City, Counties Manukau, Hamilton, Rotorua, Lower Hutt, Christchurch, and Dunedin.

When a child offends, Police must contact Oranga Tamariki within 24 hours. Within 48 hours, there must be an initial plan developed by Police and Oranga Tamariki on how to respond to the offending and wraparound support in place for the child, and their family and whānau. The broader response is led by local, multi-disciplinary teams, including members from government agencies, local iwi and community providers. A key part of the Fast Track approach is the involvement of community providers and iwi. Local expertise, knowledge, and connections to the community, mean community providers and iwi can make real change in the lives of children and young people, and their families and whānau. Especially aligned with family harm supports and services, such as family therapy, parenting, mentoring and community inclusion programmes funded through multiple agencies.

The Ministry of Social Development, Health and Education will augment the multi-disciplinary teams through representation of all service offerings and support navigation within their respective systems at the priority sites. This includes information-sharing, universal health offerings and entitlement facilitation, and access to integrated pathways or services, ideally led by trauma-informed wrap-around primary health and social service providers. Specific needs are income support, housing, disability supports, mental health and addictions, primary health (including oral, maternal, immunisations, pharmacy, nutrition and food), school attendance, behavioural and learning assessment and support, including testing and support for basic literacy and numeracy and speech and language therapy.

Key deliverables

A Fast Track community response is provided to 10–13-year-olds who are re-offending in Whāngarei, West Auckland, Auckland City, Counties Manukau, Hamilton, Rotorua, Lower Hutt, Christchurch, and Dunedin, which stops their offending and ensures participants access universal system offerings and entitlements across agencies.

Supporting indicators

The 24-hour response rate by Police to Oranga Tamariki.

The 48-hour response rate by Police and Oranga Tamariki to develop an initial plan on how to respond to the offending.

The number of children who go on to reoffend.

Agency accountabilities

Oranga Tamariki and New Zealand Police are jointly responsible for the delivery of Fast Track. Oranga Tamariki is responsible for the funding of existing Fast Track sites for FY24 to FY28 (Budget 24).

The Ministry of Social Development, Health and Education are responsible for ensuring that they are represented and that integrated supports and services are provided for intensive case management.

Implementation

Fast Track for this age group is a continuing intervention. Current estimates are that between 300 - 600 children (aged 10-13) might be referred each year for support through Fast Track in the existing locations. 463 children (10-13 years old) have been supported through Fast Track between December 2022 and May 2024, noting over this time a number of Fast Track locations were under development. Current referrals from Police across all nine Fast Track sites are averaging 13 children per week.

The total annual Oranga Tamariki funding for the nine Fast Track sites for FY24 to FY28 is \$4.5 million per year. This funding provides the services and supports needed and enables providers to purchase additional resource to support children referred to Fast Track.

There are indications that Fast Track is having a positive impact. 74 percent of children referred to Fast Track since December 2022 have only had one referral. A

full impact evaluation of Fast Track is planned for late 2024/early 2025. There are certain gaps in representation in multidisciplinary teams and a need to ensure a referral to primary health, better integrate health offerings, consider the specific needs of females, and provide pathways for young people not in education, employment or training.

There are workforce implications across all of the government agencies involved in a multidisciplinary team response. Fiscal constraint may also impact community providers essential to responses and the wider economic climate could increase the complexity of need faced by families receiving responses.

Cost	Scope	Impact	Timing	Risk
\$	<1000	Medium-High	Now	Medium

Action 3: Fast Track 14-17 year olds

Fast Track has been implemented in nine sites nationwide, and two sites (Counties-Manukau and West Auckland) have already started to accept young people aged 14-17 into the programme. Extending Fast Track to 14–17-year-olds ensures this multidisciplinary response reaches young people who are re-offending who have the greatest potential for a change in behaviour. The extension would be targeted to a cohort of young people aged 14-17, the criteria for which will be developed by Police (who are responsible for referrals). There is flexibility to work with young people outside of this cohort, based on their knowledge of the young person, their family and whānau, and their assessment that the Fast Track approach would benefit that young person.

As for Fast Track (10–13-year-olds) the broader response will be led by local, multi-disciplinary teams, including members from government agencies, local iwi and community providers. The Ministry of Social Development, Health and Education will ensure representation and navigation of all service offerings. This includes information-sharing, universal health offering and entitlements, and access to priority pathways or services, ideally led by trauma-informed wrap-around primary health and social service providers. Specific needs are income support, housing, disability supports, mental health and addictions, primary health (including oral, maternal, immunisations, sexual and reproductive health, pharmacy, nutrition and food), school attendance and inclusion through behavioural and learning assessment and support, including testing and support for basic literacy and numeracy and speech and language therapy. A particular focus will need to be on pathways for those not in education, employment or training.

Key deliverables

The establishment of additional Fast Track responses for a cohort of 14–17-year-olds in the following six existing Fast Track (10-13) priority locations by December 2024 (**Q2 FY24/25**): Counties Manukau, West Auckland, Central Auckland, Hamilton, Rotorua and Christchurch.

Supporting indicators

The 24-hour response rate by Police to Oranga Tamariki.

The 48-hour response rate by Police and Oranga Tamariki to develop an initial plan on how to respond to the offending.

The number of young people who go on to reoffend.

Agency accountabilities

Oranga Tamariki will be responsible for the expansion of the existing Fast Track mechanisms (10-13) to certain 14–17-year-olds who meet the criteria in the six priority existing Fast Track locations by December 2024 (**Q2 FY24/25**).

Oranga Tamariki and New Zealand Police are jointly responsible for the operation of the expanded Fast Track. The Ministry of Social Development, Health and Education are responsible for ensuring that they are represented and that integrated supports and services are provided to support intensive case management.

Implementation

Two sites in Auckland have already started to accept some young people aged 14-17 and the remaining four sites will be stood up by December 2024 [**end of Q2 FY24/25**]. The total annual Oranga Tamariki funding for the expansion of Fast Track for a cohort of 14–17-year-olds in the six priority locations (two existing, and four additional sites) for FY24 to FY28 is \$3.150 million per year. This funding provides the services and supports needed and enables providers to purchase additional resource needed to support young people aged 14-17 referred to Fast Track.

Criteria is still in development with Police but will focus on young people who are re-offending. This action has significant potential and could reach a large number of young people (noting this age group is much larger than the cohort of children aged 10-13 who offend). But Fast Track interventions for 14–17-year-olds may be less effective than for 10-13 year olds, as the cohort is older and can display more established offending behaviour. The referral must sufficiently target those at most risk of offending serious and persistently.

There are workforce implications across all of the government agencies involved in a multidisciplinary team response. Fiscal constraint may also impact community providers essential to responses and the wider economic climate could increase the complexity of need faced by families receiving responses.

Cost	Scope	Impact	Timing	Risk
\$\$	<1000	Medium	Now	Medium

Action 4: Increased youth justice residence capacity

Capacity in existing secure youth justice residences will be expanded to the maximum safe operational level. This means that fewer young people with offending behaviour will be likely to re-offend because they will be placed in secure accommodation.

Key deliverables

Bed capacity in Oranga Tamariki youth justice residences will be increased to 162 placements by end of July 2024 (**Q1 FY24/25**). A further increase to 167 placements will occur following an operations pilot at Te Puna Wai o Tūhinapō in Christchurch.

Supporting indicators

The number of young people detained in Police cells for 24 hours or longer.

Agency accountabilities

Oranga Tamariki will be responsible for the recruitment and onboarding of staff to enable the safe increase in bed capacity across the network of youth justice residences.

Implementation

This is being carried out within baseline. Bed capacity will safely increase from 137 at the end of May 2024, to 162 at the end of July 2024. The impact will be an increase in bed capacity enabling more residential placement options for young people on remand or who are sentenced.

Cost	Scope	Impact	Timing	Risk
\$	<100	Medium	Now	Low

Action 5: Better Youth Justice processes

Youth Justice processes can be improved to reduce re-offending. This includes improvements to court-related processes such as Family Group Conferences (FGCs), a critical intervention that brings together the child or young person who has allegedly offended, their family and whānau, and other key people (including the victim) to discuss the alleged offence and jointly develop support plans. Iwi-led FGCs will also be investigated. It can also include providing additional resourcing at early-stage Youth Court processes, including supported bail, and with alternative sentencing options for the Court to consider. Rangatahi Courts will also be investigated.

Young people often find it difficult to maintain positive gains made through Youth Justice interventions once they have transitioned back to the community. To ensure good outcomes are sustained, there must be consistent transition support and tailored plans in place before young people leave youth justice residences. Specialist response teams in Action 1 closely align with the locations of the Oranga Tamariki

youth justice residences to support better and stronger transitions for those young people with serious or persistent offending behaviour moving from residence to community.

Key deliverables

Improvement of operational processes related to the Youth Court system (to be developed in **Q1 FY24/25** and rolled out in **Q1 & Q2 FY24/25**) including improvements to the timeliness of convening and holding FGCs and reviews of the Remand Options Investigation Tool and utilisation of 14 Day Remand Reviews.

Improvements to operational processes and improved connections with effective community services and multi-agency responses to support young people on remand who are discharged from custody (will be developed in **Q1 FY24/25** and rolled out in **Q2 & Q3 FY24/25**), including proposing better alternatives to remand, support while on bail and successful community transitions when leaving a remand in custody placement.

Operational improvements to help social workers follow best practice processes and develop appropriate, tailored plans for children and young people with serious or persistent offending behaviour (will be developed in **Q1 FY24/25** and rolled out in **Q2 & Q3 FY24/25**).

Supporting indicators

The timeliness of convening and holding FGCs.

The number of young people who go on to reoffend once custody orders are discharged.

Agency accountabilities

Oranga Tamariki will work closely with the Ministry of Justice and New Zealand Police to implement these improved initiatives.

Implementation

The costs associated with a new transition response and the actions to improve plans and interventions for this cohort of children and young people will be funded from baseline, unless the extent of the initiative means it will require new funding, in which case additional funding will be sought through normal mechanisms. This action will impact on those who are engaging in youth justice court processes, including Family Group Conferences.

Cost	Scope	Impact	Timing	Risk
\$	<100	Medium	Now	Low

Actions timeline for Focus Area 2

	Q1 FY24/25	Q2	Q3	Q4
Action 1	Development of specialist response and recruitment of personnel.	Operation of three specialist response teams in Auckland, Canterbury, Waikato and Bay of Plenty	Trial of new youth justice risk assessment tool across specialist response teams	
Action 2			Finalise impact evaluation of Fast Track (by early 2025)	
Action 3	Two sites have started accepting 14–17-year-olds (Counties Manukau and West Auckland)	Four additional sites in priority locations ready to accept 14–17-year-olds (by December 2024)		
Action 4	Bed capacity in Oranga Tamariki youth justice residences increased to 162 placements (by end of July 2024)			
Action 5		Develop and roll out operational improvements related to the Youth Court system, discharge from custody and to help social workers deliver best practice.		

Focus Area 3: Prevent offending

Focus area 3 is about locally led solutions and approaches to prevent offending and re-offending in the four priority regions. A locally led, regionally enabled approach can help drive the collaboration needed around individual children and families where there is most potential to drive down numbers of children and young people with serious and persistent behaviour.

Action 1: Regional Action Plans in Priority Regions

In the four priority regions, existing regional structures will be utilised to develop Regional Action Plans to support locally led solutions and approaches to prevent offending and re-offending. Regional Action Plans will identify and bring together actions and ways of working leveraging existing initiatives, including the Place-Based Initiative in South Auckland and the Resilience to Organised Crime in Communities (ROCC) work programme in Bay of Plenty and South Auckland. Existing regional structures will be utilised to develop Regional Action Plans and support cross-agency regional delivery. The Regional Action Plans will draw on linkages into inter-related responses, such as family violence and sexual violence multi-agency regional responses.

The action plans will drive prevention, with a particular focus on intervention points - children aged group 6-9 years old, female young offenders and mothers and children under five, and clarification of the operational signals required to target them, including statutory care and protection involvement. These action plans will include the operational actions identified in the Delivery Plan at the local and regional level such as the immediate operational response and Fast Track and involve a stock take of relevant local interventions in these four regions, to address risk factors associated with offending behaviour such as school enrolment and attendance, and ensure access to ongoing wrap around health support, including mental health and addictions services.

Key deliverables

Regional Action Plans in the four priority regions, with a focus on prevention and targeting of children and young people at risk aged six to nine years old, female young offenders, and mothers and children under five and delivery of community-based cross-agency responses with intensive case management for the child and their family.

Supporting indicators

- School enrolment / attendance rates
- Reports of concern
- FGC timeliness
- Offending rate of family members

Gateway redesign measures

Agency accountabilities

Oranga Tamariki is accountable as lead agency for delivery of the Target.

Implementation

The government lacks a clear regional accountability mechanism to develop and drive a cross-agency locally led approach to youth offending, and public sector change and fiscal constraint could limit the capacity of regional officials to engage and provide the quality strategic leadership needed. Efforts to adopt a regionally enabled approach could be further complicated by conflicting accountabilities and priorities among agencies and delays arising from a drive to take a coordinated approach to Targets in the regions.

Cost	Scope	Impact	Timing	Risk
\$\$\$	<10,000	High	Medium term	High

Action 2: Gateway Service redesign and responsive health, disability and education services

The Gateway Service redesign and more responsive health, disability and education services will ensure that children and young people have their health, disability and education needs effectively met from the start of their statutory involvement with the care and protection system. Gateway was originally a one-stop shop health and education specialist assessment, however the Oranga Tamariki Action Plan in-depth needs assessment and the Gateway Assessment Review have shown that children and young people in care and protection need less assessment and faster support to access their basic health and education entitlements and meet acute needs, including fast referral to wrap-around social service and primary health providers that can provide a higher level of support and coordination.

If approved by Ministers, children and young people will receive timely access to quality wrap-around health, disability and wellbeing support (including primary health, oral health, mental health and addiction services), through ongoing relational and culturally responsive care, having their acute health needs met, with referrals as appropriate and plans to address their medium to long-term needs made, implemented and regularly reviewed. Longer term, this would lead to health, disability and education needs being addressed early (in conjunction with other supports) and fewer children and young people not getting the support they need for health and disability conditions and to remove barriers to education, that may contribute to offending.

Key deliverables

A redesigned Gateway Service for children and young people who enter the care and protection system. Advice on detailed service design, including funding and implementation options will be provided to Ministers in October 2024 **Q2 FY24/25**.

Work is underway to consider whether making care status visible in the health system is appropriate and feasible, and in which contexts. Commitment to provide advice in October 2024 (**Q2 FY24/25**) on next steps - including whether and how this can be implemented.

Strategic approaches to information sharing between Health agencies and Oranga Tamariki, and between the Ministry of Education and Oranga Tamariki are being developed.

Supporting indicators

- School enrolment / attendance rates
- Reports of concern
- FGC timeliness
- Offending rate of family members
- Gateway Service response and review rate

Agency accountabilities

Improvements to the Gateway Assessment are being jointly led by Oranga Tamariki, Health New Zealand, Ministry of Health, and Ministry of Education. Health New Zealand will also play a leadership role in the service design.

Developing advice on the identifiability of children and young people in care in the health system and improving information sharing between the Health and Oranga Tamariki systems are being jointly led by Oranga Tamariki, the Ministry of Health and Health New Zealand.

Implementation

Funding implications and the proposed approach to funding will be developed ahead of Budget 2025, where a budget bid may be required. Gateway is already operating across the four regions and could be the focus of a rapid evolution in priority locations and regions. The nation-wide redesign will take at least one year to complete and another year to roll out. Implementation of a redesigned process is expected to have resource implications across agencies at a time when there will be less policy capability to help support the redesign. There is an opportunity to roll out a pilot approach, leveraging off existing services that are well-equipped to meet the need and by establishing new pathways for referral.

Cost	Scope	Impact	Timing	Risk
\$\$\$	<10,000	High	Now	High

Action 3: Community responses for children at risk

There will be a specific focus on prevention for children at risk of offending because their siblings have offended, initially through the existing Fast Track intervention. This is because Fast Track already provides a prompt rapid response pathway for children 10-13 years old with offending behaviour and activates a family-centred community-led response. The pathways include assessing the needs of the child, family and whānau, including siblings, and developing a plan to provide wrap-around support for the child, and their family and whānau. Support is provided to all children in that household, including siblings, for whom there may also be care and protection concerns, and may be experiencing family harm, or concerns about their risk of offending.

This Fast Track response is led by local, multi-disciplinary teams, including members from government agencies, local iwi and community providers. The response for siblings of those who have offended is expected to be a positive preventative mechanism.

Key deliverables

Specific supports for siblings of those who have offended through Fast Track (10-13) and (14-17) when implemented.

Supporting indicators

- ROCC indicators
- School enrolment / attendance rates
- Reports of concern
- FGC timeliness
- Offending rate of family members
- Gateway Service response and review rate

Agency accountabilities

Oranga Tamariki and New Zealand Police are jointly responsible for the delivery of Fast Track.

Oranga Tamariki is responsible for the funding of existing Fast Track sites for FY24 to FY28 (Budget 24).

Implementation

Covered in above sections for Fast Track (10-13) and (14-17). The impact of Fast Track on siblings specifically will be investigated. A full impact evaluation of Fast Track is planned for **late 2024/early 2025**. Any expansion or establishment of new interventions to support siblings may have resource and workforce implications across sectors.

Cost	Scope	Impact	Timing	Risk
\$	<100	High	Now	Medium

Actions timeline for Focus Area 3

	Q1 FY24/25	Q2	Q3	Q4
Action 1		Develop Regional Action plans		
Action 2		<p>Advice on next steps for work to make care status more visible in the health system (by October 2024)</p> <p>Detailed design of improvements to Gateway Assessment, including advice on funding options and implementation (by October 2024)</p>		
Action 3			Investigate impact of Fast Track on siblings (as part of Fast Track impact evaluation)	

Delivery, risks and engagement

Delivery oversight and accountability

Delivery of this Target is the responsibility of the Lead Minister, Hon Karen Chhour, and of the Lead public service agency Chief Executive, Chappie Te Kani (Oranga Tamariki) supported by the Delivery Lead, Phil Grady.

Target 3 is closely linked with Target 4: Reduced Violent Crime (Lead Minister: Hon Paul Goldsmith, Lead Chief Executive: Andrew Kibblewhite, Delivery Lead: Erin Judge). Collectively, the two targets are referred to as the 'Law and Order' Targets and are being worked on together.

As the Justice Sector is complex and interconnected, Justice Sector agencies have long-established collaborative processes and mechanisms in place to drive change and ensure positive system impacts are achieved. Leadership is provided through the Justice Sector Leadership Board, consisting of the chief executives of the six core Justice Sector agencies, and a Justice Sector Ministerial grouping. Justice Sector Ministers have agreed Reduced violent crime and Reduced child and youth offending as priorities, and progress updates on the Law and Order targets are provided at regular Justice Sector Minister meetings.

A Deputy Chief Executive-led National Delivery Group has been established to oversee implementation of the Delivery Plan, including Oranga Tamariki, the Ministry of Justice, Police, Health, Education, Te Puna Aonui and the Ministry of Social Development. This group will have a particular focus on developing regional action plans, ensuring cross-agency representation and integrated responses are in place at the regional and local level, with existing spend evaluated for effectiveness and investment aligned to the requirements and mechanisms to escalate gaps and problems in the medium term.

Regional action plans will be shaped by local leadership. These regional structures will be supported by being given the tools they need to develop more effective interventions, such as evidence, data and insights. This will also include ensuring real-time information sharing mechanisms are in place and 24/7 support is available when a Police response is not appropriate, but an urgent operational response is required.

Risks and mitigations

Resourcing and funding settings will be monitored across agencies and escalated to Ministers if any risks are expected to impact deliverables and timeframes. Significant identified risks which may impact delivery of the Target include:

Lack of structural change or potential for new investment

Lack of an enabling environment at the national level could make change slow, uneven or even blocked by deep interagency siloes, complex contracting

arrangements and information-sharing, regulatory and other structural barriers. Agencies' ability to support structural change or invest in new initiatives to address gaps as these are identified may be limited due to mandated Budget 2024 cost savings: this could impact the Gateway redesign and health and education responsiveness in particular. The National Delivery Group can convene agencies, but many agencies are highly devolved and lack mechanisms to direct resources at the local level to a small population.

Trade-offs and opportunity cost

Each agency will need to work through what the trade-offs in other areas will be. Government agencies may further de-prioritise children and young people in care, as well as those involved with Oranga Tamariki, because they are not reflected in other Government Targets and because of the coordination demands of the Targets as a whole. The other Targets could compete rather than support Target 3 and drive attention away from the small Target 3 population and those most in need and hardest to reach. Efforts to achieve school attendance are unlikely to address the Target 3 population which has multiple disabilities, high family complexity and is generally not enrolled, for example. Shifting resourcing allocation across programmes and priorities may have unintended consequences, which will need to be monitored and evaluated.

Rising poverty and family harm

The current economic climate remains challenging for the wider public, and the impact of reduced income security, increasing poverty, housing instability, associated family harm and other significant challenges could have a considerable impact on the delivery of the Target which would be outside of the control of agencies in the National Delivery Group. If rates of poverty increase, so too would the rates of family harm and offending behaviour more generally. Children and young people with serious and persistent offending behaviour have generally come to the attention of a government agency under the age of five and have experienced family harm.

Mitigations

Resourcing and funding settings will be monitored across agencies and escalated to Ministers if these risks are expected to impact deliverables and timeframes. Each agency will need to work through what the trade-offs in other areas will be. A clear approach to regionally enabled locally led delivery can be developed as part planning for the Targets as a whole.

Engagement part of delivery

Development of the delivery plan builds on significant past engagement. Effective engagement will be integral to the overall implementation of the plan. Communication with relevant communities, iwi, hapū and whānau and local providers will also occur as implementation of the delivery plan begins.

Each action within the delivery plan has built-in targeted and ongoing engagement with relevant stakeholders. This includes judicial engagement to inform actions

aimed at strengthening the response to youth crime. Examples of the ongoing engagements supporting the implementation of other actions, particularly under Focus Area 2, have been incorporated into the relevant outlines of each action above.

Overall, it will be important that space is provided for the voice of children and young people to inform the delivery plan. As an initial step, existing advisory groups will be leveraged for their input, such as the Oranga Tamariki Youth Advisory Group or The Hive.

Social investment supported by measurement

The Government will increasingly be taking a social investment approach to drive better results from social services, particularly for our most vulnerable New Zealanders.

Social investment will support the delivery of the Government Targets, particularly those addressing education, employment and housing, and will improve other important health, mental health, education, housing and social development outcomes. Once established, the Social Investment Fund will also help to target and connect support at a local level to better help our most vulnerable people, communities and whānau. Options for social investment bonds will be investigated as a mechanism for government to invest in underwriting service providers to deliver outcomes.

An effective social investment approach is dependent on good quality data, evidence, and reporting, to enable investment in earlier and better interventions that break intergenerational cycles of deprivation and harm. Strengthening measurement and connecting data and indicators across agencies will be a key component of ongoing delivery planning. To this end, a cross-agency data group of senior officials has been established to support the two 'Law and Order' Targets. This will also consider advice on monitoring harm.

In addition, several actions in the delivery plan already have evaluations planned to demonstrate their effectiveness, including the Military-style Academy pilot (Focus Area 1) and Fast Track (Focus Area 2). These evaluations will help ensure that investment is being put into initiatives that work. The Gateway Redesign is based on a comprehensive review and in-depth needs assessment about the health and wellbeing needs of children and young people in statutory care and protection, which is a critical cross-over group for this Target.