

# TANGATA AKO: PARSITE IRA SERVICE EVALUATION REPORT

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## CONTENTS

<b>FIGURES &amp; TABLES</b> .....	<b>5</b>
<b>MIHI &amp; ACKNOWLEDGEMENTS</b> .....	<b>7</b>
<b>TERMINOLOGY &amp; ACRONYMS</b> .....	<b>8</b>
<b>EXECUTIVE SUMMARY</b> .....	<b>11</b>
<b>WAHANGA TUATAHI: INTRODUCTION</b> .....	<b>18</b>
A BRIEF OVERVIEW OF THE EVALUATION AND THE PARS/TE IRA SERVICE .....	18
BACKGROUND .....	18
AN OVERVIEW OF PARS .....	18
A BIT ABOUT THE EVALUATORS: SHEA PITA & ASSOCIATES .....	22
<b>WAHANGA TUARUA: APPROACH &amp; METHODOLOGY</b> .....	<b>23</b>
A KAUPAPA MĀORI APPROACH .....	23
METHODOLOGY .....	23
SCOPE AND EVALUATION TERM .....	23
AUDIENCES & USE .....	23
TERMINOLOGY .....	24
EVALUATION OBJECTIVES .....	24
THEORY – PARS/TE IRA OUTCOMES FRAMEWORK .....	25
TOOLS & ANALYSIS .....	27
CONSENT .....	27
OUT OF SCOPE .....	27
POTENTIAL STRENGTHS & LIMITATIONS OF THIS REPORT .....	28
<b>WAHANGA TUATORU: A SYNOPSIS OF EVIDENCE AND THE JUSTICE SYSTEM LANDSCAPE</b> .....	<b>30</b>
A GENERAL OVERVIEW OF PEOPLE IN PRISON .....	30
A CRIMINAL JUSTICE SYSTEM CHARACTERISED BY INEQUITY, RISK AND POOR OUTCOMES FOR MAORI .....	31
MAORI RECONVICTION AND REIMPRISONMENT .....	31
MĀORI IN CUSTODY AND THEIR WHĀNAU .....	32
MĀORI IN CUSTODY HAVE MULTIPLE, HIGH AND COMPLEX NEEDS .....	32
MAORI YOUTH IN NEW ZEALAND’S JUSTICE SYSTEM .....	33
WHAT WORKS .....	36
RECENT POLICY AND STRATEGY SPECIFIC TO MĀORI .....	37
RESPONSIVE AND ACCOUNTABLE SYSTEMS, SERVICES AND PROCESSES .....	39
<b>WAHANGA TUAWHĀ: AN OVERVIEW OF THE PARS/TE IRA SERVICE DELIVERY MODEL</b> .....	<b>47</b>
A HIGH LEVEL DESCRIPTON OF PARS/TE IRA .....	47
WHAKAPAPA OF PARS/TE IRA .....	47
UNIQUE DESIGN FEATURES OF THE NEW PARS/TE IRA SERVICE DELIVERY MODEL .....	49
AN OVERVIEW OF PARS/TE IRA IMPLEMENTATION – UNDERSTANDING HOW PARS/TE IRA HAS BEEN DELIVERED IN PRACTICE .....	53
HOW MUCH SERVICE DID PARS/TE IRA DELIVER? .....	57
<b>WAHANGA TUARIMA: PROCESS EVALUATON FINDINGS</b> .....	<b>61</b>

IMPLEMENTATION STRENGTHS, ENABLERS AND BARRIERS .....	61
<i>KEY FINDING 1: THERE WERE SEVERAL STRENGTHS LINKED TO PARS/TE IRA SERVICE DELIVERY</i> .....	61
<i>KEY FINDING 2: THE PARS/TE IRA SERVICE DELIVERY TEAM FACED SOME IMPLEMENTATION BARRIERS..</i>	68
<b>WAHANGA TUAONO: OUTCOME EVALUATION AND FINDINGS .....</b>	<b>73</b>
PARS/TE IRA OUTCOMES FRAMEWORK .....	73
THEMATIC ANALYSIS OF OUTCOMES .....	74
<i>KEY FINDING 3: PARS/TE IRA CLIENTS (RANGATAHI AND WHĀNAU) ARE BETTER OFF ACROSS MULTIPLE</i> <i>OUTCOMES DOMAINS – THE JUSTICE SYSTEM PIPELINE WAS DISRUPTED FOR SOME CLIENTS</i> .....	74
<i>KEY FINDING 4: PARS/TE IRA HAS CONTRIBUTED TO IMPROVING THE CRIMINAL YOUTH JUSTICE</i> <i>SYSTEM</i> .....	80
<i>KEY FINDING 5: PARS/TE IRA STAFF ARE BETTER OFF –AN UNPLANNED OUTCOME</i> .....	82
<i>KEY FINDING 6: PARS/TE IRA ACHIEVED ITS SERVICE DELIVERY GOALS</i> .....	83
<b>WAHANGA TUAWHITU: CONCLUSION &amp; OPPORTUNITIES FOR FUTURE DEVELOPMENT .....</b>	<b>84</b>
OPPORTUNITIES FOR DEVELOPMENT.....	85
<b>APPENDIX 1: EVALUATION TEAM PROFILE .....</b>	<b>90</b>
ROLES AND RESPONSIBILITIES .....	90
<b>APPENDIX 2: AN OVERVIEW OF THE ORIGINAL TE IRA JV SERVICE DELIVERY MODEL.....</b>	<b>91</b>
<b>APPENDIX 3: MSC EVALUATION OVERVIEW.....</b>	<b>96</b>
<b>APPENDIX 4: SUMMARY OF PARTICIPANTS (INTERVIEWEES).....</b>	<b>97</b>
<b>APPENDIX 5: EVIDENCE-BASED STRATEGIES TO PREVENT ENTRY INTO THE JUSTICE SYSTEM PIPELINE.....</b>	<b>98</b>
<b>APPENDIX 6: PARS/TE IRA TEAM PROFILE.....</b>	<b>100</b>
<b>REFERENCES.....</b>	<b>101</b>

**FIGURES & TABLES**

**FIGURE 1: AN OUTCOMES FRAMEWORK THAT DISRUPTS THE PIPELINE: BEFORE, IN AND AFTER. (SOURCE: SHEA PITA).....16**

**FIGURE 2: PARS OPERATIONAL STRUCTURE.....21**

**TABLE 1: PARS/TE IRA CLIENT OUTCOMES DOMAINS, FRAMEWORK AND DATA .....26**

**TABLE 2: SUMMARY OF PEOPLE IN PRISON BY GENDER AND CUSTODY STATUS, 31 DECEMBER 2019. (SOURCE: WWW.CORRECTIONS.GOV.T.NZ). .....30**

**FIGURE 3: OFFENDING RATES/10,000 POPULATION FOR YOUNG PEOPLE AGED 14-16. (SOURCE: MINISTRY OF JUSTICE, 2019). .....33**

**FIGURE 4: OFFENDING RATES/10,000 POPULATION FOR YOUNG PEOPLE AGED 14-16 RELATIVE TO YOUNG ADULTS AGED 17-20 YEARS. (SOURCE: MINISTRY OF JUSTICE, 2019). .....33**

**FIGURE 5: NUMBER OF INDIVIDUALS CHARGED PER 10,000 POPULATION BY AGE GROUP.(SOURCE: GLUCKMAN, 2018) .....34**

**FIGURE 6: POPULATION-ADJUSTED RATE OF YOUNG PEOPLE (14-16) WHO APPEAR IN THE YOUTH COURT. (SOURCE: MINISTRY OF JUSTICE, 2019). .....35**

**FIGURE 7: THE PROPORTION OF CHILDREN (10-13) PROCEEDED AGAINST RECEIVING ALTERNATIVE ACTIONS/WARNING, WHO HAD NO PROCEEDINGS IN THE 2 YEARS PRIOR, WHO REOFFENDED WITHIN 12 MONTHS. (SOURCE: MINISTRY OF JUSTICE, 2019). .....35**

**TABLE 3: SYNTHESIS OF CURRENT JUSTICE AND CORRECTIONS SECTOR TRANSFORMATIONAL CHANGE STRATEGIES. (SOURCE: DEPARTMENT OF CORRECTIONS, 2019, TE UEPŪ HAPAI I TE ORA GROUP, 2019B). ...38**

**FIGURE 8: 11 STRATEGIES THAT SUPPORT A MORE RESPONSIVE CRIMINAL JUSTICE SYSTEM. (SOURCE: SHEA PITA).....39**

**FIGURE 1: AN OUTCOMES FRAMEWORK THAT DISRUPTS THE PIPELINE: BEFORE, IN AND AFTER. (SOURCE: SHEA PITA).....41**

**FIGURE 9: PARS AND THE TURUKI CYCLE OF DISADVANTAGE. (SOURCE: INVESTMENT PLAN, PARS AND TURUKI HEALTHCARE TRUST, 2015). .....48**

**FIGURE 10: KEY FEATURES OF THE ORIGINAL TE IRA SERVICE DELIVERY MODEL. (SOURCE: PARS AND TURUKI, 2015).....49**

**FIGURE 11: MINISTRY OF JUSTICE PIPELINE. ....50**

**FIGURE 12: PARS/TE IRA PROCESS MAP. (SOURCE: PARS & SHEA PITA).....55**

**FIGURE 13: PARS CLIENTS BY GENDER .....57**

**FIGURE 14: PARS CLIENTS BY AGE RANGE .....57**

**FIGURE 15: PARS CLIENTS BY ETHNICITY .....58**

**TABLE 4: PARS/TE IRA ACTIVITY DATA, 2018-2019. (SOURCE: PARS).....59**

**FIGURE 16: SUMMARY OF PARS/TE IRA INTENDED OUTCOMES .....73**

**FIGURE 17: TE IRA'S OUTCOMES FRAMEWORK FOR Y-NEET .....93**

**FIGURE 18: TE IRA'S 8 CHANGE PATHWAYS .....94**

**FIGURE 19: MSC IMPLEMENTATION PROCESS.....96**

**TABLE 5: SUMMARY OF TEN WAYS TO DISRUPT PIPELINE ENTRY PATHWAYS (SOURCE: GLUCKMAN, 2018;  
ADAPTED BY SHEA PITA & ASSOCIATES) .....99**

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E ngā tangata o ngā hau e whā, e ngā karangaranga maha, e te iwi whānui,  
He tino mihi tēnei ki a koutou katoa mō ngā akona me ngā kitenge mai tēnei kaupapa. Tēnā  
koutou, tēnā koutou, tēnā koutou.  
E tika ana te korero i o tatou tupuna, “waiho te toipoto kua i te toiora. Nau te raurau, ka ki te  
kete”

To the people of the four winds, to the many affiliations and the wider iwi,

We thank you for your insights and learnings from this kaupapa.

It is true what our tupuna say, “let us join together and not fall apart. With your basket and my  
basket, the kete will be full”

We would like to thank the many people who contributed to this evaluation report. In particular,  
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This was a joint effort, which combined many baskets of knowledge. We trust that learnings in this  
report will support intergenerational rangatahi and whānau wellbeing in the future.

**Mauri ora,**

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**Ngāti Ranginui, Ngāti Haua, Ngāti Hine, Ngāti Hako**

**Shea Pita & Associates Ltd**

## TERMINOLOGY & ACRONYMS

<b>Acronym</b>	<b>Meaning</b>
AOD	Alcohol & Other Drug
CEO	Chief Executive Officer
DOC	Department of Corrections
MECF	Mt Eden Correctional Facility
MOH	Ministry of Health
MSC	Most Significant Change evaluation methodology
MSD	Ministry of Social Development
NGOs	Non-Government Organisations
PARS or PARS Inc	People At Risk Solutions
RBA™	Results Based Accountability

<b>Kupu (Words)</b>	<b>Meaning</b>
Hapū	Pregnant or Sub-tribe
Ira	Life principle/essence of whakapapa
Kaihautu	PARS/Te Ira Lead Practitioner
Kairaranga	PARS/Te Ira Practitioner
kanohi ki te kanohi	Face-to-face
Kaupapa Māori	Māori way of being, thinking and doing
Kaupapa Whānau	Whānau brought together by a common purpose
Mahi	Employment and Work
Mahi Tahī	Delivery
Mahi Whakamahere	Planning
Mama	Mothers
Mamae	Pain, hurt
Mana	Power, authority, prestige, integrity
Manaakitanga	Care, nurture, support



<b>Kupu (Words)</b>	<b>Meaning</b>
Manawaroa™	Māori model of resilience
Māori	Indigenous people of New Zealand
Mātauranga Māori	All forms of Māori knowledge
Moemoea	Dreams, aspirations
Oranga	Health and Wellbeing
Paeheretanga	Partnership
PARS/Te Ira	The new service delivery model designed by PARS and the subject of this evaluation. Also referred to as PARS' branded model. Delivered from mid-June 2018.
Rangatahi	The main client group of PARS/Te Ira (aged 15-24 years). May also refer to youth in general.
Rangatiratanga	Authority, autonomy, leadership
Tamaiti	Children younger than 5 years old
Tamariki	Child older than 5 years old but younger than Rangatahi
Tangata	Individual or Person
Taonga Tuku Iho	Intergenerational Mātauranga
Te Ao Māori	Māori world view
Te Ira	A philosophy linked to the essence of whakapapa and human development or the name of PARS and the Turuki joint venture in South Auckland
Te Ira Joint Venture (JV)	The original service delivery model co-designed by PARS and their partner, Turuki Healthcare Trust (the Joint Venture). Delivered between 2015 to mid-June 2018.
Te Kopae	Official name of Te Ira via PARS/Turuki JV version of Te Ira
Te Paa Tūwatawata	PARS Ecology of Care framework
Te reo me ōna tikanga	Māori language and culture/customs
Te Tiriti o Waitangi	Treaty of Waitangi
Te Uepū	Te Uepū Hapai I te Ora Group Hāpai I te Ora Group – The Safe and Effective Justice Advisory Group (Te Uepū)
Tīmatanga	Entry
Tuaono	Sixth

<b>Kupu (Words)</b>	<b>Meaning</b>
Tuarima	Fifth
Tuarua	Second
Tuatahi	First
Tuatoru	Third
Tuawhā	Fourth
Ture	Reintegration, Justice System and Pipeline
Ūkaipo	Whakapapa, Connection or Whare Tangata
Wahanga	Section
Wairuatanga	Spirituality
Whaka/Whanaungatanga	The bonds of whakapapa or engagement
Whakapapa	Genealogy or History
Whakapapa Whānau	Whānau linked by genealogy
Whakapiritia	Exit
Whakatauki	Proverb
Whānau	Generally used to refer to family (self-defined) of PARS/Te Ira Rangatahi clients. May also be used to refer to families in general.
Whānau Hāpori	Family and Community Wellbeing
Whare	Housing

## EXECUTIVE SUMMARY

**Tangata ako ana i te kāenga, te turanga ki te marae, tau ana**

**A person nurtured in the community contributes strongly to society**

*(Whakatauki sourced from Alsop & Kupenga, 2016, p.39)*

The name of this evaluation report incorporates the kupu *Tangata Ako*. Tangata Ako reflects the importance of understanding that individual wellbeing is intimately connected to one's socio-ecological surrounding. For Māori, this is even more pronounced, due to cultural values and principles that contribute to wellbeing such as whanaungatanga (the bonds of whakapapa/genealogy) and manaakitanga (care, nurture and support).

This whakatauki spoke to us as evaluators as it is connected to a long-term aspiration of the PARS/Te Ira service: To support Rangatahi and their Whānau to Thrive - as individuals and as members of whānau, hapū, iwi and communities.

Achieving the aspiration of Tangata Ako can be challenging for many families/whānau in contemporary Aotearoa, in general. However, for the clients of PARS/Te Ira, the challenge was significantly increased as they often had histories of intergenerational engagement in the criminal justice system, had experienced multiple adversities and were faced with navigating a criminal justice system that was widely acknowledged as failing youth and Māori. It was these very challenges, that inspired PARS to deliver a new service designed to disrupt disadvantage, persistent inequities and the youth justice system pipeline.

### **Who are PARS?**

PARS is an NGO with over 140 years' experience of delivering services in the justice system. PARS have an annual budget of \$4m, employs 30 FTE staff and delivers a range of services funded by the Department of Corrections, Ministry of Social Development, Ministry of Health and others. It has a clear vision of supporting whānau to Thrive and prides itself on delivering services according to kaupapa Māori values and best practice.

### **What were the evaluation objectives?**

In 2019, PARS commissioned Shea Pita & Associates to complete a process and short-term client outcome evaluation. The evaluation objectives were:

Process Evaluation:

1. Design – To understand and describe the PARS/Te Ira service delivery model and how it has emerged since mid-2018.
2. Implementation – To understand how PARS/Te Ira has been implemented including strengths (enablers) and barriers.

## Outcomes Evaluation

3. Outcomes – To understand the intended and actual outcomes delivered as a result of PARS/Te Ira for Rangatahi and Whānau (clients) and at a Systems level.

## Recommendations

4. Opportunities for Development – To recommend actions that will support future opportunities.

Using a mixed methods approach, the evaluators gathered a range of quantitative and qualitative data to assess the service. A brief literature scan was completed to inform this evaluation and to ascertain if delivery and outcomes were aligned with evidence of ‘what works’. The evaluation term was from mid-2018 to December 2019.

### **What is the PARS/Te Ira service?**

PARS/Te Ira is a Rangatahi-Centred and Whānau-Inclusive service. It supports Rangatahi (aged 15-24 years) to reintegrate into their whānau and/or communities of choice; it also specialises in enabling Rangatahi to get out and stay out of the criminal justice system. The service is delivered by a team of up to four Kairaranga (Practitioners) working in partnership with other providers and stakeholders across the criminal justice system. A range of supports and services are delivered to clients based on self-determined needs, goals and aspirations. PARS/Te Ira has a clear focus on achieving outcomes that are multi-dimensional and cross-sectoral.

In 2015, Te Ira was originally established as part of a joint venture. It was funded for a five-year term by Foundation North. Since mid-2018, PARS has delivered its own *branded model* of Te Ira. There are notable points of difference between the ‘old’ and ‘new’ Te Ira model. These include new goals, new delivery processes, a customised outcomes framework and a purposeful focus on building resilience. PARS/Te Ira’s branded model was also influenced by its new strategy called Te Paa Tūwatawata. Te Paa is a philosophy and a practice of nurturing whānau using an ecology of care approach, inspired by a Te Ao Māori worldview and the power of kotahitanga (unity).

### **What are PARS/Te Ira’s service delivery goals?**

The reset of PARS/Te Ira reflected PARS niche as a long-standing NGO operating in the justice system. The longer-term goals were restated to include restoration and healing of intergenerational mamae (grief and hurt) and pain. This included an aspiration to break intergenerational pipelines of disadvantage and to support whānau to realise their full potential.

Short to medium term service delivery goals were:

1. **To disrupt** the youth criminal justice system pipeline
2. **To deliver** a wide range of outcomes that support Rangatahi (12-24) to get out and stay out of the system
3. **To build** Rangatahi and Whānau resilience and capability to lead their own solutions and

fulfil self-determined goals and aspirations.

**What are PARS/Te Ira’s key outcomes?**

Aligned with its goals, PARS/Te Ira has long- and short-term outcomes. Short term outcomes span 8 domains for clients (from Ūkaipo to Tikanga) and a system-levels domain:

9 Outcomes Domains (Change Pathways)	Definition
<b>ŪKAIPO</b>	Whare Tangata, Whakapapa, Connection
<b>TURE</b>	Reintegration, Justice system and pipeline
<b>ORANGA</b>	Health & Wellbeing
<b>WHĀNAU HĀPORI</b>	Family & Community Wellbeing
<b>MĀTAURANGA</b>	Education & Training
<b>MAHI</b>	Employment & Work
<b>WHARE</b>	Housing
<b>TIKANGA</b>	Cultural Wellbeing
<b>SYSTEMS</b>	Disrupting the pipeline

**What were the key findings for the process and outcomes evaluation?**

Based on a range of data gathered, this evaluation makes six key findings:

*Processes*

**Key Finding: There were several strengths linked to PARS/Te Ira service delivery** – these strengths ranged from the team using a strength- and solutions-focused approach that was personal and flexible through to staff building motivational and authentic relationships with Rangatahi, Whānau and criminal justice system partners. These relationships supported delivery of practical and meaningful support to Rangatahi so they could access services across a hard-to-navigate and inequitable system.

There were key aspects of delivery that aligned with evidence of ‘what works’. Notable processes included responding to root causes and presenting factors, the use of positive youth development practices, active prioritisation of youth and their whānau voice and agency; and implementation of kaupapa Māori and mātauranga Māori led solutions.

**Key Finding: the PARS/Te Ira service delivery team faced some implementation barriers** – the team faced several implementation barriers. These ranged from gaps in referral processes, perceived concerns about capacity (e.g. supply and demand), data gaps and branding confusion. Some of these issues were shared with PARS during the term of the evaluation and at the time of

writing this report, PARS had either addressed them or were taking steps to address them.

The most urgent, current barrier for PARS/Te Ira, is its lack of sustainable funding. The five-year funding contract with Foundation North ends in 2020. At the time of writing this evaluation, there was no guaranteed ongoing funding source for the service.

### *Outcomes*

**Key Finding: PARS/Te Ira achieved its service delivery goals** – PARS/Te Ira achieved its short-term goals such as disrupting the pipeline for some Rangatahi. Many youth (42%, 49/117) were supported to get out of the system (by way of early and sustainable release). Many youth also stayed out of the system by being engaged in activities designed to build prosocial skills, support employment, and create the resources they needed to lead more constructive lives – free of the justice system. Finally, many youth reported they had met their goals or aspirations. Views about youth benefiting from being part of PARS/Te Ira were supported by external participant observations.

**Key Finding: PARS/Te Ira clients (Rangatahi and Whānau) are better off across multiple outcomes domains – the justice system pipeline was disrupted for some** – based on the voice of clients and justice system partners, it is suggested the justice system pipeline was disrupted for some youth (see earlier). Many other outcomes were also observed or self-reported. Examples included Rangatahi experiencing increased mana and confidence, being more hopeful, experiencing housing security, in employment, stronger relationships with whānau, and improved physical, mental and cultural wellbeing.

**Key Finding: PARS/Te Ira has contributed to improving the criminal youth justice system** –system participants interviewed stated that PARS/Te Ira made their jobs easier, more fulfilling, gave Rangatahi options, choices and importantly, seemed to influence positive sentencing attitudes and more positive experiences between Rangatahi and the system. These outcomes were achieved in spite of evidence that the current system perpetuates inequity and worst case, causes harm to Māori (Te Uepū, 2019).

**Key Finding: PARS/Te Ira staff are better off –an unplanned outcome** – the outcome framework for PARS/Te Ira did not include staff outcomes. However, staff confirmed they too had achieved improved outcomes ranging from an enhanced sense of career fulfilment through to being part of a kaupapa whānau that actively sought to “smash the pipeline” (amongst others).

### *Recommendations*

PARS requested recommendations about next steps. This evaluation recommends several Opportunities for Development. The Opportunities are informed by evidence and seek to leverage off the existing strengths of PARS/Te Ira and Key Findings. The evaluators encourage PARS/ Te Ira to:

1. **Celebrate success** – take the time to acknowledge its achievements to date.

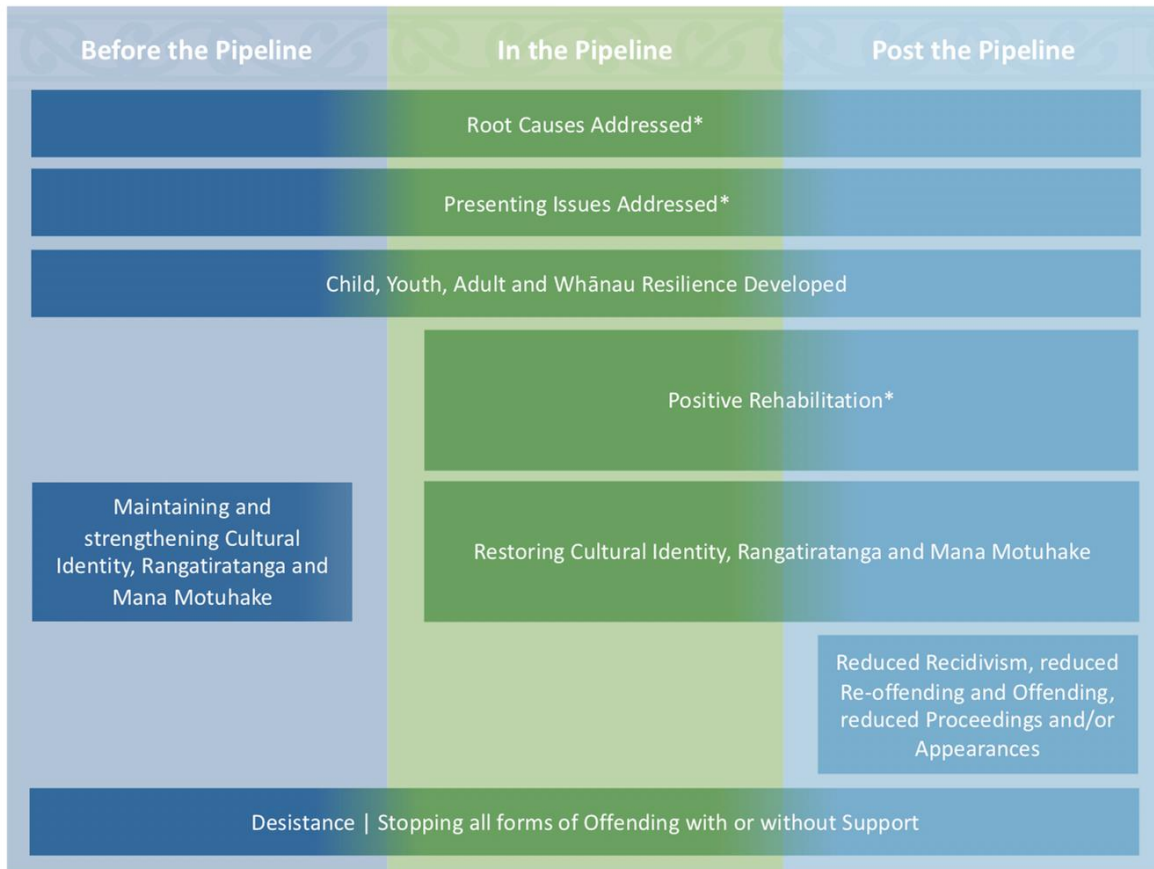
2. **Maintain and strengthen ‘what works’ already in the delivery of PARS/Te Ira**
3. **Develop short *and* long-term sustainable funding strategies** – with an emphasis on urgent short-term implementation.
4. **Invest in creating a comprehensive Service Development Strategy** – using the research and evidence outlined in this report, PARS should develop a dedicated service development strategy that supports its service expansion aspirations. Existing aspirations range from delivering upstream or preventative services through to increasing its breadth and range of clinical services.

The evaluators suggest that PARS should also consider how to incorporate evidence of effective theories or strategies, such as Developmental Crime Prevention and Desistance. PARS can also leverage off utilisation data findings to strengthen its service delivery niche (for example to deliver services to ages other than 17-24 year olds, which at present is their primary client cohort).

Prioritisation of its growth strategy and implementation frameworks may also include further analysis of and/or investment in strategies linked to:

- Services mapped to chronological vs. maturity ‘age and stage’ issues
- Targeted use of neuroscience and adolescent brain development science
- Showcasing contribution to Equity and enhanced use of Whānau Ora
- Targeted intervention across the life course
- Increased investment and scaling of workforce development
- An outcomes focused pipeline – Before, In and After
- Targeted engagement with youth at ‘peak’ utilisation ages and/or prevention stages
- Gender responsiveness
- Addressing (more) root causes vs. presenting issues

The framework below may assist PARS to position its services aligned with outcomes Before, In and After the pipeline:



Notes: \* Root Causes - adverse childhood experiences, poverty, racism and discrimination, persistent inequities; Presenting Issues – food and housing insecurity, antisocial behaviours, school absenteeism, poor literacy; Positive Rehabilitation – psychoeducation, clinical therapy, treatment and supports.

Figure 1: An outcomes framework that disrupts the pipeline: before, in and after. (Source: Shea Pita).

5. **Complete supply and demand modelling** –supply and demand modelling based on the current and future state of PARS/Te Ira will be important. Prospective modelling will be associated with future service development strategy and may include a wide range of strategies from clearer client: staff ratios and possibly increased diversity of staff gender and culture, through to additional processes that manage supply and demand, and future modelling of demand pathways. This will also support ongoing staff wellbeing.
6. **Continue to strengthen its focus on outcomes and maintain outcomes currency**– PARS updated its outcomes framework during the evaluation. Proving impact is an important part of provider success. PARS is encouraged to keep its framework current and progressive; especially if it expands service delivery reach across and within the pipeline (see also Recommendation 4).



7. **Continue to invest in data management and use** –PARS has completed considerable work and made strides in this area; however, there is more work to do. PARS is encouraged to escalate its existing continuous quality improvement of data management and to continue to design its outcomes data, streamline data collection processes and rapid analysis for use. At some stage, there may also be opportunity for PARS to link its data with data held by other agencies or exchanges, like the Ministry of Justice or centralised integrated data sets. This would be especially helpful in order to track client outcomes data held by the justice system and others; and to understand Rangatahi outcomes data prior to and post engagement with PARS.
  
8. **Continue to apply the Most Significant Change methodology as part of its quality management approach** –PARS/Te Ira should consider adopting and using this qualitative methodology in order to build on the first report. PARS values youth and whānau voice about ‘what works’ and what matters. It could become part of PARS’ quality assurance system.

#### **What is the future of PARS/Te Ira?**

According to a District Court Judge, the future of this service is compelling:

*“[PARS/Te Ira] is the blueprint for the future”*

- District Court Judge

In the evaluator’s view, at a population and systems level, a pipeline disrupted has the potential to reduce youth crime and intergenerational trauma, decrease the pressure on the criminal justice system, and improve societal wellbeing. At a client level, a pipeline disrupted, has the potential to rebuild youth and whānau capacity and capability to thrive, to be well and most importantly to fulfil their self-determined goals and moemoea (dreams and aspirations).

No child born in Aotearoa, is born to fail. All children are born with the utmost potential. PARS/Te Ira is a conduit for that potential and with long-term resourcing coupled with evidence-based growth and development; it could prove to be one of New Zealand’s most successful levers to help transform the criminal justice system and build sustainable Rangatahi and Whānau wellbeing.

## WAHANGA TUATAHI: INTRODUCTION

### A BRIEF OVERVIEW OF THE EVALUATION AND THE PARS/TE IRA SERVICE

In 2019, Shea Pita & Associates (Shea Pita) was commissioned by PARS Inc (People At Risk Solutions) to complete a process and short-term impact evaluation of its service called PARS/Te Ira. PARS/Te Ira is a relatively 'young' service. Originally, it was part of a Joint Venture (JV) arrangement, which began in 2015. From mid-2018, PARS has delivered its own *branded model* of Te Ira; which has several unique features compared to the original JV model.

PARS/Te Ira is described as a Rangatahi-Centred and Whānau-Inclusive service. Put simply, it specialises in supporting Rangatahi to reintegrate into their whānau and/or communities of choice. It also specialises in enabling Rangatahi to get out and stay out of the criminal justice system. The service is delivered by a dedicated team of Kairaranga (Practitioners) working in partnership with other providers and stakeholders. A range of supports and services are delivered to Rangatahi and Whānau based on self-determined needs, goals and aspirations. PARS/Te Ira has a clear focus on achieving intended outcomes that are multi-dimensional and cross-sectoral.

This evaluation was commissioned to inform continuous quality improvement of PARS/Te Ira delivery processes and to ascertain if intended outcomes were delivered to its clients (Rangatahi, Whānau) and to stakeholders in the broader criminal justice system.

Currently, PARS/Te Ira is funded by Foundation North. The funding for this service ceases in 2020. The primary audience of this evaluation is the PARS Board. PARS seek to use this evaluation to inform next steps with Foundation North.

The term of this evaluation is from mid-2018 to December 2019.

## BACKGROUND

### AN OVERVIEW OF PARS

Established in 1877, PARS is a not-for-profit incorporated society with charitable status. Its core business is supporting Tangata (Individual) and Whānau (Families) to thrive. PARS are widely recognised as having a niche role working with 'at-risk' clients engaged in the criminal justice system. It is based at Auckland Unitec, Point Chevalier ([www.pars.co.nz](http://www.pars.co.nz)).



### VISION, PURPOSE & VALUES

PARS vision is a "Living, thriving ecology of care that heals, restores and transforms our people". It is informed by PARS recent strategic development called Paa Tūwatawata. Put simply, the Paa is a purposeful ecology of care that is based upon enabling access to multi-dimensional resources required for healing, growing and caring for people in a kaupapa Māori way. Te Paa is discussed in more detail later in this paper.

PARS purpose is to “create a society in which all individuals can achieve their potential.” This is defined as building an inclusive society, where unity and fairness are valued, and people are empowered and treated with dignity.

PARS’ values are based on the MANA (prestige and integrity) of whānau, which is described as part of PARS’ commitment to a kaupapa Māori approach. Values are summarised below:

- Manaakitanga – unconditional care to enhance Mana
- Whakapapa –reclamation of Māori cultural identity
- Wairuatanga – restoring physical, mental, spiritual and whānau wellbeing
- Rangatiratanga – supporting whānau to actualise their potential and determine their own future
- Aroha – love and nurturing
- Whakapapa – genealogy or kinship.

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## SERVICES

As an organisation, PARS is 143 years old. It has a long-standing history and specialist expertise working with ‘at-risk’ people in the criminal justice system.

During the evaluation term, PARS delivered services linked to 13 contracts across a range of funders including the Department of Corrections (DOC), Ministry of Social Development (MSD), Ministry of Health (MOH) and others. Its services included:

- National Administrator for the Child Travel Fund on behalf of a network of PARS societies throughout NZ and the Salvation Army
- Administrator of South Auckland Prison Host Family Grant
- Reintegration Support for Long Servers & Emergency Accommodation
- Reintegration Services for Returned Offenders
- Supporting Offenders into Employment
- Creating Positive Pathways
- Alcohol and Other Drug Triage Service
- Community Mentoring Programme for released prisoners
- Rangatahi Services – Early, Safe & Sustainable Release (PARS/Te Ira)
- Whānau Resilience

PARS work closely with multiple partners across several sectors. Partners range from prisons, courts and probation services through to government agencies and funders, health providers, education and training providers, employment stakeholders (including employers and agencies), housing providers and suppliers, other NGOs (especially kaupapa Māori) and philanthropic funders.

Partnerships are based in Auckland and across the country.

Over the last 8 years, PARS has experienced considerable growth under the leadership of its CEO, Tui Ah Loo. In this time, PARS has gained 9 new service contracts and its annual budget has grown by 230% (from \$1.2m to \$4m)<sup>1</sup>.

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## PARS GOVERNANCE & OPERATIONS

PARS current governance board comprises the following people:

- Hurimoana Dennis (Tainui Representative – Acting Chairman)
- Nick Dangerfield BCom, FCA, CMA, MInstD (Baptist Representative – Treasurer)
- Ken Kerehoma (Ngāti Whātua Representative – Board Member)
- Liz Caughey (Anglican Representative – Board Member)
- Peter-Paul Barker (Hebrew Representative – Board Member)
- Hans Flapper (Catholic Representative – Board Member)
- Judith Wishart (Society of Friends – Quakers – Board Member)

Tui Ah Loo (CEO) is the Board Secretary.

Notably, Hurimoana Dennis represents Kiingi Tuheitia and Ken Kerehoma represents Ngāti Whātua on the PARS Board. This representation aligns with PARS stated commitment to fulfilling its Te Tiriti o Waitangi obligations (via its recently updated, draft incorporated society deed) and its vision, purpose and values.

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## PARS OPERATIONS

The Figure below summarises PARS organisational structure. At the time of writing this report, PARS employed approximately 29 FTE staff and had 20 volunteers engaged with the organisation.

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<sup>1</sup> It is noted that this funding is dedicated to specific contractual service delivery.

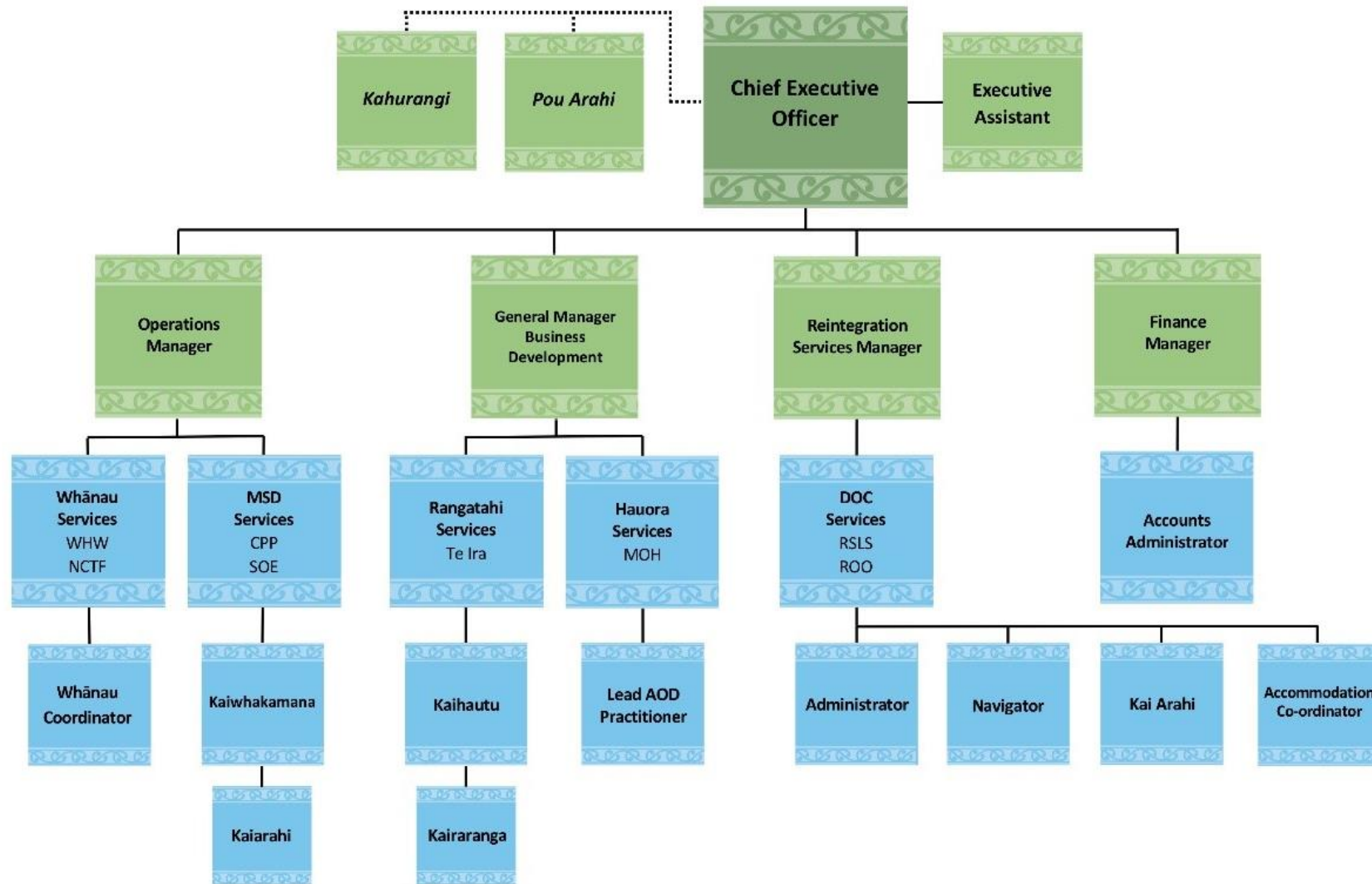


Figure 2: PARS Operational Structure

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## A BIT ABOUT THE EVALUATORS: SHEA PITA & ASSOCIATES

Shea Pita and Associates is a kaupapa Māori consulting company. For us, kaupapa Māori means that we are a Māori owned and operated company which prioritises:

- mātauranga Māori (all forms of Māori knowledge)
- honours Te Tiriti o Waitangi (Treaty of Waitangi principles and articles)
- champions Equity (fair and just access to services/supports, processes and outcomes)
- prioritises whānau centricity and rangatiratanga (leadership and authority)
- prioritises taonga tuku iho (intergenerational mātauranga)
- operates in accord with te reo me ōna tikanga (Māori language and culture).

We provide a wide range of strategy, policy, design, evaluation and organisational development services to public and private sector clients, including whānau, hapū and iwi. Our passion is achieving equity and improving outcomes for Māori, and other populations that need support the most.

Shea Pita applies three key principles to its everyday work: Innovation, Evidence and Results. The foundation of our approach is:

- The design and application of innovative ideas – idea generation sourced from current best practice, evidence and client expertise that inspires creativity.
- To assist, identify and implement agreed ideas – that enables clients to achieve tangible results linked to their goals, outcomes, objectives and aspirations.
- To use an inclusive, culturally safe and participatory approach – to complete assignments and simultaneously build sustainable capacity within our clients and others.

A brief profile of the evaluation team is outlined in **Appendix 1**.

## WAHANGA TUARUA: APPROACH & METHODOLOGY

### A KAUPAPA MĀORI APPROACH

As a Māori owned and operated organisation, Shea Pita applied a kaupapa Māori approach to this evaluation. Overall, Shea Pita define a Kaupapa Māori approach as a Māori way of being, thinking, and doing.

A kaupapa Māori approach privileges a Te Ao Māori worldview and is the antithesis of monoculturalism. It recognises that racism (explicit or implicit), which can also be expressed through 'othering' (Hapeta et al, 2019) is an issue that needs to be tackled in Aotearoa and globally [References](#) (New Zealand Health and Disability System Review - Hauora Manaaki ki Aotearoa Whānui, 2019).

In line with a kaupapa Māori approach, Shea Pita's work was conducted within the context of Māori values and principles. As a minimum, Shea Pita applied the following:

- **Rangatiratanga:** supporting and respecting mutual authority, intelligence and mana (authority)
- **Manākitanga:** acting in caring and supportive ways
- **Whanaungatanga:** respecting the bonds of whakapapa (genealogy, kinship) and strengths-based relationships
- **Paeheretanga:** working in partnership with others to deliver outcomes based on a common purpose

When engaging with Māori providers and stakeholders, Shea Pita adopt the most appropriate te reo Māori me ōna tikanga. This includes being guided by local tikanga, kaumatua/kuia and/or cultural advisors.

## METHODOLOGY

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### SCOPE AND EVALUATION TERM

This is a process and short-term client outcome evaluation of the PARS/Te Ira service. The evaluation term was from **1 July 2018 -20 December 2019** (18 months).

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### AUDIENCES & USE

This evaluation has multiple audiences. The primary audience is the PARS Board. Other important audiences are:

- Foundation North
- Te Ira JV Board
- PARS CEO and Senior Management Team
- PARS/Te Ira Team Members
- Clients of the service
- External evaluation participants

- Other external third parties

PARS has stated that they will use this evaluation to support its accountability to Foundation North, to inform continuous quality improvement and to support ongoing service sustainability.

## TERMINOLOGY

To aid readers of this report, below is a brief synopsis of key terminology:

<b>Rangatahi</b> <b>rangatahi</b>	<b>or</b>	The main client group of PARS/Te Ira (aged 15-24 years) is referred to as Rangatahi (capitalisation).  The term rangatahi may also be used to refer to youth in general (no capitalisation).
<b>Whānau</b> <b>whānau</b>	<b>or</b>	The second main client group of PARS/Te Ira are Whānau (capitalisation). Whānau are the family (self-defined) of Rangatahi clients.  The term whānau may also be used to refer to families in general (no capitalisation).
<b>Te Ira</b> <b>Joint Venture (JV)</b>		This term refers to the original service delivery model co-designed by PARS and Turuki Healthcare Trust (the Joint Venture). This model was delivered between 2015 to mid-June 2018.
<b>PARS/Te Ira</b>		The new service delivery model designed by PARS and the subject of this evaluation. Also referred to as PARS' branded model. Delivered from mid-June 2018.
<b>Participants</b>		People who were interviewed for this evaluation. There were two categories: internal (e.g. PARS employees) and external (stakeholders in the justice system including a Judge, lawyers from the Criminal Defence Service, and the Probation Service)

## EVALUATION OBJECTIVES

There are four objectives for this evaluation:

<b>Process evaluation</b>	1. Design – To understand and describe the PARS/Te Ira service delivery model and how it has emerged since mid-2018 2. Implementation – To understand how PARS/Te Ira has been implemented including strengths (enablers) and barriers.
<b>Short-term client impact</b>	3. Outcomes – To understand the intended and actual outcomes delivered as a result of PARS/Te Ira for Rangatahi and Whānau (clients) and at a Systems level
<b>Opportunities for</b>	4. Opportunities for Development – To recommend actions that will support future opportunities



Development	
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## THEORY – PARS/TE IRA OUTCOMES FRAMEWORK

The PARS/Te Ira Outcomes Framework is outlined below. It was developed by the evaluators and PARS/Te Ira Senior Management as part of this evaluation.

The framing is based upon an existing Te Ira outcomes framework that was developed in 2015 (see **Appendix 2**). It has been customised to include unique elements specific to PARS/Te Ira.

For example, PARS/Te Ira expanded the definition of an outcome domain called Ūkaipo. In the original Te Ira outcomes framework, Ūkaipo focused primarily on maternal wellbeing. In PARS/Te Ira's outcomes framework, Ūkaipo has a broader meaning and is linked to Origin or Home ([www.maoridictionary.com](http://www.maoridictionary.com)). Ūkaipo can therefore include a sense of cultural connectedness and knowledge of whakapapa.

Another example in the framework is recognition of Rangatahi and Whānau in the justice system as premiere clients. There is also reference to influencing System-level outcomes.

In the interests of time and efficiency, quantitative data used in the evaluation was sourced from what was readily available from the PARS/Te Ira team.

Outcomes Domains	ŪKAIPO	TURE	ORANGA	WHĀNAU HĀPORI	MĀTAURANGA	MAHI	WHARE	TIKANGA	SYSTEM
<b>Definitions</b>	<i>Whare Tangata, Whakapapa, Connection</i>	<i>Reintegration, Disrupting the Justice System Pipeline</i>	<i>Health &amp; Wellbeing</i>	<i>Family &amp; Community Wellbeing</i>	<i>Education &amp; Training</i>	<i>Employment &amp; Work</i>	<i>Housing</i>	<i>Cultural Wellbeing</i>	<i>Criminal justice system pipeline</i>
<b>Dimension Examples</b>	Greater knowledge Confidence and Competence Ability to practice and demonstrate	Getting out of remand or jail Staying out Successfully integrating into a community of choice(s)	Improved health literacy Management conditions Improved mental health and/or alcohol/drug issues	Reconnected and 'healthy' relationships Sense of belonging and connectedness	Improved literacy Access to education and/or training Successful completion and/or graduation	Improved readiness to work skills Part-time, full-time, sustainable (long-term) employment Volunteering	Improved readiness and household management skills Access to urgent, short-term and long-term housing	Greater knowledge and Competence Ability to practice and demonstrate	Disrupt the pipeline New and innovative processes Improved relationships
<b>Data</b>	<b>How much (output)<sup>2</sup></b>		# clients/demographics # of core services and supports			Thematic analysis, evaluator observations and documentation analysis.			
<b>Data</b>	<b>Are clients better off (outcomes)?</b>								
<b>Data</b>	<b>Is the System better off (outcomes)?</b>		Most Significant Change stories, thematic analysis, evaluator observations, documentation and data analysis.						

Table 1: PARS/Te Ira Client Outcomes Domains, Framework and Data

<sup>2</sup> Quantitative and qualitative data has been categorised using the Results Based Accountability framework (Friedman, 2005).

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## TOOLS & ANALYSIS

The evaluation was conducted using a mixed methods approach. Data collection and analysis included:

- Desktop research and documentation analysis
- Literature scan
- Qualitative client interviews using the Most Significant Change (MSC) methodology (Davies and Dart, 2005)
- Semi-structured qualitative interviews with internal and external participants
- Quantitative data collection and analysis
- Evaluator observation and engagement with PARS/Te Ira leadership and teams during the term of the evaluation (e.g. attending meetings, attending the Annual General Meeting, facilitating discussions about process design)

**Appendix 3** provides a detailed outline of the MSC approach. A companion report was provided to PARS as part of this evaluation (Shea and Jackson, 2019).

**Appendix 4** summarises the participants who were interviewed, by whom and when.

External participant interviews with justice system stakeholders were recorded and transcribed. These participant transcripts were coded using NVivo 12 and thematically analysed by two evaluators. Interviews with internal participants were also transcribed and thematic analysis was conducted by an evaluator. Themes were compared and merged where appropriate.

The logic and quality of the final report was independently peer reviewed by Dr Melissa Cragg.

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## CONSENT

All internal and external participants were supplied with information about the evaluation and gave informed consent. Participants were advised that their involvement was voluntary, and they could withdraw at any stage.

## OUT OF SCOPE

This evaluation does not include assessment of the JV partnership between Turuki Healthcare Trust and PARS, or the delivery of Te Ira services via the JV relationship, between 2015 to mid-June 2018. It also excludes PARS engagement with Foundation North, the effectiveness of services delivered by third parties to Rangatahi e.g. education and training services delivered by external NGOs to Rangatahi referred by Kairaranga (PARS/Te Ira Practitioners), and Manawaroa (a new Māori resilience model that PARS/Te Ira is delivering). With respect to Manawaroa, it was agreed that delivery is in its infancy, and whilst it is noted in this evaluation, it is not evaluated (see also section below).

## POTENTIAL STRENGTHS & LIMITATIONS OF THIS REPORT

Potential strengths of this evaluation are:

- Application of kaupapa Māori and western science approaches
- Mixed methods data collection
- Support and buy-in from the PARS CEO, senior management and PARS/Te Ira team
- Support and interest from Foundation North
- Prioritisation of Rangatahi and Whānau voice
- An appropriate sample size - opinion differs regarding the most appropriate sample size for qualitative research (also described as non-probabilistic and purposive sample size, Guest et al, 2006). Guest (2006) suggests that saturation (the point when no new information or themes are observed in the dataset) occurs when you have around 12 participants of a homogenous group (participants who are chosen according to a common criteria). This evaluation had 22 participants all united via the PARS/Te Ira delivery kaupapa.

The potential limitations of this evaluation are:

- Mid-way evaluation – this evaluation was commissioned towards the end of a five-year investment pathway. A 5-year evaluation would have provided more insight over the entire period. However, the objective of this evaluation is focused upon the branded PARS/Te Ira service delivery model and this has been fulfilled.
- Data – it was agreed to use readily available quantitative data. During the evaluation, the quantitative dataset was evolving alongside the development of a customised case management system. PARS has assured the evaluators that appropriate care and quality assurance has been undertaken to provide high quality data.
- Managing bias in the qualitative interviews with clients – the PARS/Te Ira staff were trained and interviewed clients using the MSC methodology. Interviews were completed via video. The interviews were viewed, transcribed and analysed by the evaluators. A potential risk is that Kairaranga-led interviews may have induced bias in client responses. This risk was accepted and managed via the evaluator observation of the quality of interviews and peer review/production of stories. It is also suggested bias was managed as qualitative interviews with external participants reported similar outcomes and themes observed via the MSC interviews.

### Register of interest

For transparency, Shea Pita was contracted by PARS and Turuki Healthcare Trust in 2015, to facilitate the initial Te Ira model design and draft the multi-year Investment Plan which was submitted to Foundation North and funded. However, Shea Pita was not involved in operationalising the Investment Plan. In this regard, Shea Pita does not have conflict of interest.

In 2019, Shea Pita was asked by PARS to support their adoption and use of Manawaroa™ – a new kaupapa Māori resilience framework. Manawaroa was designed and is owned by Shea Pita. In this regard, it could be perceived that Shea Pita has a conflict of interest. To manage this perception, the evaluators note the following:

- This declaration has been made.
- Foundation North are aware of the relationship Shea Pita has with PARS.
- Manawaroa is noted in this evaluation as part of PARS/Te Ira's emerging service delivery model. However, no resilience data linked to Manawaroa has been included as part of this evaluation (as it is too early to evaluate Manawaroa in practice).

Dr Melissa Cragg has peer reviewed this report and provided quality assurance.

## WAHANGA TUATORU: A SYNOPSIS OF EVIDENCE AND THE JUSTICE SYSTEM LANDSCAPE

This section provides a brief synopsis of grey and published literature related to New Zealand’s criminal justice system and people in prison. It also highlights new strategy and policy that will impact on the criminal justice system landscape. It is an overview compared to an in-depth literature review. This analysis has informed the findings and recommendations in this report.

Generally, the data presents a grim picture of Māori in the criminal justice system. This unacceptable current state, is aptly represented by the following quotes:

*“Māori imprisonment rates are a calamitous state of affairs for the health of our society”*

*-Dame Sian Elias, 2009 quoted in Hōkai Rangī, Department of Corrections (2019), p.8*

*“... the overwhelming emotion we encountered is one of grief – because so many people feel the system has not dealt with them fairly, compassionately or with respect ... the number of Māori in the system is a crisis and in need of urgent attention”*

*-He Waka Roimata, Te Uepū Hapai I te Ora Group Hapai I te Ora Group (2019), p.3.*

## A GENERAL OVERVIEW OF PEOPLE IN PRISON

Over time, the total prison population in New Zealand has been declining<sup>3</sup>. However, the proportion of people in New Zealand’s prison system remains one of the highest in the OECD (2016, Gluckman, 2018; Severinsen, 2016).

Department of Corrections data as at 31 December 2019 paints a serious picture:

		Male	Female
<b><i>In prison</i></b>		93.2% (18,382)	6.8% (1,332)
<b><i>By custody status</i></b>	<b><i>Prisoner</i></b>	9191	666
	<b><i>Sentenced</i></b>	5869	396
	<b><i>Remand</i></b>	3322	270

Table 2: Summary of people in prison by gender and custody status, 31 December 2019. (Source: [www.corrections.govt.nz](http://www.corrections.govt.nz)).

<sup>3</sup> The Department of Corrections is forecasting that prisoner volumes will ‘level out’ at less than ~9850 prisoners per day ([www.corrections.govt.nz](http://www.corrections.govt.nz)).

As at December 2019, the majority of prisoners were aged between 30-39 (32.3%), followed by 40-49 (30.3%) and 25-29 (17.9%). Approximately a third of all prisoners (31.4%) were aged 29 and under. Those aged 24 years old and younger, equated to approximately 14%.

The top 4 most serious offence types<sup>4</sup> were: Violence (39.7%), followed by Sexual (19.6%), Burglary (10.6%) and Drugs (10.3%). The top 3 highest proportion of prisoners by security classification were Minimum (32.4%), followed by Low-Medium (26%), Low (21%).

There is a downward trend in crime in most OECD countries and this impacts on the youth cohort (OECD, 2016, Gluckman, 2018). New Zealand's share of youth (under 18 years) in prisons and prison occupancy rates is lower than the OECD average (OECD, 2016). However, New Zealand commentators remain concerned about the volume of young people (up to 24 years) serving prison and community-based sentences. As Gluckman (2018) states, "crime remains a young person's game" (p.11).

## A CRIMINAL JUSTICE SYSTEM CHARACTERISED BY INEQUITY, RISK AND POOR OUTCOMES FOR MAORI

*"The data tell us the story that at every point in their lives, and over generations, Māori experience disadvantage that increases the risk they will come into contact with the criminal justice system ... combined with high rates of removal of their tamariki into state care and protection, leading many to describe Oranga Tamariki as a 'gateway into the criminal justice system"*

*Te Uepū Hapai I te Ora Group, 2019, p.23*

Based on Department of Corrections data as at December 2019 ([www.corrections.govt.nz](http://www.corrections.govt.nz)), the majority of prisoners were Māori (51.8%), followed by European (31.1%), Pacific (11.7%) and Other (including Asian), 5.2%. As at December 2018, Māori youth (under 20 years old) comprised 67% of the total youth prisoner population (Department of Corrections, 2019).

Notably, Māori comprise only 16% of the total New Zealand population. Yet, Māori are over half of the total imprisoned population (Te Uepū Hapai I te Ora Group, 2019). This is undeniable evidence of significant and unacceptable inequities experienced by Māori, compared to non-Māori, in New Zealand's criminal justice system.

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## MAORI RECONVICTION AND REIMPRISONMENT

Māori reconviction and reimprisonment rates are inequitable compared to non-Māori (Department of Corrections, 2019). The following data states that:

- Community Sentences and Reconviction - 33% of Māori beginning a community sentence are reconvicted within 12 months (c.f. 26% of non-Māori)

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<sup>4</sup> Prisoners may be convicted of more than one offence. The data is based on the most serious offence that a prisoner was convicted of.

- Release from Prison and Reconviction – 50% of Māori are reconvicted within 12 months (c.f. 42% of non-Māori)
- Released from Prison and Re-imprisoned – 35% of Māori are re-imprisoned within 12 months (c.f. 28% of non-Māori)

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## MĀORI IN CUSTODY AND THEIR WHĀNAU

With respect to Māori in custody, the Department of Corrections (2019) data suggests that for the year ending 30 June 2018:

- 60% of prisoners had children
- 80% of parents in prison, who were under 30 years, had at least one tamaiti (younger aged child) under 5 years old
- At any one time, 9,400 children (aged 0-17) had a parent in prison

Evidence suggests that children/youth with a parent(s) in jail, are 10x more likely to end up in prison than their counterparts who do not have parent(s) in prison (Network Research, 2011; Gordon, 2018).

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## MĀORI IN CUSTODY HAVE MULTIPLE, HIGH AND COMPLEX NEEDS

It is widely recognised that prisoners and their whānau suffer from multidimensional and complex issues. Often, the issues are equated to causal factors of crime. According to Te Uepū Hapai I te Ora Group (2019), causal factors ranged from negative impacts associated with people lacking basic necessities (a stable home, education, employment, income security and connected families) through to inequitable health status. Causal factors include the negative impacts of adverse childhood events; trauma; abuse and victimisation; and multiple forms of systemic disadvantage such, as the negative impacts of colonisation and poverty, racism and discrimination; cultural incompetence of the workforce; and hard to access systems due to unnecessarily complex processes (Te Uepū Hapai I te Ora Group Hāpai I te Ora Group, 2019, 2019a, 2019b; Gluckman 2018; Brainwave Trust, 2018, 2019).

A collection of statistics from the Department of Corrections (2019) and Te Uepū Hapai I te Ora Group (2019) outlines the following complexities affecting Māori in prison:

- approximately, 50% had a chronic condition (e.g. heart disease, diabetes, asthma)
- 70% had a traumatic brain injury across their lifetime
- 80% had used mental health services within a 10-year period
- 93% had a mental disorder during their lifetime (2015 data)
- for those under 25 years, 90% had utilised mental health services at some point over their lifetime
- 52% of women and 22% of men had a diagnosed post-traumatic stress disorder (2016 data)
- 60% of people in prison have poor literacy and numeracy (e.g. their competency is below Level 1, NCEA)
- most offenders lived in deprived or low socio-economic status areas
- mental health and addiction co-morbidities were common in prison e.g. co-morbidities affected 68% of people remanded in custody (pre-2016 data)



## MAORI YOUTH IN NEW ZEALAND'S JUSTICE SYSTEM

Similar to Māori in prison generally, Māori youth experience significant inequities. Although 15-24 year olds comprise 14% of the population, they comprise as much as 40% of criminal justice arrests (Gluckman, 2018). Māori and Pacific youth seem to be consistently over-represented in the justice system.

A recent report published by the Ministry of Justice (2019) summarised the performance of New Zealand's youth justice system (between 2010-2018). Negative findings were:

**Prior engagement with Oranga Tamariki** - Nearly all children and 4/5 of young people who were referred to a family group conference had a prior report of concern regarding their care and protection. This data increased over the time period examined.

**Offending** - The reduction in offending rates for Māori children and young people (55% and 56%) was not as high as rates for non-Māori children and young people (69%):

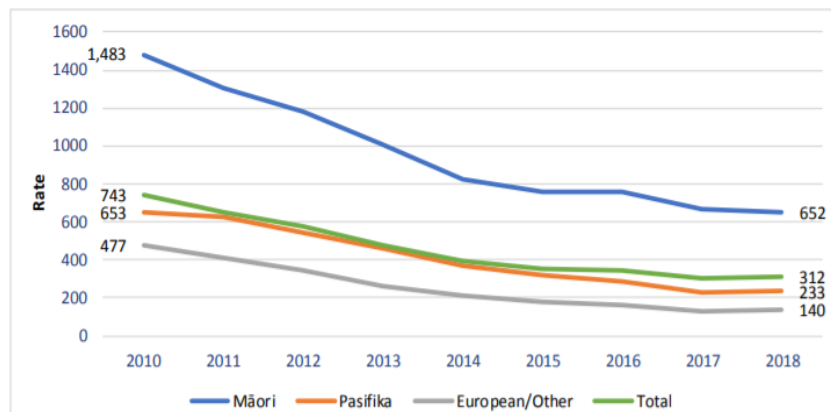


Figure 3: Offending rates/10,000 population for young people aged 14-16. (Source: Ministry of Justice, 2019).

**Comparative Offending** – when comparing offending rates of 14-16 year olds and 17-20 year olds. Overall, the offending rates for the younger cohort were consistently lower than that of the older cohort. Māori rates were consistently higher, compared to other ethnicities.

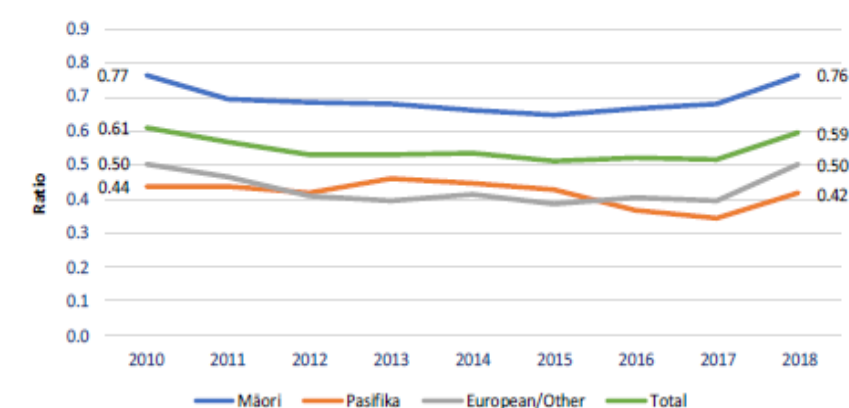


Figure 4: Offending rates/10,000 population for young people aged 14-16 relative to young adults aged 17-20 years. (Source: Ministry of Justice, 2019).

Looking at other comparative data for older age groups, Figure 4 suggests that youth aged 17-24 years offend at a higher rate than age bands 20-24, 25-29 and 30-34<sup>5</sup>.

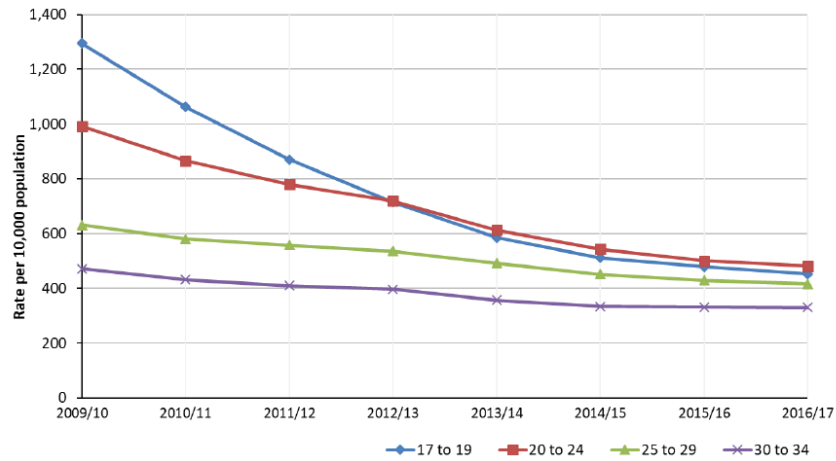


Figure 5: Number of individuals charged per 10,000 population by age group. (Source: Gluckman, 2018)

Combined this cohort data suggests that early and targeted intervention, particularly between the ages of 14-24 (if not earlier), makes sense in terms of disrupting the age-based offending trajectory. As Gluckman (2018) states “the peak of offending occurs across the very divide of the age bands between ‘youth’ and ‘adult’ services” (p.13). He also states that the bridge between youth (up to 18 years) and adult (18 years and older) offending is complex and offending rates by those aged 17-24 years are consistently higher than for those who are older.

**Youth Court Appearances** – Appearance rates at Youth Court for Māori youth decreased (45%) but not as steeply as those for non-Māori (64%). Māori appearance rates were 9.4x higher than that for non-Māori.

<sup>5</sup> Based on data between 2009-2010 to 2016-2017. Source: Ministry of Justice, 2018.

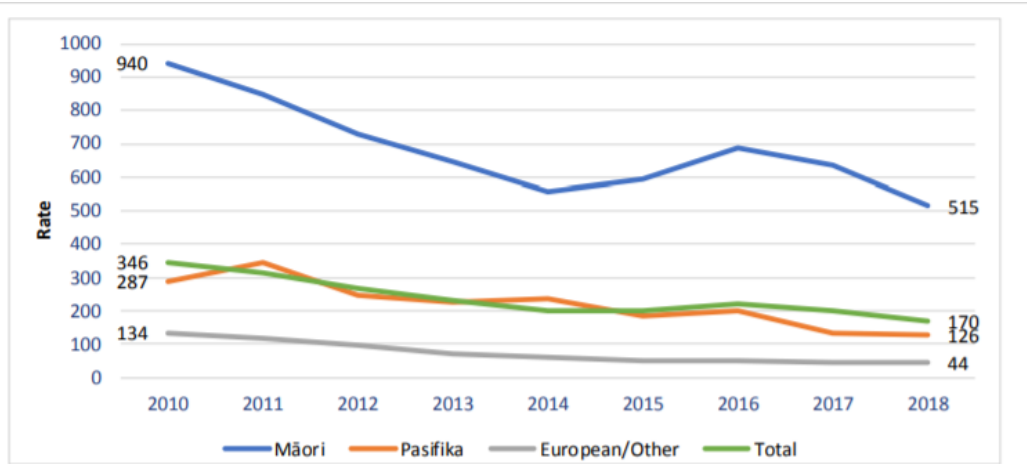


Figure 6: Population-adjusted rate of young people (14-16) who appear in the Youth Court. (Source: Ministry of Justice, 2019).

**Reoffending-** Māori children and young people (who received an alternative action/warning and who had no proceedings in the previous 2 years), reoffended at a higher rate than non-Māori (47% and 52% respectively, compared to 34% and 39% respectively).

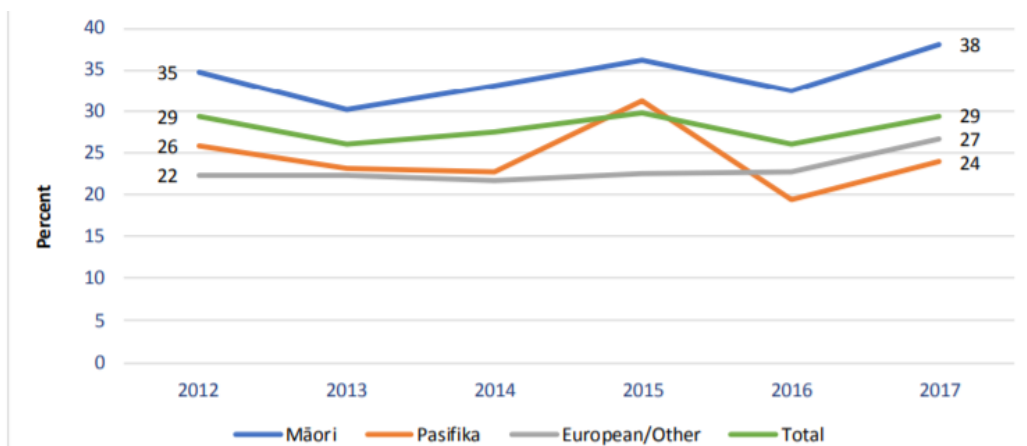


Figure 7: The proportion of children (10-13) proceeded against receiving alternative actions/warning, who had no proceedings in the 2 years prior, who reoffended within 12 months. (Source: Ministry of Justice, 2019).

There were some positive findings in the Ministry’s report. They included:

**Offending** - The number of children (10-13) and youth (14-16) who offended had reduced. The offending rate<sup>6</sup> for all children (55%) and youth (58%) had reduced significantly; this included for all three major ethnic groups: Māori, Pacific and European groups.

**Youth Court Appearances** - The rate of youth court appearances had declined by 51%.

<sup>6</sup> The proportion of people who offend compared to the population.

**Reoffending** - The proportion of 16 year olds (with a proven youth court case) who reoffended within 12 months declined from 53% (2015-2016) to 43% (2016-2017). For Māori, the decrease was from 57% to 45%.

**Remanded in Custody** - The number of young people remanded in custody reduced from 580 to 488 (for Māori, the number was from 418 to 354).

Whilst there may be some improvement in comparative rates by ethnicity across the data sets in this part of the report, it remains clear that persistent disparities exist as evidenced by continued absolute ethnic-specific gaps. There is clear evidence that unacceptable relative and absolute inequities continue to exist in the system.

## WHAT WORKS

The previous section reinforced the need for change. Over the last three years, several seminal reports, policy and strategy have been released which are aimed at transformative change of New Zealand's criminal justice system; particularly, for Māori. The following quotes speak to the urgency of system reform and its potential ability to address Māori inequities:

*"A renewed strategic focus that gives appropriate priority to reducing disproportionate rate of Māori reoffending [is required]."*

*-Waitangi Tribunal, 2017, p.xi*

*"New Zealanders want transformative change to our criminal justice system. The need for change is urgent and it must be bold. Turuki! Turuki! calls for a fundamental reshaping of Aotearoa New Zealand's justice system to once which prevents harm, addresses its causes, and promotes healing and restoration among individuals and communities."*

*-Te Uepū Hapai I te Ora Group Hāpai I te Ora Group, 2019b, p.6*

*"... a new vision: A justice system that treats all people with humanity, dignity, respect and compassion, that recognises the mana inherent in all people and communities and enables the restoration of that mana whenever it has been diminished ...fairness and equity"*

*Te Uepū Hapai I te Ora Group Hāpai I te Ora Group, 2019b, p8*

*"While people are in our care, we have an opportunity to work with them and their whānau to address criminogenic behaviours, reduce reoffending, and break the intergenerational cycle of imprisonment"*

*- Hōkai Rangī, Department of Corrections, 2019, p.13*

## RECENT POLICY AND STRATEGY SPECIFIC TO MĀORI

Te Uepū Hapai I te Ora Group Hāpai I te Ora Group – The Safe and Effective Justice Advisory Group (Te Uepū) was established in 2018. It was an independent advisory group whose role was to support the Government’s programme called *Hāpaitia to Oranga Tāngata, Safe and Effective Justice*. Based on extensive consultation with the New Zealand public and a review of evidence, the Advisory Group published three key reports that are applicable to this evaluation:

- *Ināia Tonu Nei – Hui Māori Report*, July 2019: this report summarised kōrero from a hui Māori in Rotorua.
- *He Waka Roimata – Transforming our Criminal Justice System*, June 2019: this was the interim report of the Advisory Group and summarised key findings from national consultation and submissions.
- *Turuki! Turuki! Move Together – Transforming our Criminal Justice System*, June 2019: this was the final report of the Advisory Group and summarised recommendations to urgently transform the criminal justice system.

In 2019, the Department of Corrections released a new Māori Strategy entitled *Hōkai Rangi – Ara Poutama Aotearoa Strategy, 2019-2024*. This strategy seeks to address Māori over-representation in the system and inequities. It is the Department’s “pathway to excellence” for those described as in their care and/or under their management.

The Department of Corrections states that the strategy supports transformative and intergenerational change aligned with oranga (wellbeing). There are 6 outcome domains in the strategy:

- |   |  |
|---|--|
| <ol style="list-style-type: none"> <li>1. Partnership and Leadership</li> <li>2. Humanising and healing</li> <li>3. Whānau</li> </ol> | <ol style="list-style-type: none"> <li>4. Whakapapa</li> <li>5. Incorporating a Te Ao Māori worldview</li> <li>6. Foundations for participation</li> </ol> |
|---|--|

Table 3 provides a synthesis of selected *Turuki! Turuki!* and *Hōkai Rangi* strategies to effect transformative change in the justice system. These strategies are specific to Māori. Note that the strategies are not necessarily mutually exclusive to Themes:

Theme	Turuki! Turuki!	Hōkai Rangi
Political Collaboration	A Political Accord	
Implementing and honouring Te Tiriti o Waitangi	By Māori for Māori Mana Ōrite – equal power governance model	Māori-Crown partnership models Shared delivery functions with Māori

<b>Theme</b>	<b>Turuki! Turuki!</b>	<b>Hōkai Rangi</b>
	<p>Transferral of power and resources</p> <p>Prioritise Tikanga Māori and Te Ao Māori</p>	<p>Shared accountability</p>
Root Causes	<p>Address poverty, deprivation, family/whānau support, attitudinal and behaviour change that reduce family violence.</p> <p>Address mental health, alcohol and other drug issues</p> <p>Family/whānau development</p>	<p>Incorporate a Te Ao Māori view</p> <p>Access to culture</p> <p>Embed Mātauranga Māori</p> <p>Eliminate racism</p>
Services	<p>Invest in rehabilitation, wrap around, reintegration</p> <p>Restorative and tikanga-based models</p>	<p>Kaupapa Māori interventions</p> <p>Intergenerational views</p> <p>Incorporate whānau</p> <p>Ensure people released have basic living needs met and necessary life skills to fully participate in society</p>
Systems and processes	<p>Redesign investigation and court processes</p> <p>Ensure treatment is fair, equitable, conducted with dignity, respect, compassion and humanity</p> <p>Restore mana and prevent harm</p> <p>Culturally informed e.g. sentencing</p> <p>Strengthening use of the Youth Justice principles and approaches</p> <p>Remove silos</p>	<p>Recognition of whakapapa and whanaungatanga</p> <p>Realise potential</p> <p>Improve Māori data</p> <p>Partnership</p>
Workforce	<p>Build cultural capability</p>	<p>Build cultural capability</p>

**Table 3: Synthesis of current justice and corrections sector transformational change strategies. (Source: Department of Corrections, 2019, Te Uepū Hapai I te Ora Group, 2019b).**

## RESPONSIVE AND ACCOUNTABLE SYSTEMS, SERVICES AND PROCESSES

A wide range of researchers and evidence outlined in this report, suggests several ways to improve the justice system for Māori, and Youth in particular. Strategies that support a more improved and responsive criminal justice system, including services and workforce, have been analysed according to 11 components:

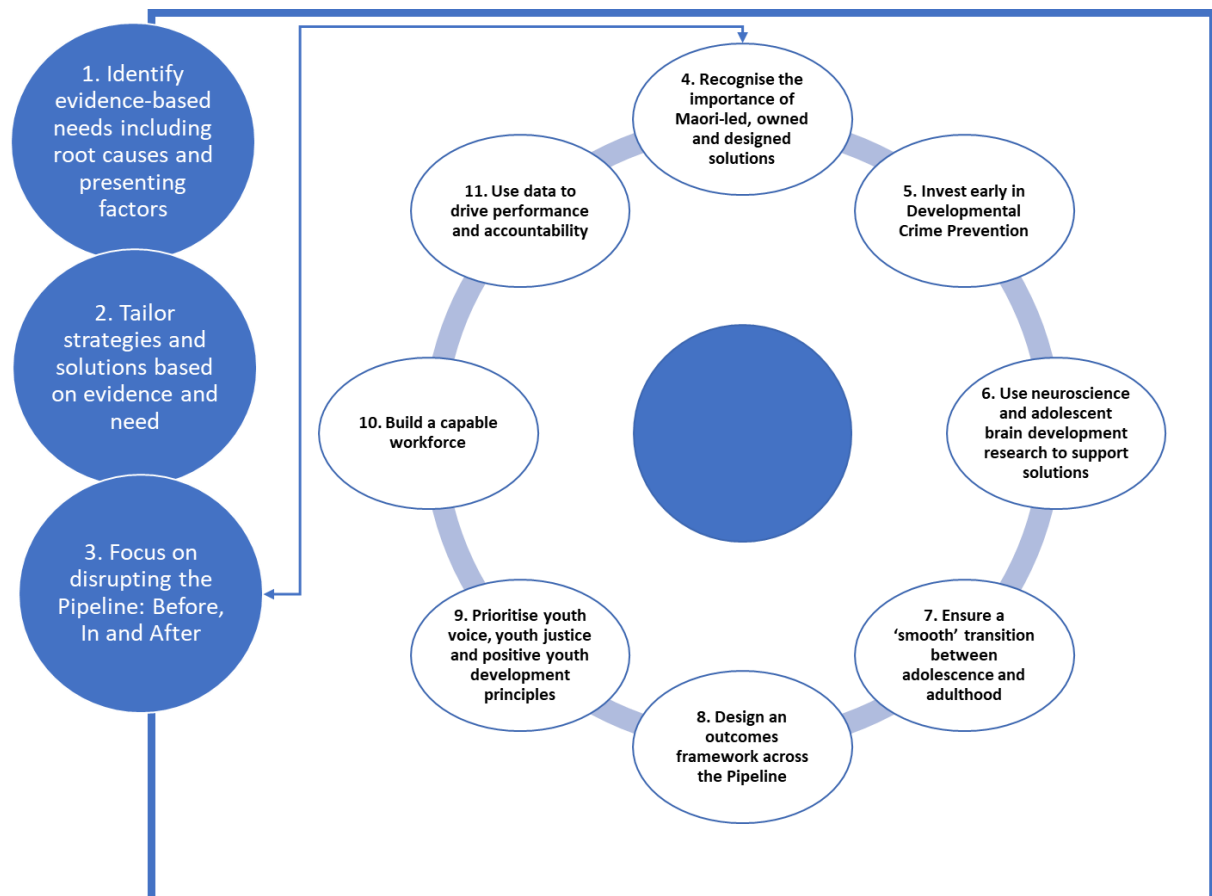


Figure 8: 11 Strategies that support a more responsive criminal justice system. (Source: Shea Pita)

Strategies are summarised below:

### **Strategies 1 & 2: Identify evidence-based needs including root causes and presenting factors and Tailor strategies and solutions based on evidence and need**

Future solutions should consider the root causes and presenting issues affecting youth and their whānau (as outlined earlier in this report) and in particular, customise solutions that recognise the need for different responses. In particular, this includes understanding the compounding effects of poverty, racism, colonisation and adverse childhood events, gender and age.

Solutions also require understanding the impact on intergenerational offending and engagement in the justice system; and how this effects the increased likelihood of entering into and progressing along the prison pipeline (Network Research, 2011; Gordon, 2018).

### **Strategies 3 & 8: Focus on disrupting the Pipeline: Before, In and After and Design an outcomes framework across the Pipeline**

Recent New Zealand strategy seeks to intervene across the justice system pipeline (Department of Corrections, 2019). When discussing pipeline strategies, they can be grouped into Before, In and After.

Gluckman (2018) supports early intervention to disrupt the pipeline and noted ten ways to disrupt entry pathways (see **Appendix 5**). Strategies ranged from breaking intergenerational cycles through parenting programmes, improving maternal mental health, and more support of families with young children through to working with schools, gangs and offering multi-systemic therapy. Additional strategies noted by Gluckman within and post the pipeline include Desistance (ceasing and refraining from offending, McNeil and Weaver, 2010), reintegration, clinical therapy, alternative and prosocial options (compared to punitive treatment) and others.

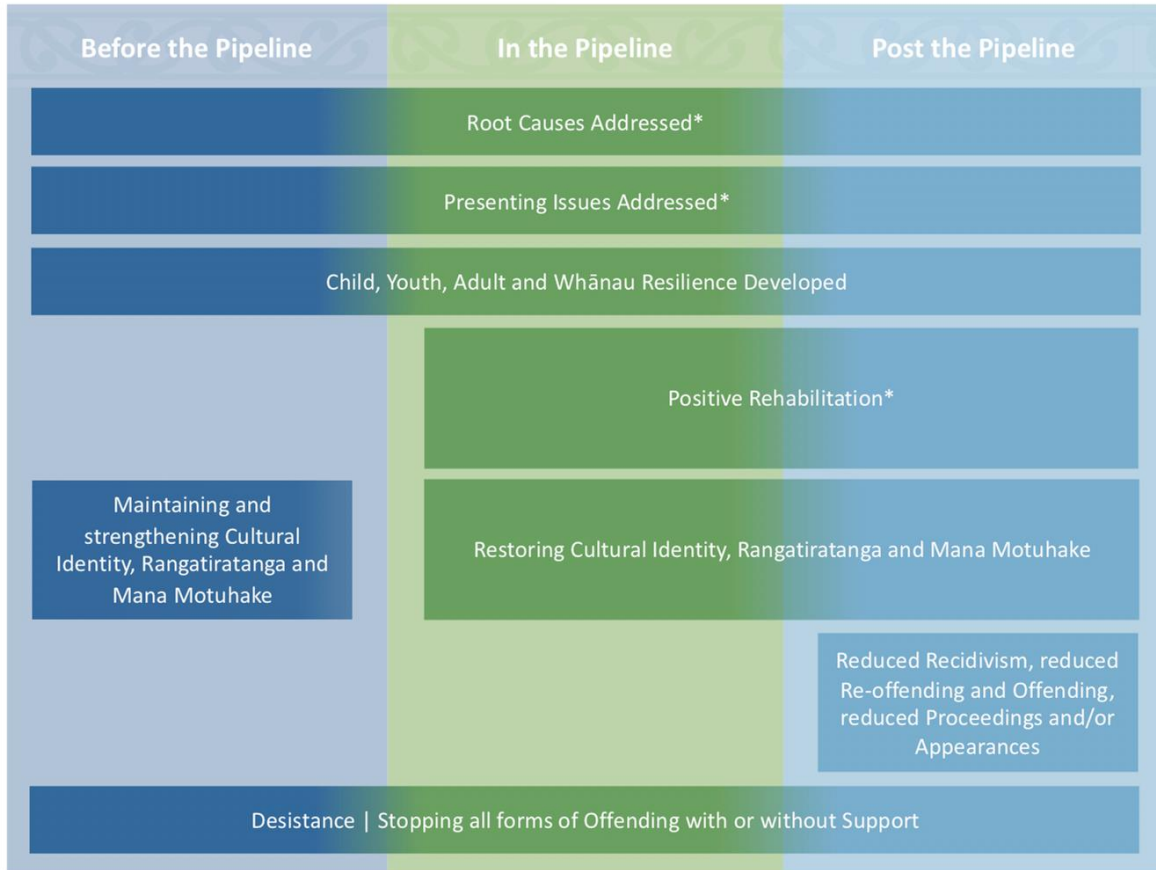
Once youth are in the system, services and supports must be delivered in a way that continues to address causal factors. This means early engagement and support to build protective factors for the individual and their family/whānau. However, in some cases, gains made may be lost when youth return to their family or communities of disadvantage. In these cases, families/communities may be strengths or protective factors (Gluckman, 2018).

Systemic level interventions are equally important. They may include actions that mitigate the negative impact of government bureaucracy and policies which contribute to inequities System level interventions, and not just services, are an important part of pipeline disruption thinking and doing.

To measure success and understand impact, it makes sense to design an outcomes framework that is customised to results Before, In and After the pipeline. Outcomes would need to be carefully constructed and map to the strategies deployed.

The figure below outlines potential outcomes using the pipeline analogy. It is beyond the scope of this evaluation to provide an exhaustive list. However, these outcomes have been derived from readily available government policy, strategy and were noted in research in this report. It is assumed that optimal outcomes are always equitable. They are also based on potential transformational changes of services and systems and designed to inform each other in a cyclical way:





Notes: \* Root Causes - adverse childhood experiences, poverty, racism and discrimination, persistent inequities; Presenting Issues – food and housing insecurity, antisocial behaviours, school absenteeism, poor literacy’ Positive Rehabilitation – psychoeducation, clinical therapy, treatment and supports.

Figure 1: An outcomes framework that disrupts the pipeline: before, in and after. (Source: Shea Pita).

This diagram may be a useful tool for PARS regarding future service and outcomes framework design.

**Strategy 4: Recognise the importance of Māori-led, owned and designed solutions**

The importance of the restoration of mana (authority, respect, prestige) and cultural identity and pride, alongside honouring Māori rangatiratanga (leadership) and mana motuhake (autonomy), are well recognised principles and values. These values can be used to drive future solutions in Aotearoa/New Zealand (Te Uepū Hapai I te Ora Group 2019, 2019a, 2019b, Department of Corrections, 2019, Gluckman, 2018, Waitangi Tribunal, 2017).

Heffernan et al (2017) sought to identify the impact of culture-based rehabilitative interventions for primarily Māori and Pacific prisoners. They suggested that culture-based rehabilitation coupled with empirically supported therapeutic interventions, were likely to have a positive impact on crime reduction. Success factors mooted included:

- A holistic approach that addresses multiple risk factors
- Use of staff that are ideally from the same indigenous groups as programme participants and are culturally competent
- Programme design and implementation that involves whānau and the wider community
- Teaching how cultural values can be applied to everyday lives within the context of real-life experiences
- Upon programme completion, continued support is provided by community support services

Williams et al (2019) suggest that the youth justice system must adopt a kaupapa Māori approach in order to reduce inequities between Māori and non-Māori. This sentiment and more, is clearly reflected in recent strategies and reports, such as, *Turuki! Turuki!* and *Hōkai Rangī*. Adopting a kaupapa Māori approach also aligns with new obligations for Oranga Tamariki pursuant to Section 7AA, Oranga Tamariki Act 1989. These new obligations require Oranga Tamariki to have policies and practices in place that improve outcomes for tamariki and rangatahi Māori.

A recent Oranga Tamariki (2019) report examined 22 kaupapa Māori approaches that worked with youth offenders and at-risk young adults. The objective of the report was to understand and explore how kaupapa Māori supported rangatahi in the youth justice system. This report confirmed that core service development principles are:

- a holistic service
- seeing young people as part of their wider whānau
- connecting rangatahi to culture.

McIntosh and Radojkovic (2012) state that:

*“As the literature review demonstrates, there has been much good work already done on the conditions and life course of people who find themselves in prison, yet we are seeing little in the way of an informed response to these concerns. We need to be seriously exploring the possibility of indigenous interventions that will make real change possible.”*  
(p.48)

### **Strategy 5: Invest early in Developmental Crime Prevention**

There are many definitions of crime prevention. Emerging theories situate prevention based on different foci. Crime Prevention can be defined as a range of strategies that target social and environmental factors that are more likely to cause crime (Morgan et al, 2012). Developmental Crime Prevention nests within the category of Social Crime Prevention, where strategies are directed towards influencing social and economic causal factors (i.e. housing, health and education through to community development), in order to prevent crime from occurring in the first place.

Developmental Crime Prevention is often associated with early intervention and a lifecourse approach (Morgan et al, 2012). It assumes cross-sector actions and understands the socio-cultural-ecological framing that youth and their families exist within (Homel, 2005).

Gluckman (2018) supports a developmental crime prevention approach, and states that early intervention in a child’s life, that tackles the multiple negative risk factors that cause criminal

behaviours, is important for New Zealand's future. This includes recognition of intergenerational issues and can include working with whānau and parents who themselves may have experienced trauma and engagement in the justice system.

Researchers and reports (Gluckman, 2018; Te Uepū Hapai I te Ora Group, 2019, 2019a, 2019b; Department of Corrections, 2019) also support services that build rangatahi and whānau resilience and address mental health and behavioural issues (such as better use of cognitive behaviour therapy). Promoting resilience to emotional stresses and building self-control skills in early childhood and primary school, is also important for suicide prevention (Gluckman, 2017).

There is a role for gender-responsive services. This issue could nest in more than of the 11 strategies. Severinsen et al (2016) conducted a literature view of female offending and youth justice interventions. They found that there are common and unique risk factors for females compared to males and this ranges from different pathways into the system alongside differing emotional and cognitive responses to select risk factors. Not surprisingly, literature favoured gender-responsive programmes that took these circumstances into account. Unique 'causal' factors affecting females ranged from differential rates of sexual and physical abuse and risky sexual behaviours through to gender-discrimination. Best et al (2016) suggest that young female offenders have been subjected to higher rates of family violence, maltreatment and mental health issues compared to males.

McIntosh and Radojkovic (2012) interviewed Māori wahine in prison (16-25 years). Their research hypothesised that intergenerational transfer of social inequalities<sup>7</sup> had normalised harm and prison. This meant that for some, a prison pathway was becoming accepted as the norm– it was just a “part of life” (p.45). This research suggested that gender-based solutions were required to combat intergenerational inequalities and the normalisation of negative expectations.

Best et al (2016) found that compared to males, female offending was generally lower level. However, there is also New Zealand research which suggests that some young women are creating gang-like cultures and are “competing” with respect to escalating acts of violence (Swift, 2011). McGlue (2017), when discussing the Department of Corrections Women's' Strategy, concludes that women convicted of violent and drug related crime is increasing and that it is time to try more gender-responsive approaches. She also recognises the need for gender and culturally responsive rehabilitation and intervention programme.

### **Strategy 6: Neuroscience and adolescent brain development research to support solutions**

Developments in neuroscience and adolescent brain development research offer insight and promise for developing targeted interventions that are based on human and youth development. Gluckman (2017, 2018) explored the relationship between new research into brain development and the benefits of neuroscience when discussing strategies to disrupt the pipeline. Gluckman noted that a youth's age and their level of maturity does not necessarily match. Emerging research is showing that

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<sup>7</sup> Social inequalities were experienced through marginalisation linked to age, gender, culture and imprisonment.

executive functioning (i.e. how a person thinks and their behaviours) may not fully mature until in one's 20s and 30s (Giedd, 2008).

Adolescent brain science suggests that youth are influenced more by the social approval of their peers compared to that of adults in their lives, and that youth are also susceptible to peer influence and provocation to engage in impulsive behaviour. During the teen years, the desire to engage in sensation-seeking and risky behaviours peaks; and brain maturity linked to self-regulation, risk vs. reward processing, and psychosocial maturity (how to perceive and weigh risks and consequences) is still emerging (Brainwave Trust, 2018).

Interesting research is being conducted about at-risk youth and social media. Youth are experimenting with and learning about identity definition and social behaviours; which can mean that social media posts and 'likes' can influence behaviours and thinking. The desire to receive 'likes' for example, may promote behaviours that align with seeking online fame or notoriety as youth post about their criminal activity. This has been coined "the digital hood" (Stevens et al, 2016).

Adolescent brain maturity means that some young people can be more vulnerable than others. Males are generally at risk of higher levels of sensation-seeking; lower levels of impulse control and longer timeframes to develop self-control pathways (Gluckman, 2019; Brainwave Trust, 2019). It is also suggested that children who enter puberty at an earlier stage, are at greater risk of behavioural, psychological and emotional disorders (Gluckman, 2017, 2018; Brainwave Trust, 2018).

### **Strategy 7: Ensure a smooth transition between adolescence and adulthood**

Research speaks to the importance of transitions from adolescence to adulthood. It seems the transition phases can be demanding for some youth as it coincides with jurisdictional boundaries (between youth and adulthood), chronological and maturational age mismatches and scaling expectations and responsibilities. This is a critical period for youth; particularly those who may be on a trajectory of Persistent Lifecourse Offending<sup>8</sup>. It seems there is considerable merit in understanding the drivers and solutions at 'peak' parts of the pipeline (the timeframe and behaviours associated with the transition age range), as well as behaviours across the pipeline in its entirety.

### **Strategy 9: Prioritise youth voice, youth justice and positive youth development principles**

Several authors advocate for more engagement of youth and their whānau, by prioritising their involvement and voice (Gluckman, 2018; Heffernan et al, 2017). Similarly, there is a call for proactive and effective use of youth justice principles, processes and meeting international obligations<sup>9</sup>.

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<sup>8</sup> There is a difference between 'ordinary' misbehaviour versus youth who regularly get into trouble and are frequently engaged in the system. The latter fall into the category of persistent lifecourse offenders. Behaviours prior to adolescence and accepted risk factors can be used to identify potential persistent offenders early (Gluckman, 2018).

<sup>9</sup> New Zealand has obligations pursuant to International Treaties. In 1993, New Zealand became a signatory to the UN Convention on the Rights of the Child. Section 5(1)(b)(i) states that the child or young person's rights under this Convention must be respected and upheld. In addition, the UN Standard Minimum Rules for the Administration of Juvenile Justice (also known as the 'Beijing Rules'), recommends minimum standards

Youth Justice principles include ([www.justice.govt.nz](http://www.justice.govt.nz)):

- the wellbeing and best interests of the child or young person
- the public interest (which includes public safety)
- the interests of any victim
- the accountability of the child or young person for their behaviour.

Section 5 of the Oranga Tamariki Act 1989, states that wherever possible, decision-making affecting children and young people should involve family/whānau. It also states that family/whānau relationships should be maintained and strengthened within a timely manner.

Sanders et al (2015) conducted research into the role of positive youth development (PYD) practices and their contribution to resilience and wellbeing for at-risk youth in New Zealand. PYD practices and principles range from supporting youth agency, autonomy and decision-making through to the importance of positive relationships, delivering services to youth in respectful and relational ways and creating opportunities for youth to thrive. Inherent in this approach is growing youth strengths.

Sanders and colleagues found that effective PYD practices that built upon positive resources surrounding youth, supported improved wellbeing. They also found that the quality of delivery, compared to the number of services delivered, was very important when building resilience and wellbeing.

### **Strategy 10: Build a capable workforce**

Current government strategies and policy acknowledge the importance of a workforce that is fully cognisant of the realities of Māori offenders, causal factors, and culturally safe and competent care (Te Uepū Hapai I te Ora Group, 2019; Department of Correction, 2019). This includes investment in a competent workforce across all aspects of the criminal justice system and mitigation of the negative impact of institutional bias and racism.

Other research suggests that workforce success factors include:

- The importance of staff commitment and alignment with the ethnicity of the youth offender (King, 2017)
- A positive relationship between the offender and a supervisory/support person can motivate success, such as, reduced reoffending and desistance (Sapouna, 2015)
- That if family is not available, then a preferred source of support can be the community support workers if the relationship is based on trust, respect and equality (Johnson, 2016).

### **Strategy 11: Use data to drive performance and accountability**

As for workforce, current government strategies and policy acknowledge the importance of using designing, collection and using qualitative and quantitative data to measure success, implement accountability and drive better performance. The Department of Corrections (2019) have placed

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for national youth justice systems. The Beijing Rules are part of a non-legally binding treaty.

emphasis on designing Māori outcomes and data that can be characterised by iwi and ethnicity.

## WAHANGA TUAWHĀ: AN OVERVIEW OF THE PARS/TE IRA SERVICE DELIVERY MODEL

This section provides an overview of the PARS/Te Ira service delivery model. It describes design features and implementation primarily between mid-June 2018 to December 2019. It provides the context for the next sections which outlines process and outcomes evaluation findings and recommendations.

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### A HIGH LEVEL DESCRIPTON OF PARS/TE IRA

PARS/Te Ira is described by the PARS CEO and Business Development Manager as a rangatahi centred and whānau-inclusive service. Put simply, it specialises in supporting Rangatahi who are engaged in the criminal justice system, to get out and stay out of the system. This involves supporting Rangatahi to, amongst other things, reintegrate into their Whānau and/or communities of choice.

A variety of services and supports are delivered by a dedicated team which includes a Kaihautu (Team Leader) and up to four Kairaranga (Practitioners). The service is managed by the PARS Business Development Manager and strategic oversight is provided by the CEO.

The team pride themselves on working in partnership with other providers and stakeholders across the criminal justice system. They have developed bespoke delivery systems and processes to support Rangatahi and Whānau to navigate multiple systems and decide their own self-determined goals and aspirations. The PARS/Te Ira team emphasised the need for Rangatahi to lead their own solutions.

The service has a clear focus on achieving intended outcomes that are multi-dimensional and cross-sectoral.

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### WHAKAPAPA OF PARS/TE IRA

In 2015, PARS partnered with Turuki Healthcare Trust (the Partners) to co-design and deliver a new joint venture (JV) initiative called Te Ira<sup>10</sup> (the original model). Joint venture delivery occurred between 2015 to mid-June 2018.

Te Ira was couched as both a philosophy and the name given to the Turuki and PARS new partnership. The word *Ira* means Life Principle and the partners agreed that Ira highlighted the importance of whakapapa and human development.

The original Te Ira model was designed to support whānau to build solid foundations which recognised and respected mana and rangatiratanga. It was hypothesised that if whānau were able to build solid foundations, nested in whakapapa, that would enable whānau to break intergenerational Cycles of Disadvantage.

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<sup>10</sup> According to the 2015 Investment Plan, the original service delivery model was called Te Kopae and the relationship between PARS and Turuki Healthcare Trust was called Te Ira. However, for simplicity, the evaluators refer to Te Ira only.

As the Partners stated at that time (PARS and Turuki Healthcare Trust, 2015):

*“Whānau constantly at risk or vulnerable is not the future our tupuna (ancestors) envisioned; and it is not the future we want to contribute to, as providers in South Auckland ... The future for whānau linked to TE IRA, is about enabling people potential and creating new tomorrows of hope.” (p.14)*

PARS and the Turuki Cycle of Disadvantage is presented in the following diagram:

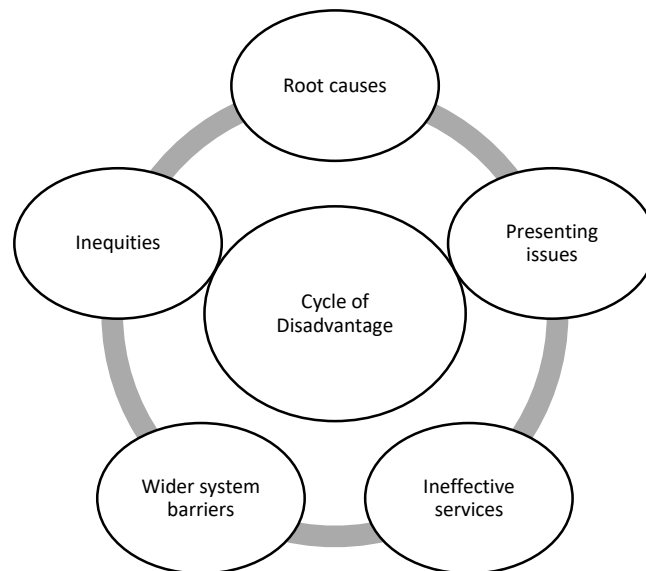


Figure 9: PARs and the Turuki Cycle of Disadvantage. (Source: Investment Plan, PARS and Turuki Healthcare Trust, 2015).

The Partners applied to Foundation North and were awarded funding for five years (2015-2020). The partners developed a multi-year Investment Plan (PARS and Turuki Healthcare Trust, 2015) to guide implementation.

Key features of the original Te Ira model included a focus on:



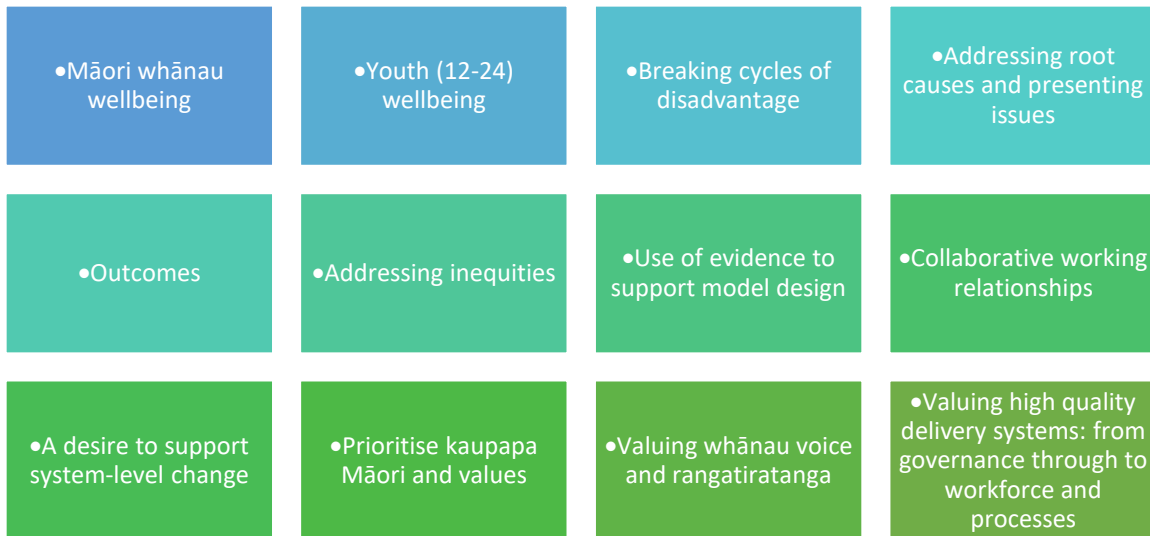


Figure 10: Key features of the original Te Ira service delivery model. (Source: PARS and Turuki, 2015).

Additional detail about the original Te Ira model is outlined in **Appendix 2**.

In the evaluator’s view, the features described in the figure above have been retained in the new PARS/Te Ira service delivery model. This is understandable considering they complement the core intent of the new model.

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## UNIQUE DESIGN FEATURES OF THE NEW PARS/TE IRA SERVICE DELIVERY MODEL

From around mid-June 2018, PARS began to implement its own branded model of Te Ira, which became known as PARS/Te Ira. Below are a range of standout and unique design features that represent key points of difference between the original model and PARS new model.

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### 1. DISRUPTING THE YOUTH CRIMINAL JUSTICE SYSTEM PIPELINE: SUPPORTING RANGATAHI TO GET OUT AND STAY OUT OF THE SYSTEM

PARS is a niche provider in the criminal justice system. Since June 2018, a key point of difference of the PARS/Te Ira model, has been to disrupt Rangatahi and their Whānau pathways in the criminal justice pipeline. As ‘disruptors’, PARS/Te Ira has aimed to effect transformational change across the system (subject to capacity) and contribute to preventing the intergenerational transmission of harm and inequities.

The Ministry of Justice ([www.justice.govt.nz](http://www.justice.govt.nz)) defines the justice sector pipeline as having three components:

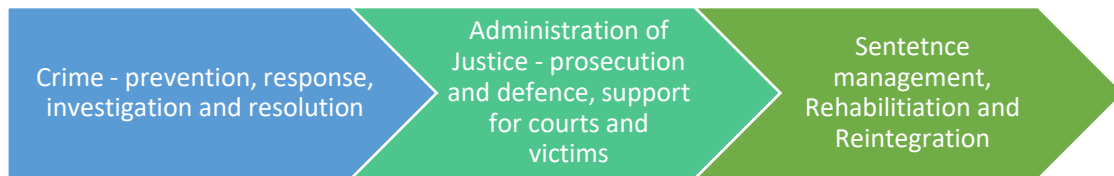


Figure 11: Ministry of Justice Pipeline.

At present, the PARS/Te Ira Team focus on supporting youth who are in the pipeline, to get out and/or stay out. PARS have clear aspirations however, to diversify the current PARS/Te Ira service model in order to prevent Rangatahi from entering the pipeline in the first place (BEFORE).

As stated by the CEO, it is far more effective from a wellbeing and cost perspective<sup>11</sup>, for the government to invest in pipeline disruption than to maintain the status quo:

*“If we don’t get in at the front end, then the next generation will become PARS clients .. this is a moral and fiscal failure of the criminal justice system”*

Additionally, PARS/Te Ira was designed to influence the transformational change of the justice system as it was failing rangatahi. Therefore, shifting the existing justice system view that a focus on punishment and punitive solutions was appropriate for youth, was an important part of the new model.

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## 2. NEW SERVICE DELIVERY GOALS AND OBJECTIVES

When embarking on model redesign, PARS reset the goals of PARS/Te Ira. Understandably, the goals are specific to the criminal justice system.

The longer term goals are to restore and heal intergenerational mamae (grief and hurt) and pain. This includes breaking intergenerational *pipelines* of disadvantage and supporting whānau to realise their full potential.

Short to medium term service delivery goals are:

1. To disrupt the youth criminal justice system pipeline
2. To deliver a wide range of outcomes that support Rangatahi (12-24) to get out and stay out of the system
3. To build Rangatahi and Whānau resilience and capability to lead their own solutions and fulfil self-determined goals and aspirations.

These goals shaped model design, implementation pathways, systems and processes.

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<sup>11</sup> According to the Department of Corrections website ([www.corrections.govt.nz](http://www.corrections.govt.nz)), the annual cost of housing a prisoner is ~91k per annum or \$250 per day. Accessed, March 2020.

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### 3. A NEW STRATEGY: TE PAA TŪWATAWATA – ECOLOGY OF CARE

*Ko te whare tū ki te koraha he kai mā te ahi; ko te whare tū ki te pā tūwatawata he tohu rangatira: A solitary house will succumb to fire; a house in the stockaded pā is a sign of a chief.*

A major point of difference for the PARS/Te Ira model, is how it implements PARS' strategic direction called Te Paa Tūwatawata Ecology of Care (Te Paa).

Te Paa represents a kaupapa and mātauranga Māori inspired Ecology of Care, that comprises an interconnected network of PARS and partner services. PARS vision is to create and provide an environment that shifts the emphasis from service and programme delivery to whānau; to providing a space and place for restoration and healing of intergenerational trauma and mamae (pain).

Te Paa will provide an opportunity for whānau to learn and understand Te Ao Māori, and it will also provide opportunities for whānau to learn transferable skills and values that are needed to thrive and flourish. Te Paa seeks to empower whānau to realise their potential.

At the heart of Te Paa is Empowerment – Whānau Rangatiratanga, Identity – Whānau Tuakiritanga, and Te Whare Tapa Whā - Kia Tu Tangata Ai - a spiritual, cultural and physical base for Whānau.

The aim of Te Paa is to provide:

- A space of support, whanaungatanga, access to resources and a therapeutic environment that enables change
- A spiritual base for Māori and others
- A place where tikanga and te reo Māori will endure
- A place for restoration and healing of intergenerational trauma
- A place where Māori models of practice are exercised and modelled through Māori staff and Māori spaces
- A place where Māori and others can gather and explore ways to whakawhanaungatanga as a means to develop stronger connectivity
- A place that serves Māori interests -clients and staff
- An appropriate teaching and learning space for integration into life
- A space to collaborate and partner for Māori achieving as Māori
- A space and place to create and grow a community of interest, purpose and future
- A space to explore creative and commercial promotion of Māori artistic potential

Te Paa was not in place when the JV initially designed Te Ira. However, it is now a foundational element of PARS/Te Ira's emerging delivery context.

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#### 4. A RENEWED FOCUS ON KAUPAPA MAORI AND MATAURANGA MAORI DESIGN AND PRACTICES

The PARS CEO and Business Development Manager stated that aligned with Te Paa Tūwatawata, they wanted a renewed emphasis on kaupapa Māori and mātauranga Māori in the design and delivery of PARS/Te Ira. This resulted in PARS emphasising the need to:

- Privilege kaupapa Māori models of care and ways of being
- Privilege rangatahi and whānau Rangatahi voice in their wellbeing journey
- Prioritise Māori leadership and direction-setting in terms of ‘what works’, partnering for success and systemic leadership
- Deliver a model that honours mātauranga Māori, tikanga and Māori expertise about ‘what works’
- Restore the mana and mauri of Rangatahi by promoting their strengths and building their capacity to achieve self-determined Moemoea (dreams)
- Work with the Whānau of Rangatahi to strengthen their protective factors and contribute to rebuilding the *Ira* of whānau

These characteristics align with earlier evidence of ‘what works’ for Māori.

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#### 5. A DESIRE TO BUILD WHANAU RESILLIENCE - MANAWAROA™



### MANAWAROA

PARS/Te Ira adopted a new Māori approach to building tangata and whānau resilience called Manawaroa™<sup>12</sup>. Manawaroa grows whānau resilience using a Te Ao Māori approach and is supported by a socio-ecological, solutions-focused and positive psychology frame. It is based on Whānau Potential and a belief that whānau are already resilient. Manawaroa puts into practice the ‘best of’ Te Ao Māori and Western science knowledge streams; including Cultural Intelligence<sup>13</sup> (Arago-Kemp and Hong, 2018).

Manawaroa draws upon universal and kaupapa Māori research and insights from whānau and practitioners about resilience and Māori culture. It is a ‘living’ model and it is expected to develop over time.

Manawaroa is based on four kaupapa Māori values that support resilience. They are:

- Rangatiratanga (leadership and authority)
- Manākitanga (support, love and compassion)
- Whanaungatanga (positive relationships with others, belonging and connectedness)
- Tuākiritanga (positive cultural identity and pride)

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<sup>12</sup> Manawaroa was designed between 2016-2018 by Shea Pita & Associates.

<sup>13</sup> The ability to understand and translate cultural knowledge with others.

Each value is translated into practice by understanding the intersect between the value and evidence-based protective factors. The intersect is essentially the range of strengths rangatahi and their whānau need to build their capability to bounce back from adversity and thrive.

Manawaroa builds individual and collective capability to be more resilient and has three dedicated resilience frameworks: pākeke/adult; tamariki and rangatahi/child and adolescent and whānau/family.

Self-assessed rating scales are used to support whānau to understand their emerging and actual strengths over time. The approach also uses internationally validated scales that support measuring reduced stress, increased prosocial behaviours and where appropriate, reduced anxiety and/or depression (Snyder et al,1991; Hellman et al, 2014; Ezzati et al, 2014).

During the term of the evaluation, some PARS/Te Ira staff were trained in Manawaroa and became accredited practitioners. It is PARS intent to train all staff and implement Manawaroa as part of the service model delivery.

Most PARS/Te Ira staff are currently practising Manawaroa but model implementation and data collection remain at an early stage.

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## 6. A CUSTOMISED OUTCOMES FRAMEWORK

The PARS/Te Ira team revised its outcome framework and customised it to meet its new service and model goals. The PARS/Te Ira outcomes framework is focused on achieving multi-dimensional wellbeing that integrates health, education, housing, cultural and justice-sector related outcomes.

The outcomes framework is outlined later in this report.

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## AN OVERVIEW OF PARS/TE IRA IMPLEMENTATION – UNDERSTANDING HOW PARS/TE IRA HAS BEEN DELIVERED IN PRACTICE

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### TEAM COMPOSITION

At full capacity, the PARS/Te Ira team consisted of x4 Kairaranga (practitioners) and x1 Kaihautu (Team Leader). The CEO provided overall guidance and from January 2019, the team was managed by the General Manager, Business Development (formerly known as the Quality, Development and Improvement Manager).

The Kaihautu and Kairaranga team skill mix consisted of a range of professional tohu and lived experience. These ranged from social work and education, through to tikanga Māori, community development, justice system, science, business and youth development. The Team Manager has significant experience in psychology and management, across both kaupapa Māori and other organisations (both in New Zealand and internationally). Combined, the team had a strong core skillset.

During the term of this evaluation, there were several team member changes. Some were due to ill health and others were due to a lack of fit or transferal to other services. The team profile as at December 2019, is attached as **Appendix 6**.

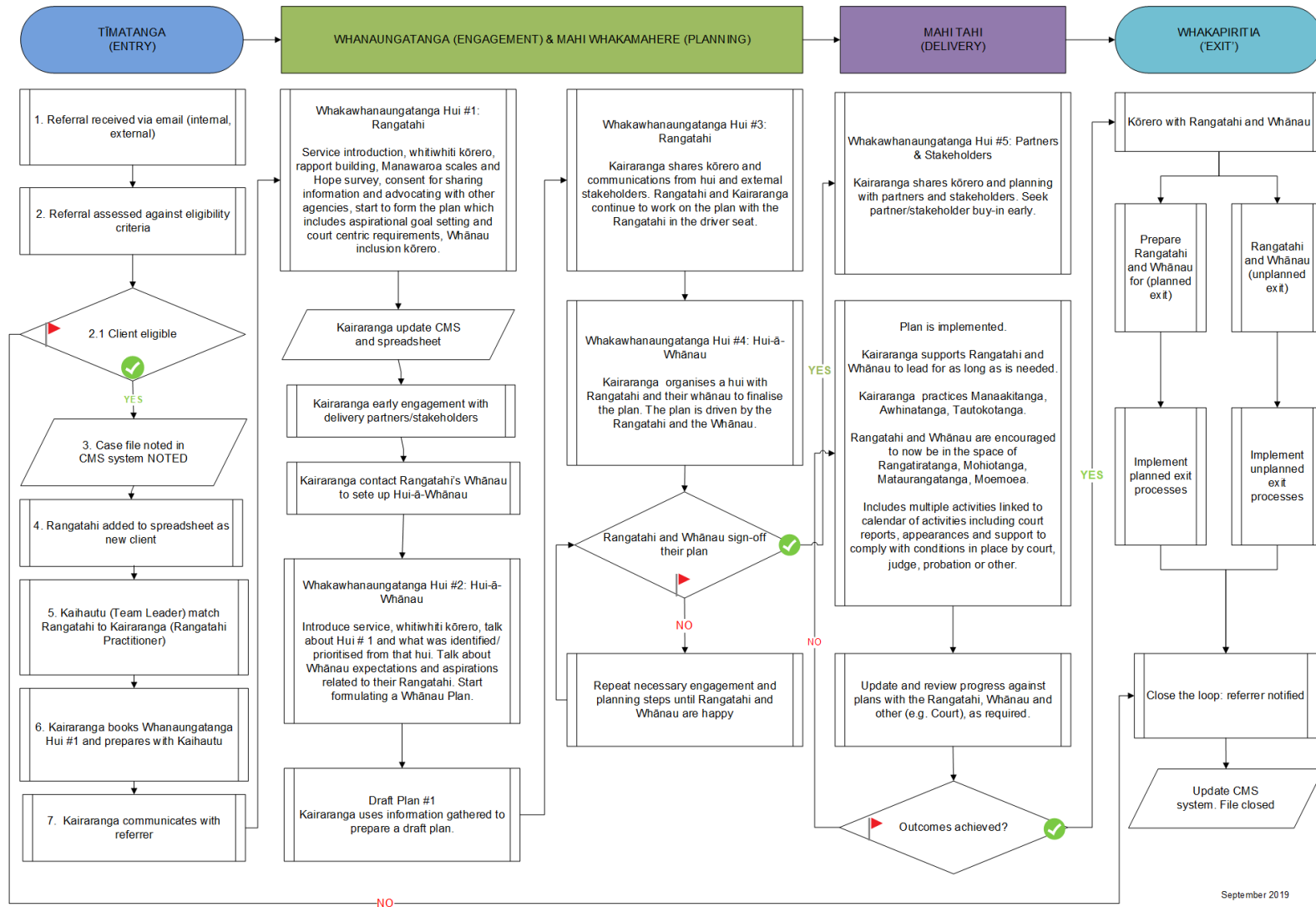
It is important to note that the team were able to request support from other PARS teams. For example, they could refer rangatahi to PARS Alcohol and Other Drug counsellor(s). This supported the ability of the team to meet multiple Rangatahi needs, in-house.

It is suggested that the consistency of the Team Manager, Kaihautu and selected core Kairaranga, have been critical enablers of success. These people were observed by the evaluators and key external interview participants, as being totally committed to the kaupapa.

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## DELIVERY PROCESSES

During the term of the evaluation, the evaluators worked with the PARS/Te Ira team to clarify their delivery process from Tīmatanga (Entry) to Whakapiritia (Exit). The following map outlines PARS/Te Ira's optimal service delivery process:



September 2019

Figure 12: PARS/Te Ira Process Map. (Source: PARS & Shea Pita).

Notable features of the delivery process include:

**Eligibility criteria** - PARS/Te Ira have minimal eligibility criteria. Rangatahi must be aged between 12-24 years and engaged in the criminal justice system. The reason for minimal eligibility criteria is to maintain flexibility and to minimise access barriers for Rangatahi and Whānau.

**Whakawhanaungatanga Hui with Rangatahi** – several hui are held with Rangatahi to support their voice and leadership in the process. They are designed to be empowering and rangatahi-directed.

**Whakawhanaungatanga Hui with Whānau** – several hui are held with whānau to support their engagement and rangatiratanga in the process. The hui are designed to build whānau reconnection (where appropriate), belonging and connectedness.

**Whakawhanaungatanga Hui with Partners and Stakeholders** – these hui are dedicated to working collaboratively with delivery partners and to enrol third parties into achieving outcomes for the Whānau and Rangatahi, and the wider System.

**Planning** – the team work with the Rangatahi and Whānau to co-design plans. Plans include a calendar of activities, goals and actions.

**Supports and Services** – the team support Rangatahi and Whānau to navigate their way through a wide range of supports and services that may address root causes and/or presenting issues. Supports and services included improving access to health, education and employment through to housing, cultural wellbeing and of course, different aspects of the justice system. Kairaranga support Rangatahi and Whānau through court processes and often write reports and share (with consent) plans and progress to improve their client’s opportunities to get out and stay out of the system.

**Whakapiritia** – means to remain close to or keep close<sup>14</sup>. Use of this word reflects PARS philosophy that even when clients are exited (because they have achieved their goals or outcomes), clients always remain part of the PARS whānau.

**Communications loops** – are built in to support contact with referrers and clients.

**Data collection** – data collection points have been built into the model which supports a customised case management system via NOTED software.

Model implementation is outlined in the next Wahanga (Section) including barriers and enablers.

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## BACKOFFICE SYSTEMS AND PROCESSES

Backoffice systems including human resources, information technology and communications, finance and marketing are provided by the operations team of PARS. During the evaluation period, PARS invested a significant amount of time and effort into marketing, branding and communications e.g. updating the PARS brand collateral including its website and multiple presentations to DOC and justice system partners.

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<sup>14</sup> [www.maoridictionary.com](http://www.maoridictionary.com). Accessed, December, 2019.



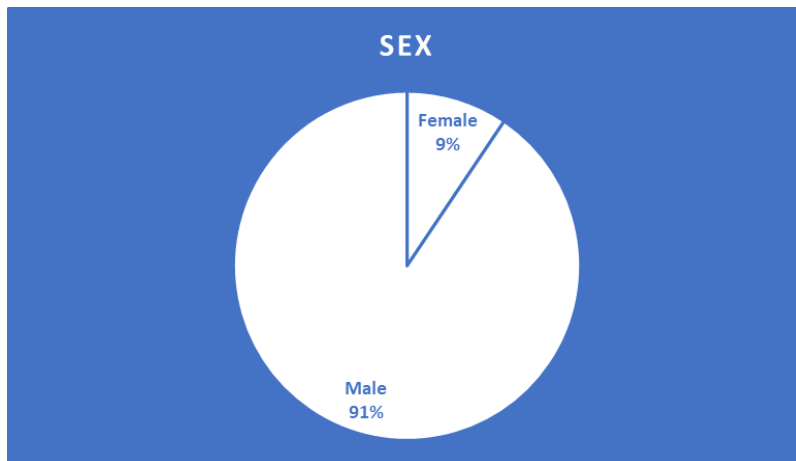
## HOW MUCH SERVICE DID PARS/TE IRA DELIVER?

### CLIENT UTILISATION DATA, JULY 2019-DEC 2019

Based upon data received from PARS, the PARS/Te Ira team delivered services to ~74 clients<sup>15</sup>. The data highlights that PARS/Te Ira clients:

- Are predominantly Male (91%).
- Border the youth (up to 18 years) and younger adult (19-24) age range definitions. This means PARS/Te Ira staff work across youth and adult criminal justice systems as the age range for the youth justice system is up to 18 years old.
- Are predominantly Māori followed by Pacific (Samoan and Cook Island Māori)

#### Gender

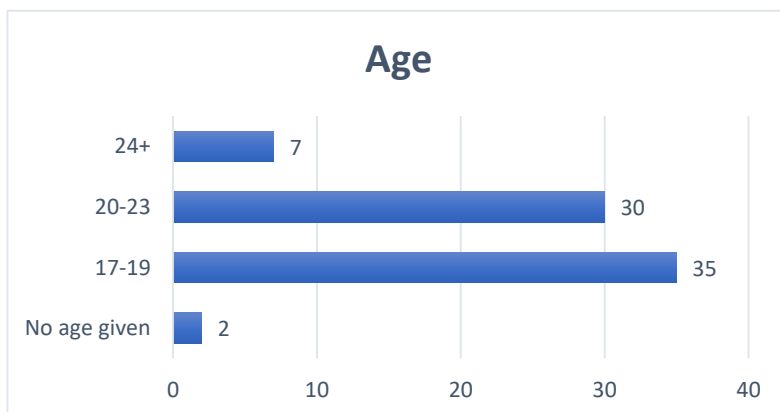


91% were male (67/7)

9% were female (7/67)

Figure 13: PARS Clients by Gender

#### Age Range



The majority of clients were aged 17-19 years (47%, 35/74)

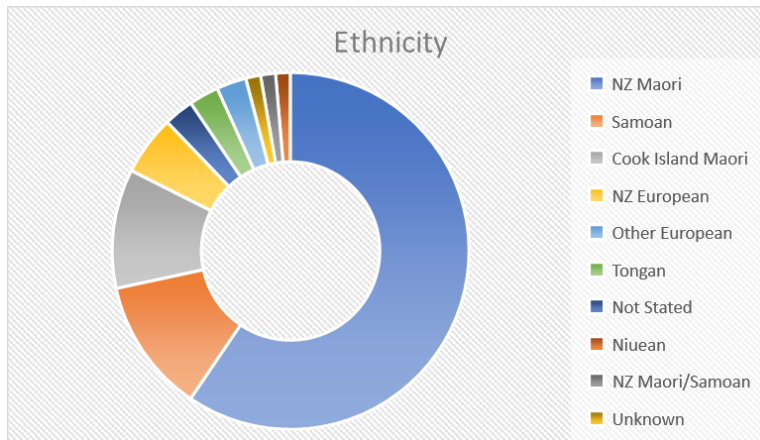
Followed by 20-23 (41%, 30/74)

Then, 24+ (9,4%,7/74)

Figure 14: PARS Clients by Age Range

<sup>15</sup> There were some transitional data integrity issues between the former JV database and PARS new database. The utilisation data is likely to be underestimated.

## Ethnicity



The majority of clients were Māori (59%, 44/74)


Followed by Samoan (12%, 9/74)

Then Cook Island Māori (11%, 8/74)

Figure 15: PARS Clients by Ethnicity

## SUPPORTS & SERVICES DELIVERED

PARS/ Te Ira has recently started to track supports and services delivered to clients. PARS supplied the evaluators with activity data for the 2018-2019 financial year published in the PARS Statement of Service Performance ([www.pars.co.nz](http://www.pars.co.nz))<sup>16</sup> and is replicated below:

PARS Incorporated Statement of Service Performance For the Year Ended 30 June 2019		
Empowered people through a transformative process of reconciliation, readjustment and redevelopment contributing as members of their whānau, community and New Zealand society.		
	<b>TE IRA</b>	<b>%</b>
Supported Domestic Released Prisoners	49	42%
Supported Deportees upon immediate return to NZ	0	0%
Assisted into suitable approved Supported Accommodation	49	42%
Assisted into suitable approved Emergency/Transitional Accommodation	12	10%
Assisted into suitable approved Sustainable/long-term accommodation	30	26%

<sup>16</sup> Some data was outside the evaluation period, but it was accepted for use by both parties.

Navigated to manage household family/whānau financial commitments	50	43%
Navigated to maintain spiritual/personal & cultural wellbeing	117	100%
Navigated to connect to pro-social family/whānau & community support	117	100%
Navigated to address income related needs & improved employment resilience	117	100%
Provided a 'welcome pack' and basic needs met	0	0%
Supported into employment	10	9%
Children funded to visit a parent in prison	0	0%
Transported whānau of prisoners to visit	0	0%
Consultation/liaison contacts under Alcohol & other Drug Specialist Service	80	68%
First face to face assessment under Alcohol & other Drug Specialist Service	50	43%
One on one Alcohol & other Drug counselling sessions	50	43%
Navigated to Mental Health and Alcohol & other Drug Specialist Service	40	34%
Navigated to other services	117	100%

Table 4: PARS/Te Ira Activity Data, 2018-2019. (Source: PARS).

Highlights include:

- All clients (117 Rangatahi) received service navigation support
- All clients received four main services (the essential services):
  - Navigated to maintain spiritual/personal & cultural wellbeing
  - Navigated to connect pro-social family/whānau & community support
  - Navigated to address income related needs & improved employment resilience
  - Navigated to other services.
- 42% (49/117) of Rangatahi achieved early sustainable release. This means they were able to get out of remand 'early' and released into the community under the care of the service team.
- Clients were supported to get into supported (42%, 49/117), emergency (10%, 12/117) and sustainable accommodation (26%, 30/117).
- Many clients were supported to access alcohol and other drug services.

- First face to face assessment under AOD specialist service, and One on one AOD counselling sessions were always provided together (43%, 50/117).
- The average number of services and supports provided to clients was 7.6
- 6% (7/117) of clients received more than 11 services.

## WAHANGA TUARIMA: PROCESS EVALUATION FINDINGS

This section outlines findings for the process evaluation. It answers the process evaluation objective which was to identify implementation strengths, enablers and barriers.

### IMPLEMENTATION STRENGTHS, ENABLERS AND BARRIERS

The data for this analysis is sourced from evaluator interviews with staff and external participants. It is also based on documentation analysis and evaluator observations and engagement with PARS (as noted in Wahanga Tuarua).

#### KEY FINDING 1: THERE WERE SEVERAL STRENGTHS LINKED TO PARS/TE IRA SERVICE DELIVERY

A thematic analysis of process strengths/enablers has been grouped into six themes and multiple sub-themes as follows:

Themes	Sub-themes
<b>1. Approach</b>	Strengths-based and solutions-focused Whānau-centred and wraparound Personal and flexible Based in relationship Commitment to continuous quality improvement – including kaupapa Māori and mātauranga Māori informed solutions
<b>2. Staff characteristics</b>	Engaging with rangatahi and whānau Caring Cultural sensitivity Working with different types of people Effective and committed
<b>3. Relationships with rangatahi and whānau</b>	Listening, validating and valuing Motivating Encouraging responsibility and agency Authenticity
<b>4. Direct support</b>	Activities, tools, skills and knowledge and meeting needs
<b>5. Support accessing the system</b>	Practical support Support to navigate systems

Themes	Sub-themes
<b>6. Working within the system</b>	Wide scope and flexibility Navigating systems behind the scenes Collaborating with other professionals

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**THEME 1: APPROACH**

Five subthemes describing PARS/Te Ira’s approach or principles were constructed from the data. They are:

**Strengths-based and solutions-focused.** The PARS/Te Ira team worked with Rangatahi and their Whānau to identify strengths and resources to support their prosocial skills and positive behaviours. A strengths and solution-focused approach was adopted by the staff and reflected in their delivery model, which incorporated early work in progress linked to Manawaroa and Te Paa Tūwatawata. The leadership and team used words such as healing, restoration and mana; alongside intergenerational whānau wellbeing, when talking about their mahi.

Staff were actively engaged in training and were coached by the Team Leader and the Business Development Manager to deliver services in a way that prioritised youth and whānau agency, best use of solutions-focused practices and how to understand whānau driven goals and aspirations. There was multiple discussion about understanding Whānau and Rangatahi moemoea (dreams) as an integral part of service delivery.

The process map and service/support offering data (see Wahanga Tuawhā), reinforces this commitment to a strengths and solutions-focused approach.

**Rangatahi-centred and Whānau-inclusive wraparound.** The PARS/Te Ira approach encompasses the whole person and their whānau.

*“They wrap around with the whānau.”*

*-Public defence lawyer*

As noted above, the team understood that youth did not live in isolation of their whānau – be that a kaupapa (common cause-based) or whakapapa (kinship-based) whānau.

However, at the time of the evaluation, it was observed that although the aspiration was to work with whole-whānau, the practice seemed inconsistent and the team observed there was room for continuous improvement.

**Personal and flexible.** External participants stated that PARS/Te Ira staff were responsive to needs, flexible, and were able to adapt to setbacks or changes. They worked beyond traditional system boundaries.

*“[PARS/Te Ira is] local, nimble, [and] adapt[s] to the individual”*

*-District Court Judge*

**Based in relationship.** The Kairaranga practised in ways that created strong relationships with Rangatahi and their Whānau. Key to this was engaging with clients using kaupapa Māori values and principles as well as positive youth development practices linked to working with youth in the justice system e.g. self-directed goal setting, enabling youth voice, showing empathy and compassion, seeking improved accountability.

The evaluators sighted several examples of practices that demonstrated these principles including expectations outlined in the delivery processes, comments by youth sourced via the Most Significant Change interviews (see later in this report), Rangatahi plans and calendars of activities, and coaching/guidance delivered by the CEO, the Team Leader and the GM, Business Development.

**Commitment to continuous quality improvement.** The team were observed as demonstrating a willingness and openness to 'doing things differently', prototyping and actively engaging in workshops about sharing learning opportunities. The development and prototyping of the calendar of activities for the District Court Judge was a stand-out example of putting a new process into practice, as well as the work the team put into establishing its own approaches from mid-June 2018. Another example was the team's investment of time and cost into a new customised database via the Noted software.

During the evaluation period, the leadership and team expressed a range of new ideas about how to improve the service. This included a desire to work upstream to prevent entry into the pipeline and the delivery of complementary therapeutic services (this is discussed later in this report).

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## THEME 2: STAFF CHARACTERISTICS

Evidence outlined in Wahanga Tuarua, confirmed that high quality staff are central to any service's success. Essential qualities of the team, that go beyond qualifications and job experience, are described below:

**Engaging with Rangatahi and Whānau.** PARS/Te Ira staff were consistently described as excellent at building relationships with clients, despite barriers including distrust of the system and cultural diversity.

**Caring.** Staff were described as genuinely focussed on rehabilitation and good outcomes for the rangatahi they worked with.

*"They just come with so much passion and they actually believe in what they do and that it's gonna work for them... not just for our clients but for their families."*

*-Public defence lawyer*

**Cultural sensitivity.** PARS was observed as an organisation that was committed to working with whānau and youth using kaupapa Māori principles, values and processes. PARS valued the importance of all cultures and building Māori cultural strengths within its organisation and service delivery. This aligns with PARS Te Paa Tūwatawata strategy and also the fact that their senior

leadership and many staff are of Māori descent.

PARS were also reconfiguring their incorporated society trust deed to better reflect Te Tiriti o Waitangi obligations and a kaupapa and mātauranga Māori way of being. This is an impressive commitment from a non-Māori organisation. In the evaluator's view, this 'head to toe' commitment to honouring Māori as tangata whenua is excellent role modelling for other non-Māori organisations.

*"They bring that cultural sensitivity which is actually really crucial out here."*

*-Public defence lawyer*

**Working with different types of people.** The PARS/Te Ira team were lauded as skilled at understanding people and taking an approach that fits. One example offered by external participants was the commitment of a staff member who would ring the Rangatahi every day to ensure they got up and out of bed to complete their calendar. Another example was the ability of the team to work with whānau and youth of multiple ethnicities and in a particular case noted by an external participant, to understand the nuances and traditions of Pacific families.

**Effective and committed.** An external participant complimented the team for their commitment to being as effective as possible.

*"People like that are thin on the ground... really committed... good, effective social workers. They are hard to find."*

*-District Court Judge*

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### THEME 3: RELATIONSHIPS WITH RANGATAHI AND WHĀNAU

**Listening, validating and valuing.** The PARS/Te Ira team was commended for their ability to listen to Rangatahi, validate and value them. External participants said:

*"They actually listen to our clients... their goals may be trivial to others, but PARS/Te Ira allow them to feel empowered that whatever goal they have is important and yeah, it really does build their confidence."*

*-Public defence lawyer*

External participants suggested that this approach helped build trust with Rangatahi and Whānau.

**Motivating.** Staff were observed by the evaluators and by external participants as using their trusting relationships to understand what drives Rangatahi and what their goals were. This understanding was then used to harness Rangatahi motivation and to try and support positive attitudes and behaviours. Staff helped Rangatahi identify big goals (such as wanting to be a good father), and the range of smaller goals required to get there.

*"It's very much focused on what they want to do to achieve where they want to be."*

*-Public defence lawyer*



**Encouraging responsibility and agency.** The PARS/ Te Ira team also focused on building Rangatahi agency. Plans sighted were designed to foster self-determined goals, aspirations and support activities that enable Rangatahi to get out and stay out of the system. Important in this space, was the design and development of an activity Calendar. The Calendar was designed by PARS/Te Ira staff, in response to a need identified by a Judge in a District Court. That Judge wanted a simple and clear outline of weekly activities as he required confidence that Rangatahi would be engaged in prosocial and constructive activities during the day, upon release and/or as an alternative to being incarcerated.

Based on an interview with that Judge and the PARS/Te Ira team, it was clear that this somewhat 'simple' process change contributed to the Judge being able to offer less severe punishment and early 'release' in a community-based environment (outlined in more detail in Process Enablers).

Staff encouraged Rangatahi to take responsibility for themselves and to implement their plans.

*"[Staff] encourage them to... not rely on mum and dad and... to pick up the phone and do the things they need to do."*

*-Public defence lawyer*

This strong and caring relationship also allowed Kairaranga to hold Rangatahi to account for their actions or inactions:

*"[Staff] call them every day and say, 'I care about you... You've got to hold your end of the bargain... I'll touch base with you later today'."*

*-Public defence lawyer*

**Authenticity.** This was a term used by external participants to describe PARS/Te Ira staff. The implication was they were authentic role models who allowed people to talk 'real talk'.

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#### THEME 4: DIRECT SUPPORT

This theme highlights the importance of, and value placed upon the direct support PARS/Te Ira provided to Rangatahi and Whānau. It describes key activities that were delivered and commented upon by external participants. The calendar of activities was referred to several times as an easy to understand and accessible tool.

*"They've got the calendar, the next few weeks, things you've got to do here, because it's visual... They can see it. Mum and dad can have a copy."*

*-District Court Judge*

In addition, other notable supports and face-to-face activities that PARS/Te Ira staff delivered and which were commented upon by external participants included:

- Building knowledge of whakapapa, Māori concepts (such as mana, rangatiratanga, and pono tika), tikanga Māori, and cultural activities.
- Identifying and learning to use tools and skills like exercise, money management, and peer support.

- Assessing the living situation and whānau dynamics, attending whānau meetings, and equipping whānau with the tools to support the young person.

*"[Whānau] are there to support and they have been given the tools to help support, which is so important."*

*-Public defence lawyer*

Evidence of supports and services, that align with these statements, were outlined in Wahanga Tuawhā.

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## THEME 5: SUPPORT ACCESSING THE SYSTEM

A key role of the PARS/Te Ira team was to facilitate meaningful access and engagement with the wider government system and society.

**Practical support.** The team was commended by external participants for its ability to provide practical support to access services addressing immediate clinical needs (such as mental health support, anger management, and substance use), training programmes, court appointments, and other scheduled activities.

*"The thing that really impresses me about PARS/Te Ira... is just the practical stuff... You don't have an income because you don't have a birth certificate and you don't have a driver's license. You don't have a car anyway, but you've got to get to probation across the city."*

*-Public defence lawyer*

The support also included help managing time and assistance with transport.

*"They make sure that people get picked up and get to those things and come to court."*

*-District Court Judge*

As noted earlier in the evaluation, PARS/Te Ira were considered as a service that goes the 'extra mile' e.g. a staff member phoned rangatahi each morning to remind them of their responsibilities that day, and to motivate them to get up. In the words of one external participant:

*"I don't know any other service that would do that."*

*-Public defence lawyer*

**Support to navigate systems.** PARS/Te Ira supported Rangatahi and Whānau to build capacity and navigate government systems and other providers; importantly under their own agency. This included helping clients to understand court and other processes and updating them on any developments. The Team actively supported Rangatahi and Whānau in court and advocated for them when dealing with other agencies:

*"[The social worker] had a bit of an argument with [agency]... what I love about it is they are a voice for the family."*

*-Public defence lawyer*

Evidence of supports and services, that align with these statements, were outlined in Wahanga Tuawhā.

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## THEME 6: WORKING WITHIN AND IMPROVING THE SYSTEM

The PARS/Te Ira team were noted for their ability to work within the system and improve it. This was described under the following three points.

**Wide scope and flexibility.** PARS/Te Ira were viewed as having a wide scope that crossed the boundaries usually found among services:

*“Boundaries aren't as restricted as I've seen from other services.”*

*-Holistic Māori healing professional*

Unlike other programmes, PARS/Te Ira's approach was viewed as adapting to barriers and things that did not go to plan. A participant described the inflexibility of the system:

*“There's no fitting the program around the individuals or making allowances when things go wrong, and things will go wrong... their girlfriend will [leave]... they'll lose the house, someone will die [but] the system doesn't make any allowances for that.”*

*-District Court Judge*

Research outlined earlier, spoke to system inflexibility as a barrier for Rangatahi.

**Navigating systems behind the scenes.** The PARS/Te Ira team have a significant body of inside knowledge about what is available, what is worth accessing, and how to access it. An external participant reported that Kairaranga knew of and gained access to programmes that they did not know about (despite working in the sector). PARS/Te Ira staff were noted as skilled at overcoming institutional barriers such as difficulty getting referrals approved.

*“They're going into places and spaces where a lot of these referrals have closed doors.”*

*-Holistic Māori healing professional*

They were also noted as a team that actively built knowledge about systems and processes so as to stay better informed.

**Collaborating with other professionals.** The ability of the PARS/Te Ira team to collaborate and actively partner with the external participants and other professionals in the sector, was a strong theme. They were described as building genuine and actively collaborative relationships, in contrast to others in similar roles.

*“You don't have to constantly fight PARS/Te Ira the whole way to get anything done.”*

*-Public defence lawyer*

It was suggested that this collaboration led to other sector professionals having high regard and trust in PARS/Te Ira.

*“This is an agency that's not just coming along to say this stuff and then [leave]... this person's going to have support.”*

*-Public defence lawyer*

Participants spoke of PARS/Te Ira's growing positive reputation, and an ensuing concern that they were receiving too many referrals due to the positive work they did and the need for their service (discussed in the previous section).

A good example of PARS reputational strength was a request made by the Mount Eden Corrections Facility (MECF) in 2019, for direct support to Rangatahi in their facility. A senior manager from MECF asked PARS to partner with them to work in the prison and support rangatahi to get out and stay out. The initiative was called Back on Track and it was designed to support early, safe and sustainable release.

The CEO stated that they were offered a unique opportunity to partner with MECF in an open and transparent way. PARS/Te Ira embarked upon a purposeful journey with MECF to ensure rangatahi were offered a pathway out of the pipeline. The CEO also stated that this relationship had a “snowball effect” in that the work PARS/Te Ira did with MECF, supported even greater positive reputational growth.

An email from the MECF Manager to the CEO in February 2019, stated that:

*“Together, by empowering the youth participants and establishing robust and wrap-around release plans, [PARS and MECF had] successfully achieved early, safe and sustainable release for most of our young and at risk participants”*

- MECF Back on Track Manager, 25 February 2019, Email communication to PARS CEO<sup>17</sup>.

When the external participants were asked if they would recommend PARS/Te Ira to others, there was an overwhelming positive response.

*“[PARS/Te Ira] has the backing of... the legal profession out here and you've got the judiciary supporting, the police prosecuting agencies... the crown are the same too.”*

*-Public defence lawyer*

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## KEY FINDING 2: THE PARS/TE IRA SERVICE DELIVERY TEAM FACED SOME IMPLEMENTATION BARRIERS

A thematic analysis of process barriers or challenges has been grouped into five themes and multiple sub-themes as follows:

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<sup>17</sup> The Back on Track project ceased to operate in 2019. The CEO advised this was due to budget constraints.

Themes	Sub-themes
<b>1. Capacity</b>	Accessibility to referrers Accessibility to rangatahi Effect on staff
<b>2. Delivery Processes</b>	Referrals Suggestions to improve processes Data systems and data analytics Branding confusion
<b>3. Sustainability</b>	Sustainability of the PARS/Te Ira service
<b>4. System Issues</b>	Policy and strategy Lack of system responsiveness and flexibility Lack of dedicated youth services

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## THEME 1: CAPACITY

One of PARS/Te Ira’s most significant challenges related to its capacity. It is a small service in an area with high and unmet need. It has built a very positive reputation, leading to many referrals.

*“We could keep a hundred social workers going from this court. If all the Judges here took all the cases that were appropriate to refer to them, they would be swamped.”*

*-District Court Judge*

The level of demand observed during the evaluation period (not including potential future demand<sup>18</sup>) seemed to affect PARS/Te Ira delivery in three ways:

**Accessibility to referrers.** External participants expressed concern at current caseloads and indicated changes in the team’s referral behaviours due to this. As a consequence, referrers stated they referred less often than they would like to and did not promote the service as widely as they could because they were concerned about perceived overload on the PARS/Te Ira staff and service.

External participants also reported a varying degree of responsiveness by PARS/Te Ira to referrals over time. They attributed that to capacity issues as they assumed staff had too many clients. They also noted that capacity may also have been impacted upon by some staff turnover.

**Accessibility to Rangatahi.** Aligned with perceptions about high caseloads, external participants expressed concern that PARS/Te Ira staff might become less available to each Rangatahi. They were concerned that PARS/Te Ira staff may not have the ability to provide practical support (such as

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<sup>18</sup> At the time of writing this report, PARS/Te Ira had a waiting list of approximately 20-30 Rangatahi.

transport) and spend face-to-face time with Rangatahi; which were things that in their view, distinguished PARS/Te Ira favourably from other services.

**Effect on staff.** External participants described concern for the staff at PARS/Te Ira due to the demand on the service, and a perceived lack of professional and personal support.

*“I'm just really worried that they're going to be overburdened.”*

*-Public defence lawyer*

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## THEME 2: DELIVERY PROCESSES

Internal and external participants identified several areas of potential improvement regarding delivery processes at PARS/Te Ira.

**Referrals.** External participants reported uncertainty about the referral process and eligibility requirements. Some external participants did not believe the electronic referral system, via the website, was functioning as intended. Comments were made that the overall process was not user—friendly, it was confusing and as noted earlier, there were timeliness issues regarding responses to referrals.

**Suggestions to improve processes.** Some external participants were unsure how somebody external to the PARS/Te Ira team could flag a potential issue (such as a perceived mismatch between a Kairaranga and Rangatahi) or suggest a process improvement. Participants wanted a process to share concerns or new ideas but were also clear that they did not wish to inadvertently offend or cause harm to their relationship with PARS/Te Ira by sharing a process barrier. To the evaluator, their concern was a reflection of the value of their relationship with PARS not necessarily a concern about PARS not wanting to hear about process barriers or improvements.

**Data systems and data analytics.** The PARS/Te Ira team expressed several frustrations with the JV-led data management system and data collection processes. It was considered not fit for purpose. Consequently, PARS/Te Ira invested in its own data management system and processes. Design and implementation work were ongoing at the time of the evaluation. The new client management system is based on NOTED software<sup>19</sup>. It is designed to hold client demographic detail, case notes, to track services and supports delivered and hold data linked to processes and outcomes.

Based on observations during the evaluation period, work was occurring linked to ongoing data design (output and outcomes data), data collection systems and processes, data analytics capacity, and best use of data (e.g. for performance improvement, marketing and communications).

There is a growing demand for providers to prove outcomes. PARS are strongly encouraged to continue their data design work and ensure their outcomes data aligns with their outcomes framework, captures change in the 9 domains and is able to be tracked over time by tangata and by whānau.

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<sup>19</sup> [www.noted.com](http://www.noted.com).

It would also be advantageous, if PARS could build networks with the justice system and beyond to access and track other client outcomes data to understand Rangatahi outcomes data prior to and post engagement with PARS.

**Branding confusion.** During the interviews with external participants, there seemed to be branding confusion between PARS/Te Ira and PARS/Turuki. Some participants either referred to Turuki team members when evaluators were discussing PARS, or they displayed a lack of awareness of the difference between Turuki and PARS.

During the term of the evaluation, PARS decided to rebrand PARS/Te Ira. It is now referred to as Rangatahi Services and the rebranding was designed to address branding confusion between the old JV, and new PARS model. This is discussed later in the next Wahanga.

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### THEME 3: SUSTAINABILITY

**Sustainability of PARS/Te Ira.** External participants observed that PARS/Te Ira's sustainability as a service was under threat if it continued to operate without sufficient perceived capacity. They expressed concern about possible staff burnout, the potential rationing of support to Rangatahi, and the consequent decline of service quality, loss of reputation, and therefore perception of service model failure.

External participants were clear that they supported the continuous funding of PARS/Te Ira. One participant suggested taking a third of the Department of Corrections budget and spending it in the community on NGO services like PARS/Te Ira.

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### THEME 4: SYSTEM ISSUES

**Policy and strategy.** The PARS/Te Ira CEO and the General Manager, Business Development commented multiple times about the poor state of government policy and strategy linked to disrupting the pipeline for Māori and Pacific Rangatahi. They mentioned that they attended several hui in 2018-2019, to support national strategy redesign work at that time.

Key points made by the PARS/Te Ira leadership regarding improvements in policy included the need for new strategies that:

- Prioritised breaking the intergenerational youth justice pipeline and associated cycles of disadvantage
- Recognised the value and protective nature of whanaungatanga, kaupapa Māori, mātauranga Māori, cultural identity, Manawaroa (resilience) and tikanga.
- Resourced NGOs to deliver flexible, innovative, adaptive and agile services.
- Streamlined systemic processes that supported youth and their whānau agency, rangatiratanga, leadership and mana motuhake.
- Scaled processes that work including new processes developed by PARS/Te Ira such as the calendar of activities
- Focused on innovation and early intervention upstream – which means that more effort

- needs to be put into early intervention and prevention to stop youth entering the pipeline
- Recognised the need for more alternative processes that supports one-size-fits-one vs. one-size-fits-all.
  - A focus on enabling purposeful disruption.

*“I am creating a movement of social justice disruptors”*

*-PARS CEO*

**Lack of system responsiveness and flexibility.** Several Kairaranga commented on the difficulties of system navigation and in particular, the complexities of justice and court system processes. Accordingly, a key Kairaranga role was to support whānau to eventually lead and self-navigate their way through and out of the system.

*“[We] weave the services into whānau”*

*- PARS/Te Ira Kairaranga*

System failure linked to unnecessarily complex processes, delays in justice, inconsistencies and inequitable access were all noted in *He Waka Roimata* (2019).

**Lack of dedicated youth services.** External participants commented that there was a dearth of reliable, flexible and dedicated youth services, like PARS/Te Ira. Observations were made that services were slack in their dedication to supporting youth, some youth were being dealt with in facilities or processes that were designed for adults, and NGOs were not delivering services that were targeted to meet the needs of the youth justice cohort. Cumulatively, this had the potential effect of keeping people in the system rather than getting them out and keeping them out:

*“My objective is to get them out of prison ...one way is through ...drug and alcohol treatment, you know, residential programs ... those ...programs are all great for older [people] who have been in addiction for 10 years, but they don't work very well for your 18 year old from South Auckland ... they last a minute in those programs. They just can't handle it”*

*- District Court Judge*

During the course of the evaluation, select process improvement barriers noted by external participants, were shared with the PARS/Te Ira senior management team. Consent was given by the external parties to share the information provided.

As noted earlier, PARS/Te Ira actioned process improvements during the evaluation period linked to streamlining and improving referral processes; matching Kairaranga with Rangatahi, updating PARS/Te Ira branding, and proactive engagement with Foundation North to secure ongoing funding.



## WAHANGA TUAONO: OUTCOME EVALUATION AND FINDINGS

This section outlines findings for the outcomes evaluation. It is structured to answer the outcomes evaluation objectives which included assessment of intended and actual client outcomes delivery and systemic benefits. This section begins by iterating the PARS/Te Ira outcomes framework, followed by an analysis of Rangatahi and Whānau (client) outcomes and concludes with an analysis of systemic and unplanned outcomes for staff.

### PARS/TE IRA OUTCOMES FRAMEWORK

Earlier in this report, the outcome framework was outlined. The intended outcomes are associated with 9 outcome domains (summarised below). Based on the analysis of data, it is our view that the service model delivered outcomes linked to each domain.

9 Outcomes Domains (Change Pathways)	Definition	Evidence	Were short-term outcomes delivered?
<b>ŪKAIPO</b>	Whare Tangata, Whakapapa, Connection	Qualitative interviews with internal and external participants	
<b>TURE</b>	Reintegration, Justice system and pipeline	Results from a Most Significant Change (MSC) qualitative evaluation (Shea and Jackson, 2019)	<b>YES</b>
<b>ORANGA</b>	Health & Wellbeing	Facilitated sessions with the PARS/Te Ira team to understand and unpack outcomes	
<b>WHĀNAU HĀPORI</b>	Family & Community Wellbeing	Documentation analysis.	
<b>MĀTAURANGA</b>	Education & Training	Utilisation data	
<b>MAHI</b>	Employment & Work		
<b>WHARE</b>	Housing		
<b>TIKANGA</b>	Cultural Wellbeing		
<b>SYSTEMS</b>	Disrupting the pipeline		

Figure 16: Summary of PARS/Te Ira intended outcomes

## THEMATIC ANALYSIS OF OUTCOMES

The evaluators completed thematic analysis to understand if intended outcomes were delivered. Outcomes were divided into themes and multiple sub-themes as follows:

Themes	Sub-themes	Alignment with 9 Outcomes Domains
<b>1. Rangatahi &amp; Whānau outcomes</b>	Disrupting the pipeline - less restrictive sentencing and keeping youth out of prison Commitment and routine Mana and Confidence Giving rangatahi an opportunity to change Hope Physical and Mental Wellbeing Cultural Wellbeing Improved Whānau Wellbeing and Relationships Housing	Ūkaipo Ture Oranga Whānau Hāpori Mahi Mātauranga Tikanga Whare
<b>2. System outcomes</b>	Making partners jobs easier and more hopeful Compensating for system failure Giving rangatahi an opportunity to change Influencing attitudes to sentencing Relationships with Systems	Systems

### KEY FINDING 3: PARS/TE IRA CLIENTS (RANGATAHI AND WHĀNAU) ARE BETTER OFF ACROSS MULTIPLE OUTCOMES DOMAINS – THE JUSTICE SYSTEM PIPELINE WAS DISRUPTED FOR SOME CLIENTS

Summarised below are multiple sub-themes linked to Rangatahi and Whānau outcomes. Sub-themes are sourced from external participant and client narrative.

**Disrupting the Pipeline - less restrictive sentencing and keeping youth out of prison.** This sub-theme aligns with PARS/Te Ira’s objective to disrupt the pipeline. External participants reported that

rangatahi who worked with PARS/Te Ira achieved less restrictive sentences. It was suggested that this positive outcome was the result of the rangatahi engaging with multiple providers to meet their needs, showing positive behavioural changes, and adhering to bail conditions. Several times, the ability to keep rangatahi out of prison was related back to the calendar of activities designed by PARS/Te Ira for the court.

The positive impact of PARS/Te Ira included early and sustainable release and avoiding prison altogether.

*"[Without PARS/Te Ira, he] would still be serving a sentence... and you would have lost him."*

*-Public defence lawyer*

*"If you seriously want to keep this guy out of jail, we're going to have to keep him occupied for a full week. I want to know exactly what he's going to be doing... activities, training, work, alcohol and drug [support]."*

*-District Court Judge*

As clients attested regarding disrupting the pipeline, PARS/Te Ira:

*"[Is] keeping me out of jail"*

*- Cook Island Māori, 19*

*"I'd still be inside, if you didn't jump on board."*

*- Māori, Male, 22*

*"Staying out of trouble and out of the justice system" (European, Male, 19)*

**Commitment and routine.** Many rangatahi developed the ability to stick to a routine – which was a very significant change:

*"He went away and did [the routine] for about eight or nine months... [for him] a week is a long time."*

*-District Court Judge*

This routine included attending programmes and other prosocial activities.

*"If Te Ira was not available I do not think as many of the young offenders we engage with would have the motivation to connect with providers."*

*-Corrections staff*

Rangatahi also engaged more seriously with court processes shown through attendance and participation. External participants described rangatahi listening more, speaking in a more prosocial manner, communicating with their parents, responding positively to feedback, getting a job, and finding constructive peer groups.

Some clients described important outcomes for them related to commitment and routine. Quotes include:

*“A major thing is I think before I do now. I used to just act, but I really think before I do things now. Little things like using my manners.”*

*- Māori, Male, 21*

*“[PARS/Te Ira] got me into this two-week course. It was a hospitality type course. And then out of that I got two jobs. So yeah, that was really cool. [That was my] first employment, legally [in my life]. It’s definitely something to be proud of, I guess.”*

*- Māori, Female, 27*

**Mana and Confidence.** External participants described how rangatahi regained their mana and developed new confidence through developing skills and achieving goals.

*“[They] become really empowered and really confident.”*

*-Public defence lawyer*

Observations of external participants suggested youth gained a sense of agency, independence, and growth. This manifested itself in youth starting to take more responsibility for themselves.

*“He’ll call me. He comes by himself to appointments, he gets up here, arranges all that stuff, which for him would never have happened.”*

*-Public defence lawyer*

Clients also stated:

*“Getting confidence back—starting to open up to people and not be afraid...to not hold things in.”*

*-Samoan, Male, 21*

*“PARS Te Ira helped [JT] and gave him the confidence to change. PARS Te Ira were always very very positive. He wasn’t surrounded by negative people; he was surrounded by positive people.” -*

*Mother of a Māori Male, 24*

*“If you’d known me before, I wouldn’t open up to anybody. I wouldn’t talk or open up, I’d just sit back and observe, not really talk. But communicating with PARS Te Ira gave me the headspace...to wake up and try to get stuff done...improve.”*

*- Māori and Cook Island Māori, Male, 21*

**Giving rangatahi an opportunity to change.** Evidence suggests that the system is failing Māori (Te Uepū Hapai I te Ora Group 2019, 2019a, 2019b). This contributes to Māori being trapped in the pipeline as there are systemic barriers blocking access to supports that are supposed to help youth break their cycle of disadvantage. According to external participants, PARS/Te Ira gives rangatahi a meaningful opportunity to change their behaviour.

*“Most of them are stuck in a rut, where it's that same cycle and they don't [have a] voice. It becomes their life, and it's like PARS/Te Ira provides us with that bridge to be able to empower them and show them another choice... It allows them... to have that option.”*

*-Public defence lawyer*

Significantly, this could change the life trajectory of a rangatahi.

*“If we can give them the tools here in the hopes that we don't see them back again, they've got a much better chance of going to a different path than later on down the track.”*

*-Public defence lawyer*

**Hope and Optimism.** Research suggests that Hope is a protective factor for youth (Sulimani-Aidan, 2019). As stated in Suliman-Aidan's research into the relationship between Hope and youth mentoring:

*“Hope is considered a psychological strength buffering stressful life events among adolescents”  
(p.134).*

Lawson-Te Aho (2016) states that circumstances which help to develop and/or embed Hope for Māori include:

- Positive relationship with peers and family are important to maintain hope in Māori youth
- Hope is supported by positive relational environments e.g. a non-judgmental family, stable family relationships
- Hope is also supported by knowledge of one's cultural identity; learning about being Māori; faith; a capacity to see life beyond the immediacy of survival, setting and achieving personal goals

Love et al (2017) state that enablers of Hope for Māori include having a vision, increased confidence, self-efficacy, collective and individual pride, self-esteem, identifying development pathways, uptake and recognition of opportunities.

PARS/Te Ira's service delivery model and approach strived to build hopeful youth, and increased Hope was expressed several times by clients:

*“Getting hope. Feeling hopeful again.”*

*- Samoan, Male, 21 years old*

*"I never really had any hopes or saw a future for myself, like a real future. Like, I have goals now and things I want to work towards. Not just for myself, but for my kids' future as well."*

- Māori, Female, 27

**Physical and mental wellbeing.** PARS/Te Ira clients described benefits linked to improved physical and mental wellbeing. Wellbeing ranged from reduced drinking and feeling less depressed through to a more hopeful attitude (discussed earlier), improved appearance and fitness.

As noted by this client with respect to her mental health:

*"I'm more conscious of the things that I do and mindful of my attitude towards things. I'm mindful about the type of people that I want around me. [My mental health] is really good compared to how I was. This is the longest...that I've been where I haven't fallen back into a depression or feeling useless or good for nothing."*

- Māori, Female, 27

And, with respect to her physical health:

*"It's like, good. I mean, there's the fact that I don't rely on drugs and alcohol anymore. When I first came up it was hard, going without the drugs. But I hadn't felt what it felt like to be happy and sober. I didn't realize. I hadn't felt that in years. To realize that you can have fun or just be genuinely happy without drugs or alcohol."*

As this client states with respect to his health post involvement with PARS/Te Ira:

*"Physical health is good. I feel better, I like my weight now. Not a user now. I'm not going back. It's gangster. Good, very good. It's [mental health] heaps different from how I used to be. Good different. Like way better than how I used to think and feel about things in the past."*

- Māori, Male, 22

**Cultural Wellbeing.** Some clients spoke of their growth in cultural identity and wellbeing:

*"[The most significant] is the spiritual side, like the Māori, getting in touch with my culture. The identity, the cultural significance of stuff. It was something I'd never really learnt. It was cool as, straight up, to be honest."*

- Māori, Male, 21

Clients were encouraged to enrol in activities or participate in strengthening their cultural identity e.g. te reo classes. Strength and pride in one's cultural identity is a recognised protective factor for resilience and also pipeline disruption (Gluckman, 2019).

**Less isolation.** It was suggested that the amount of face-to-face time that PARS/Te Ira staff spent

with Rangatahi was therapeutic and appeared to reduce isolation. One participant described how a Rangatahi's confidence grew through spending time with their Kairaranga. This created a positive relationship.

Another said:

*"[The relationship is] really, really meaningful for him because I think he feels isolated."*

*-Public defence lawyer*

Reconnection with whānau, is also likely to support less isolation and perhaps more importantly, inclusion and belonging. Youth and external participants commented several times about the importance of whānau and connectedness.

**Improved Whānau Wellbeing and Relationships.** Many clients spoke of improved relationships with their whānau; many of whom had been previously estranged due to 'burned bridges'.

Quote reference how PARS/Te Ira were:

*"a light at the end of the tunnel"*

*-Mother of Māori, Male, 24*

And how the service:

*"Helped me to have confidence in myself and hold my head high. I know that family are of value to me the most. Before I didn't, but now I understand that family is always there. And PARS, they're awesome. They helped me learn how to find my way and not always look back, just keep moving forward."*

*- Māori, Male, 19*

A mother of a Rangatahi stated:

*"Has his whānau still, when he nearly lost them. The last incident was the last straw. All good, kei te pai, he's changed since the last incident. [She] love[s] him so much but didn't like him. But it's getting better. His attitude is so much better"*

*Mother of Māori, Male, 20*

One client spoke of how he had reconnected with his immediate and wider whānau. He was regularly attending parenting classes and was committed to creating a new relationship with his children:

*"I look forward to every day, see what it brings", with his number one goal being "to be a dad, a father."*

*- Māori, Male, 22*

**Housing.** Utilisation data supplied by PARS, showed that clients received access to housing. See Wahanga Tuawhā.

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## KEY FINDING 4: PARS/TE IRA HAS CONTRIBUTED TO IMPROVING THE CRIMINAL YOUTH JUSTICE SYSTEM

Outlined below are multiple sub-themes linked to narrative sourced from external participants about system level outcomes, as follows:

**Making partners jobs easier and more hopeful.** External participants reported increased job satisfaction as a result of working with PARS/Te Ira. Some participants expressed a sense of hopelessness experienced in their work, and the lack of positive change stemming from other initiatives.

*“It’s empowering for us as lawyers to be able to [work with] a service that... has that common goal.”*

*-Public defence lawyer*

Several external participants also reported that their jobs were easier due to PARS/Te Ira facilitating Rangatahi access to services and working in collaboration with them.

**Compensating for system failure.** PARS/Te Ira bridges gaps in the system. One example noted by external participants was the ability of the team to enable youth to access government-funded providers, they would have otherwise been unable to access. This was credited to the team’s flexibility and ability to respond quickly to youth. A second example provided was how the service compensated for under resourcing in other areas – participants at the Department of Corrections and the Public Defenders Service, reported that they would like to offer more practical and face-to-face support, but did not have time.

*“PARS/Te Ira do a lot of work with the whānau and family that we’re not able to do because... we’re restricted by time, resources.”*

*-Public defence lawyer*

Another example of the system level work delivered by PARS/Te Ira, was in the field of pre-sentencing reports. The purpose of pre-sentencing reports is to provide the Judge with relevant information about the rangatahi and their life circumstances. PARS/Te Ira were able to write reports based on their relationship with the rangatahi and their whānau. External participants noted that as Rangatahi trusted PARS/Te Ira, the Kairaranga were able to access and share personal information that reminded the Judge and other staff, that the Rangatahi was a ‘real person’ (in contrast to the deficit-focussed information usually found in pre-sentencing reports).

*“[His] dream is to be a present father to his son... It might [not] seem like... the highest aspirational goal in the world, but for him it’s really, really important... It just gives the Judge and me reminder that we’re dealing with a real person and shows that the PARS/Te Ira have been listening to the people.”*

*-Public defence lawyer*



By presenting the Rangatahi as a whole person in the court room as opposed to a series of deficits, reports informed by PARS/Te Ira brought personal, socioeconomic, and equity-based information to the forefront. While there are currently no sentencing discounts for most forms of disadvantage, it is possible that PARS/Te Ira's work could help initiate court room conversations about equity and social justice.

**Influencing attitudes to sentencing.** PARS/Te Ira's work and the ensuing positive outcomes described so far have fostered increased Judicial interest in more rehabilitative approaches to sentencing.

*"The higher courts are catching on to what's happening in the District Court... The Appeal Courts, which set the sentencing levels are starting to wake up and realize that our old system of very stiff penalties for serious crimes and shoving people into categories maybe isn't the right thing. And they are starting to review it."*

*-District Court Judge*

Gluckman (2018) suggests that harsh punishments have minimal preventative effect. As noted earlier in this report, youth require multiple and early engagements to disrupt the pipeline, including alternative and prosocial interventions. Te Uepū Hapai I te Ora Group (2019) states that alternative processes are preferable, and these include restorative and tikanga-based processes alongside more opportunity to divert cases out of the formal justice system. The kaupapa of 'alternative processes' was often raised by the PARS CEO during the evaluation as a key pipeline disruptor.

**Relationships with systems.** Rangatahi engaged with PARS/Te Ira have had a large number of negative experiences with systems and agencies, including the criminal justice system. Participants reported that PARS/Te Ira gave rangatahi a positive experience with systems. This was supported by PARS/Te Ira's caring relationship with their clients and PARS/Te Ira's input and advocacy to support fairer interactions with the court and other agencies. External participants also stated that this engagement resulted in rangatahi being able to access providers such as healthcare and training institutes (wraparound services). In turn, this seemed to support better outcomes in court.

*"PARS/Te Ira has definitely given ... offenders a new pathway to connect with external providers, making it easier for the offenders to engage and giving them a stable source of support in an often turbulent and confusing time of their lives."*

*-Corrections staff*

A Judge described how rangatahi attitudes about the court process – and their lives – had changed. He suggested rangatahi had started to believe that a positive outcome was possible.

*“[Before PARS/Te Ira] they [didn’t] expect anything good out of the process... [now they] know why we are going through these processes and they know the outcome is going to be good.”*

*-District Court Judge*

The fact that rangatahi have had positive experiences in the system is the antithesis of what recent New Zealand reports have stated (Te Uepū Hapai I te Ora Group, 2019, 2019a, 2019b).

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#### KEY FINDING 5: PARS/TE IRA STAFF ARE BETTER OFF –AN UNPLANNED OUTCOME

Staff outcomes were not initially factored into the outcomes framework however it became obvious during the evaluation, that PARS/Te Ira staff experienced multiple outcomes. These ranged from improved professional skillsets (through training and development focused on best practice use of solutions-focused thinking and whānau-centred practices) through to fulfilment of their professional and personal aspirations.

When evaluators enquired of the Kaihautu and Kairaranga about what they liked most about their work, they stated:

*“The shared passion to help our most vulnerable actualise their potential and watching them stand in their Mana. Influencing the system through our mahi, advocacy, processes and kaupapa to have the courage to make the change we as a Nation need to make in order to smash the pipeline that continues to lead our vulnerable whānau into these harmful situations and environments.”*

*“Being a part of an amazing team and witnessing the growth and transformations of our Rangatahi, gaining their independence and watching them flourish in their successes!”*

*“Sense of fulfilment. Gratitude from the whānau and rangatahi. Smashing the pipeline of disadvantaged rangatahi.”*

*“The PARS Whānau. Not only are we as staff of PARS a whānau, but we welcome everyone who comes through our doors as whānau. We celebrate each other's achievements, both staff and clients, and support each other through difficult experiences as if they were our own.”*

*“The flexibility, support of management and colleagues, and culture right throughout the PARS organisation.”*

These were unplanned outcomes. PARS may wish to incorporate staff outcomes more explicitly in any updated outcomes framework, moving forward.

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## KEY FINDING 6: PARS/TE IRA ACHIEVED ITS SERVICE DELIVERY GOALS

A final key finding of this evaluation relates to PARS/Te Ira's service delivery goals. When embarking on model redesign, PARS reset the goals of PARS/Te Ira. Understandably, the goals were specific to the criminal justice system.

As noted in Wahanga Tuawhā, the longer-term goals were to restore and heal intergenerational *mamae* (grief and hurt) and pain. This included breaking intergenerational *pipelines* of disadvantage and supporting whānau to realise their full potential.

Short to medium term service delivery goals were:

1. **To disrupt** the youth criminal justice system pipeline
2. **To deliver** a wide range of outcomes that support Rangatahi (12-24) to get out and stay out of the system
3. **To build** Rangatahi and Whānau resilience and capability to lead their own solutions and fulfil self-determined goals and aspirations.

Based on the data, it is suggested all three short-term goals were achieved:

**Disrupting the system** - In our view and based on the data, the process and outcomes data suggests pipeline disruption. One of several examples from the data saw external participants congratulating PARS for achieving improved Rangatahi access to services, more active engagement and participation in the system and more hopefulness that the system might work).

**Delivering outcomes** – Rangatahi, Whānau and external participants spoke about several outcomes. Importantly, PARS disrupted the pipeline as multiple Rangatahi achieved early sustainable release.

**Resilience and capability** – Several resilience oriented protective factors were noted in the data from agency through to confidence, access to protective resources (e.g. a job, housing), Hope and improved cultural confidence (to name a few). Delivery processes also supported agency and self-directed goal setting.

## WAHANGA TUAWHITU: CONCLUSION & OPPORTUNITIES FOR FUTURE DEVELOPMENT

This section summarises key findings of the evaluation and recommends a range of strategies or actions that maximise opportunities for future development. Recommendation support barrier mitigation, strengths enhancement, strategic and systems-level growth.

The evaluation revealed a significant number of strengths and successes. A standout quote from an external participant, summarises the cumulative positive impact of PARS/Te Ira:

*“[PARS/Te Ira] is the blueprint for the future”*

- *District Court Judge*

This process and short-term client impact evaluation sought to understand and describe the PARS/Te Ira service delivery model and implementation from mid-2018 to December 2019. It also sought to understand intended and actual outcomes delivered to Rangatahi and Whānau (clients) and also at a Systems level.

Wahanga Tuawhā and Tuarima provided an overview of the design and implementation of the PARS/Te Ira service. The evaluators described model design from its whakapapa through to the quantum of services delivered. Whilst the model retained some core design features from the original Te Ira JV design, in our opinion, there were six unique design features that enabled PARS to develop a service aligned to their justice system niche, strengths and strategic points of difference, such as Te Paa Tūwatawata.

An important part of PARS' differentiation was its new service goals, a tailored outcomes framework and therefore fresh expectations regarding delivery and implementation success. A critical success factor in our view, was PARS leadership at multiple levels of the organisation.

What was most impressive about the process data, was repeated external participant compliments about the approach used by the team, the high calibre and quality of the team, and the team's unwavering commitment to delivering an agile and flexible service that was culturally sensitive, which valued client voice, that was motivational and practical. Sometimes, it is the simplest of supports that makes the greatest difference.

Key aspects of what and how the team delivered PARS/Te Ira, aligned with several evidence-based descriptors of 'what works' (see Wahanga Tuatoru). Notable delivery processes included a service that:

- Was designed to respond to root causes and presenting factors
- Was focused on disrupting the pipeline
- Was multi-dimensional and fosters positive youth development practices
- Prioritised youth and whānau voice
- Valued kaupapa Māori and mātauranga Māori led solutions
- Was beginning to use neuroscience and adolescent brain development research to support solutions (via Manawaroa and clinical competencies in the leadership team)

- Was culturally safe and competent
- Was using data to inform design and delivery
- Invested in its workforce
- Understood the benefits and processes that can start to disrupt the pipeline (e.g. calendar of activities)

Some process and delivery barriers were noted, but on the whole, they are not insurmountable. The most urgent barrier is the uncertainty of sustainable funding (discussed later in this section).

Wahanga Tuaono outlined Client (Rangatahi and Whānau) outcomes and wider Systemic outcomes. As noted in that section, the data suggests that the service has delivered multiple client outcomes across a wide range of domains. What was most impressive was the ability of the service to enable Rangatahi and Whānau to get out and stay out of the system (even in the short-term). Inevitably, with the ongoing support of the service, this will provide youth and their families with the ability to heal, to rebalance and begin to restore their collective mana and mauri. The client and external participant narrative were particularly moving to read and analyse. Taking into account the research in this report about a criminal justice system that is characterised (unfortunately) as failing and even harmful, we were heartened to see how PARS/Te Ira inspired trust, confidence and hope that the system may actually fulfil its potential to be a 'pathway of excellence' for equity and social justice for all.

The range of outcomes delivered by PARS/Te Ira, including the problems they sought to mitigate and the strengths they supported clients to build, aligns with evidence in Wahanga Tuatoru about what the causal factors or drivers of crime for youth are. For example, improving youth connectedness and relationships with whānau are acknowledged protective factors, as is access to the basic necessities of life (i.e. somewhere safe to live and kai on the table), the ability to work and improve one's income security, and the ability to access services that help mitigate the negative effects of trauma, poor health status, adverse childhood events, cultural alienation or years of inequitable access to systems and supports that were supposed to deliver improved wellbeing.

## OPPORTUNITIES FOR DEVELOPMENT

As with any service, there are opportunities for development. This section makes recommendations that are contextualised to the evaluation period (unless otherwise stated). They are not mutually exclusive and implementing some will rely on action associated with others.

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### SERVICE DESIGN AND DELIVERY OPPORTUNITIES

As noted, PARS/Te Ira was specifically designed to refocus efforts on the complex and dynamic needs of Rangatahi and Whānau in the criminal justice system pipeline. This design shift inevitably 'raised the stakes' for the new Te Ira service compared to the former JV model (e.g. it was argued by the PARS/Te Ira team that Rangatahi and Whānau needs were more complex compared to youth who are Y-NEET and not engaged in the criminal justice system). In addition, external participants commented that there was a dearth of services that catered for the needs of Rangatahi in the justice

system. Together, it seems that these two factors contributed to high levels of demand for PARS/Te Ira. This demand has continued to grow and at the time of writing this evaluation report, PARS/Te Ira had a waiting list of 20-30 clients.

Therefore, one of the biggest challenges for PARS/Te Ira will be its ability to meet supply and demand moving forward. At the time of the evaluation, the team was relatively lean, it was already experiencing perceived capacity issues and there were opportunities to improve some processes from a continuous quality improvement perspective (e.g. streamlining ongoing data collection processes and analysis).

Existing supply and demand issues will become even more pronounced if the team decides to expand its niche and progress its plans to deliver services across the entire pipeline: Before, In and After. Which, in the evaluators view, is a natural next step for PARS subject to capacity, risk management and sustainable funding.

In our view, additional issues linked to the future design and delivery of PARS/Te Ira are likely to be the future skill mix of its team based on the complex needs of Rangatahi, and potential clinical service growth. This will require appropriate client: staff ratios that are scoped to the client cohort; potential adoption and customisation of specific theories and evidence linked to disrupting the pipeline (e.g. Developmental Crime Prevention with cultural specificity) and last but not least, consolidating and expanding on strengths.

In line with this summary, the evaluators recommend that PARS/Te Ira:

1. **Celebrate success** –find the time to celebrate the findings of this evaluation which showcases process strengths, client and system-level outcomes.
2. **Maintain and strengthen ‘what works’**- along with celebrating success, use the findings in this report linked to Enablers and plan for ways to enhance these strengths to maximise their ongoing value. For example, continue to invest in professional development of staff and processes.
3. **Develop short and long-term sustainable funding strategies**–this is PARS most urgent risk. During the evaluation period, PARS senior management were already engaging with Foundation North to discuss potential funding relationships post 2020. PARS senior management stated that philanthropic funding was generally more agile and flexible compared to funding from government agencies. This funding agility supported the team to be equally agile in its delivery to clients and this was certainly noted as a positive feature in the qualitative interviews.

Regardless, PARS/Te Ira will need ongoing and preferably longer-term funding from mid to late 2020 or the team and model may have to be diverted to deliver another service contract (and run the risk of being less agile due to contractual inflexibility) or worst case scenario, it could be wound up. The lack of sustainable funding was an issue raised by external justice system participants and one that we are sure would be of significant concern to them, if this situation were to eventuate.

Once funding is secured, it is also suggested that PARS put early effort into development and

implementation of a future funding sustainability plan. Creating and maintaining appropriate levels of resources is a key success factor (Williams and Cram, 2012)

4. **Invest in creating a comprehensive Service Development Strategy** – use the research and evidence outlined in this report to inform a service development strategy which clearly outlines PARS future roles within and across the pipeline including: Before, In and After. PARS are encouraged to use the pipeline analogy in Wahanga Tuatoru which summarises evidence-based strategies and ‘what works’.

It seems that proven preventative strategies like Developmental Crime Prevention, Desistance and multiple other delivery strategies outlined in this report, may further enhance PARS strengthening its service delivery niche. In addition, strategy development can leverage off utilisation data findings in this report e.g. PARS/Te Ira provide the majority of its services to 17-24 year old Māori males. PARS could deliver to a wider age and gender range. If PARS/Te Ira wish to expand its services to a wider client demographic over time, this will require concomitant customised service model design, process development and staged implementation.

PARS/Te Ira are considering how to design and deliver targeted clinical and therapeutic services to youth and their whānau. Early internal discussions have been held about delivering services such as mental health and psychology e.g. kaupapa Māori Cognitive Behavioural Therapy, primary healthcare, alcohol and other drug services and many others. The evaluators agree that PARS/Te Ira should consider developing and/or delivering clinical and therapeutic services to youth and their whānau as part of PARS/Te Ira’s emerging Te Paa - Ecology of Care.

This will require understanding clinical service delivery gaps and potentially new models of care associated with PARS/Te Ira’s approach. This will require new relationships, skillsets, a mixture of capital and operational expenditure.

PARS/Te Ira is encouraged to continue investigating clinical delivery options including operational planning into aspects such as potential partners, finance, staff skill mix, associated back office support systems (e.g. IT, health and safety), alignment to emerging strategy and perhaps most importantly, prioritisation of its growth strategy and timing. Other critical aspects to consider may include:

- Chronological vs. maturity ‘age and stage’ issues
- General neuroscience and adolescent brain development science
- Equity and Whānau Ora
- Early intervention and life course approaches
- Workforce development
- An outcomes focused pipeline
- Targeted engagement with youth at ‘peak’ utilisation ages and/or prevention stages
- Gender responsiveness

- Addressing (more) root causes vs. presenting issues
5. **Complete supply and demand modelling** –supply and demand modelling based on the current and future state of PARS/Te Ira will be important. Prospective modelling will be associated with future service development strategy. This may include the design and implementation of short- and longer-term approaches to risk manage barriers and create more enablers. Issues like client: staff ratios, staff gender and cultural mix; processes that manage supply and demand risks (such as surge capacity, funding contract flexibility and waiting list policies) in addition to modelling demand pathways. Modelling will also support ongoing staff wellbeing.
  6. **Continue to strengthen its focus on outcomes and maintain outcomes currency**– PARS updated its outcomes framework during the evaluation. Proving impact is an important part of provider success. It would be worth PARS continuing to update its outcomes approach and this will be necessary if it expands service delivery reach across and within the pipeline. Irrespective, PARS should keep its outcomes framework current and also aim to predict important future outcome trends or priorities linked to emerging evidence and best practices. This should include consideration of how to measure longitudinal outcomes and how to ‘track and trace’ client outcomes over time.
  7. **Continue to invest in data management and use** – From mid-June 2018, PARS has invested time and effort into upgrading its client management system, data collection and analysis processes. At the time of the evaluation, PARS was experiencing some ‘normal’ developmental barriers linked to emerging data design, data collection processes and lack of dedicated analytics capacity. This hindered PARS ability to use their data to inform regular data-led performance improvement and process design during the evaluation period.

PARS are already in the process of continuous quality improvement of its data management and is encouraged to continue and prioritise efforts particularly linked to outcomes data design, streamlining collection and rapid analysis for use. Issues to think about are reviewing and refining its outcomes data set and tracking outputs and outcomes data for clients over time.

At some stage, there may also be opportunity for PARS to link its data with data held by other agencies or exchanges, like the Ministry of Justice or centralised integrated data sets.

8. **Continue to apply the Most Significant Change methodology as part of its quality management approach**–PARS/Te Ira should consider adopting and using this qualitative methodology in order to build on the first report and to continuously learn from youth and whānau voice about ‘what works’ and what matters. It could become part of PARS’ quality assurance system.

In conclusion, although PARS/Te Ira is a relatively new service, it seems to be making a positive impact on the lives of its clients and select justice system partners. In the words of partners working in the system:

*“All the other Judges ask about PARS/Te Ira because... there is a huge need for it.”*



*-District Court Judge*

*“We've been doing this job for so long and... it's just in the two years that we have PARS/Te Ira around [that] you see the hope.”*

*-Public defence lawyers*

At a population level, a pipeline disrupted, has the potential to reduce youth crime and intergenerational trauma, decrease the pressure on the criminal justice system, and improve societal wellbeing. At a client level, a pipeline disrupted, has the potential to rebuild youth and whānau capacity and capability to thrive, to be well and most importantly to fulfil their self-determined goals and moemoea (dreams and aspirations).

No child born in Aotearoa is born to fail. All children are born with the utmost potential. PARS/Te Ira is a conduit for that potential and with long-term resourcing coupled with evidence-based growth and development; it could prove to be one of New Zealand's most successful levers to help transform the criminal justice system and build sustainable Rangatahi and Whānau wellbeing.

## APPENDIX 1: EVALUATION TEAM PROFILE



Sharon Shea



Dr Melissa Cragg



Michelle Atkinson



Liz Jackson

### Roles and responsibilities

Who	What	Qualifications
<b>Sharon Shea</b>	Lead evaluator Report writer Data collection and analysis	MSc Comparative Social Policy, Distinction (Oxon) BA/LLB (Auckland)
<b>Michelle Atkinson</b>	Senior Consultant	BSocSci Social Work (Waikato)
<b>Liz Jackson</b>	Senior Consultant	MMgmt Studies, Distinction (Victoria); BA, Distinction (Colby College, Maine)
<b>Dr Melissa Cragg</b>	Independent peer review and quality assurance	PHD, Māori Studies (Massey) BA, Hons (Massey) BA, Māori Studies & History

## APPENDIX 2: AN OVERVIEW OF THE ORIGINAL TE IRA JV SERVICE DELIVERY MODEL

### TE IRA'S VISION, MISSION AND CALL TO ACTION

According to the Investment Plan, Te Ira's Vision and Mission were to turn the tide "from disadvantage to advantage" (p.16) and "helping whānau to build a better tomorrow, today" (p.16). The priority client cohort was children (0-5), Y-NEET<sup>20</sup> (12-24) and their whānau.

The objective was to position clients to achieve intergenerational success in South Auckland. A specific Call to Action was invoked by PARS and Turuki in their Investment Plan:

*"Not one more generation of disadvantaged children and youth" (p.10)*

Te Ira sought to address the escalating volume of children, Y-NEET and their whānau who were vulnerable in South Auckland and suffering from "persistent, preventable and inequitable outcomes." (PARS and Turuki Healthcare Trust, 2015, p.10). The partners stated that vulnerability increased significantly when children and Y-NEET were Rangatahi or whānau Rangatahi.

PARS and Turuki provided a wide range of evidence (quantitative and qualitative) to show that children, Y-NEET and their whānau were 'stuck' in revolving cycles of disadvantage and that these cycles ranged from living in poverty and unstable housing, through to poor levels of health, engagement and overall compromised opportunities for future success.

Notably, the partners spoke about a system that failed to address root causes and focused more on dealing with presenting issues that required immediate attention (e.g. a prisoner had no identification or home to live in, but underlying these presenting factors were years of poverty and unrealised potential that remained unaddressed). The partners also spoke strongly about years of ineffective service delivery for Rangatahi and wider unaddressed system barriers; all of which, they stated, resulted in unrelenting inequities.

Compelling evidence about unmet need and inequities experienced by whānau Rangatahi (PARS and Turuki Healthcare Trust, 2015, Just Speak, 2012, SUPERU, 2015, Bennett, 2011, Office of the Childrens' Commissioner, 2015), included:

- Children with a parent in prison were 5x more likely to be imprisoned compared to children of parents who had never been imprisoned
- There were 20,000 children in New Zealand with a parent in prison
- Māori comprised over half the prison population
- Children in care were 17x more likely to end up in jail
- ~30% of children in care (aged between 14-16) were being charged with offences, compared to about 1 percent of similar aged children in the general population
- 15-19 year old taiohi Rangatahi (categorised as offenders) experienced the following:
  - 92% had a learning disability
  - 53% had ADHD symptoms
  - 83% had a CYFS record (indicating previous interventions)

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<sup>20</sup> Youth – Not in Employment, Education or Training.

- 88% were reconvicted within 60 months
- 71% were reimprisoned within 60 months

Data presented earlier, in Section Toru, painted a similar and current 'grim' picture.

## **TE IRA'S PROPOSED SERVICE DELIVERY MODEL**

### **Principles and Operational Goals**

Four principles underpinned the model:

1. Whānau are a key Māori social and cultural unit – recognising that whānau are central to ongoing success.
2. A life course approach – recognising that interventions should be customised to meet needs across the life course, not just at a single point in time.
3. Whānau are experts in their own right – noting that whānau should be respected for their knowledge and agency, and that professionals are not the only source of expertise in a service delivery model.
4. Early intervention – noting that early intervention is more likely to support longer-term positive outcomes.

Te Ira had four operational goals:

1. An unrelenting pursuit of improved outcomes
2. World-class contemporary governance
3. World-class operational excellence
4. Accountability for quality, progress and impact

These operational goals were designed to guide annual implementation and service delivery.

### **Te Ira Outcomes Framework and Change Pathways**

PARS and Turuki agreed that staff would engage directly with whānau to deliver an integrated range of cross-sectoral services based upon a shared 'entry to exit' process. The 8 Change Pathways were designed to mitigate client risk factors, strengthen protective factors and were the basis for the Te Ira outcomes framework:

## **TE IRA GOVERNANCE & MANAGEMENT**

The Te Ira JV was governed by a dedicated Board and eventually a dedicated team (which changed in form and composition over time).

The current Board comprises the following members:

- Chair – Stephen McKernon
- Member – Professor Tracey McIntosh
- Member – Richard Barnett
- Member - Tony Tumai



Figure 17: Te Ira's Outcomes Framework for Y-NEET

A description of the Change Pathways is outlined below:

Change Pathway:	Descriptor:
<b>Pathway 1: TE IRA Ukaipo</b>	A pathway dedicated to improving the wellbeing of hapu (pregnant) mama/mothers, newborn babies and children (0-5 years)
<b>Pathway 2: TE IRA Oranga</b>	A pathway dedicated to improving a client's physical, spiritual and mental wellbeing
<b>Pathway 3: TE IRA Matauranga</b>	A pathway dedicated to improving client's educational opportunities and success
<b>Pathway 4: TE IRA Whare</b>	A pathway dedicated to improving stable and healthy housing
<b>Pathway 5: TE IRA Whānau &amp; Hapori (Community)</b>	A pathway dedicated to building connected, supporting and nurturing relationships within families and also within communities. Creating a sense of belonging, identity and active citizenship
<b>Pathway 6: TE IRA Tangata</b>	A pathway dedicated to supporting clients to regain and/or gain cultural knowledge, awareness, competence and identity. Whilst the priority focus is on Māori culture, TE IRA Tangata is inclusive of all cultures
<b>Pathway 7: TE IRA Mahi</b>	A pathway dedicated to creating employment opportunities for clients
<b>Pathway 8: TE IRA Ture Tika</b>	A pathway dedicated to supporting clients through and/or out of the legal and justice systems

Figure 18: Te Ira's 8 Change Pathways

Inherent within the 8 change pathways, was a commitment to influencing systemic level change. This included a desire to identify and remove barriers through means such as advocating for change at government policy, agency or client levels.

### **Service Delivery Pathway**

A delivery process was agreed which included 5 core steps:



## APPENDIX 3: MSC EVALUATION OVERVIEW

In 2019, Shea Pita worked with the PARS/Te Ira team to implement MSC. MSC was used to gather qualitative data about short-term client impact or outcomes. MSC is an internationally renowned methodology that privileges client and provider voice to articulate outcomes linked to significant change narrative. The following steps were completed:

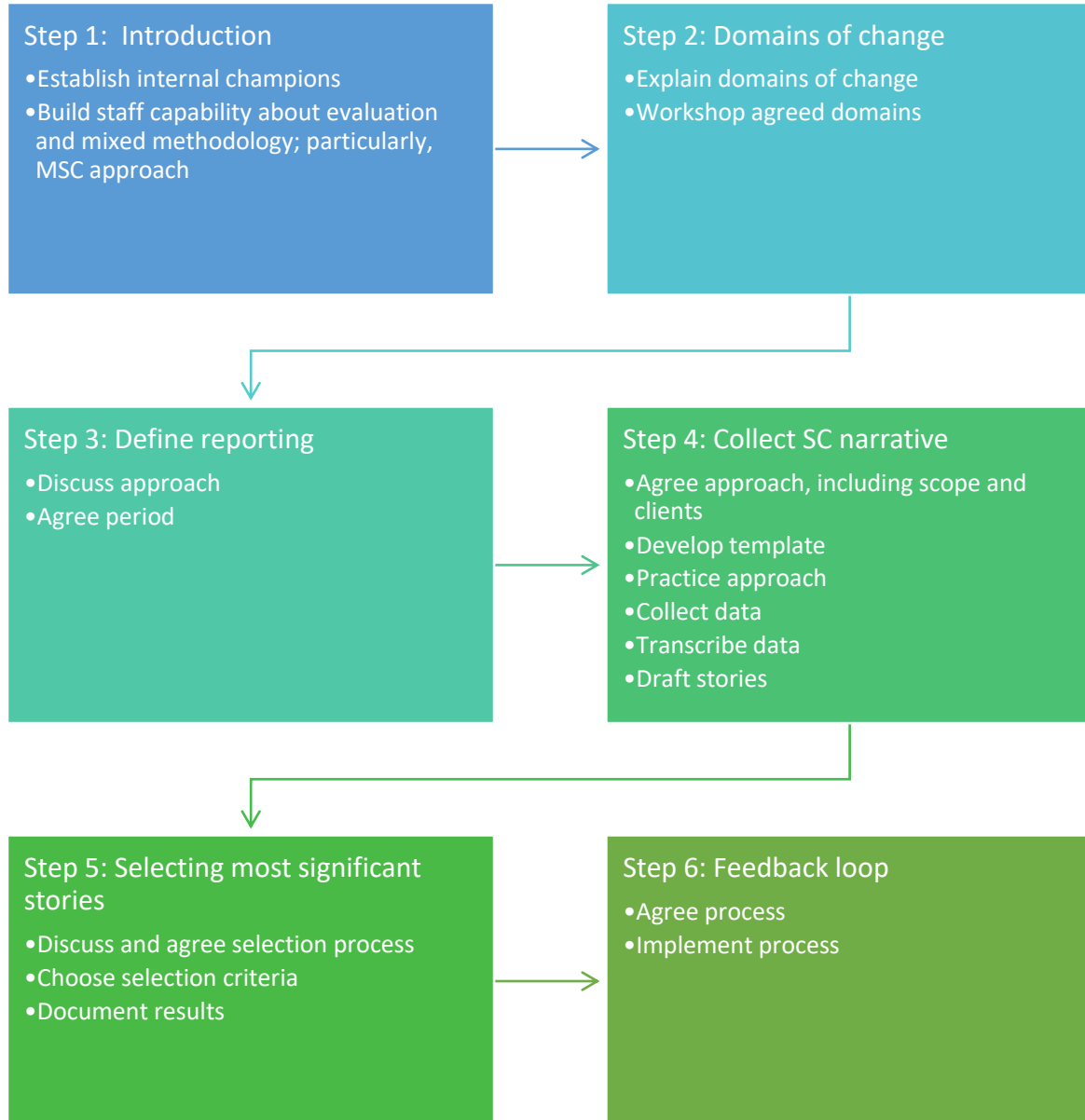


Figure 19: MSC implementation process

A companion report was produced: Shea, S. and Jackson, L. (2019), *PARS Te Ira Programme Most Significant Change Stories: Final Evaluation Report*, PARS: Auckland. This is accessible via PARS.



**APPENDIX 4: SUMMARY OF PARTICIPANTS (INTERVIEWEES)**

Interviewer	Who	When	Method	Focus
<b>Lead Evaluator (Sharon Shea)</b>	District Court Judge	August, 2019	Semi-structured qualitative interview, face-to-face	Process Outcomes
<b>Lead Evaluator (Sharon Shea)</b>	Public Defence Lawyers (x2)	August, 2019	Semi-structured qualitative interview, via Zoom, phone and email	Process Outcomes
<b>Lead Evaluator (Sharon Shea)</b>	Probation Staff, Department of Corrections (x2)	August, 2019	Semi-structured qualitative interview, via Zoom, phone and email	Process Outcomes
<b>Lead Evaluator (Sharon Shea)</b>	PARS CEO  PARS, General Manager, Business Development  PARS/Te Ira Kairaranga (x3)	July 2019- December 2019	Semi-structured qualitative interview, via Zoom, phone and email	Process Outcomes
<b>PARS/Te Ira Kairaranga (trained by the Evaluators)</b>	PARS/Te Ira Clients (x11)	July 2019-August 2019	MSC structured qualitative interviews via face-to-face, video and phone	Outcomes
<b>PARS Team Member</b>	Pou Oranga / Pou Ārahi	August 2019	Semi-structured qualitative interview, via Zoom	Process Outcomes
<b>TOTAL</b>	<b>22</b>			

## APPENDIX 5: EVIDENCE-BASED STRATEGIES TO PREVENT ENTRY INTO THE JUSTICE SYSTEM PIPELINE

Strategy	Example
<b>1. Break the intergenerational cycle</b>	Parenting programmes, Maternal mental health
<b>2. Support families with infants (0-2)</b>	Home visitation programmes, Caregiver mental health and AOD programmes, quality childcare, Neighbourhood and community resources
<b>3. Address severely challenging behaviour early (early predictor of negative outcomes)</b>	Child mental health and behavioural support services
<b>4. Support caregivers</b>	Training and development, respite care, capacity building
<b>5. Effective parent management training</b>	Evidence-based parenting programmes; focused on younger children
<b>6. Early Childhood Centres</b>	New ways to target self-regulation., social and verbal skills, caregiver warmth and attachment, and behaviour management strategies
<b>7. Schools</b>	Targeted assistance to schools who provide social and emotional learning (SEL). Including keeping children in school, restorative school practices, additional resources for children in need (developmental disorders, disabilities, ADHD, mental health issues, learning difficulties).
<b>8. Life-course persistent offenders <sup>21</sup> start young</b>	Target interventions with aggressive children, child offenders (10-13) and ‘delinquent’ youth
<b>9. Find “family” alternatives to gangs</b>	Almost half of prisoners are affiliated to a gang. Share information across agencies to identify risks and engage earlier in developing prosocial relationships, cultural and community engagement and belonging as a counter to gangs.

<sup>21</sup> Are categorised as youth offenders whose lives are characterised by being in ‘lifelong trouble’ and whose ‘troubled’ behaviours are evident before adolescence vs. adolescent-limited offending, which relates to youth to engage in risk-taking behaviours but this is time and age-limited (Gluckman, 2018).

Strategy	Example
<p><b>10. Older children and adolescents benefit most from multi-level, therapeutic interventions</b></p>	<p>Intensive, home-based programmes based on multi-level systemic interventions that focus on the “system” around the individual and their whānau (physical, mental, cultural, school, peer/family relationships, community, etc).</p>

Table 5: Summary of ten ways to disrupt pipeline entry pathways (Source: Gluckman, 2018; adapted by Shea Pita & Associates)

**APPENDIX 6: PARS/TE IRA TEAM PROFILE**

		Part of team during evaluation period
<b>Name</b>	<b>Lesley Fofomaitulagi Molia</b>	<b>YES</b>
<b>Role</b>	Kaihautu / Service Leader	
<b>Ethnicity</b>	Samoan, 30-40, Bachelor of Social Practice	
<b>Length at PARS</b>	3 years	
<b>Name</b>	<b>Dorice Nandlal (Reece)</b>	<b>YES</b>
<b>Role</b>	Kairaranga	
<b>Ethnicity</b>	Māori, English, Irish & Scottish, 40-50, Trade Certificate in Hairdressing.	
<b>Length at PARS</b>	2 years & 9months	
<b>Name</b>	<b>Li 'Ilolahia</b>	<b>YES</b>
<b>Role</b>	Kairaranga, Tongan, 40-50, Bachelor of Commerce	
<b>Length at PARS</b>	19 months	
<b>Name</b>	<b>Aupiu Pritchard</b>	<b>NO</b>
<b>Role</b>	Kairaranga, Samoan, 20-30, Bachelor of Sport (Major in Physical Education), Diploma in Fitness & Health	
<b>Length at PARS</b>	8 months	
<b>Name</b>	<b>Miquela Jordan-Subritzky</b>	<b>NO</b>
<b>Role</b>	Kairaranga, NZ Māori / NZ European, 20-30, Bachelor of Science	
<b>Length at PARS</b>	8 Months	

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