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**CHRISTCHURCH**  
CITY COUNCIL - YOUR PEOPLE - YOUR CITY

# Christchurch Social Policy Interagency Network

## A Collaborative Plan for Christchurch Youth

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2003 – 2006

# Message from Sandra Manderson, Chairperson Christchurch Social Policy Interagency Network



We are pleased to introduce this plan of action to improve social outcomes for Christchurch youth. The plan is a collaborative effort between the Christchurch City Council, central government agencies and the Canterbury District Health Board.

All parties to the plan want to see better social outcomes for the city's 13–19 year olds and are committed to building a Christchurch in which these young people can participate and achieve their potential.

The plan focuses on the priorities for Christchurch's young people that are common to more than one of the above organisations. It provides a basis to engage and consult with the wider community working in the youth area.

Social sector agencies will use this plan to help them with their own planning and to develop better working relationships between sectors, particularly between frontline agency staff, to improve the efficiency and effectiveness of youth services.

A key aspect of our work is the development of appropriate measures so we can see what progress we're making towards achieving positive youth outcomes. We've included some initial measures in the appendix to the plan but it will take time to build up the data so we can accurately measure youth outcomes and reliably identify trends.

We welcome the use of the plan by community and voluntary groups to identify areas where they can make a significant contribution, and by anyone in the community who wants to gain a clearer picture of the issues affecting young people and to see how the social sector agencies will address them.

On behalf of the Christchurch Social Policy Interagency Network I would like to record our thanks to Bruce Ash who did much of the development, writing and editing of the plan. It is thanks to his dedication and commitment that the plan has been completed.

A handwritten signature in black ink, appearing to read 'S.J. Manderson', written in a cursive style.

Superintendent S J Manderson  
District Commander  
Canterbury Police District

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# 1. Purpose of this plan

The purpose of this plan is to provide a collaborative framework for local government and central government 'interagency' action focused on improving outcomes for young people living in Christchurch.

The key aims are:

- To ensure to the greatest extent possible that local government and central government agencies adopt an informed and consistent approach to the planning of services in Christchurch and, where appropriate, share their plans and engage in 'joined-up' planning.
- To ensure that opportunities for co-operation between the Christchurch City Council, central government agencies and non-government organisations are taken up for the benefit of the people of Christchurch.

The plan identifies both outcomes for young people living in Christchurch and information available that may be used to identify the current status and trends of the outcomes. From this and other information seven priority areas have been selected for 'interagency' action over a three year period 2003 to 2006. Principles have been agreed between the parties to guide and influence how we go about our work.

The Christchurch City Council has agreed to develop a community engagement agenda as part of the actions of the plan to seek the input of community agencies who work with young people, and of young people themselves, on the key aspects of the plan.

The Christchurch City Council sees the plan as a 'model' way of working together to improve community outcomes as envisaged in the Long Term Council Community Plan (LTCCP) provisions of the new Local Government Act, 2003.

# 2. Why we produced this plan

Key social sector government agencies in Christchurch realised that, while each of us was doing a good job in our own area, better results could be achieved by co-ordinating our activities more effectively and improving the way we work together.

Each of the agencies has identified youth as a priority focus for its activities. For some agencies such as the Ministry of Education and Child, Youth and Family working with young people is a core focus of their work. Other organisations such as the Canterbury District Health Board, Work and Income, Te Puni Kokiri and Police have also identified issues affecting young people that need to be addressed more effectively.

The Christchurch Social Policy Interagency Network (CSPIN) decided to build on this common interest and develop a collaborative plan to improve outcomes for Christchurch youth.

# 3. How we produced this plan

The Christchurch Social Policy Interagency Network group began a planning process to improve services and outcomes for young people. Members shared information and worked together to identify the key issues impacting on the well-being of young people and to suggest actions for addressing these.

Frontline staff from the key social sector agencies were involved in identifying issues and formulating solutions. The process drew on the wealth of knowledge and experience of agency staff who work with young people every day. By bringing staff from different agencies together we were able to get a picture of the complex needs of young people across all aspects of their lives. It also helped to identify areas where agencies working together could make it much easier for young people to access appropriate services, and could meet their needs more effectively.

CSPIN held a planning day to develop a range of actions for addressing the keys issues. All the member agencies made a commitment to take a lead responsibility to make progress on a number of key actions. They also agreed to actively participate in the development of other actions where their input is required. The CSPIN group as a whole agreed to collect and share information to monitor the progress of the plan, and to report on progress on a regular basis.

## 4. What we want for Christchurch youth

- a. All young people are able to live active and healthy lives.
- b. All young people have the knowledge, skills, attitudes and values that will equip them to learn throughout their lifetime.
- c. All young people are able to enjoy safety and security and to contribute to a society free from victimisation, abuse, violence and avoidable injury.
- d. All young people are able to feel secure in their own cultural identity and to demonstrate respect for other cultures.
- e. All young people are able to contribute to and experience constructive relationships with their families (whanau, hapu and iwi) and others in their communities and workplaces.
- f. All young people are able to make successful transitions towards long-term economic independence.

## 5. Who are these young people in Christchurch?

This interagency plan deals specifically with young people in Christchurch who are 13-19 years old. The numbers of these young people, population trends for this age group and where they live will affect the way social agencies and community organisations provide services and support.

### Total numbers of young people

The following table shows the total numbers of 13-19 year olds in Christchurch City based on the usually resident population (census 2001).

	Total	Maori	Pasifika Ethnic Groups	Asian Groups
Christchurch City	31,596	3,174	1,098	3,171

Source: Statistics New Zealand census 2001 usually resident population. Note: Ethnicity is based on 'total grouped response'.

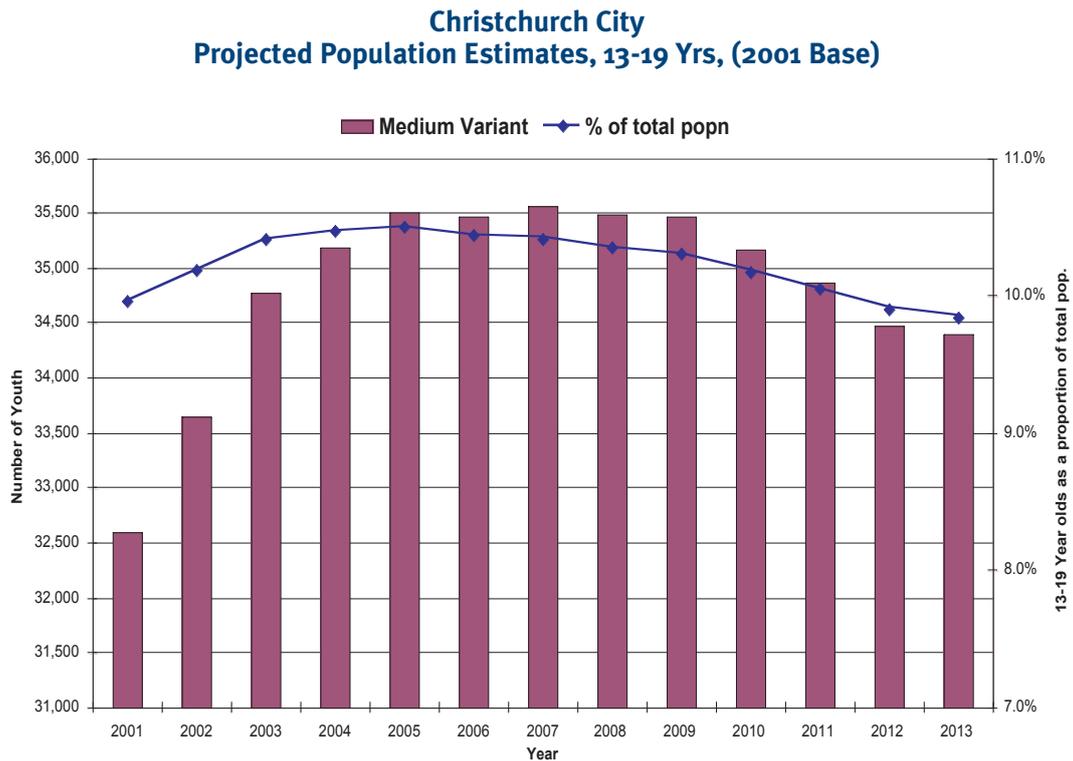
In 2001 there were 31,596 13–19 year olds usually resident in Christchurch City. Of these 10 percent identified as Maori, 3.5 percent as a Pasifika ethnic group and 10 percent Asian. Population projections put that total figure at nearer 34,500 for 2003. See 'Population trends for young people' below.

## Population trends for young people

The following figure projects how many young people will live in Christchurch City over the next decade.

It shows that the 13–19 year old group in Christchurch City is projected to increase through to 2006/2007 to a total of around 35,500, and then begin a gradual decline through to the year 2013.

As a percentage of the projected total resident population for Christchurch City, 13–19 year olds will, at their peak in 2006/2007, represent 10.5 percent of the population, before declining to just over 9.6 percent in 2013.

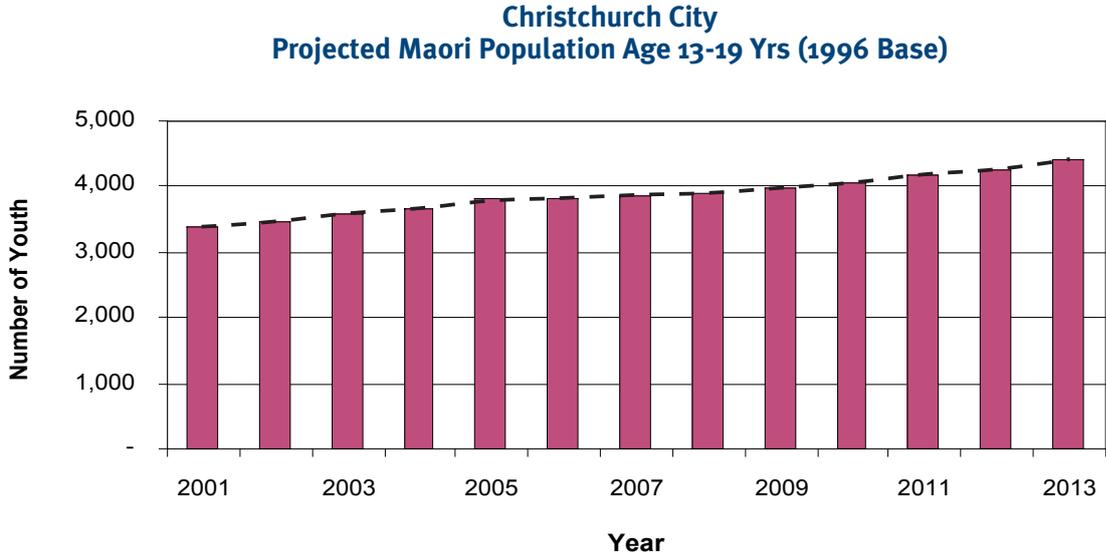


Source: Statistics New Zealand projected residential population, 2001 base; prepared by Ministry of Education, Christchurch

# Population trends for young Maori people

The following figure projects how many young Maori people will live in Christchurch City over the next decade.

It shows a steady growth in the numbers of Maori 13-19 year olds whereas the overall population of all ethnic groups of 13-19 year olds rises and then declines over the same period (as show in the previous figure).



Source: Statistics New Zealand 1996 projected population data; prepared by Ministry of Education, Christchurch  
Note 2001 census data for ethnic group population projections was not available at the time of printing this plan.

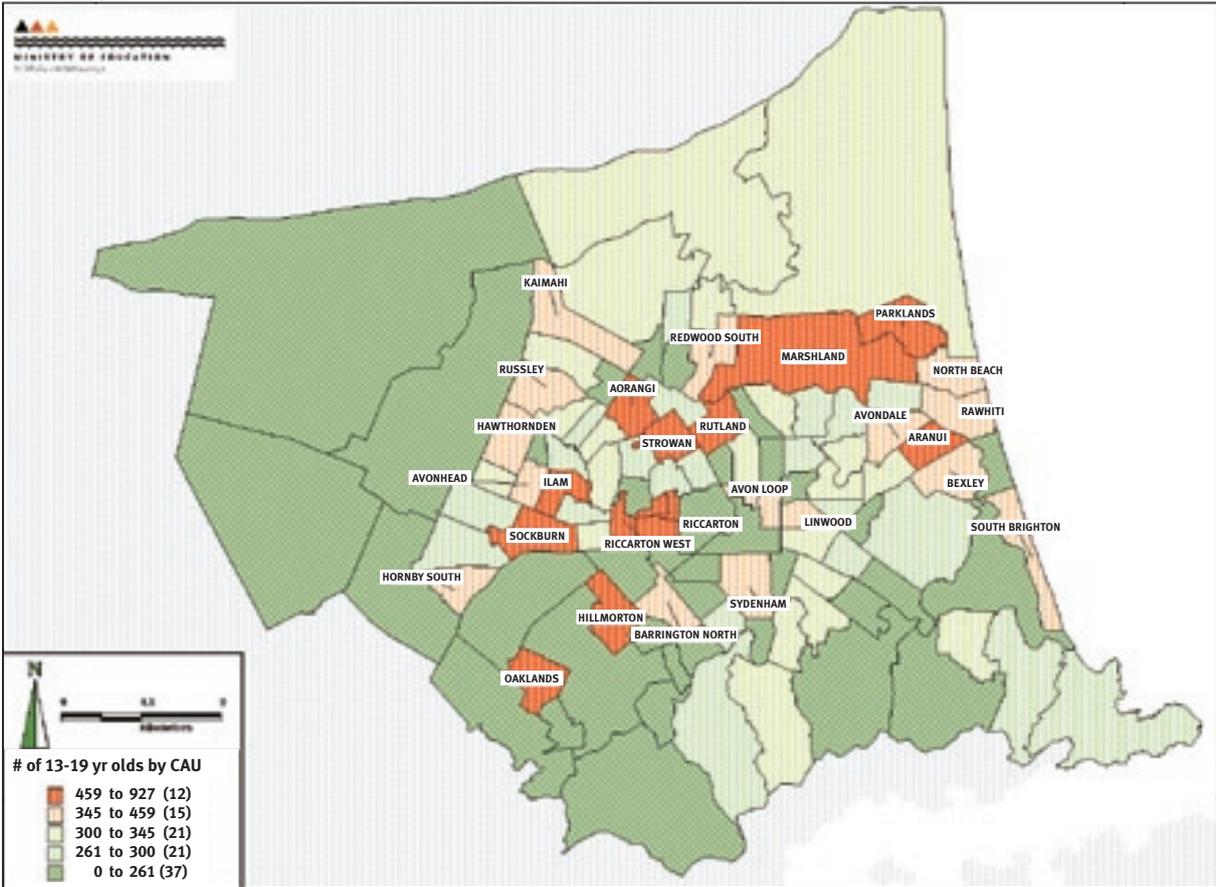
# Where do they live?

The following map shows where the 13–19 year olds live around the City, by census area unit (CAU), using the 2001 census data.

The highest concentrations of young people live in the 12 CAUs that have between 459 to 927 13–19 year olds. These pockets are mainly in the north and west of the City in a belt from Parklands to Sockburn in the west, in Aranui in the north east, and in Hillmorton and Oaklands in the south west.

The lowest concentrations of youth are on the fringes of the built up area, especially to the south and far west of Christchurch.

**Distribution of 13-19 year olds in Christchurch City TA, by CAU (2001)**



*Contains Crown and Critchlow Copyright data. Digital Licence No. HH/097637/2. Source: Ministry of Education, HP/A - Christchurch*

*Data Source: Statistics NZ, Census of Usually Resident Population, 2001*

## 6. Principles to guide agency approaches and decision making

### Holistic development

We address youth issues in a holistic way with actions that look at the young person's whole life and circumstances rather than focusing on isolated issues and problems.

We provide solutions that take into account the long-term impact of the actions and effects that initiatives may have for communities, and the work of other groups and agencies.

### Cultural identity

We acknowledge the Treaty of Waitangi as the founding document in New Zealand and use its principles to guide the development and implementation of our actions and relationships.

We acknowledge strong cultures as key indicators in healthy societies and therefore support the development of strong cultural identities through the provision of culturally safe and socially diverse policies, projects, programmes and services to all sectors of our community.

### Connectedness

We assist young people to build positive connections with many social environments such as their family/whanau, schools, peer groups and communities.

We support and equip people who work with youth so they can develop successful relationships with young people and encourage young people to recognise and to accept their responsibilities as active members of society.

### Participation

We provide opportunities for young people to be fully involved in decisions about what happens to them and for them to have a voice in defining the problems and developing the solutions that affect them.

## 7. Best practice principles for agencies

### Co-operation and collaboration

We co-operate with each other, commit to sharing information and operate on a no surprises basis.

### Strengths-based approach

In developing and delivering services we identify both "risk" and "protective" factors, as well as the needs, strengths and aspirations of the young person. This means that we examine the factors that make young people more vulnerable to harm and build on those factors that increases the young person's ability to deal with risk in a protective way.

We build on the positive strengths young people have to make the most of their potential.

We are solutions orientated and base decisions on what works.

## Evidence based decision making

We develop solutions based on effective research, evaluation and information gathering.

We target resources on the basis of good information showing where problems arise such as high need groups and geographic areas with specific crime, health or school exclusion patterns, and where outcomes are becoming or are at risk of becoming worse.

## Early intervention

We promote early intervention to address known issues before they become problems. This will often mean addressing issues with children who are younger than the primary focus of this plan (13–19 year olds) to prevent problems developing.

## Alignment and co-ordination of services and funding

We work together to ensure we provide a comprehensive and coherent range of services that best meet young people's needs and that young people find easy to use.

We use key contact points with young people to provide information, access and referrals to a whole range of services and support.

In developing, delivering and funding services we recognize the importance of best practice principles in guiding our decision making.

# 8. Priorities

We have selected the following youth priorities for agencies to respond to during 2003-2006.

<b>Priority one:</b>	Connect young people to learning to ensure their ongoing growth and development
<b>Priority two:</b>	Improve the effective provision of and access to information so young people know about services and opportunities
<b>Priority three:</b>	Improve the capability of agencies to work with young people
<b>Priority four:</b>	Tackle alcohol and other drug misuse
<b>Priority five:</b>	Support a youth focus in communities and support community initiatives for young people
<b>Priority six:</b>	Be proactive to prevent youth offending, victimisation and reduce re-offending
<b>Priority seven:</b>	Improve the effectiveness of and access to youth health services

Full details of the rationale, proposed actions and discussion on these priority areas follow.

**Priority one:**

Connect young people to learning to ensure their ongoing growth and development

**Rationale**

Young people who achieve positive educational outcomes are less likely to be involved in crime, and more likely to postpone having children and to enjoy a range of better life outcomes including less unemployment, higher earnings and better mental health.

**Actions**

- Identify and address problems which lead to disengagement or detachment from learning (*Lead agency – Ministry of Education*):
  - Initiate forums with youth to identify factors causing disengagement or detachment from learning;
  - Establish learning support networks across Christchurch to co-ordinate the work of existing help and support services;
  - Increase interagency effectiveness around ‘at risk’ students and educational alternatives.
- Tackle truancy (*Lead agency – Ministry of Education*):
  - Review existing interventions and practices to increase their effectiveness;
  - Establish mechanisms for education providers to share best practice for reducing the underlying factors leading to truancy and for ‘tracking’ students;
  - Ensure education providers are focused on raising educational achievement for Maori and Pacific peoples and that they account for this in their planning and reporting;
  - Support Maori and Pacific parents and communities to have high expectations for their children and education providers.
- Improve education outcomes for youth and reduce their levels of inactivity (*Lead agency – Work and Income*):
  - Ensure multi-agency and provider support for the agreed goal between government and the Mayors Taskforce for Jobs that “by 2007, all 15–19 year olds will be engaged in appropriate education, training, work, or other options which lead to long-term economic independence and well-being”;
  - Identify new and emerging youth employment opportunities and share the potential skill gaps with education providers.

## Discussion

There are significant numbers of students who do not engage with learning, do not master the foundation learning skills associated with functional literacy and numeracy and leave the education system without qualifications.

A current focus of education policy is to improve the levels of engagement by students by:

- Raising expectations for the achievement of learners;
- Focusing on quality teaching;
- Strengthening family and community involvement;
- Focusing on outcomes; and
- Developing a collaborative and responsive education network.

While the performance of New Zealand students is relatively high in comparative international studies these same studies identify a long 'tail' of low achievers. Maori and Pacific students are over-represented in this tail. Fewer Maori than non-Maori stay at school until ages 16 or 17. A smaller portion of Maori and Pacific school leavers go on to tertiary education. Of all ethnic groups, Maori have the highest rate of suspensions and of stand-downs, and males have a much higher rate than females.

New Zealand research on young people aged 14–16 years old found those who truant from school have rates of adolescent problems from 3.3 to 14.8 times higher than those who don't truant. The problems included substance abuse/use, offending, mood disorders, and suicidal thoughts and acts.

The transition beyond school is often a difficult time for young people. Differences in the 'pathways' available to young people – further education, training and labour market experience – can lead to big differences in long-term adult outcomes. A significant proportion of young people are unable or unwilling to access opportunities for further education and training, or labour market experience. Data suggests around 14 percent of young people accumulate barely more than a half-year in education, training or work over the five years between ages 16 and 21.

Approximately 31 percent of males were completely economically inactive for more than six months between ages 16 and 21, compared to 26 percent of females. Significantly large percentages of Maori (41 percent) and Pacific peoples (42 percent) spent at least six months completely inactive compared with other ethnicities (27 percent).

Nationally the best estimates suggest that, at any one time, between 10 and 15 percent of young people aged 15–19 years old may not be participating in education or employment. This represents approximately 26,000 to 40,000 young people. In Christchurch this could mean between 1,820 and 2,800 young people are inactive. These young people are likely to have children; be in low-income families; be in families on benefits; exhibit conduct or behavioural problems; spend a greater proportion of years in a single-adult family; be truant, suspended or expelled; be convicted of a criminal offence; and be of Maori and Pacific ethnicity.

**Priority two:**

Improve the effective provision of and access to information so young people know about services and opportunities

## Rationale

Many agencies are involved in providing information to young people. This can be confusing for young people who don't always know what is available, and therefore don't get the services they require. Some key contact points deal with many young people – these can be used to provide a wide range of information to help young people access appropriate information and make informed decisions.

## Actions

- Improve the use of key contact points with young people to provide information on a range of issues and services (*Lead agency – Christchurch City Council*):
  - Make greater use of Council education resources, particularly the library infrastructure throughout the city, to provide information to young people;
  - Make greater use of Actionworks and Work and Income centres and case management to promote health messages and links to appropriate services for youth;
  - Proactively inform the Christchurch City Council's Youth Advocacy Group of information available from agencies;
  - Work collaboratively with Maori providers to communicate effectively with Maori youth (*Lead agency – Te Puni Kokiri*).
- Align agency information programmes in schools (*Lead agency – Ministry of Education*):
  - Promote and formalise the role and relationship of agencies in their interaction and involvement with schools using the Healthy Christchurch protocols;
  - Support access for Police educational programmes in schools.

## Discussion

Improving the access to, and the delivery of, information for young people helps them to make informed and responsible choices about accessing support services available to them and about how they choose to live their lives. In some cases this will mean having a wider range of general information in physical locations such as libraries or, in others, extending the information flow in a targeted manner (such as Actionworks responding to youth that turn up with underlying health issues). In many cases the information exchange will go hand in hand with better equipped and informed agency staff.

Government agencies have a range of contacts with young people. For example, the Work and Income partnership with the Canterbury Development Corporation – Actionworks – provides ongoing case management services (into employment and further education) to some 900 young people between the ages of 15–19; over the past five years the Christchurch offices of Child, Youth and Family have had a total of 2,913 intakes for youth justice under the Children, Young Persons and Their Families Act 1989 and 8,112 care and protection intakes requiring further action over the same five year period. The age band of 15–17 year olds represents a consistently high proportion of Christchurch Child, Youth and Family intakes over this period. During the 2002 calendar year the Christchurch Police had 6,640 reported offences concerning young people between the ages of 13–19 of which 5,246 related to males.

Improving access to information helps to empower young people and advocacy organisations working in the interests of young people. Efforts will be made to make better use of key contact points with young people. Also agencies are committed to proactively supporting the Child and Youth Advocacy office of the Christchurch City Council (to take on and raise the awareness of issues affecting young people). This will help identify emerging trends and concerns impacting on the present and future well-being of Christchurch young people.

Agencies also acknowledge the wide variety of ways information can be delivered and shared. Exchanging information in a culturally safe and effective manner is important and where possible agencies will make use of community resources and networks to help them.

Another area of opportunity is the greater co-ordination of programmes delivered in schools. Many government agencies work with schools to deliver key messages and to educate young people about the opportunities available to them (and the possible consequences of poor decision making). There are synergies available to agencies working together generally and, where sensible, co-ordinating the actual delivery of programmes in schools.

**Priority three:**

Improve the capability of agencies to work with young people

## Rationale

Some young people come into contact with several agencies, but the agencies are often unaware the young person they're seeing may have other problems being addressed by other organisations. In addition frontline staff don't always know what services other agencies offer, or who to refer a young person to for specialist help. Agencies need to share information and co-ordinate their activities to better meet the complex needs of young people.

## Actions

- Promote greater sharing of information between agencies (*Lead agency – Chair of Christchurch Social Policy Interagency Network*):
  - Create an electronic list of key contacts within agencies, their specialist knowledge, expertise and areas of interest;
  - Review inter and intra agency agreements, their flexibility re information sharing and minimising barriers to effective relationships, and develop where necessary new protocol agreements to guide information sharing within existing legislation (such as the Privacy Act, 1993);
  - Promote intersectoral training to allow for greater sharing of knowledge and expertise between agencies and social sectors;
  - Identify the data available that best measures progress on the outcomes of this plan.
- Ensure youth advocacy is taken into account by building better links with youth, youth groups and advocacy services (*Lead agency – Christchurch City Council*):
  - Develop a broad community engagement agenda for non-government organisations working with youth, drawing on the Council's capability in this area.
- Support and further develop collaborative case management with youth in high risk families to foster improved family functioning (*Lead agency – Work and Income*):
  - Provide support and advocacy for the Canterbury Strengthening Families Management Group and its programmes and initiatives;
  - Promote and put in place process improvements within agencies and sectors to encourage collaborative case management through the strengthening families model;
  - Ensure that interventions with young people consider the young persons' needs for stability and permanency in case planning and implementation.

## Discussion

There are many government agencies involved in working with young people. In many cases several agencies come into contact with young people for completely different reasons and the services provided operate totally separately to each other. However, in some cases youth have complex needs and require support from multiple agencies. In these cases it makes sense for frontline staff to work together (providing the client consents).

There are large numbers of frontline agency staff working with young people in Christchurch. Key frontline staff have many years experience and an accumulated personal knowledge of the wide range of support services available throughout the community to support young people. Encouraging a culture of collaboration at the frontline of government agency work is a meaningful way to better meet the needs of young people. Such collaboration helps to see the young person within a broader context.

Improving relationships between agency staff, and between agency staff and staff of community organisations, is a crucial factor for improving collaboration. Improving relationships combined with enhanced training efforts, better information at the frontline and a quality assurance system will result in a more coherent delivery of government services.

Working together with families where there are multiple complex needs is an ongoing challenge for agencies. Building on the well functioning strengthening families programme is one way agencies can better meet the needs of families and maximise levels of support available through government and non-government organisations. Strengthening family meetings are held with the consent and presence of family members, involve a range of community support representatives and are focused on meeting the needs of families through the improved co-ordination of frontline support resources.

## Rationale

For many young people alcohol and other drug misuse has adverse health and well-being effects. For a small group of young people high levels of alcohol and other drug misuse is associated with other major problems such as mental health disorders, sexual abuse, family neglect, domestic violence, truancy and significant criminal offending.

## Actions

- Develop an integrated strategic approach to alcohol and other drug misuse in schools which incorporates health promotion, alcohol and other drug education, school policy, identification of at risk behaviour and intervention for problems (*Lead agency – Ministry of Education*):
  - Train teachers, school staff and student peer supporters to help with prevention and intervention strategies;
  - Facilitate better liaison and co-ordination between schools and specialist alcohol and other drug treatment services;
  - Raise community awareness of alcohol and other drug problems and promote solutions which emphasise community responsibility as a whole (*Lead agency – Canterbury District Health Board*).
- Use an information analysis and problem solving approach across agencies (*Lead agency – Police*):
  - Guided by information sharing protocols, use information from agencies to identify 'at risk' groups and develop collaborative actions that get agencies working together;
  - Run regular joint campaigns to reduce alcohol and other drug abuse and the resulting victimisation among youth.

## Discussion

Alcohol and other drug misuse among young people has been cited by a number of agencies and frontline agency staff as being a key issue of concern. These agencies include the Canterbury District Health Board, Police, Child, Youth and Family, Work and Income, Actionworks, the Department of Corrections, the Christchurch City Council, the Ministry of Education and others.

For example, during 2002 Christchurch Police reported there were 196 car crashes involving youth where alcohol and other drugs were a factor. During the same year there were 226 young people aged between 13 and 19 suspended from Christchurch schools and approximately 22 percent, 50 young people were suspended due to alcohol and other drug misuse.

The Christchurch Health and Development Study (CHDS) showed that 15 year olds who drank on a weekly basis were much more likely than others in the sample to smoke tobacco and cannabis, to have had sex at an early age, and to have had contact with the Police. Young people, particularly young men, are prone to frequent binge drinking, and consume more alcohol overall than older people. Younger people are more likely to be hazardous drinkers and males much more likely than females. (The CHDS is a longitudinal study that follows the progress of over 1,200 children born over a five month period (between April and August) in 1977 in hospitals in the Canterbury region.)

Experimentation with alcohol and other drugs is a normal part of adolescent development, especially when the consumption of such substances is a key marker of adulthood in New Zealand society. On this basis young people are simply reflecting in their socialisation the cultural norms of their families, peers, the media, entertainment and advertising and public policy around the use (and misuse) of alcohol and other drugs.

In tackling alcohol and other drug misuse it is useful to distinguish between problems associated with the normal but potentially hazardous use of alcohol and other drugs by young people, and those associated with the small group of young people whose significant abuse of or dependence on alcohol and other drugs co-exists with major problems such as mental health disorders, sexual abuse, family neglect, domestic violence, truancy and significant criminal offending. While health promotion and community development models can be effective with the first group the second and most severe group require an interagency approach which focuses on early identification and specialist comprehensive interventions.

**Priority five:**

Support a youth focus in communities and support community initiatives for young people

## Rationale

High risk situations or issues surrounding geographical locations can occur in the Christchurch community that places young people at risk. At these times it can make sense for agencies to work together on suitable responses. This might include pooling resources to respond to areas of concentrated disadvantage or working together to ensure at risk youth have safe and secure living arrangements. Young people have a range of connections within the communities they live and work. Agencies need to have a suitable working relationship with these communities and the community groups that support youth.

## Actions

- Develop joint action plans for priority areas of community development (*Lead agency – Chair Christchurch Social Policy Interagency Network*):
  - Agree on high risk situations and/or locations to target communities for joint action plans;
  - Advocate for local influence in the planning, service provision and monitoring of all national residential services for youth within Christchurch City and its environs.
- Undertake a stocktake of accommodation and residential services and options in Christchurch for young people (*Lead agency – Housing New Zealand Corporation*).
- Funding for community-based youth services and programmes (*Lead agencies – Christchurch City Council and Child, Youth and Family*):
  - Undertake a stock-take of youth services and programmes funded by central government agencies and the Christchurch City Council;
  - Identify quality assurance processes that have been successfully completed by these youth services;
  - Identify opportunities for collaborative funding arrangements, shared outcomes and collaborative service provision.
- Funding for community-based parenting programme providers (*Lead agencies – Christchurch City Council and Child, Youth and Family*):
  - Initiate joint planning between community-based parenting support providers and related funders.

## Discussion

A wide variety of relationships exist between government agencies and the communities of Christchurch. In some cases agencies pool resources to work in specific geographical locations of concern. An example of this is the Aranui renewal project. Initially triggered by the community, the Christchurch City Council and Housing New Zealand Corporation's concern over the condition of state housing in the area, the renewal project has quickly gained the support of a wide range of government agencies. This includes contributions from Child, Youth and Family, Work and Income, the Ministry of Education and the Christchurch City Council working together to improve the social outcomes of Aranui residents. Contributions have included updating state housing, redeveloping Wainoni Park surrounds, looking into alternative education options, providing a dedicated 'work broker' to assist people into further training and employment and working generally with the local Aranui Community Trust.

Working with community groups that support and advocate for young people is also a priority for government agencies. Where required government agencies have also agreed to work together on identifying collaborative funding arrangements to improve youth services.

## Rationale

We can improve community safety and achieve a sustainable reduction in crime by using an evidenced-based problem solving approach. Education is a major focus in stopping youth entering the criminal justice system. Research shows a large percentage of crime is opportunist and the biggest deterrent is being caught.

## Actions

- Identify and target the crime categories that youth are prone to commit and be victims of (*Lead agency – Police*):
  - Review and reconcile the crime statistics available within agencies;
  - Determine and gain an understanding of the causes of youth crime and use existing networks to communicate this to relevant agencies;
  - Develop an interagency approach involving Maori/Pacific/Asian communities and providers where relevant to reduce offending and victimisation among youth;
  - Run regular joint campaigns to reduce youth victimisation/offending.
- Target 'at risk' youth to stop them entering the criminal justice system (*Lead agency – Police*):
  - Use existing resources to identify 'at risk' youth – Police, Child, Youth and Family, the Department of Corrections, the Christchurch City Council, Strengthening Families;
  - Evaluate existing programmes that work well and share best practice;
  - Work with Maori/Pacific/Asian communities and use providers from those communities, where relevant, and develop/modify/support interagency processes that target 'at risk' youth.
- Educate communities about youth crime (*Lead agency – Police*):
  - Identify 'hot location' communities by crime groups, eg violence, drugs and disorder, dishonesty, property damage and property abuse;
  - Identify crime problems in school catchment areas and communicate these to relevant agencies.

## Discussion

The level of juvenile offending reflects the health of our community, and the safety of people in their homes and on the streets. It also has the potential to indicate where the community is heading, as young people involved in crime today are more likely to commit offences in the future. They also move into more serious offending as they get older.

Child and youth offending in the under 20 year age group represents a total of 48 percent of total offending. If broken down further the age group from 14–16 years represents 21 percent of total offending, which is very significant considering the narrow age span. The next largest group of young offenders is the 17–20 year age group who represent 19 percent of total offending; again the numbers are quite significant considering the narrow age span. Levels of offending by this age group have declined since 1999 but the number of offences in the 14–16 year age group has increased from 1997 to 2000 and has decreased only slightly since then.

Many young offenders have histories of non-engagement in the education system and low levels of educational attainment. Christchurch stands out nationally as having high levels of juvenile offending, school suspensions and stand-downs.

Police apprehended 8,499 14–19 year olds in 2002. This was up from 7,074 in 1996 but down from a peak of 11,503 in 1999.

Youth are more likely to be involved in property abuse crime (trespass and unlawfully on property) where they account for 46 percent of total offending. In relation to dishonesty offences (eg burglary, theft and motor vehicle conversions) youth accounted for 36 percent of total offending and they accounted for 26 percent of total property damage offences.

In terms of ethnicity New Zealand European youth commit 68 percent of total youth crime, Maori 27 percent, Pacific 3 percent and Asian 1.4 percent. Maori youth are highly represented in dishonesty crimes (32 percent), violent crime (31 percent) and drugs and disorder type offences (25 percent). Pacific youth are over represented in violent crime committing 5 percent of the total offending. Asian youth are under represented in all crime categories however are more likely to commit drug and disorder type offences (3.6 percent).

In terms of gender, males commit 79 percent of total youth crime and females 21 percent. This split has been consistent over the last three years. Females tend to commit theft type crimes between 13–16 years and then progress onto frauds in the 17–19 year age group. Violent offending shows as a general trend among females at age 15 years but shows as a trend for a broader age group among Maori females (13-16 years) and Pacific females (15-16 years). Males tend to commit theft and wilful damage type crime between 13–16 years. They then tend to progress onto more serious dishonesty offences like burglary as well as drug and disorder type offences in the 17–19 year age group.

**Priority seven:**

Improve the effectiveness of and access to youth health services

**Rationale**

Young people in need of health services often choose not to access them even when they know they need to. This is because of barriers both perceived and real. Agencies can make better use of key contact points to promote a wider range of health services to young people. Making an effort to breakdown the barriers young people have in accessing primary health care and specialist support services is a useful way for agency staff to help young people to maintain their health.

**Actions**

- Evaluate and support health promotion initiatives aimed at youth (*Lead agency – Canterbury District Health Board*);
- Work with agencies and their staff/providers to link youth into primary care services (*Lead agency – Canterbury District Health Board*).

## Discussion

Health related issues affecting today's young people include driving behaviours, drug use, sexual health issues, mental health problems, violence and smoking. In addition, social trends towards more time spent in sedentary activities such as television watching and computer use appear to be displacing time spent by youth being active. This shift contributes to high rates of heart disease, diabetes and obesity among youth that have not previously existed.

Smoking at a young age can be a predictor of future negative outcomes. As well as the cost to the individual, smoking has huge cost implications for the whole community. In a survey carried out between 1999 and 2001 of Christchurch fourth form students, 15 percent of girls and 14 percent of boys smoked on a daily basis. Tobacco smoking is the biggest single cause of premature death and disease for New Zealanders. Nationally more than half of young Maori women regularly smoke.

Teenage pregnancy (girls becoming pregnant between the ages of 13–17 years) can lead to significant health and social problems for the mother, the child and society. Teenage mothers can become trapped in a poverty cycle where limited or no education attainment, along with parenting demands, reduces their ability to participate in paid work and limits their income, which leads to poor quality of life outcomes. In Christchurch, 62 teenage girls gave birth (live births) in 2001. This is a critical health promotion issue. Formally it was common for teenage parents to give up their babies for adoption but that is no longer the case. Teenage mothers and fathers require considerable support from family, friends and society in caring for their babies. It is difficult for teenage mothers to continue their education and to participate in paid work.

Suicide thoughts are common among New Zealand students. While most students have not considered or attempted suicide, some students, particularly female students, are at high risk of suicidal behaviours. In Christchurch during the years 1997, 1998 and 1999 there were 6, 2 and 2 deaths by suicide for 15–19 year olds. Suicide prevention is linked to improving mental health services for young people, training for teachers, counsellors, social workers and others to recognise symptoms of depression, improving the after care and follow up of those making suicide attempts, investing in programmes to strengthen families and addressing childhood behavioural problems. However, for the purposes of this plan we don't include specific actions on suicide prevention.

More than three quarters of students (males 81.9 percent, females 84.7 percent) go to their family general practitioner for health care. About half of all students (males 45.9 percent, females 50.3 percent) identify barriers to obtaining health care. The most commonly identified barriers to health care are: not wanting to make a fuss; can't be bothered; too expensive; don't feel comfortable with the person; too scared; worried that it won't be kept private.

The government has made extra money available to fund Primary Health Organisations (PHOs) so they can charge low fees (consultations and pharmacy charges) for patients under 18 years from 1 October 2003. In Christchurch there will be one PHO operating from 1 July 2003. This consists of the two general medical practices (Union and Community Health Centre and Te Amorangi Richmond). It is supported by a number of other organisations including the 198 Youth Health Trust. Other general practices in Christchurch are likely to become involved with PHOs from early 2004. Making agencies aware primary services are available at reduced fees will help youth access health services more easily.

# 9. Measuring progress

The Christchurch Social Policy Interagency Network will monitor progress of this plan at each of its monthly meetings and report on it at yearly intervals.

A challenge for agencies is how to best measure the status and trends associated with youth outcomes. There are limits and constraints in available data and CSPIN has included an action point in this plan to make it a priority to improve the quality of information available to measure progress. It will take time (up to five years) to get an accurate picture of the changes and trends in youth outcomes and the medium to long term impact of the collaborative efforts of those organisations that are part of this plan. We also acknowledge that measures and indicators of progress can apply to more than one outcome area as outcomes are indisputably linked.

Lastly when we look at measuring progress it is important, where possible, to look in detail at the outcomes for ethnic groups – particularly Maori and Pacific People as these groups experience worse outcomes on average. The number of action points in the plan reflects an active commitment from the CSPIN group to focus on improving outcomes for these groups.

The outcomes being sought for Christchurch youth are:

- a. All young people are able to live active and healthy lives.
- b. All young people have the knowledge, skills, attitudes and values that will equip them to learn throughout their lifetime.
- c. All young people are able to enjoy safety and security and to contribute to a society free from victimisation, abuse, violence and avoidable injury.
- d. All young people are able to feel secure in their own cultural identity and to demonstrate respect for other cultures.
- e. All young people are able to contribute to and experience constructive relationships with their families (whanau, hapu and iwi) and others in their communities and workplaces.
- f. All young people are able to make successful transitions towards long-term economic independence.

Information in the Appendix is provided as a basis for evaluating the status and trends of these outcomes.

## Appendix: Youth data for Christchurch City

Information in this Appendix is provided as a basis for evaluating the status and trends of the desired social outcomes for Christchurch youth. It is what we know about our young people and has been provided by participating agencies. Agencies have agreed to work together to improve the quality of information available to measure outcomes.

### Health

#### Live births to teenage mothers by ethnic group

In 2001, there were 62 births to females under the age of 18 in Christchurch representing a rate of 6 births per 1,000 females aged 13 to 17. This was well below the national average of 9 births per 1,000 females aged 13 to 17. In 1996, births to females under the age of 18 in Christchurch accounted for 2.2 percent of all births in Christchurch, compared with the national population average of 2.5 percent of all births by females under the age of 18.

Live births to Teenage Mothers (Aged 13–17 years) by ethnic group (Total Responses <sup>1</sup> )			
	Total Teenage Births	Total Number of Teenage Females	Percent of Teenagers Giving Birth
<b>Christchurch</b>			
European	52	8,682	0.6
Māori	12	1,149	1.0
Pacific Island	4	417	1.0
Asian	2	981	0.2
Other	0	126	0.0
Not stated	0	222	0.0
<b>TOTAL</b>	<b>62</b>	<b>10,539</b>	<b>0.6</b>
<b>New Zealand</b>			
European	643	97,359	0.7
Māori	669	27,330	2.4
Pacific Island	155	11,286	1.4
Asian	23	10,965	0.2
Other	7	1,251	0.6
Not stated	3	3,858	0.1
<b>TOTAL</b>	<b>1,169</b>	<b>133,290</b>	<b>0.9</b>

<sup>1</sup> Includes all the people who stated each ethnic group, whether as their only ethnic group or as one of several ethnic groups. Where a person reported more than one ethnic group, they have been counted in each applicable group.

Source: In Draft Christchurch City Social Trends Report 2003, Christchurch City Council, p79

Original Source: Statistics New Zealand, Births Marriages and Deaths Register (Internal Affairs), 2001

## Health

### Smoking

Smoking is a recognised health issue among young people. The following compares the smoking habits of fourth form males with females between 1999–2001. Of the non-smokers, more boys than girls had previously smoked (27 percent compared to 23 percent) but girls were more likely to be smokers on a frequent basis (either daily, weekly or monthly).

#### Smoking among Fourth Form Students within the Canterbury DHB Area, 1999-2001

	Girls %	Boys %
<b>Smoker</b>		
Daily	14.9	14.0
Weekly	8.6	5.4
Monthly	7.4	6.2
Less often	14.5	15.6
<b>Non-Smoker</b>		
Previously Smoked	23.0	27.4
Never Smoked	31.7	31.4

Source: ASH, Tobacco Smoking Behaviour and Health Knowledge Survey, 2001

### Participation in sport and leisure

Younger teenagers are more likely to take part in physical activity than older teenagers. For the Canterbury and Westland area 70 percent of 13-15 year olds are active (that is they took part in more than 2.5 hours of physical activity in the last two weeks), compared to 53 percent of 16-17 year olds. Thirty percent of 13-15 year olds and 31 percent of 16 -17 year olds participate in sport and active leisure clubs.

Source: SPARC Facts – Canterbury/Westland

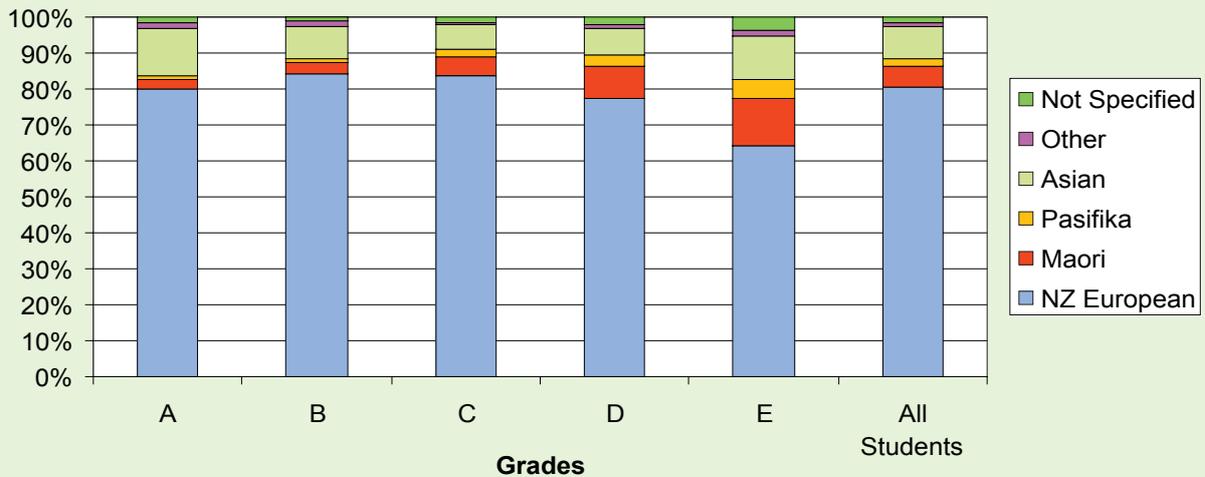
## Education

The Ministry of Education has provided the following qualification statistics for Christchurch youth.

### School certificate results by grade

The following bar chart shows an ethnic breakdown by school certificate grade. For example, in 2001 80 percent of the A grade school certificate passes were achieved by New Zealand European students.

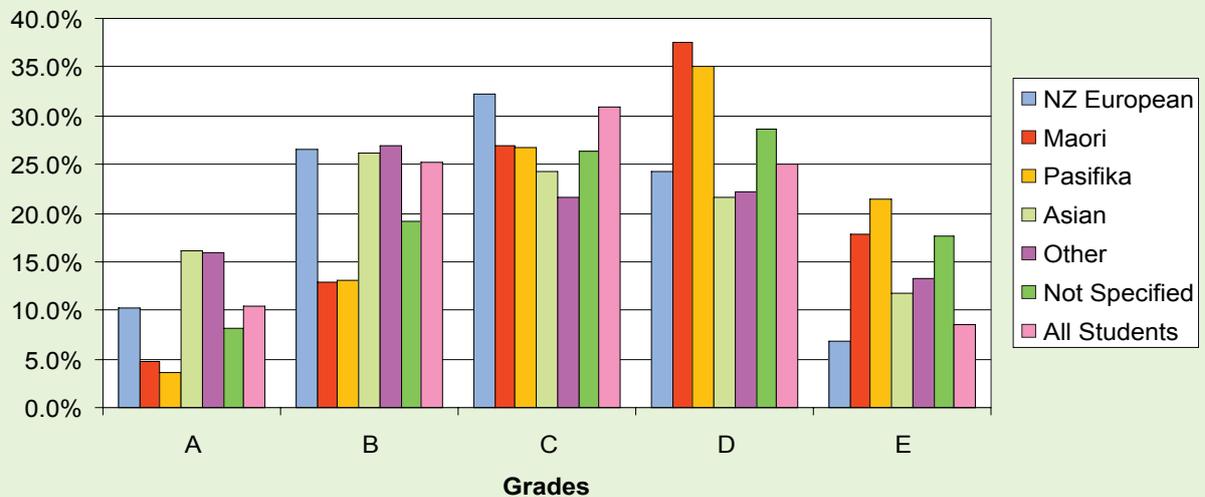
**Christchurch City  
2001 SC Results – Percentage Grade breakdown by Ethnicity**



### School certificate grades by ethnic groups

The following bar chart shows the school certificate results of ethnic groups over the various grades. For example, of all New Zealand European students approximately 10 percent passed with grade 'A'.

**Christchurch City  
2001 SC Results – Percentage of Ethnic Group by Grade**

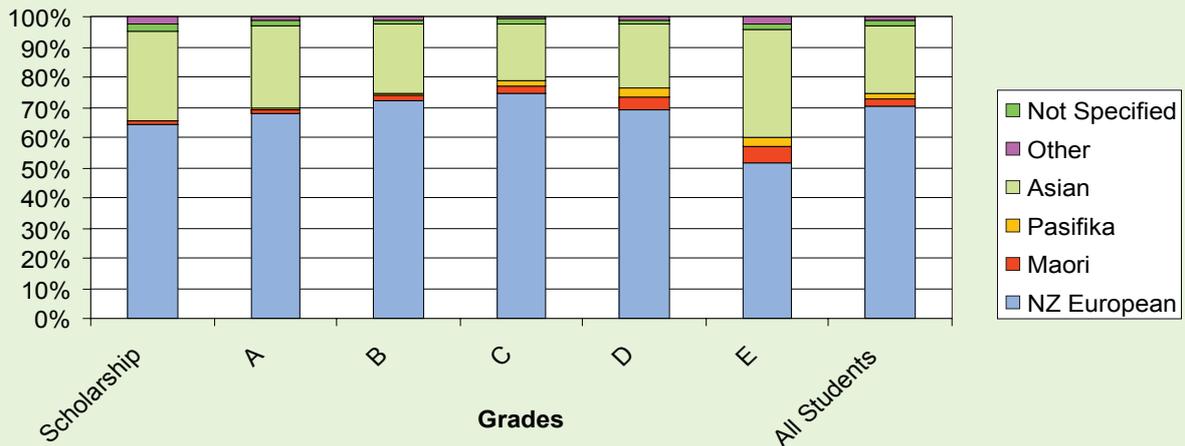


## Education

### Bursary results by grade

The following bar chart shows an ethnic breakdown by bursary grade. For example, in 2001 approximately 65 percent of all bursary scholarships went to New Zealand European students.

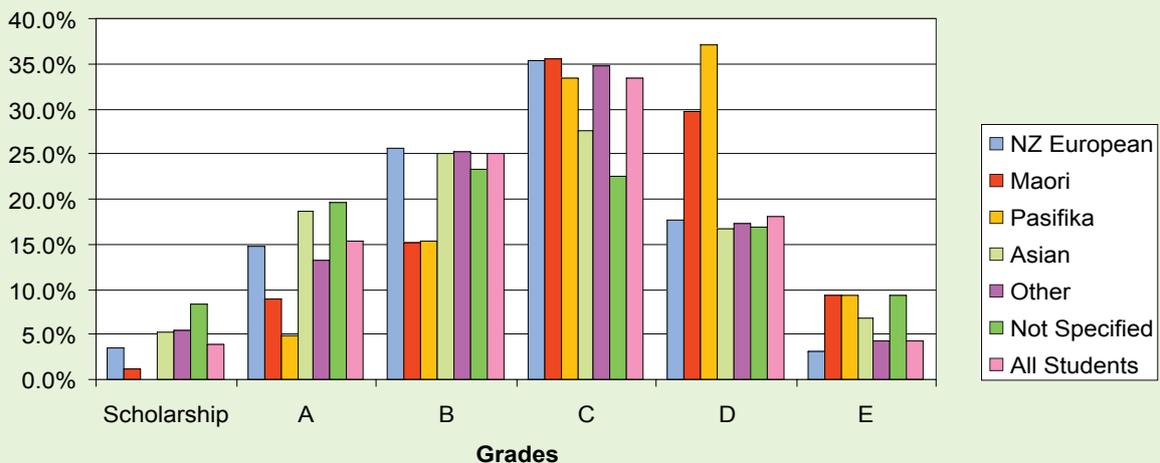
**Christchurch City**  
2001 Bursary Results – Percentage Grade breakdown by Ethnicity



### Bursary grades by ethnic groups

The following bar chart shows the bursary results of ethnic groups over the various grades. For example, of all New Zealand European students approximately 3 percent received scholarships.

**Christchurch City**  
2001 Bursary Results – Percentage of Ethnic Group by Grade



## Education

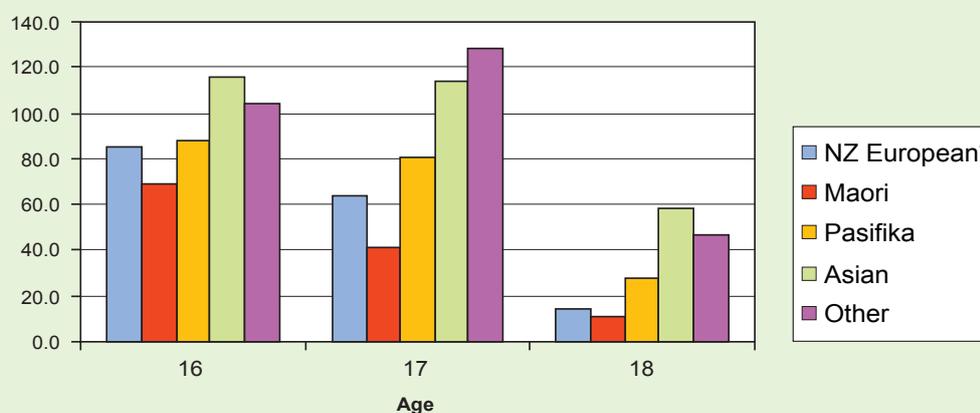
### Apparent retention rate percentages by age and ethnicity

The following bar chart shows the 'apparent' retention rate of 16, 17 and 18 year olds staying on at school after the compulsory leaving age of 16 by ethnicity.

The retention rate is apparent because the data does not track individual students but calculates the percentage based on the number of students staying in school compared to the number enrolled at age 14. Some figures go over 100 percent because the number of students enrolled in the senior years exceeds the number of students enrolled at age 14 – particularly Asian students and other ethnicities due to migration. Note the data excludes fee paying students.

The figures show that European, Pacific and Asian students have higher rates of retention post compulsory schooling years than Maori students.

**Christchurch City  
Apparent Retention Rates by Age and Ethnicity, 2002**



### Christchurch students 16 and over by age and ethnicity

The following table shows the number of students in Christchurch by age and ethnicity as at 1 July 2002.

**Christchurch students aged 16 and over at 1 July 2002 – Age by Ethnicity**

AGE	European*	NZ Maori	Pacific Islands	Asian	Other	Total
16	2993	265	125	254	48	3685
17	2142	163	86	257	54	2702
18	488	35	38	126	24	711
19	91	16	8	38	6	159
20	46	2	0	9	8	65
21	24	3	1	9	4	41
22+	466	34	8	314	52	874
<b>TOTAL</b>	<b>6250</b>	<b>518</b>	<b>266</b>	<b>1007</b>	<b>196</b>	<b>8237</b>

*No adjustment has been made to account for migration (i.e. it does not track individual students)*

*Excludes foreign fee-paying and Ministry of Foreign Affairs and Trade students*

*\*Includes both NZ European and European ethnic groups*

## Education

### Numbers of students suspended

The following table shows the numbers of students suspended from school by gender, ethnicity and age.

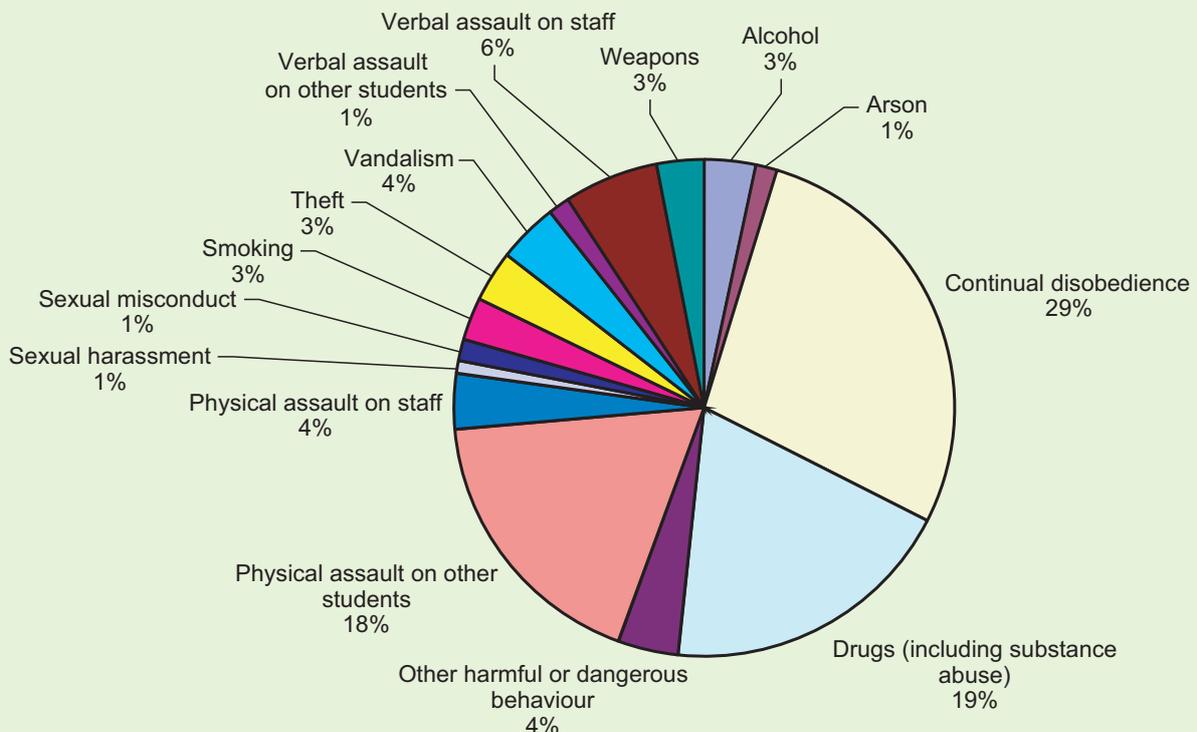
**Christchurch City  
Suspension by Age, Gender and Ethnicity (2002)**

Gender	No.	%	Ethnicity	No.	%	Age	No.	%
Female	78	34.5	NZ Pakeha	148	65.5	13 years	62	27
Male	148	65.5	NZ Maori	52	23.0	14 years	90	40
			Samoan	17	7.5	15 years	53	24
			Other	9	4.0	16 years	17	8
						17 years & over	4	2
<b>TOTAL</b>	<b>226</b>	<b>100</b>		<b>226</b>	<b>100</b>		<b>226</b>	<b>100</b>

### Reasons why students were suspended from school in 2002

The following pie chart shows the reasons why these students were suspended and the percentage by category.

**Christchurch City  
Reasons for Suspension (2002)**



## Care, Protection and Youth Justice

Child, Youth and Family (CYF) is charged with the statutory responsibility for child protection and youth justice provision. This is a 'quality of life' and at times a 'life and death' responsibility.

There are nine parts to the definition of a child or young person in need of care and protection within the **Children, Young Persons' and their Families Act, 1989**. Key points relate to:

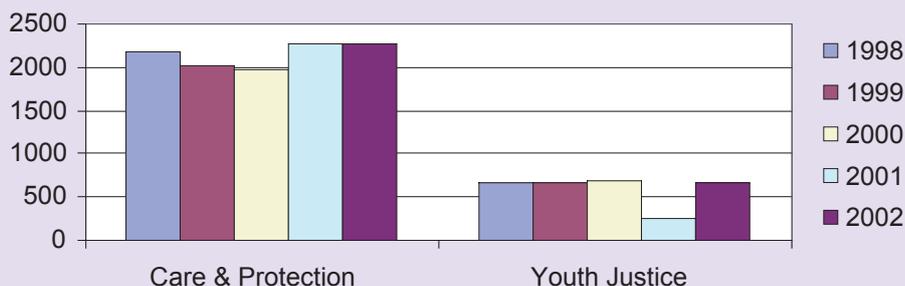
- The child or young person is being, or is likely to be, harmed (whether physically, emotionally or sexually), ill-treated, abused, or seriously deprived;
- The child's or young persons' development or physical, mental or emotional well-being is being seriously impaired;
- Serious differences exist between child or young person and the parents;
- The child or young person has behaved, or is behaving, in a manner that is likely to be harmful.

### Total care, protection and youth justice intakes

The following bar chart shows the total number of care and protection and youth justice intakes for Christchurch from 1998 to 2002. An "intake" is a notification into Child, Youth and Family's care and protection or youth justice systems. Intakes represent the total number of notifications to CYF and **FAR intakes** are that proportion where there is further action required. A 'NFA' refers to "no further action" is required.

The graph shows an increase in care and protection intakes for the past two years 2002 and 2001. The large reduction in youth justice figures for 2001 is being analysed at the local level and is one of the action points listed in this plan.

**Care, Protection and Youth Justice total intakes for Christchurch, 1998-2002**



*Source: Total Care & Protection intakes NFA & FAR from the CYF Business Reporting Team. The data includes the service delivery locations of Christchurch City, Sydenham and Papanui for the five financial years July 1997 to June 2002.*

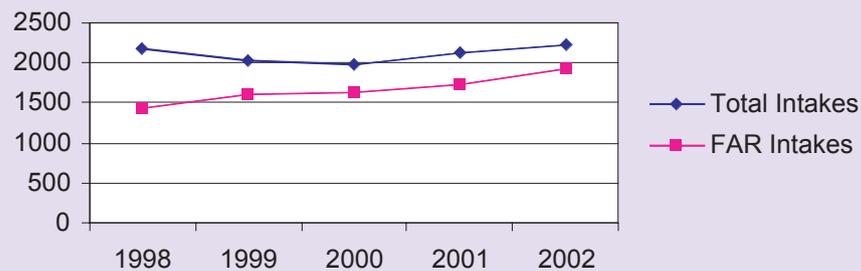
Over the past five years Christchurch CYF dealt with a total of 13,610 intakes. Of these 10,697 were care & protection and 2,913 were youth justice referrals under the Children, Young Persons' & Their Families Act 1989. Nationally Christchurch CYF dealt with 8.0% of the total national care & protection intakes and 8.4% of the total national youth justice intakes.

## Care and protection trends

CYF has experienced pressure in the intake area of the care and protection system for several years. The number of notifications where further action is required (FAR) has increased as has the complexity of cases.

In the following graph a steady and gradual rising pattern in Christchurch can be seen in total intakes and FAR intakes over the previous three financial years, 2000, 2001 and 2002.

**Total care and protection intakes and FAR intakes for Christchurch, from 1998-2002**



The following table shows the breakdown of Christchurch care, protection notifications requiring further action by ethnicity (for the period 1998 to 2002). It should be noted that for 8 percent of FAR intakes ethnicity was not recorded (for various reasons).

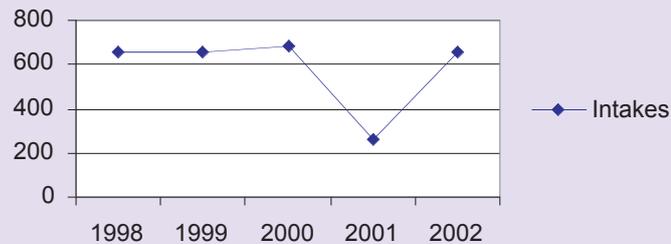
**Care and protection FAR intakes by ethnicity**

Ethnic group	Christchurch					Total by ethnicity	% ethnicity
	1998	1999	2000	2001	2002		
NZ Maori	219	191	218	263	381	1272	15.7
NZ Pakeha	877	881	980	1106	1112	4956	61.1
Pacific Peoples	72	71	80	88	92	403	5.0
Other	144	179	202	179	123	827	10.2
Not recorded	109	34	22	236	253	654	8.0
<b>TOTAL</b>	<b>1421</b>	<b>1356</b>	<b>1502</b>	<b>1872</b>	<b>1961</b>	<b>8112</b>	<b>100</b>

## Youth justice trends

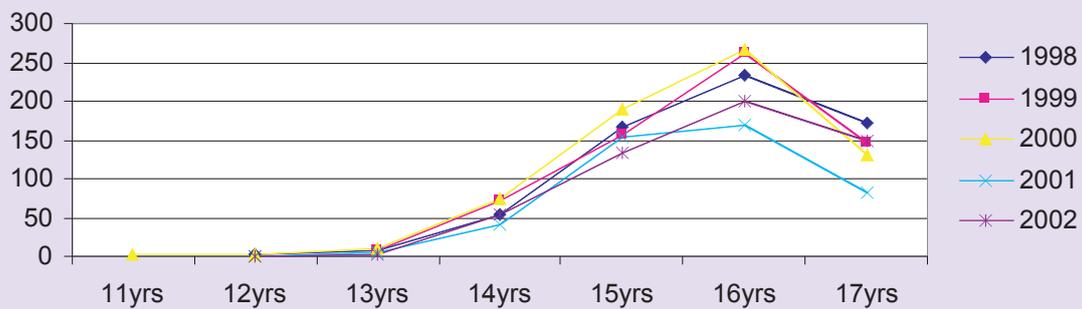
The following in line graph shows the large decrease in youth justice clients for Christchurch in 2001 and then an immediate rise back up the year following 2002. The decrease in 2001 represents 424 less youth justice clients and then a rise of 395 clients to similar levels the year after. This data variation is under analysis and is part of one of the action points of this plan.

**Number of youth justice intakes for Christchurch from 1998-2002**



The following line graph shows youth justice intakes by age. There is a steady rise in the number of youth justice intakes. This peaks at age 16 before declining. It should be noted that youth over the age of 17 are not referred to Child, Youth and Family.

**Christchurch youth justice intakes, by age, from 1998-2002**



## Youth justice intakes by ethnicity

The following table shows youth justice intakes by ethnicity. It should be noted that for nearly 12 percent of intakes ethnicity data is not recorded (for various reasons).

### Youth justice intakes by ethnicity

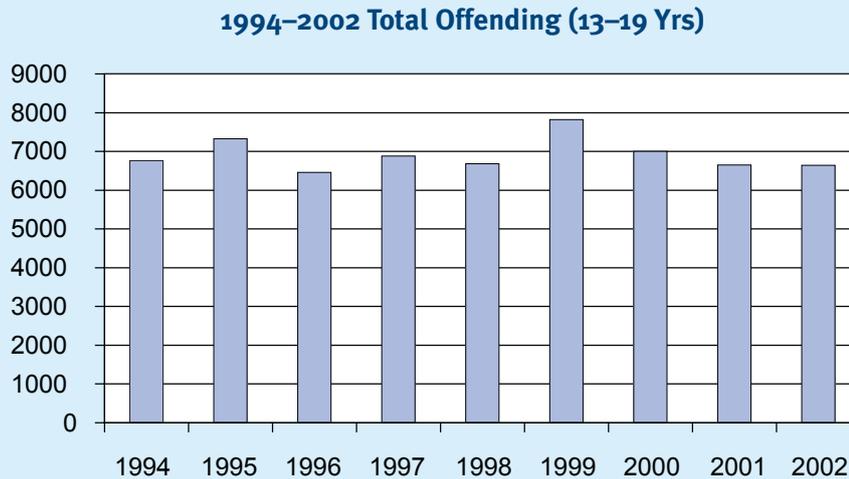
Ethnic group	Christchurch						
	1998	1999	2000	2001	2002	Total by ethnicity	% ethnicity
NZ Maori	168	148	127	93	130	666	22.2
NZ Pakeha	342	405	434	273	279	1733	57.7
Pacific Peoples	28	38	39	23	30	158	5.3
Other	11	15	21	22	24	93	3.1
Not recorded	104	54	67	45	83	353	11.7
<b>TOTAL</b>	<b>653</b>	<b>660</b>	<b>688</b>	<b>456</b>	<b>546</b>	<b>3003</b>	<b>100</b>

## Offending

Christchurch Police have identified the following youth offending statistics for 13–19 year olds.

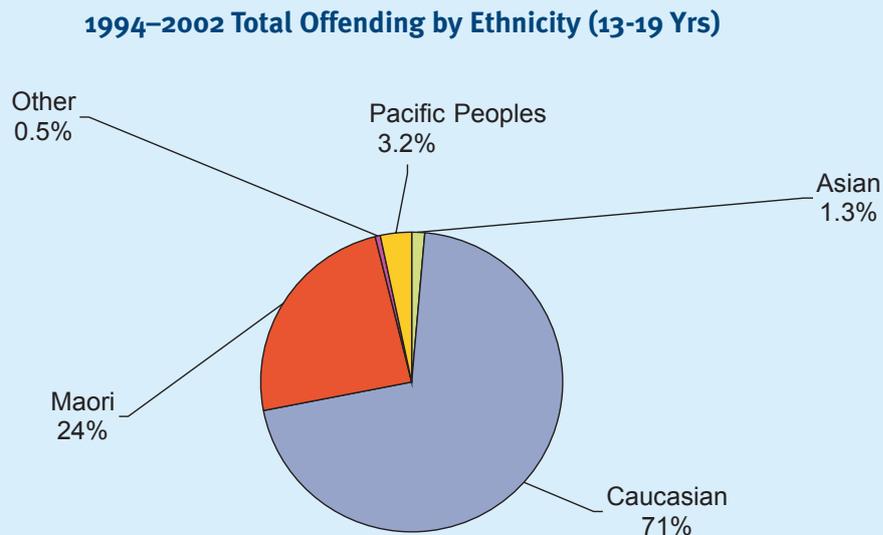
### Total offending between 1994-2002

The following bar chart shows the number of notified offences by 13-19 year olds.



### Total offending by ethnicity

The following pie chart highlights why we should be concerned about Maori youth offending. Maori youth offending between 1994–2002 represents 24 percent of all youth offending (13–19 year olds) when Maori make up only 10 percent of the total youth population.

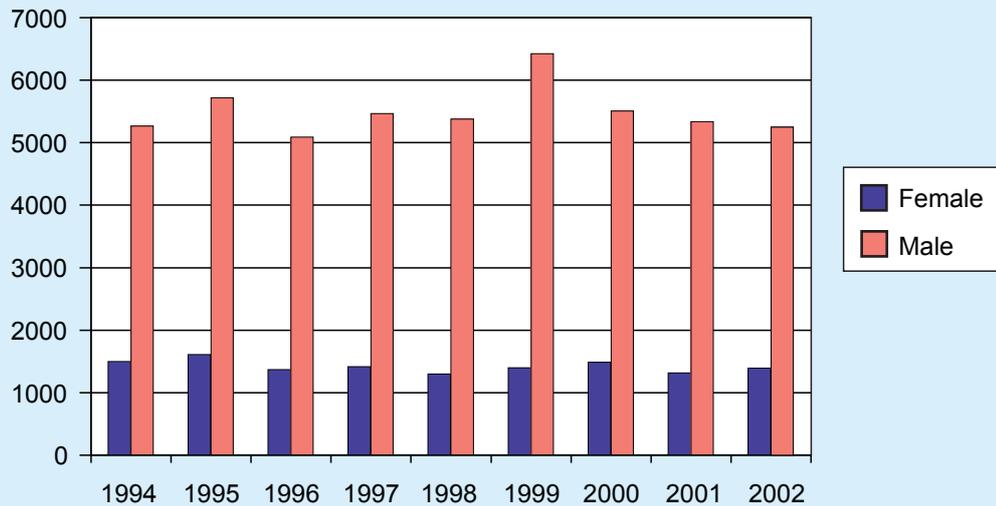


## Offending

### Total offending by gender

The following bar chart clearly shows the high level of young male offending compared to female offending.

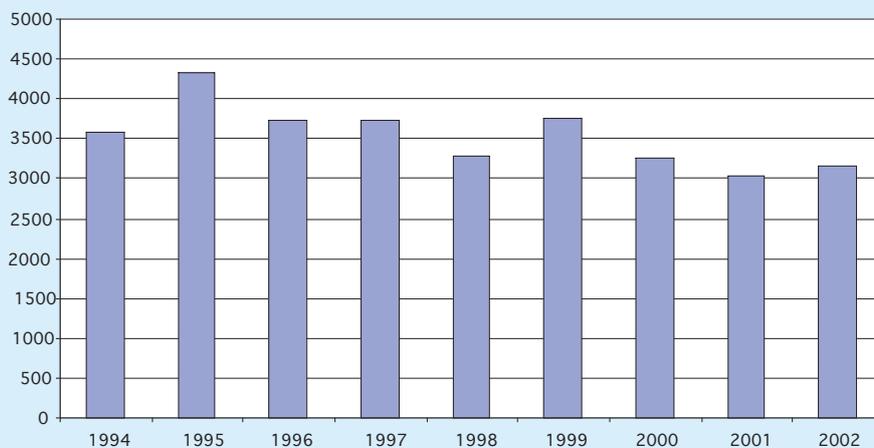
1994–2002 Total Offending by Gender (13–19 Yrs)



### Total dishonesty offences

The following bar chart shows the high level of dishonesty offences committed by young people.

1994–2002 Dishonesty Offending (13–19 Yrs)

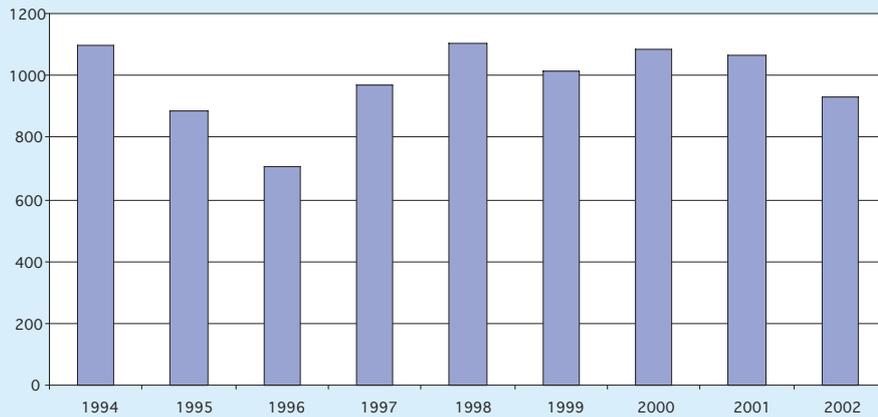


## Offending

### Total drug and disorder offending

Alcohol and other drug misuse is becoming an increasing concern for frontline agency staff. The following bar chart shows the numbers of drug and disorder offences.

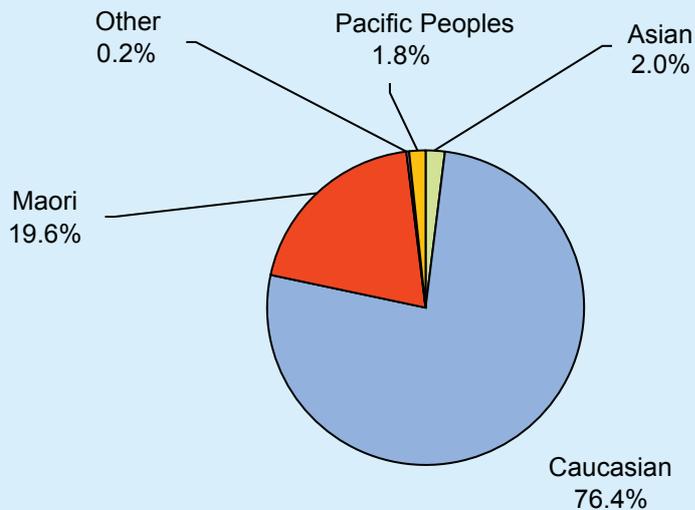
1994–2002 Drug and Disorder Offending (13–19 Yrs)



### Total drug offences by ethnicity

This pie chart for 2002 shows a high percentage of Maori drug offences that is concerning.

2002 Drug Offences by Ethnicity (13–19 Yrs)

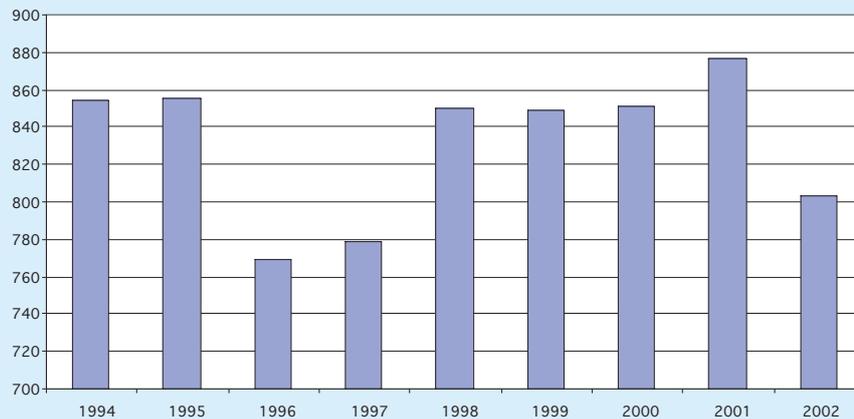


## Offending

### Violent offending

High levels of violent offending are a concern for our community. The following bar chart shows the general trend of violent offending among young people between 1994–2002.

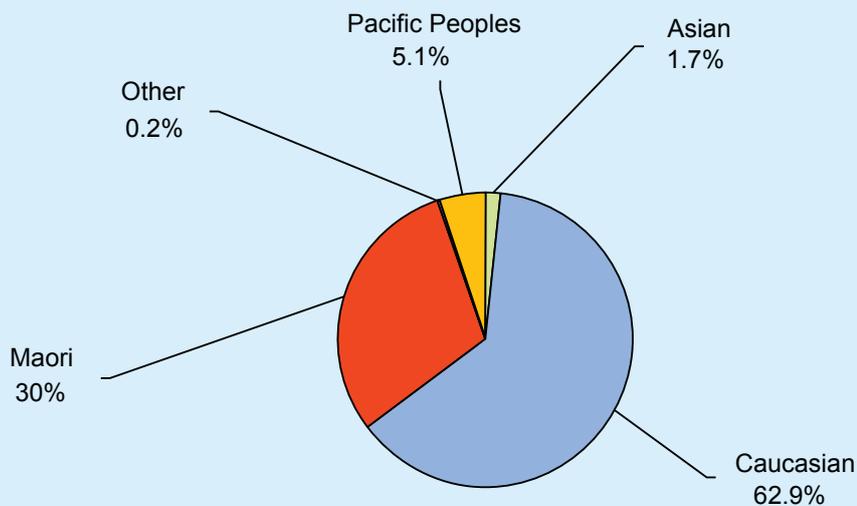
1994–2002 Violent Offending (13–19 Yrs)



### Violent offending by ethnicity

The following pie chart for 2002 shows high levels of violent offending within Maori and Pacific Peoples communities. Maori committed 30 percent of all violent offending in 2002, Pacific Peoples 5.1 percent, whereas the population percentages for these ethnic groups were 10 percent and 3.5 percent respectively.

2002 Violent Offending by Ethnicity (13-19 Yrs)



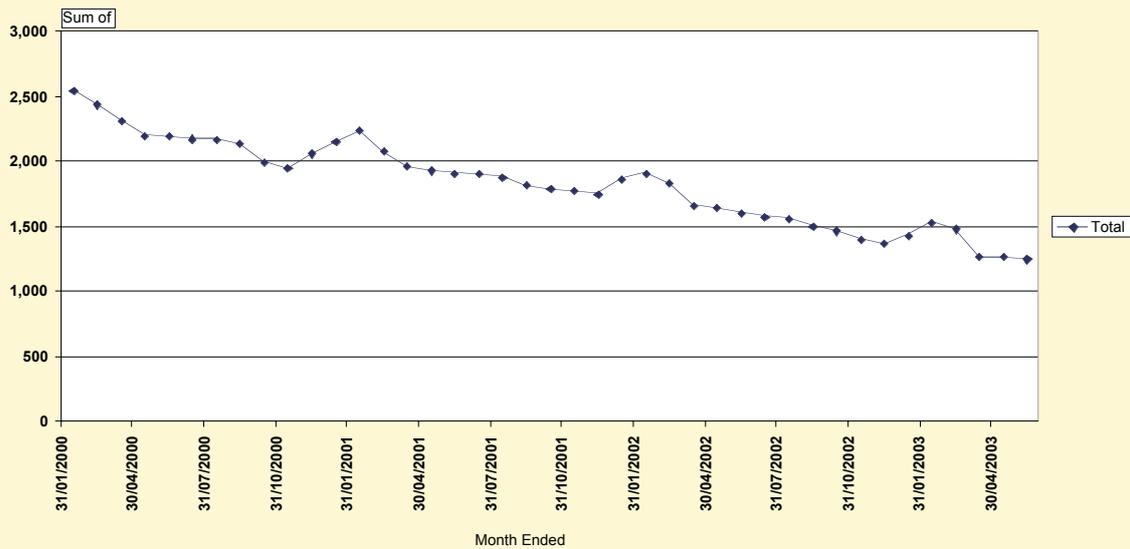
## Economic Independence

The following figures come from the Work and Income job seeker register.

### Total registered job seekers

The following line graph shows a positive reduction in registered job seekers (15–19 year olds), over the past three years.

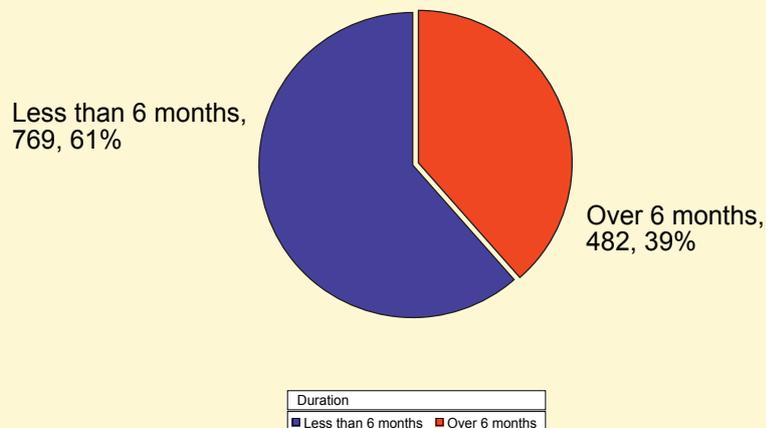
Registered Job-seekers (15-19 Yrs)



### Duration of registered job seekers

The following pie chart shows the majority of job seekers (61 percent) are registered for less than six months.

Short term and long term registered job seekers (15–19 Yrs) as at 31 May 2003

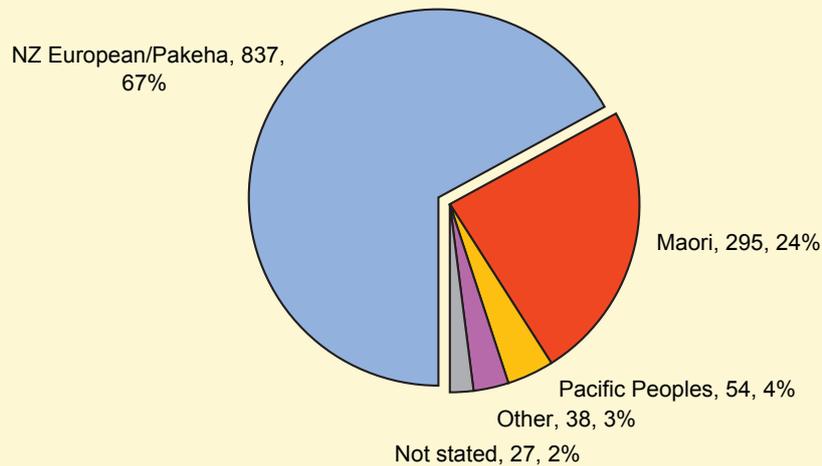


## Economic Independence

### Registered job seekers by ethnicity

The following pie chart shows Maori make up a disproportionate number of registered job seekers (15–19 year olds), compared to their proportion of the population.

**Registered job seekers (15–19 Yrs) by ethnicity as at 31 May 2003**

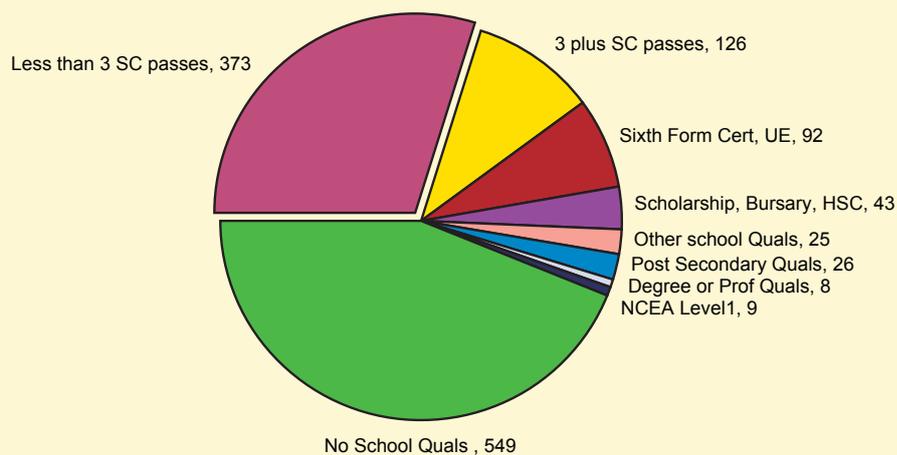


Broad Ethnicity									
<span style="color: blue;">■</span>	NZ European/Pakeha	<span style="color: red;">■</span>	Maori	<span style="color: orange;">■</span>	Pacific Peoples	<span style="color: purple;">■</span>	Other	<span style="color: grey;">■</span>	Not stated

### Registered job seekers by qualification levels

The following pie chart clearly shows low levels of educational attainment impact on future job opportunities. A majority of registered job seekers, slightly less than three quarters, have three school certificate passes or less.

**Registered job seekers (15–19 Yrs) by qualification as at 31 May 2003**



Education Level 2			
<span style="color: green;">■</span>	No School Quals	<span style="color: purple;">■</span>	Scholarship, Bursary, HSC
<span style="color: pink;">■</span>	Less than 3 SC passes	<span style="color: yellow;">■</span>	3 plus SC passes
<span style="color: lightcoral;">■</span>	Other school Quals	<span style="color: blue;">■</span>	Post Secondary Quals
<span style="color: darkblue;">■</span>	NCEA Level1	<span style="color: red;">■</span>	Sixth Form Cert, UE
		<span style="color: lightgrey;">■</span>	Degree or Prof Quals

## References

Below is a list of documents we've referred to in the development of this plan.

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## Contact list for CSPIN participating organisations

Inquiries regarding the work of the participating organisations should be directed at the contact person for that organisation as listed below:

Participating organisation	Contact person	Email address
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Ministry of Education	John Mather	john.mather@minedu.govt.nz
Ministry of Pacific Island Affairs	Michelle Oberg	michelle.oberg@minpac.govt.nz
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Inquiries to the Christchurch Social Policy Interagency Network should be directed to the:

Chairperson  
Christchurch Social Policy Interagency Network  
c/o sheryl.major@police.govt.nz

You can search for this plan “*A Collaborative Plan for Christchurch Youth 2003–2006*” on the following web sites:

[www.ccc.govt.nz](http://www.ccc.govt.nz)

[www.msd.govt.nz](http://www.msd.govt.nz)