



- 1 AUG 2016



On 3 March 2016 you emailed the Ministry requesting, under the Official Information Act 1982 (the Act), information regarding the Start at Home Strategy. On 3 May 2016, you were advised that due to the large number of documents in scope of your request, the Ministry would be providing you with ministerial briefings, reports and memos which relate to the Start at Home Strategy.

On 4 August 2014, Hon Anne Tolley, then the Minister for Police and Corrections, announced the Whole-of-Government Action Plan to Reduce the Harms Caused by New Zealand Adult Gangs and Transnational Crime Groups (now known as the Gang Action Plan). The Gang Action Plan is a multi-agency approach to address New Zealand gangs and transnational crime groups, through intelligence-gathering, enhanced law enforcement, prevention, intervention, rehabilitation and reintegration. Initiatives include:

- A multi-agency Gang Intelligence Centre (GIC)
- Start at Home
- Dedicated Enforcement Taskforces
- Legislative Toolkit.

The Cabinet paper outlining the cross-agency initiatives that comprise the Gang Action Plan is available at: <http://www.police.govt.nz/about-us/publication/cabinet-paper-whole-government-action-plan-reduce-harms-caused-new-zealand>.

As you are aware, Start at Home was originally split into two parts. Part One was led by New Zealand Police, and the Ministry leads Part Two, which initially comprised four initiatives (outlined in the Cabinet paper) to:

1. reduce intergenerational involvement in gangs and the likelihood of young people joining gangs (Ministry of Social Development led)
2. improve access and services to treat mental health issues and alcohol and drug dependencies in gang families (Ministry of Health led)
3. improve outcomes for children of gang members who are in prison (Department of Corrections led)

4. identify how existing youth skills and employment programmes can be accessed and delivered for gang members and their families, including connecting with educational and employment opportunities (Ministry of Social Development led).

While the Ministry leads the coordination of updates for Ministers on Start at Home, more information on the implementation of initiatives, including iwi that were consulted, will be available from the respective agencies.

In mid-2015, the Minister for Social Development asked that the Ministry develop additional options to add to the Start at Home package. The Ministry offered thirteen initiatives to be further explored for implementation, all of which were agreed to.

After further exploration, a number of initiatives and their rollout have been refined since they were originally proposed and outlined in reports for the Minister for Social Development. The initiatives are currently at various stages of implementation, with some still being developed.

The Ministry is also involved in a cross-agency piece of work to develop an Approved Information Sharing Agreement (AISA), which will support agencies involved in the GIC to share information about the gang-connected population. The AISA will ensure that robust privacy controls are in place to support our obligations under the Privacy Act. This includes ensuring that information safety and security requirements are met. Once in place, the AISA will support the Ministry's effective implementation of initiatives. The process to develop the AISA is expected to conclude by the end of 2016 and will include a public consultation beginning in late August 2016.

In March 2016, two community-based pilots for working with gang-connected families and whānau, located in the Bay of Plenty and on the East Coast, were publicly announced by the Minister for Social Development. The pilots are part of one of the agreed initiatives, which has been partially implemented. These pilots are in the early stages of delivery. Decisions on these pilot sites were informed by earlier work to identify possible priority locations for Start at Home; although decisions on the final pilot sites were considered separately.

Please find enclosed a table which provides the documents which have been identified as in scope of your request. These documents outline the development of initiatives as part of the Start at Home component of the Gang Action Plan. They include:

- the provision of preliminary advice and updates on both Ministry and externally-led initiatives and actions to improve social outcomes for the gang-connected population
- discussion around the Gang Intelligence Centre and the information sharing provisions that will be required to support implementation of these initiatives
- briefings to the Minister for Social Development to support her at meetings of the Ministerial Oversight Group on Gangs.

You will note that in some of the documents, it is mentioned that the Ministry has recently undertaken analysis to look at the liability estimates and general demographics relating to known gang members who are also beneficiaries.

In collating and reviewing the information the Ministry has identified a number of reasons to withhold information from the documents that are in scope of your request.

Maintaining the safety and privacy of gang members and their families participating in the community-based pilots is a key consideration that the Ministry must manage carefully. The Ministry is working closely with providers to ensure a considered approach is taken to working with gang members and their families so they are willing to engage in the pilots. Establishing a high level of trust between gang members, their families and the community providers is fundamental to the effective delivery of the pilots.

Releasing specific information at this point in time could also present safety risks for participating clients and the staff of the community providers delivering the pilots in priority locations. It is likely that making information about the pilots' locations or provider details publicly available could enable the identification of particular gangs, groups or individuals, including frontline staff members that may be participating in the pilots. This potential identification raises a number of safety and privacy risks, which could undermine the trust and willingness of gang members and their families to engage in the pilots, impacting on their overall success and effectiveness.

As such, some information is withheld under sections 9(2)(a) and 6(d) of the Act to protect the privacy of natural persons and to ensure the safety of the clients and staff involved in the pilots. On balance, the Ministry considers that the potential risks of releasing location and provider information about the community-based pilots outweigh any potential benefits to the public interest at this point in time.

Information is also withheld under these sections of the Act to ensure the safety of staff involved in the other initiatives being implemented as part of the Gang Action Plan. The release of this information is likely to increase safety risks for frontline Ministry staff and these risks also outweigh any potential benefits to the public interest at this point in time.

Some information is also withheld from the documents under section 9(2)(f)(iv) of the Act as it is under active consideration. The release of this information is likely to prejudice the quality of information received and the wider public interest of effective government would not be served.

Some information is also withheld from the documents under section 9(2)(g)(i) of the Act to protect the effective conduct of public affairs through the free and frank expression of opinions. I believe the greater public interest is in the ability of individuals to express opinions in the course of their duty.

The draft reports of the report titled '*Adult gang members' contact with Ministry of Social Development service lines*' attached to a number of reports are withheld in their entirety as the final version of this document is publicly available on the Ministry's website at <http://www.msd.govt.nz/about-msd-and-our-work/publications-resources/research/research-on-gangs-and-their-cost/>.

I hope you find this information regarding the Start at Home strategy helpful. You have the right to seek an investigation and review of my response by the Ombudsman, whose address for contact purposes is:

The Ombudsman
Office of the Ombudsman
PO Box 10-152
WELLINGTON 6143

Yours sincerely

Ruth Bound
Deputy Chief Executive, Service Delivery

	Date	Title
1.	24 October 2014	<i>Gang Action Plan: Update</i>
2.	28 November 2014	<i>Gangs Action Plan: November 2014 Update</i>
3.	23 January 2015	<i>Gangs Action Plan: January 2015 Update</i>
4.	13 February 2015	<i>Draft Gangs Data report</i>
5.	2 April 2015	<i>Gangs Data: Final Report</i>
6.	4 May 2015	<i>Gangs Data: Next Steps</i>
7.	12 June 2015	<i>Papers for Ministerial Oversight Group on Gangs meeting: 18 June 2015</i>
8.	16 June 2015	<i>Ministerial Oversight Group on Gangs Meeting - 18 June 2015</i>
9.	22 July 2015	<i>MSD Approach to the Gangs Action Plan</i>
10.	28 July 2015	<i>Ministerial Oversight Group on Gangs Meeting: Wednesday 29 July 2015</i>
11.	24 September 2015	<i>Gangs Action Plan: Additional Social Options</i>
12.	2 October 2015	<i>Start at Home priority locations</i>
13.	15 October 2015	<i>Memo - Proposal - Collective impact to address gang culture in [withheld] Bay of Plenty</i>
14.	16 October 2015	<i>Release of papers for 21 October 2015 MOGG</i>
15.	20 October 2015	<i>Ministerial Oversight Group on Gangs Meeting: Wednesday 21 October 2015</i>
16.	10 December 2015	<i>Progressing social initiatives for working with the gang-connected population</i>
17.	29 January 2016	<i>Community-based pilots for working with gang-connected populations</i>
18.	5 February 2016	<i>Memo - Community-based pilots for [withheld] and [withheld]</i>
19.	10 February 2016	<i>Gang Action Plan Update</i>
20.	12 February 2016	<i>Ministerial Oversight Group on Gangs Meeting: Tuesday 16 February 2016</i>



MINISTRY OF SOCIAL
DEVELOPMENT
TE MANATU WHAKAHIAO ORA

report

Date: 24 October 2014

Security: UNCLASSIFIED

To: Hon Anne Tolley, Minister for Social Development

Gangs Action Plan: Update


Purpose

- 1 This memo gives you a summary and update on Ministry of Social Development (MSD) work relating to the Whole-of-Government Action Plan to Reduce the Harms Caused by Adult Gangs and Transnational Crime Groups (the Gangs Action Plan).

Recommended actions

- 2 It is recommended that you:

note recent work on the social sector/prevention aspects of the Gangs Action Plan by MSD.


Belinda Himiona
General Manager (Acting)
Youth Policy and Development

24/10/14
Date


Hon Anne Tolley
Minister for Social Development

1-11-14
Date

Gangs Action Plan

Background

- 1 The "Whole-of-Government Action Plan to Reduce the Harms Caused by Adult Gangs and Transnational Crime Groups" (18 June 2014; CAB Min (14) 21/19 refers) includes the MSD-led package entitled "Start at Home Part 2". MSD is expected to report back by July 2015 on options for:
 - reducing intergenerational involvement in gangs and the likelihood of young people joining gangs and improving outcomes for children of gang members who are in prison
 - improving access and services to treat mental health issues and alcohol and drug dependencies in gang families
 - how existing youth skills and employment programmes can be accessed and delivered for gang members and their families, including connecting with education and employment opportunities.

Staging of potential actions by MSD

- 2 MSD is taking a two-stage approach to the gangs work. As mandated by the June 2014 Cabinet paper, MSD is developing a range of options on Start at Home Part 2 actions to be reported back on by July 2015. This will include input from other agencies to address key issues such as better targeting of education/training opportunities, employment assistance and healthcare provision.
- 3 However, it may be possible to undertake shorter-term activity around inter-generational needs. This would be subject to funding constraints and organisational capacity of MSD and other agencies.
- 4 Children of gang members were identified as a key vulnerable population group within the Child Poverty work. Also, in Budget 2015 discussions, children in families with gang connections have been listed as a priority group. Areas of focus could include:
 - s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person inter-generational needs: there may be an opportunity to start this work in the by aligning with existing Ministry of Justice work and potential Ministry of Health work with gang chapters in this location
 - children of imprisoned gang members: we have identified that prisoners and their families are a vulnerable population group where there is potential for child poverty-aligned activities to improve social outcomes.

A strengths-based approach to address the social impacts of gangs

- 5 MSD's current approach to gang-related activity is largely focused on s 6(d), 9(2)(a), youth gangs, and Māori cohorts. We can build on this work to meet Gangs Action Plan expectations. There is a strong case for investing early in gang members and their children to develop positive educational, health, social and employment outcomes, working alongside target groups.
- 6 Working with children and young people are crucial levers or 'ways in' for innovative cross-agency gangs-related policy development to address inter-generational issues. The influence of the father in particular (and other male

relations) is a key influence in children joining gangs and following this pattern of behaviour.

7 Key high-level points from our gangs policy analysis include:

- s 9(2)(g)(i) Free and Frank

- working with gang cohorts there is a need to generate, support and follow-through on aspirational plans to improve social outcomes (strengths-based, case managed and inter-agency)
- focus on smaller gang cohorts and generations of gang members and their desired social outcomes
- needs of children and young people should be considered alongside those of their imprisoned gang member parent(s).

Gangs data

8 A Memorandum of Understanding between MSD and Police was signed on 9 October 2014. This allows MSD to provide, in aggregate, data-matching against the full Police dataset of around 3,900 patched gang members and prospects (of New Zealand adult gang members aged 17 years or older).

9 Data-matching work will include linking gang datasets to care and protection, youth justice, benefit costs and welfare fraud information. Findings from the data work will include information on:

- number and percentage of gang members who were found on investigation by Child, Youth and Family to have abused any children, and types of abuse substantiated
- number and percentage of gang members' children aged at least 10 years of age who were known to the Youth Justice service arm of MSD following referral for a Youth Justice Family Group Conference
- number and percentage of gang members who have received a benefit from Work and Income, including most common types and average length of receipt of main benefit
- number of children linked to gang members in benefit data
- average and total amount of benefit overpayment recorded on the investigations of the gang members, by line of enquiry (e.g. multiple benefits)
- matching to the Top 10,000 (Social Sector Risks and Costs) Project to analyse how association with gangs is reflected in costs and outcomes within the data held by MSD, both for the gang members themselves and those linked to them.

10 This data work will give us a far better sense of the social impacts of gang membership than that contained in the June 2014 Cabinet paper. This work will take three months to complete, with results due in mid-January 2015.

Next Steps

- 11 We will report back to you by December 2014 on progress on our Gangs Action Plan work.

REP/14/10/751

A7747636

RELEASED UNDER THE
OFFICIAL INFORMATION ACT

report



MINISTRY OF SOCIAL
DEVELOPMENT
TE MANATŪ WHAKAHIATO ORA

Date: 28 November 2014

**Security
Level:**

IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

Gangs Action Plan: November 2014 Update

Purpose

- 1 This report notes a number of Gangs Action Plan-related actions up to the end of November 2014, and advises of future activity. Issues covered by this report include:
 - data-matching and Gangs Intelligence Centre progress
 - advice on options development on the four 'Start at Home Part 2' actions as part of the Gangs Action Plan, with the children of prisoners action being prioritised
 - potential for re-focusing existing Ministry of Social Development funded and delivered programmes
 - rationales for the most promising locations for trialling activity
 - potential for a Ministerial Group to oversee the social aspects of Gangs Action Plan work in the lead-up to the required July 2015 Cabinet reportback.

Recommended actions

- 2 It is recommended that you:

note the ongoing data-matching on gang cohorts being undertaken by the Ministry of Social Development

YES/NO

note that scoping is underway for the Police-hosted Gangs Intelligence Centre

YES/NO

note that options development work is underway on all four Start at Home Part 2 actions, with priority given for more immediate activity for working with children of prisoners

YES/NO

note that we are continuing to develop the options outlined in this report, including potential within existing Ministry of Social Development-funded activity for re-focusing and that we will report back to you on this work by 19 December 2014

YES/NO


note that there are three locations (is 6(d)) that are potential priority areas for trialling Start at Home Part 2 options

YES/NO

note you may wish to consider whether a group of Ministers be convened to guide the Start at Home aspects of the Gangs Action Plan.

*raise with Minister of Police AT
for New Year meeting*

YES/NO


Blythe Wood
General Manager
Youth Policy and Development

28/11/14
Date


Hon Anne Tolley
Minister for Social Development

9-12-14
Date

Gangs Action Plan: Social sector activity and options

Background: The role of the social sector in the Gangs Action Plan

- 1 The Ministry of Social Development plays a leading role within the suite of actions referred to, in the Gangs Action Plan, as 'Start at Home Part 2' (18 June 2014; CAB Min (14) 21/19 refers).
- 2 Start at Home Part 2 work will ensure that prevention and social sector activity balances enforcement aspects. If we take the approach of starting from the 'outside in' (i.e. with children, young people, partners and families) we can then more realistically achieve better social results with core patched members and prospects.
- 3 The four Start at Home Part 2 actions, including the lead agencies for each item, are listed below. We are working closely with the New Zealand Police on the overall package, leading towards the required July 2015 Cabinet reportback, for:
 - *working with children of (gang member) prisoners* (Ministry of Social Development – Youth Policy; Corrections)
 - *reducing the inter-generational transfer of negative gangs-related social impacts* (Ministry of Social Development – Youth Policy; Corrections)
 - *improving mental health/addictions results* (Ministry of Health); and
 - *making skills and employment supports more available to gang cohorts* (Ministry of Social Development – Youth Policy with Work and Income).

Data is the cornerstone of gangs-related social sector activity

- 4 Our analysis is continuing on the full Police dataset of 3,969 names of gang members (patched and prospects). For the June 2014 Cabinet paper, a similar analysis was undertaken on a smaller selection of 51 (selected on the basis of highest-ranked criminal history). The output will be an aggregate report by February 2015.
- 5 The Police-hosted Gangs Intelligence Centre is currently being scoped. The Ministry of Social Development is involved with this work to ensure there are links to our operations and policy work, such as the Children's Action Plan data and information management processes.
- 6 The core group of gang members is the main interest of enforcement information requirements and is the first priority for data-matching. However, the wider group of interest for the social sector will also be part of the work of the Gangs Intelligence Centre.
- 7 This wider group includes those people who 'orbit' around gang members, such as children, young people, partners, spouses, families and friends (which we estimate at approximately 19,000 in number). This population tends to have the classic predictors of negative social outcomes, such as history of family violence, contact with care and protection and poverty. These predictors often lead to lowered educational achievement, benefit dependence and poor health/social outcomes.

Initial options development

8 Initial options on each of the four Start at Home Part 2 options are described briefly below, i.e. **what** we could do. Following the listing of options, we also discuss:

- **where** we could trial or test this proposed Start at Home Part 2 activity; and
- **how** we could resource such work through re-focusing existing interventions or services.

Initial options 1: Working with children of (gang member) prisoners

9 We have identified a number of priority options to advance children of prisoners-related work. Options are being developed that recognise improving social results of children with equal effort and importance alongside that of their imprisoned parent. These include schools-based case management approaches as well as re-thinking Corrections physical spaces and guidelines for visiting as a way to enhance family re-integration.

Initial options 2: Reducing inter-generational transfer of gangs-related social impacts

- 10 This area will support options that could include regional work with fathers and sons, spouses, partners and associates, to improve employment, skills, school engagement, health care and re-location opportunities with specific gang cohorts.
- 11 Another inter-generational option (which spans a Start at Home Part 1 action on prisoner reintegration as well as Part 2 action) is being led by the Department of Corrections; the *Mentoring for Gang Offenders* project under development.

Initial options 3: Improving mental health/addictions results

12 We are working with the Ministry of Health on ways to make health care to gangs-linked families more proactively available, such as through mobile clinics and home visits by nurses. Existing health interventions could be adapted to this purpose, but with funding for the marginal costs of working with this hard-to-reach group

Initial options 4: Making skills and employment supports more available to gang cohorts

13 Initial options include tailored and/or further resourcing for Youth Service providers, across the country, or in a specific trial location, for working with gangs-related clients. There could also be an opportunity to develop approaches, such as was used with the '3k to Christchurch' programme, to support re-locations in order to make a fresh start and break cycles of deprivation.

Where we could trial the Start at Home Part 2 options

14 While we have yet to confirm potential locations with other agencies, we have begun identifying areas for Start at Home Part 2 activity with high gangs

catchments, suitable staff and institutions and existing work which could be built on.

- 15 At this stage, we have identified three front-runners, being:

9(2)(a), s 6(d)

- s 6(d) OIA Endanger the safety of any person, s 9(2)(a) OIA Privacy of Natural Persons
- e [redacted] There is existing work in this area by the Ministry of Justice, mainly in the youth justice area that we can build on. There is also existing work, by Health and Social Development, to build on, which has involved discussing social needs with the local gangs chapters (Mongrel Mob and Black Power).
 - e s 6(d), 9(2)(a) [redacted] regional prison is a suitable prison location for trial work, and there are iwi-based initiatives on prisoner reintegration in the region we can align with.
 - e s 6(d), 9(2)(a) [redacted] There is existing work between Police and Work and Income, that has focused on mapping data relating a significant increase in a mix of gang affiliations in a small area of s 6(d), 9(2)(a) [redacted]

How we could fund gangs-related Ministry of Social Development activity

- 16 You have asked us to consider funding options for our Start at Home Part 2 activity, including re-focusing. This work, still in its initial stages, suggests there might be ways of re-focusing the existing *Breakthru* and Youth Workers in Secondary Schools programmes. This work could help support more immediate options, and/or allow for future work (i.e. intended for the July 2015 Cabinet paper). We will advise you on these details when we report back to you on 19 December 2014.

s 6(d), 9(2)(a) [redacted] gang offenders programme

s 9(2)(a) OIA Privacy of Natural Persons

- 17 At your request, we investigated the programme you mentioned at our meeting with you on 3 November 2014, i.e. the Police officer ([redacted]) working with a group of gang offenders. While not matching any specific intervention, we note the emphasis on employment as key to better results.

Forthcoming Cabinet papers and Next Steps

- 18 Police are leading work on a scheduled Gangs Action Plan Cabinet paper for December 2014 which will have a enforcement and legislative focus.
- 19 We are continuing to develop options and will report back to you again by 19 December 2014. Full social sector/prevention options, including costings, operational detail and timings, will be delivered in the July 2015 Cabinet paper.

Potential for Ministerial Group

- 20 Consideration could be given for a group of ministers to meet to guide the social aspects of the Plan. This could involve ministers such as those of Justice, Police, Corrections and Health and potentially some associate ministers. We raise this as an option.



report

Date: 23 January 2015

Security
Level:

IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

REP/15/1/037

Gangs Action Plan: January 2015 Update

Purpose

- 1 This report updates you on the Gangs Action Plan: Start at Home Part 2 activity by the Ministry of Social Development from 28 November 2014 (previous update report) through to January 2015. This report also describes next steps through to July 2015.

Recommended actions

- 2 It is recommended that you:

- 1 **note** recent Start at Home Part 2 activity for the November 2014 – January 2015 period, and the next steps listed through to July 2015

AT YES/NO

- 2 **note** that five locations for Start at Home Part 2 activity have been identified in the Budget 2015 bid: 'Working with Gang Families to Change Social Results in Five Key Locations' and that we are working with other agencies on related activity in these locations

AT YES/NO

- 3 **note** that we are developing two priority options within the Ministry of Social Development to respond to the needs of children of prisoners:

- re-focusing of school-based social support services in the above five locations (an internal underspend opportunity may be able to fund this option); and
- taking an integrated case management and youth worker approach for families of (gangs) prisoners in [redacted] schools by re-focusing and/or expanding the *Breakthru* service (this is dependent on the outcome of the Budget 2015 bid).

s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

AT YES/NO

- 4 **note** that the Ministry is considering the draft Gangs Action Plan Cabinet paper which will be discussed at the Social Policy Committee meeting on 29 February 2015. This paper primarily relates to asset seizures. We will provide you with advice on this paper prior to its consideration

AT YES/NO

- 5 **agree** that in the light of your recent delegation on gangs-related work, that this report be forwarded to Hon Nikki Kaye, Minister for Youth.

yes - forward report

I don't understand this - what delegation I have asked her to work with me on gang-related work but haven't delegated responsibility to her? AT

[Signature]

Blythe Wood
General Manager
Youth Policy and Development

23 Jan 2015
Date

[Signature]

Hon Anne Tolley
Minister for Social Development

18-2-15
Date

*This is an excellent paper giving me good information on the cross-agency work + thank you.
AT.*

Start at Home Part 2: Action areas

- 3 Within the Gangs Action Plan, the social sector/prevention elements are branded as the 'Start at Home' package (CAB Min (14) 21/19 refers). The New Zealand Police are responsible for the overall Plan, with the Ministry of Social Development the lead reporting agency for Start at Home Part 2, scheduled to report back to Cabinet with options by July 2015.
- 4 The four Start at Home Part 2 action areas, including the lead agencies for each item, are:
 - *working with children of (gang member) prisoners* (Ministry of Social Development – Youth Policy; Corrections)
 - *reducing the inter-generational transfer of negative gangs-related social impacts* (Ministry of Social Development – Youth Policy; Corrections)
 - *improving mental health/addictions results* (Ministry of Health); and
 - *making skills and employment supports more available to gang cohorts* (Ministry of Social Development – Youth Policy with Work and Income).
- 5 We have made good progress working with other agencies in this work, notably on identifying options to improve social results with gang families, including children of (gang member) prisoners. This activity is listed in the current Budget 2015 bid: 'Working with Gang Families to Change Social Results in Five Key Locations'.
- 6 To focus policy and operational development of these options we believe that a set number of well-justified locations is required. We are working with other agencies such as Corrections, Police and Health to align activity on all four Start at Home Part 2 areas in the five locations listed in Appendix 1.

Working with children of (gang member) prisoners: initial options

- 7 Initial options on what we can do within each of the four Start at Home Part 2 action areas options are described below. A full listing of children of prisoner-related options, including joint work with other agencies, including the Department of Corrections, is listed in Appendix 2.
- 8 The potential for improved social outcomes with children of prisoners is clear. Corrections estimates that there are 23,000 children of prisoners in New Zealand and children of prisoners are seven times more likely to end up as prisoners themselves. The Ministry of Social Development is working on two options in particular:
 - re-focusing and expansion of the Youth Workers in Secondary Schools programme,¹ to provide school-based social support services to work with children of (gang member) prisoners. An internal underspend opportunity

¹ The Youth Workers in Secondary Schools service, part of the Prime Minister's Youth Mental Health Project, is currently comprised of 19 youth workers in 20 North Island schools and works with young people and their families. This service is a ready-made programme, workforce and way of working able to re-focus from a youth mental health focus to other targeted child and youth cohorts, such as children of prisoners.

has been identified that may be able to fund this option and we will know the outcome of this proposal by the end of January 2015; and

- taking an integrated case management and youth worker approach for families of (gangs) prisoners in [redacted] schools. We believe there is potential to re-focus or expand *Breakthru*,² to align with Start at Home Part 2 located activity, such as by working with children of gang member prisoners, or in navigating inter-generational or employment opportunities. The service is being re-contracted for in June 2015 and the service appears to align well with the *Out of Gate Family* service proposed by the Department of Corrections. Funding for this option is dependent on the outcome of the Budget 2015 bid.

Reducing inter-generational transfer of gangs-related social impacts: initial options

- 9 The current Budget 2015 bid: 'Working with Gang Families to Change Social Results in Five Key Locations' will allow for inter-generational work to start in these areas. This may include costs – both in terms of funding and timeframes – associated with any re-focusing and/or expansion of existing Ministry of Social Development programmes.

Improving mental health/addictions results: initial options

- 10 This Start at Home Part 2 action is led by the Ministry of Health. The Ministry of Health is particularly interested in working in the [redacted] to make health care to gangs-linked families more proactively available, such as through mobile clinics and home visits by nurses. The Ministry of Health has also developed an initial set of further options to enhance other parts of the Start at Home package (including draft options of youth mentoring/rehabilitation, recidivist drunk drivers and health checks for gangs families). We are working closely with them to integrate this set of promising options into the overall set.

Making skills and employment supports more available to gang cohorts: initial options

- 11 We are developing options with Work and Income to:

- tailor and/or further resource *Youth Service* providers to be able to work with gangs-related clients; and
- target the '3k to Work' programme to support re-locations in order to make a fresh start and break cycles of deprivation

very good idea.

² [redacted]
[redacted]

Next steps (through to July 2015)

12 Note the following key actions (in date order) which will inform our work over the next few months:

- Our analysis is continuing to data-match the full Police dataset of 3,969 names of gang members (patched and prospects) with social sector datasets. The end result will be a short aggregate report on the social impacts and costs of gang membership, to be completed by the end of February 2015
- The Police-hosted Gangs Intelligence Centre is currently being scoped. The Ministry of Social Development is involved with this scoping work in order to ensure that social data, such as the Children's Action Plan information management processes, is well aligned
- The Minister of Police, as part of the overall Gangs Action Plan governance structure, has invited you to a Ministers' Oversight Group on Gangs. In the light of your delegation regarding gang-related work, we recommend this report be forwarded to the Minister for Youth

• s 9(2)(f)(iv) Active Consideration

- We are continuing to develop the options described in this report and we will update you again in March 2015. By this date we will have more definite funding information, including status of the Budget 2015 bid which will also confirm locations for Start at Home Part 2 activity; and
- Full social sector/prevention options for Start at Home Part 2, including costings, operational detail, agency comment and timings (if options are approved for advancement), will be delivered as part of the scheduled July 2015 Cabinet paper.

don't understand this - what delegation?

Appendix 1: Start at Home Part 2 locations

Five locations have been put forward in the current gangs families Budget 2015 bid; indicating the reasons for their selection. Selections have been made where there is the greatest potential to make an impact on communities. This includes areas with a high gang-associated population, with existing social services to work with, such as Social Sector Trials and prisons and where there are pockets of known deprivation (including child poverty).

The relevance of each particular location for Start at Home Part 2 activity across all four action areas, as well as cross-agency potential is outlined below.

s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

Locations are listed in prioritised order below as to where gains can be greatest:

- s 9(2)(a), s 6(d) There is a high gangs population in this location with significant chapters of prominent gangs. Recent discussions between these gang chapters and social sector agencies (The Ministries of Health and Social Development) has identified potential about better meeting the social needs of this population. A s 9(2)(a), s 6(d)

s 9(2)(a), s 6(d) Positive intergenerational activity may be able to be youth-directed through the existing Police-linked s 9(2)(a), s 6(d) and other youth development programmes. ✓

- The s 6(d), 9(2)(a) is an area that Police have expressed and interested in focusing some Start at Home Part 2 activity in. This area has a large, well-established gangs population. Notably s 9(2)(a), s 6(d) is a Social Sector Trial which expands the potential for cross-agency activity. ✓

- s 9(2)(a), s 6(d)

s 9(2)(a), s 6(d) This area has a high children of prisoners resident population. Demographically, there have been recent shifts of a number of large gangs families s 9(2)(a), s 6(d) (itself a Social Sector Trial location which offers potential for better alignment of services). s 6(d), 9(2)(a) ✓

- s 9(2)(a), s 6(d) features high unemployment and a large teen parent and benefit dependent population. The New Zealand Police and the Ministry of Social Development have been working to 'map' this area, combining their datasets. There has been a recent and significant increase in gang affiliations (up to six) s 6(d), 9(2)(a) which has increased agency interest. This area s 9(2)(g)(i) Free and Frank is a low-decile s 9(2)(g)(i) Free and Frank surrounded by higher-decile populations. It has a combination of tight familial connections and low-quality housing stock which is challenging but also has potential for social outcomes being improved. There have been some successes s 9(2)(a) have been placed in the '3k to Work' scheme as well as identification of those young people suitable for the Limited Service Volunteer programme. ✓

- s 6(d), 9(2)(a) is an area with long-established pockets of high deprivation and gangs affiliations. s 6(d), 9(2)(a) is well-regarded as an

exemplar institution within Corrections. There are also iwi-based initiatives on prisoner reintegration in the region we can align with. ✓

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

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Appendix 2: Children of prisoner options

Improve the ability of children, families and whānau with a parent in prison to maintain and develop ties, particularly when visiting prisons

The Department of Corrections is currently working on pilots at _____

s 6(d), 9(2)(a)

A Visitor Gateway is a conduit between visitors and prison, as well as between visitors and community based social services and agency support. It involves the provision of a central hub for advocacy and information services to families.

There is scope to work with the Department of Corrections to develop the Visitor Gateway Pilots further. Other social supports (such as a Work and Income kiosk) may be made more permanently available within the Gateway pilots.

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

Automatic 'flag' and/or referral to a range of healthcare, social or school attendance interventions

This option proposes that imprisonment of a parent or guardian could, in and of itself, be the trigger for an automatic referral to a range of social, educational or healthcare interventions for children involved. This could be a 'flag' or it could be an (additional) appointment with a relevant service. ✓

Arrest and Court procedures

Studies suggest that while the arrest of a parent can set in train the development of negative attitudes towards authority such as the Police. A potential option is to review, with the New Zealand Police, current arrest procedures where children are present. Court procedures have also been identified as an area where a more standardised, child and family rights focused, approach might have benefits.

Financial assistance

There are opportunities to develop options with Work and Income and the Department of Corrections to alleviate some of the financial pressure facing families of prisoners, such as through case management with families, for example to increase work opportunities. ✓

Counselling, mentoring and other services

Relatively few children of prisoners receive counselling, and there is potential to explore increased provision on a piloted basis either as a stand-alone measure or as part of an integrated case management, school-based or peer-mediated approach.

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

Better information collection about children and families of prisoners

The United Nations Committee on the Rights of the Child has identified the need for states to collect and maintain records of children with incarcerated parents in order to assist with the development of support services. There are gaps in our knowledge of this group, and collecting information on children and families of gang member prisoners is a potential role for the Gangs Intelligence Centre, to be established in December 2015. ✓

report



MINISTRY OF SOCIAL
DEVELOPMENT
TE MANATŪ WHAKAHIA TO ORA

Date: 13 February 2015 Security Level: IN CONFIDENCE
To: Hon Anne Tolley, Minister for Social Development
REP/15/2/100

Draft Gangs Data Report

Purpose of the report

- 1 This report advises you of the key findings from a draft report entitled *Adult Gang members contact with Ministry of Social Development service lines*.

Recommended actions


- 2 It is recommended that you:

- 1 **Note** the attached draft report entitled *Adult Gang members contact with Ministry of Social Development service lines* and its key findings

AT YES / NO

- 2 **Note** that the final report is currently being completed and we will advise of our analysis and recommendations for release via a further briefing in mid-March 2015.

AT YES / NO


Blythe Wood
General Manager, Youth Policy and
Development, Social Policy

13 February 2015
Date


Hon Anne Tolley
Minister for Social Development

16-2-15
Date

Excellent work — extremely valuable for
mapping, prioritisation of vulnerable communities
Mike Smith Police Minister has a copy of the draft. AT

Background

- 3 As part of the Gangs Action Plan work, the Ministry of Social Development has undertaken a data-match of the New Zealand Police dataset of patched and prospect adult gang members. This dataset has been matched against our service lines. This includes Child, Youth and Family and Work and Income, against such items as benefit receipt and child abuse, in order to assess the impact on the social sector of this cohort.
- 4 This work followed on from analysis of a smaller subset (50 members) from the same gang member dataset. This previous analysis was used to inform the establishing Cabinet paper for the Gangs Action Plan as a whole. The current work (on the full dataset), once final and fully analysed, will provide us with a more accurate assessment of gang member social sector costs and impacts.

Status of attached draft

- 5 The attached report, entitled *Adult Gang members contact with Ministry of Social Development service lines*, has been issued in draft form. This report is to provide you with an initial 'snapshot' of the draft findings. This may inform you at future meetings with other Ministers on gangs-related issues. This could include the yet-to-be-scheduled Ministerial Gangs Action Plan meeting and any Cabinet discussions around the forthcoming paper relating to gangs enforcement legislation.
- 6 The attached report has not gone through all of the Ministry's quality assurance processes and sign-out protocols. It has been shared only within the Ministry of Social Development and with Police officials (though not for further distribution at this stage).
- 7 There is the possibility of some figures and analysis changing prior to receipt of the final report, which will include comparison with the general population and how these findings differ from the previous sample, as well as more analysis of implications for cross-agency Gangs Action Plan-related activity.

Key Findings

s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

- 8 As well as confirming the disproportionate costs and impacts of gang membership, the draft report underlines the key locations for social sector activity, such as [REDACTED]. The draft report also shows that there remains a need to retain our focus on children and families of gang members, as in the Start at Home Part 2 programme (which addresses intergenerational activity within the Gangs Action Plan, including work with children of prisoners and improving employment outcomes).
- 9 Children of gang members are a vulnerable group at high risk of experiencing negative life outcomes. There are in the order of 5,000 to 7,000 known children associated with gang members, many of whom are spending time growing up in welfare recipient families, are subject to very high rates of

abuse and neglect, and are exposed to criminal behaviour/imprisonment impacts.

10 The attached draft report analysed, against the full New Zealand Police adult gang members dataset, how they, and their children and families, come into contact with the Ministry of Social Development's services arms, and the types of contact that occurred. The key initial findings are listed below under:

- 'headlines' (in **bold**)
- report findings (bulleted)
- our comment at this draft stage (in *italics*).

11 **The typical adult gang member is a male Māori in his thirties or forties living in the North Island**

- Most (86 per cent) of the 3,960 current known adult gang-members are patched, with the other 14 per cent being prospects. All patched members and prospects are male. The two largest adult gangs – the Mongrel Mob and Black Power – account for two-thirds of all current known adult gang members in New Zealand.
- Over three-quarters of adult gang members are Māori, 14 per cent are European and eight per cent are Pacific peoples.
- Just under 10 per cent of current known adult gang members usually reside in the South Island. A little under one in five gang members live in each of the Auckland, Bay of Plenty and Eastern districts of the North Island.

These draft findings support the identified five key North Island locations for the Start at Home Part 2 activity. The high proportion of Maori membership is noted as well as the dominance (in terms of members) of the more established gangs. Work with other agencies will be required to note if smaller-membered gangs may be more (criminally) profitable.

12 **Over 90 per cent of gang members have received welfare support. The gang members in the dataset have been paid an estimated total of around \$525 million in welfare assistance**

- Ninety-two per cent (3,627) of the 3,960 gang members have received main benefits from Work and Income. Eighteen per cent of all gang members have received a main benefit for over 15 years (not necessarily continuously), including four per cent who have received main benefits for over 20 years. The total duration spent on main benefit averaged 8.9 years, with the average being 8.2 years.
- In total, an estimated \$525 million in welfare assistance was paid to the gang members – an average of around \$132,000 per person taken across all gang members.

With what we know of the negative impact of long-term benefit dependency, this will be a focus of the employment/training part of the Start at Home Part 2 work programme.

13 Over 7,000 dependent children were included in benefit spells with gang members

- Over half (59 per cent or 2,345) of all gang members had main benefit spells that included dependent children – either with or without a partner. A total of 7,101 children were included in these benefit spells.
- A total of 1,394 children spent more than five years included in benefit with a gang member, including 320 who spent more than 10 years included in benefit.

There will be implications here to ensure the Start at Home Part 2 work is well linked to Vulnerable Children's work across the Ministry of Social Development, such as the Children's Action teams and Social Sector Trials.

14 Over half of the gang members who have received a main benefit have incurred overpayments totalling \$6 million

• s 9(2)(g)(i) Free and Frank

- One per cent (38) of the 3,627 gang members who have received a main benefit have been formally prosecuted for welfare fraud.

s 9(2)(g)(i) Free and Frank

s 9(2)(g)(i) Free and Frank

s 9(2)(g)(i) Free and Frank

s 9(2)(g)(i) Free and Frank

Next steps

- 18 We will have the final report by the end of this month and with additional analysis and review, anticipate a report to you on this by mid-March 2015. We acknowledge it as a priority output that will crucially inform our gangs work. This will have confirmed figures, including impacts comparison with the

general population as well as how these findings differ from those of the previous smaller sample. We will analyse the final report fully and report back. This will include how the findings impact on Gangs Action Plan activity and understandings.

- 19 Given media interest, via the Official Information Act, in the previous sample, we anticipate some interest in the findings so will advise on the potential for releases in this context. This report will also be required to be shared with other Gangs Action Plan-related Ministers and their respective agencies and we will provide recommendations for this release as well when we report back to you in mid-March 2015.

File ref: REP/15/2/100

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report



MINISTRY OF SOCIAL
DEVELOPMENT
TE MANATŪ WHAKAHIAO ORA

Date: 2 April 2015

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

REP/15/3/339

Gangs Data: Final Report

Purpose of the report

- 1 This report advises you of the attached final report entitled *Adult Gang members contact with Ministry of Social Development service lines*. Key findings are also attached as an A3.

Recommended actions

- 2 It is recommended that you:

- 1 **Note** the attached final report entitled *Adult Gang members contact with Ministry of Social Development service lines* and a key findings A3


AT YES / NO

- 2 **Note** that we will provide you with advice by the end of April 2015 on issues arising from the data report, following consultation with other agencies

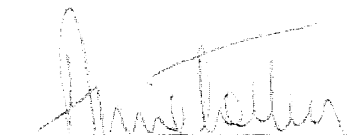
AT YES / NO

- 3 **Agree** that this report be distributed to your colleagues on the Ministerial Oversight Group on Gangs.

AT YES / NO


Blythe Wood
General Manager, Youth Policy and
Development, Social Policy


Date


Hon Anne Tolley
Minister for Social Development


Date

Background

- 3 As part of the Gangs Action Plan work, the Ministry of Social Development has completed a data-match of the New Zealand Police dataset of patched and prospect adult gang members. This dataset has been matched against our service lines and Corrections data, for the gang members and their children (where available). This includes Child, Youth and Family and Work and Income, against such items as benefit receipt and child abuse, in order to assess this cohorts' impact on the social sector.
- 4 We supplied you with a draft copy of this report on 13 February 2015. This now-final version is a significant step forward but is only a start in building a social sector-wide picture of the negative impact of gang membership.

Report now final

- 5 The attached report, entitled *Adult Gang members contact with Ministry of Social Development service lines*, is now final. An A3 summary is attached.
- 6 This data report has not been shared with agencies or officials outside of the Ministry of Social Development. It is recommended that you share a copy with your colleagues on the Ministerial Oversight Group on Gangs before wider distribution (on which we will advise in a further report by the end of April).

Key Findings

s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

- 6 As well as confirming the disproportionate costs and impacts of gang membership, the attached report underlines the selection of key locations for social sector activity, such as . The report also shows that there remains a need to retain our focus on children and families of gang members, as in the Start at Home Part 2 programme (which addresses intergenerational activity within the Gangs Action Plan, including work with children of prisoners and improving employment outcomes).
- 7 The summary key findings¹ are:
 - There were 3,960 current adult gang members known to New Zealand Police as at October 2014.
 - A considerable proportion - 92 percent - of gang members have received main benefits from the Ministry of Social Development. The average period of benefit receipt is over eight years in their lifetimes to date (with data being available from 1993). An estimated \$525m (from 1993) has been paid to these gang members in welfare support.
 - Just over 7,000 dependent children have been included in benefit spells with gang members. The average duration children were included in benefit was 2.8 years. Around 39 percent of children were first included in benefit before their first birthday, including 16 percent who were first included in benefit at or within three weeks of their birth.

¹ Further key findings can be found in the Executive Summary of the attached report and also the A3

- Over a quarter (1,056) of gang members were recorded by Child, Youth and Family as the perpetrators of abuse or neglect of children. Repeat abuse was common, with the 1,056 gang members being recorded as the perpetrator in a total of 4,944 substantiated findings involving 2,953 distinct children.
- A total of 5,890 children could be linked to 1,925 of the gang members in a parent-child relationship role in Child, Youth and Family data. Of these children, 60 percent (3,516) had substantiated findings of abuse or neglect. A further 24 percent of the children had been involved in at least one investigation following a report of concern, but these were unsubstantiated.
- A total of 762 of the gang members' children had participated in a youth justice Family Group Conference. This is 23 percent of the 3,372 gang members children who were aged at least 10 years old.
- s 9(2)(g)(i) Free and Frank

Next steps

- 8 This document is intended to simply convey the final report to you. However, we advise that we intend to provide advice to you by the end of April 2015. This will provide advice on issues arising from the data report, following consultation with other agencies - notably Police (who lead the Gangs Action Plan overall) and Corrections (of whom we have used some data) - on areas such as distribution, communications, and the context of gangs data.

File ref: REP/15/3/339



MINISTRY OF SOCIAL
DEVELOPMENT
TE MANATU WHAKAHIATO ORA

Report

Date: 4 May 2015

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

Gangs Data Report: Next Steps

Purpose of the report

- 1 This report advises you on opportunities to build on recent data-matching work undertaken on a gangs-linked cohort and next steps.

Recommended actions

It is recommended that you:

- 1 **Note** the opportunities to build on the Ministry of Social Development report *Adult gang members contact with Ministry of Social Development service lines*.

YES/NO

Blythe Wood
General Manager, Youth Policy and Development
Social Policy

415/15

Date

Hon Anne Tolley
Minister for Social Development

Date

Background

- 2 On 2 April 2015 we provided you with a final copy of the report *Adult gang members contact with Ministry of Social Development service lines* (the data report), along with a summary A3 poster (REP15/3/339 refers). This work was the result of a data-matching exercise we undertook on the New Zealand Police-supplied dataset (as at July 2014) of 3,960 adult patched and prospect gang members.
- 3 In forwarding this report to you, we agreed to supply you with advice on how we would use the findings from the data report in our gangs work; how we would work with other agencies; and how we propose to handle the distribution and communications of the report.

We are using the data report findings in refining our Start at Home Part 2 options

- 4 The key findings from the data report will inform our current work to refine the options for the Start at Home Part 2 work within the Gangs Action Plan. This work will be undertaken by the Ministry of Social Development in collaboration with the Ministry of Health and the Department of Corrections.
- 5 We will provide you with a near-final refined options set for Start at Home Part 2 as part of your briefing materials to support your attendance at the next meeting of the Ministerial Oversight Group on Gangs on 2 June. Each Start at Home Part 2 option, where relevant, will refer to the data findings as part of their option descriptions.

Distribution and communications of the data report

Distribution to Ministers and agencies

- 6 Now that the forwarding to your colleagues on the Ministerial Oversight Group on Gangs of the data report and summary A3 has been completed, we are in the process of making the report available to other agencies.
- 7 If we were to consider any public release of the data report or the summary A3, we would need to discuss this with the New Zealand Police and the Department of Corrections (as we used their data in the report) before seeking your approval for such a release.

Communications

- 8 As we refine the Start at Home Part 2 options, leading towards a report back to relevant Gangs Action Plan Ministers in July, we will develop key messages. We will align these to the overall Gangs Action Plan Communications Plan that is being led by New Zealand Police.
- 9 We will provide advice on potential public release and/or key messages arising from the data report as part of the communications update at the next meeting of the Ministerial Oversight Group on Gangs (2 June 2015).

There are opportunities to build on this data-match

- 10 The data report is a significant step forward in measuring costs and identifying how we can prioritise work with a vulnerable population cohort; those belonging to or associated with a gang.
- 11 The data work we have undertaken is important not only for informing Start at Home Part 2 - or just for service lines funded by the Ministry of Social Development - but can inform the whole Gangs Action Plan.
- 12 There is an opportunity to see the report as a foundation which, alongside other agencies and/or the Gangs Intelligence Centre, we can further develop. Potential options for future work that could be explored are listed below (note that these ideas have not yet been fully tested with partner agencies):

- data could be added in from other agencies (such as Accident Compensation Corporation) and information from the education and health sectors, such as truancy rates and mental health costs
- the Inland Revenue Department and the New Zealand Police have undertaken previous data-matching work on gangs cohorts and we would like to compare the findings from our report with those findings
- we could compare social results for the gang members (and children) to the general population or to other vulnerable groups such as low socio-economic to those with Youth Justice or Child, Youth and Family histories
- a repeat of this data report at a later date to show any shifts in social costs or impacts could be an element in a broader evaluation and monitoring plan to demonstrate the impacts of Gangs Action Plan/Start at Home Part 2 activity.

There are limitations to potential next steps

- 13 There are some barriers to future work that involves gangs data-matching:
- such work is resource-intensive for agencies and we will need to discuss this work internally and externally given competing priorities
 - we are reliant on other agencies' data and the quality of this data, such as the reliability and age of the dataset of gang members. The gang member dataset is now dated July 2014 and records a transient, allegiance-shifting and hard-to-count population
 - the Gangs Intelligence Centre will not be fully operational until December 2015
 - the data report we have now was enabled through a single-use Memorandum of Understanding between ourselves and New Zealand Police. We would need another agreement between agencies to allow repeat or additional data-matching work. This would include negotiation around access to current or future Police-compiled datasets.

The wider gangs data context

- 14 While the data report is an important output, the context within which it sits includes the on-going establishment of the Gangs Intelligence Centre. This Centre has recently had two years full funding confirmed (through the Justice Sector Fund) to support the Gangs Action Plan. This includes provision for one analyst from the Ministry of Social Development to be situated within the New Zealand Police-housed Centre.
- 15 The focus for the first two years of the Gangs Intelligence Centre is on supporting the overall Plan, which includes Start at Home Part 2. We continue to sit on the Gangs Intelligence Centre Working Group and, through the Steering Group, have input into the oversight of the Centre. It is due to be established by December 2015.
- 16 The New Zealand Police and the Ministry of Social Development have also started a process to review legal instruments required to undertake processes between agencies, such as an Approved Information-Sharing Agreement or a Memorandum of Understanding.
- 17 Such instruments may need to be more than single-use agreements and on issues other than gangs-related. This work is also linked to how issues around privacy and information-sharing can be addressed – an immediate priority for the Gangs Action Plan/Gangs Intelligence Centre.

Next Steps

- 18 The New Zealand Police are currently developing communications and performance monitoring plans for the overall Gangs Action Plan and we will align our data report key findings with those processes.

- 19 We will include advice, including responding to any feedback you have on this report, within your supporting materials for the next meeting of the Ministerial Oversight Group on Gangs on 2 June 2015.

File ref: REP/15/4/421

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Report

Date: 12 June 2015

Security Level: UNCLASSIFIED

To: Hon Anne Tolley, Minister for Social Development

Papers for Ministerial Oversight Group on Gangs: 18 June 2015

Purpose of the report

- 1 This paper supplies you with copies of papers to be distributed for discussion at the Ministerial Oversight Group on Gangs meeting on 18 June 2015.

Recommended actions

- 2 It is recommended that you:
 - a) **note** the update on the draft Start at Home Part 2 options (as summarised in the attached A3), which is leading towards a final report, seeking your approval on the options, by 31 July 2015
 - b) **note** the attached paper which recommends that the Ministry of Social Development prepare our completed gangs data-matching report and A3 summary (also attached) for publication on our website
 - c) **agree** that all attached papers (A3 and data paper set) be distributed, by 15 June, to attendees at the Ministerial Oversight Group on Gangs meeting on 18 June 2015
 - d) **note** that Youth Policy and Development will prepare aide memoires for yourself and the Minister for Youth for the 18 June meeting to provide advice on papers from other agencies and speaking points for your papers.


Blythe Wood
General Manager, Youth Policy and Development

12 June 2015

Date

Hon Anne Tolley
Minister for Social Development

Date

Ministerial Oversight Group on Gangs

- 3 This meeting is scheduled for Thursday 18 June 2015 and will take place in Room 8.5EW (330-430pm). Blythe Wood will be attending. We will prepare aide memoirs on the meeting for yourself (including speaking points for your papers) and for the Minister for Youth.
- 4 We seek your agreement to distribute, by 15 June, two papers, which you can speak to at the 18 June meeting:
 - the first paper is in the form of an A3 and offers a summary of the Start at Home Part 2 package including initial options. While the final report, seeking approval, is not due with you until 31 July, and we still have refining of options to complete, this A3 will provide you and your colleagues with an overview of this package to date
 - the second set is a short cover paper, seeking approval for the publication of our gangs data-matching report and A3 summary on the MSD website. A pre-publication copy of the report and A3 are also attached to this cover memo.

Start at Home Part 2: Activity to 31 July 2015

- 5 We are currently refining the set of initiatives within the Gangs Action Plan Start at Home Part 2 package. This is summarised in the attached A3.
- 6 Key deadlines, prior to the final report to yourself on 31 July, are:
 - 18 June – Ministerial Oversight Group on Gangs: Start at Home Part 2 and data updates
 - 24th June- Refined options on Start at Home Part 2 finalised with Working Group – agency signoffs sought
 - 17th July- 24th July: Final report for Gangs Action Plan Steering Group etc for signoffs
 - 31st July- Start at Home Part 2 work report sent to the Minister for Social Development for forwarding to the Ministerial Oversight Group on Gangs. This report will include a communications plan, evaluation and data requirements, as well as links to other relevant allied social programmes, such as Children's Action Teams, Youth Crime Action Plan and Better Public Service targets.

Data-matching report

We will be seeking approval for publication of our gangs data-matching report and A3 on the Ministry of Social Development's website at the Ministerial Oversight Group on Gangs meeting on 18 June. See attached paper and copies of report. Publication will include communications advice, aligned to the overall Gangs Action Plan Communications Plan that is being led by New Zealand Police.

s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

- 8 We are also, with Police, working on data-matching reports at the regional (Police District) and suburb levels, such as looking at gang member impacts in such places as the [redacted] Police may speak to a s 6(d), 9(2)(a) [redacted] at the 18 June meeting. The combination of Police and Social Development data is proving more insightful than single-agency analyses on particular gang cohorts. We will keep you updated as this data sharing and matching work develops.

Start at Home Part 2: Future work

- 9 All Start at Home Part 2 work is intended to be implemented in 2016 (whereas Part 1 is for work to be completed in 2015). Assuming a large proportion of the initiatives proposed in the 31 July report are approved, this will entail considerable work on implementation planning in the period August-December 2015; however we believe we have relevant resourcing in place for this work within the Ministry of Social Development and in partnership with other agencies.
- 10 The *Breakthru* service and its \$2.5m baseline is to be transferred to Te Puni Kōkiri as a fiscally neutral Vote transfer/part of Whanau Ora. We will ensure that *Breakthru* still has a gangs focus, and that its potential to be exported to other parts of New Zealand with high gangs populations [REDACTED] [REDACTED] is explored.

s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

File ref: REP/15/6/616

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Gangs Action Plan: Start at Home Part 2

Ministerial Oversight Group on Gangs (18 June 2015)

Start at Home Part 2

Improving social results with gang families - what works?

Gang members and their families account for a significant cost to government in areas such as benefit dependency, crime and child abuse/neglect. A recent literature analysis undertaken by the Ministry of Social Development has found that there needs to be preventative and intervention based strategies as well as an enforcement approach. This analysis has also shown the importance of agencies working closer together to improve social outcomes.

Overall, the literature analysis reaffirms the direction and approach taken through both the Start at Home initiative and the wider Gangs Action Plan. It noted a clear need for a strong cross-agency approach, a combination of strategies and community involvement to inform successful interventions with gang families. There is also a clear need for incorporating an evaluation component to any future social interventions. We are currently in the early stages of developing this element for Start at Home Part 2

Start at Home Part 2: Key messages on the overall set

- Better gang families-related data and information is required
- Taking account of Maori social and identity structures is crucial
- Prisoner re-habilitation programmes can align with the Gangs Action Plan
- Existing programmes can be being re-focused to meet Gangs Action Plan priorities
- We are investigating the potential to 'export' programmes to other regions with high gangs populations
- Effective case management, especially where vulnerable children are involved
- Staff within existing programmes can be trained for better referrals and safety

Four Action Areas: Options

Start at Home Part 2 has four action areas. The Ministry of Social Development will report by 31 July 2015 on options (currently being refined)

Action Area 1 (Lead agency: Ministry of Social Development): Reducing the inter-generational involvement in gangs and the likelihood of young people joining gangs

- **Breakthru** - This MSD-funded (\$2.5m pa baselined) youth gangs desistance programme is based in South and West Auckland. The programme is being evaluated [currently on hold] with regards to its potential for it being re-focused (to be more Gangs Action Plan-aligned), re-sited (ie. to operate in other Start at Home Part 2 areas) and/or to involve more departments in its operation

Action Area 2 (Lead agency: Department of Corrections): Improving outcomes for children of gang members who are in prison

- Integrated case management -
 s 9(2)(f)(iv) Active Consideration
- Youth mentoring and peer support - *Corrections Youth Strategy*
- Improved information sharing - Special Permissions Visit Process and Children's Visits. Both initiatives have significant data recording elements including recording children's names and their relationship to the prisoner and/or the visitor
- Children of Prisoner's Local Initiative - an initiative in the
 s 9(2)(a), s 6(d) that connects both the prison and community

Four Action Areas: Options

Action Area 3 (Lead agency: Ministry of Health): Improving access and services to treat mental health issues and alcohol and drug dependencies in gang families

- Increase access of primary care services, mental health and AOD services for released prisoners. This initiative will work with primary care providers and gang family clients, in
 s 9(2)(d) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

- Support for Salvation Army work with Mongrel Mob (Notorious Chapter) members. The *Hauora* family/whanau-focused drug (methamphetamines) and alcohol treatment programme, and for the *Tē Aratika* after-care programme (to develop family goals, and ways to improve housing and employment). There also remains the prospect of a pilot to improve healthcare provision with these partners in the
 s 9(2)(a), s 6(d) (dependent on PHD).

Action Area 4 (Lead Agency: Ministry of Social Development): How existing skills and employment programmes can be accessed and delivered for gang members and their families

- Work and Income will utilise the 3K to Work programme for gang member clients and their families who want to relocate to take up employment opportunities and to move away from gang associations. This will include an investigation into the costs associated with different pastoral support options.
- Improving referrals to the Youth Service from prison-based Youth Units.
- Further resource Youth Service providers to be able to work with gangs-related clients utilising the Correction's Gangs Engagement Framework

Allied Issues

Start at Home Part 2: Other options

We are also currently working to generate other potential extra initiatives for the Start at Home Part 2 package, notably to add family violence, Child, Youth and Family, Iwi and Start at Home Part 1 linkages.

Priority locations for Start at Home Part 2 activity

s 9(2)(a), s 6(d)

Data and measures

- A data-matching report has been completed by MSD, against a Police-supplied (as at July 2014) dataset of 3,960 patched and prospect gang members aged 18 years or older
- This data work (see separate report) will inform all Start at Home Part 2 options, including data required to measure the impact of implementation
- The Police-housed Gangs Intelligence Centre will be established by December 2015. For its first two years it will focus on supporting the Gangs Action Plan, including Start at Home (as well as enforcement, border control and legislative support). The Department of Corrections and the Ministry of Social Development will both have appointees in the Centre
- MSD service lines, including Work and Income and Child, Youth and Family (as well as other social sector departments) will work with the Gangs Intelligence Centre on the sharing of information to better target interventions to gang member clients and their families, as well as contributing to staff safety



MINISTRY OF SOCIAL
DEVELOPMENT
TE MANATŪ WHAKAHIAO ORA

Report

Date: 16 June 2015

Security Level: Cabinet Sensitive

To: Hon Anne Tolley, Minister for Social Development

Ministerial Oversight Group on Gangs Meeting - 18 June 2015

Purpose of the report

- 1 This report informs you of activity relevant to the Gangs Action Plan as part of your attendance at the Ministerial Oversight Group Meeting.

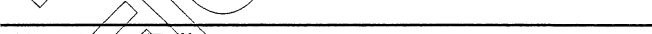
Recommended actions

It is recommended that you:

- 1 **note** the contents of this report.


Blythe Wood
General Manager
Youth Policy and Development

16 June 2015
Date


Hon Anne Tolley
Minister for Social Development

Date

Background

- 2 As Minister for Social Development, you have been invited to attend the Ministerial Oversight Group on Gangs meeting to be held on Thursday 18 June 2015. This meeting will be held in room 8.5EW from 3:30pm-4:30pm. Deputy Chief Executive Viv Rickard and Blythe Wood, (GM, Youth Policy) will also be in attendance to provide further information on Ministry of Social Development (MSD) activity if needed.
- 3 There are a few items on the agenda for this meeting of noted importance to the MSD including: the communications strategy, the workstream update on Start at Home Part 2, and the update on data-matching between MSD and Police and. We have provided papers for you to speak to items on the MSD data-matching report as well as an update on Start at Home Part 2 activity.
- 4 The following background papers will be part of the attached pack to ministers from Police. They provide useful updates, but raise no particular points for your portfolio:
 - Update: Dedicated Taskforce on Border Protection
 - Cabinet paper Cross-reference (A3)
 - Gang Action Plan: Status Report (A3)
 - Timeline (A3)
 - Performance Management Framework (A3): noting that BPS targets have been included in this paper
 - Key Issues from 16 March meeting: All Start at Home actions have been followed up on and will be reflected in your 31 July report
 - s 9(2)(f)(iv) Active Consideration

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Communications and Engagement Strategy

- 5 This is provided as a one-page update paper from Police (lead agency). MSD have a lead communications advisor engaged with this process. A full communications plan (which could be an agenda item at the next Ministerial meeting) has been drafted and will provide a way forward.
- 6 The key messages - "the GAP narrative" - in the attached one-pager provide a balanced view of the gangs work. Start at Home Part 2 and our data work will have their own communications activity but will use the overall communications plan as a touchstone.

Approval sought for publication of Police-MSD data-matching report

- 7 A short paper is attached for you to speak to. The paper refers to the data-matching report entitled *Adult gang members contact with Ministry of Social Development service lines* and summary A3 undertaken by the MSD. It seeks a discussion from ministers on the intention of publishing the report, noting the following:
 - The data report is a significant step forward in measuring costs and identifying how we can prioritise work with a vulnerable population cohort; those belonging to or associated with a gang.
 - Approval is sought to publish the report and summary A3 on the Ministry of Social Development website, which would be overseen by yourself.
 - There might be a timing issue. We could publish June/July or we could wait until we have clarity on the Start at Home Package (ie. after you receive the final report on 31 July).

- 8 We have gone through a period of agency consultation, with text amendments made on request of the Ministry of Social Development Publications Committee, Police, Corrections and Child, Youth and Family
- 9 Approval would include communications and key messages on the website, aligned to the overall Gangs Action Plan Communications Plan that is being led by New Zealand Police. This includes the scale of the social impacts of gang membership, and some actions Government might take to address the problems, such as the Start at Home work.
- 10 Superu is scheduled to release a report on children of gang members entitled *Improving outcomes for children of gang-involve parents*, on 18 June. This report includes a number of statistics drawn from the analysis done as part of the initial MSD data-matching report. Superu have cited this as "unpublished data," however it may cause interest in other gangs-related work currently being undertaken by MSD and other agencies.

Start at Home Part 2 Update A3

- 11 This A3 is supplied for you to speak to at the meeting.
- 12 Note the strong links in a number of initiatives between Corrections, Police and the Ministry of Social Development.
- 13 We recommend a focus on the bullets listed under "Key messages on the overall set" (bottom of first column of A3) to set the scene, before speaking to specific flagship initiatives, such as:

BreakThru

- 14 You may wish to discuss with your colleagues the intention to transfer this South Auckland-based youth gangs desistance programme (and its \$2.5m pa baseline funding) in a fiscally neutral Vote transfer to Te Puni Kōkiri as part of Whanau Ora in 2016. Ongoing work includes:
 - Completion of evaluation of this programme, including whether its youth gangs focus can be re-focused to a gangs families focus, consistent with the Gangs Action Plan
 - Assessing whether or not this programme, and its funding line, could be extended to other parts of New Zealand with a high gangs population, such as [redacted] 9(2)(a), s 6(d) (i.e other Start at Home pilot locations)
 - Assuming this service was seen as meeting the needs of gang families, we will identify future options for additional funding including: baseline plus additional Whanau Ora funding; additional new money (Budget 2016 bid) or additional re-prioritised funding.

3K to Work

- 15 This Work and Income programme can be expanded for re-location to escape a gangs context as well as its current role of allowing transfers for employment. Key will be the level of pastoral care that can be supplied and/or funded as this involves transferring more than just one individual to a specific job.

Data

- 16 This continues to be an active area. As well as the data-matching report (see separate paper), we are continuing to see the benefits of matching data, especially between Police and Social Development datasets, at regional (Police District) and suburb [redacted] levels. 9(2)(a), s 6(d)
- 17 Working closely with partnering agencies, we will need to use data matching to enable a more targeted and effective approach for clients; which is being reflected in our approach on gangs.

Next Steps

- 18 We will be providing a report to you by the 31 July on the final set of proposed options for Start at Home Part 2. In the meantime, we will continue to work closely with Police and other partnering agencies to ensure alignment between Start at Home Part 1 and Part 2 activity.
- 19 Once a clear directive has been given in regards to the MSD data-matching report entitled *Adult gang members contact with Ministry of Social Development service lines*, we will work with your office to assess publishing options.

File ref: REP/15/6/637

RELEASED UNDER THE
OFFICIAL INFORMATION ACT



Report

Date: 22 July 2015

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

Ministry of Social Development Approach to the Gangs Action Plan

Purpose of the report

- 1 This report provides advice on what we currently know about the Ministry of Social Development's spend on gang members and their families and the effectiveness of that spend. It also outlines further work that would improve our knowledge base and the current state of the social components of the Gangs Action Plan.

Recommended actions

It is recommended that you:

- 1 **Note** that you asked for information on the services that the Ministry of Social Development (MSD) provides to gang members and their families and the effectiveness of those services and spend
AT ☒ Agree / ☐ Disagree
- 2 **Note** that the MSD does not systematically collect information on gang membership in our client systems that would allow us to identify which services the gangs-related population access
AT ☒ Agree / ☐ Disagree
- 3 **Note** that what we currently know about gang members and their children's interactions with MSD is based on a data match with New Zealand Police
AT ☒ Agree / ☐ Disagree
- 4 **Note** that the gangs-related population are high users of MSD's services and incur significant costs through benefit dependency and interactions with other services including both providers and Child, Youth and Family
AT ☒ Agree / ☐ Disagree
- 5 **Note** that there is only one MSD programme (BreakThru) that is specifically gangs focused

what evaluations have been done
to date on the effectiveness
of BreakThru? AT.

AT ☒ Agree / ☐ Disagree

6 **Note** that there are a number of ways that we could get better information on the gangs-related population including:

6.1 Budget 2016 segmentation of the priority population

6.2 Expanding the current data match and exploring options for operational use

6.3 Place-based approach to obtain a more detailed picture

AT
Agree / Disagree

7 **Note** that at the MSD Officials Meeting on 21 July 2015 we discussed what direction you would like to take with the social components (Start at Home Part 2) of the Gangs Action Plan

AT
Agree / Disagree

8 **Note** that we will provide you with a separate paper that outlines high-level policy options for further work to support the Gangs Action Plan that you can table at the Ministerial Oversight Group on Gangs (MOGG) if you choose

AT
Agree / Disagree

9 **Agree** that the attached overview of the current Start at Home Part 2 package (Appendix 1) is distributed to the MOGG

AT
Agree / Disagree

10 **Note** that the attached cover memo (Appendix 2) seeking approval for publication of the MSD/ Police Data Match Report was previously approved for the cancelled 18 June 2015 meeting of the MOGG.

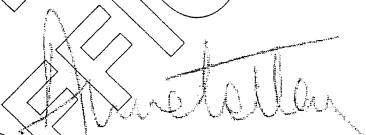
AT
Agree / Disagree



Emma Speight
General Manager
Youth Policy and Development (acting)

22/7/2015

Date



Hon. Anne Tolley
Minister for Social Development

26-7-15

Date

You have asked for information on what MSD does for gangs' families and the effectiveness of our services and spend

- 2 The Gangs Action Plan, agreed to by Cabinet in June 2014, includes intelligence, legislative and enforcement actions. The Plan also includes a 'Start at Home' component, which is the social sector component of the Plan (CAB Min (14) 21/19 refers).
- 3 The Ministry of Social Development (MSD) is leading Start at Home Part 2 which seeks to achieve inter-generational change with gangs members and those they interact with (notably children, wives and partners and extended family), and to improve health, social and employment outcomes.
- 4 You have asked for a briefing on all of MSD's work and spend with the gangs-related population and its effectiveness to inform future decisions about how this could be used to achieve the greatest impact.
- 5 We undertook a stocktake to identify programmes with a direct focus on the gangs-related population across MSD. This identified that while we can anecdotally say that considerable funding and effort is likely to go to gangs-linked clients through a range of services for high needs populations, we currently cannot identify the extent of the costs. This is because:
 - we do not systematically record data on gang membership and linkages
 - the services are not directly targeted to gang members and their families.

s 9(2)(g)(i) Free and Frank

- 9 There would also need to be a strong reason and clear purpose to make the case for capturing information on gang membership or linkages. For example within Work and Income this information is not required to determine eligibility for welfare assistance. In the Child, Youth and Family context a potential case could be made for it ☐

s 9(2)(g)(i) Free and Frank

What we know is generated from one data match with NZ Police information on known gang members

- 10 The recent Insights MSD data match that utilised New Zealand Police information on known gang members as at July 2014 (estimated at 3,960) is the main source of information we have on services provided to this population. The data match provided us with an insight into how many of the known adult gang members and how many of their children, come into contact with MSD's service arms, and the types and estimated total cost of contacts that occur.¹ This analysis showed that gang

¹ The report discusses levels of contact and costs for people known to be gang members in July 2014. However, they may not have been gang members for at least a portion of their contact with MSD.

members and their children have on-going interaction with MSD service lines and generate significant costs (estimated to be at least \$714m for MSD).²

- 11 The analysis of benefit receipt showed that in the period from 1993 to 2014:
 - ninety-two percent of the known gang members received main benefits
 - they had an average of 8.9 years on a main benefit (not necessarily continuously)
 - eighteen percent of all gang members had received a main benefit for a total of over 15 years
 - over half the time was receiving job seeker-related benefits and nearly a quarter of the time was receiving health or disability-related benefits
 - in total, an estimated \$525m in welfare assistance (including supplementary benefits) was paid to the gang members, an average of around \$132,000 per person.
- 12 The adult gang members known to New Zealand Police had 5,890 children who were known to Child, Youth and Family. The findings for these children showed:
 - sixty percent (3,516) have had a substantiated finding of abuse or neglect
 - of the 3,372 aged 10 years or older 23 percent had had at least one referral to Child, Youth and Family for a Youth Justice Family Group Conference
 - the estimated life-time to date direct and indirect costs to Child, Youth and Family of the 5,890 known children of gang members was close to \$131m
 - the costs calculated included those for interventions and services such as Child and Family Assessments (from 2009), Family Group Conferences (from 1991), Investigations and Placements.
- 13 In addition it was shown that over a quarter of adult gang members were recorded by Child, Youth and Family as the alleged perpetrators of abuse or neglect of children.

We have one programme (\$2.5m per annum) that targets gangs specifically

- 14 The stocktake identified one MSD service that has an explicit focus on gang-related issues (BreakThru). This programme focuses on youth gangs in South Auckland, with three distinct service elements, including Intensive Case Work, Youth Worker Services and Parenting Support.
- 15 BreakThru helps young people develop skills, supports and opportunities to divert them from joining and participating in youth gang activities. Total funding for BreakThru is baselined at \$2.5 million per annum which is distributed across seven service providers in South and West Auckland.
- 16 BreakThru sits under the 'supporting vulnerable young people, including young offenders and reducing crime' key result area within the Community Investment Strategy. As a youth-focused service it will be considered as part of the work that Social Sector Priority Ministers have commissioned: a review of the cross-agency youth spend to inform Budget 16 decisions, led by the Ministry of Education.
- 17 BreakThru has clear outcome measures around young people detaching from a youth gang or no longer being at risk of joining a youth gang and helping at risk young people access supports and help.

² Known gang members as at July 2014.

- 18 A review of effectiveness of BreakThru by Community Investment is currently 'on hold' while clarity is being obtained on the future status of BreakThru within the Ministry. A fuller evaluation (proposed to be jointly undertaken by MSD and Auckland University of Technology) of BreakThru is also on hold for the same reasons.

There are a number of ways we can get better information on the gangs population to inform responses

- 19 We know that significant spend goes on the gangs-related population from MSD and the wider social sector. However, we do not have the information to inform an assessment of the effectiveness of services for this population or to provide the full picture of the services they access. Three approaches for gathering more complete information are outlined below.

Budget 16 Segmentation of the Priority Population

- 20 We understand that gangs' families have been identified as a segment of interest within the priority population for Budget 2016. We can work with the sector to leverage off the analysis undertaken to develop a gangs' families segment. This work will progress over the next two months.

Expand the current data match and explore options for operational use

- 21 We could build a more complete picture of the services and spend that goes to gang members and their families by expanding the existing MSD/ Police data match to include other agencies. This could initially focus on including data from Health and Education. Within MSD we could look at what more we can find about the population accessing NGO provided services and other Service Delivery products eg employment services. This would currently be limited to use for research and statistical purposes.
- 22 We could also explore options for using the Police data and/ or a gangs-related population data set operationally to inform social service provision. This would likely involve the need for an Approved Information Sharing Agreement.
- 23 Work on a common definition of the gangs population and ways to share the information for service provision could be progressed in conjunction with the Gangs Intelligence Centre (which will be in place by December 2015).

Place-based approach to obtain a more detailed picture of the services available and/or accessed by the gangs-related population

- 24 Local stock-takes could be completed for spend and services within the priority Start at Home Part 2 locations in the first instance

is 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

 These would be completed in conjunction with providers on the ground and could provide a more detailed insight of how the population accesses services in that location.

- 25 The local stocktakes could be undertaken as a first step in informing decisions about future funding and service mix, and could provide the basis for developing place-based responses in association with communities. This work could be identified as a specific component of the Budget 2016 work.

We are developing further MSD-led policy options

- 26 The current package developed for Start at Home Part 2 includes options to improve access and engagement with services, better share information and work together more effectively to meet the needs of the gangs population (attached as Appendix 1). These options build on existing initiatives and are incremental in their approach.
- 27 At the MSD Officials Meeting on 21 July 2015 we discussed what direction you would like to take with the social components (Start at Home Part 2) of the Gangs Action Plan. Following on from this, we are undertaking work to identify high level policy options that put a greater focus on the gangs cohort, and in particular consider how we reduce long-term welfare dependence and assaults on children within this population. This work will explore a broader range of options (including policy and system level changes) than the current package.

Next steps

- 28 The Ministerial Oversight Group on Gangs (MOGG) is scheduled to meet on Wednesday, 29 July 2015. There are two items on the draft agenda that you are leading:
- Start at Home Part 2 update
 - publication of the MSD/ Police data match report.
- 29 We propose that the attached A3 (Appendix 1) is distributed to the MOGG on Friday, 24 July to support the Start at Home Part 2 update. We will separately provide you with advice on possible initiatives and policy options that MSD could do further work on for you to table at the MOGG if you choose.
- 30 To support the MSD/ Police data matching report item we propose that the brief cover note (attached as Appendix 2) is distributed along with the data report on Friday, 24 July 2015. This was an item that you previously approved for the cancelled MOGG meeting that had been scheduled for 18 June 2015.

File ref: 15/7/757 EDRMS A8244583

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Appendix 1: Current set of Start at Home Part 2 Proposed Options

We are exploring further opportunities to enhance the options set

Connecting with Start at Home Part 1

Start at Home Part 1 is currently being led by Police, and is due to be completed by December 2015.

The initiatives under Start at Home Part 1 include:

- the 'Summer Night Lights' programme- a series of community events that include a wide range of recreational activities
- the Community Gardens Initiative- which supports voluntary participation in the community as well as providing educational and other wrap-around supports
- safety planning for women who are victims of intimate partner violence
- supports for prisoner re-integration programmes including women offenders with gang connections.

Reducing the inter-generational transfer of negative gangs-related social impacts: Ministry of Social Development

- ❑ Development of innovative approaches to build a **community response to improve social results** with gang families and whānau. This work could use existing government service delivery models (such as with Breakthrough) and existing community-led initiatives (such as E Tu Whānau) in priority locations such as Gisborne.
- ❑ This work will include exploring the potential of Breakthrough-type service delivery models (ie Intensive Case Workers, Youth/Social Workers, Whānau/parenting support) to be refocused or expanded to **target interventions for gangs-linked children and young people**.

Supporting children of gang member prisoners: Department of Corrections

- ❑ Better **safety and referrals** through enhanced data collection and information sharing on children who have parents that are gang members. This will allow greater collaboration between the Department of Corrections, Child, Youth and Family and Children's Action Teams on gangs linked children who may be at-risk.

§ 9(2)(f)(iv) Active Consideration

§ 9(2)(a), § 8(d)

Improving mental health and addictions results: Ministry of Health

- ❑ **Health-based navigator roles** in § 9(2)(f)(iv) Active Consideration are proposed to improve access to primary care services, mental health and alcohol and drug services for released prisoners.
- ❑ The Ministry of Health are looking into **funding a clinical role** within South Auckland-based [redacted] who would be responsible for providing assessments and referring their patient groups, including released prisoners and gang-linked families, to appropriate health and AOD services.
- ❑ **Evaluation of programmes that work directly with gangs.** MoH to provide financial support for the evaluation of the Hauora family/whānau-focused drug (methamphetamine) and alcohol treatment programme; and the Te Ara Tika after-care programme.

Making skills and employment supports more available to gang-related populations: Ministry of Social Development

- ❑ Adaptation of the existing '3K to Work' programme by Work and Income to meet the needs of gang member clients and their families who want to relocate to take up employment opportunities and to move away from gang associations, including enhanced pastoral support
- ❑ **Improved referrals**, using audio-visual technology, to the **Youth Service** from prison-based Youth Units.
- ❑ **Better training for Youth Service providers**, led by Work and Income, to enable them to work more effectively with gangs-related clients, including using the Department of Corrections' Gangs Engagement Framework.

Addressing the social harms in gang families: What works?

- Adapting services that have already had success in engaging with gangs and have established relationships
- Comprehensive multi-faceted approaches that acknowledge the broader socio-economic context of gang families
- Focus on wrap-around support for gang women and children
- A whānau approach and iwi engagement
- Buy-in from the gangs community to support tailored and sustained social change.

Ongoing Part 1 initiatives incorporated into Part 2 activity and implementation

Mar-Jul 2015

Develop potential options for Start at Home Part 2

July-September 2015

Fine-tuning options for Start at Home Part 2

October-December 2015

Development of local implementation plans for Start at Home Part 2

2016 Onwards

Implementation of Start at Home Part 2 initiatives in priority locations

To: Ministerial Oversight Group on Gangs

Date: 29 July 2015

Sponsor: Minister for Social Development

Action sought: For discussion – approval sought for publication of attached data-match report and A3 summary

Purpose

Approval is sought from the Ministerial Oversight Group on Gangs to publish the data-match report *Adult gang members and their children's contact with Ministry of Social Development service lines* and summary A3 on the Ministry of Social Development (MSD) website.

Recommended actions

It is recommended that the Ministerial Oversight Group on Gangs (MOGG):

1. **Note** the MSD gangs data-matching report and A3
2. **Agree** to the Minister for Social Development overseeing publication of the data report and summary A3 on the MSD website, subject to any timing, agency consultation or other conditions specified by MOGG.

Publication of the MSD Gangs Data Report

In April 2015, we provided the Minister for Social Development with a copy of the data-matching report *Adult gang members contact with Ministry of Social Development service lines*, along with a summary A3 of key findings. This report was distributed to members of MOGG and has also subsequently been used by officials in preparation of options.

The Social Policy Evaluation and Research Unit (Superu) have been supplied with statistics from the data report to inform their evidence brief on *Children of Gang Members* (released on 18 June 2015), but this citation is only to "MSD-supplied figures" rather than the title of the report itself.

The data report has not yet been published though we have consulted with agencies and MSD business units on the principle of publishing the report once finalised. All agencies and business units (including the MSD publications committee) have concurred with the notion of publishing, with minimal amendments or changes which have been completed.

Approval by MOGG is sought on publication, which would include communications and key messages on the website, aligned to the overall Gangs Action Plan Communications Plan that is being led by New Zealand Police. Publication is not sought for its own sake, or untethered to the wider Gangs Action Plan work programme. Rather, publication would state the scale of the social impacts of gang membership, but also outline the actions Government is taking to address the problems, such as the Start at Home work.

Advantages to publishing

There are some clear practical benefits in choosing to release the data report as a publication. We would be able to ensure the key messages of the report were placed in context more so than if the report were released via an Official Information Act (OIA) request (and allowing such requests to be easily responded to). It would also represent a proactive and open development within the Gangs Action Plan, demonstrating further potential for collaboration between agencies in the long-term in regards to data-sharing.

If the MOGG agrees to the publication of this report, MSD will inform the Minister for Social Development of options pertaining to the release of this information and will ensure that any potential risks that arise from this process are mitigated.

Timing for publication

There is a timing issue to consider, with two distinct options for publication being:

- Publish report and A3 summary on MSD website in full immediately once approval has been secured
- Delay publication until Start at Home Part 2 package is agreed (August-September 2015), to

s 9(2)(g)(i) Free and Frank

If approval to publish on MSD website is not secured

The Ministry of Social Development would maintain the report's integrity. The format of the A3 summary is adaptable to other purposes, such as analysis by Police District or for suburb-level analyses. The data in the report would continue to be used by officials to inform Start at Home initiative development and to underpin policy development on working with gang families. The report would not be made public unless subject to a subsequent OIA request.

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OFFICIAL INFORMATION ACT



Report

Date: 28 July 2015

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

REP 15/7/788; A8253355

Ministerial Oversight Group on Gangs Meeting: Wednesday 29 July 2015

Purpose of the report

- 1 This report briefs you and provides supporting material for the Ministerial Oversight Group on Gangs meeting on Wednesday 29 July 2015, 8-9pm in Function Area 2.024 - Meeting Room 2.025.

Recommended actions

It is recommended that you:

- 1 **note** the contents of this report and attachments

YES/NO

- 2 **note** you will be leading discussion on the following items:

2.1 Update on Start at Home Part 2

2.2 Approval to publish the report *Adult gang members contact with Ministry of Social Development service lines.*

YES/NO

Maree Roberts
General Manager
Youth Policy and Development

Date

Hon Anne Tolley
Minister for Social Development

Date

You have two items to speak to on the agenda

- 2 As Minister for Social Development, you have been invited to attend the Ministerial Oversight Group on Gangs meeting to be held on Wednesday 29 July 2015, 8.00 - 9.00pm. The location is Function Area 2.024 - Meeting Room 2.025. Maree Roberts will attend the meeting to provide support if required. Your office has been supplied (from Police) with the agenda and meeting papers.
- 3 You will be speaking to:
 - agenda item 3 - Start at Home Part 2 (talking points and a note you can distribute at the meeting if you choose are attached as Appendix 1 and 2)
 - agenda item 8 - proposal to publish data-match report (cover note attached as Appendix 3).

Agenda item 1: Action points from 16 March 2015 meeting

- 4 The Ministry of Social Development has completed the actions it led arising from this meeting, including more explicit listing of agency leads for Start at Home Part 2 action areas and links to the Children's Teams.
- 5 The request by the Minister for Māori Development for the New Zealand Police and the Ministry of Social Development to undertake a stocktake of gangs-related work with Te Puni Kōkiri has not been progressed yet. However, it would be a valuable exercise, especially in regards to potential links to Whānau Ora programmes.
- 6 This agenda item also includes an update on the Dedicated Taskforce on Border Protection.

s 9(2)(g)(i) Free and Frank
- 7 A Gangs Intelligence Centre will also be discussed under this agenda item. Governance arrangements for the Gangs Intelligence Centre now include a role for the Gangs Action Plan Steering Group, which include the Ministries of Health, Education and Social Development. This overview will ensure there is a mechanism for balancing the need for enforcement intelligence with information that can underpin social interventions.

Agenda item 2: Work Programme Status Updates

- 8 There are three Police-supplied A3s that accompany this item:
 - June 2014 Cabinet paper actions
 - overall status report on the Gangs Action Plan
 - Timeline.
- 9 Start at Home Part 2 is mentioned in these A3s, including reference (in the status report) to the options being "under review".

Agenda item 3: Start at Home Part 2 Update

- 10 The current package developed for Start at Home Part 2 includes options to improve access to and engagement with services, and ways to better share information and work together more effectively to meet the needs of the gangs population. The options include work to:
 - improve safety and referrals, particularly from Corrections facilities through to social sector providers such as Children's Teams and the Youth Service
 - undertake regional work in working with children of prisoners

s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

- adapt the '3K to Work' programme through Work and Income to potentially allow re-locations for gangs-linked clients
 - use across the social sector of Corrections' Gangs Engagement Framework
 - funding for clinical/navigator roles in 9(2)(a), s 6(d) healthcare providers working with gangs clients with mental health and alcohol and drug issues
 - evaluation of gangs-linked programmes for methamphetamine and alcohol and drugs work in the 9(2)(a), s 6(d) for potential application in other areas
 - Ministry of Social Development-led work to look at the ability to use existing programmes 9(2)(a), s 6(d) to help target interventions for gangs-linked young people and families in priority locations such as 9(2)(a), s 6(d)
- 11 These options build on existing initiatives and are incremental in their approach. We recommend that each of the suggested options should be progressed.

We are developing further MSD-led policy options

- 12 s 9(2)(g)(i) Free and Frank
 You have asked us to develop further policy options that utilise the full weight of our agency to deliver change. This work will have a particular focus on working with the gangs cohort to reduce welfare dependence and assaults on children.
- 13 A note outlining initial ideas is attached for you to distribute to your colleagues at the meeting if you choose (Appendix 1). Talking points that cover the current package of options and the new MSD options are also attached (Appendix 2).

Start at Home Part 1 – Links to the Part 2 package

- 14 The Start at Home part of the Gangs Action Plan is divided into two parts. Part 1 will involve site visits in August and will be gradually incorporated into Part 2 work by late 2015 to early 2016. The four Part 1 initiatives are:
- 9(2)(a), s 6(d)
 -
 - a Department of Corrections-led workstream on safety planning for women who are victims of intimate partner violence
 - supports for prisoner reintegration programmes, including women offenders with gang connections.

Agenda item 4: Communications strategy overview

- 15 The Minister of Police will lead discussion on this issue. We have been involved with the development of key messages to date on communications, working closely with the New Zealand Police.

Agenda item 5: Outcomes overview

- 16 Police will supply an A3 – 'Performance Management Framework' for this item. The outcomes work for the overall Gangs Action Plan is ongoing. For the Plan as a whole, as for the Start at Home work, s 9(2)(g)(i) Free and Frank
 Data collection and analysis will be aligned to our outcomes and monitoring needs.

Agenda item 6: Legislative toolkit progress

- 17 This item will include an update on the recent draft Cabinet paper on interim freezing powers and unexplained wealth which you have recently been consulted on.

Agenda item 7: Information sharing overview

- 18 The Police-supplied paper for this item has identified that information sharing between agencies will be required to fully implement our work with communities. For instance, data-match information that we can use for research or statistical purposes may require different legal instruments if we want to use this information operationally or in specific locations.
- 19 For the Start at Home work, it is likely that an agreement between New Zealand Police, the Ministry of Social Development and the Department of Corrections will be required to inform implementation. The potential to also include the Ministries of Health and Education in such an agreement will be explored.
- 20 The paper identifies that Orders in Council may be required to amend or create Information Sharing Agreements to allow the required agency information sharing.

21 **s 9(2)(g)(i) Free and Frank**

Agenda item 8: Police-MSD Data-match: Proposal to publish

- 22 A short paper is attached (Appendix 3) for you to speak to regarding the data-match report, with copies of the report and A3 summary also included in the pack of meeting papers.
- 23 The paper seeks the Ministerial Oversight Group on Gangs approval to publish the data-matching report entitled *Adult gang members contact with Ministry of Social Development service lines*. This report (and summary A3) were recently completed by the Ministry of Social Development from a Police dataset of 3,960 gang members (as at July 2014).
- 24 Key points on publication include:
- the data report is a significant step forward in measuring costs and identifying how we can prioritise work with a vulnerable population cohort; those belonging to or associated with a gang
 - we have undertaken agency consultation. Minor amendments have been made on request of the Ministry of Social Development Publications Committee, Police, Corrections and Child, Youth and Family
 - approval is sought to publish the report and summary A3 on the Ministry of Social Development website, which would be overseen by yourself
 - there might be a timing issue. We could publish immediately or we could wait until we have clarity on the Start at Home package, in order to show a response to the issues raised by the data-match. This will be worked through with Ministers' offices.
 - approval for publication would include communications and key messages on the report itself, aligned to the messages from the Police-led wider Gangs Action Plan Communications Plan.
- 25 As per the attached cover note (Appendix 3) we recommend that the MOGG agree to publish the data report and that it note that further publication details will be worked through in consultation with Ministers' offices.



Report

Date: 24 September 2015

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

Gangs Action Plan: Additional Social Options

Purpose of the report

- 1 This report outlines a high level approach to how the Ministry of Social Development (MSD) can reduce the harms caused by gangs and seeks your feedback on which options to progress before the Ministerial Oversight Group on 21 October 2015.

Executive summary

- 2 In late July 2015, MSD provided you with initial advice on enhanced social options to better work with gang connected populations. The options proposed through this report build on that advice and could be considered for inclusion in the Gangs Action Plan.
- 3 Currently MSD provides services to gangs connected clients in much the same way as any other high needs population. However, there is a good case for MSD to look further at how services are provided to gang connected clients due to the generally poor outcomes they experience and the resulting costs to society.
- 4 MSD's proposed approach to working with the gang population is to better target its existing services and initiatives to improve social outcomes and provide pathways out of the gangs lifestyle.
- 5 Work has been undertaken to explore the social issues within different gang connected populations. MSD recommends that you focus on the following gang connected populations: children and dependents of gang members; adult gang members and young adults associated with gangs; and wives and partners of gang members. Specific outcomes for each of these populations are recommended to guide further work.
- 6 MSD's proposed additional options that respond to the identified priority populations broadly include: using information on gang affiliation to inform existing service delivery, developing tailored approaches and support mechanisms and the targeted use of place based responses.
- 7 Some options will be able to be implemented, at least in part,

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

- 8 MSD will provide you with updated advice that you can share with your Ministerial colleagues for the 21 October 2015 meeting of the Ministerial Oversight Group on Gangs.

Recommended actions

It is recommended that you:

- 1 **Note** that you have requested advice on additional MSD options for working with gang connected populations as part of the Gangs Action Plan
AT ☒ **Agree** / ☐ **Disagree**
- 2 **Note** that the proposed additional options depend on MSD obtaining information on gang connections of clients
AT ☒ **Agree** / ☐ **Disagree**
- 3 **Note** that MSD will work with the Gangs Intelligence Centre (GIC) and agencies involved in the Gangs Action Plan to progress the development of a cross-agency data set and information sharing mechanism
AT ☒ **Agree** / ☐ **Disagree**
- 4 **Agree** that MSD focus our activities on three specific gang connected populations:
 - 4.1 children and young people connected to gangs
AT ☒ **Agree** / ☐ **Disagree**
 - 4.2 adult gang members and young adults associated with gangs
AT ☒ **Agree** / ☐ **Disagree**
 - 4.3 wives and partners of gang members
AT ☒ **Agree** / ☐ **Disagree**
- 5 **Indicate** your preferences for MSD to progress the following additional options for working with gang connected populations:

Children and dependents of gang members

- 5.1 **Option one** – proactively engage with gang connected parents on benefit and support them to meet social obligations

and/or

☐ **s 9(2)(f)(iv) Active Consideration**

- 5.2 **Option two** – use information about gang affiliation to inform Child, Youth and Family's assessment of a report of concern before visiting a family
AT ☒ **Yes** / ☐ **No**

- 5.3 **Option three** – use information about gang affiliation to inform Child, Youth and Family's assessment of a report of concern before visiting a family
AT ☒ **Yes** / ☐ **No**

- 5.4 **Option four** – use information about gang affiliation to inform decisions about the placement of youth leaving the Youth Justice system
AT ☒ **Yes** / ☐ **No**

Adult gang members and young adults associated with gangs

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

AT Yes/No

- 5.6 **Option six** – strengthen the assessment and support of health condition and disability clients with gang connections

AT Yes/No

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

AT Yes/No

- 5.8 s 9(2)(f)(iv) Active Consideration

AT Yes/No

Wives and partners of gang members and family/whānau

- 5.9 **Option nine** – proactively refer families with gang connections to integrated family focused services

AT Yes/No

- 5.10 **Option ten** – explore the potential for the GIC to provide real time information to target proactive provision of integrated social services to gang connected families at 'moments of influence'

AT Yes/No

- 5.11 **Option eleven** – explore the potential to assist families with gang connections using social housing to relocate away from gang locations by moving from high demand to low demand housing areas

AT Yes/No

Place-based initiatives

- 5.12 **Option twelve** – work with other agencies in priority locations to provide tailored 'place-based' responses to whānau and communities

AT Yes/No

- 5.13 **Option thirteen** – undertake work to increase understanding of factors motivating whānau to leave gang environments

AT Yes/No

I think we should
trial this approach in
a couple of locations AT

- 6 **Note** that there are potential legal and staff safety risks associated with a targeted approach to gang connected populations that is ☒ 9(2)(f)(iv) Active Consideration

☒ Agree / Disagree

- 7 **Note** that further detailed work will be required on the options you indicate a preference for officials to progress

☒ Agree / Disagree

- 8 **Agree** to send a copy of the report to the Associate Minister for Social Development.

☒ Agree / Disagree



Anna Butler
General Manager
Housing, Income Support and Employment

24 - 9 - 15

Date



Hon Anne Tolley
Minister for Social Development

14-10-15.

Date

great piece of work thank you - we are
really starting to think about dealing
with this difficult group. ☒

The Gangs Action Plan combines social interventions and enforcement activity supported by better information

- 9 The Gangs Action Plan (GAP) aims to reduce the harm to society caused by adult and transnational gang members by combining enforcement and social intervention activity through a comprehensive, multi-agency approach.
- 10 The GAP has four components: the Gangs Intelligence Centre (GIC), Start at Home, Dedicated Taskforces and Legislative Toolkit. MSD is primarily involved in two components: the GIC and Start at Home.
- 11 The GIC aims to provide a combined intelligence picture of adult and transnational gang members that could in turn assist social agencies in identifying vulnerable children, youth and gang connected family members for social service support.
- 12 Start at Home aims to support gang members and their families to turn away from the gang lifestyle, and reduce the likelihood of young people joining gangs (currently split into Part 1 and Part 2).
- 13 A package of options has been developed in conjunction with Corrections, Health and Police for Start at Home Part 2¹. MSD's Service Delivery and Community Investment groups have developed and begun planning how to implement a number of these options including:
 - improving the referral process from prison-based Youth Units to Youth Service
 - adaption of the existing '3K to Work' programme to help relocate gang member clients and families who have employment opportunities and want to move away from gang associations
 - training Youth Service providers to work more effectively with young people who have gang associations.
- 14 Further information on these initiatives is provided in Appendix 1.
- 15 You provided feedback to MSD that the existing Start at Home Part 2 package did not go far enough or utilise the full weight of MSD to deliver change, in particular in relation to reducing welfare dependence and reducing assaults on children. You asked that MSD provide advice on additional options for working with the gang connected population.

MSD can better target and use its existing services and initiatives to improve social outcomes and provide pathways out of the gangs lifestyle

- 16 MSD currently provides services to gang connected populations in much the same way as any other high needs population. However, there is a good case for MSD to further look at how services are provided to the gang connected population due to the generally poor outcomes they experience and the costs to society. For example, members of ethnic gangs of New Zealand origin (eg Black Power) tend to be disproportionately represented in a number of risk indicators. These indicators include poor health outcomes, low rates of educational achievement, and high rates of unemployment, criminal offending, and child abuse and neglect.

¹ The objectives of Start at Home 2 are to: break the intergenerational transition of gang membership and offending; reduce re-offending; turn young people away from a gang lifestyle of criminality; improve health and well-being (particularly in regards to drug rehabilitation); and provide alternative pathways and employment opportunities.

- 17 The proposed approach outlined in this paper is to target tailored responses to specific gang connected populations that respond to key identified risk factors. It will build off the points of leverage that MSD has with the population (eg through the benefit system). The approach involves a mixture of s 9(2)(f)(iv) Active Consideration activities for gang members and additional engagement, and support for partners and children of gang members to provide pathways out of the gang lifestyle. This would be supported by better information (through the GIC) and co-ordination to inform decision making and service delivery.
- 18 The approach includes a mixture of system level changes and place based initiatives that respond to local needs.

MSD's approach is focused on specific gang connected populations

- 19 Evidence suggests that MSD should tailor its approach to working with specific gang connected populations. MSD proposes to focus its efforts on three populations: children and young people connected to gang members; adult gang members and young adults associated with gangs; and wives and partners of gang members. Specific objectives have also been identified that reflect the risk factors for each of the populations and that align with Government priorities (outlined in the table below).
- 20 All MSD data cited in relation to these populations has been sourced through a data matching activity undertaken on a New Zealand Police-supplied list of known adult gang members.

Table 1. Populations of interest and associated objectives

Populations of interest	Objectives	Gangs Action Plan cabinet paper objectives (July 2015)
Children and young people connected to gang members	<ul style="list-style-type: none"> • Reduce assaults on children and neglect • Improve health and education outcomes for vulnerable children 	Support gang members and their families to turn away from the gang lifestyle, and reduce the likelihood of young people joining gangs
Adult gang members and young adults associated with gangs	<ul style="list-style-type: none"> • Reduce long-term welfare dependence and increase employment • Reduce re-offending 	
Wives and partners of gang members	<ul style="list-style-type: none"> • Reduce long-term welfare dependence and increase employment • Reduce family violence • Access to alcohol and drug addiction and mental health services 	

Children and young people connected to gang members

- 21 The children of gang members are a vulnerable group at high risk of being exposed to factors that lead to poor life outcomes. Some of these factors include being exposed to child abuse, neglect and witnessing violence between their parents, falling out of mainstream education, entering the youth justice system and joining a gang themselves. These negative outcomes suggest that children of gang members are likely to have a heightened risk of being future costly adult clients to MSD and other agencies.
- 22 The objectives for working with this group will be to reduce assaults on children and neglect and improve educational and health outcomes. This will build resilience and provide alternative pathways from the gang lifestyle.

- 23 As at 30 June 2015, 926 children were dependents of gang affiliated (in July 2014) parents that were receiving a main benefit. Of those children, 212 were under the age of five with 714 over the age of five. Between 1 January 1993 and 31 December 2014, over half (59 percent or 2337) of all gang members had benefit spells that included dependent children. A total of 7,075 children were included in these benefit spells. Most commonly, the children were included in either sole parent-related benefits or job seeker-related benefits.

Adult gang members and young adults associated with gangs

- 24 Gang members tend to be costly clients for MSD and the wider public sector, in particular for the Department of Corrections and Child, Youth and Family. There are generally poor outcomes for gang members that include low rates of educational achievement, and high rates of unemployment and criminal offending.
- 25 The proposed objectives for this population group are to reduce long-term welfare dependence and increase employment and reduce re-offending. This is about holding gang members to account while offering pathways to exit the gang lifestyle.
- 26 Ninety-two percent (3,627) of the total 3,960 known gang members received main benefits from MSD at some stage between 1 January 1993 and 31 December 2014. The 3,627 gang members spent on average 8.9 years on a main benefit. Eighteen percent of all known gang members had received a benefit for a total of over 15 years. Thirty eight percent or 1488 of the known 3,960 adult gang members (patched or prospect) were receiving a main benefit as at 30 June 2015.

Wives and partners of gang members

- 27 Research suggests that women associated with gangs typically live in situations characterised by powerlessness and vulnerability. Gang related wives and partners experience high levels of coercion, violence and relationship abuse.
- 28 Concern about the effects of gang life on children is often the major prompt behind women's decisions to leave gang life. Support for wives and partners to leave a gang-related life can lead to improved outcomes for them and their children.
- 29 MSD's proposed areas of focus will be to improve social outcomes, including reduction of family violence, through improved access to social services and support to move away from the gang lifestyle. MSD will also seek to reduce material hardship, by reducing welfare dependence and increasing employment where appropriate.

Options to enhance the MSD/social components of the Gangs Action Plan

- 30 This section of the paper outlines options that MSD could further develop to enhance the social components of the Gangs Action Plan. It includes initiatives focused on specific populations and potential place based initiatives, once identifying information becomes available. Appendix 2 provides an overview of the options including potential information requirements and estimated timeframes.

Gangs Intelligence Centre

- 31 Fundamental to implementing many of the options outlined in this paper is access to information that allows MSD to identify gang connected populations. The requirements around the information will differ depending on how that information is to be used.

- 32 s 9(2)(g)(i) Free and Frank
-

33 s 9(2)(g)(i) Free and Frank

34 Implementing the full range of options outlined in this paper will require access to information on gang membership that is accurate and verifiable. To achieve this MSD is working with the GIC and agencies involved on the development of a cross-agency gang data set and information sharing mechanism.

35 A cross-agency legal review is currently underway that will identify the legal framework required to underpin on-going information sharing arrangements. This will look at the use of a variety of tools including Approved Information Sharing Agreements (AISAs) and other mechanisms.

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

36 The GIC should be able to produce information from December 2015 that relates detection, investigation and sanctioning of offences (this could include benefit fraud offences). However, it is estimated that it may be six months or more before it is able to produce information that MSD could use for social initiatives.

Improving social outcomes for children and young people connected to gangs

37 MSD has developed options to respond to the specific drivers of harm amongst children and dependents of gang connected parents. The options propose using information on gang connections to inform assessments and decision making within CYF to reduce assaults on children and neglect. Options are also presented on using social obligations to ensure these children are connected to education and health services.

Using social obligations to ensure gang connected children are engaged with education and health services

38 s 9(2)(f)(iv) Active Consideration

39

40

Using information on gang membership to inform Child, Youth and Family assessments and decision making

41 MSD recommend that, once it is available, information on gang membership is used to inform decision making and assessment processes within CYF regarding vulnerable children and at-risk young people. This information could be used to inform:

- the assessment of a CYF report of concern. This would enable CYF to gain a better understanding of the risk factors children may be exposed to in a household, prior to frontline staff engaging with them.
 - decisions about the placement of youth as they exit the Youth Justice system. This approach would ensure that youth are reintegrated back into communities where they are less likely to continue their affiliation with gangs.
- 42 Better information about gang affiliation will support MSD to gain a fuller understanding of the risks and specific needs of children and young people in gang families. This information will enable MSD to deliver more responsive services to better meet the needs of these children and young people through our current service delivery functions. It could also support Children's Teams working with gang connected families.

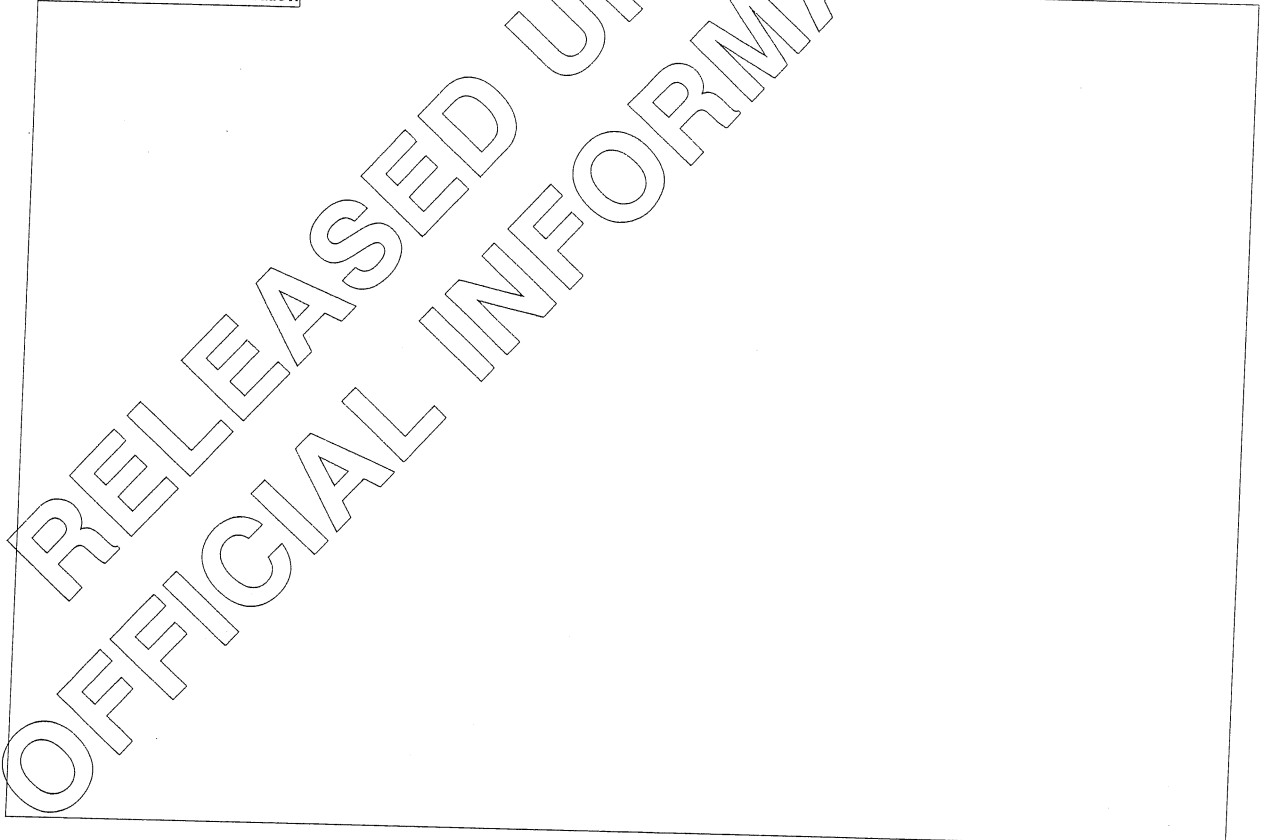
Interventions focused on adult gang related population and young people associated with gangs

- 43 MSD has developed a package of options focused on gang connected adults and young people. These options aim to ensure gang members are meeting obligations and offer pathways off benefit and into employment.

Case management approaches for working with gang members

- 44 Gang-related clients often have complex needs, with specific challenges relating to work readiness from, for example, criminal convictions, facial tattoos, high rates of recreational drug use, or poor literacy and/or numeracy.

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



² Approximately 43 percent or 636 of the known gang members receiving a main benefit as at 30 June 2015 were receiving a health condition and disability (HCD) related benefit.

49 s 9(2)(g)(i) Free and Frank

Targeting benefit compliance and eligibility testing

50 Fourteen percent (432) of the 3,055 known gang members who received a main benefit in the last five years were investigated at least once for possible welfare fraud. Of these, fourteen percent (62) were found to have received at least one overpayment. Overpayments were most commonly due to non-declaration or underreporting of income, or not reporting a relationship.

51 s 9(2)(f)(iv) Active Consideration

52

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

Options focused on wives and partners of gang members and families/ whanau

56 This section outlines a range of options that are focused on supporting wives and partners of gang members. This is so they can access appropriate social services at the right time and provide assistance when they want to leave the gang lifestyle.

Referrals to family focused programmes that address the broad range of social issues gang families experience

57 Evidence suggests that addressing gang dependence requires a multi-dimensional approach that addresses socio-economic drivers, promotes social inclusion and uses family focused interventions.

58 MSD delivers a range of services through Community Investment that could be targeted to meet the complex and diverse needs of gang families. These services

³ More significant barriers to employment can include literacy and numeracy, work skills, and, for gang-related clients, criminal convictions.

include: Family Start, parenting support and social change initiatives, family and sexual violence services and initiatives, and intensive family support.

- 59 MSD recommend that further work is undertaken to explore how MSD can proactively refer gang connected families to family-focused services that can provide an integrated response. Over time, MSD will build up information on services that work for gang connected populations that could inform future funding decisions.

Using 'moments of influence' to offer services to gang families

- 60 Gang desistence research highlights crucial leverage points in a gang member's life that may lead him to reconsider and end his gang membership. These leverage points include involvement with the criminal justice system, imprisonment or release, and life change events such as a new relationship, pregnancy, birth of a child, and family health issues.
- 61 These leverage points provide 'moments of opportunity' when gang-connected individuals may become more receptive to alternatives to the gang-lifestyle and to social interventions to improve outcomes for them and their whānau.

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

Assistance to move away from gang locations

- 63 Relocating can provide additional support to gang members and their families to break gang dependency through the opportunity to make a 'fresh start'. Moving to a new location can also be an essential step for gang partners and families who wish to escape environments of domestic violence.
- 64 Gang families using social housing may be eligible for assistance to move between social housing areas. A new process has recently begun, whereby support is provided to clients accessing social housing to move from high demand to low demand housing areas.
- 65 MSD recommends that further work is undertaken to determine how information on gang connections of clients can be used in relation to social housing. For example it could be used to ensure that gang-related clients are able to move to locations free of gang influence, and that suitable employment is available to those with work obligations.

Place based responses to achieve intergenerational change

- 66 As part of the existing Start at Home options Community Investment has been exploring how place-based initiatives can help in reducing the intergenerational harm caused by gangs. MSD will provide additional advice on priority locations prior to the Ministerial Oversight Group on Gangs. A brief stocktake of services and initiatives for gang members and their whānau identified that:
- gang whānau mistrust and are often reluctant to engage with mainstream services
 - there are a range of contracted services available to the wider population (eg parenting, social and family violence services), which may reach gang members and their whānau
 - community and local initiatives show promise in their ability to engage with gang members and their whānau.
- 67 MSD recommends that the two options below are further developed with consideration given to the opportunity to link these with the work of the Social Sector Change programme. The Social Sector Change programme includes work on delivering better results by shifting decisions closer to the place they are delivered. The programme is currently working through questions of the right outcomes, measures and priority populations and where to start with this approach.

Place-based approach for community-driven work with gang connected whānau

- 68 This option would see Community Investment working with partner agencies in priority locations to co-design changes to existing social sector services provide a tailored response to the needs of the individuals, whānau, and communities.
- 69 A whole-of government place-based initiative would build on the initiatives and relationships already functioning in priority locations, including the Children's Teams and Social Sector Trials.
- 70 Successfully achieving outcomes will require:
- a level of devolved decision-making and reprioritisation of social service spend to achieve locally agreed outcomes
 - community and social sector agency buy in
 - resource (potentially additional) to lead the approach within communities
 - transparent use of the GIC data to inform better decision-making and the government service response, without increasing disenfranchisement from mainstream services
 - an evaluation framework built into all stages of the engagement, design, and delivery of this approach.

Social change initiative to support whānau who want to leave the gang environment

- 71 There is little empirical evidence on what motivates people to leave the gang lifestyle. However, anecdotal evidence suggests that a desire for children and mokopuna not to experience the violence and other social harms associated with gang affiliation is a motivating factor.
- 72 This option would include work to better understand the motivating factors for whānau to leave the gang environment. The evidence from this could inform the development of a new social change initiative, or the improved tailoring current initiatives to meet the needs of this group.
- 73 Successfully achieving outcomes will require:
- taking an evidence based approach to support the local delivery of social change initiatives
 - partnership and alignment with E Tu Whānau, It's not OK, and SKIP Strategies with Kids, Information for Parents (may not require a discrete social change initiative, but may use components of existing social change initiatives)
 - partnership with philanthropic agencies, for example the J R MacKenzie Trust, which funds a significant number of community initiatives with gang whānau
 - may require additional resources given the risk factors and complexity of working with this population.

There are risks associated with taking a targeted approach

74 s 9(2)(f)(iv) Active Consideration

75 s 9(2)(g)(i) Free and Frank

Next steps

- 77 MSD will provide you with updated advice that can be shared with your Ministerial colleagues for the 21 October 2015 meeting of the Ministerial Oversight Group on Gangs.

RELEASED UNDER THE
OFFICIAL INFORMATION ACT

Appendix 1. Existing Start at Home Part 2 initiatives being progressed by MSD

Work and Income is supporting Youth Service to engage with gangs-linked youth

Young people who have gang associations need to be better supported to enter education, training or work-based learning so they can create alternative pathways (away from the gangs lifestyle) for themselves.

Work and Income is working to improve the referral process from prison-based youth units to Youth Service. Over half of offenders in prison-based youth units are said to be linked to gangs. Through implementing a better referral process, fewer gangs-linked youth will 'slip through the cracks' once they leave the Youth Units.

The joint referral process has been agreed to in principle between Work and Income and Corrections. Both agencies will now work on implementing the process and associated communications by the end of October 2015.

Work and Income is also progressing work to up-skill Youth Service providers to be able to work more effectively with this cohort. This work will be informed by the Gangs Engagement Framework, the design of which is being led by the Department of Corrections and expected to be finalised in November 2015. Training for Youth Service providers will be rolled out in March 2016.

The '3K to Work' programme is being adapted for the needs of the gangs population

The '3K to Christchurch' is an incentive payment to assist applicants who have secured sustainable, full-time employment, to move to the Christchurch area. Work and Income is utilising this existing programme as a mechanism to help relocate gang member clients and families who have employment opportunities and want to move away from gang associations.

A pre-trial has been conducted, with one successful relocation. Details on suitable locations for relocation are being addressed. After a trial has been completed, a full roll out (offering approximately 500 placements) is planned to take place in February/March 2016.

Appendix Two – Overview of additional/MSD social options for the Gangs Action Plan

Appendix Two – Overview of additional/MSD social options for the Gangs Action Plan				§ 9(2)(f)(iv) Active Consideration				
Population group	Recommended outcomes to focus on for the population group	Option		Additional assistance and support or better decision making	Could be partially progressed with MSD's existing information on gang association	Would require gang affiliation data from the Gang Intelligence Centre to fully implement	Estimated implementation timeframe ⁴	
Children and young people connected to gang members	<ul style="list-style-type: none">Reduce assaults on children and neglectImprove health and education outcomes for vulnerable children	Option one – proactively engage with gang-affiliated parents and support them to meet social obligations	§ 9(2)(f)(iv) Active Consideration	X	✓	✓	3 – 6 months	
				✓	X	X	✓	6 – 12 months
		Option three – use information about gang affiliation to inform Child, Youth and Family's assessment of a report of concern before visiting a family		X	✓	✓	✓	3 – 6 months
		Option four – use information about gang affiliation to inform decisions about the placement of youth leaving the Youth Justice system		X	✓	X	✓	3 – 6 months
Adult gang members and young adults associated with gangs	<ul style="list-style-type: none">Reduce long-term welfare dependence and increase employmentReduce re-offending	§ 9(2)(f)(iv) Active Consideration		X	✓	✓	6 – 12 months	
				X	✓	✓	✓	6 -12 months
				✓	X	X	✓	6 -12 months
				✓	X	X	✓	6 -12 months
Wives and partners of gang members	<ul style="list-style-type: none">Reduce long-term welfare dependence and increase employmentReduce family violenceAccess to alcohol and drug addiction and mental health services	Option nine – proactively refer families with gang connections to integrated family focused services		X	✓	✓	3 – 6 months	
		Option ten – explore the potential for the GIC to provide real time information to target proactive provision of integrated social services to gang connected families at 'moments of influence'		X	✓	X	✓	6 -12 months
		Option eleven – explore the potential to assist families with gang connections using social housing to relocate away from gang locations by moving from high demand to low demand housing areas		X	✓	X	✓	6 -12 months
			§ 9(2)(f)(iv) Active Consideration					
Place based responses to achieve intergenerational change		Option			Additional assistance and support	Could be partially progressed with MSD's existing information on gang association	Would require gang affiliation data from the Gang Intelligence Centre to fully implement	Estimated implementation timeframe
		Option twelve – work with other agencies in priority locations to provide tailored 'place-based' responses to whānau and communities		X	✓	✓	✓	6 -12 months
		Option thirteen – undertake work to increase understanding of factors motivating whānau to leave gang environments		X	✓	✓	✓	6 -12 months
Potential packages of options								

Potential packages of options

Better targeting support to the gang connected population	
Compliance based options	
Using information to better inform how MSD work with the gang connected population	

⁴ Timing of implementation could be impacted by the availability of information from the Gang Intelligence Centre.



Report

Date: 2 October 2015

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development
REP/15/9/1026

Start at Home priority locations

Purpose of the report

- 1 This report outlines additional analysis on priority locations for Start at Home under the Gangs Action Plan and provides you with location specific profiles of adult gang members and their children's contact with the Ministry of Social Development (MSD).

Recommended actions

It is recommended that you:

- 1 **note** that the four proposed priority locations for Start at Home activity are;

s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

Yes / No

- 2 **note** that the results of the MSD/Police data match provided to you in April 2015 [REP/15/3/339] supported these priority locations

Yes / No

- 3 **note** that MSD has completed further analysis that supports the inclusion of the four priority locations

Yes / No

- 4 **note** that there is a suggested change in the existing location descriptor from

9(2)(a), s 6(d)

Yes / No

- 5 **note** that location specific profiles of adult gang members and their children's contact with MSD are attached for the following locations:

- five Police Districts that contain the four current priority locations within them:

-
-

Yes / No

- 6 **agree** that MSD share the attached location specific profiles with Gangs Action Plan agencies to inform Start at Home activities

Agree / Disagree

- 7 **agree** that the additional analysis on priority locations and attached location profiles are provided to the Ministerial Oversight Group on Gangs to inform a formal decision on priority locations for Start at Home activity

Agree / Disagree

- 8 **note** that MSD is looking at ways to connect with existing work on place-based approaches to ensure that any activities proposed as part of Start at Home do not result in clutter or duplication

Yes / No

- 9 **agree** to send a copy of the report to the Associate Minister for Social Development.

Yes / No


Maree Roberts
General Manager, Child, Family and Community
Policy
Ministry of Social Development

2/10/2015
Date

Hon Anne Tolley
Minister for Social Development

Date

What we already know about the four priority locations

- 2 There are four proposed priority locations for Start at Home activity under the Gangs Action Plan (GAP). These four locations are: [REDACTED]
s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person
- 3 These four locations were identified in late 2014 as areas with a high gang-associated population, especially of ethnic gangs of New Zealand origin.
- 4 The identification of the four priority locations was supported by evidence from the MSD/Police data match on gang members and their children's contact with MSD service lines [REP/15/3/339]. From the data match, MSD was able to identify the percentage of the total number of New Zealand gang members in each Police District and the proportion of those gang members that belong to ethnic gangs of New Zealand origin.
- 5 As shown in Table 1, each of the priority locations has a high proportion of New Zealand's gang population and the gang members in these locations predominantly belong to ethnic gangs of New Zealand origin. The table also provides detail on cross-sector social initiatives in each priority location.
- 6 These priority locations have been tacitly accepted through notings in briefings and planning work within agencies, although they have not been formally agreed with the Ministerial Oversight Group on Gangs.

Table 1: Location and proportion of gang populations

Location	Percentage of NZ's total gang population	Proportion of ethnic gangs of New Zealand origin Total (breakdown)	Cross-sector social initiatives in the area
9(2)(a), s 6(d)		62% (13% Mongrel Mob and 49% Black Power)	9(2)(a), s 6(d)
		95% (Mongrel Mob 66% and Black Power 29%)	
		74% (56% Mongrel Mob and 18% Black Power)	
		67% (40% Mongrel Mob and 27% Black Power)	

Additional analysis supports the four proposed priority locations

- 7 MSD has recently undertaken analysis to determine the proportion of all males on benefit who are gang members broken down by Territorial Local Authority.¹

¹ These figures use the Territorial Local Authority where the Work and Income Office is located from which the gang member is paid their benefit.

- 8 It is important to understand what proportion of gang members are situated where and how many are receiving a benefit. This allows MSD to compare those regions to inform future decision-making about where to target social initiatives.
- 9 Table 2 below shows the ten locations that have the highest proportions of gang members receiving a main benefit.

Table 2: Locations with the highest proportion of gang members among working age males on a benefit

s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

Territorial Local Authority (Police District)	Number of gang members receiving a benefit	Percentage of all males on benefit who are gang members
	31	6.2%
	44	4.1%
	30	4.0%
	18	3.7%
	12	3.7%
	30	3.6%
	15	3.3%
	66	2.9%
	63	2.9%
	33	2.6%

- 10 Analysis suggests that the four proposed priority locations should be retained, given their high proportions of the gangs population, particularly of adult ethnic gangs. However, MSD suggest a change in the existing location descriptor from s 9(2)(a), s 6(d)
- 11 Of the 16 Territorial Local Authorities with 2.0 percent or higher proportion of all males on benefit who are gang members, nine of these are in the s 9(2)(a), s 6(d)
- 12 Analysis also indicates that you may wish to target discrete locations such as s 9(2)(a), s 6(d) as higher priority areas for initial delivery when implementing the Gangs Action Plan, due to the high proportion of gang members in these areas.

Data profiles for specific locations

- 13 In addition to the data-matching work MSD undertook, a number of location specific data profiles were completed (attached as Appendix 1). The data profiles cover:

s 9(2)(a), s 6(d)

- 14 While not intended for public release, these data profiles are useful for planning and for ranking priority locations.
- 15 MSD proposes that the location specific data profiles are shared with Gangs Action Plan agencies to inform Start at Home activities.

Linking with existing place-based approaches

- 16 MSD is linking in with work considering place-based approaches (eg Social Sector Change Programme) to ensure that any place-based initiatives proposed as part of Start at Home do not result in clutter or duplication.
- 17 There could be opportunities to include particular initiatives that have a focus on the gang-connected population as part of any place-based initiatives being rolled out for

vulnerable families. This recognises that even as part of a broader vulnerable population, that the gang-connected population requires a tailored response.

Next steps

- 18 It is proposed that formal agreement on priority locations for Start at Home activity is sought at the next meeting of the Ministerial Oversight Group on Gangs on 21 October 2015.
- 19 MSD can prepare a paper for you to table seeking this agreement on the priority locations for Start at Home activity. This paper will be forwarded to you as part of your briefing pack prior to the Ministerial Oversight Group on Gangs meeting on 21 October 2015.

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Appendix 1: Location Specific Profiles

Includes profiles in the following order:

- The five Police Districts that contain the four current priority locations within them:

- 9(2)(a), s 6(d)
 -
 -
 -
 -
 -

- 9(2)(a), s 6(d)
-

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