



Memo

To: s 9(2)(a) OIA Privacy of Natural Persons Private Secretary

From: 9(2)(a) Manager, Youth Policy

CC: 9(2)(a) Senior Policy Analyst, Welfare Reform

Date: 15 October 2015

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

Security level: IN CONFIDENCE

Proposal from for the trial of an integrated social service for gang families in the 9(2)(a), s 6(d) Bay of Plenty district

Purpose

This memo provides initial advice on a proposal from 9(2)(a), s 6(d) to trial a pilot of an integrated social service targeted at gang families in the 9(2)(a), s 6(d) Bay of Plenty district.

MSD's advice

- 9(2)(a), s 6(d) proposal has a number of positive aspects and aligns with the Government's approach to working with the gang-connected population through the Gang Action Plan
- 9(2)(a), s 6(d)
- Further work is needed to assess how 9(2)(a), s 6(d) proposed trial fits with existing (and planned) social sector initiatives working with high needs populations in the 9(2)(a), s 6(d) Bay of Plenty
- MSD recommends considering 9(2)(a), s 6(d) alongside other similar proposals as part of the placed based approach to working with the gang-connected population under the Gang Action Plan and once decisions on the Social Sector Investment Change Programme are taken in December 2015
- Any funding for the trial would need to be considered through an open competitive procurement process as required by the Government Rules of Sourcing.

The proposal aims to deliver intensive wraparound support to gang members and families in the [redacted] Bay of Plenty

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

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

[redacted] has developed a proposal to establish a pilot programme to deliver integrated social services to gang families in the [redacted] Bay of Plenty district in partnership with MSD. [redacted] 9(2)(a), s 6(d) aims to build on the [redacted] trial by developing an integrated programme of social services that meet the holistic needs of gang families in the area.

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

The outcomes [redacted] proposed trial seeks to achieve for the gang-connected population include to:

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

- reduce serious crime, drug offences and family violence
- reduce alcohol and illegal drug consumption and smoking
- increase full time sustainable employment, schooling education and tertiary/vocational education
- increase participation in community projects and services.

The pilot proposes to use a range of highly specialised individuals, including clinical specialists, social workers, gang liaison and cultural advisors, to provide intensive wraparound support for the gang-connected population in the area.

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

To implement [redacted] trial the proposal seeks:

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-

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

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

[redacted] is an existing provider of social services in the [redacted] Bay of Plenty

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

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

Information from MSD's regional office in the [redacted] Bay of Plenty highlights that [redacted] has established links across the wider community. [redacted]

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

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

¹ The proposal requests these houses from the Social Housing Reform Programme in the [redacted] Council Boundary.

The proposal has a number of positive aspects that align with the direction of the Gang Action Plan

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

_____ proposal aligns with the Government's broader direction for working with gangs as part of the Gang Action Plan. The trial:

- is within one of the priority areas of focus under the Gang Action Plan (Bay of Plenty)
- aligns with MSD's proposal to trial a community led approach to working with the gang-connected population
- aligns with work underway through the employment and skills component of the Start at Home Part Two (the trial proposes to better target the use of the Youth Service to work with young people affiliated to gangs)
- could provide a basis to deliver other employment focused measures, such as the 3K to Work payment, to assist gang members and their families.

9(2)(a), s 6(d) _____ proposal also aligns with best practice and evidence around effective ways to work with the gang-connected population in that it aims to deliver a holistic approach to address the range of social issues experienced by gang-connected whānau and has support from the local gang leadership.

Alignment with the Social Sector Investment Change Programme and other social sector initiatives

Work is underway through the Social Sector Investment Change Programme to develop advice on how the social sector can work in new ways with and in communities to deliver results to vulnerable populations. This will provide the foundations to support the broader use of integrated place based responses in the social sector _____

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

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

_____ proposal and other similar proposals would need to be considered in the context of decisions on the Social Sector Investment Change Programme that will be taken in December 2015.

Further assessment of the proposal is required as part of an open and rigorous process

Progressing any trial would need to be considered through an open and competitive procurement process to give all suppliers the opportunity to compete, as required through the Government Rules of Sourcing. This is especially important given the high value of the proposed trial (\$1.0m). This process would also involve assessing the suitability of organisations wanting to deliver or undertake a trial. An open and competitive tender process also ensures strong potential to obtain better value for money and enhance innovation.

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

Work is also needed to understand how this trial and other similar trials fit with the existing and planned delivery of social services in the _____ Bay of Plenty. In particular, this includes looking at how the proposal fits:

- with the direction of the Social Sector Trials model beyond 2016

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

- the rollout of the Children's Team in the [redacted] Bay of Plenty in October 2015².

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

In relation to [redacted] proposal, MSD would also need to consider how the trial would fit within the context of the funding they receive to deliver the Youth Service.

Next steps

The next phase of the Gang Action Plan proposes to use place based approaches to work with the gang-connected population. As part of this work, MSD recommends considering

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

[redacted]

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OFFICIAL INFORMATION ACT

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

² Once established, Children's Teams could potentially provide a referral pathway for vulnerable children identified by [redacted] through their proposed trial.



Report

Date: 16 October 2015

Security Level: UNCLASSIFIED

To: Hon Anne Tolley, Minister for Social Development

REP/15/10/1061

Release of paper for Ministerial Oversight Group on Gangs meeting (21 October 2015)

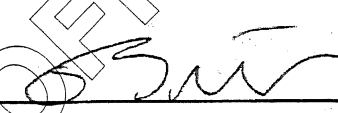
Purpose of the report

- 1 This report seeks your agreement to distribute the attached paper "*Strengthening the Start at Home Package*" to your colleagues attending the Ministerial Oversight Group on Gangs meeting on 21 October 2015.

Recommended actions

It is recommended that you:

- 1 **note** the attached paper "*Strengthening the Start at Home Package*" AT Yes/No
- 2 **agree** to distribute the attached paper "*Strengthening the Start at Home Package*" to your colleagues attending the Ministerial Oversight Group on Gangs meeting on 21 October 2015. AT Agree / Disagree
- 3 **note** that we will prepare an aide memoire for the meeting on 21 October 2015, to provide you with advice on the papers from other agencies and talking points for the agenda items you will be leading AT Yes/No
- 4 **agree** to send a copy of the report to the Associate Minister for Social Development. AT Agree / Disagree


Anna Butler
General Manager, Housing, Income Support and
Employment

14-10-15
Date


Hon Anne Tolley
Minister for Social Development

18-10-15
Date

The next Ministerial Oversight Group meeting is on 21 October

- 2 The next meeting of the Ministerial Oversight Group on Gangs is scheduled for Wednesday, 21 October 2015. The meeting will take place in the Beehive, Room EW 8.5 (7:30pm-8:30pm). Anna Butler, General Manager of Housing, Income Support and Employment, will also attend.
- 3 MSD seeks your agreement to distribute the attached paper "*Strengthening the Start at Home Package*" to your colleagues attending the Ministerial Oversight Group on Gangs by Monday 19 October 2015.
- 4 The paper is based on previous reports to you on additional social options (REP/15/9/1015) and on priority locations (REP/15/9/1026). However, it includes additional information on:
 - community-based pilots to develop and implement integrated approaches for gang-connected families (page 5), and
 - information on gang members within the 2014 Benefit Valuation (page 7).

Next Steps

- 5 MSD will prepare an aide memoire for the meeting on 21 October 2015, to provide you with advice on the papers from other agencies and talking points for the agenda items you will be leading.

File ref: REP/15/10/1061; EDMRS A8413516



Report

Date: 21 October 2015

Security Level: IN CONFIDENCE

To: Ministerial Oversight Group on Gangs

Strengthening the Start at Home Package

Purpose of the report

- 1 This paper seeks agreement to inclusion of the outlined additional Ministry of Social Development (MSD) options in the social component of the Gang Action Plan and endorsement of the proposed community-based pilots.

Recommended actions

It is recommended that the Ministerial Oversight Group on Gangs:

- 1 **endorse** MSD's proposed populations of interest: children and young people connected to gang members; adult gang members and young adults associated with gangs; wives and partners of gang members
- 2 **agree** that MSD progress further detailed work on the additional options outlined in this paper as part of the social component of the Gang Action Plan
- 3 **endorse** the concept of community-based pilots to develop and implement integrated approaches to address the needs of gang-connected families
- 4 **agree** that further scoping work is undertaken to determine the suitability of the following locations as pilot sites: § 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person
- 5 **note** MSD will work with partner agencies to develop a framework for guiding the development of the pilots that includes the following:
 - structure, scope and delivery of the pilot
 - selection process and criteria for the community partners who will participate in the pilot
 - shared outcomes that will help to measure success of all elements of the pilot including its overall effectiveness
- 6 **note** the results from the 2014 Benefit Valuation that outline the lifetime costs of gang members benefit receipt and have informed our decision-making on the enhanced social options.

MSD has developed a high-level approach to working with the gang-connected population and additional social options

2 MSD's proposed approach to working with the gang-connected population is to:

- target tailored responses to specific gang-connected populations that respond to key identified risk factors
- utilise a mixture of **s 9(2)(f)(iv) Active Consideration** for gang members and additional engagement and support for partners and children of gang members
- adopt the targeted use of place-based responses
- use information to better inform how MSD works with the gang-connected population.

3 MSD will 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 been identified that reflect the risk factors for each of the populations and that align with Government priorities (outlined in Table 1 below).

4 MSD has developed a range of enhanced social options as outlined in this paper and is in the process of undertaking further detailed work on the options. These options build on those discussed at the Ministerial Oversight Group on Gangs meeting on 31 July 2015 and fit within the overall approach described above.

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

Better targeting support to the gang-connected population

MSD's approach is targeted towards specific gang-connected populations. MSD proposes to focus its efforts on three populations, as outlined in the table below.

Table 1: Populations of interest and associated objectives

Populations of interest	Rationale	Objectives
Children and young people connected to gang members <hr/> As at 30 June 2015: <ul style="list-style-type: none"> • 926 children were dependents of gang affiliated parents that were receiving a main benefit • 212 were under the age of five 	Children of gang members have increased risk of both poor life outcomes and high liability for MSD and other agencies. Some of the risk factors include: <ul style="list-style-type: none"> • child abuse and neglect • witnessing violence between their parents • falling out of mainstream education • entering the youth justice system • joining a gang themselves. 	<ul style="list-style-type: none"> • Reduce assault and neglect • Improve health and education outcomes for vulnerable children
Adult gang members and young adults associated with gangs <hr/> 92 percent of the 3,960 known gang members received main benefits at some stage between 1 January 1993 and 31 December 2014, with an average duration of 8.9 years	Gang members tend to be higher liability clients for MSD, and have significant interaction with the Department of Corrections and Child, Youth and Family. Poor outcomes for gang members include: <ul style="list-style-type: none"> • low rates of educational achievement • high rates of unemployment and criminal offending. 	<ul style="list-style-type: none"> • Reduce long-term welfare dependence, increase employment • Reduce re-offending

Wives and partners of gang members	<ul style="list-style-type: none"> wives and partners of gang members experience high levels of vulnerability, coercion, violence and relationship abuse supporting wives and partners to leave gangs supports improved outcomes for them and their children. 	<ul style="list-style-type: none"> Reduce long-term welfare dependence, increase employment Reduce family violence Access to addiction and mental health services
<ul style="list-style-type: none"> mothers commit 56 percent of gang-connected child abuse/neglect 		

Options that enhance the MSD/social components of the Gang Action Plan:

- This section of the paper outlines enhanced options that MSD is progressing further detailed work on as part of Start at Home.
- Appendix One sets out these options, the population groups they target, and estimated timeframe for implementation among other criteria.

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

Children and young people connected to gang members

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

- Social obligations require beneficiary parents to: enrol their children in Early Childhood Education from the age of three and school from the age of five, enrol their child with a General Practitioner, and ensure their child has a WellChild check.
- Information about gang connections could be used to identify a pool of children included on benefits within the population to test compliance with social obligations. Ensuring that these obligations are met supports improved health and education outcomes and addresses a number of the risk factors faced by adult gang members.

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

Option Three: Using information on gang membership to inform Child, Youth and Family (CYF) assessments and decision-making.

- Gang membership information would inform CYF reports of concern. This would enable CYF to gain a better understanding of the risk factors children may be exposed to in a household.

Option Four: Using information on gang membership to inform decisions about the placement of young people as they exit the Youth Justice system

- This would ensure that young people are reintegrated back into communities where they are less likely to continue their affiliation with gangs.

Adult gang members and young adults associated with gangs

Option Five: Implementing case management approaches for working with gang members

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

- 15 If the trial is successful, MSD will explore the potential to incorporate higher numbers of gang-connected beneficiaries into an existing trial. This could provide a basis for building our knowledge around what works for gang connected long-term beneficiaries.

Option Six: Strengthening assessment and support for gang-connected health condition and disability clients

- 16 Adult gang members receiving a health condition or disability (HCD) related benefit could be targeted and prioritised for the Work Focused Case Management (WFCM) – HCD service¹. This is a specialist case management service that allows MSD to work intensively with HCD clients, helping them prepare for and find work.
- 17 MSD will explore the potential for increased use of second opinion medical referrals (using 'designated doctors'), to assess gang members' health and disability conditions. This recognises anecdotal evidence that some doctors may feel intimidated in to providing medical certificates inappropriately. Targeted use of second opinion advice could help ensure that gang members are receiving the correct benefits, and encourage movement to Jobseeker Support with full work obligations. However, this may increase safety risks for designated doctors, and health and disability may not be the main barrier to employment for this cohort.

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

¹ 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.

Wives and partners of gang members

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

- 22 MSD delivers a range of services through Community Investment that could be targeted to meet the complex and diverse needs of gang families.
- 23 MSD is exploring how gang-connected families can be proactively referred 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.

Option Ten: Using 'moments of influence' to offer services to gang families

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

Option Eleven: Assistance to move away from gang locations

- 26 Moving to a new location can also be an essential step for gang partners and families who wish to escape environments of domestic violence.
- 27 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. Gang families using social housing may be eligible for assistance to move between social housing areas.
- 28 MSD is undertaking further work is undertaken to determine how information on gang connections of clients can be used in relation to social housing.

Wider whānau and communities

Option Twelve: Work with other agencies in priority locations to provide tailored 'place-based' responses to whānau and communities

- 29 MSD proposes this option involve community-based pilots as outlined in the next section of this paper.

Option Thirteen: Increasing understanding of factors motivating whānau to leave gang environments

- 30 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.

MSD proposes partnering with communities to pilot integrated responses to gang-connected whānau

- 31 MSD's overall approach to working with gang-connected populations includes adopting the targeted use of place-based responses (Option Twelve of MSD's additional options).

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

- 33 MSD proposes piloting, in partnership with communities, integrated approaches to address the needs of gang-connected families. The pilots would be locally-driven and community-based, utilising existing relationships, initiatives and structures to improve outcomes for gang-connected families.
- 34 Key elements of the pilots could include:
- a targeted and tailored approach for gang-connected whānau
 - co-design with community
 - community and local-level leadership
 - a degree of devolved decision-making over the way existing services are provided
 - reprioritisation of social service spend to achieve locally agreed outcomes
 - funding or in-kind resources to lead this process in communities
- 35 The pilots would need to be underpinned by better information on the gang-connected population and an evaluation framework at all stages of the engagement, design, and delivery of this approach. Sources for better information could include provider data and the GIC. However, consideration will need to be given to how data and information is shared to avoid further disenfranchising the gang-connected population.
- 36 Any on-the-ground response will need to be coordinated with existing initiatives and be developed in consultation with the local community and partner agencies. It would also require strong local leadership and community buy-in.

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

Potential locations for pilots

- 38 In late 2014, four priority locations were proposed for Start at Home activity under the Gang Action Plan: s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person

- 39 MSD has recently undertaken analysis to determine the proportion of all males on benefit who are gang members broken down by Territorial Local Authority.²

- 40 Of the 16 Territorial Local Authorities with two 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)

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

² These figures use the Territorial Local Authority where the Work and Income Office is located from which the gang member is paid their benefit.

- 42 MSD proposes that work is undertaken to assess the suitability of the following locations as pilot sites:

• 9(2)(a), s 6(d)

- 43 The initial assessment will examine factors including community readiness for delivery, existing initiatives or community partnerships aligned to the pilot framework and potential service clutter in the local area.

MSD will undertake further scoping work and report back

- 44 If Ministers agree, MSD will work with partner agencies to develop a pilot framework which details the following aspects:

- structure, scope and delivery of the pilots
- selection process and criteria for the community partners who will participate in the pilot
- shared outcomes that will help to measure success of all elements of the pilot including its overall effectiveness.

- 45 MSD will provide recommendations to Ministers in December 2015 on suitable pilot locations and identified opportunities for building on existing community partnerships and initiatives in these locations.

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

MSD is undertaking additional analysis to inform social options

- 46 MSD's approach to working with gang-connected populations is underpinned by using information to better inform how MSD works with the gang-connected population. This includes informing decision-making around initiative design, implementation and evaluation.

- 47 The New Zealand Police/Insights MSD data match in May 2015 provided initial data and information to help inform decision-making around MSD's approach to working with gangs, including specific population groups and locations to target.

- 48 Building on the MSD and Police data match, MSD has recently undertaken analysis to look at the liability estimates and general demographics relating to known gang members who are also beneficiaries.

- 49 **2,286** gang male members were identified within the 2014 Welfare Valuation. Estimates are:

- these gang members will receive a **further \$293m in benefit payments** before they reach age 65 (total liability)
 - this is an average of **\$128k per gang member** compared to \$107k for all clients and;
 - is \$38k (40 percent) higher per person compared to all male clients.
- **30 percent** of these gang members **entered the benefit system at age 16 or 17**, significantly higher than for all other male clients (14 percent). For males, receipt of a benefit at age 16 or 17 is frequently due to a lack of financial support from parents or guardians (for a range of reasons) and entry to benefit at these ages strongly overlaps with intergenerational benefit receipt.

- almost 800 of these gang members were not on benefit but had received a main benefit in the year prior to June 2014
 - these gang members had a **\$37k (around 70 percent) higher average liability** compared to all clients not currently on benefit which is likely attributable to gang members either returning to benefit more quickly, staying longer, receiving a higher rate of payment or a combination of these factors.
- **90 percent** had a recorded **education level of 'none'** or 'less than NCEA Level 1'.

50 This analysis confirms that gang members represent a significant and long-term cost to the welfare system, and highlights the importance of targeting this group. These findings also provide new insights into the gang population and how social sector agencies can better design and target interventions to work with this group. The analysis reinforces some important points of opportunity to work with the gang connected population. These include:

- prioritising efforts to support the child and youth gang-connected population into education, training or employment
- focusing on supporting gang members to sustain exits once they leave the benefit system – particularly given the high number that have been on benefit within a 12 month period
- supporting adult gang members into appropriate education and training pathways that enable them to attain the necessary skills to move to employment - reflecting the large number that have no qualification or less than NCEA level 1.

Next Steps

51 At the next meeting of the Ministerial Oversight Group on Gangs, MSD will report back on progress on:

- further detailed work on additional options outlined in this paper as part of the social component of the Gang Action Plan
- development of community-based pilots to design and implement integrated approaches to address the needs of gang-connected families.

EDRMS: A842667

Appendix One: MSD-led additional social options to enhance the social component of the Gang Action Plan

Population group	Recommended outcomes to focus on for the population group	Option	s 9(2)(f)(iv) Active Consideration	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 ³
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 	Option one – proactively engage with gang-affiliated parents and support them to meet social obligations	x	✓	✓	✓	3 – 6 months
		s 9(2)(f)(iv) Active Consideration	✓	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 employment Reduce re-offending 	s 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 employment Reduce family violence Access 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
Place-based responses to achieve intergenerational change		Option	s 9(2)(f)(iv) Active Consideration	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

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

³ Timing of implementation could be impacted by the availability of information from the Gang Intelligence Centre.

Appendix Two: Analysis on gang members and locations**Table 1: Location and proportion of gang populations**

Location	Percentage of NZ's total gang population (3960)	Proportion of ethnic gangs of New Zealand origin	s 9(2)(a), s 6(d)
	s 9(2)(a), s 6(d)	62%	
	11%	(13% Mongrel Mob and 49% Black Power)	
	s 9(2)(a), s 6(d) 4%		
	17%	95%	
		(Mongrel Mob 66% and Black Power 29%)	
	s 9(2)(a), s 6(d) 11%	74%	
		(56% Mongrel Mob and 18% Black Power)	
	19%	67%	
		(40% Mongrel Mob and 27% Black Power)	

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

Territorial Local Authority (in which Police District)	Number of gang members receiving a benefit	Percentage of all males on benefit who are gang members
s 9(2)(a), s 6(d)	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%



Report

Date: 20 October 2015

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

REP/15/10/1122

Ministerial Oversight Group on Gangs Meeting: Wednesday 21 October 2015

Purpose of the report

- 1 This report briefs you on and provides supporting material for the Ministerial Oversight Group on Gangs meeting on Wednesday 21 October 2015, 7.30-8.30pm in the Beehive 8.5 EW.

Recommended actions

It is recommended that you:

- 1 **note** the contents of this report and the attachments **YES/NO**
- 2 **note** you will be presenting agenda item 4 – Start at Home Part 2 which will include:
 - 2.1 a brief update on existing Start at Home Part 2 initiatives
 - 2.2 discussion on the paper “*Strengthening the Start at Home Package*”.**YES/NO**

Anna Butler
General Manager Housing, Income Support and
Employment

20-10-15
Date

Hon Anne Tolley
Minister for Social Development

Date

You have one item to speak to on the agenda

- 2 As Minister for Social Development, you have been invited to attend the Ministerial Oversight Group on Gangs (MOGG) meeting to be held on Wednesday 21 October 2015, 7.30-8.30pm. The meeting will be held at the Beehive 8.5 EW. Anna Butler, General Manager Housing, Income Support and Employment, will attend the meeting to provide support if required.
- 3 Your office has been supplied with the agenda and meeting papers (from Police) which includes an A3 update on Start at Home Part 2. An additional paper produced by the Ministry of Social Development (MSD), "*Strengthening the Start at Home Package*", has been distributed separately to you and your Ministerial colleagues.
- 4 You will be speaking to Agenda item 4 – Start at Home Part 2 which includes:
 - a brief update on existing Start at Home Part 2 initiatives (Police A3s page 7)
 - discussion on the paper "*Strengthening the Start at Home Package*" (talking points are attached as Appendix One).

Agenda item 1: Response to matters from previous meeting

- 5 The Minister of Police will be giving a verbal update on matters from the previous meeting.
- 6 At the previous MOGG meeting, you indicated that the MSD would carry out further scoping of high-level actions to strengthen Start at Home Part 2 and report back at this meeting. This will be covered off by your item on Start at Home Part 2.

Agenda item 2: Programme updates

Communications (A3 page 2)

- 7 The Minister of Police will lead discussion on this agenda item and does not seek any decisions. MSD has been closely involved with the development of the Communications Plan core messages outlined in the presentation.
- 8 It may also be timely to consider whether, once additional MSD options are included in Start at Home Part 2, there are opportunities to release the Insights MSD Police Data Match as part of the Gang Action Plan narrative. The release of the Data Match could be considered at the next MOGG meeting.

Information Sharing

- 9 No papers were provided on information sharing. A number of comments from MSD in relation to information sharing are outlined in the material below on the Gang Intelligence Centre.

Agenda item 3: Work stream updates

Gang Intelligence Centre (A3 Page 4)

- 10 This update will be led by the Minister of Police and does not seek any decisions.
- 11 MSD requires information on gang affiliation to be able to effectively target MSD's additional social options towards gang-connected populations.
- 12 MSD holds some information on gang affiliation through its frontline interactions with gang-connected clients. This information could be used to support an initial rollout of targeted approaches in the short-term.
- 13 A full rollout will require a comprehensive cross-agency dataset on gang affiliation. To achieve this, MSD is working with the Gang Intelligence Centre (GIC) and agencies involved in the development of a cross-agency data set and information sharing mechanism. A cross-agency legal review is underway to identify the legal framework required to support an on-going information sharing arrangement.
- 14 The GIC is expected to have information available from December 2015 to support detection, investigation and sanctioning of offences. However, it could be six months

or more before it might produce information that MSD could use to further inform the social options.

Legislative Toolkit (A3 page 5)

- 15 This update will be led by the Minister of Police and does not seek any decisions. The item on the Legislative Toolkit does not raise any immediate issues for you to comment on.

Outside scope of request.

Start at Home Part 1 (A3 page 7)

- 19 This update will be led by the Minister of Police and does not seek any decisions. The A3 includes a note about linkages (in the next milestones section) between Start at Home Part 1 and 2. MSD will work with Police to consider how linkages can be made between initiatives, such as Community Gardens, and Start at Home Part 2.
- 20 The information on the Safety Planning for Women initiative notes that there is a multi-agency work programme underway. This refers to the work of the Ministerial Group on Family and Sexual Violence, co-chaired by you and Hon Amy Adams, Minister of Justice.

Agenda item 4: Work stream update

Start at Home Part 2 (A3 page 8 and Strengthening the Start at Home Package paper)

- 21 You will lead this item (talking points are attached as Appendix 1), which will cover two areas:
- a brief update on existing Start at Home Part 2 initiatives, which are listed in the A3, page 8
 - discussion and decisions on the paper "Strengthening the Start at Home Package".
- 22 MSD is progressing four of the eight listed initiatives under Start at Home Part 2. Each initiative has been given a progress rating. They are either rated "on track", or as having "some uncertainty". s 9(2)(f)(iv) Active Consideration
- 23 The Next Milestones and Decisions for Start at Home Part 2, which are listed in the top right-hand corner of the A3, will be discussed when you are talking to the "Strengthening the Start at Home Package" paper.

Strengthening the Start at Home Package

- 24 You will introduce the "Strengthening the Start at Home Package" paper, which you committed MSD to develop for this MOGG meeting (talking points are attached as Appendix 1). The paper outlines additional social options to include in the social component of the Gang Action Plan and also seeks endorsement of the proposed community-based pilots.

25 There are three key points within the paper:

- MSD has developed additional social options that enhance the existing initiatives within the Start at Home Part 2 package
- MSD is proposing community-based pilots and has proposed pilot locations to assess for suitability
- the 2014 Benefit Valuation outlines the lifetime costs of gang members' benefit receipt, which has informed decision making on the additional social options.

26 This paper seeks decisions from MOGG on inclusion of the additional options in the Gang Action Plan and agreement to undertake further scoping of pilot locations.

Next steps

27 At the next MOGG meeting, MSD will report back on progress on:

- further detailed work on additional options outlined in this paper as part of the social component of the Gang Action Plan
- development of community-based pilots to design and implement integrated approaches to address the needs of gang-connected families.

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Appendix 1: Talking Points for Agenda Item 4

Additional social options for Start at Home Part 2

- At the last Ministerial Oversight Group I outlined some initial ideas for enhanced Ministry of Social Development (MSD) options for the Gang Action Plan.
- MSD has now further refined these options. The paper distributed earlier this week "Strengthening the Start at Home Package" outlines MSD's high level approach to working with gang-connected families and includes thirteen additional options that could be progressed as part of the Gang Action Plan.
- Today I am seeking your agreement for MSD to undertake further detailed work on the options as part of the Gang Action Plan. I am also seeking your agreement to further scoping locations for community based pilots.

Existing Start at Home Part Two options are on track (Police A3s page 7)

- Five of the eight existing Start at Home initiatives are on track and three have some uncertainty. The initiatives with some degree of uncertainty are:
 - two initiatives led by the Ministry of Health that are awaiting funding decisions
 - Maternity and Early Parenting Service and Navigator Healthcare Roles
 - the MSD Community-based initiative that is at the planning stages and will be discussed today as part of the Strengthening Start at Home item.

Strengthening the Start at Home Package

- The additional options put forward exercise the full extent of MSD's available powers and functions to work with the gang connected population.
- MSD's proposed tailored approach to working with the gang-connected population is to:
 - target responses to gang-connected populations
 - s 9(2)(f)(iv) Active Consideration
 - adopt the targeted use of place-based responses
 - use information to better inform work with the gang-connected population.
- The options set out tailored approaches for working with the three priority groups within the gang connected population. These are:
 - s 9(2)(f)(iv) Active Consideration
 - supporting **wives and partners** to become independent of the gangs lifestyle
 - improving the safety and long-term health and education outcomes for their **children and young people**, offering them a better alternative to the gangs lifestyle.
- In progressing the additional options, MSD is seeking to:
 - reduce long-term welfare dependence, family violence, re-offending and intergenerational dependence on gangs
 - increase participation in education and employment that support gang members and their families to independence.

- Some examples of the options include:
 - making better use of the information on gang affiliation to inform CYF risk assessments and placement of youth exiting the youth justice system
 - improving access to social services and financial assistance by providing financial assistance to move away from gang locations
 - s 9(2)(f)(iv) Active Consideration
 - using moments of influence to offer services to gang families
 - trialling community-based approaches to working with gang families in priority locations (discussed later).
- MSD holds some information on gang affiliation through its frontline interactions with gang-connected clients. This information will be used to support an initial rollout of the options in the short-term. However, a full rollout will require a comprehensive cross agency dataset on gang affiliation.

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

Community-based pilots

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

- MSD is proposing localised pilots partnering with communities to deliver initiatives to gang-connected families. Potential elements of the pilots would include:
 - a targeted and tailored approach for gang-connected whānau
 - co-design with community
 - community and local-level leadership
 - a degree of devolved decision-making over the way existing services are provided
 - reprioritisation of social service spend to achieve locally agreed outcomes
 - funding or in-kind resources to lead this process in communities.
- These pilots would differ from location to location with the detail decided in consultation with communities and supported with strong leadership at the local level. The pilots would also need to be coordinated with existing social sector initiatives in the trial location.
- Four priority locations were identified last year for Start at Home Activity. MSD has proposed that from within these four locations, some suitable options for further assessment as potential pilot sites could be:

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

- I am seeking agreement to undertake further scoping work on the suitability of these potential pilot locations.

- This would examine community readiness for delivery, existing initiatives or community partnerships aligned to the pilot framework as well as potential service clutter in the area.
- If agreed, MSD will develop a pilot framework that will look at the structure of the pilots, selection process and criteria as well as shared outcomes to measure the outcomes of the pilot.
- MSD will provide recommendations to Ministers in December 2015 on both suitable pilot locations and opportunities to build on the existing relationships and initiatives in these areas.

MSD has undertaken additional analysis to inform social options

- MSD has recently completed an examination of 2014 Benefit Valuation, outlining the lifetime costs of gang members' benefit receipt. This has informed decision making on the additional social options.
- 2,286 male gang members were identified within the 2014 Welfare Valuation:
 - these gang members will receive a further \$293m in benefit payments before they reach age 65 – this is an average of \$128k per gang member or 40 percent higher per person compared to all male clients
 - 30 percent entered the benefit system at age 16 or 17
 - those who were not currently on a benefit (almost 800) had around 70 percent higher average liability compared to all clients not currently on a benefit
 - 90 percent had a recorded education level of 'none' or 'less than NCEA Level 1'.
- The evidence confirms that gang members represent a significant and long-term cost to the welfare system, and therefore confirms the importance of targeting this group.
- The valuation data identifies some potential opportunities to influence and support the gang connected population. These include:
 - prioritising efforts to support the child and youth gang-connected population into education, training or employment
 - focusing on supporting gang members to sustain exits once they leave the benefit system
 - supporting adult gang members into appropriate education and training pathways that enable them to attain the necessary skills to move to employment.

MSD will report back to the next MOGG with updates

- At the next meeting of the Ministerial Oversight Group on Gangs, MSD will report back on progress on:
 - further detailed work on the additional options outlined in this paper as part of the social component of the Gang Action Plan
 - development of community-based pilots to design and implement integrated approaches to address the needs of gang-connected families.



Report

Date: 10 December 2015

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

Progressing social initiatives for working with gang-connected populations

Purpose of the report

- 1 This report provides an update on the actions that the Ministry of Social Development (MSD) is undertaking to expand and advance the social component of the Gang Action Plan (GAP).

Executive summary

- 2 On 21 October 2015, the Ministerial Oversight Group on Gangs (MOGG) agreed to MSD undertaking additional detailed work on 13 proposed social options for inclusion in Start at Home Part 2 under the GAP.
- 3 MSD is actively working to progress the rollout of the majority of the additional social options for engaging with the gang-connected population from February 2016.
- 4 A key component of MSD's approach to working with gang-connected populations will be the use of community-based pilots in four priority locations: **s 6(d) OIA Endanger the safety of any person**
Section 9(2)(a) Privacy of Natural Persons MSD is proposing that pilots are put in place in three **s 9(2)(a), s 6(d)** of the four proposed priority locations by the end of February 2016.
- 5 MSD will also undertake work in the first half of 2016 to mitigate risks associated with working with the gang-connected population and support a more systematic approach. This will include undertaking work to address issues around staff and site safety, legal, information, system and resourcing requirements.
- 6 From June 2016, MSD will be in a position to implement a more systematic approach supported by the rollout of the **s 9(2)(f)(iv)** options for working with the gang-connected population. This will involve MSD using information from the Gang Intelligence Centre (GIC) to identify gang-connected clients in the benefit system in order to better tailor and target the delivery of services and supports.

Recommended actions

It is recommended that you:

- 1 **agree** that three community-based pilots for working with the gang-connected population will be in place by the end of February 2016, including:
 - 1.1 an established social service provider **s 9(2)(a), s 6(d)** to lead a wraparound service for gang members and their whānau in **s 9(2)(a), s 6(d)**

Yes/No

1.2 a collective of NGOs and community members to lead a multi-agency, multi-faceted approach to reduce social harms for gang-connected whānau in s 9(2)(a), s 6(d)

AT

Yes/No

1.3 a youth-focused co-design approach to reduce the social harms from gang association in s 9(2)(a), s 6(d)

AT

Yes/No

2 **note** that the estimated costs of implementing the pilots is around \$450,000 and MSD is currently working to secure this funding

AT

Yes/No

3 **note** that MSD is working with New Zealand Police and the Ministry of Justice to advance a pilot in s 9(2)(a), s 6(d) and will provide a further update in February 2016

AT

Yes/No

4 **note** that MSD will implement eight of the additional social options that aim to improve the social outcomes of the gang-connected population from February 2016, including:

4.1 proactively engaging with gang-connected parents and support them to meet social obligations

AT

Yes/No

4.2 using available information about gang affiliation to inform Child, Youth and Family's assessment of a report of concern before visiting a family

AT

Yes/No

4.3 using available information about gang affiliation to inform decisions about the placement of youth leaving the Youth Justice system

AT

Yes/No

4.4 s 9(2)(f)(iv) Active consideration

4.5

AT

Yes/No

4.6 proactively referring families with gang connections to integrated family focused services

AT

Yes/No

4.7 exploring the potential to assist families with gang connections to relocate away from gang locations

AT

Yes/No

4.8 scoping work to increase understanding of factors motivating whānau to leave gang environments and reduce the social harms of gang environments

AT

Yes/No

- 5 **note** that MSD is progressing work to lay the foundations for a more systematic approach to implementing the social options for working with the gang-connected population, including the implementation of mitigations to address risks of working with this population

AT ☒ Yes/No

- 6 **note** MSD will rollout the s 9(2)(f)(iv) Active consideration options, supported by a more systematic approach to advancing the implementation, alongside social options, from June 2016

AT ☒ Yes/No

- 7 **note** that access to information on gang membership from the GIC is a key dependency for MSD progressing a more systematic approach to working with the gang-connected population

AT ☒ Yes/No

- 8 **note** that there is a funding shortfall to implement the full range of social options and MSD is working to address this shortfall

AT ☒ Yes/No

- 9 **agree** to forward this report to the Associate Minister for Social Development.

AT ☒ Agree/Disagree



Anna Butler
General Manager: Housing, Income Support and
Employment

10-12-15
Date



Hon Anne Tolley
Minister for Social Development

10-12-15
Date

MSD is advancing a range of options for working with the gang-connected population

- 7 On 21 October 2015, the Ministerial Oversight Group on Gangs (MOGG) agreed to MSD undertaking additional detailed work on 13 proposed social options for inclusion in Start at Home Part 2 under the GAP.
- 8 At the 7 December 2015 agency meeting, MSD officials discussed progress underway on MSD's contribution to the social component of the GAP. At this meeting you indicated:
 - that the delivery of MSD-led social initiatives for working with the gang-connected population is a priority
 - that three community pilots in priority locations should be in place from February 2016
 - that MSD should continue to advance the rollout of **s 9(2)(f)(iv) Active consideration** for working with this gang-connected population, including progressing mitigation of any potential risks.
- 9 MSD is actively working to progress the rollout of the additional social options for working with the gang-connected population from February 2016.

MSD has established a high-level approach for working with the gang-connected population

- 10 MSD's approach to working with the gang-connected population, as outlined in previous advice (*Strengthening the Start at Home Package* - REP/15/10/1061), is to:
 - target tailored responses to specific gang-connected populations that respond to key identified risk factors
 - utilise a mixture of **s 9(2)(f)(iv)** activities for gang members and additional engagement and support for partners and children of gang members
 - adopt the targeted use of place-based responses
 - use available information to better inform how MSD works with the gang-connected population.
- 11 Appendix One sets out the specific objectives for each of the identified priority groups within the gang-connected population.

Three community-based pilots will be in place by the end of February 2016

- 12 A key component of MSD's approach to working with gang-connected populations is the establishment of community-based pilots in four priority locations: **s 9(2)(a), s 6(d)**. Each of the pilots will test different ways of working with gang-connected populations, and include monitoring and evaluation of their effectiveness.
- 13 Community Investment has completed initial assessments of each pilot site and proposes that pilots are established in three **s 9(2)(a), s 6(d)** the four proposed priority locations by the end of February 2016.

¹ Identified priority groups include: children and young people connected to gang members; adult gang members and young adults associated with gangs; and wives and partners of gang members.

- 14 Additional funding is required to put in place the trials for the period February 2016 to June 2016. Indicative funding of \$450,000 is required to fund the community-based pilots in [redacted] in 2016/17. MSD is exploring options to secure funding to implement these pilots.
- 15 The high-level outcomes sought by the pilots align with the objectives identified for MSD's overall approach to working with the gang-connected population (REP/15/09/1015 refers). In addition, the pilots seek to increase understanding of what works when engaging with this population.

A contract-driven approach will be used in [redacted] s 9(2)(a), s 6(d)

- 16 MSD has identified the potential to take a contract-driven approach to improving outcomes for gang-connected populations in [redacted] s 6(d), s 9(2)(a)
- 17 **Approach:** Funding an established social service provider to lead a wraparound service (focused on increasing employment and education outcomes) for gang members and their whānau
- 18 [redacted] s 9(2)(a), s 6(d)
- 19 [redacted] s 6(d), s 9(2)(a) developed a proposal to establish a pilot programme, in partnership with MSD, to deliver integrated social services to gang families in the [redacted] Bay of Plenty district. [redacted] s 6(d), s 9(2)(a) to build on the [redacted] s 9(2)(a), s 6(d) Social Sector Trial by developing an integrated programme of social services that meet the holistic needs of gang families in the area. [redacted] s 9(2)(a), s 6(d)
- 20 The outcomes that [redacted] proposed trial seeks to achieve for the gang-connected population include to:
- reduce serious crime, drug offences and family violence
 - reduce alcohol and illegal drug consumption and smoking
 - increase full time sustainable employment, schooling education and tertiary/vocational education
 - increase participation in community projects and services.
- 21 [redacted] s 9(2)(a), s 6(d) Community Investment are currently further refining the initial proposal to provide a more targeted response to population needs.
- 22 The revised proposal is most likely to 'go live' early next year in late January or early February. Funding of the proposal will have to be found from reprioritisation. Initial set up costs are estimated to be between \$150,000 to \$250,000.

MSD will support an existing community-driven initiative in [redacted] s 9(2)(a), s 6(d)

- 23 In [redacted] s 9(2)(a), s 6(d) MSD has identified an existing community-driven initiative focused on reducing the harms associated with gangs that could be supported with funding and assistance.
- 24 **Approach:** Funding a collective of NGOs and community members to lead a multi-agency, multi-faceted approach to reduce social harms.

- 25 MSD will support the [redacted] s 9(2)(a), s 6(d)

[redacted] has developed a whānau and community driven approach to improve outcomes. They are seeking to ensure that existing services are better accessed by gang related whānau and that these interventions promote a systematic response to reduce the negative social harm associated with gang activity.

26 Potential outcomes include:

- reduction in incidents of abuse and neglect
- increase in educational attainment for children and young people
- reduction in unemployment and a reduction in crime.

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

27 [redacted] is well-established within the local social sector and will co-ordinate intervention through existing collaborative networks; this includes linking into the Social Sector Trials and Community Safety Plans.

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

28 [redacted] is currently operational and has short-term funding to part fund a 'navigator role'. The [redacted] proposal requires annual funding of \$119, 000.

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

29 This pilot is expected to be in place by February 2016.

The s 9(2)(a), s 6(d) pilot will focus on working with young people to reduce the social harms of gang association

30 The s 9(2)(a), s 6(d) pilot will take a youth development approach that incorporates community development planning, focusing specifically on the local youth gang population.

31 **Approach:** Youth-focused co-design approach to reduce the social harms from gang association

32 Community Investment is working in s 9(2)(a), s 6(d) to develop a systematic and targeted response to work with young people from gang-connected whānau. Stakeholders have agreed that the pilot will align with and contribute to the [redacted] Community Plan.

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

33 Key stakeholders are meeting in s 9(2)(a), s 6(d) to develop an initial proposal to form the s 9(2)(a), s 6(d) Partners in this process include: s 9(2)(a), s 6(d)

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

34 The s 9(2)(a), s 6(d) could act as the fund holder for the pilot in this area.

35 Outcomes may include:

- increasing young people's participation in pro social activities
- increasing engagement in education, employment and education
- reduction in anti-social behaviour and youth offending
- supporting diversion from the gang life.

36 This pilot is expected to be in place by February 2016.

Options are still under development for a pilot in s 9(2)(a), s 6(d)

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

38 Community Investment is liaising with representatives from Police, Justice and Health to determine stakeholders at a local level. It will scope out work currently underway and explore how we could enhance existing work or support the community to develop a targeted and specific response to meet the needs of this community.

39 The major challenge in engaging with the motorcycle gangs is that they have not expressed a desire to engage and work with the community to address social harm.

40 Community Investment will work closely with the local community to identify gang-connected whānau, key points of contact and specific needs to be addressed. This information will be crucial to providing a response which will reach the population of interest.

Each pilot will be monitored and evaluated to assess effectiveness and build understanding

- 41 Insights MSD will develop an evaluation strategy for the community-based initiatives as they are designed, in order to:
- understand how well the initiatives have been implemented, what is working well and how the initiatives can be improved, and
 - later, what outcomes are being achieved.
- 42 MSD proposes developing detailed intervention logic for each community-based initiative to assist in the development of the strategy. This would capture what stakeholders think success looks like in regards to interim and longer-term outcomes and how those outcomes would be achieved. The development of the models assists with stakeholder buy-in and helps manage stakeholder expectations about what change may be observable at what points in time. Past experience of evaluating small localised programmes (eg. early individual Social Sector Trial activities) has demonstrated the importance of stakeholder buy-in.
- 43 The formative evaluations will be particularly important in developing our understanding of what constitutes good practice. Measuring and attributing outcomes to the initiatives will be challenging. In part, this will depend on the nature of the initiatives implemented, the availability of data, the quality of evidence needed and resources available. Given the population the initiatives target, significant evaluation work may need to be commissioned in from experienced researchers. Contracting such expertise would have considerable costs associated with it. **s 9(2)(f)(iv) Active consideration**
- s 9(2)(f)(iv)** MSD is exploring options to meet these costs.

MSD will begin implementation of the majority of the social options through the first half of 2016

- 44 In addition to advancing the community pilots, MSD will start to put in place eight of the additional social options for improving the social outcomes of the gang-connected population from February 2016. This will include the initial rollout of the following options utilising existing MSD data and information:
- proactively engage with gang-connected parents and support them to meet social obligations
 - use available information about gang affiliation to inform Child, Youth and Family's assessment of a report of concern before visiting a family
 - use available information about gang affiliation to inform decisions about the placement of youth leaving the Youth Justice system
 - **s 9(2)(f)(iv) Active consideration**
 - proactively refer families with gang connections to integrated family focused services
 - explore the potential to assist families with gang connections to relocate away from gang locations
 - scope work to increase understanding of factors motivating whānau to leave gang environments.
- 45 As part of implementing these options, MSD will provide guidance and messaging to the service lines. This will include:
- providing staff with information on the GAP and MSD's involvement

- implementing processes through which staff can communicate any ideas or issues they have regarding the gang-connected population, including holding focus groups for frontline staff

- **s 9(2)(f)(iv) Active consideration**

MSD is working to mitigate the risks associated with

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

46 During the first half of 2016 MSD will undertake work to mitigate risks associated with **s 9(2)(f)(iv) Active consideration** and prepare for a more targeted approach that utilises information on gang connections. This will include work to address:

- **s 9(2)(f)(iv) Active consideration**

- **s 9(2)(f)(iv) Active consideration**

- information requirements, mainly related to identifying gang affiliation, to embed the social options.

47 Work on site and staff safety will align with MSD's Security Response Programme and could include:

- investigating (and implementing if possible) suitable training that could assist staff dealing with the gang-connected population – including consulting with the Department of Corrections on the training they undertake

- analysing and understanding security needs for the options. **s 9(2)(f)(iv) Active consideration**

Preparation work will be undertaken to progress an approach for social obligations

48 When social obligations were introduced in 2013, a decision was made that the Ministry would focus on engaging with clients to ensure they understand the obligations (e.g. as part of the benefit application process), and support them to meet these (e.g. by providing them with information about services in their area).

49 A small amount of additional funding was provided to support this approach. This reflected the relatively low cost of this type of approach – enforcement of obligations has resourcing implications, linked to the number of clients who need to be engaged, tested, and sanctioned.

50 The emphasis of this approach was on enabling staff to have conversations with parents about their children, and supporting them to make effective choices in terms of health and education. To date, no sanctions have been imposed for failing social obligations.

51 Despite the absence of active enforcement (backed by sanctions), this approach has been broadly successful, with reporting from the end of June 2015 showing:

- **99.8%** of children attending school
- **97.8%** of children enrolled in an early childhood education programme
- **99.7%** of children either enrolled with a general practitioner or Primary Health Organisation, or parents taking all reasonable steps to enrol their children in health services
- **98.6%** of children up-to-date with their core Well Child/Tamariki Ora checks.

52 Surveys have also shown a high level of awareness of social obligations among clients.

53 **s 9(2)(g)(i) Free and frank advice**

From June 2016 MSD will use information on gang association from the Gang Intelligence Centre to implement the [redacted] options and to strengthen the rollout of the social options

54 From June 2016, MSD will commence the implementation of the [redacted] and use information on gang connections to inform the strengthened implementation of the social options.

55 A more systematic approach will involve MSD using comprehensive information on gang association provided by the GIC to better target and tailor the delivery of services and support to the gang-connected population. This will build on the use of MSD's existing information on the gang-connected population that will be used to implement the social options in the first half of 2016.

56 Access to information on gang membership will be a key dependency for progression of a more systematic approach to working with the gang-connected population.

57 The [redacted] options MSD intends to progress from June 2016 include:

58

Access to information from the Gang Intelligence Centre will be critical

59 MSD will not be able to fully implement the social options until information on gang membership is available from the GIC.

60 The GIC is expected to be publicly launched in March 2016, but MSD does not have clarity from the GIC on when information on gang membership will be available to inform our approach. MSD is working with the GIC to firm up details around the availability of this information.

61 [redacted]

Next steps

62 In early February 2016, MSD will provide further advice on progress to implement the additional social options. Additional advice will be provided in May 2016 on the implementation of the [redacted] options and in applying a more systematic approach to the full set of additional social options.

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Appendix One: Key objectives for the priority groups in the gang-connected population

Populations of interest	Objectives	Gangs Action Plan cabinet paper objectives (July 2014)
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 	



Report

Date: 29 January 2016

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

REP/16/1/052

Community-based pilots for working with gang-connected populations

Purpose of the report

- 1 This report outlines progress by the Ministry of Social Development (MSD) to put in place community-based pilots for working with gang-connected populations in priority locations.

Recommended actions

It is recommended that you:

- 1 **note** that MSD is progressing the rollout of the community-based pilots for working with gang-connected populations in three priority locations from February 2016

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

ATC Yes/No

- 2 **note** that the [redacted] pilots will be implemented in February 2016

ATC Yes/No

- 3 **note** that the details on the youth-focused s 9(2)(a), s 6(d) pilot are being finalised and MSD expect it to be implemented in February 2016

ATC Yes/No

- 4 **note** that MSD has secured funding to meet the cost of implementing the pilots in s 9(2)(a), s 6(d) for the period up to 30 June 2016

ATC Yes/No

- 5 **note** that MSD and Police are continuing to develop an approach to engage with outlaw motorcycle gangs in s 9(2)(a), s 6(d) and will report back in March 2016

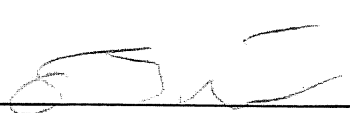
ATC Yes/No

- 6 **note** that MSD will monitor and evaluate the pilots' impact on improving social outcomes for gang-connected populations

ATC Yes/No

- 7 **agree** to forward this report to the Associate Minister for Social Development and the Minister for Youth.

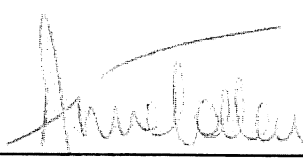
☒ Agree/Disagree



Anna Butler
General Manager, Housing, Income Support and
Employment



Date



Hon Anne Tolley
Minister for Social Development

8-2-16

Date

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MSD will implement three community-based pilots for working with gang-connected populations by February 2016

2 In December 2015, MSD provided you with advice (Progressing social initiatives for working with the gang-connected population; REP 15/12/1382) on 13 social options for working with the gang-connected population through the social component of the Gang Action Plan (GAP).

3 As part of the suite of social options, MSD committed to developing three community-based pilots to improve social outcomes with gang-connected whānau in priority locations including:

- a collective of NGOs and community members to lead a multi-agency, multi-faceted approach to reduce social harms in [redacted] s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person
- a contract-driven wraparound service (focused on increasing employment and education outcomes) for gang members and their whānau in [redacted] s 9(2)(a), s 6(d)
- a youth-focused co-design approach to reduce the social harms from gang association in [redacted] s 9(2)(a), s 6(d)

4 MSD also committed to working with the New Zealand Police to explore options for a pilot in [redacted] s 9(2)(a), s 6(d)

5 Appendix One provides further detail on the three community-based pilots that will go live in February 2016.

The [redacted] s 9(2)(a), s 6(d) pilots are ready to be implemented from February 2016

6 MSD has confirmed the detail of the pilots in two of the priority locations – [redacted] s 9(2)(a), s 6(d). The pilots in these locations are ready to go live and will be operational in February 2016. Contract specifications and agreements are currently being drawn up.

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

7 MSD is working with the [redacted] s 9(2)(a), s 6(d) to implement a community-driven initiative that reduces the harms associated with gangs. The approach is specifically focused on increasing educational achievement and employment opportunities for gang-connected whānau.

8 The key features of the [redacted] s 9(2)(a), s 6(d) pilot include:

- using professionals that have trusted and credible relationships with gang-connected whānau to target and promote social support and assistance
- targeting delivery of advocacy, support and co-ordinated social services to increase participation in appropriate services that reduce harm and improve social outcomes for gang-connected whānau
- increasing the capacity and ability of local NGOs, government departments and community members to better engage and co-ordinate support for gang-connected whānau
- relationship management across the community to promote interventions for gang-connected whānau that are interconnected to wider community plans and initiatives.

9 [redacted] s 9(2)(a) requires \$50,000 of funding for the remainder of this financial year. This funding will allow [redacted] to increase the number of gang families it currently supports through advocacy and other support services.

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

10 MSD is working with [redacted] s 9(2)(a), s 6(d) to progress a contract-driven approach to improving outcomes for gang-connected whānau in [redacted] s 9(2)(a), s 6(d)

11 The key features of the pilot will include:

- wrap-around intensive support services for gang whānau including partners, children and young people connected to gang members
- youth services that focus on positive role modelling, youth mentoring, employment and education.

- 12 The **9(2)(a), s 6(d)** pilot requires funding of \$110,000 (indicative) for the remainder of this financial year. The funding will cover the recruitment of a co-ordinator, navigator and part time project advisor to support delivery of the pilot.

The detail of the **9(2)(a), s 6(d) pilot is being finalised but will be in place by February 2016**

- 13 MSD is taking a youth-focused co-design approach to development of the **9(2)(a), s 6(d)** pilot. The pilot is on track to be in place in February 2016. The pilot is being designed to instil leadership skills and to unlock youth potential, and will involve youth mentoring and volunteer work. Based on MSD's engagement with community leaders in **9(2)(a), s 6(d)** it has been established that the pilot will focus on gang-connected 12-24 year-olds and their families.
- 14 MSD has facilitated two meetings with local community agencies and leaders on **9(2)(a), s 6(d)** to gain community buy-in and discuss the development of the pilot. A further meeting will be held on **9(2)(a), s 6(d)** young people and community leaders and MSD expects a proposal to be agreed.
- 15 Final details of the pilot, including funding are expected to be confirmed in early February 2016. As the pilot has a youth focus, there may be an opportunity to access funding to meet the cost through the Youth Development Partnership Fund, supported by the Ministry of Youth Development.

MSD will work with providers to ensure suitable staff are working with gang-connected families as part of the pilots

- 16 The ability to engage gang-connected families will have an impact on the success of these pilots. The providers have indicated that people delivering these services need to have credibility in the community.

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

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

18

19

MSD has secured funding to meet the cost of implementing the pilots through to June 2016

- 20 The total estimated cost of the three pilots **9(2)(a), s 6(d)** through to June 2016 is \$210,000. From July 2016, the ongoing total cost of these pilots will be around \$800,000 per annum. The final cost details will be confirmed once contract negotiations with providers are completed towards the end of January 2016.
- 21 MSD will include funding for the ongoing cost of delivering the pilots (\$800,000) in Community Investment's funding plan for the 2016/17 financial year.

MSD and Police are advancing initiatives to engage with the [REDACTED]

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

- 22 MSD has been working to identify strategic linkages across government agencies and community organisations in order to work with 9(2)(a), s 6(d) [REDACTED]. MSD and Police are working to identify options for addressing the social problems specific to 9(2)(a), s 6(d) [REDACTED].
- 23 MSD will need to take a different approach to working with 9(2)(a), s 6(d) [REDACTED] to improve the social outcomes of this group. Social sector agencies do not have a strong connection with 9(2)(a), s 6(d) [REDACTED]. MSD's approach to working with 9(2)(a), s 6(d) [REDACTED] needs to reflect the different underlying drivers that influence their existence.
- 24 A Police-led response will be an important factor in MSD being able to access and work with the 9(2)(a), s 6(d) [REDACTED]. Removing the barriers to entry would provide MSD with a better opportunity to target a package of measures to address the specific social drivers of harm caused by 9(2)(a), s 6(d) [REDACTED].
- 25 MSD will report back on progress to advance the 9(2)(a), s 6(d) [REDACTED] pilot in March 2016.

MSD will monitor and evaluate the impact of the pilots on the gang-connected population

- 26 Insights MSD is developing an evaluation and monitoring approach for the planned pilots. This will allow MSD to better understand the effectiveness of the pilots and how the initiatives can be improved so they can achieve their intended outcomes.
- 27 Measuring the pilots' impact on improving the social outcomes of the targeted gang-connected population/s will be a longer-term aim. International evidence shows that it can take up to five years before impacts of social initiatives can be detected in administrative data. In the shorter term, MSD can examine:
- whether the target population has been reached
 - the level of engagement and retention of pilot participants
 - early individual outcomes such as shifts in pro-social thinking, attitudes and behaviours.
- 28 The high-level evaluation process, to begin after the pilots are in place, will be staged as follows:
- Stage One: Agree the scope of the evaluation
 - Stage Two: Develop intervention logics for each of the pilots
 - Stage Three: Develop a detailed monitoring and evaluation plan
 - Stage Four: Undertake the evaluation
 - Stage Five: Analysis of the data gathered, report writing, quality assurance processes and the communication strategy for the report.
- 29 It is estimated that the first three stages of the evaluation process will require funding of approximately \$5,000 per location (travel and workshop-related costs). Funding of \$15,000 for stages one to three has been secured for 9(2)(a), s 6(d) [REDACTED] and will commence as the pilots are ready to go live.
- 30 Stage Four may have to be contracted out to researchers with the appropriate skillsets and community connections, and would be expected to cost in the order of \$85,000.

Next steps

- 31 MSD is identifying communication opportunities to support the launch of the pilots in February 2016, which will link into the wider GAP communication approach.
- 32 MSD will provide an update in February 2016 to outline progress on the implementation of all the additional social options MSD is leading as part of the GAP. This will include any further information on progress to implement the community-based pilots in the four priority locations.

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Appendix One: Detailed overview of the community-based pilots for working with the gang-connected population

<p>9(2)(a), s 6(d)</p> <p>9(2)(a), s 6(d)</p>	<p style="text-align: right;">9(2)(a), s 6(d)</p> <p>Approach: <i>Funding a collective of NGOs and community members to lead a multi-agency, multi-faceted approach to reduce social harms</i></p> <p>The intended outcomes of the [] pilot include:</p> <ul style="list-style-type: none"> • reduction in incidents of abuse and neglect • increase in educational attainment for children and young people • reduction in unemployment and a reduction in crime. 9(2)(a), s 6(d) <p>[] has developed a whānau and community driven approach to improve outcomes for the gang-connected population in []. Through this approach, [] is aiming to ensure that existing social services are better accessed by gang-connected whānau. [] also wants to promote these social services in a more systematic way that addresses the needs of gang-connected whānau, helping to reduce the negative social harm associated with gang activity.</p> <p>Approach: <i>Funding an established social service provider to lead a wraparound service (focused on increasing employment and education outcomes) for gang members and their whānau</i> 9(2)(a), s 6(d)</p> <p>The outcomes that [] trial seeks to achieve for gang-connected whānau include to:</p> <ul style="list-style-type: none"> • reduce serious crime, drug offences and family violence • reduce alcohol and illegal drug consumption and smoking • increase full time sustainable employment, schooling education and tertiary/vocational education • increase participation in community projects and services. <p>9(2)(a), s 6(d) [] is an established social service provider in the [] work closely with gang leadership and has established links across the social sector. [] currently provides a range of social services in []</p> <p>[] has developed a proposal to establish a pilot programme, in partnership with MSD, to deliver integrated social services to gang-connected whānau in the [] 9(2)(a), s 6(d) [] aims to build on the [] Social Sector Trial by developing an integrated programme of social services that meet the holistic needs of gang-connected whānau in the area.</p> <p>Approach: <i>Youth-focused co-design approach to reduce the social harms from gang association</i> 9(2)(a), s 6(d)</p> <p>The intended outcomes for the [] pilot include:</p> <ul style="list-style-type: none"> • increasing young people's participation in pro social activities • increasing engagement in education, employment and education • reduction in anti-social behaviour and youth offending.
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Memo

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

To: [redacted] Office of the Minister of Social Development

From: 9(2)(a) [redacted]

Date: 5 February 2016

Security level: IN CONFIDENCE

I Request - PR - Community-based pilots for [redacted]

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

9(2)(a), s 6(d) OIA Endanger the safety of any person [redacted]

Purpose

1. This memo provides you with the following supporting information on the community-based pilots for 9(2)(a), s 6(d) [redacted]
 - specific details of the pilots
 - data on the extent of the problem and gang-connected populations in these areas
 - community driven design of the pilots
 - risks and issues to consider for PR opportunities.

Community-based pilots are important social initiatives that are being rolled out under the Gang Action Plan in February 2016

2. The Gang Action Plan (GAP) aims to provide a comprehensive, multi-agency approach to the harms caused by New Zealand adult gangs and transnational crime groups and has four components:
 - Gang Intelligence Centre
 - Start at Home
 - Dedicated Enforcement Taskforces
 - Legislative Toolkit.
3. The Ministry of Social Development (MSD) is responsible for Start at Home, the social component of the GAP. Start at Home is a programme of social initiatives to support gang members and their families to turn away from the gang lifestyle.
4. A key component of MSD's approach to working with gang-connected populations is the establishment of community-based pilots in priority locations. Each of the pilots will test different ways of working with gang-connected populations and include monitoring and evaluation of the pilots.
5. 9(2)(a), s 6(d) [redacted] are two of several priority locations identified in late 2014 as areas with a high gang-associated population, especially of ethnic gangs of New Zealand origin. MSD has been working closely with 9(2)(a), s 6(d) [redacted] [redacted] to ensure a February 2016 rollout for both pilots in these areas.

6. [9(2)(a), s 6(d)] are aware that opportunities for PR may be sought around the community-based pilots and have made it clear that they need to be part of any development and decisions around PR to ensure that local considerations are taken into account.

[9(2)(a), s 6(d)] have been identified as areas that can benefit from social initiatives due to their high gang populations

7. In May 2015, MSD prepared the results of a data-matching exercise on a dataset supplied by New Zealand Police (as at July 2014) of 3,960 adult patched and prospect gang members for possible publication. The results were captured in the report titled *Adult gang members and their children's contact with Ministry of Social Development service lines*.
8. The exercise showed that gang members and their families represented a significant and long-term cost to MSD of over \$700 million. The exercise also enabled MSD to provide a data breakdown of New Zealand's gang population that was used to identify Start at Home priority locations. Information from this report with respect to [9(2)(a), s 6(d)] is outlined below. Two A3s that include this information on [9(2)(a), s 6(d)] are attached to the memo email.¹

Extent of the problem in the [9(2)(a), s 6(d)] area

9. [9(2)(a), s 6(d)] has a disproportionately high number of gang members. As at July 2014, 89 gang members were recorded as residing in [9(2)(a), s 6(d)]. New Zealand Police (Police) identified the [9(2)(a), s 6(d)] as a high priority location for targeting under the GAP.
10. At [9(2)(a), s 6(d)] the [9(2)(a), s 6(d)] has the [9(2)(a), s 6(d)] proportion of gang members in New Zealand. Two percent of all gang members in New Zealand are based in [9(2)(a), s 6(d)]. Ninety-three percent of this group had received a main benefit at some time in their life and the area was also found to represent significant costs of \$18 million to Work and Income. [9(2)(a), s 6(d)]
11. MSD collated more recent figures in June 2015 which show that 2.9 percent (66 individuals) of all males on a benefit in [9(2)(a), s 6(d)] were gang members.² More detail is available in Table 2 in Appendix Two. [9(2)(a), s 6(d)]
12. Other findings in relation to the gang population in [9(2)(a), s 6(d)] include:
- 31 percent of gang members in [9(2)(a), s 6(d)] were known to Child, Youth and Family (CYF) as perpetrators of abuse or neglect of children
 - 78 children were recorded as having a finding of abuse or neglect allegedly by one of these gang members [9(2)(a), s 6(d)]
 - 212 children of gang members in [9(2)(a), s 6(d)] were known to CYF
 - 59 percent of these children had findings of abuse or neglect by their parents or others.
13. MSD also considered [9(2)(a), s 6(d)] as a key location to work with due to the opportunity to link in with the existing Social Sector Trial which could support a joined-up approach locally.

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

¹ MSD has not completed this more granular analysis for [9(2)(a), s 6(d)] specifically out of the available [9(2)(a), s 6(d)] data.

² Data compiled by MSD which looked at all working age males receiving a main benefit on 30 June 2015 by Territorial Local Authority and whether they were known adult gang members. More information is available in Table Two in Appendix One.

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

is leading the community-based pilot in

14. In MSD is working with the to implement a community-driven initiative that reduces the harms associated with gangs. The approach is specifically focused on increasing educational achievement and employment opportunities for gang-connected whānau. is an existing provider and MSD is providing funding that will enable to continue to deliver services in

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

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

15. The proposal was developed to provide solutions, intervention and prevention strategies to reduce gang violence in This proposal is the result of three years of consultation across the community.
16. The pilot uses professionals who have credible relationships with gang-connected whānau, which enables targeting of social support and assistance, including those that reduce harm and improve social outcomes for gang-connected whānau. The pilot also increases the capacity and ability of local agencies and organisations to better engage and co-ordinate support for gang-connected whānau. This is supported by community relationship management to ensure that interventions for gang-connected families are connected with wider community plans and initiatives.

Extent of the problem in the 9(2)(a), s 6(d) area

17. The Bay of Plenty region also has a disproportionately high population of gang members. As of July 2014, gang members were residing in the region. Police identified the as a high priority for targeting under the GAP.
18. At had the highest population of gang members in New Zealand. Ninety two percent of this group had received a main benefit at some point in their life and the location was also found to represent significant costs of \$126 million to Work and Income. MSD has not yet compiled a specific breakdown of information for based on the data report.
19. However, MSD has collated more recent figures on which show that as of June 2015, 44 gang members in were on a benefit. It also showed that 4.1 percent of all males on a benefit in were gang members.³

20. MSD also made other findings in relation to the gang population in the wider

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

- 25 percent of gang members in were known to CYF as perpetrators of abuse or neglect of children
- 516 children were recorded as having a finding of abuse or neglect allegedly by one of these gang members
- 1029 children of gang members in the were known to CYF and
- 60 percent of these children had findings of neglect or abuse by their parents or others.

21. MSD considered to be a key location to work with as there was also an opportunity to link in with the existing Social Sector Trial based in

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

is leading the community-based pilot in in

22. MSD is working with to progress a contract-driven approach to improving outcomes for gang-connected whānau in

23. The proposal has been developed in response to the over-representation of gang-affiliated families in negative social outcomes. proposal states that

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

³ More detail is available in Table 2 in Appendix One.

24. The pilot will provide wrap-around intensive support services for gang-connected families including partners, children and young people connected to gang members. It will also provide youth-focused services that focus on positive role modelling, youth mentoring, employment and education.

Contracts are being finalised

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

A wider communications plan is being developed

29. MSD is currently developing a GAP communications plan which includes recommended timing and messages for the release of the *Adult gang members and their children's contact with Ministry of Social Development service lines* report. This plan aligns with the wider GAP communications plan managed by Police.
30. The MSD communications plan includes timings and key messages for releases around the community-based pilots (which also include 9(2)(a), s 6(d) [redacted]). [redacted] Consultation with the Police on the alignment of the plans should be finalised by 9 February 2016 and is working to a possible GAP launch in mid-March.
31. It is important that any PR opportunities also consider the MSD communications plan and the momentum and timing of releases. The community-based pilots, like the above report, have been timed to have a release or announcement prior to the possible launch of the Gang Intelligence Centre (GIC) or of the GAP in March 2016.
32. In addition, the gang population data included in this memo, which might support a PR opportunity for the community-based pilots, from the *Adult gang members and their children's contact with Ministry of Social Development service lines* report is not publicly available. [redacted]

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

Next steps

- 4

34. MSD will provide supporting information as required based on any decisions on PR made by your office.

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Appendix One

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)	9(2)(a), s 6(d)
9(2)(a), s 6(d)	17%	95% (Mongrel Mob 66% and Black Power 29%)	
	19%	67% (40% Mongrel Mob and 27% Black Power)	

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

Territorial Local Authority (Police District)	Number of gang members receiving a benefit	Percentage of all males on benefit who are gang members
9(2)(a), s 6(d)	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%



Report

Date: 10 February 2016

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

REP/16/2/062

Gang Action Plan Update

Purpose of the report

- 1 This report provides you with an update on the Ministry of Social Development (MSD)-led initiatives to improve social outcomes for gang-connected populations under the Gang Action Plan (GAP).

Recommended actions

It is recommended that you:

- 1 **note** that MSD has begun implementing a range of social initiatives that support its approach to working with gang-connected populations

AT ☒ Yes/No

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

- 2 **note** that three community-based pilots for working with gang-connected populations in [redacted] are on track for implementation by the end of February 2016

AT ☒ Yes/No

- 3 **note** that communications are underway to inform frontline staff of the increased focus on working with gang-connected clients

But very slowly as per 6. AT ☒ Yes/No

- 4 **note** that MSD is working with the Department of Corrections on the development and use of their Gangs Engagement Framework to improve how we work with gang-connected populations

AT ☒ Yes/No

- 5 **note** that MSD is undertaking research to better understand the needs of, and motivational factors for change in, the gang-connected population to inform our approach to working with this group

☒ Yes/No

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

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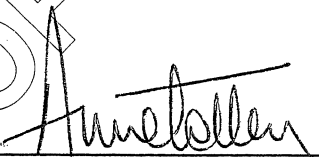
s 9(2)(g)(i) Free and Frank

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- 7 **note** that MSD is working with Gang Action Plan agencies to jointly develop an Approved Information Sharing Agreement to facilitate access to better information on the gang-connected population *by what date, complete?* *AT* ☒ Yes/No
- 8 **note** that there are a number of potential communications opportunities coming up in March 2016, including: the Insights MSD datamatch report release; community-based pilot announcements; and the announcement of the Gang Intelligence Centre *AT* ☒ Yes/No
- 9 **note** that the report attached as Appendix Two provides an update on progress with MSD-led social initiatives, including the community-based pilots being progressed as part of Start at Home *AT* ☒ Yes/No
- 10 **agree** to share the report attached as Appendix Two with the Ministerial Oversight Group on Gangs, to support discussion at the upcoming meeting on 16 February 2016 *AT* ☒ Agree/Disagree
- 11 **agree** to forward a copy of this report to the Associate Minister for Social Development. *AT* ☒ Agree/Disagree


Audrey Baneroft
Acting General Manager
Housing, Income Support and Employment

10/2/16.
Date


Hon Anne Tolley
Minister for Social Development

12-2-16.
Date

MSD is implementing a range of initiatives to improve social outcomes for gang-connected populations

2 In December 2015, MSD provided you with advice (REP/15/12/1382 refers) on progressing 13 social initiatives, as part of 'Start at Home', to improve outcomes for the gang-connected population.¹ You agreed to MSD:

- putting in place three community-based pilots in [redacted] by the end of February 2016
- reporting back on progress to advance a pilot in s 9(2)(a), s 6(d) [redacted]
- progressing the implementation of eight of the remaining social initiatives from February 2016 (outlined in Appendix One)
- undertaking further systematic implementation of initiatives from June 2016, including compliance-focused initiatives, to align with the availability of Gang Intelligence Centre (GIC) data to support rollout.

MSD will have three community-based pilots in place by the end of February 2016

- 3 On 29 January 2016, MSD provided you with an update on progress with the community-based pilots (REP/16/1/052 refers). As noted in that report, the pilots in s 9(2)(a), s 6(d) [redacted] are on track to be operational by the end of February 2016. MSD continues to work with New Zealand Police and the Ministry of Justice to advance a pilot in s 9(2)(a), s 6(d) [redacted]
- 4 Since the January Update, Community Investment has continued to engage with key providers and other stakeholders in s 9(2)(a), s 6(d) [redacted]. A youth advisory group composed of local youth from the target population has also been established to be consulted throughout pilot development.
- 5 The initial proposal from the s 9(2)(a), s 6(d) [redacted] community indicates that a three-pronged intervention is required to engage and support s 9(2)(a), s 6(d) [redacted] youth. This includes:
- community events, to create a movement across the community to promote and encourage wider pro-social messages, values and opportunities
 - opportunities for youth to develop leadership and mentoring opportunities in the community, underpinned by health, fitness and music
 - youth-targeted and whānau-focused supports, seeking to address wider social issues which impact on the wellbeing of young people, relationships and their whānau.

MSD is beginning the implementation of the majority of the other social initiatives from February 2016

6 In addition to advancing the community-based pilots, MSD has begun initial implementation work on a number of other social initiatives (see Appendix One for a list of the additional initiatives to be progressed from February 2016). [redacted]

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

¹ MSD is the lead agency for the social component of the Gang Action Plan, 'Start at Home'.

- 7 Key to the initial phases of implementation of these options is:
- communicating, to frontline staff, the increased focus on working with gang-connected clients
 - developing and using cross-agency resources and guidance to up-skill staff to better work with and engage gang-connected populations
 - better understanding the needs of, and motivational factors for change in, the gang-connected population to inform our approach to working with this group.

The first phase of implementation is underway as MSD informs staff of the increased focus on working with gang-connected clients

- 8 MSD's first phase of implementation is underway. This includes communications and briefings to increase awareness and inform frontline staff of the importance of engaging with gang-connected populations.
- 9 Service Delivery is developing resources providing more general information around the Gang Action Plan (GAP) and MSD's involvement, and ensuring a feedback loop is available for frontline staff to raise any relevant matters and issues.²
- 10 More specifically, from February 2016, Service Delivery will deliver communications to frontline staff encouraging proactive engagement with gang-connected clients as follows:

s 9(2)(f)(iv) Active Consideration		
March 2016	Where feasible, assist families with gang connections to relocate away from gang locations	<ul style="list-style-type: none"> • Emphasise the need to look for opportunities to help gang-connected clients to relocate
March 2016	Strengthen assessment of and support for health condition and disability clients with gang connections	<ul style="list-style-type: none"> • Emphasise the need for case managers to use their judgment when considering whether second medical opinions are required • Communications to accompany the release of a research report outlining various risk factors relating to gang membership and health/disability benefits

- 11 CYF has also taken steps to progress relevant initiatives. In December 2015, CYF delivered communications to frontline Operations Managers, for both Youth Justice and Care and Protection around the use of available information on gang affiliation to inform:
- CYF's assessment of a report of concern before visiting a family
 - decision-making about the placement of youth leaving the Youth Justice system.

² An intranet page will be set up in March 2016 to explain the purpose and intent of the GAP for staff wanting more information, as well as an email address to receive any feedback.

MSD is working with the Department of Corrections to facilitate more effective engagement with the gang-connected population

- 12 MSD is working alongside the Department of Corrections (Corrections) to ensure a joined up and informed approach to working more effectively with the gang-connected population.
- 13 Corrections is trialling a Gangs Engagement Framework, targeting gang offenders from Tongariro prison who are relocating to § 9(2)(a), § 6(d) MSD has identified areas where this could be of use and is working to make these connections, for example:
 - Community Investment is working with Corrections to link the § 9(2)(a), § 6(d) community-based pilot to Corrections' Gangs Engagement Framework and exploring opportunities to link this pilot to the whānau of gang members leaving prison
 - Service Delivery is working to implement training for Youth Service providers that uses the Gangs Engagement Framework in order to better prepare them for expected increased engagement with gang-connected youth offenders through the improved referral service that went live in early February 2016.³

MSD is conducting further research on the factors motivating gang whānau to relocate away from locations associated with gang activity

- 14 Relocation away from communities associated with gang activity is one approach to reducing intergenerational gang membership and improving overall social outcomes for gang-connected families as a result.
- 15 In light of this, gang affiliation was included as an eligibility factor for the \$3K to Work scheme, launched in December 2015, which offers support to the gang-connected population to relocate.
- 16 MSD is producing a literature review on the factors motivating whānau to leave gang environments. This consolidates existing New Zealand and international gang and behaviour change research and will be delivered by the end of February 2016 to inform the rollout and evaluation of pro-social initiatives.

§ 9(2)(g)(i) Free and Frank

MSD is working towards a more targeted approach to work with the gang-connected population

- 17 From June 2016, MSD expects to be able to access information on gang association from the GIC to build upon and improve the implementation of Start at Home initiatives. This will include rolling out initiatives that take a more § 9(2)(f)(iv) Active Consideration approach and will allow for more effective monitoring and evaluation.
- 18 This more targeted approach will allow for better engagement with the gang-connected population and enable MSD to more effectively work to reduce the social harms associated with gangs.
- 19 MSD is working with GAP agencies to jointly develop an Approved Information Sharing Agreement (AISA) and GIC Operational Protocols. This will clarify issues around how data is prepared and transferred to or received from the GIC. *date?*
- 20 MSD is also conducting additional internal work to facilitate effective information sharing to and from MSD. This includes preparing IT systems to be able to receive GIC data and identify gang-connected clients.

³ As part of Start at Home, an improved referral service from prison-based youth units to Youth Service went live on 1 February 2016. This uses audio-visual technology to better transition youth offenders to the Youth Service upon release. Corrections will indicate to Youth Service providers when they have identified offenders as being gang-connected.

21 Further work is underway to identify and mitigate risks and issues associated with using GIC information to take a more targeted approach. MSD is:

- seeking advice from Legal Services on:
 - how information considered during reviews of entitlements could include information about the gang-connectedness of clients
 - how to ensure the upcoming AISA ensures the correct legal parameters are in place to identify gang-connected clients
- working with Health Safety and Security and its frontline training team to ensure safety management and legislative compliance is paramount in the implementation of all social initiatives targeting gang-connected populations
- | |
|------------------------------------|
| s 9(2)(f)(iv) Active Consideration |
|------------------------------------|

Development of public communications is underway, including the release of the Insights MSD datamatch report

- 22 MSD has been liaising with Police to develop an overall GAP Communications Plan, expected to be complete by mid-March 2016. This is important to ensure the logical sequencing of information releases and the potential GIC launch.
- 23 Rollout of the community-based pilots will be a key component of MSD's messaging around its involvement in the GAP.
- 24 Upcoming communications opportunities may include:
- release of the Insights MSD datamatch report, titled *Adult gang members and their children's contact with Ministry of Social Development service lines* planned for early March 2016
 - announcements around the rollout of community-based pilots in March 2016 (to be confirmed)
 - the announcement of the GIC (to be confirmed).

Appendix Two provides a report to support discussion at the next Ministerial Oversight Group on Gangs meeting

- 25 The next Ministerial Oversight Group on Gangs (MOGG) meeting is scheduled for 16 February 2016, for which you have a proposed agenda item.
- 26 Appendix Two provides you with a report for your approval to share with your MOGG colleagues. This offers a progress update on MSD social initiatives, including the community-based pilots.

Next Steps

- 27 Subject to your agreement, the report attached as Appendix Two will be circulated to the MOGG on 12 February 2016 to support your agenda item at the next MOGG meeting scheduled 16 February 2016. We will provide you with a briefing to support your attendance by 12 February 2016.
- 28 MSD will provide you with a progress update in early May 2016 on further progress to implement initiatives to improve social outcomes for the gang-connected population, as part of the GAP.

File ref: REP/16/2/062; A8644618

Appendix One:**Social initiatives (other than community-based pilots) to be rolled out from February 2016**

Option (REP/15/12/1382 refers)	Description
1	proactively engaging with gang-connected parents and supporting them to meet social obligations
3	using available information about gang affiliation to inform Child, Youth and Family's assessment of a report of concern before visiting a family
4	using information on gang membership to inform decisions about the placement of young people as they exit the Youth Justice system
5	s 9(2)(f)(iv) Active Consideration
6	
9	exploring the potential to assist families with gang connections to integrated family focused services
11	exploring the potential to assist families with gang connections to relocate away from gang locations
13	scoping work to increase understanding of factors motivating whānau to leave gang environments and reduce the social harms of gang environments



Report

Date: 16 February 2016

Security Level: IN CONFIDENCE

To: Ministerial Oversight Group on Gangs

Update on progressing social initiatives for working with gang-connected populations

Purpose of the report

- 1 This report provides the Ministerial Oversight Group on Gangs (MOGG) with an update on the Ministry of Social Development (MSD)-led initiatives to improve social outcomes for gang-connected populations under the Gang Action Plan (GAP).

Recommended actions

It is recommended that you:

- 1 **note** that MSD has begun implementing a range of social initiatives that support its approach to working with gang-connected populations
s 9(2)(a) OIA Privacy of Natural Persons, s 6(d) OIA Endanger the safety of any person
- 2 **note** that three community-based pilots for working with gang-connected populations in are on track for implementation by the end of February 2016
- 3 **note** that communications are underway to inform frontline staff of the increased focus on working with gang-connected clients to support the implementation of initiatives
- 4 **note** that MSD is working with the Department of Corrections on the development and use of their Gangs Engagement Framework to improve how we work with gang-connected populations
- 5 **note** that MSD is undertaking research to better understand the needs of, and motivational factors for change in, the gang-connected population to inform our approach
- 6 **note** that MSD is progressing work to prepare for a more systematic approach to implementation of the initiatives from June 2016, s 9(2)(f)(iv) Active Consideration
- 7 **note** that the timing of a more systematic rollout of initiatives is dependent on the availability of data from the Gang Intelligence Centre.

As part of the Gang Action Plan, MSD is implementing a range of social initiatives

- 2 In October 2015, MSD provided the MOGG with an overview of its approach to working with gang-connected population as part of the Gang Action Plan (GAP). This noted that the key components of that approach would include:
- tailored responses to specific gang-connected populations that respond to key identified risk factors
 - 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
 - targeted use of place-based responses in priority locations
 - better use of information on gang affiliation to inform how MSD works with gang-connected populations.
- 3 To support this approach, MSD put forward a package of additional initiatives under 'Start at Home'⁴ to improve social outcomes for gang-connected populations. This paper provides an update on progress on those initiatives including the rollout of community-based pilots and the initial phases of implementation of a number of initiatives across MSD's service lines.

Three community-based pilots will be in place by the end of February 2016

- 4 A key element of MSD's approach is the use of community-based pilots to improve social outcomes amongst gang-connected whānau in four priority locations. Since October 2015, MSD has:
- engaged with key stakeholders and community leaders in the priority locations to identify the needs of gang-connected whānau locally
 - confirmed detailed designs for each of the pilots, in line with identified community needs
 - secured funding to meet the costs of implementing pilots in three locations.
- 5 Pilots will be in place in s(2)(a), s 6(d) by the end of February 2016. MSD is continuing to work with New Zealand Police and the Ministry of Justice to advance a pilot in s(2)(a), s 6(d) focused on Further advice on progressing a pilot in will be available by March 2016.

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

- 6 In 9(2)(a), s 6(d) MSD is working with the 9(2)(a), s 6(d) to provide additional support to a community-driven initiative that reduces the harms associated with gangs. The approach is specifically focused on increasing educational achievement and employment opportunities for gang-connected whānau.
- 7 Key features of the 9(2)(a), s 6(d) pilot include:
- using professionals that have trusted and credible relationships with gang-connected whānau to target and promote social support and assistance
 - targeting the delivery of advocacy, support and co-ordinated social services to increase participation in appropriate services that reduce harm and improve social outcomes for gang-connected whānau

⁴ MSD is the lead agency for the social component of the Gang Action Plan, 'Start at Home'.

- increasing the capacity and ability of local NGOs, government departments and community members to better engage and co-ordinate support for gang-connected whānau
- relationship management across the community to promote interventions for gang-connected whānau that are interconnected to wider community plans and initiatives

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

Pilot

- 8 In 9(2)(a), s 6(d) MSD is progressing a contract-driven approach to improving outcomes for gang-connected whānau using established social services provider 9(2)(a), s 6(d). The key features of the pilot will include:

- wraparound intensive support services for gang whānau including partners, children and young people connected to gang members
- youth services that focus on positive role modelling, youth mentoring, employment and education.

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

Pilot

- 9 Final details for the 9(2)(a), s 6(d) pilot are in the process of being confirmed. However the approach will incorporate community development planning, focused on the local youth gang population. The initial proposal from the 9(2)(a), s 6(d) community indicates that a three-pronged intervention is required to engage and support 9(2)(a), s 6(d) youth. This includes:

- community events to create a movement across the community to promote and encourage wider pro-social messages, values and opportunities
- opportunities for youth to develop leadership and mentoring opportunities in the community, underpinned by a focus on health, fitness and music
- youth-targeted and whānau-focused supports, seeking to address wider social issues which impact on the wellbeing of young people, relationships and their whānau.

Funding has been secured and a monitoring and evaluation plan is being developed

- 10 MSD has secured funding to meet the cost of implementing the pilots in 9(2)(a), s 6(d) for the period up to 30 June 2016. MSD will include funding for the ongoing cost of delivering the pilots in its Community Investment Funding Plan for the 2016/17 financial year.

- 11 MSD will monitor and evaluate the social initiatives to assess their impact on the outcomes of the gang-connected population. Work is underway to commence the evaluation of the pilots, using a community-driven approach.

MSD has begun initial implementation of initiatives that support our approach to working with gang-connected populations

- 12 In addition to the community-based pilots, MSD is progressing a range of other social initiatives to improve how we work with the gang-connected populations including:

- proactively engaging with gang-connected parents and support them to meet social obligations
- using available information about gang affiliation to inform Child, Youth and Family's assessment of a report of concern before visiting a family
- using available information about gang affiliation to inform decisions about the placement of youth leaving the Youth Justice system

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

- further exploring the potential to use information on gang membership to inform a review of entitlements of gang connected clients
- proactively referring families with gang connections to integrated family focused services
- exploring the potential to assist families with gang connections to relocate away from gang locations
- scope work to increase understanding of factors motivating whānau to leave gang environments.

The first phase of implementation is underway as MSD informs staff of the increased focus on working with gang-connected clients

- MSD's first phase of implementation is underway. This includes communications and briefings to increase awareness and inform frontline staff of the importance of engaging with gang-connected populations.
- Child, Youth and Family (CYF) has already delivered communications to frontline Operations Managers, for both Youth Justice and Care and Protection around the use of available information on gang affiliation to inform:
 - CYF's assessment of a report of concern before visiting a family
 - decision-making about the placement of youth leaving the Youth Justice system.
- On 16 February and 1 March 2016, MSD will deliver communications to frontline Service Delivery staff that:
 - encourage proactive engagement with gang-connected whānau
 - **s 9(2)(f)(iv) Active Consideration**

- In addition, MSD is ensuring that resources are available to provide information on the GAP and that a feedback loop is in place for follow up questions from staff.

MSD is working with the Department of Corrections to facilitate more effective engagement with the gang-connected population

- MSD is working alongside the Department of Corrections (Corrections) to ensure a joined up and informed approach to working more effectively with their gang-connected populations.
- Corrections is trialling a Gangs Engagement Framework, targeting gang offenders from Tongariro prison who are relocating to **s 9(2)(a), s 6(d)** MSD has identified areas where this could be of use to its work, such as:
 - working with Corrections to link the **s 9(2)(a), s 6(d)** community-based pilot to Corrections' Gangs Engagement Framework and exploring opportunities to link this pilot to the whānau of gang members leaving prison
 - working to implement training for Youth Service providers that uses the Gangs Engagement Framework in order to better prepare them for expected increased engagement with gang-connected youth offenders through the improved referral service that went live in early February 2016.

MSD is conducting further research on the factors motivating gang whānau to relocate away from locations associated with gang activity

- 19 Relocation away from communities associated with gang activity is one approach to reducing intergenerational gang membership and improving overall social outcomes for gang-connected whānau as a result.
- 20 In light of this, gang affiliation was included as an eligibility factor for the \$3K to Work scheme, launched in December 2015, which offers support to the gang-connected population to relocate.
- 21 MSD is producing a literature review on the factors motivating whānau to leave gang environments. This consolidates existing New Zealand and international gang and behaviour change research. The literature review will be delivered by the end of February 2016 and inform the rollout and evaluation of pro-social initiatives.

MSD is laying the foundation for a more systematic approach to engaging with the gang-connected population

- 22 From June 2016, MSD expects to be able to access information on gang association from the Gang Intelligence Centre (GIC) to build upon and improve the implementation of Start at Home initiatives. Access to information on gang membership will be a key dependency for progression of a more systematic approach to working with the gang-connected population and rolling out the additional social initiatives.
s 9(2)(f)(iv) Active Consideration
- 23 Access to more reliable information on gang affiliation from the GIC will also support MSD to strengthen the rollout of existing initiatives and implement approach to working with the gang-connected population.

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

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

Next Steps

- 27 MSD will provide the MOGG with an update in May 2016 on progress to further implement the social initiatives under the GAP. This will specifically include information on the progress MSD has made to support the systematic rollout of the social options using GIC information from June 2016.

RELEASED UNDER THE
OFFICIAL INFORMATION ACT



Report

Date: 12 February 2016

Security Level: IN CONFIDENCE

To: Hon Anne Tolley, Minister for Social Development

REP/16/2/106

Ministerial Oversight Group on Gangs Meeting: Tuesday 16 February 2016

Purpose of the report

- 1 This report briefs you on and provides supporting material for the Ministerial Oversight Group on Gangs meeting on Tuesday 16 February 2016, 12.00-1.00pm, in the Beehive 8.5 EW.

Recommended actions

It is recommended that you:

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

Yes/No

- 2 **agree** to the New Zealand Police Communications Strategy, subject to ensuring appropriate sequencing and alignment with the Ministry of Social Development's Communications Plan

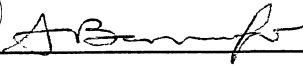
Agree/Disagree

- 3 **Outside scope of request:**

- 4 **note** you will be presenting the second part of agenda item 5 which will include:

- 4.1 a brief update on Start at Home Part 2 initiatives
- 4.2 a progress update on the MSD-led additional social initiatives, including the community-based pilots.

Yes/No


Audrey Bancroft
Acting General Manager Housing, Income
Support and Employment

12/2/16
Date

Hon Anne Tolley
Minister for Social Development

Date

You have one item to speak to on the agenda

- 2 As Minister for Social Development, you have been invited to attend the Ministerial Oversight Group on Gangs (MOGG) meeting to be held on Tuesday 16 February, 12.00-1.00pm in the Beehive 8.5 EW. Anna Butler, General Manager, Housing, Income Support and Employment, will attend the meeting to provide support if required.
- 3 Your office has been supplied with the agenda and meeting papers from New Zealand Police (Police) that include a set of A3 papers. The A3 papers include a Programme update that references Start at Home Part 2 (Page 3).
- 4 You will be speaking to the second part of Agenda item 5 – Start at Home – which includes:
 - a brief update on existing Start at Home (Part 2) initiatives (Police A3s, page 4)
 - a progress update on the MSD-led additional social initiatives, including the community-based pilots (talking points that you may wish to raise are outlined below).

Agenda item 1: Problem definition – Overview of gang harm

- 5 This item will be led by the Minister of Police and asks you to note New Zealand gang environment. The Minister of Police will give an overview of the size and scale of the gang harm problem.
- 6 As part of this, the Minister of Police may also refer to figures from the report *"Adult gang members and their children's contact with Ministry of Social Development service lines"*.
- 7 You may wish to raise that MSD has developed a communications plan for the release of the paper later in 2016; the date to be confirmed. There will be an opportunity to discuss communications under the Agenda item 3.

Agenda item 2: Prioritisation of Gang Intelligence Centre products

- 8 This item will be led by the Minister of Police as a discussion on how agencies will prioritise action in response to Gang Intelligence Centre (GIC) intelligence products.
- 9 In particular, the Minister of Police may raise:
 - how action on intelligence products should be prioritised
 - what process would be used to prioritise action
 - prioritising GIC intelligence products that have not been requested by agencies (other than Police).
- 10 MSD is working closely with Gang Action Plan (GAP) agencies to develop Operating Protocols that will include detail on how data will be shared between agencies and the GIC. The Operating Protocols are in early development and specific detail on prioritisation has not been discussed. They are expected to be ready by March 2016.
- 11 You may wish to raise that the detail within the Operating Protocols, once developed, will help to inform all relevant decisions on the prioritisation of data requests.
- 12 GIC information will be required to support a more systematic approach to implementation of the MSD-led additional social initiatives to improve outcomes for gang-connected populations from June 2016. It may also be used to monitor and evaluate effectiveness of initiatives, including the community-based pilots.

Agenda item 3: Communications Strategy

- 13 This update will be led by the Minister of Police and seeks agreement on the Communication Strategy for the GAP.
- 14 Police's communication strategy is outlined on page 2 of the Police A3.

- 15 MSD has been working closely with Police to develop an MSD-specific Communications Plan to ensure alignment with the overall GAP Communications Strategy.
- 16 You may wish to raise that there are possible opportunities for MSD to support communications as part of the GAP, including:
- announcements around the GIC
 - MSD's report on "Adult gang members and their children's contact with Ministry of Social Development service lines"
 - implementation of the community-based pilots.
- 17 These opportunities are not reflected in the current Communications Strategy.
- 18 MSD recommends that you agree to the Communications Strategy, subject to ensuring appropriate sequencing and alignment with MSD's Plan.

Agenda item 4: Other items – Performance Monitoring Framework

- 19 This item will be led by the Minister of Police and will be discussion of on a Performance Monitoring Framework that links to BPS targets.
- 20 An indicative draft of the Performance Monitoring Framework is outlined on the Police A3, page 3.
- 21 MSD will work closely with Police to undertake further work on the selection of specific outcomes under the framework.

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

- 23 You may also wish to raise some potential outcomes identified by MSD in the paper (REP 15/12/1382) which include:
- reducing assault and neglect
 - improving health and education outcomes for vulnerable children
 - reducing re-offending
 - reducing long-term welfare dependence, increase employment
 - reducing family violence
 - improving access to addiction and mental health services.

Agenda item 5: Programme update

- 24 This agenda item will be led by you and the Minister of Police. You will provide the last progress update on the Start at Home component of the GAP.

Gang Intelligence Centre

- 25 This update will be led by the Minister of Police and asks you to note progress made relating to the GIC. You may wish to raise that MSD is working closely with Police and other agencies to support the GIC.

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

Legislative Toolkit

- 27 This update will be led by the Minister of Police and does not seek any decisions. The item on the Legislative Toolkit does not raise any immediate issues for you to comment on.

Outside scope of request.

Start at Home

- 30 You will lead this update, which will cover two areas:
- a brief progress update on existing Start at Home Part 2 initiatives, which are summarised on the Police A3, page 4 under "Prevent harm to families"
 - a progress update on the MSD-led additional social initiatives, including the community-based pilots.

You are leading on Start at Home Part 2

- 31 The social initiatives under Start at Home Part 2 are on track. Key developments since the last MOGG in October 2015 include:
- the launch of 3K to Work, an expansion of the employment assistance programme 3K to Christchurch, in December 2015
 - an improved referral process from prison-based Youth Units, using Audio Visual (AV) technology, went live on 1 February 2016
 - significant progress on the social initiatives has been made (REP 16/2/062).
- 32 The Police A3, page 4, also notes that other agency initiatives led by the Department of Corrections (Corrections) and Ministry of Health (Health) are also on track, including:
- the trial of the Corrections' Gangs Engagement Framework commenced in February 2016, targeting gang offenders from 9(2)(a), s 6(d) prison who are relocating to 9(2)(a), s 6(d)
 - s 9(2)(f)(iv) Active Consideration
- Health's evaluation of the Hauora Drug and Rehabilitation Programme is on track for completion by the end of February 2016.

Update on progressing social initiatives for working with gang-connected populations

- 33 The following are talking points that you may wish to raise on progress made on MSD's social initiatives for working with gang-connected populations:
- At the last Ministerial Oversight Group I outlined MSD's proposed additional social options. MSD had proposed a number of additional social initiatives that would improve how they will work with the gang-connected population. Since then, MSD has made significant progress on the social initiatives
 - Three community-based pilots will be ready to launch at the end of February 2016 in 9(2)(a), s 6(d). These pilots are trialling different approaches in each location. The pilot is taking a community-driven approach; the pilot is trialling a contract-driven approach; and the pilot is progressing a youth-focused approach

- MSD is also working to progress a fourth pilot which will focus on 9(2)(a), s 6(d) [redacted] Police will be closely involved in this to ensure that the pilot is able to focus on the underlying drivers of these gangs, which are different to New Zealand's ethnic gang population
- The community pilots will be monitored and evaluated to understand their effectiveness and how they can be improved to meet their intended outcomes. This is essential to ensuring that we better understand how to work with the gang-connected population
- MSD will be taking a community-driven approach to developing the evaluation as it is important to ensure buy-in from the local gang-connected populations for each pilot
- MSD service lines are beginning their first phase of implementation of additional social initiatives at the end of February. These social initiatives focus on how they improve our approach to working directly with gang-connected clients. [redacted]
s 9(2)(f)(iv) Active Consideration [redacted]
 and building the evidence base around what works for gang-connected populations
- There are some key aspects to the initial phases of MSD's implementation which include:
 - communicating to frontline staff on the increased focus on working with gang-connected clients
 - developing and using cross-agency resources and guidance to up-skill staff to better work with and engage gang-connected populations
 - better understanding the needs of, and motivational factors for change in, the gang-connected population to inform MSD's approach to working with this group
- s 9(2)(f)(iv) Active Consideration [redacted]

34. Minister Kaye has been involved with the 9(2)(a), s 6(d) pilot and she may wish to provide an update on this.

Next steps

35. At the next MOGG meeting in MSD 2016, MSD will report back on progress on MSD's social initiatives, particularly the more systematic approach to the implementation of social initiatives using GIC information. It will also include an update on the community-based pilots.