



Briefing Note: Youth Engagement first set of announcements

To:	Hon Chris Hipkins, Minister of Education, Minister of Police		
	Hon Carmel Sepuloni, Minister of Social Development and Employment		
CC:	Hon Priyanca Radhakrishnan, Minister for Youth		
Date:	16 August 2022		
Security Level:	In Confidence	Priority:	High
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Messaging seen by Communications team	Yes	Mobile:	9(2)(a) [REDACTED]

Purpose of Report

This report presents the first set of youth engagement initiatives for announcement for your approval and provides draft communication material to support the announcement.

Summary

- Youth Engagement Ministers have requested a package of initiatives for announcement on Monday 22 August.
- Officials have identified five initiatives that could be included in this initial announcement, two of these require final confirmation of funding before an announcement is made.
- Officials will continue to work on potential initiatives that do not currently have funding identified, and consider other activities to be included in future announcements.
- A range of locally-led initiatives focused on how agency work with NGOs and iwi to better target and utilise current supports are also being identified in processes led by the Regional Public Service Commissioners (RPSCs). These will likely form part of future announcements.
- Officials are working with your offices on a potential site for an Auckland announcement.

Recommendations

- a **agree** that the first youth engagement programme announcement will include the following three initiatives:

- Youth Guarantee programme.

Agree / Disagree.

- Enhancing the Waitemata One-System Response to Family Harm by including a notification to the relevant school following high risk family harm incidents

Agree / Disagree

- Establishing Kotahi te Whakaaro, a joint agency response to young people involved in crime in the West Auckland area (based on the South Auckland Social Wellbeing Board model).

Agree / Disagree.

He Poutama Rangatahi

- b **note** that the Ministry of Social Development is expected to seek approval from the Ministers of Finance and Social Development and Employment to the partial release of transferred funding ahead of the October Baseline Update to fund the extension of He Poutama Rangatahi.

- c **agree** to include the extension of He Poutama Rangatahi in the announcement on 22 August, subject to confirmation of this approval.

Agree / Disagree.

Ākonga Fund

- d **note** that the Ākonga Fund provides up to \$5 million per annum from Vote Social Development for community programmes which support rangatahi at-risk of disengaging from education.

- e **note** that the fund is administered by the Ministry of Youth Development.

- f **note** that the Minister of Education has committed to finding up to \$5m from within Vote Education to extend this by a year to 31 December 2023, and that the total transferred may be lower depending on the forecast spend within the fund.

- g **note** that the funding transfer between Votes to support this cannot be enacted prior to your intended announcement of the extension of the fund on 22 August 2022.

9(2)(g)(i)

- i 9(2)(g)(i)

Yes/No

- j **Forward** this paper to the Prime Minister and the Minister of Finance to advise them of your decision.

Agree / Disagree.

Other initiatives considered

- k **note** that extending Functional Family Therapy, Youth Inclusion Programmes and Intensive Youth Mentoring are not included in this first set of announcements as funding could not be confirmed in the required timeframes.
- l **note** that Regional Public Service Commissioners are identifying initiatives focused on better co-ordination and alignment of services at a local level to support targeted earlier interventions and officials will provide advice on these initiatives for the next meeting of the Youth Engagement Ministers Group.
- m **note** that officials have identified a potential site for the announcements and will continue to work with your offices to finalise the details.
- n **forward** this briefing to the Minister for Youth.

Agree / Disagree.

Proactive Release

- o **agree** that the Ministry of Education release this briefing in full once it has been considered by you and the initiatives have been announced.

Agree / Disagree.

Hon Chris Hopkins
Minister of Education
Minister of Police

___/___/___



Iona Holsted
Secretary for Education
17 / 08 / 2022

Hon Carmel Sepuloni
Minister of Social Development and
Employment

___/___/___

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g **note** that the funding transfer between Votes to support this cannot be enacted prior to your intended announcement of the extension of the fund on ~~22 August 2022~~.

h **note** that if you proceed with this announcement, but Cabinet does not subsequently approve the transfer, or approve funding to be transferred from elsewhere, then there is a risk that expenditure from the fund may need to cease prior to the end of 2023 to avoid MSD breaching the Partnering for Youth Development Multi Category Appropriation.

i **Advise** if you wish to proceed with announcing the extension of the Ākonga fund on ~~22 August~~.

Yes/No

- j **Forward** this paper to the Prime Minister and the Minister of Finance to advise them of your decision.

Agree / Disagree.

Other initiatives considered

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Agree / Disagree.

Hon Chris Hipkins
Minister of Education
Minister of Police

 / /



Iona Holsted
Secretary for Education
17 / 08 / 2022

Hon Carmel Sepuloni
Minister of Social Development and
Employment

22/8/22

Background

1. The Youth Engagement Ministerial Group (YEMG) has been set up to increase support for at-risk young people and reduce their likelihood of becoming engaged in criminal and anti-social activity.
2. At its meeting on 10 August 2022, the YEMG directed officials to prepare a package of initiatives for announcement before 26 August, subsequently revised to 22 August, built around:
 - Extending the Youth Guarantee
 - Extending the South Auckland Wellbeing Board's (SASWB) Multi-Disciplinary Cross Agency (MDCAT) approach into West Auckland
 - Extending the Ākonga fund through to the end of 2023.
3. Officials were also asked to consider whether the following initiatives could be part of this, or a future announcement:
 - Upscale Family Functional Therapy in current locations and expand to two new Resilience to Organised Crime in Communities (ROCC) locations
 - Establishing Youth Mentoring services in target communities

Initiatives for announcement

4. We have prepared a package that includes the three initial initiatives and two additional initiatives.
5. The package includes initiatives targeted at responding to risks of disengagement with school, training and employment and taking an early intervention and prevention focus. It also includes the extension of a youth crime initiative to West and Central Auckland to respond to offending by children and young people.
6. This proposed package does not include the above Oranga Tamariki initiatives to address children and young people at risk of entering the youth justice system. Further work is required on these proposals, including confirmation of the required funding before they are ready for announcement. 9(2)(f)(iv)
[REDACTED]
[REDACTED]
7. The two additional initiatives we have identified are:
 - Extending He Poutama Rangatahi to target programmes focused on young people who are at risk of or already participating in organised crime.
 - Enhancing the Waitemata One-System Response to Family Harm
8. Each of the five initiatives is outlined below.

Extending the Youth Guarantee

9. Foundation tertiary education has an important role to play in the education system by allowing learners with low or no qualifications a pathway back into education and ultimately helping them into more sustainable employment. It is the primary pathway back into formal education for young people with low or no qualifications.
10. Young people, especially those with low educational qualifications, often face challenges in the labour market due to limited work experience, employment networks and skill sets,

compared with older workers. Support to address these challenges is an important part of maintaining engagement in pro-social activities and improve long-term economic and social outcomes for these young people.

11. The Minister of Education has agreed to a package of changes, to take effect from 1 January 2023, to improve the effectiveness of foundation tertiary education and to put education providers on a more sustainable footing [METIS 1287767 refers]. The changes recognise that successful education in this area requires more of a focus on employability skills and workplace links and the ability to deliver education to a higher needs group.

Details of the extended programme

12. The specific changes to the Youth Guarantee are to:
 - Extend the upper age limit to include learners up to 24 years of age (inclusive) and enable part-time enrolment. Increasing the age limit will mean more learners will benefit from the additional support available through the programme. Enabling part-time enrolment would give more flexibility to young learners to enrol, stay and succeed in Youth Guarantee (YG) programmes, while balancing other responsibilities such as family and childcare.
 - Increase the pastoral care subsidy from \$537 to \$2,000 per Equivalent Full Time Student (EFTS), broaden its purpose and make it non-recoverable. Given learners in the programme often have high and complex needs, the current level of funding is insufficient, especially for smaller providers. This also signals to providers that there is flexibility to use this funding for a range of supports, including learning, wellbeing, and cultural supports and building workplace connections.
 - Lower the credit expectation from 100 credits to 80 credits per EFTS at Levels 1 and 2. This change recognises that these learners' education includes soft skills and other learning supports that are not always easily recognised in credit-based funding but are important to support them to succeed in study and find sustainable employment. It also ensures better alignment with expectations in schools of 80 credits to gain NCEA Level 2.
 - Increase the transport assistance subsidy from \$860 to \$1,000 per EFTS. Many YG providers offer transport for their learners, including collecting them for class and dropping them back home. Public transport may not be an option for all YG learners, especially where providers are not located in the main centres or part of public transport network plans, or where learners need intensive, specialised travel support, such as disabled learners.

Readiness for announcement

13. This initiative is ready for announcement. The Minister of Education has approved these changes following consultation with the Minister of Finance, including the required re-prioritisation from within Vote Tertiary Education.
14. To implement these changes for the 2023 year, they must be formally communicated to the sector by 30 September, having consulted with the sector on the revised funding determinations prior to this.
15. A public announcement of the changes on 22 August would allow three weeks for consultation on the determinations, and at least one week for the Minister to consider feedback for consultation and approve the final determination.

16. The sector has recently had engagement with us on the YG proposals and so the consultation will not be a surprise to them. Further, the proposals will be 'good news' to the sector so we see little risk in a three-week consultation period (which is shorter than for other determinations).

Extending the Ākonga fund

Background

17. Seven initiatives were proposed by the Ministry of Education to provide a direct response to COVID-19 for at-risk ākonga. The Ākonga Fund was one of the initiatives funded from a tagged contingency of \$36 million from the COVID-19 Response and Recovery Fund for targeted support for at-risk ākonga. The Ministry of Youth Development (MYD) administers the Fund, which is a partnership between it and the Ministry of Education.
18. The Minister of Education and the Minister of Finance jointly agreed to draw down the tagged operating contingency funding totalling \$31.2 million and agreed that the funding would expire on 30 November 2020 [Metis.No:1237925 refers].
19. The Partnering for Youth Development appropriation received a one-off increase of \$11.729 million to support the wellbeing of young people aged 12 to 24 through a youth development approach [Metis.No:1237925 refers].
20. A wide range of youth development programmes are being funded through the Ākonga Fund that emphasise resilience factors, including re-engagement in education to support improved education outcomes, and reflect the diverse needs of ākonga across Aotearoa New Zealand. No two programmes are exactly alike as each programme is tailored to meet the needs of targeted ākonga, their whānau, and the wider community.
21. The outcomes being sought through the Fund include:
- ākonga have stronger connections with whānau, iwi, community and other support services including schools kura, health and youth services; and
 - ākonga have an increased level of engagement in their learning and aspiration for their future or have transitioned to further training or employment.

Iwi and community-based providers

22. A total of 28 iwi and community-based organisations were contracted to deliver youth development programmes to support up to 5,500 ākonga across Aotearoa New Zealand to stay engaged or re-engage in their education, over two calendar years (i.e., 2021 and 2022).
23. Between Term 4 2020 (the Ākonga Fund's inception) and the end of Term 2 2022 a total of 5,102 ākonga had enrolled and were being supported through an Ākonga Fund programme, representing approximately 93% of the targeted 5,500 ākonga.

Overview of the programme extension

24. The current Ākonga Fund contracts are due to end on 31 December 2022. The extension would make funding available for a further twelve months, to the end of 2023.

Readiness for announcement – funding the extension

25. The Ministry of Education has committed to finding up to \$5m from within Vote Education to extend this by a year to 31 December 2023, although the total transferred may be lower depending on the forecast spend within the fund.
26. Given we are at a very early stage of the financial year, the in-year underspends that the Ministry of Education have identified within Vote Education that could be used to extend the Akonga Fund sit within the Primary/Secondary Multi-category appropriation. This is a demand driven appropriation, where any underspend is automatically returned to the centre.
27. Therefore, Cabinet approval is needed to both transfer this money into the correct appropriation in Vote Social Development and to use an underspend in a demand driven appropriation that otherwise would return to the centre for a different purpose. The Cabinet decision on a funding transfer between Votes to support this cannot be enacted prior to your intended announcement of the extension of the fund on 2 August 2022.
28. 9(2)(g)(i) [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
- [REDACTED] [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED].

Extension of the SASWB Multi-Disciplinary Cross-Agency approach (Kotahi te Whakaaro) into West 9(2)(f)(iv) Auckland

Background

30. The SASWB model is based upon an existing MDCAT model for family and sexual violence prevention and response. It brings together government and non-government organisations and iwi daily to review cases of children and young people involved with Police in the preceding 24 hours. This was initially a three-month pilot.
31. Because of its success, the SASWB has agreed to continue this initiative operating with in-kind support from agencies. In the longer term, however, it will need further funding to continue, particularly to support NGOs iwi and Māori to be involved. Both West 9(2) 9(2)(f) Auckland are interested in adopting this model. West Auckland has begun putting the model in place relying on in-kind support from the agencies involved. 9(2)(f) [REDACTED] has recently confirmed its interest. (iv)

Readiness for Announcement

32. This extension is ready for announcement. Early preparations are already underway in West Auckland 9(2)(f)(iv) [REDACTED] has agreed to adopt the model.

Funding

33. The SASWB model has been relying on resource in kind from agencies involved. This is unlikely to be sustainable into the future for the current model in South Auckland or any form of expansion in South Auckland (e.g. to broaden the age range) or in West 9(2) 9(2)(f) Auckland. Without funding the model may be able to continue in South Auckland in a pared back form for the government agencies but would be challenging if not unfeasible for NGO participation which is crucial for the model to succeed.
34. NGO participation has been essential to the SAWSB model. Additional funding or a reorientation of existing contracts will be needed to sustain this approach. This will also be required for any expansion.
35. Resourcing for expanding the model will also be required for accommodation with dedicated workspace and meeting rooms, access to printers, vehicles, IT, a non-recoverable flexi-fund, independent facilitation, and administrative support. There will also be a cost involved for set-up, for example, project management support. Funding will also be required for data and insights capability.

9(2)
(f)
(iv)

37. MSD will provide funding to support the continuation of the South Auckland model and the initial costs for the expansion into 9(2)(f)(iv) West Auckland until a more sustainable funding arrangements is agreed. MSD as well as other government agencies will also continue to provide resource in kind.

He Poutama Rangatahi Extension : Whakawātea te ara Poutama

Background

38. HPR is an initiative aimed at young people aged 15-24 who are not in education, employment or training (NEETS), and who need individualised support to transition back into education, training or employment. This includes rangatahi who have left school early, have few or no qualifications, have gang affiliations, interact with the justice system and/or face other social challenges.
39. HPR programmes are co-designed with the relevant community provider, so that best use is made of local knowledge of barriers to education, training and employment, and local relationships between providers and employers can be leveraged to good effect. Many community providers supported through HPR are kaupapa Māori groups.

Funding

40. In Budget 2020 HPR received an increase of ongoing funding from \$13.275m to \$33m per year. In June 2021, Cabinet agreed that HPR transfer, with other employment programmes, from MBIE to The Ministry of Social Development (MSD) from 1 July 2021, noting that an in-principle expense transfer request of up to \$23 million had been made by MBIE for the HPR initiative [CAB-21-MIN-0206 refers].

41. At the time of the transfer to MSD the intent was to focus HPR support in South and West Auckland, as up to that time HPR programmes had mainly been rolled out in the regions (as it had been part of the Provincial Development Unit). However, the COVID pandemic saw Auckland (and other regions) locked down for an extended period (August 2021 to November 2021) and with many potential HPR applicants being community providers, they pivoted their attention to support the vaccination and community response. This meant that providers did not progress HPR applications at that time, given the programme was relatively new to Auckland this impacted forecasted spending significantly.
42. There are now 65 active programmes supporting rangatahi across Aotearoa, including Auckland. This year programmes have enrolled just over 2100 rangatahi (from July 21 to end of May 22). Programmes have also supported just over 1200 rangatahi into a employment, education, or training outcomes (from July 21 to the end of May 22). Overall, since HPR started in 2018, it has engaged with 8378 rangatahi.
43. Given the impact the pandemic had on funding spent, in June 2022 the Minister of Finance agreed to an in-principal expense transfer of up to \$25.8m over three years, including \$0.4m operating (for the first two years) to provide targeted programmes to young people at risk of or already participating in organised crime. Following the end of the financial year this transfer is estimated to be \$23.74 m.
44. Officials intend to use the \$23.746 million funding to support the Youth Engagement work programme with targeted HPR programmes "Whakawātea te ara Poutama" (meaning to clear the Poutama pathway) supporting young people already at risk of or engaging in organised crime. A report is being prepared for Ministers Robertson and Sepuloni to agree to the partial release of this funding ahead of the October Baseline Update (OBU).

Overview of the extension

45. The extension would use the transfer of funds to target HPR programmes focused on young people who are at risk of or already participating in organised crime. Keeping young people engaged in education or employment is a key action area of the youth engagement work.

Readiness for announcement

46. As noted for the HPR extension to be announced, approval would need to be gained from the Minister of Finance for a partial amount of the available expense transfer ahead of the usual confirmation process through OBU. Officials recommend this initiative is included in the announcements, subject to approval of this partial release.

Enhancing the Waitemata One-System Response to Family Harm

Background

47. The Waitemata One-System Response to Family Harm is a cross-agency initiative to triage and have a single point of referral to supports for families following a family harm incident. Until now, the education sector has not been part of the initiative.

Overview of the enhancement

48. The enhancement is to add a notification to the relevant school (via MOE) following a high-risk family harm incident. This allows the school to appropriately manage any

issues that may arise and be part of referrals to other support services as required. This will be operational by the end of this week (19 August).

Readiness for announcement

49. This initiative is ready for announcement. At the time of the proposed announcement on 22 August, the education notification process will be in place. All schools in West Auckland have been sent information about the School Alert system including Participation and Confidentiality Agreements to sign. MOE has reprioritised resources to support this initiative.

Other initiatives considered

50. 9(2)(f)(iv) [REDACTED]
51. These initiatives as currently delivered are firmly grounded in a prevention focus for children, young people and families experiencing multiple needs and at risk of persistent disengagement escalating to formal contact with the youth justice or child protection system.
52. 9(2)(f)(iv) [REDACTED]
53. While these initiatives are relatively straightforward to operationalise, no potential sources of funding have been identified for them. Officials therefore recommend that they are not announced at this time and that further work is completed on them in the context of the youth engagement programme.

Functional Family Therapy (FFT)

54. FFT involves highly trained therapists supporting families of children and young people with high needs to strengthen relationships, communication and reduce conflict leading to re-engagement in education and community support networks, less offending and increased wellbeing. Improved family functioning is one of the elements that are most effective in reducing youth crime. \$1.3 million in funding would extend the reach of this programme to an additional 120 children and young people and their families each year.
55. Oranga Tamariki has contracts with existing providers for FFT and would work with them to expand provision. In the Waikato and Bay of Plenty the focus would be on establishing a Kaupapa Māori service. This would use Whaitake Whakaoranga Whānau a Māori therapeutic approach created by Kaumatua Pita Te Ngaru, and senior FFT therapists.
56. As it would use existing providers, this initiative could operationally be extended relatively quickly.

Intensive Youth Mentoring

57. Mentors would provide assessment-based intensive support to disengaged young people with multiple needs and at risk of offending to strengthen relationships, communication and reduce conflict. A more specialist youth mentoring programme will utilise evidence-based assessment to determine the mix of intensity, interventions and length required to integrate sustainable services around the whānau. This will change the trajectory of disengagement and reduce the likelihood of future offending.

58. Implementing this across Te Tai Tokerau, Tamaki Makaurau and Waikato would require funding of \$1.3 million, to provide 12 FTE Intensive Mentors in priority neighbourhoods.

Establishment of Oranga Rangatahi Youth Inclusion Programmes

59. Oranga Tamariki Youth Inclusion Programmes (ORYIPs) focus on preventing rangatahi from entering the formal Youth Justice system through working with community organisations and other agencies to identify those at risk of offending and wrapping support around them and their whānau. Each community identifies and works intensively (daily) with 20-25 whānau identified as most in need and at risk of current or future multiple agency involvement and where at least one of their children or young people is involved in offending behaviour.
60. Additional funding of \$1.8 million per annum would establish six additional Oranga Rangatahi Youth Inclusion Programmes in: Northland (1), Tamaki Makaurau (2), Waikato (2), Kawerau (1).

Risks and issues

Funding

61. Of the potential initiatives for announcement, three have confirmed funding or do not require additional funding (the Youth Guarantee extension, Waitemata One-System Response to Family Harm and Kotahi te Whakaroa). Reprioritisation of funding for the extension of the Ākonga Fund has been agreed between the MSD and MOE, but this requires a Cabinet decision as it would involve a transfer between Votes. The extension of He Poutama Rangatahi requires final approval of the transfer of funding ahead of OBU.
62. Officials are working to resolve these issues prior to the announcement. There is a small risk that announcing one or more initiatives may need to be delayed to the next round of youth engagement announcements, likely to be in September.

Crowding of Initiatives

63. Across government agencies there are several plans or initiatives that seek to address youth wellbeing and engagement including actions under the Oranga Tamariki Action Plan, 9(2)(f)(iv) [REDACTED], the Attendance and Engagement Strategy and the Resilience to Organised Crime in Communities work in four districts which has a rangatahi focus. 9(2)(f)(iv) [REDACTED]
64. There is a risk that the youth engagement work is perceived as adding additional services to an already crowded area. It will be important to emphasise that the youth engagement work focuses on co-ordination and targeting of existing initiatives, improving information sharing and action between agencies and supporting access to services for children and young people, regardless of the agency that they first come to the attention of. Part of the work will also be de-prioritising some activities to ensure effort is focused where it is most needed.
65. It will be important to note that this initial package is just the beginning of a multi-pronged approach that builds on the good work that is already underway at a regional level. Future announcements will broaden the coverage of the initiatives in relation to the scope of the youth engagement work, informed by the on-the ground experience in the target regions.

Communications Material

66. Attached is draft communications material that officials will work with your offices to finalise.

Launch event

67. Officials are working with your offices to identify potential Auckland sites for the announcement.
68. We are also identifying potential speakers who can talk to the success of some of the initiatives that are being expanded and their experience in working with children and young people who are experiencing multiple factors related to poor wellbeing and future offending. We will also seek to include a provider that would be part of the extension of the Youth Guarantee Fund.
69. Officials will continue to work with your offices on the details of the announcement.

Annexes

Annex 1: Draft Communications Material