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New Zealand Government

Evaluation of Supported Bail Pilot



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RESEARCH

The Oranga Tamariki Evidence Centre works to build the evidence base that helps us better understand wellbeing and what works to improve outcomes for New Zealand's children, young people and their whānau.

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Executive summary

Background

Supported bail is a community-based programme for rangatahi aged 12 to 17 years inclusive who would otherwise be detained in custody in either an Oranga Tamariki youth justice residence or remand home. Rangatahi stay on the supported bail programme for their bail period. This is generally a six-week period while a Youth Court directed family group conference (FGC) is convened and held, and the Youth Court sanctions the FGC plan.

Supported bail was first piloted in New Zealand in 2006 and was contracted to be delivered by the non-government organisation (NGO) sector from 2007. It was a very prescribed programme with strict referral criteria run solely to support rangatahi and delivered during business hours Monday to Friday. Whilst this approach has been successful in keeping many rangatahi in the community, there was clear room for improvement. The opportunity to revamp the programme came as part of preparing the NGO sector (and their various programmes) for the raising of the youth jurisdictional age and the corresponding change to the Oranga Tamariki Act 1989.

Starting in July 2019, the Supported Bail pilot (SB) was designed to run over two years with the end result being an improved service that would then be rolled out nationally.

Five 'best practice' supported bail providers participated in the SB programme pilot, one of which was a kaupapa Māori provider.

- Reconnect Family Services, Auckland
- Te Ikaroa Rangatahi Social Services, Hawkes Bay
- Highbury Whānau Centre, Palmerston North
- Youth & Cultural Development, Christchurch
- Te Hou Ora Whānau Services, Dunedin.

Additional service elements of supported bail that were developed and delivered by these five providers under the pilot included:

1. intensive support at court hearings for rangatahi and their whānau
2. flexible support for rangatahi (including a range of light, moderate and intensive interventions and support when a young person is most at risk of breaching their bail conditions or offending)
3. support for rangatahi and their whānau to connect with their culture (if they wish)
4. additional support for rangatahi to transition to other services in the two weeks following their FGC, and
5. the provision of substantial whānau support.

In February 2020, Oranga Tamariki commissioned a collaborative team – Judy Paulin, Michele Lennan, Hector Kaiwai and Dr Sue Carswell – through Artemis Research NZ Ltd to conduct a process and outcomes evaluation of the SB pilot.

The **key evaluation questions** were:

1. To what extent did the SB pilot enable rangatahi to remain out of custodial remand during the bail period and improve their wellbeing and the wellbeing of their

whānau? What has helped or hindered the achievement of any changes in compliance and wellbeing?

2. How well was the SB pilot implemented? What helped or hindered Service Delivery Partners (SDPs) to implement the pilot as planned? How could the SB service specifications be improved, if at all?

The **evaluation methodology** included focus groups and individual interviews with rangatahi, individual interviews with whānau members, focus groups with providers (primarily composed of kaimahi), interviews with Oranga Tamariki key stakeholders (youth justice site managers, partnering for outcomes advisors, social workers, and a programme manager) and six case studies.¹ A limitation of the methodology is that information was collected from providers in the SB pilot only and not from 'standard' supported bail providers.

Key findings

The SB pilot initiative has enabled a good number and proportion of rangatahi to remain out of custodial remand during their bail period. One hundred and six (or 63%) rangatahi on SB with one of the five pilot providers in 2019 or 2020 completed it.² The completion rate for Māori rangatahi was on a par with that for rangatahi of all ethnicities.

Positive feedback from rangatahi and their whānau who participated in the case studies and other interviews with them suggests that the pilot also served to improve their wellbeing and that of their whānau.

Most of the young people we spoke with who had completed SB had successfully transitioned onto another programme (such as a 12-week mentoring programme) delivered by the same provider. They spoke of attitudinal and behavioural changes they had made or were making towards improving their lives (for example, not offending, reducing the seriousness of their offending, cutting back on alcohol and drugs, changing their friends).

Our analysis suggests that that the kaimahi were instrumental in bringing about change in the rangatahi on SB. They had been able to engage with the young people, acted as strong role models, and been a listening ear. Rangatahi attributed some of their achievements to their support. Rangatahi also told of how kaimahi had supported them and their whānau at their FGCs and Youth Court appearances.

On the whole, rangatahi preferred one-on-one time with their kaimahi over group work.

The evaluation also suggests that the presence of whānau support workers working alongside kaimahi is helping parents/caregivers to support their rangatahi even after they have completed SB.

We assess the SB pilot to have been well implemented on all additional service elements. Information collected through our evaluation methods confirms that these aspects have been delivered to various degrees by the five pilot providers, largely through their skilled and experienced kaimahi and whānau support workers. However, the timing of a young person's participation on the SB programme did not necessarily fit neatly around their FGC or Youth Court appearance dates as per the programme specifications.

¹ See Appendix 3 for details.

² Unfortunately, we do not have any comparison figures for those on 'standard' supported bail. The timeframe is from 1 January 2019 to 31 August 2020.

Suggestions for improvement

We suggest stronger messaging be given to rangatahi on SB and their whānau about the provider being available outside normal business hours since rangatahi and whānau members reported very little access to providers at these times.

The use of longer-term contracts would provide greater continuity and stability for SB providers. Such contracts would not only allow these providers to offer kaimahi permanent positions, they would also help with their recruitment.

The following practice improvements suggested by key stakeholders could be encouraged:

- Doing more to recognise the place of kaimahi at FGCs and court appearances.
- Taking more care with transitioning the young person onto other programmes or removing supports since the young person may have formed a dependence on their kaimahi.
- Strengthening whānau connections. While providers were thought to be generally meeting the challenge of connecting rangatahi Māori with their culture, some key stakeholders mentioned there was room to further strengthen those connections.

If additional funding is available, we suggest expanding the number of supported bail providers, including consideration of iwi providers given the over-representation of Māori in the youth justice system. We also support the Oranga Tamariki plan to broaden the eligibility criteria for supported bail to include rangatahi at lower risk, given the programme's success.

1 Introduction

Background

Large numbers of rangatahi (young people) being remanded into custody to a youth justice residence or remand home may be avoided if improved supports are put in place to help them comply with their bail conditions and not reoffend.³

When rangatahi are charged by the police for an offence, the court may use a variety of options which include release, bail (with or without conditions) or custody ('remand'). In addition to the youth justice principles listed under section 208 of the Oranga Tamariki Act 1989, there are three considerations which guide the decision making when considering which bail or remand option is the most appropriate (section 238 of the Oranga Tamariki Act 1989). These are whether:

- rangatahi are likely to abscond; or
- rangatahi are likely to commit further offences; or
- it is necessary to prevent the loss or destruction of evidence relating to the offence with which the rangatahi has been charged or to prevent interference with any witness.

Bail is the most common remand type used in the youth justice system. About 80% of rangatahi who appear before a Youth Court judge are granted bail at their initial hearing, and around 90% of all court cases involving rangatahi include a period on bail before their cases are finalised.⁴

However, non-compliance by rangatahi with their bail requirements is a significant contributor to their bail ending in custodial remand. Around 70% of all custodial remands of rangatahi occur following a period of bail.⁵

Supported bail is a community-based programme for rangatahi aged 12 to 17 years inclusive who would otherwise be detained on custodial remand in an Oranga Tamariki youth justice residence or remand home. These rangatahi stay on supported bail whilst a family group conference (FGC) is convened and held, and the Youth Court sanctions the FGC plan. This takes six weeks on average.

Supported bail was first piloted in New Zealand in 2006 and was contracted to be delivered by the NGO sector from 2007. It was a very prescribed programme with strict referral criteria run solely to support rangatahi and delivered during business hours Monday to Friday. Whilst this approach has been successful in keeping many rangatahi in the community, there was clear room for improvement. The opportunity to revamp the programme came as part of preparing the NGO sector (and their various programmes) for the raising of the youth jurisdictional age and the corresponding change to the Oranga Tamariki Act 1989.

Supported Bail pilot

In mid-2019 Oranga Tamariki Youth Justice (YJ) Services identified an opportunity to work with five YJ service delivery partners (SDPs) to co-design improvements to the supported bail services that providers currently deliver (referred to as 'standard supported bail') and

³ Oranga Tamariki Evidence Centre Te Pokapū Taunakitanga (2018) *Youth Remand Trends: 2011/12 to 2015/16. Executive Summary*. Accessed at: www.orangatamariki.govt.nz/research

⁴ As above.

⁵ As above.

pilot some improved services ('SB pilot'). The SB pilot was informed by recommendations from an earlier evaluation of a supported bail pilot programme.⁶

The pilot was designed to run over two years with the end result being an improved service that would then be rolled out nationally.

Service elements that distinguish supported bail in the pilot from usual practice are:

1. intensive support at court hearings for rangatahi and their whānau
2. flexible support for rangatahi, including:
 - a range of light, moderate and intensive interventions
 - support when a young person is most at risk of breaching their bail conditions or offending (e.g evenings, weekends)
3. support for rangatahi and their whānau to connect with their culture (if they wish)
4. additional support for rangatahi to transition to other services in the two weeks following their FGC
5. substantial whānau support delivered by SDPs. This support may be provided by dedicated whānau support workers or by other appropriately qualified SDP personnel.

The eligibility criteria for the SB pilot were broadened from those for standard supported bail to include rangatahi:

- where there are any police concerns around bail compliance (not just those who are deemed at high risk of breaching their bail conditions)
- who deny one or more charges (not just those who do not deny all charges against them).

Five 'best practice' supported bail providers participated in the pilot:

- Reconnect Family Services, Auckland
- Te Ikaroa Rangatahi Social Services, Hawkes Bay
- Highbury Whānau Centre, Palmerston North
- Youth & Cultural Development, Christchurch
- Te Hou Ora Whānau Services, Dunedin.

One of the supported bail pilot providers was a kaupapa Māori provider.

Appendix 1 contains a visual representation and Appendix 2 a theoretical logic model of the SB pilot, both of which were developed from discussions with the YJ Services project team and workshops with SDP and Oranga Tamariki Partnering for Outcomes (PFO) staff (and included in the project plan).

⁶ Mossman, S.E. (2007). *Supported Bail Pilot Programme Final Research Report*. Unpublished report for Child Youth and Family.

Evaluation of the Supported Bail pilot

In February 2020, Oranga Tamariki commissioned a collaborative team – Judy Paulin, Michele Lennan, Hector Kaiwai and Dr Sue Carswell – through Artemis Research NZ Ltd to conduct a process and outcomes evaluation of the SB pilot.

The key evaluation questions are:

1. To what extent did the SB pilot enable rangatahi to remain out of custodial remand during the bail period and improve their wellbeing and the wellbeing of their whānau? What has helped or hindered the achievement of any changes in compliance and wellbeing?
2. How well was the SB pilot implemented? What helped or hindered SDP to implement the pilot as planned? How could the SB service specifications be improved, if at all?

The methodology for the evaluation is set out in Appendix 3 and the evaluation tools are included in Appendix 4.

Report structure

Chapter 2 presents case studies centred around six rangatahi who had completed the SB pilot. For each of the case studies, we obtained the perspectives of the young person, a family/whānau member, the young person's SB youth worker (or kaimahi),⁷ and their social worker. Where the pilot provider offered the additional support of a whānau support worker to the young person's family, we interviewed them too. These case studies are detailed further in Appendix 5.

Chapter 3 sets out the perspectives of a wider group of rangatahi who completed the SB pilot and the completion rates of all rangatahi who started on SB pilot with one of the five pilot providers in 2019 and 2020.

Chapter 4 and **5** present the perspectives of SB pilot providers and Oranga Tamariki key stakeholders in turn.

The report ends with our general assessment of the SB pilot and some concluding remarks.

⁷ The terms 'kaimahi' and 'youth worker' are used interchangeably throughout the report.

2 Case studies of rangatahi

Chapter summary

This chapter provides case studies which are centred around six rangatahi who started supported bail with a pilot provider at least three months before we interviewed them in the second half of 2020.

For each case study, we interviewed the young person, a family/whānau member, the young person's SB kaimahi (or kaimahi),⁸ and their social worker. Where the pilot provider offered the additional support of a whānau support worker to the young person's family, we interviewed them too.

Five of the rangatahi were male and one was female. Two of the rangatahi identified as Māori, two as NZ European, one as of both Māori and NZ European ethnicities, and one as Tongan. The names of the young people in the six case studies have been changed here to protect their identities.

Five of the six rangatahi had completed SB. They had been able to remain on SB despite having breached their bail conditions one or more times.

The sixth, Laione, who didn't complete SB, had been put on a four-week SB programme. In retrospect, his social worker thought a longer-term programme would have been more appropriate for kids like him who had multiple issues (including methamphetamine use).

The case studies suggest that SB programme staff are key to the programme's success and SB providers need to have a core staff of SB kaimahi. While the six cases studies do not necessarily represent the experience of all rangatahi in the pilot⁹, all rangatahi in the case studies thought their kaimahi had supported them well. They had helped them into a routine, been honest with them, encouraged them to make positive changes in attitude and mindset, and shared tips with them based on their own life experiences.

Rangatahi preferred doing activities one-on-one with their kaimahi as opposed to group programmes. Rangatahi reported that doing activities together in a relaxed setting provided good opportunities for conversations which rangatahi, like Ethan, found particularly helpful. In Ana's case, SB was thought to have given her a different mindset.

Some success factors based on the individual case studies include: a good match between rangatahi and kaimahi; communication that is clear and rangatahi-friendly; consistency in the support provided to rangatahi, flexible and adaptable approach to providing support to rangatahi, setting goals that are practical and achievable, and kaimahi persistence to help rangatahi engage in activities and to maintain routines.

In Ryan's case SB activities were delivered by different kaimahi. Ryan's SB provider and his mother thought this approach benefitted young people since different kaimahi had different strengths.

Rangatahi and their parents/caregivers attributed some of these young people's positive behavioural changes to SB. Young people's increasing maturity and a change of home environment to one with strict house rules had also contributed to changes for the better

⁸ The terms 'SB kaimahi' and 'kaimahi' are used interchangeably throughout the report.

⁹ All references to supported bail are of the type of supported bail implemented in the pilot from mid-2019.

(such as reduced offending and reduced drug use). Some whānau members noted developing positive relationship with their rangatahi and attributed this change to the SB programme. For example, Sam's and Ethan's parents thought their whānau support worker (provided alongside SB) had helped them with practical parenting advice. In Finn's case, he perceived that his relationship with his father had improved since he had stopped offending.

SB pilot providers transition rangatahi from SB onto another of their programmes. This has enabled the providers to provide some continuity of support to the rangatahi and also to gauge when it is best to withdraw their involvement with them.

Most rangatahi and their parents/caregivers would recommend SB to other rangatahi in similar circumstances. Two parents/caregivers expressed leniency of SB providers on their rangatahi as a potential barrier to success.

2.1 Sam

Sam had been introduced to his SB kaimahi at one of his FGCs. He spent eight weeks on SB. He had been able to remain on it after he was once found to have breached his bail conditions.

During the first national lockdown in 2020 contact between Sam and his SB kaimahi was initially by phone. Then once government restrictions were lifted, they had spent time together Monday to Friday each week.

His kaimahi helped Sam establish a routine. She turned up at his house at an agreed time each day and did not leave until Sam was ready to accompany her. She had sometimes needed the back-up of Sam's social worker to encourage Sam to stick with the SB programme requirements.

Sam and his kaimahi had spent time together doing activities he enjoyed, such as going for long drives in her car. Their relationship developed and Sam got quite close to her. He was more receptive to taking her advice if given by her in a natural setting that he found more relaxing.

Sam's kaimahi had also driven him to his alcohol and drug counselling sessions and supported him to carry out some FGC tasks involving the writing of letters of apology and tidying up at local parks. She had also linked Sam with Workbridge to look into employment possibilities.

While on supported bail Sam had largely taken his kaimahi's advice on board and had stayed home even when his mates had come around to tempt him out after curfew.

Sam's whānau support worker had also helped his parents with Sam's parenting. Sam's social worker had witnessed Sam's parents providing Sam with more consistent parenting messages.

Sam was transitioned onto a mentoring programme with the same provider. The fact that Sam and his parents continued to be supported by the same whānau support worker had made the transition slightly easier. And his kaimahi had left the door open for Sam to continue to contact her if he wished.

Both Sam and his parents would recommend SB to other young people who were at risk of breaching their bail conditions.

2.2 Ana

The provider had been reluctant to accept Ana onto the SB programme for a third time. Some of the SB team had taken it quite personally that Ana had not succeeded in completing either of their earlier offerings. Ana had pleaded to return to SB one more time, knowing what was likely to be in store for her.

Ana's third SB plan built on her two earlier ones. It included her attendance at an alternative education centre course Monday to Friday between 9am and 3pm, 'girl talks,' and sports activities. She also had some FGC related tasks (including community work) she needed to complete whilst on SB.

Ana's main SB kaimahi had driven her to and from her educational course, the gym, and the location of her community work. She had liked him because he had *'motivated me to do stuff because I didn't like doing anything'* and he *'gave me ideas of stuff to do.'*

The 'girl talks' were introduced to Ana by another (female) SB kaimahi as *'Let's go and get a milkshake and have a chat.'* Counselling wasn't mentioned since Ana had an aversion to counselling.

The female SB kaimahi had also talked to Ana about contraception methods and got her enrolled with a GP. When Ana became pregnant, she had linked Ana in with the teen parent unit and a benefit service. Ana started showing more maturity.

Ana preferred doing things one-on-one with a SB kaimahi rather than in a group with other young people on SB.

When Ana successfully completed SB, the team had celebrated this with her.

Her father thought the SB team had taught his daughter a *'different mindset'*. And the SB team put Ana's success down to her having been ready to open up and talk honestly about the things that mattered to her the most (in the 'girl talks').

Post SB, Ana's short-term focus was on making it through her pregnancy and preparing for her baby.

Both Ana and her father would recommend SB to other young people who were at risk of breaching their bail conditions.

2.3 Laione

Laione began a four-week SB programme while living with his mother who worked long hours away from home.

Being on SB had meant Laione spending six hours, usually from 9am to 3pm, Mondays to Fridays, with the SB kaimahi he was matched with. Laione had enjoyed hanging out with his kaimahi. They had played touch rugby, gone to the gym, done artwork, gardening, visited museums, and gone to movies.

Laione said he had found it really helpful that his kaimahi was straight up, and had shared some tips based on his life experience.

Laione had also attended counselling sessions for alcohol and drugs, and anger management but he hadn't enjoyed them. Unsupervised at the weekends and evenings Laione had continued with his methamphetamine use and hanging out with '*bad*' friends.

About three weeks into his SB programme Laione had cut off his electronic monitoring bracelet and run away. The police picked him up and he was remanded to a youth justice residence. When he was released, he went to live with his aunt and uncle and some of his cousins. There were strict house rules.

Laione's behaviour started to change for the better. He used strategies learned from his kaimahi and from his aunt and uncle to help him desist from crime. He kept his curfew and stopped offending.

He has a girlfriend and has stopped hanging out with his 'bad' friends.

Around the same time Laione started seeing a psychologist who helped him address his drug addiction.

He transitioned onto a longer-term youth programme. He was expected to get his restricted driver's licence soon and was about to start a labouring job with a big company.

Laione did not complete the SB programme. Both Laione and his aunt would recommend SB to other young people who were at risk of breaching their bail conditions. While his social worker supported the SB programme in principle, she thought a longer-term programme was more appropriate for kids like Laione.

2.4 Ethan

Ethan was assigned a SB kaimahi for about 30 weeks. He recalled spending '*two to three hours a day*' with her in the beginning and that this had been extended to '*all day*' towards the end.

Just prior to starting SB, his kaimahi and he had arranged a '*rough*' plan to fit around his other youth justice obligations. The SB plan included participation in a life skills course and some fitness-related activities at the trampoline park and the gym. The SB plan also included a couple of hours per week with a mentor from another provider.

His kaimahi had picked Ethan up from home to attend his course or other planned activities and dropped back afterwards. Ethan found it hard to get up and be ready on time because of getting stoned on cannabis the night before. Not using cannabis was one condition of being on SB. Although Ethan had breached his bail conditions numerous times, he was able to remain on SB.

Ethan enjoyed time with his kaimahi and had felt encouraged by her, and this had impacted in a good way on his behaviour. He had turned to her for advice and had taken it to help him to distance himself from crime and from mates who were offending.

Ethan's father received support from a whānau support worker from the SB provider. His father had '*some pretty serious conversations*' with her about how to guide Ethan to not offend.

Since completing SB Ethan had reduced his offending. His father had noticed this too.

Both thought it was time for Ethan to get a job. They thought Ethan should have been helped to find work through SB.

Ethan would recommend SB to young offenders who wanted to comply with their bail conditions and get their life back on track.

Ethan thought care needed to be taken with supported bail group work to ensure that a new young person was not introduced into a group who had the potential to undo all SB's good work.

2.5 Finn

Finn completed five weeks on SB. He had breached bail a couple of times but was able to remain on SB.

SB had helped Finn into a settled routine. He had struggled to get himself up and ready to go in the morning. His social worker would help with this by coming to his house with food for his breakfast and making sure he ate it before he headed out Monday to Friday with his kaimahi to attend his horticulture course.

On SB weekday afternoons Finn did some community work such as gardening, preparing a hangi, and fishing. On some weekends, he spent time cooking at the SB provider's place.

His kaimahi had supported Finn at his FGC and all his Youth Court appearances while he was on SB.

All up, Finn spent about four hours each weekday with his SB kaimahi, and a few hours on a Saturday or Sunday with her or one of her colleagues.

Finn could get angry on his educational course. If he became too disruptive his SB kaimahi would come and take him away.

His kaimahi talked to Finn about strategies he might take to manage his anger, such as walking away. She also did some work with Finn around violence prevention (relevant to his assault of a sibling), including watching a 'one punch' video together. She also praised Finn when he did well.

Finn had completed SB and transitioned onto a youth development programme run by the same provider.

Finn believed he was getting better at handling himself when someone or something happened that made him angry. He put this down to the fact he was growing up a bit.

Finn had reduced his offending. His brother, who he had fought with, had left home and Finn's relationship with his father had improved. His social worker thought SB had really helped Finn identify how he needed to behave and that he couldn't just do what he wanted.

Finn would recommend staying out of trouble over completing SB. Finn's father would only recommend SB for young people who committed less serious crimes (such as stealing a car).

If his father was to criticise the SB team it was because it was a little lenient.

2.6 Ryan

Ryan completed around 12 weeks on SB. He had breached bail a couple of times while on SB but had been able to remain on the programme.

When Ryan started the programme, he was with one of his SB kaimahi from 9am to 3pm Mondays to Fridays, plus either a Saturday or Sunday.

He and a kaimahi had spent time together doing things Ryan was interested in. They went for walks in the forest and the seaside, gathered seafood, gardened, cooked, went to movies and to 10 pin bowling.

His SB plan had flexibility built into it such that an activity might be re-scheduled if Ryan did not have the energy for it on any particular day.

This had been the pattern until the first national lockdown in March 2020. Then they met via zoom. Despite the fact Ryan didn't much like technology, he recalled having enjoyed cooking sessions over zoom where three or four people cooked the same recipe in separate houses. Later on in the programme, the SB provider got Ryan enrolled into school.

The programme was mostly delivered to Ryan by a SB kaimahi one-on-one, though not always by the same SB kaimahi. This approach was thought by his mother and the provider to benefit youth since different kaimahi had different strengths.

After completing the SB programme Ryan was transitioned onto a youth development programme and then to a mentoring programme (with double hours) with the same provider.

His mother stressed the importance of ongoing relationships for his son with service providers rather than the more usual '*series of people coming and going.*' The SB provider was taking care with Ryan so as to gradually decrease their involvement with him rather than it coming to an abrupt end. His mother supported this approach.

Ryan thought being on SB had taught him how to have fun without drugs. He was still attending high school beyond his 16th birthday. His father and he thought he would probably have left school had it not been for SB.

Ryan would recommend SB to other young people '*similar to me*'. He thought it depended on their attitude and mindset.

His mother was appreciative that the provider hadn't judged her son. She was extremely supportive of the SB programme and the people running it.

'I think this programme is great ... it boils down to that the people [at the provider] are great. I think they are professional. I think they are reflexive, adaptable, well planned and they have got a lot of different people ... It is very well organised, well co-ordinated, really good communication. They made themselves available ... any time ... This [programme] has actually made a difference. It has changed his trajectory. He was on his way to prison and these guys stopped him.'

3 Rangatahi outcomes and perspectives

Chapter summary

This chapter begins with a breakdown of the numbers of rangatahi who started SB with one of the pilot providers in 2019 and 2020.¹⁰

The chapter includes findings on rangatahi outcomes based on the perspectives of 13 rangatahi who had completed the SB pilot and who participated in the evaluation through a focus group discussion or individual interview.¹¹ As we shall see, their perspectives largely echoed those of the six individuals who were the subject of the case studies (in Chapter 2).

More than six out of ten (63%) rangatahi completed SB. The completion rate for Māori rangatahi (63%) was on a par with the rate for all rangatahi.

Among the rangatahi we spoke with:

- Most had difficulty articulating what SB entailed.
- Most admitted having breached their bail conditions while on SB.
- All thought their kaimahi had supported them well by being a listening ear, helping them set goals, encouraging them, and undertaking mostly structured activities with them that they had enjoyed and had relieved the boredom.
- All recalled their kaimahi as having acted as their allies and advocates at their FGCs and Youth Court hearings.
- Most preferred doing things one-on-one with their kaimahi.
- Some reported having made positive changes in their lives (such as stopping or reducing their alcohol or drug consumption), some of which they attributed to having been on SB.
- Most would highly recommend SB to other rangatahi in similar circumstances.

3.1 What proportion of rangatahi complete Supported Bail?

Table 1 shows the total numbers of rangatahi who started SB with one of the pilot providers in 2019 and 2020. Auckland-based Reconnect Family Services is the largest provider of the five, with 103 young people having started the SB pilot with them in this timeframe.

¹⁰ 1 January 2019 to 31 August 2020.

¹¹ These interviews were in addition to those held with young people for the case studies.

Table 1 Numbers of rangatahi who started supported bail with one of the pilot providers in 2019 & 2020, by pilot provider

Pilot provider	Started in 2019	Started in 2020	Total
Reconnect Family Services, Auckland	54	49	103
Te Ikaroa Rangatahi Social Service, Hawkes Bay	7	5	12
Highbury Whānau Centre, Palmerston North	6	9	15
Youth & Cultural Development, Christchurch	17	14	31
Te Hou Ora Whānau Services, Dunedin	6	1	7
Totals	90	78	168

Source: Oranga Tamariki, 2021.

Four out of five of the rangatahi who commenced the SB pilot were male (Table 2). The same proportion were aged 14 to 16 years. One in five was aged over 16 years. Two-thirds identified as Māori, 21% as NZ European or of 'Other' ethnicity, and 12% as Pacific peoples.

Table 2 Gender, age and ethnicity of rangatahi who started on supported bail with one of the pilot providers in 2019 & 2020 (n=168)

	Number	Percentage
Gender		
Female	31	18%
Male	135	80%
Gender diverse	2	1%
Age (years)		
12 – 13	2	2%
14	28	17%
15	60	36%
16	44	26%
17	29	17%
18	5	3%
Ethnicity		
Māori	112	67%
NZ European or 'Other'	35	21%
Pacific	21	12%

Source: Oranga Tamariki, 2021.

Overall, more than six out of ten (63%) rangatahi completed SB under the pilot (Table 3). Completion rates varied slightly by gender, age group and ethnicity.

Young men (64%) were slightly more likely to complete supported bail than young women (61%). Older rangatahi were slightly more likely to be completers (68% for those aged 17 or 18 years, compared with 61% for those aged 14 to 16 years). Both of those aged 12 and 13 years completed the programme. Rangatahi of NZ European/Other (66%) ethnicity were slightly more likely to complete SB under the pilot than Māori (63%) or Pacific rangatahi (57%).

Table 3 Supported bail completion rates of rangatahi in the pilot, by gender, age and ethnicity (n=168)

	Number completed	Percentage completed
Gender		
Female	19	61%
Male	87	64%
Gender diverse	0	0%
Age (years)		
1–13	2	100%
14–16	81	61%
17–18	23	68%
Ethnicity		
Māori	71	63%
NZ European or 'Other'	23	66%
Pacific	12	57%
Total rangatahi	106	63%

Source: Oranga Tamariki, 2021.

Ninety-six rangatahi (or 57%) were on SB for six weeks or less, 53 (or 32%) were on SB for more than six weeks but less than 12 weeks, and 17 (or 10%) were on SB for 12 weeks or longer.¹² The longest was on SB for 30 weeks.

The average number of weeks that rangatahi were on SB under the pilot was 6.3 weeks (regardless of whether they completed the programme or not).

Sixty (or 36%) of the rangatahi did not complete the SB programme. The most common reason recorded was 'breached', followed by 'remanded in custody.' Other reasons recorded for a small number of rangatahi were for not sufficiently engaging, or refusing to engage, in the programme.

¹² The length of time two rangatahi were on supported bail was not known.

3.2 Bail breaches were common

Most (*'Everybody does.'*) of the rangatahi we interviewed admitted having breached their bail conditions while on SB. Some of the breaches became known to the SB provider and some did not. The rangatahi we interviewed who admitted a breach were able to remain on SB.¹³

One thought that the government restrictions imposed during the Covid-19 pandemic had made it easier to breach and more challenging not to breach.

*'Honestly, my breaches went up in COVID because I just got bored really ... I just thought f*** it. This is the perfect time to go [out] ... I found a bunch of guys that smoked about as much weed as me and hung out with them.'*

They thought that mostly their kaimahi had not found out about them breaching their conditions since they had not responded to their phone calls. When kaimahi did find out they had breached, one rangatahi said he had got *'a massive lecture'*.

The kaimahi reported breaches to Police Youth Aid and it was up to them how they were dealt with. From the accounts of the rangatahi, they mostly appeared to have continued on SB.

One thought a curfew and/or wearing an EM-bracelet had only served to make him more determined to breach his bail conditions or offend.

Some rangatahi admitted that outside of the time they were with their youth worker they had continued with their drug use.

3.3 Outcomes over the longer term

Some SB completers reported having made positive changes in their lives, some of which they attributed to having been on SB.

Some completers told us of no longer offending or reducing the seriousness of their offending. *'Well, I haven't reoffended.'* *'I have stopped doing high risk offending.'*

Since completing SB some rangatahi said they had stopped or reduced their drug consumption, and were healthier.

'I mean I have stayed off meth so yeah I guess [supported bail has helped.]'

'I mean I still smoke a bit of weed but nothing much any more really.'

Some recognised the need for self-control and the programme had given them some tools to help them.

For some, the positive changes they had made in their lives had come at a cost of having fewer friends.

Some rangatahi spoke of their SB pilot providers having linked them into other courses (e.g. military academy courses, driver licensing), apprenticeships, and into employment.

¹³ SB providers used their discretion as to whether or not a young person on SB who they knew to have breached their bail conditions could remain on SB.

One simply said:

'It was a good outcome for me [completing supported bail.] I reckon that if I didn't get the help that I needed I would have ended back in residence again.'

3.4 Little understanding of supported bail among rangatahi

For the most part the young people we spoke with had difficulty articulating what SB entailed. They described it in broad terms as something that was done to them rather than something in which they had had a choice. For example:

'I went to court. I had to get a bail supporter thing ... That was a judge decision and it was part of my bail decisions.'

3.5 Successful relationships with kaimahi

These rangatahi were unanimous in their praise of their SB kaimahi/youth workers who were a source of encouragement and tough love.

'They pressure you ... they give that push but not in a bad way. It is more like an encouraging push. Like they want you to do well and you can see that they want you to do well.'

These rangatahi had formed strong, trusting relationships with their kaimahi. One rangatahi explained how being able to talk with her kaimahi about problems at school had changed how she responded to and dealt with the problems without using violence. Another appreciated his kaimahi's direct and frequent communication.

A whānau member who accompanied a rangatahi at one of the interviews could not thank the kaimahi enough for the way he had supported his daughter. His only regret was that they didn't get to see the kaimahi so much now since his daughter had completed SB.

Matching rangatahi with kaimahi is important for some rangatahi

A couple of the rangatahi emphasised the importance of being matched with the 'right' youth worker.

One Māori young man argued for by Māori for Māori services.

'When you are talking to a Māori and you are Māori they actually understand you. But if you are Māori and you are talking to a white person they don't understand you. They haven't been through what you have been through.'

3.6 Rangatahi experience of a wide range of activities

Rangatahi spoke of having undertaken a wide range of mostly structured activities with their youth worker. They recalled library, fire station, and museum visits; gym; boxing; jujitsu; ping pong; netball; trampolining; listening to music and recording songs; going to movies; learning Te Reo and/or about their culture; art and craft; going to the beach or the river; farm work; fishing, and eating out with their youth worker/kaimahi.

These rangatahi thought that the sorts of activities they had done were largely ones they had suggested and were interested in. The activities had broken the boredom and kept them busy.

'I was really bored ... I was going like: "What am I going to do?" [Otherwise] I just go with the bros, go pop a car and get locked up again.'

Some of the activities had been undertaken one-on-one with their youth worker and some in groups facilitated by a staff member. In general, these rangatahi had preferred doing things one-on-one.

Some of the activities they had undertaken had opened them up to new experiences.

'When I jumped on [supported bail] I didn't know there was a museum.'

Most of these rangatahi had either been attending school or some sort of alternative education course in conjunction with being on SB. A minority had not and had spent the best part of each weekday with their youth worker. One described his day on SB like this:

*'I will get picked up. Like 9 o'clock I will be sitting outside my door. He comes and parks up. Then I jump in the car. Then you will have to call the bracelet people and let them know that he is there. So, we will s*** off from there to come straight here [to the provider's base]. Then we will eat breakfast or something, or they will take us out to eat breakfast and then we will come here. Then talk. Play some ping-pong. After that he will say where do you want to go? I will ask him a place to go, like any place. Then we will go there for the day.'*

Most activities had been on weekdays, though some also mentioned having done some activities on weekends.

Several mentioned they had not liked being unable to smoke cigarettes whilst they were with their youth worker.

3.7 Strong support at FGCs and hearings

Rangatahi spoke of their kaimahi as largely acting as their allies and advocates at their FGCs and Youth Court hearings.

They recalled youth workers who had been unafraid to speak the truth at court hearings even if it did not show the rangatahi in a good light. For example:

*'... This was the first time I ever went to court. I made up some mean as bullshit. "Yeah. I am doing well. I am doing this and that." Then I heard my youth worker talking to my lawyer and saying he has been breaching ... When I got into the room and I heard my lawyer put it up to the judge and it was like "Ah f***." But it was all good.'*

3.8 What had helped them?

Overall, rangatahi we spoke to thought their kaimahi had supported them well by being a listening ear, helping them set goals, encouraging them, and undertaking activities with them that they had enjoyed and that had relieved the boredom.

'They are supportive, just really pushing me to go towards a better direction for myself. With Oranga Tamariki they say: "Do this, you have got to do this and this and this." I would rather have the support.'

They expressed a preference for one-on-one time with their youth worker.

And to pick up on an earlier point, at least one of the rangatahi preferred a kaimahi of the same Māori ethnicity.

3.9 What had hindered them?

Rangatahi could not find much wrong with the way SB had been delivered under the pilot.

One criticism from one rangatahi was that the undertaking of group work whilst on SB had allowed young offenders to mix with the wrong company.

3.10 Recommend supported bail?

The majority of those rangatahi we spoke with described their experiences on SB under the pilot in glowing terms and would highly recommend it to other young people in similar circumstances.

'Supported bail is just amazing. If I was to rate them right now, 10 out of 10. 100 out of 100.'

One or two were slightly less enthusiastic but would recommend SB nonetheless.

One young person did not recommend SB on the basis that he wouldn't recommend offending in the first place.

One young person said you had to be willing to give SB a go. He had mostly hated it initially until he discovered the youth workers were wanting to assist him.

4 Provider perspectives

Chapter summary

The perspectives of the five pilot providers were captured through focus groups with staff overseeing and undertaking work with young people on the SB pilot.¹⁴ Numbers within each focus group varied from three to five participants.¹⁵

Key findings based on providers perspectives include the following:

- The information pilot providers receive on a young person at the referral stage varies from 'literally nothing' to 'everything'.
- A young person's schedule of structured activities (social, educational, cultural, sporting etc.) had some flexibility such that the youth worker could alter it on any particular day, depending on the young person's head space. Youth workers thought simply 'hanging out' with the young person could be valuable.
- Some youth workers felt under-valued by some professionals they worked alongside.
- The bulk of the youth workers' assistance still appears to be provided to young people on supported bail during usual business hours on weekdays, often fitted in around school or training course hours.
- How SB providers provide 'substantial whānau support' varies among providers.
- Most providers thought the standard six weeks on SB was not long enough to bring about change in young people. Rather, it might be a 'platform for change'.
- Providers usually transition young people who complete supported bail onto another of their programmes (for example, a youth development programme or a mentoring programme).
- Providers recalled some exceptional young people who had succeeded in getting their lives onto a better trajectory. While success may not always be dramatic, they were aware of many other young people who had completed supported bail having taken small steps towards better futures.
- Providers were very supportive of the additional FTE-based funding Oranga Tamariki had made available under the pilot.

4.1 Referring rangatahi for Supported Bail

SB pilot providers receive a referral from Oranga Tamariki of a young person who is likely to be eligible for supported bail.¹⁶ The referral contains 'snapshot' information about the young person. The provider then seeks the young person's consent to participate in supported bail. Their parents/caregivers are also involved in the decision.¹⁷ If the young person agrees, there is buy-in from their parents/caregivers, and the pilot provider has capacity, the provider will accept the young person onto SB.

Pilot providers told us that the information they receive on a young person at the referral stage varies from '*literally nothing*' to '*everything*'. One provider reported that social workers

¹⁴ No focus groups were conducted with supported bail providers who were not in the pilot (i.e performing 'standard' supported bail).

¹⁵ Appendix 4 contains the interview guide we used to help structure the discussion with each of the groups.

¹⁶ The eligibility criteria for supported bail under the pilot have been broadened to include young people where there are concerns around bail, or who deny one or more of their charges.

¹⁷ Some providers hold a referral hui.

may ‘skim over’ or ‘drip feed’ them information. Providers may or may not receive information about any sexual offending, for example.

One provider mentioned there had been some initial confusion regarding the widening of the eligibility criteria under the SB pilot and that this had resulted in the provider accepting some referrals for young people who were at very low risk of offending on bail. According to this provider, the fact that some social workers wrongly perceived SB as a ‘baby sitting service’ had its origins in their misunderstanding of the eligibility criteria.

4.2 Matching youth workers with rangatahi

Pilot providers told us they try to match one of their youth workers to a young person who has agreed to participate in the SB programme based on factors such as the youth worker’s experience, their gender, their culture, their recreational interests, and where they live relative to the young person (city providers only).

Most commonly, when staffing numbers allow, male youth workers are matched to work with young males while female youth workers work with young people of any gender.

Some providers could give a young person a choice of youth worker.

4.3 Developing Supported Bail plans

The pilot providers have 72 hours to develop the young person’s plan for their time on SB. The personalised plans are drafted around the young person’s interests and needs, with input from the young person and their whānau, the youth worker, the social worker, and the Police Youth Aid officer. Providers described the plan as ‘child-centred’ and ‘individualised.’

The three providers that use TOMM (The Outcomes Measurement Model) for case management mentioned using Dr Mason Durie’s Te Whare Tapa Whā model¹⁸ to inform the development of a young person’s plan.

One provider uses the PATH (Planning Alternative Tomorrows with Hope) tool administered by one of their trained and experienced staff members.¹⁹ The tool helps rangatahi dream of the future and ‘work backwards to an outcome of first (beginning) steps that are possible and positive’.²⁰ This provider uses another tool (Maherehere) concurrently with PATH to work out where the whānau of the rangatahi are at, and to get them ‘to look at above the line things around working with Oranga Tamariki’.

Providers are not always given access to all useful reports

Pilot providers told us that they are not generally given access to reports for referred young people such as those that may have been generated through a gateway assessment, use of the remand options investigation tool (ROIT), a Tuituia assessment, a section 333 psychological assessment or psychiatric examination report.

They cited instances where access to information in such reports would have been very useful in putting a young person’s SB plan together. For example:

¹⁸ Dr Mason Durie’s *Te Whare Tapa Whā* model covers the four cornerstones of Māori health: Taha tinana (physical health), Taha wairua (spiritual health), Taha whānau (family health) and Taha hinengaro (mental health).

¹⁹ Pipi, Kataraina. (2010) *The PATH Planning Tool and its Potential for Whānau Research*. MAI Review, 3. whanauoraresearch.co.nz/wp-content/uploads/formidable/PATH-Planning-for-Whanau.pdf

²⁰ From www.pathplanning.nz

'We had one just recently on supported bail and this whole time we have been trying to get him into education. But then we only just found out a week ago that in the 333 [psychological assessment/psychiatric examination report] the recommendation is no education. So, it is like recommendations like that definitely help us, but ... we don't know that information.'

4.4 Engaging with rangatahi

In some instances, the youth worker (or kaimahi) may be introduced to the young person at an FGC or at court. In other instances, their first visit to the young person at their home amounts to a cold call, making engagement with the young person more challenging.

Two of the providers talked of the importance of *whakawhānaungatanga* (the process of establishing relationships) and the need to take the time to get the relationship on the right footing.

Youth workers needed to get alongside the young people whilst also ensuring they kept within set boundaries. One described his/her role like this:

'We are like the middle person ... Often they will think of police and social workers as not their best mates. We are not here to try and be the good guys ... I don't want them to get away with stuff and not learn proper lessons, but I also want to make sure they feel comfortable and feel good ...'

One youth worker described the first week of SB with the young person as the most important for rapport building.

Providers apply various approaches to incorporate cultural elements

One of the service elements that is intended to distinguish SB under the pilot from usual practice is supporting rangatahi and their whānau to connect with their culture if they wish.

For one provider this was a 'no brainer'. This provider explained that they always take a whānau approach to their work with rangatahi on SB.

Another provider, most of whose referrals for SB were of Pākehā young people, reported working in a whanau-orientated way with young people regardless of their ethnicity. This provider said staff would help rangatahi explore their culture if this is what they wanted.

Another provider, whose referrals were of young people of a range of ethnicities, said they tried to acknowledge and celebrate cultural differences.

4.5 Implementing Supported Bail plans

Pilot providers told us their main aims were to stabilise the young people on SB and get them into a routine.

Young people's plans could include a wide range of activities: library and museum visits; gym; martial arts; listening to and playing music; learning Te Reo and/or about their culture, craft work; woodwork; motor mechanics; gardening; fishing; opening a bank account; car trips; CV preparation; preparation for gaining a driver licence; education training courses; school; and work experience. In relation to work experience it was sometimes a matter of 'learning what the young person is interested in and doing a taster session'.

One provider stressed the importance of selecting activities that the young people could continue once SB ended. The activities needed to be affordable. A gym membership, for example, might be beyond their reach.

The youth workers mostly transported the young people to and from activities, and to appointments such as to their doctor or counselling sessions.

A couple of the providers mentioned how they had reached out to local businesses for help with particular young people on SB, and how well some businesses had responded.

'We always put it out there: "Hey we are working with a troubled young man. Are you willing to help?" ... [X fast food outlet] has been quite good. All the movie theatres have been great. The community has been helping out.'

Feedback from providers was that activities undertaken one-on-one with the young people tended to be the activities that the young people responded to the best.

Also, that not all activities needed to be structured as such. Some youth workers thought simply *'hanging out'* together could be as fruitful. And, doing small repair jobs or chores together, for example, could also provide an opportunity for good conversation.

Their SB plans were not necessarily strictly adhered to. While providers described plans that consisted of daily schedules of structured activities, they were flexible and might alter the schedule on any one day depending on the young person's head space.

Some youth workers understood their role to be focused solely on supporting a young person with SB activities whereas some others took a wider view, supporting a young person with tasks in their FGC plan (for example, writing apology letters and undertaking community work as well as activities in their SB plan).

Some providers mentioned holding a graduation ceremony or taking a young person out for a meal to celebrate the fact that they had successfully completed the SB programme. One stressed the importance of such an event since it might be the first time the young person has had 'a good positive experience'.

4.6 Supporting rangatahi at FGCs and in court hearings

Under the pilot, providers of SB are expected to provide intensive support at court hearings for rangatahi and their whānau.

An observation is that the timing of a young person's participation on the SB programme did not necessarily fit neatly around their FGC or Youth Court appearance dates as per the programme specifications.

Young people who had been on SB that we spoke with told us that they were well supported by the youth workers at their FGCs and court hearings. Not only were their youth workers (and whānau support workers at some providers) present at FGCs and court hearings with rangatahi, they would advocate for them there if invited to do so.

One provider mentioned that their SB plans were well received by judges who could sense the ownership of them taken by rangatahi and their whānau.

4.7 Hours on supported bail

Under the pilot, providers of SB are expected to provide flexible support for rangatahi, including support when a young person is most at risk of breaching their bail conditions or offending and intensive support at court hearings for rangatahi and their whānau.

Based on what pilot providers told us, the bulk of the youth workers' assistance still appears to be provided to young people on SB during usual business hours on weekdays, often fitted in around school or training course hours (for example, from 9am to 3pm).

Three out of the five providers did not necessarily favour supporting rangatahi with weekend activities since *'we ... like to give our rangatahi their space as well'*. However, at least a couple of the providers did.

Most young people on SB were also on curfews and/or electronic bail monitoring which is likely the reason why there was little structured activities planned with young people in the evenings (when they are most likely to breach their bail conditions). Regardless, the providers were only a phone call away.

One provider thought that the number of hours for which a young person was supported on SB needed to be tailored to their need. Not all young people needed support 25 to 30 hours a week, and some needed considerably less. This provider thought that SB needed to be delivered in a way that was flexible hours-wise depending on need. This view fits neatly with another service element of the pilot which is *'to provide flexible support for rangatahi, including a range of light, moderate and intensive interventions.'*

4.8 Duration of Supported Bail plans

Under the pilot, pilot providers are funded on an FTE (full time equivalent) basis rather than contact hours with a young person. This gives these providers more flexibility to work with young people on SB for longer than the standard six weeks.

Most of the pilot providers mentioned offering young people SB for at least six weeks. And most providers had accepted at least one young person back onto SB multiple times.

Most providers thought the standard six weeks was not long enough to bring about change in the young people. Rather, it might be a *'platform for change'*.

One provider argued that the programme's duration needed some limits, given the programme's intensity and artificial nature.

4.9 Assessing how rangatahi are doing

Three of the pilot providers are using TOMM for tracking progress with rangatahi whilst they are on SB. While these providers thought TOMM was, or had the potential to be, useful for this purpose, at least one thought the tool they had previously used *'was a bit simpler and seemed to be more practical'*.

These providers told us that some of the reports Oranga Tamariki wanted from them for monitoring SB contracts are not easy for them to produce out of TOMM.

At least one provider expressed concern that the data that was captured on TOMM or elsewhere and reported to Oranga Tamariki was an under-estimate of actual time spent.

4.10 Transitioning onto other services

Under the pilot, providers are funded to provide additional support for rangatahi to transition to other services in the two weeks following their FGC.

Providers told us it was important for them to plan early for what would happen for the young people after the programme's completion. The SB programme provided intense support and the young people on it could have attachment issues.

'Some of them kind of get a bit upset when it comes to an end which you can understand because there is so much wraparound support, so we don't just cut it. We stay in contact and we try to offer stuff. Obviously not full days but just sort of touch base.'

Providers told us it is common practice for them to transition young people who complete SB onto another of their programmes (for example, a youth development programme or a mentoring programme).

These other programmes, though, offered the young people much fewer hours of support. It could be that a young person would go from 30 plus support hours a week on SB down to four support hours a week on a mentoring programme, which may not be sufficient. Providers preferred being able to offer SB completers a place on a youth development programme (YDP) since it offered them 16 support hours a week. According to comments from pilot providers, YDP support could mean the difference to a SB completer continuing to be in school or not.

4.11 Contribution of whānau support workers

Under the pilot, the providers are expected to provide 'substantial whānau support' which may be provided 'by dedicated whānau support workers or other appropriately qualified SDP personnel.' How that support was given varied from provider to provider. The kaimahi at one provider performed a dual support role for the rangatahi and for the whānau.

The case studies with a whānau support worker illustrate their value. Such workers understand these families (for example, why they might have spoilt their children), and are able to work alongside them to help them set and maintain boundaries with their son or daughter.

The whānau support workers told us they needed to be a good 'sounding board' and conveyor of information between the young person and their parents.

Given SB's relatively short timeframe, providers who operated with a whānau support worker thought it important that they worked with the family right from when their daughter or son was accepted onto the SB programme.

4.12 Relationships with government agencies

Feedback from providers was that they generally had good trusting relationships with Oranga Tamariki social workers, Police Youth Aid officers and Youth Court judges. Trust meant that if 'Let's say something goes wonky, we have an understanding that is not normally how things go.'

One provider spoke of the increasing numbers of young people being referred to them for SB as trust had deepened between the provider and local social workers and Youth Aid.

A couple of the providers thought it was easier to develop and maintain these sorts of relationships in smaller places where there were fewer personnel and less turnover.

Some providers observed that some professionals were better at communicating than others.

A frustration some youth workers expressed was of social workers giving late notice of wanting information just prior to court.

‘One of the other frustrations is not getting any replies to emails and then two days before a court report it is like: “I need this stuff now.”’

Some youth workers felt under-valued by some professionals they worked alongside.

‘You do get a bit of like: “Oh you are just a youth worker. You are not a qualified social worker, you are not a lawyer, you are not a judge, you are not a police officer.” But you have super valuable information that could help them do their job. They need to be humble enough to listen.’

Youth workers could assist by providing vital contextual information to judges that they would otherwise not know, such as that the brother of a rangatahi appearing before the judge had died of suicide a month ago.

They were sensitive to criticism from some social workers that the time they spent with the young people was simply *‘babysitting’* or *‘fun’*. Having a coffee together, for example, could be an opportunity for a meaningful conversation with the young person.

4.13 Success with rangatahi?

Data held by Oranga Tamariki suggests that about six in every ten young people complete supported bail (see Chapter 3).²¹ Young people are supported quite intensively not to breach their bail conditions or offend whilst on supported bail, but how do they fare in the longer term?

Providers recalled some exceptional individuals who had succeeded in getting their lives onto a better trajectory. For example, a provider told of a rangatahi who had flourished once he was back in school, succeeding in both chess and cricket.

The cases studies (see Chapter 2) also illustrate some of the successes, and the impacts of a positive change in a young person extending to positive change for the wider family/whānau.

According to providers while success may not always be dramatic, they were aware of many other young people who had completed supported bail having taken small steps towards better futures.

While some SB completers may not have stopped offending, they may have reduced the seriousness of their offending.

For those young people who started SB two or more times, one provider thought success was more likely where the same youth worker and whānau support worker (where applicable) provided the young person with support.

²¹ The SB providers used their discretion as to whether or not a young person could remain on SB following a bail breach that became known to them.

4.14 Funding under the pilot

Providers were very supportive of the additional FTE-based funding Oranga Tamariki had made available under the SB pilot.

If further funding was available providers suggested:

- developing a programme for rangatahi aged 11 and 12 years since *'there is a massive gap. There are no supports in [intermediate] schools to really support those kids.'*
- developing an early intervention programme for first-time offenders
- developing a 'living off the land' programme for young people
- funding young people's participation in confidence courses (ropes, etc), fishing charters, and the continuation of funding of young people's sports fees once they have completed SB.

5 Oranga Tamariki key stakeholders' perspectives

Chapter summary

The perspectives of some Oranga Tamariki key stakeholders were captured through interviews with four YJ site managers, two Pfo advisors and a programme manager for the SB pilot.

Key points based on perspectives of Oranga Tamariki key stakeholders include the following.

- All Oranga Tamariki key stakeholders considered that the SB programme was fulfilling its aim of enabling more rangatahi – who might otherwise be in custody – to remain supported in the community. Participants identified many aspects of the pilot that were working well, including positive attributes of pilot providers and/or their kaimahi, the funding arrangement, provision of whānau support workers and them supporting rangatahi and their whānau during FGCs and court hearings.
- Key stakeholders made some suggestions for practice improvements. These included acknowledging and ensuring the place a kaimahi has in FGCs and court appearances, ongoing review of a young person's need for support while on the SB programme, broadening the eligibility criteria for supported bail and expansion of SB providers.
- There were unintended positive consequences of the SB pilot. The contact kaimahi might have with the whānau of a young person on SB allowed the kaimahi to also provide some support for other younger siblings who might be following the same trajectory as their brother or sister on the programme.

5.1 What is working well?

Oranga Tamariki key stakeholders identified many aspects of the pilot that were working well.

All thought that SB pilot was fulfilling its aim of enabling more rangatahi – who might otherwise be in custody – to remain supported in the community.

A typical comment from a key stakeholder was *'I can only say good things about it'*.

Positive aspects they identified included:

- SB providers in the pilot were well established and had a good reputation in their communities and with youth justice professionals, including judges. One provider was said to have 'reshaped and repurposed' itself to fit current needs. One provider had the blessing of the iwi and could tap into related services offered by other providers in the rohe.
- The additional funding released under the pilot on a full time equivalent (FTE) basis had enabled SB staff to be paid appropriately 'possibly for the first time'.²²
- Providers took great care with the matching of kaimahi to individual young people on SB. Some providers were able to package up the support they offered rangatahi by drawing on the strengths and expertise of more than one kaimahi.

²² Supported bail providers not in the pilot are funded based on the number of weeks individual rangatahi are on supported bail, whereas supported bail providers in the pilot are funded based on an FTE model.

- Kaimahi were reported to have taken a holistic approach to assessing young people's needs and of tailoring support to meet their needs. They were creative in the SB plans they drew up. According to one key stakeholder, their individualised plans were quite the opposite of taking a 'paint by numbers' approach.
- Kaimahi were said to be positive role models who were able to successfully engage with the rangatahi. They helped keep young people busy and brought a rhythm to their lives and supported them to stay away from negative influences. One key stakeholder thought kaimahi could offer 'more personalised and neutral' support than social workers with their legal obligations. Another thought that kaimahi were now getting better recognition for the work they did: Oranga Tamariki was releasing more of its power to act in partnership with them.
- Kaimahi were available for rangatahi and their whānau in the evenings and at weekends when they were likely to need their support the most. One key stakeholder recalled their local provider was available '24/7'.
- Those providers who offered a whānau support worker to work alongside the whānau of the rangatahi on SB were thought to be operating very well, with the additional worker adding real value.
- Some SB pilot providers, including the kaupapa Māori provider, were reported to have supported rangatahi and whānau to connect with their culture.
- Key stakeholders told of kaimahi accompanying rangatahi and their whānau to FGCs and Youth Court hearings and acting as their advocates. They had repeated and/or reworded decisions to whānau when they had not been clear what had been decided there.
- Providers were reported to have varied the intensity of support given to individual young people on SB in the pilot to fit around other activities (such as course preparation).
- Key stakeholders reported knowing some young people who had successfully transitioned onto other programmes (such as mentoring) when they had completed SB and of some who had had positive outcomes in the longer term, including having stopped offending, obtained permanent jobs, and entered apprenticeships.

Participants identified a positive unintended consequence of the contact kaimahi might have with the whānau of a young person on SB. It allowed the kaimahi to also provide some support for other younger siblings who might be following the same trajectory as their brother or sister on SB.

5.2 What is not working so well?

Oranga Tamariki key stakeholders were quite hard pressed to come up with aspects of the pilot that were not working so well.

While most agreed in principle with a whānau support worker being offered to the whānau (in addition to that of a kaimahi for the rangatahi), they thought it was important that the whānau support worker's role was well explained to the whānau. These whānau often had many social services staff dropping into their lives and it could be confusing for them to know who was *'directing the ship'*.

Aspects related to practice improvements that were mentioned by one or two key stakeholders included:

- More could be done to ensure the role of kaimahi was better acknowledged at FGCs and court appearances. Kaimahi could hold pertinent information about a young person that could be useful to be shared at these fora.
- More care needs to be taken with transitioning the young person onto other programmes or removing supports. The intensity of SB could be such that rangatahi and/or their whānau could form a dependence on their kaimahi.
- SB pilot providers needed to become savvy about reviewing a young person's need for support whilst on SB since a young person may not need the same support for the whole time and might benefit from a reduction in support once they were past the crisis point.
- While providers were thought to be generally meeting the challenge of connecting Māori rangatahi with their culture, some key stakeholders thought there was room to further strengthen those connections.

Two key stakeholders suggested the eligibility criteria for supported bail be further broadened to include some rangatahi at lower risk.

And a couple of key stakeholders supported an expansion of the number of supported bail providers, including consideration of iwi providers.

One key stakeholder observed that there are always ways to improve if there was more funding or staffing. It was clear to this key stakeholder that their local supported bail provider was putting more hours into supporting young people on supported bail than was provided for in their contract.

And finally, one key stakeholder observed that it could be difficult in rural areas to recruit kaimahi with sufficient experience of working with young people, especially when supported bail providers may only be funded on a year-by-year basis. Longer-term contracts would provide greater continuity and stability for supported bail providers.

6 Concluding remarks

The supported bail pilot initiative has enabled some rangatahi to remain out of custodial remand during their bail period. One hundred and six (or 63%) rangatahi on supported bail with one of the five pilot providers in 2019 or 2020 completed it.²³

Two thirds of the rangatahi on supported bail with one of the five pilot providers in 2019 or 2020 identified as Māori. Of these 112 Māori rangatahi, 71 (63%) completed it. Thus, the completion rate for Māori rangatahi was on a par with that for rangatahi of all ethnicities.

Cases like ‘Sam’s’ provide powerful illustrations of how the supported bail pilot has helped some young people and their whānau. While some rangatahi had not succeeded on their first attempt at supported bail, they may have on another attempt. ‘Ana’ completed supported bail on her third attempt.

Positive feedback from rangatahi and their whānau who participated in the case studies and other interviews with them, demonstrates that the supported bail pilot not only served to enable a good number of rangatahi to remain out of custodial remand during their bail period it also served to improve rangatahi wellbeing and that of their whānau.

Most of the young people we spoke with who had completed supported bail had successfully transitioned onto another programme (such as a 12-week mentoring programme) delivered by the same provider. They spoke of attitudinal and behavioural changes they had made or were making towards improving their lives (for example, not offending, reducing the seriousness of their offending, cutting back on alcohol and drugs, changing their friends).

Our analysis suggests that the kaimahi were instrumental in bringing about change in the rangatahi on supported bail. They had been able to engage with the young people, acted as strong role models, and been a listening ear. They also provided the rangatahi with new experiences outside their normal lives (for example, visits to museums and regional parks).

The presence of whānau support workers working alongside kaimahi is helping parents/caregivers to support their rangatahi even after they have completed supported bail. It would be a positive addition to the programme if each provider was funded for a whānau support worker.

Most rangatahi would recommend supported bail (as implemented in the pilot) to other young people in similar circumstances, as would caregivers we spoke with. Rangatahi attributed some of their achievements to the support of their kaimahi. Rangatahi also told of how kaimahi had supported them and their whānau at their FGCs and Youth Court appearances.

On the whole, rangatahi preferred one-on-one time with their kaimahi over group work. Sometimes, though, going on group outings was seen by the rangatahi as positive, especially if it involved sports.

Additional service elements of supported bail that were expected to be delivered under the pilot included:

- intensive support at court hearings for rangatahi and their whānau
- flexible support for rangatahi (including a range of light, moderate and intensive interventions and support when a young person is most at risk of breaching their bail conditions or offending)

²³ Unfortunately, we do not have any comparison figures for those on ‘standard’ supported bail.

- support for rangatahi and their whānau to connect with their culture (if they wish)
- additional support for rangatahi to transition to other services in the two weeks following their FGC
- the provision of substantial whānau support.

We assess the pilot to have been well implemented on all these additional service elements. Information collected through our evaluation methods confirms that these aspects have been delivered to various degrees by the five pilot providers, largely through their skilled and experienced kaimahi and whānau support workers.

In terms of flexibility of support for rangatahi, most activities for rangatahi were being delivered by pilot providers during business hours on weekdays. Only a minority of youth recalled undertaking any weekend activities, for example. However, this is not to say that support was not available if wanted or needed in the evenings or weekends. It was more that the rangatahi and whānau reported very little access to this. Stronger messaging may need to be given to rangatahi on supported bail and their whānau about their provider being available outside normal business hours. Alternatively, provision could be made to fund some out-of-hours support.

The practice improvements to supported bail suggested by key stakeholders could be encouraged including:

- More could be done to ensure the place of kaimahi is better acknowledged at FGCs and court appearances.
- More care needs to be taken with transitioning the young person onto other programmes or removing supports since the young person may have formed a dependence on their kaimahi.
- While providers were thought to be generally meeting the challenge of connecting rangatahi Māori with their culture, some key stakeholders mentioned there was room to further strengthen those connections.

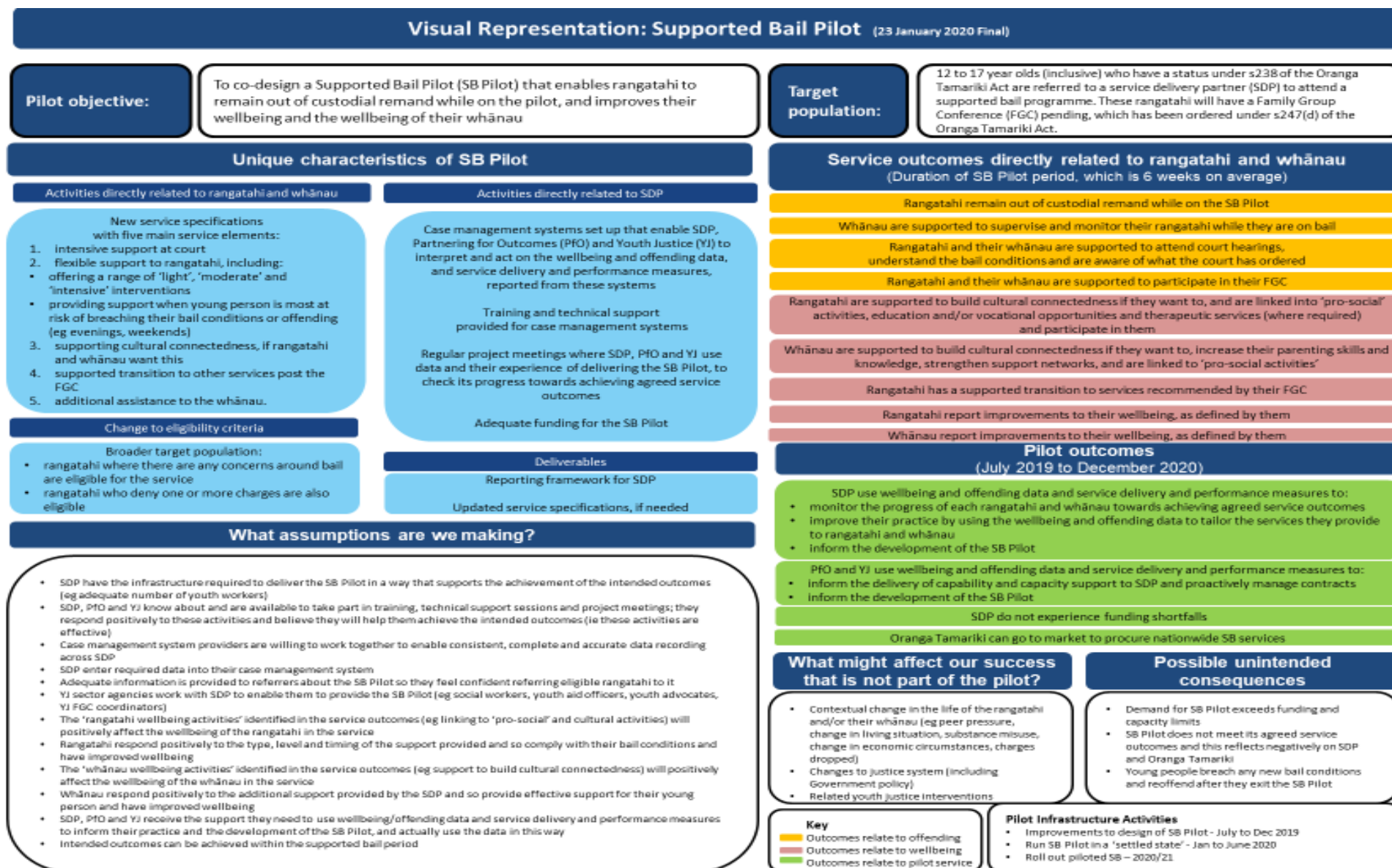
We also suggest the use of longer-term contracts that would provide greater continuity and stability for supported bail providers. Such contracts would not only allow these providers to offer kaimahi permanent positions, they would also help with their recruitment.

If additional funding could be found, we suggest expanding of the number of supported bail providers, including consideration of iwi providers given the over-representation of Māori in the youth justice system.

Finally, given the pilot's success, we suggest further consideration be given to further broadening of the eligibility criteria for supported bail to include rangatahi at lower risk and support them early on in their pathways to desistance.

Appendix 1 Visual representation

(Developed by the Evidence Centre at Oranga Tamariki)

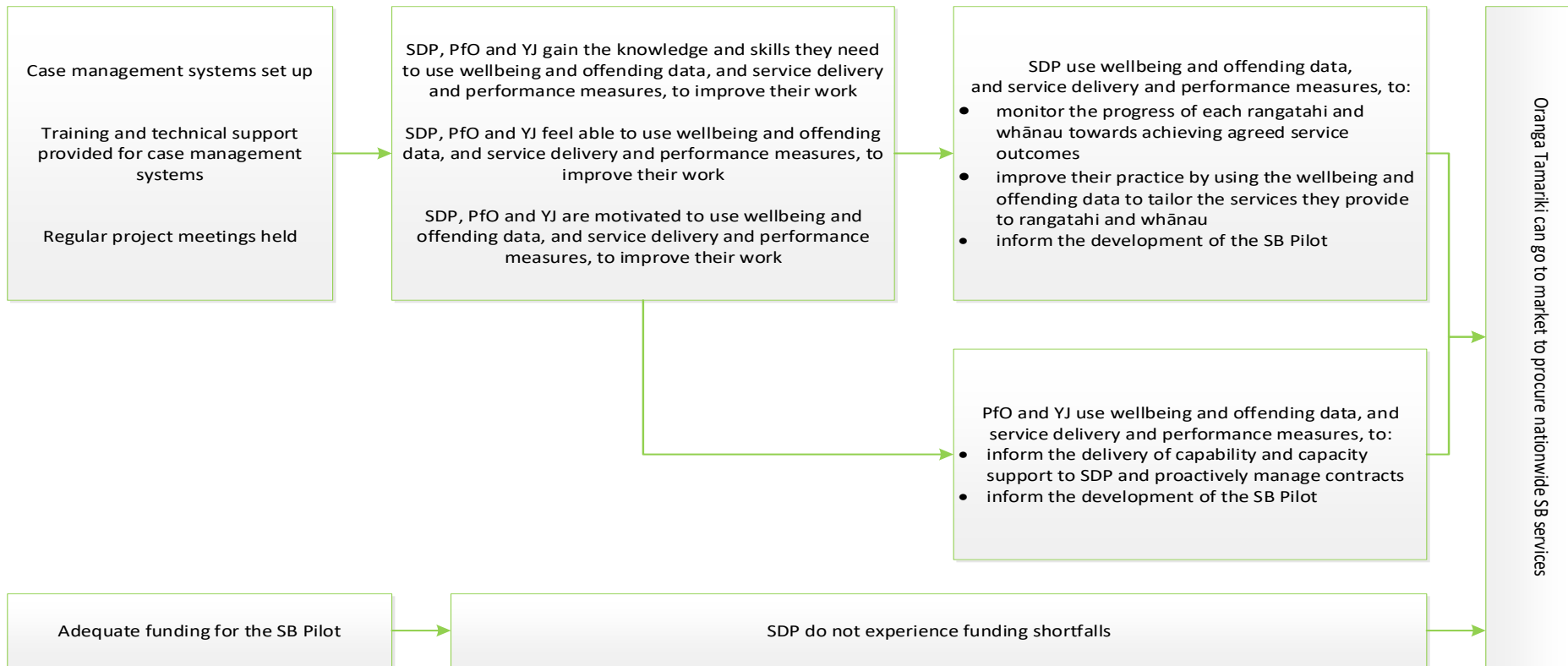


Appendix 2 Logic model

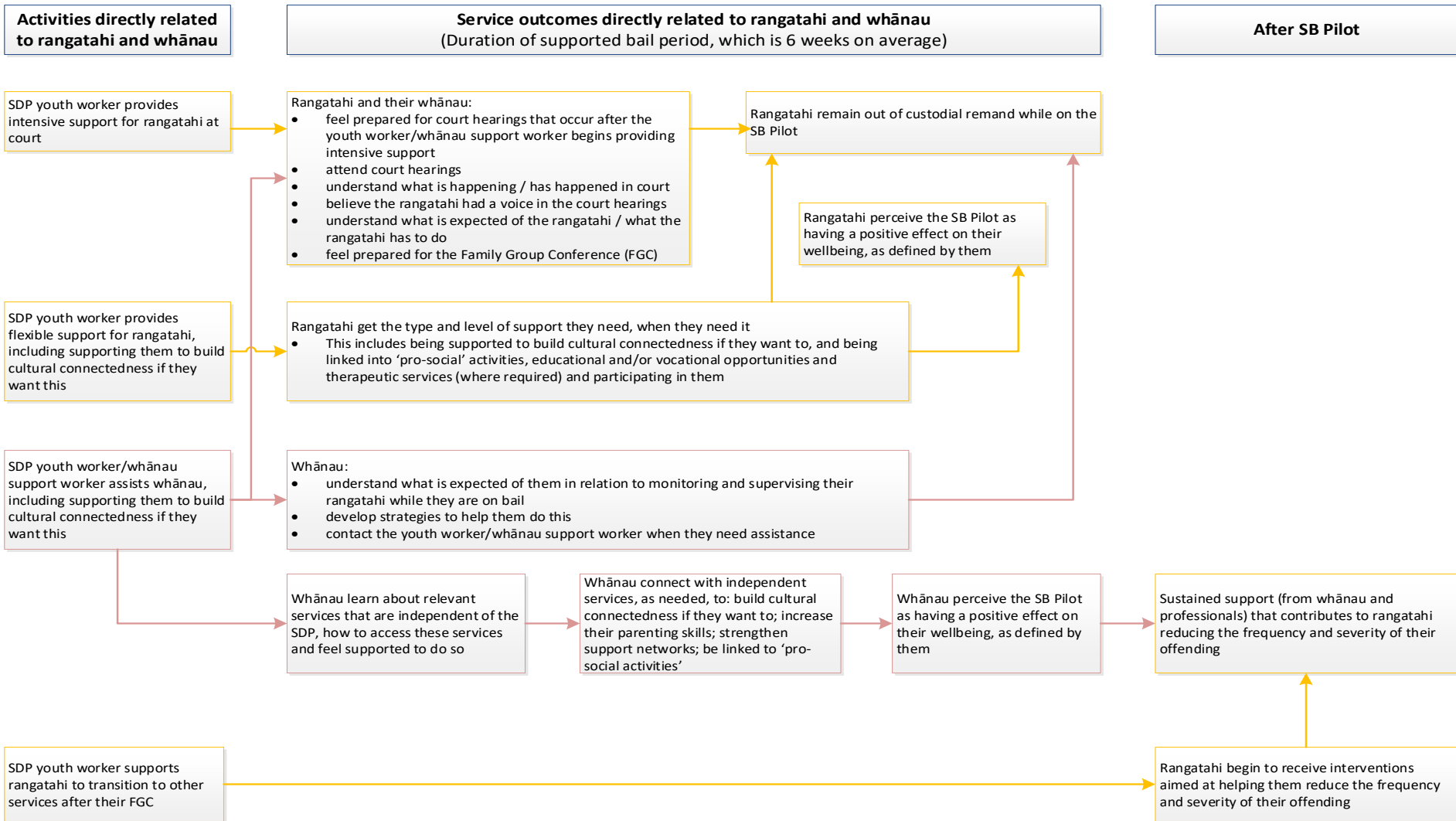
Logic model for the Supported Bail pilot (as developed by the Evidence Centre at Oranga Tamariki)

Logic Model: Supported Bail (SB) Pilot

Activities directly related to SB Pilot **Pilot outcomes**
(July 2019 to December 2020)



Logic Model: Supported Bail (SB) Pilot



Appendix 3 Evaluation methodology

Overview of the evaluation design

All five supported bail pilot providers agreed to participate in the evaluation: Reconnect Family Services, Auckland; Te Ikaroa Rangatahi Social Services, Hawkes Bay; Highbury Whānau Centre, Palmerston North; Youth & Cultural Development, Christchurch; and Te Hou Ora Whānau Services, Dunedin.

The intended evaluation design comprised:

- five focus groups with rangatahi who have experienced the Supported Bail pilot (one focus group/provider)
- five focus groups with SDP staff in the Supported Bail pilot (one focus group/provider)
- 10 case studies centred around individual rangatahi, each with interviews with the rangatahi, their whānau, youth worker, whānau support worker (where applicable) and social worker (two cases/provider)
- 10-15 interviews with key Oranga Tamariki staff – Partnering for Outcomes (PfO) advisors, Youth Justice (YJ) Services staff and other Wellington-based staff
- analysis of structured data from SDPs about completion or early exit from supported bail
- an analysis of key documents.

On 4 August 2020, the Oranga Tamariki Evidence Centre granted ethics approval for Artemis Research to proceed with the data collection based on the intended design.

The providers gave a good deal of assistance to the evaluators for the main fieldwork. As much as possible, the data collection matched the intended design. However, at three providers – Te Ikaroa Rangatahi Social Service, Highbury Whānau Centre and Te Hou Ora Otepoti – it was not possible to conduct a focus group with rangatahi due to the small numbers of potential participants living locally who had started on the supported bail programme. And at two sites only one case study was possible, and at a third none was possible in the timeframe for the fieldwork.

Data collection with rangatahi

Eighteen rangatahi who had started supported bail with one of the pilot providers were interviewed for the purposes of the evaluation in a focus group or one-on-one setting.

All rangatahi gave their informed signed consent, and were given koha for their time and the sharing of their experiences and views.

The tools we used to collect the data are included in Appendix 4.

Table A3.1 Data collection with rangatahi

Supported Bail Pilot Provider	Data collection
Reconnect Family Services	One focus group with four rangatahi Two interviews with rangatahi for two case studies

Te Ikaroa Rangatahi Social Services	Two interviews with rangatahi
Highbury Whānau Centre	One interview with rangatahi for a case study Two interviews with rangatahi
Youth & Cultural Development	One focus group with four rangatahi One interview with rangatahi for a case study
Te Hou Ora Whānau Services	Two interviews with rangatahi for two case studies

Six case studies were undertaken centred around six rangatahi.

Data collection with whānau members

All whānau members gave their informed signed consent, and were given koha for their time and the sharing of their experiences and views.

The tools we used to collect the data are included in Appendix 4.

At least one whānau member contributed to each case study. In total, 10 whānau members contributed to the six case studies (five fathers, two mothers, a grandmother, an aunt, and a sister).

In addition, one whānau member (a father) was interviewed with his child.

Data collection with others for the case studies

Six kaimahi and two whānau support workers (one family liaison, one Whānau Ora worker) also contributed to the case studies, as did six Oranga Tamariki social workers.

All first gave their informed consent to be interviewed.

The tools we used to collect the data are included in Appendix 4.

Data collection with supported bail providers

The data collection methods we used with the pilot providers and numbers we interviewed are set out in Table A3.2.

All first gave their informed consent to be interviewed.

The tools we used to collect the data are included in Appendix 4.

Table A3.2 Data collection with providers

Supported Bail Pilot Provider	Data collection methods and numbers
Reconnect Family Services	One focus group with five kaimahi

	<p>One interview with family liaison kaimahi</p> <p>Two interviews with kaimahi for two case studies</p> <p>One interview with family liaison kaimahi for one case study</p>
Te Ikaroa Rangatahi Social Services	<p>One focus group with three kaimahi</p>
Highbury Whānau Centre	<p>One focus group with four kaimahi</p> <p>One interview with kaimahi for one case study</p>
Youth & Cultural Development	<p>One focus group with three kaimahi and one whānau ora worker</p> <p>One interview with kaimahi for one case study</p> <p>One interview with whānau ora worker for one case study</p>
Te Hou Ora Whānau Services	<p>One focus group with manager and two kaimahi</p> <p>One interview with one kaimahi</p> <p>Two interviews with kaimahi for two case studies</p>

Data collection with other key stakeholders from Oranga Tamariki

Seven interviews (by Zoom or by phone) were undertaken with Oranga Tamariki staff: four youth justice site managers, two Partnering for Outcomes advisors and the programme manager.

All interview participants first gave their informed consent to be interviewed.

The tools we used to collect the data are included in Appendix 4.

Limitations

The main limitation of the methodology is that information was collected from providers in the SB pilot only and not from 'standard' supported bail providers.

Structured quantitative data on the SB pilot was not sufficient to be able to do further outcomes analysis.

Most other key stakeholders from Oranga Tamariki had little direct contact with their local SB provider so their feedback was mostly second-hand.

Analysis

Audio recordings from the focus groups and interviews were transcribed for analysis.

Qualitative material (from the case study interviews, focus groups, other interviews) were coded for key themes and used to answer the key evaluation questions. The identification of

themes was undertaken in an iterative way and through a combination of an individual evaluator's analysis and collectively as a team.

We have included some quotes in the evaluation report where they represent a commonly held view or a unique perspective.

Quantitative administrative data (sourced from Oranga Tamariki) about completion or early exit from supported bail is presented in tabular form in section 3.1.

Appendix 4 Evaluation tool

Evaluation of the Oranga Tamariki Supported Bail Pilot

Information sheet for focus groups with rangatahi



Oranga Tamariki has asked Artemis Research to find out about the Supported Bail pilot.

The idea behind Supported Bail is that it keeps young people like you in the community while you are on bail until your family group conference and the Youth Court has agreed with your plan.

Oranga Tamariki wants to find out how well Supported Bail worked for you and what it helped you and your family/whānau with.

Invitation Oranga Tamariki has identified you as a young person/rangatahi who was on Supported Bail earlier this year. We would like to invite you to tell us about how it went for you in a group with some other young people like you. We will provide some non-alcoholic drinks and light snacks before the discussions.

What's involved? You would need to come and share your views for no more than two hours at a group discussion (on a certain time and day). We may ask you if you would like to be involved further in a case study interview at another time.

Do I have to do this? No, it is voluntary. You do not need to come unless you want to. Also, you only have to answer the questions you want to and you can leave at any time. You are free to take back anything you say, without giving any reasons, within two weeks of talking with us.

Is it confidential? We will ask everyone in the room to keep the discussion to themselves and not share it outside the room. We cannot make others do this, though. We - the evaluators - will keep what you say confidential. The only exception to this is if you tell us something that makes us think that you or another person's safety is at risk. If this happened, we may need to break confidentiality. We would first discuss this with you in private.

We may want to use something you say in our report. If we do, we won't use it in a way that identifies you.

What will be done with the information you provide? We will keep the information (including any audio recording of your interview) for three years. Your information will be used in our report. Once we have completed it, we can send you a summary of the findings.

Questions?

If you have any questions about the evaluation, please contact Judy Paulin on 027 433 6484 / judy@artemis-research.co.nz

Evaluation of the Oranga Tamariki Supported Bail Pilot

Consent form for focus groups with rangatahi



It is up to you whether you take part or not. It is your choice.

What you tell the interviewer will be kept confidential. You can refuse to answer any specific question or stop the interview at any time without giving a reason.

With your OK, the interview will be audio recorded.

- I have had the chance to ask any questions about the work and I am happy with the answers I have been given.
- I understand that what I say during this interview will be kept confidential by Artemis Research.
- I understand that what I say may be included in a report, but this will not include my name or anything that can identify me.
- I understand that any audio recording of the interview will be destroyed within three years.
- I understand that the interviewer will provide me with a summary of the findings at the end of the project (estimated to be March 2021), if I wish.

I _____ (name) consent to take part in this
Evaluation of the Oranga Tamariki Supported Bail Pilot.

Signature _____

Email _____

Mobile _____

Date _____

Please tick if you wish to receive a summary of the findings at the end of this evaluation.

Guide for focus groups with rangatahi

1. *Shortly after you went on the Supported Bail programme, a [SB provider/youth worker] and a social worker put a plan together with you to help you keep to your bail conditions. Do you recall what the [SB provider/youth worker] said about what you'd be doing on the Supported Bail programme, and who you would be doing that with? What did they tell you?*
2. How much time did you spend most days with your youth worker while you were on the programme? How much time did you spend together most weekdays? How much time did you spend together most Saturdays and Sundays? About how much of the time you spent together was during the day, and how much was at night?
3. Did you spend most of your time with the youth worker together in person? About how much time did you spend by AVL (facetime, skype, zoom etc)? By phone? Other - by email, text, WhatsApp, Facebook etc?
4. What sorts of activities did you do with your youth worker? - e.g. play sports/gym, get involved in church-based or marae-based activities, talk about possible jobs or training opportunities, connect with some other clubs/services, spend time with your family/whānau, hang out together listening to music etc.
5. How well did you get on with your youth worker? Do you think s/he listened to you? Supported you? Was s/he a person you looked up to?
6. Did the youth worker prepare you and support you for your family group conference? Did the youth worker support you at Youth Court hearings? What did they do that made you feel supported at your FGC and the hearings? What did they do that made your whānau feel supported at your FGC and the hearings?
7. Did the youth worker support you at Youth Court hearings? What did they do that made you feel supported at the hearings? What did they do that made your whānau feel supported at the hearings?
8. While you were on the Supported Bail programme, were there any differences in the way your family/whānau supported and supervised you to comply with your bail conditions? E.g. Did they supervise you more closely?
9. Were you able to keep to your bail conditions while you were on the Supported Bail programme? How did the programme help you or get in the way?
10. What sorts of services (education, social, health) are you linked in with now, that you were introduced to through the Supported Bail programme?
11. Looking back, do you think the Supported Bail programme helped you in any ways? How? E.g. Did it give you some ideas about ... how to plan and structure your day? How to keep your body in good shape? How to make healthy food choices? How to feel better about yourself? How to get on better with your family/whānau? How to stop or reduce your alcohol intake or your drug taking? How to stop or reduce your offending?
12. How does Supported Bail programme compare with other programmes you've done? Better? Worse? Why?

13. Would you recommend other youth like yourselves do the Supported Bail programme? Why?
14. Would you like to make any other comments about the programme or the impact it has had on you? What are these?

Evaluation of the Oranga Tamariki Supported Bail Pilot

Information sheet for interviews with rangatahi (case studies)



Oranga Tamariki has asked Artemis Research to find out about the Supported Bail pilot.

The idea behind Supported Bail is that it keeps young people like you in the community while you are on bail until your family group conference and the Youth Court has agreed with your plan.

Oranga Tamariki wants to find out how well Supported Bail worked for you and what it helped you and your family/whānau with.

Thank-you for taking part in a focus group about this. As we mentioned then, we also want to do 10 case studies with rangatahi. You indicated at the focus group that you may be interested in taking part in a case study too.

Each case study will focus on the young person/rangatahi who was on Supported Bail earlier this year. We also hope to get the views of your family/whānau, your youth worker, your whānau support worker and your social worker.

Invitation Oranga Tamariki has identified you as a young person/rangatahi who was on Supported Bail earlier this year. We would like to invite you to tell us about how it went for you.

What's involved? You would need to talk to an interviewer for no more than one hour, at a place and time that suited you. You can bring someone (e.g. a family member) to support you at the interview if you would like to.

Do I have to do this? No, it is voluntary. You do not need to take part unless you want to. Also, you only have to answer the questions you want to and you can stop the interview at any time. You are free to take back anything you say, without giving any reasons, within two weeks of talking with us.

Is it confidential? Yes. We - the evaluators - will keep what you say confidential. The only exception to this is if you tell us something that makes us think that you or another person's safety is at risk. If this happened, we may need to break confidentiality. We would first discuss this with you.

We may want to use something you say in our report. If we do, we won't use it in a way that identifies you.

What will be done with the information you provide? We will keep the information (including any audio recording of your interview) for three years. Your information will be used in our report. Once we have completed it, we can send you a summary of the findings.

Questions?

If you have any questions about the evaluation, please contact Judy Paulin on 027 433 6484 / judy@artemis-research.co.nz

Evaluation of the Oranga Tamariki Supported Bail Pilot

Consent form for interviews with rangatahi (case studies)



It is up to you whether you take part or not. It is your choice.

What you tell the interviewer will be kept confidential. You can refuse to answer any specific question or stop the interview at any time without giving a reason.

With your OK, the interview will be audio recorded.

- I have had the chance to ask any questions about the work and I am happy with the answers I have been given.
- I understand that what I say during this interview will be kept confidential by Artemis Research.
- I understand that what I say may be included in a report, but this will not include my name or anything that can identify me.
- I understand that any audio recording of the interview will be destroyed within three years.
- I understand that the interviewer will provide me with a summary of the findings at the end of the project (estimated to be March 2021), if I wish.

I _____ (name) consent to take part in this
Evaluation of the Oranga Tamariki Supported Bail Pilot.

Signature _____

Email _____

Mobile _____

Date _____

Please tick if you wish to receive a summary of the findings at the end of this evaluation.

Guide for interviews with rangatahi (case studies)

Note: To be adapted depending on what the rangatahi spoke of at the focus group, and looking to obtain more detail in those areas where the discussion was less in-depth

1. *Shortly after you went on the Supported Bail programme, a [SB provider/youth worker] and a social worker put a plan together with you to help you keep to your bail conditions. Do you recall what the [SB provider/youth worker] said about what you'd be doing on the Supported Bail programme, and who you would be doing that with? What did they tell you?*
2. How much time did you spend most days with your youth worker while you were on the programme? How much time did you spend together most weekdays? How much time did you spend together most Saturdays and Sundays? About how much of the time you spent together was during the day, and how much was at night?
3. Did you spend most of your time with the youth worker together in person? About how much time did you spend by AVL (facetime, skype, zoom etc)? By phone? Other - by email, text, WhatsApp, Facebook etc?
4. What sorts of activities did you do with your youth worker? - e.g. play sports/gym, get involved in church-based or marae-based activities, talk about possible jobs or training opportunities, connect with some other clubs/services, spend time with your family/whānau, hang out together listening to music etc.
5. How well did you get on with your youth worker? Do you think s/he listened to you? Supported you? Was s/he a person you looked up to?
6. Did the youth worker prepare you and support you for your family group conference? Did the youth worker support you at Youth Court hearings? What did they do that made you feel supported at your FGC and the hearings? What did they do that made your whānau feel supported at your FGC and the hearings?
7. Do you remember any particular conversations you had with your youth worker that you found particularly helpful? Or made you look at what you could do with your life a bit more positively? What was the conversation?
8. Did you remember a time when you specifically contacted the youth worker because you really felt you needed their help to keep away from offending? If so, how did that work? How helpful was that?
9. While you were on the Supported Bail programme, were there any differences in the way your family/whānau supported and supervised you to comply with your bail conditions? E.g. Did they supervise you more closely?
10. Were you able to keep to your bail conditions while you were on the Supported Bail programme? How did the programme help you or get in the way?
11. What sorts of services (education, social, health) are you linked in with now, that you were introduced to through the Supported Bail programme?
12. Looking back, do you think the Supported Bail programme helped you in any ways? How? E.g. Did it give you some ideas about ... how to plan and structure your day?

How to keep your body in good shape? How to make healthy food choices? How to feel better about yourself? How to get on better with your family/whānau? How to stop or reduce your alcohol intake or your drug taking? How to stop or reduce your offending?

13. How does the programme compare with other ones you've done? Were you involved in decisions about you to about the same extent/or differently? How about the support your family/whānau received?
14. Would you recommend other youth like yourselves do the Supported Bail programme? Why?
15. Would you like to make any other comments about the programme or the impact it has had on you? What are these?

Evaluation of the Oranga Tamariki Supported Bail Pilot

Information sheet for interviews with family members/whānau (case studies)



Oranga Tamariki has commissioned Artemis Research to conduct an evaluation of the Supported Bail pilot.

Supported bail is a community-based programme for rangatahi aged between 12 and 17 years who would otherwise be detained on custodial remand in an Oranga Tamariki youth justice residence. Rangatahi stay on supported bail until a family group conference (FGC) is held and the Youth Court sanctions the FGC plan. This takes six weeks on average.

Oranga Tamariki wants to find out how well the Supported Bail pilot has been implemented and how well it is working in terms of young people's compliance with their bail conditions and improvements in their wellbeing and the wellbeing of their whānau.

Our evaluation includes ten case studies and it is for one of these case studies that we are seeking your participation. Your young person has agreed to take part. We are also hoping to get the views of their youth worker, whānau support worker and social worker.

Invitation Oranga Tamariki has identified you as a family or a whānau member of a young person who was on Supported Bail earlier this year. We would like to invite you to share your knowledge, views and experiences with us in an interview setting.

What's involved? Taking part will involve talking with an evaluator for about an hour to share your views about the Supported Bail pilot. We are interested in learning your views about how it may have helped your rangatahi and yourselves.

Is this voluntary? Yes, participation is voluntary. You do not need to talk to us unless you want to. Also, you only have to answer the questions you feel comfortable with and you can end the interview at any time. You are free to withdraw any information provided, without giving any reasons, within two weeks of your interview.

Is it confidential? Yes, your responses will be kept confidential to the evaluators working directly on this project. The only exception to this is if you tell the evaluator something that indicates that there is a significant and imminent risk regarding your or another person's safety. If this happened, the evaluator may need to break confidentiality. The evaluator would first discuss this with you in private and also with an appropriate professional if this was required.

We may want to quote what you say to illustrate various points in our report. If so, your words will not be attributed to you personally.

What will be done with the information you provide? We will keep secure the information you share with us (including any audio recording of your interview) for three years. Your information will be gathered together with feedback from other people and summarised into a case study for our evaluation report. Once the evaluation has been completed, we can send you a summary of the findings.

Questions?

If you have any questions about the evaluation, please contact Judy Paulin on 027 433 6484 / judy@artemis-research.co.nz

Evaluation of the Oranga Tamariki Supported Bail Pilot

Consent form for interviews with family members/whānau (case studies)



Your participation in this interview is your choice. What you tell the interviewer will be kept confidential. You can refuse to answer any specific question or stop the interview at any time without giving a reason. With your permission, the interview will be audio recorded.

- I have had the chance to ask any questions about the evaluation and I am satisfied with the answers I have been given.
- I understand that what I say during this interview will be confidential and will not be shared with anyone outside the evaluation team.
- I understand that what I say may be included in the evaluation report, but this will not include my name or anything that can identify me.
- I understand that any audio recording of interviews will be deleted and any other data destroyed within three years.
- I understand that the interviewer will provide me with a summary of the evaluation findings at the end of the project (estimated to be March 2021), if I wish.

I _____ (name) consent to take part in this
Evaluation of the Oranga Tamariki Supported Bail Pilot on the basis of these
understandings.

Signature _____

Email _____

Mobile _____

Date _____

Please tick if you wish to receive a summary of the findings at the end of this
evaluation.

Guide for interviews with family members/whānau (case studies)

1. *Shortly after [X] went on the Supported Bail programme, a [SB provider/youth worker] and a social worker put a plan together to help [X] keep to his/her bail conditions. Do you recall what the [SB provider] said about the Supported Bail programme for [X]? What did they tell you about it?*
2. How much time did [X] spend most days with his/her youth worker while s/he was on the programme? On weekdays? On Saturdays and Sundays? At what times of day/night?
3. What sorts of activities did you recall X doing with his/her youth worker? - e.g. play sports/gym, church-based or marae-based activities, looking at jobs or training opportunities, connecting with some other clubs/services, spending time with you all as a family/whānau etc.
4. Did the youth worker prepare you for the FGC for [X]? Did the FGC happen as you expected? Do you recall meeting with the youth worker before the Youth Court hearings to prepare for them? Did the youth worker support you at Youth Court hearings for [X]? Were you ready to contribute at the Youth Court hearings, if required? What did the youth worker do that made you feel supported at the FGC and the hearings?
5. Aside from what the youth worker did with [X], what did they do to help you increase, for example, your parenting skills and knowledge? Build cultural connectedness? Help you put some plans in place for you to supervise and monitor [X] so that [X] complied with his/her bail conditions? Did any of these activities help you with [X] at the time [X] was on the programme? Did any of these activities continue to help you in the three months after [X] had completed the programme?
6. How well did you get on with the youth worker? Do you think s/he listened to you? Supported you? Was s/he a person you trusted and respected? Did you contact the youth worker about [X] if you needed help managing [X]? Did this help? Do you think the youth worker involved you in decisions about how to manage [X]?
7. While [X] was on the Supported Bail programme, did you notice any differences in [X]'s attitude and/or behaviour? Was s/he harder or easier to talk to? Was s/he around home more? Was [X] more likely to be at home at night?
8. Do you think [X] kept to his/her bail conditions while s/he was on the Supported Bail programme? Why do you say this? Did you contact the youth worker about the possibility of [X] breaching his/her bail conditions at any time?
9. What sorts of services (education, social, health) is [X] linked in with now, that s/he was introduced to through the Supported Bail programme?
10. Looking back, do you think the Supported Bail programme helped him/her in any ways? How? E.g. Did it give her or him some ideas about ... how to plan and structure their day? How to keep their body in good shape? How to feel better about themselves? How to get on better with yourselves? How to stop or reduce their alcohol intake or drug taking? How to stop or reduce their offending? How do you think the programme has helped you in any ways? How? E.g. with strategies to supervise and monitor [X] so that [X] doesn't offend?

11. Would you recommend other youth like [X] do the Supported Bail programme?
Why?
12. Would you like to make any other comments about the programme or the impact it has had on [X]? What are these?

Evaluation of the Oranga Tamariki Supported Bail Pilot

Information sheet for key stakeholders



Oranga Tamariki has commissioned Artemis Research to conduct an evaluation of the Supported Bail pilot.

Supported bail is a community-based programme for rangatahi aged between 12 and 17 years who would otherwise be detained on custodial remand in an Oranga Tamariki youth justice residence. Rangatahi stay on supported bail until a family group conference (FGC) is held and the Youth Court sanctions the FGC plan. This takes six weeks on average.

Oranga Tamariki wants to find out through the evaluation how well the Supported Bail pilot has been implemented and how well it is working in terms of young people's compliance with their bail conditions and improvements in their wellbeing and the wellbeing of their whānau.

Invitation Oranga Tamariki has identified you as a key stakeholder for the Supported Bail pilot. We would like to invite you to share your knowledge, views and experiences with us in an interview setting. The mixed-methods evaluation includes focus groups, case studies, and individual interviews. It is for a **focus group/case study/interview** that we are seeking your participation.

What's involved? Taking part will involve talking with an evaluator for about an hour to share your views about the Supported Bail pilot. We are interested in learning your views.

Is this voluntary? Yes, participation is voluntary. You do not need to talk to us unless you want to. Also, you only have to answer the questions you feel comfortable with and you can end the interview at any time. You are free to withdraw any information provided, without giving any reasons, within two weeks of your interview.

Is it confidential? Yes. **We will ask focus group participants to keep confidential what is said in the discussion.** Your responses will be kept confidential to the evaluators working directly on this project. The only exception to this is if you tell the evaluator something that indicates that there is a significant and imminent risk regarding your or another person's safety. If this happened, the evaluator may need to break confidentiality. The evaluator would first discuss this with you and also with an appropriate professional if this was required.

We may want to quote what you say to illustrate various points in our report. If so, your words will not be attributed to you personally, although with your permission we may link the quote to your organisation or role. We would discuss this with you first.

What will be done with the information you provide? We will keep secure the information you share with us (including any audio recording of your interview) for three years. Your information will be gathered together with feedback from other people and synthesised for our evaluation report. Once the evaluation has been completed, we can send you a summary of the findings.

Questions?

If you have any questions about the evaluation, please contact Judy Paulin on 027 433 6484 / judy@artemis-research.co.nz

Evaluation of the Oranga Tamariki Supported Bail Pilot

Consent form for key stakeholders



Your participation in this focus group/interview is your choice. What you tell the interviewer will be kept confidential. You can refuse to answer any specific question or stop the interview at any time without giving a reason. With your permission, the interview will be audio recorded.

- I have had the chance to ask any questions about the evaluation and I am satisfied with the answers I have been given.
- I understand that what I say during this interview will be confidential and will not be shared with anyone outside the evaluation team.
- I understand that what I say may be included in the evaluation report, but this will not include my name or anything that can identify me. With my agreement, however, my views may be linked to my organisation or role (e.g. Service Delivery Partner, Partnering for Outcomes, Youth Justice).
- I understand that any audio recording of interviews will be deleted and any other data destroyed within three years.
- I understand that the interviewer will provide me with a summary of the evaluation findings at the end of the project (estimated to be March 2021), if I wish.

I _____ (name) consent to take part in this
Evaluation of the Oranga Tamariki Supported Bail Pilot on the basis of these
understandings.

Signature _____

Email _____

Mobile _____

Date _____

Please tick if you wish to receive a summary of the findings at the end of this
evaluation.

Guides for interviews with frontline staff (case studies) youth worker, whānau support worker & social worker

Note to interviewer: Ask or adapt the questions as relevant for role

This interview is for a case study focused around [X rangatahi].

1. Can you please tell me about how you went about developing a programme plan for [X] and planning a structured day of regular activities with him/her while s/he was on the Supported Bail programme?
2. About how much time did you spend with [X] most days while s/he was on the programme? On weekdays? On Saturdays and Sundays? At what times of the day/night?
3. Please explain how you worked with [X] to:
 - link him/her into educational/vocational training or employment
 - help him/her address their physical needs and emotional health needs and wellbeing
 - help him/her develop positive attitudes
 - encourage him/her to participate in cultural, spiritual and pro-social activities
 - address any outstanding offending accountabilities.

Which activities did [X] prefer doing the most and the least?

4. How did you go about preparing and supporting [X] and [X]'s family/whānau at the family group conference? At the Youth Court hearings?
5. Please explain how you worked with [X]'s family/whānau to link them with parenting programmes, support them make links with their culture etc?
6. Please explain how you encouraged [X]'s family/whānau to engage with the Supported Bail programme. How did you support them to develop strategies to supervise and monitor [X]'s compliance with his/her bail conditions?
7. How did you go about keeping [X]'s Youth Justice Coordinator/social worker informed of [X]'s attendance and progress during the Supported Bail programme?
8. Did you recall needing to report one or more breaches of bail to the police for [X]? How did you liaise with the social worker and police to develop strategies and actions about [X]'s offending?
9. On a scale of 1 to 10, where 1 is not at all and 10 is totally, how well do you think [X] engaged with the programme overall? Please tell me why you scored his/her engagement that way
10. How do you think the Supported Bail programme helped [X]? Did you observe any changes in [X]'s attitudes, wellbeing and/or offending behaviour while s/he was on the programme? What were these changes?
11. Did you observe any changes in [X] after the programme? What were these changes?
12. Would you like to make any other comments about the programme or the impact it has had on [X]? What are these?

Guide for focus groups with SDP staff

1. How would you describe your own service delivery approach? How have you gone about implementing the Supported Bail pilot in such a way that it aligns with your overall approach?
2. What aspects have helped you implement and operationalise the Supported Bail pilot within your overall approach? What aspects have hindered you doing this?
3. As part of the evaluation we're wanting to document how your organisation is implementing your Supported Bail pilot programme. Please describe:
 - a. How your organisation is applying the eligibility criteria (broadened in the Pilot to include 1. Rangatahi where there are any concerns around bail – not just those deemed at high risk of breaching their bail conditions and 2. Rangatahi who deny one or more charges – not just those who do not deny the charges)
 - b. The methods your organisation is using to assess a young person's risk of breaching their bail conditions and risk of reoffending
 - c. The methods your organisation is using to assess a young person's wellbeing needs and those of their whānau
 - d. How accurate you/your organisation thinks the risk assessments are re a young person's risk of breaching their bail conditions and risk of reoffending
 - e. What, if anything, do you think would enable you/your organisation to make more accurate assessments?
 - f. The interventions are you using to mitigate the assessed risk factors and meet the assessed needs of rangatahi and their whānau
 - g. Any issues related to entering and reporting data from your case management system
 - h. Your ability to achieve the service outcomes within the SB Pilot period. What helps? What hinders?
 - i. Whether you think the funding has been adequate.
4. Do you think the Supported Bail programme has enabled your organisation to seek the participation of rangatahi Māori and whānau in decisions affecting them at an earlier point in service delivery than usual? If so, how has that come about?
5. In what ways is your Supported Bail pilot programme helping rangatahi stay out of custodial remand while they are on bail? Thinking about whānau Māori, has the pilot enabled you to provide better support to them to help their rangatahi stay out of custodial remand?
6. How is your programme supporting rangatahi improve their wellbeing and the wellbeing of their whānau?
7. What have you found has worked really well in terms of supporting rangatahi to comply with their bail conditions? To improve their wellbeing?

8. What have you found hasn't worked so well?
9. How closely have Youth Justice services, Partnering for Outcomes, and Youth Justice sites worked with you to implement the Supported Bail pilot?
10. In what ways could the Supported Bail service specifications be improved?
11. Any further comments?

Guide for interviews with Oranga Tamariki staff

1. In what ways do you think the Supported Bail pilot programme has helped rangatahi stay out of custodial remand while they are on bail? How is the programme supporting rangatahi improve their wellbeing and the wellbeing of their whānau?
2. What do you think has worked really well in terms of supporting rangatahi to comply with their bail conditions? To improve their wellbeing?
3. What do you think has not worked so well?
4. In your view, how well do you think the Supported Bail pilot was implemented?
5. What aspects have helped the implementation of the Supported Bail pilot as planned? What aspects have hindered this?
6. In what ways could the Supported Bail service specifications be improved?
7. Any further comments?

Appendix 5 Case studies of rangatahi in the Supported Bail pilot

Background

The following case studies are centred around six rangatahi who started supported bail with a pilot provider at least three months before we interviewed them in the second half of 2020.

For each of the case studies, we interviewed the young person, a family/whānau member, the young person's SB youth worker (or kaimahi),²⁴ and their social worker. Where the pilot provider offered the additional support of a whānau support worker to the young person's family, we interviewed them too.

Five of the rangatahi were male and one was female. Two of the rangatahi identified as Māori, two as NZ European, one as of both Māori and NZ European ethnicities, and one as Tongan.

The six cases are not necessarily representative of the experience of all young people who started SB,²⁵ and are most likely skewed towards those with more successful outcomes.

The names of the young people have been changed here to protect their identities.

Sam

Sam is a 'poster boy' for SB. Sam's SB youth worker was instrumental in supporting him to turn away from offending and be more open and confident in social settings.

Sam's whānau support worker had also helped his parents with their parenting of Sam.

Sam's success in making positive changes in his life appears to have been infectious in a good way: his parents are making positive changes in their own lives too.

Introduction

Sam is a 17-year-old Māori young man. His parents are also Māori. His mother spoke Te Reo Māori to Sam when he was growing up.

Sam described himself as a 'quiet' person. He has a learning difficulty.

He lives at home with his parents and some of his siblings, some of whom also have learning difficulties and/or disabilities. He has an older brother who lives elsewhere but comes over to spend time with Sam at home.

In the year before Sam started on SB he had been in trouble with the law several times. He had also been using 'a lot of marijuana' (social worker). He had been on FGC plans and bail conditions which he had breached.

'We had him on an out of court plan and a court plan. Then he wouldn't turn up to certain things ...' (social worker)

²⁴ The terms 'kaimahi' and 'youth worker' are used interchangeably throughout the report.

²⁵ All references to supported bail are of the type of supported bail implemented in the pilot from mid 2019.

He had been arrested on some further charges which had resulted in his short stay in custody in a community home.

Sam spoke to an evaluator about three months after he had completed SB.²⁶

Supported Bail

Sam's youth worker understood that her main goal was to help young people like Sam into a routine and be occupied 'so that their minds are not just thinking of offending.'

Sam had been introduced to her at an FGC which had been held by teleconference because of government restrictions at that time aimed at limiting the spread of Covid-19. His social worker described the difficult meeting dynamics:

'[The youth worker] came to the FGC ... The FGC was a write off. It was during Covid. Everyone was on different devices ... Some were using Skype, some ... Zoom, some people could only be on the phone. I had the family on Facebook Messenger. So, it was a really difficult FGC for [Sam] and he actually ended up getting so angry and he wouldn't engage.' (social worker)

From then on contact between Sam and his youth worker was by phone. It took longer to establish rapport and trust that way than it would have kano ki te kano (in-person).

Sam's youth worker used a strengths-based approach to put together a plan for his time on SB. Sam had thought SB would be 'boring.' He had not especially liked receiving phone calls from his youth worker since he thought she had just been checking up on him. (He was also on 24-hour curfew.)

Once some government restrictions were lifted, Sam had started to participate in some structured activities with her in the community. He recalled some of the things they had done:

'[I] went to new places, like places I had never been ... Went ten pin bowling. Just buy some food ... sometimes I was going to the gym ... go for bush walks ... have a little try at music. ... giving food to people.'

His youth worker confirmed that they had undertaken 'a lot of fitness, outdoor stuff.' She had recognised Sam's love of sightseeing and they had been on numerous long drives together.

During the time she had with Sam she had deliberately set about trying to build Sam's confidence. For instance, she would say to him: 'Hey, [Sam], come on, you have got more going on for you than you think.'

Sam recalled his giving free food to people in need as something he had especially enjoyed.

Sam's youth worker had been absolutely consistent in turning up every weekday at an agreed time at his house. Sam had not always been ready.

'I would just stay there and I would be like "Okay, whenever you're ready to go."'
(youth worker)

Some days Sam had needed extra encouragement to leave the house, especially when his older brother was around. His youth worker had resorted to buying Sam a pie as an

²⁶ The interview took place in September 2020. Sam completed eight weeks of supported bail.

incentive to get him to accompany her. From time to time, she had sought back-up from Sam's social worker who would phone to remind him of the importance of sticking with the programme.

While Sam was 'very into his family, his immediate family' and had not minded rehearsing 'Māori prayers', he had not expressed any particular desire to his youth worker to learn more about his whakapapa. Collectively, though, Sam's parents, his youth worker and their whānau support worker had encouraged Sam to find out more about his identity as a Māori.

His youth worker had also arranged a job interview for Sam to give him some experience of the process.

'We did get him an interview with [X]. They deliver fruits, donuts and food to [service stations] ... We went for an interview ... That was quite good for his spirit and for him to get a taste of what an interview process looked like.' (youth worker)

According to Sam, he had not spent any time with his youth worker at weekends or in the evenings.

Sam's youth worker recalled that Sam had broken his curfew only once while he was on the SB programme. According to her, this had been because Sam had gone out to look for a younger brother and bring him home so that he did not get mixed up in offending like him.

According to his youth worker, Sam's Police Youth Aid officer had been *'very understanding but also very firm.'*

Sam had been able to remain on the SB programme despite having broken his curfew.

By Sam's account, the six sessions of alcohol and drug counselling he had participated in as part of his FGC plan whilst on the SB programme had *'kind of'* changed his use of alcohol and drugs.

Sam had also been tasked with some community work tidying up at local parks, and writing letters of apology to his victims. His dyslexia made execution of the latter task more difficult. However, he came up with a novel solution on his own. Via computer searches he found quotes that he felt embodied how sorry he felt. He copied these onto canvasses and gave them to his Police Youth Aid officer at the FGC to pass on to his victims.

Support from youth worker and whānau support worker

When prompted, Sam acknowledged that it had been helpful to have his youth worker present at his family group conferences and Youth Court appearances.

Sam remembered some advice she had given him. If his mates tempted him out of the house when he was supposed to be at home, he was to respond by telling them his youth worker had said he had to stay home.

'She was always telling me to stay home. If the boys turn up tell them I said: ["Stay home"].'

Sam thought this advice had worked. By repeating what the youth worker had told him: *'I reckon [some of my mates] changed.'* Some of these mates had even encouraged him to stick with the programme and his bail conditions.

‘Some of his mates told him: “Nah, stay bro. You are doing good. You want to get this finished.” He listened. (father)

While his female youth worker was ‘*alright*’, if given a choice, Sam would probably have preferred to have been assigned a male youth worker. (Sam’s view was contrary to his social worker’s who thought he needed a ‘*nurturing female*.’)

When Sam’s parents had been introduced to a whānau support worker his mother recalled she had clicked with her immediately. The whānau support worker explained her role this way:

‘I work with the parents to support them working together to support their child ... I have found with all the families in the first couple of sessions they just spill the beans ... They tell me everything ... Once I have listened ... and have that connection ... [this] gives me the opportunity to actually challenge them ... without offending them. They actually take on board what I am saying and they run with it and they become very aware of what their path is in the bail conditions.’

Sam’s parents had met with the whānau support worker each week to update her on how things were going at home with Sam. Sam’s social worker could see the positive influence the whānau support worker was having. She had witnessed Sam’s mother giving ‘*a really clear parenting instruction which in the past wasn’t happening. [In the past] Mum was saying something. Dad was saying something else ...*’

Sam’s parents did not really make a distinction between the support they had received from Sam’s youth worker and the support they had received from their whānau support worker. (Sam’s social worker described them as operating as a ‘*tag team*.’) Both had prepared them well for Sam’s FGCs and Youth Court appearances.

‘They always gave us a heads up about what is going to be happening. They always let us know.’ (father)

Sam’s parents recalled a stand-out FGC at which the youth worker and whānau support worker had both supported them all really well. Sam’s father put this down to them being from the same or a similar culture.

Transitioning onto a mentoring programme

Sam had been upset by the thought that his relationship with his youth worker was coming to an end. According to his social worker:

‘... Towards the very end [Sam] started to detach. He would avoid going. It seemed to be about the anxiety of losing [his youth worker]. He actually got quite upset and he almost was trying to end the relationship so he didn’t get hurt...’

Sam was transitioned onto another of the same provider’s programmes, a 12-week mentoring programme.²⁷ The fact that Sam and his parents continued to be supported by the same whānau support worker made the transition slightly easier. And his youth worker left the door open for Sam to continue to contact her as he wished.

‘[Sam] still calls and [he] would be like: “Oh, I did this or I achieved ...” When he got his discharge he called ...I just remember the joy. I was like: “Oh, that is so amazing! I can’t wait to celebrate with you and all the things you have done.”’ (youth worker)

²⁷ The mentoring programme aims to reduce reoffending by restoring personal mana and cultural identity.

By Sam's account he has now stopped offending. He was motivated to stop because *'I am getting old now ... It is no good for me now ... I thought it was fun.'* Sam's mother thought Sam had stopped offending because he *'wanted to become a better person and get out of the system.'*

His youth worker had noticed some small positive changes in Sam's attitudes and behaviour. For example:

'... When he first started, he never used to ... go into the [provider's] office. But then towards the end he was hugging everyone. He was saying: "Hey, how is it going?" ... hugging everyone, giving them handshakes ... He was wanting to come back to the office and say goodbye to everyone.' (youth worker)

She noticed Sam had become more open and more comfortable around people at social gatherings. One sign of him being more at ease was that he was eating food at these gathering whereas he had previously refused to eat when he was around other people.

His social worker observed Sam gaining in confidence. Sam had *'gone from a kid who would always have his head down and nothing to say, to someone who can actually speak for himself.'*

At the time of our interview Sam was being supported by another provider to obtain his learner driver licence. He had failed once but intended to give it another try.

While on SB his youth worker had linked Sam into Workbridge to look into work possibilities. Sam was working full-time in construction though, according to his social worker, he was not really enjoying it. He wanted to work in devanning. His social worker was hopeful that Sam might be supported onto another vocational programme that would help steer him into that type of work.

Sam's social worker thought that his parents witnessing Sam make positive changes had also helped motivate them to make plans and some positive changes of their own. Police callouts to their home for incidents of partner violence had stopped.

'Mum and Dad haven't had a domestic violence callout since [10 months ago]. They were getting them monthly, if not weekly.' (social worker)

And after 30 years of living together his parents had decided to marry. Sam's mother is planning to go into early childhood work and his dad to finish the chef course he had started while in prison some years before.

Sam and his parents would recommend Supported Bail

Sam would recommend SB.

Sam's parents attributed some of their son's changes in attitude and behaviour to his participation in SB.

'Before supported bail he didn't listen to anybody. But ever since ... he stuck to his curfew, he woke up, done this, come back. He has changed.' (father)

Sam had an affection for the staff at the provider over and above the programmes he had been on, and he had a goal to work with the provider in a teaching capacity when he was older.

His parents also rated the provider most highly.

'I would say if it wasn't for [the provider] I don't think my son would be here.' (father)

Ana

Ana completed SB on her third attempt. She had been discharged from the Youth Court and had her EM-bail bracelet removed.

A turning point came for Ana when she decided to open up and talk honestly about the things that mattered most to her with the SB team members she trusted.

Ana's short-term focus was on making it through pregnancy and preparing for her baby. The provider had linked her in with a teen parent unit and a benefit service.

In the longer-term she wanted to become a hairdresser and beauty therapist, and knew she needed to work on her self-confidence.

Introduction

Ana is a 16-year-old Māori young woman. She is very shy. She was supported at the interview by a youth worker who had worked with her when she had been on SB.

She had spent multiple times on remand in a youth justice residence for previous offending.

Ana is part of a large whānau. Her parents are separated. She had made allegations against her mother for assaulting her.

She was living with her aunt and maternal grandmother when she completed the supported bail pilot programme on her third attempt about three months prior to the interview. She has since been discharged from the Youth Court.

After getting injured in a car accident Ana has returned to living with her father and paternal grandmother. She is pregnant.

Supported Bail

Ana had twice failed to complete SB. On the first occasion Ana's time on SB ended abruptly because she had fled home (breaking her bail conditions). Her father had phoned the SB pilot provider with the news. Ana had been remanded to a youth justice residence.

Her second attempt had coincided with the imposition of tight government restrictions to stop the spread of Covid-19. Ana had found it *'boring'* stuck at home. Some members of the SB team had helped relieve the boredom by calling in, from time to time, with *'beautician stuff'* (including some hair product which she used to dye her hair blue), boxing gloves, and *'feeds'*. The provider had also supported the whānau with care packages.

One night Ana chopped off her EM-bail bracelet, left a suicide note for her nanny, and fled to join some other girls for a night of mayhem, breaking into cars and getting drunk. The police caught up with them and Ana had again been remanded to a youth justice residence.

A judge had released her early before a youth justice FGC plan had been put in place. According to a member of her SB team, Ana had misunderstood her release as meaning she was free of any further youth justice obligations.

[Ana]’s attitude was: “Why do I have to? I am already out. Why do I have to? I don’t want to.” (youth worker)

An added complication was that different family members of her large whānau had different views on what was best for Ana in terms of ‘*where she should live, who should be her caregiver, everything.*’ According to her youth worker, Ana had found this ‘*too overwhelming ... Too much family, too much arguing, too many people making decisions for her and not with her.*’

The pilot provider had been reluctant to accept Ana onto their SB programme for a third time. Some of the team had taken it quite personally that Ana had not succeeded in completing either of their earlier offerings, and had lost confidence in their ability to help her. Ana pleaded to return to SB and a team at Oranga Tamariki had convinced the provider to give it one more go.

Ana’s third SB plan was drawn up based on her earlier plans and through a discussion with her (male) youth worker. Ana had expressed an interest in doing a three-year course to become a hairdresser and beauty therapist. In order to get on the course Ana first needed to learn some basics.

The core component of Anna’s third plan consisted of her attendance at an alternative education centre each week day between 9am and 3pm.

‘Girl talks’ (also known as ‘therapy’ or ‘informal support’) were also incorporated into Ana’s SB plan. The activity could not be labelled ‘counselling’ since Ana had an aversion to that. The activity was presented to her as ‘*Let’s go and get a milkshake and have a chat.*’

A turning point came for Ana when she decided to open up and talk honestly about the things that mattered most to her with the SB team members who she trusted.

[Ana] was really able to talk about why she had such difficulty with her family, why she is angry with them, why she doesn’t trust them ... She talked about her relationship with her boyfriend. ... It felt like she had never had [discussions] before ... to see if you can find a middle ground or a compromise.’ (youth worker)

Recognising Ana appeared to know very little about contraception methods, one of the SB team had talked to Ana about this and got her enrolled with a GP.

Ana’s youth worker ferried her to and from the alternative education centre. By her own account she had enjoyed maths there. Most days he also drove her to the gym so she could continue with her boxing. And he took her to the location of her community service work from time to time. A manager at the SB pilot provider had also taken Ana out for lunch.

Ana’s youth worker had also supported Ana and some of her family members before and during her FGCs and Youth Court appearances.

According to her SB team, on her third attempt Ana was ‘*ten out of ten*’ in terms of her engagement with the SB programme. Her social worker rated her engagement slightly lower at ‘*a seven or eight.*’

The team had celebrated with Ana the fact that she had completed the SB programme.

Support received on Supported Bail

Ana said she liked her youth worker. *'Sometimes he would make fun of me.'*

According to Ana, she found it helpful that her youth worker had *'motivated me to do stuff because I didn't like doing anything'* and he *'gave me ideas of stuff to do.'*

She liked the one-on-one type of support offered by the SB programme and preferred this to programmes delivered in groups.

Her father thought the SB programme had taught his daughter *'a different mindset.'* He had appreciated the SB youth worker's practical support and excellent communication.

Transitioning onto a mentoring programme

After Ana completed SB, with her and her family's consent, she transitioned onto a mentoring programme with the same provider.

She had got injured in a car accident and moved back in with her father and paternal grandmother.

While Ana said she would not have contacted her youth worker for help outside usual hours while she had been on the SB programme, she had done so more recently after she had completed it. She had been turning up late (*'I am tired in the morning ... I am going to have to go to bed early.'*) and erratically for her hairdressing and beauty therapy course and the people in charge were threatening to take her off it. She had contacted her youth worker to negotiate timings with the people running the course so that she might continue on it one day a week.

Her youth worker thought Ana still suffered from a lack of confidence which she would need to find a way of overcoming if she was to succeed in a customer service-type role as a hairdresser/beautician.

Her father was pleased about what he thought the SB programme had done for his daughter.

'It worked. She doesn't do none of that [offending] no more. She is a real good girl. She is out of the system.' (father)

An SB team member thought *'more has clicked into place ... more maturity.'*

She had been discharged from the Youth Court and had her EM-bail bracelet removed.

Ana became pregnant. Her father and some other family members are supportive of her pregnancy.

One of the SB team thought Ana was *'very, very, worried'* about having a baby. The provider had taken Ana to a teen parent unit and signed her up with Start, a benefit service.

The pilot provider has a policy of not closing the door once a person has completed a programme with them.

'I just say "Look. You have got my number. If anything comes up, then give me a text." That is basically how we have been doing things for a few years now.' (SB team member)

Ana and her father would recommend Supported Bail

Ana would recommend SB to other young people and her father would *'highly recommend'* the team – especially Ana's youth worker - to other youth.

Her social worker is also supportive of SB based on its results and the extra support – specific and intentional – that young people get.

'...[From] what I have seen [supported bail] has been a real positive ... We don't get to see necessarily the hard work that goes on in the community, but when you see the kids don't come back that is kind of a nice reward. [Ana] being one of those cases ...' (social worker)

Laione

Laione did not manage to complete SB. He had reoffended and been remanded to a youth justice residence. After four months he returned to live in the community.

His future is looking bright. He is using strategies learned from his kaimahi and family members to help him desist from crime. A psychologist helped him address his drug addiction.

At the time we interviewed him, he was enjoying very good support at home, a girlfriend, and regular support from an extended family member. He had not relapsed. He was attending a long-term youth programme and undertaking some voluntary work with his peers. He expected to get his restricted driver's licence soon and was about to start a labouring job with a big company.

Introduction

Laione met with an evaluator almost a year after he had begun a four-week SB pilot programme.²⁸ He had also been on electronic monitoring on bail at that time.²⁹

Laione immigrated to New Zealand from Tonga when he was 10. Tongan is his first language. He had been mocked at school in New Zealand because he could not speak English. He returned to Tonga for a couple of years, then came back to New Zealand as a teenager. He lived with his mother and some siblings.

By Laione's account he had been pretty much left to his own devices growing up as a teenager. His mother was often out working and Laione had free rein for much of the time. He knew he was influenced by the type of people he mixed with, and that 'bad people' could lead him into trouble.

'It was my surroundings ... My next doors and stuff ... I can be good and I can be bad ... When I am with [good] people I do good things but then when I am with bad people [I do bad things.]'

²⁸ The interview took place in September 2020.

²⁹ Electronic monitoring on bail (EM bail) required him to live at an approved address at all times and be monitored by the Department of Corrections for up to 24 hours a day, seven days a week.

By the time Laione was 16 he had a history of offending and had been remanded at least once to a youth justice residence.

Supported Bail

Laione underwent a pre-screen for SB with his mother's approval. Laione was assigned a male youth worker from a SB pilot provider and they first met at the Youth Court.

The process then involved his youth worker informally interviewing Laione *'just to get to know him a little bit ... I think we went to the movies together, just to break the ice a little bit, just build the rapport, just to the level with him to where he is at.'*

Around the same time the youth worker gave Laione an induction of the provider's facility which the youth worker described as *'show[ing] him around, a bit of orienteering, all that stuff he needs to know while he is spending the majority of his time here at the office.'*

About two days later Laione and the youth worker met with Laione's social worker to set up his four-week SB plan alongside his community service hours. Laione said he had understood what the plan entailed and that the intention was for him to work through it with the help of his youth worker. His plan had been to get his driver's licence, sign up to a mechanics course, and do some other social activities.

He recalled that being on SB had meant spending six hours, usually from 9am to 3pm, every week day with his youth worker.³⁰ According to Laione, each day on SB he had done structured activities like touch rugby, gym work, artwork, gardening, museum visits and movies.

Laione had enjoyed *'hanging out'* with his SB youth worker. He had found it really helpful that his youth worker talked to him about his life experience and gave him some advice on how to approach his own. Laione recalled his youth worker saying to him:

'We all go through some problems and this is part of life ... Work hard for what you want instead of taking shortcuts ... [This] did help me a lot. ... I had to make some choices ... '

Laione had really valued his youth worker's honesty. He was slightly shocked his youth worker had been upfront with the judge as to how Laione had been behaving – good and bad.

His youth worker had explained to Laione how to look after his health. Laione was not allowed to smoke cigarettes or eat fast food when he was with his youth worker.

His youth worker had gone to the effort of tracking down Laione's older step-brother whom Laione had not known. The youth worker thought he might provide Laione with a positive role model, *'a sort of male figure that could be consistent in his life while dad is not there.'* According to his youth worker, Laione had not appeared to be upset much when this had not really worked out.

His youth worker rated Laione *'ten out of ten'* for engagement with the SB programme. Laione had been respectful, shown willingness to undertake prescribed activities, and had never complained.

³⁰ The 9am to 3pm arrangement worked in with Laione also being on EM bail and the youth worker needing to be able to account for Laione's whereabouts during these hours.

He had attended counselling sessions for alcohol and drugs, and anger management even though he hadn't enjoyed them. According to his youth worker *'[Laione] kind of just pushed through'*.

Outside his SB hours Laione had continued with his use of methamphetamine. He had tried to keep this hidden from his youth worker and social worker who knew he had a drug problem but in retrospect may not have realised how significant a problem it was.

Laione did not recall spending any time with his SB youth worker at night or at weekends. His youth worker confirmed there had been no contact at weekends.

Not managing to complete supported bail

By his own admission, Laione struggled most at the weekends to keep to his bail conditions and stay away from his 'bad' friends. His youth worker observed:

'The weekend was really hard for him. He had friends coming over, coming to get him. On the programme while he was with me, he didn't really have those issues. It was at home when he got involved with drinking and his friends coming around. ... He fought it as much as he could... but around the three-week mark ... he kind of folded.' (youth worker)

According to Laione:

'... There was a part of me where I just wanted to go back inside ... I kind of gave up ... I would do good in the programme and stuff but then when I [went] home it [was] like a different me.'

About three weeks into Laione's SB programme he cut off his electronic monitoring bracelet and absconded from home. The police picked him up about ten days later and he was remanded to a youth justice residence. His social worker described Laione's emotional and physical state at that time as *'almost like he had hit rock bottom ... He had torn apart his face by picking at it.'*

Being supported back into the community

Laione was released from the youth justice residence in February 2020. He remained under some youth justice monitoring/review.

He went to live with an aunt and uncle where house rules were a new experience. It had taken his cousins some time to adjust to having Laione living with them, but his aunty spoke highly of how he helped his cousins, did chores around the house, and stuck to the rules.

In July 2020 Laione was on a six-month FGC plan for a crime he had committed in between leaving SB and being remanded to a youth justice residence. He had not once breached his curfew over five months. According to his social worker, this was an extraordinarily good result for Laione and one in which his aunt and uncle had played a large part.

'He has been doing incredibly well since living with his aunty. ... He spent five months on a 24-hour curfew which is unheard of with no breaches ... In the past ... we had gone to court and then the next day he would reoffend ... His aunty and uncle ... gave that emotional support that he needed. They were able to talk through his reactions with things, the consequences of those reactions. It was almost like we hit the jackpot with his placement.' (social worker)

When we interviewed Laione in September 2020 he said: *'It has been eight months ... of not reoffending ... I actually stopped hanging out with my old friends.'*

According to his aunt, this had been a conscious choice on Laione's part.

'He has got a [saying] ... "Stop, think ... walk away." ... It is a mental sort of strategy he used all the time and it helped him not to reoffend because his mates will come here and say: "Oh, take this" or "Let's go somewhere." He will use his strategy.'
(aunt)

It was Laione's aunt's view that the SB youth worker and another male staff member had helped her nephew make good decisions that helped him to keep straight.

Laione continues to have regular contact with a person in his extended family who is a staff member at the SB provider. He is also being supported by a Tongan-led provider of longer-term youth programmes.

He is also seeing a psychologist to help him address his drug addiction and offending behaviour. According to his aunty:

'He is no longer using now. [The psychologist] is working with him on that goal. ... They expect him to relapse a bit but he hadn't been.'

And Laione is helping others in his age group study for their theory test for their learner driver's licence.

At the time of the interview, while he still had some involvement with the Youth Court, Laione's future was looking bright. He expected to get his restricted driver's licence soon and was about to start a labouring job with a big company.

And his girlfriend is expecting their baby in February 2020. He quipped:

'I want to be a father but I am not too excited. I am just like in the middle.'

Laione and his aunt would recommend Supported Bail

Laione would definitely recommend the SB programme to other young people like him since *'[Staff at the provider] are really good with kids.'*

His aunt would also definitely recommend SB to others, especially with [provider]:

'I think it is really good to have the staff, like to have genuine staff that doesn't just deliver the programme as a programme. They deliver it with the heart. ... they feel and they connect in that way.' (aunt)

While his social worker supported this programme in principle, she thought a longer-term programme was more appropriate for kids like Laione.

'... I love supported bail and I love the programme they run and for some kids it is fantastic but with [Laione] it was kind of like I needed something long term ... It is not going to be working in six weeks ... it is unrealistic for me to put that expectation there ... It would be great if it was a longer-term programme ...' (social worker)

Ethan

Ethan completed the SB pilot and was discharged from the Youth Court.

He has stopped or reducing his offending, and cut down on smoking weed.

Ethan wanted to get into a job, possibly in construction. Both Ethan and father would have liked more support from the kaimahi to find employment during his time on support bail.

Introduction

Ethan is a 16-year-old young man. He identifies with both Māori and NZ European ethnicities.

He is a clever kid. He loved primary school. In his first year at college, he had been enrolled in extension classes. He hadn't liked being put up a year or more and blamed this for leaving college, and getting into offending and drug use. This led to him being remanded multiple times to a youth justice residence.

By Ethan's own account he had had a '*massive meth problem*' and been placed on a drug-free residential programme at Odyssey House but the placement had fallen down. Ethan believed he had kicked the habit somehow. '*I am done with meth. I don't want any more.*' He still smoked cannabis and acknowledged his recall of events could be adversely impacted by '*the amount of weed I smoke.*'

His parents had separated. After living with his mother for some years, he had moved south to live with his father. His father was also trying to gain custody of one of his daughters (Ethan's sister).

Ethan's move had been an opportunity to leave his anti-social mates behind. He lived with his father during his time on SB. The youth worker described Ethan's father as '*devoted*' and the father-son relationship as '*real good.*'

Ethan's social worker had organised for Ethan to return to school. The school had offered for him to return as a Year 10 student. Ethan hadn't been happy about that. He had wanted to go into Year 11. Consequently, his return to school fell through.

Ethan was assigned a youth worker from a SB pilot provider to support him for about 30 weeks.³¹ This had been for longer than usual because of a '*mix up.*' Some of the SB programme had been delivered to him one-on-one and some in a small group setting. The support was on weekdays and some Saturday mornings.

Whilst on SB, he had also been on curfew 24 hours seven days a week initially, reducing to from 7am to 7pm seven days a week.

His father, who had a head injury that severely affected his memory, was also assigned a whānau support worker through the SB programme. He had spent time in prison.

Supported Bail

Two members of the SB team from a pilot provider had come to Ethan's home and introduced themselves and the programme to him and his father.

³¹ It was unclear whether he had been withdrawn from the programme and accepted back onto it during the 30 weeks.

They arranged to meet Ethan after his next court appearance in order to get him started on the programme. This was in mid-February 2020.

His youth worker emphasised the importance of people like Ethan having input into their own plans. Together she and Ethan had arranged a 'rough' SB plan to fit around Ethan's other youth justice obligations, including the writing of apology letters and undertaking 60 hours of community service.

Ethan's SB plan included participation in a life skills course and some fitness-related activities at the trampoline park and the gym. The SB plan could not include some common activities such as food shopping since Ethan had been trespassed for theft from local supermarkets and malls. The SB plan also included a couple of hours per week with a mentor from another provider.

Ethan had been picked up from home to attend his course or other planned activities and dropped back afterwards. His youth worker thought that Ethan found it hard to get up and be ready on time because of getting stoned the night before. However, his father thought the discipline of Ethan having to get up and be ready at a certain time had been good for him.

Ethan's recollection was that he had spent 'two to three hours a day' with his (female) youth worker in the beginning and that this had been extended to 'all day' towards the end. All up, he thought he had been on SB on weekdays for about 30 weeks.

Ethan thought the reason he had been on SB for so long was because he had not been compliant in the beginning.

'The only reason I was on supported bail for so long was because at the start of it I wasn't into it. I was still in my old mindset. My old mindset was I breached. I did whatever I wanted.'

Ethan said he had enjoyed the life skills course which he described as being 'more like daytime pre-school for older kids'. The course includes the preparation of cover letters and CVs to help young people to be ready for employment.

His youth worker rated Ethan's engagement with SB at about a seven out of ten. A frustration had been that Ethan's behaviour had been up and down, some of it connected to his access to, and use of, cannabis.

Ethan had obtained his learner driver's licence with the help of another provider whilst on the SB programme.

Some of the time he was on SB coincided with the national lockdown to stop the spread of Covid-19. His youth worker said that one of Ethan's biggest issues at that time had been his continued cannabis use. It was a condition of being on the programme that he was not to use cannabis but he had constantly done so. It had 'sort of got worse. It picked up during that lockdown period. That didn't help, especially as that contributed to his (lack of) motivation.'

From time to time, Ethan complained he had felt sick. This had been difficult for SB staff to verify due to Covid-related restrictions which meant they had to keep their distance, but doctor's appointments had been arranged for him.

Ethan admitted to having breached his bail conditions during the lockdown. He said he used to go over to a mate's house. In order to avoid being found out by his SB youth worker, he had not answered her phone calls at such times.

Ethan acknowledged there had been other times too when he had breached. He described one such time when he decided to walk away from a potential crime.

*'I started drinking with my mates and spending time out. Then I realised: "F***. I am slipping again." Because one night I was about to hop in a stolen [car] again. Then I realised: "F***. Am I retarded? How dumb do I have to be? I have just spent the last f***ing two years trying to get off bail and now I am getting back into it." I turned around and walked off. I didn't even say nothing. None of my mates understood ... I thought "Nah. I am good." I just couldn't be bothered.'*

His father had been aware of some of the times when his son had breached his bail conditions but said he had not reported this to anyone.

His youth worker had reported any breaches that they knew of to Ethan's social worker. She recalled: *'I don't think he had any minor offences or reoffended. It was just breaches.'*

Support from Ethan's youth worker and whānau support worker

Ethan enjoyed time with his youth worker and had felt encouraged by her, and this had impacted in a good way on his behaviour.

'... When you are there and you are doing something, they are always next to you going: "Oh come on, just one more, one more ... five more metres." Stuff like that. Real encouraging.'

Ethan had turned to his youth worker for advice and had taken her advice to distance himself from crime and from mates who were offending.

His social worker recalled that at this time Ethan had a problem with motivation, looked sick and had poor hygiene, possibly all connected with his cannabis use. The SB youth worker had tried to address the issues with him, telling him he needed to shower and change his clothes regularly. However, Ethan had not necessarily done this. *'We can tell him to shower every day but whether he wants to shower or not is another thing.'* (social worker)

His father had noticed Ethan's behaviour had *'got better and better'* around his not offending while on SB. *'He knew what the rules were basically and he doesn't want to go back to jail.'*

Ethan's father was very happy with the support he had received from his whānau support worker. He had had his driver's licence revoked and his worker had helped out by driving him to doctor's appointments and shopping and taking him for lunch. *'Really nice gestures like that. [They] don't need to do that sort of thing but they do. They just go the whole hog ... Wow.'* (father). This had continued after Ethan had completed the SB programme.

Another example of the type of thing the whānau support worker would do to support Ethan's father was to take a look at Ethan's bedroom and see the mess and tell him to tidy it up.

Ethan's father had *'some pretty serious conversations'* with his whānau support worker about guiding Ethan to not offend.

After completing supported bail

Ethan had been discharged from the Youth Court but remained in the custody of Oranga Tamariki for his care and protection.

It seems that Ethan has reduced or stopped offending.

'... he has behaved himself now. He doesn't go out. He stays home. There are not many kids floating through here. He is not stealing cars. He is not doing anything.'
(father)

His youth worker reported that *'he hasn't really done any [offending] since last year. It is only a couple of drinking breaches and that is it.'*

Ethan recently told his whānau support worker that he had cut down on smoking weed. His whānau support worker thought the difference between him being motivated or not was whether he was smoking weed or not. The fact that Ethan had been up and about and ready to help with putting away the shopping when his father and the whānau support worker had returned from shopping suggested to the whānau support worker that Ethan had indeed cut down. Ethan continued to smoke tobacco.

By his own account, Ethan's gym attendance had fallen off since he had completed the SB programme.

Ethan and his father thought it was time for Ethan to move on and get a job. *'It was talked about that he couldn't go back to school. He wouldn't fit in.'* (father).

His youth worker knew Ethan had wanted to get a job. She knew some transitional work had been set up for him and that he had missed a work opportunity because his CV had not been current.

Ethan had shown he could be proactive in seeking work. He has an affinity for construction work which would appear to be a good fit for him.

Ethan and his father would recommend supported bail with some provisos

Ethan would recommend SB to young offenders who want to comply with their bail conditions and get their life back on track. For those young offenders who did not intend to comply with their bail conditions, he thought 'normal' bail was preferable since he thought a breach was taken less seriously and less likely to result in the young person being sent back to a youth justice residence.

His father would also recommend SB to young people who were prepared to do the programme and wanted to move on in life.

'It has been good for [Ethan] and it has been good for me too ... They have kept [Ethan] occupied ... They have kept him busy. They have taken him places. And I think they have built his confidence too.'

Ethan thought care needed to be taken with supported bail group work to ensure that a new young person was not introduced into a group who had the potential to undo all SB's good work.

*'I feel supported bail works beautifully. It is the [youth justice] residence side of thing that f**s it up for the supported bail. You are getting five people that are doing real well on supported bail. One person gets pulled out of residence and put in with those five people. Four out of the five of them will go back to doing crime. That is just how it is.'*

If Ethan was to criticise SB, it was because it hadn't helped him into a job. He could name others he knew who had been on the SB programme and supported into jobs or getting back into school.

His father also thought 'some form of employment type of thing' was an omission from the programme.

Ethan had some other strong views about SB. He thought, for example, that it was best that young people on the SB programme do the programme in another town away from bad influences. *'Don't send them to somewhere where they know everybody, because it is not going to work.'*

Finn

Finn had been excluded from school where he had been the subject of bullying.

He completed SB and transitioned onto a youth development programme with the same provider.

By his own account he had stopped offending. He was still attending a course. His behaviour there was said to have improved slightly.

He was getting on better with his father and had changed his friendship group.

Introduction

Finn is a 14-year-old young man of NZ European ethnicity.

Finn's youth worker described Finn as 'a cool kid'. He is 'awesome one on one' but can be a different when he is with his peers. *'His behaviour is so out of the gate. He is rude, he swears, he tries to be really cool ... a gangster.'* And his social worker described Finn as a 'very likeable young person.'

Finn lived with his father. The low-income family was already known to the pilot provider, having accessed some of their services before Finn started on supported bail.

Finn was enrolled at a 'life ready, work ready' horticulture course. According to his father, Finn had 'exhausted all schools' in the city. His youth worker confirmed Finn's schooling difficulties, adding that he had been severely bullied by his schoolmates about his weight and image. Finn's instinct had been to be the funny kid, 'the clown', or the disruptive kid.

He did not have a problem with alcohol or drugs.

Finn had gone onto supported bail about three months prior to the interview after having spent a weekend in a youth justice residence for having breached his bail conditions. According to his social worker, Finn was on supported bail for five weeks.

Finn's father did not distinguish between his son's obligations to supported bail and his obligations to youth justice more generally. At the time of the interview, he thought one or other of the obligations was set to end within a week.

Supported Bail

His social worker recalled Finn had been put straight onto SB when he came out of a weekend at the remand home.

Finn's SB plan was developed about a month ahead of an FGC related to four offences he had been involved in, including an assault of a sibling. Finn thought the plan had been developed with him through a meeting with his social worker, the police, and a person from the SB programme pilot provider. *'I think they gave me a few options.'*

Through SB, Finn had got into a settled routine. He had spent about four hours each weekday with his SB youth worker, and a few hours on a Saturday or Sunday with her or one of her colleagues.

Finn hadn't been turning up at his horticulture course. As part of his SB plan his youth worker transported him each morning from home to his course and back.

Finn acknowledged that while he wanted to do well on the course, it was something of a struggle to get himself up and ready to go in the morning. His social worker would come with food for his breakfast and make sure he ate it before his course.

Finn could get angry and be disruptive while on the course on any particular day. His SB youth worker was on call and would come and take him from class if he was *'kicking off.'* He said he would get angry when *'people pretty much talk shit to me, like say names and shit'* or when *'people say they are going to do something and then they end up not doing it.'*

His youth worker recalled that she had talked to Finn about strategies he might take to manage his anger, such as walking away. Finn believed he was getting better at handling himself when he was provoked or people didn't keep their word. He put this down to the fact he was growing up a bit.

His youth worker had observed that Finn wasn't used to, or good at, accepting praise. *'He is like a bit whakamā (shy) about it, like get a little bit embarrassed'* but she persisted in giving him praise in the hope that he would recognise that he still got attention when he behaved well. There was some evidence that the youth worker's approach was paying off.

Finn's afternoons on SB included him doing some community work in anticipation of the community work hours he was likely to be tasked with at his upcoming FGC. Finn understood the community work spent gardening, preparing a hangi, and fishing was a way of him giving back *'trying to help people out and stuff.'*

Whilst on SB, Finn's youth worker had also done some work with Finn around violence prevention (relevant to his assault of a sibling). They had watched a 'one punch' video together as part of this work, again in preparation for his upcoming FGC.

On some Sundays, Finn recalled having spent some time cooking at the provider's place. *'Normally on Sundays I come and do cooking ... Once I cooked lasagne and nachos. I have made enchiladas ... I have made burgers.'*

According to his youth worker Finn was *'really good in the kitchen... He cooked all the mince ... macaroni cheese even though it is not his favourite but his Dad likes it.'*

Whilst on SB Finn had also engaged in some holiday programme activities with his youth worker and some other SB programme participants. Activities included an Amazing Race game, a camp with a confidence course and flying fox, and a cooking competition.

Finn's father said that the youth worker had supported Finn at his FGC and all his Youth Court appearances while he was on SB.

Finn's youth worker thought that the SB programme had helped Finn *'100% considering where he was going.'* She rated Finn a *'seven out of ten'* in terms of engagement on the programme.

Breached bail conditions whilst on supported bail?

Finn said before he had been on SB *'I used to just breach all the time and just go out and stay places.'* His time in lock up at a residence had made him realise he needed to change his ways.

According to Finn he had breached his bail conditions *'a couple of times'* whilst on SB: one time he had had a fight with his brother and another time he had got home after his 7pm curfew.

His youth worker mentioned Finn had breached his SB contract once by associating with his girlfriend when he was not permitted.

Transitioning onto a youth development programme

Finn had completed SB and transitioned onto a youth development programme run by the same provider.

Finn was soon likely to get a discharge from the Youth Court for his latest offending. He had distanced himself from a group of friends who *'used to just think it was cool to steal things'* and now had *'a few good mates who are the good ones.'*

Finn was able to associate with his girlfriend again. According to his youth worker: *'They are not offending together ... Like he is staying home. He is not doing drugs and alcohol, I think, touch wood.'*

Finn thought his relationship with his father had improved since he had stopped offending. Finn had told his father: *'I am never going to do that again.'* His father thought SB had *'a bit to do with [his change in attitude]. Just whispering in his ear: "Come on mate, that is not really the done thing"'*.

His father had noticed that Finn was *'heaps more relaxed and heaps more enjoying life'* since his sibling (who Finn had assaulted) had left home.

Finn is still enrolled in his horticultural course and his behaviour there has improved slightly according to his youth worker. According to her, Finn's ultimate goal is *'to go up to Nelson because he wants to do some agriculture stuff there. He wants to get all the hops for the beers ...'*

She thought Finn was *'still a work in progress'* and that she may see Finn back for some subsequent offending though it would likely be for less serious charges.

The same youth worker was also trying to help Finn build a better relationship with his grandmother.

His social worker thought the SB programme had really helped Finn identify how he needed to behave while he was in the youth justice system and that he couldn't just do what he wanted.

Finn and his father would recommend supported bail with some provisos

Finn would recommend staying out of trouble over completing a SB programme. *'I would recommend not to even get on it in the first place.'* While he had found the programme not to his liking, he thought it could still be useful for other young offenders.

'I actually hated it to be honest because I feel like I have no freedom ... I guess supported bail has taught me so it will teach other people.'

Finn's father would only recommend SB for young people who committed less serious crimes (such as stealing a car). A young person who assaulted an elderly woman, for example: *'They don't deserve supported bail. They are past that.'*

If his father was to criticise the SB team it was because *'if anything [there were] a little bit lenient.'* *'I just think it was an easy beat option.'*

His social worker thought SB had worked really well for Finn in every way. Finn had done *'incredibly well and I am just really proud of him actually. He has been awesome. That has a lot to do with the work [at the supported bail provider] and all the care and love they have shown him. It has been quite a beautiful process.'*

Ryan

Ryan was new to involvement in the youth justice system. He had been bullied at school and had some mental health issues.

He completed SB and transitioned onto a youth development programme and then onto a mentoring programme with the same provider. In time, he received a discharge from the Youth Court.

He is still attending school – which he and his father attribute to the support he received while on SB.

Introduction

Ryan is a 16-year-old young man of NZ European ethnicity. He likes foraging for wild foods and fishing.

His parents are separated and share joint custody of Ryan. Ryan was new to involvement in the youth justice system.

He had been bullied and isolated by school mates. By his own account Ryan was *'not really one to reach out for help. I sort of deal with my shit by myself.'* And he had been excluded from school.

He had some mental health issues, including anxiety. He had attempted suicide several times.

According to his mother, Ryan had been using ‘a lot of drugs’. He also drank alcohol and smoked cigarettes.

Supported Bail

Ryan didn’t think he had had much input into his SB plan and did not relish the idea of spending days with a youth worker one-on-one.

His mother recalled the provider had tailored Ryan’s SB plan around his interests.

The SB programme was mostly delivered to Ryan by a youth worker one-on-one, though not always by the same youth worker. This approach was thought by his mother and the provider to benefit youth since different youth workers had different strengths.

‘They worked out pretty early on that he preferred one-on-one. ... They paired him up with three mentors... Each sort of did separate things with him ... They paired him with people who could match his interests and style.’ (mother)

Ryan was on SB for approximately 12 weeks. He recalled he had been with one of his youth workers ‘probably like 9 to like 3 or so’ on weekdays and either a Saturday or Sunday.

Ryan thought the programme had been ‘fairly intense’ at the start, then eased up slightly. He had continued to meet with a SB youth worker over the summer holiday period when other services had been shut down.

One of his youth workers explained that they liked to have flexibility in the SB plan so that they could work intuitively with their young person. For instance, if the young person was tired, they might just hang out together rather than going some place.

Having flexibility meant room for some good conversations with his youth workers. Ryan thought he had ‘definitely learned a lot just from different conversations and things, learned some insights. But to name them, I can’t remember off the top of my head.’ However, he did recall a good conversation he’d had with his youth worker a couple of days after he’d taken some acid.

Ryan had spent his time on SB engaged in activities like going for walks in the forest and the seaside, gathering seafood, growing things, cooking, going to movies and 10 pin bowling.

This had been the pattern until the first national lockdown in March 2020. When he and his youth worker could no longer meet in person, they met on Zoom. Despite the fact Ryan didn’t much like technology, he recalled having enjoyed cooking sessions over Zoom where three or four people cooked the same recipe in separate houses.

The SB provider had managed to enrol Ryan into a school after a lot of meetings and negotiation.

His youth worker had supported Ryan at his FGCs and court appearances. According to Ryan: ‘I wouldn’t say that I needed them there but it was nice.’ His father thought it had been very good to have ‘a familiar person in the room in a difficult and scary situation.’ A youth worker was credited by Ryan’s father with helping defuse some family tensions.

Ryan admitted having breached his bail conditions a couple of times while on SB.

Ryan's social worker rated him a 'nine out of ten' in terms of engagement with SB. She would have given him a ten but for dislike of technology which had been an essential means of communication during lockdown.

Transitioning onto a youth development programme

After completing the SB programme Ryan was transitioned onto a youth development programme and then to a mentoring programme (with double hours) with the same provider.

At the time of the interview Ryan reported enjoying the mentoring programme. He thought the warm atmosphere there 'rubs off on you'. Time on that programme had made him realise that he connected well with older people. The social worker confirmed this.

His mother stressed the importance of ongoing relationships for his son with service providers rather than the more usual 'series of people coming and going.' The SB provider was taking care with Ryan so as to gradually decrease their involvement with him rather than it coming to an abrupt end. His mother agreed with their approach saying '... You can't just do [the programme] and then drop them.' The provider has invited Ryan to become a volunteer with young kids from disadvantaged backgrounds that the provider also serves.

Ryan completed the tasks agreed in his FGC plan and received a section 282 discharge from the court. However, Oranga Tamariki continued some involvement with Ryan and his mother through a family/whānau agreement which was closed off after two months.

Ryan is still attending high school beyond his 16th birthday. His father and he thought he would probably have left school had it not been for SB.

He was not finding it easy to put distance between himself and his mates who were 'mischievous dwellers' but he was trying to do so.

He was practicing yoga and mindfulness, running and doing other outdoor activities.

Ryan thought being on SB had taught him how to have fun without drugs.

While Ryan said: 'I don't do any drugs at the moment', his mother was more of the view that he was gradually decreasing his use of them.

Ryan said he was also trying to give up alcohol but had recently bowed to group pressure.

He was continuing to smoke cigarettes.

Ryan and his parents would recommend Supported Bail

Ryan would recommend SB to other young people 'similar to me'. He thought it depended on their attitude and mindset.

His mother was appreciative that the provider hadn't judged her son.

She was extremely supportive of the SB programme and the people running it.

'I think this programme is great ... it boils down to that the people [at the provider] are great. I think they are professional. I think they are reflexive, adaptable, well planned and they have got a lot of different people ... It is very well organised, well co-ordinated, really good communication. They made themselves available ... any time

... This [programme] has actually made a difference. It has changed his trajectory. He was on his way to prison and these guys stopped him.' (mother)

She thought the provider had made her son *'feel like he is not alone, that he has got connections in the world'*. His father concurred. He would *'100%'* recommend the programme and the people running it. He described SB's impact on his son as *'transformation[al]'*.

'I really feel that the people at [provider] are incredibly supportive, skilled and engaged. They really helped to bring about a huge transformation ... He was rather lost and spending time with people who were leading him into bad ways. [The provider] provided a kind of mentorship to show him that there was a different way of behaving in life and what was important to him and how he could do that.' (father)

His social worker also spoke glowingly of the provider's impact on Ryan.