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20 NOV 2018

Sarah Habershon  
fyi-request-8772-cefb55fc@requests.fyi.org.nz

Our ref: OIA 71062

Dear Ms Habershon

**Official Information Act request: Social Investment Agency**

Thank you for your email of 27 September 2018 requesting, under the Official Information Act 1982 (the Act), "all documentation for work conducted in collaboration with the Social Investment Agency, including but not limited to briefing papers, speaking notes, presentations, analytics reports, and correspondence." You also requested "all documentation and advice to the Minister and/or the Social Investment Board and/or the Treasury relating to priority populations considered for Budget 2018."

As noted in the extension letter sent to you on 19 October 2018, the timeframe in which to respond to your request was extended by 20 working days to 23 November 2018. This was to allow time to collate documents from across the Ministry.

I have interpreted the first part of your request as work the Ministry of Justice conducted with the Social Investment Agency (SIA) from the beginning stages, and excluded any work the Ministry provided consultation on for the SIA.

Appended to this letter are lists of documents that fall within the scope of your request. Copies of the documents are enclosed. Some information has been withheld under:

- section 9(2)(f)(iv) to maintain the constitutional conventions for the time being which protect the confidentiality of advice tendered by Ministers of the Crown and officials; and
- section 9(2)(g)(i) to maintain the effective conduct of public affairs through the free and frank expression of opinions by or between or to Ministers of the Crown or members of an organisation or officers and employees of any department or organisation in the course of their duty.

I am satisfied that there are no other public interest considerations that render it desirable to make the information withheld under section 9 available.

Document 11 has been withheld in full under section 18(d) of the Act as the information requested is or will soon be publicly available. The document can be found online at [www.justice.govt.nz/justice-sector-policy/key-initiatives/reducing-family-and-sexual-violence/work-programme/](http://www.justice.govt.nz/justice-sector-policy/key-initiatives/reducing-family-and-sexual-violence/work-programme/).

If you require any clarification of the information contained in this response please contact Antony Paltridge, Team Leader, Media and External Relations, at [Antony.Paltridge@justice.govt.nz](mailto:Antony.Paltridge@justice.govt.nz) or call (04) 918 8980 or 027 689 0667. If you are not satisfied with my response to your request, you have the right to complain to the Ombudsman under section 28(3) of the Act. The Ombudsman may be contacted by email at [info@ombudsman.parliament.nz](mailto:info@ombudsman.parliament.nz).

Yours sincerely

A handwritten signature in blue ink, appearing to read 'Aphra Green', with a stylized flourish at the end.

Aphra Green  
**General Manager, Strategy, Evidence and Investment**

Appendix 1: Documents related to work conducted in collaboration with the Social Investment Agency

No	Document Title	Date	Document type	Comments
1	New Zealand's Social Investment Framework (Draft)	7 July 2017	Presentation	Released in full
2	The IDI, Social Investment and the Criminal Justice System	March 2018	Presentation	Some information withheld under s9(2)(g)(i)
3	Young males under 17 who have committed minor offences	-	Presentation	Some information withheld under s9(2)(f)(iv)

**Appendix 2: Documents related to priority populations for Budget 2018**

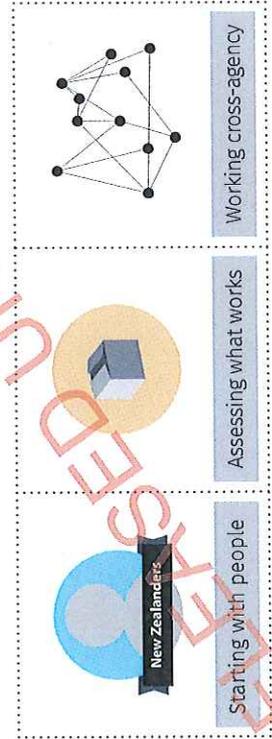
No	Document Title	Date	Document type	Comments
4	Family Violence Budget Options – overview for discussion	17 November 2017	Budget overview	Withheld in full under s9(2)(f)(iv)
5	1. 2018 Budget for Votes Justice, Courts and Treaty Negotiations 2. Budget 2018 Bids – External Demands and Unavoidable Costs (cost pressure bids) 3. Budget 2018 Bids – Ministerial Priorities and Manifesto Commitments (manifesto initiative bids) 4. Budget 2018 Bids – Other Budget Bids (cost pressure bids)	23 November 2017	1. Briefing 2. Attachment - Budget bid 3. Attachment - Budget bid 4. Attachment - Budget bid	1. Withheld in full under s9(2)(g)(i) 2. Withheld in full under s9(2)(g)(i) 3. Withheld in full under s9(2)(g)(i) 4. Withheld in full under s9(2)(g)(i)
6	1. 2018 Budget for Votes Justice, Courts and Treaty Negotiations 2. Budget 2018 Bids – Manifesto Initiative bids summary 3. Budget 2018 Bids – Letter to the Minister of Finance submitting your Manifesto Initiative bids	18 January 2018	1. Briefing 2. Attachment - Budget bid 3. Attachment - Letter	1. Withheld in full under s9(2)(g)(i) 2. Withheld in full under s9(2)(g)(i) 3. Withheld in full under s9(2)(g)(i)
7	Budget 2018 family violence initiatives	19 January 2018	Memorandum	Withheld in full under s9(2)(f)(iv)
8	Budget 2018 family violence initiatives	19 January 2018	Aide memoire	Some information withheld as out of scope
9	Summary of Budget 18 initiatives to respond to family and sexual violence	19 January 2018	Summary table	Withheld in full under s9(2)(f)(iv)
10	Draft Manifesto initiative bid	19 January 2018	Budget bid	Withheld in full under s9(2)(f)(iv)
11	Breaking the inter-generational cycle of family violence and sexual violence	19 January 2018	Draft Cabinet Paper	Withheld in full under s18(d)
12	Budget 2018 family and sexual violence	29 January 2018	Memorandum	Withheld in full under s9(2)(f)(iv)
13	What will the central agency mean for people affected by family and sexual violence and the sector?	2018	Summary table	Withheld in full under s9(2)(f)(iv)
14	Review of the proposed 2018 Budget initiatives for Votes Justice, Courts and Treaty Negotiations that are expected to significantly impact on the experience of Māori	22 March 2018	Briefing	Withheld in full under s9(2)(g)(i)

# New Zealand's Social Investment Framework

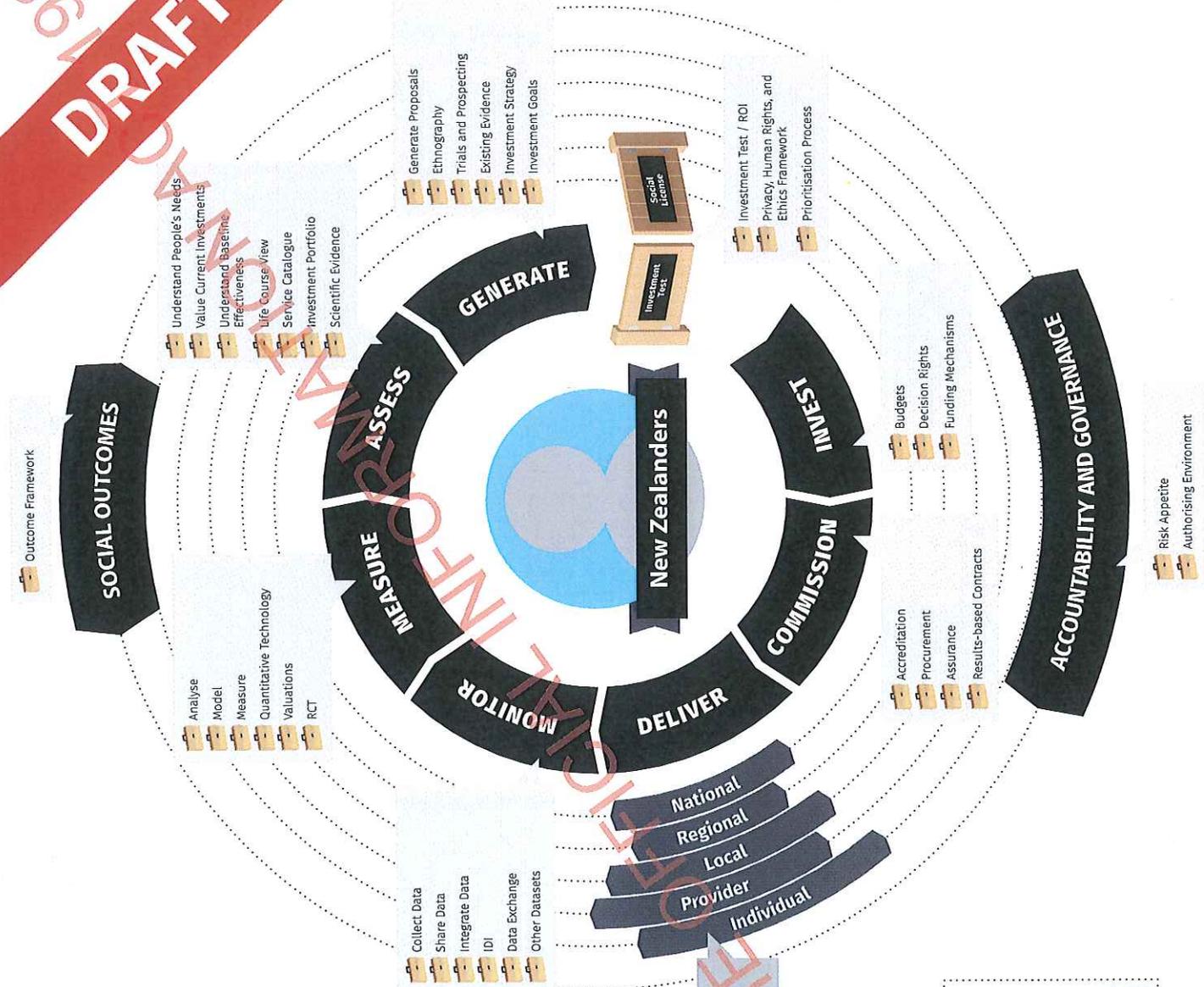
Social Investment is about **improving the lives of New Zealanders by applying rigorous and evidence-based investment practices to social services**. People are at the centre of social investment, from understanding their life courses and needs through to front line delivery, looking across agency boundaries. The goal is the best possible social outcomes, not just a fiscal focus. It's called **investment** because it's deciding to put in resources upfront but expecting results over time, and then measuring to see if it does. A relentless cycle of investing in new ideas alongside what's already proven keeps the system learning. Tools and analytical methods for analysing data and evidence are the engine room for social investment.

We've all got a part to play and need to act collectively – government agencies, providers, NGOs, iwi, partners, and New Zealanders.

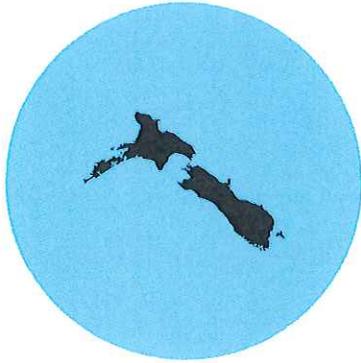
Social investment can be applied at many levels



1  
 1982  
 DRAFT

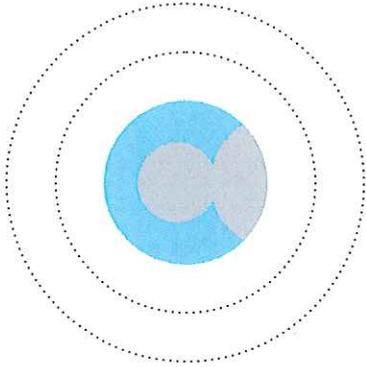


Why Social Investment?



Better lives and better books for New Zealand

What's different about Social Investment?



It's client-centred...

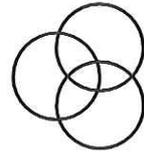
...lifecourse-based...



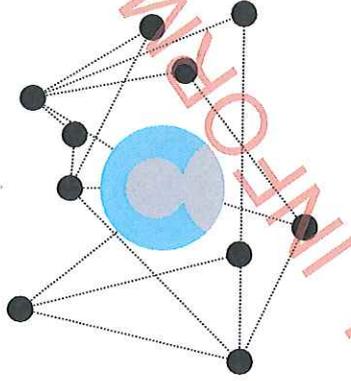
ROI-based



Partnering

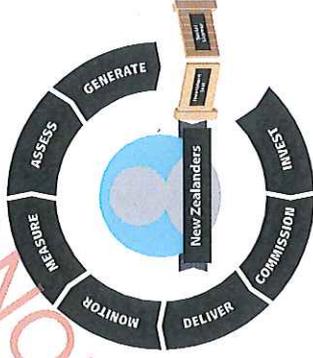


Who's involved in Social Investment?



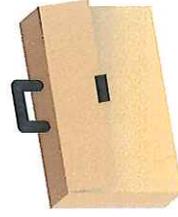
We all are – agencies, providers, partners, New Zealanders

How do we do Social Investment?



By consistently using this simple framework...

...and developing social investment maturity through building capability



DRAFT

# Young males under 17 who have committed minor offences

Access to this data provided was managed by Statistics NZ under the suite of micro-data access protocols and in accordance with the security and confidentiality provisions of the Statistics NZ Act 1975. These findings are not official statistics. The opinions, findings, recommendations and conclusions expressed are those of the researchers, not Statistics NZ.

## Population overview

### Who we are focusing on and why

This group is comprised of 1,929 young people under 17 who have not yet offended seriously, but for whom a combination of risk factors suggests they are likely to continue to offend in the future.

**100% Male, committed minor offence**  
**56% Māori** (cf 25% nationally)  
**100% Care & protection interaction** (cf 22% nationally)

The Auckland region has the largest number of youth with minor offences (450). However, there are other regions with a substantial proportion of the youth priority population such as Waikato (255), Canterbury (225), and the Bay of Plenty (153).

The family and peer context is important for this population, as their behaviour will be shaped by that of their parents, and will in turn help influence their siblings. There is international evidence that, in general, early intervention programmes conducted during early and middle childhood have a statistically significant effect on levels of adult criminal offending, and a larger effect on academic attainment.

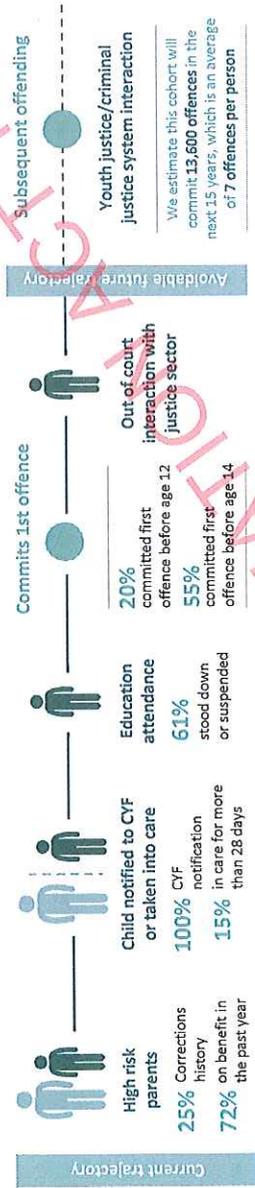
Linking this priority population to the Lifetime Investment Model for New Zealand Children, we can see 27% are showing an indication of early need, 56% developing need, and 16% developed need. An average of only 1.9 of the four wellbeing domains (safety, security, wellness, and development) appear 'well'.

The expected future fiscal spend for this group during adulthood, on costs that would be considered avoidable, averages \$230k per young person (1,929 total) meaning there is approximately \$444m in avoidable future fiscal spend associated with costs relating to welfare, Corrections, Justice and Health.

## Population statistics



## Intervention points and service mix



### Services available

- Positive Behaviour for Learning · Workplace training and tertiary education pathways · Pastoral care and wellbeing support services in schools · Support classes/programmes for students at risk of low educational outcomes · Support services for students with learning and behavioural difficulties
- Alternative education · National attendance service · Youth service · Professional youth mentoring services · Alcohol and drug community programmes · Strengthening families · Permanency establishment, social work support and respite care · Family and crisis counselling services · Community based programmes
- Child case managers (in conjunction with Oranga Tamariki) · Blue Light · Youth Primary/Mental Health Services · Youth One Stop Shops · Health care services

### Services specific to offending

- Community and iwi based programmes for offending related attitudes, values and behaviour · Non violence and restorative justice programmes · Abuse prevention programmes · Education and psychological assessment for youth offenders
- Alternative Action · Family Group Conferences · Forensic mental health services

### Frontline voices

When speaking to Youth Offending Teams across the country, frontline staff identified the following challenges when working with young people who have offended:

- Limited activities and options available to respond to low-level offenders and intervene earlier to curb future offending behaviour
- A lack of truancy officers across the country
- Parents enabling children and young people from school
- Difficulties accessing mental health services for young people, with growing numbers of referrals due to the increasing complexity of needs
- Interventions are provided for individuals in isolation from their family
- A lack of culturally appropriate (i.e. tikanga Māori) services
- A perceived lack of training and expertise in the NGO sector to address complex issues such as Foetal Alcohol Spectrum Disorder, brain injuries, and behavioural issues

## Opportunities

S9(2)(f)(iv)

# The IDI, Social Investment and the Criminal Justice System

PAST, PRESENT AND FUTURE

March 2018



New Zealand  
**POLICE**  
Nga Pirihimana o Aotearoa



MINISTRY OF  
**JUSTICE**  
*Tāhiti o te Ture*



DEPARTMENT OF  
**CORRECTIONS**  
ARA POUTAMA AOTEAROA

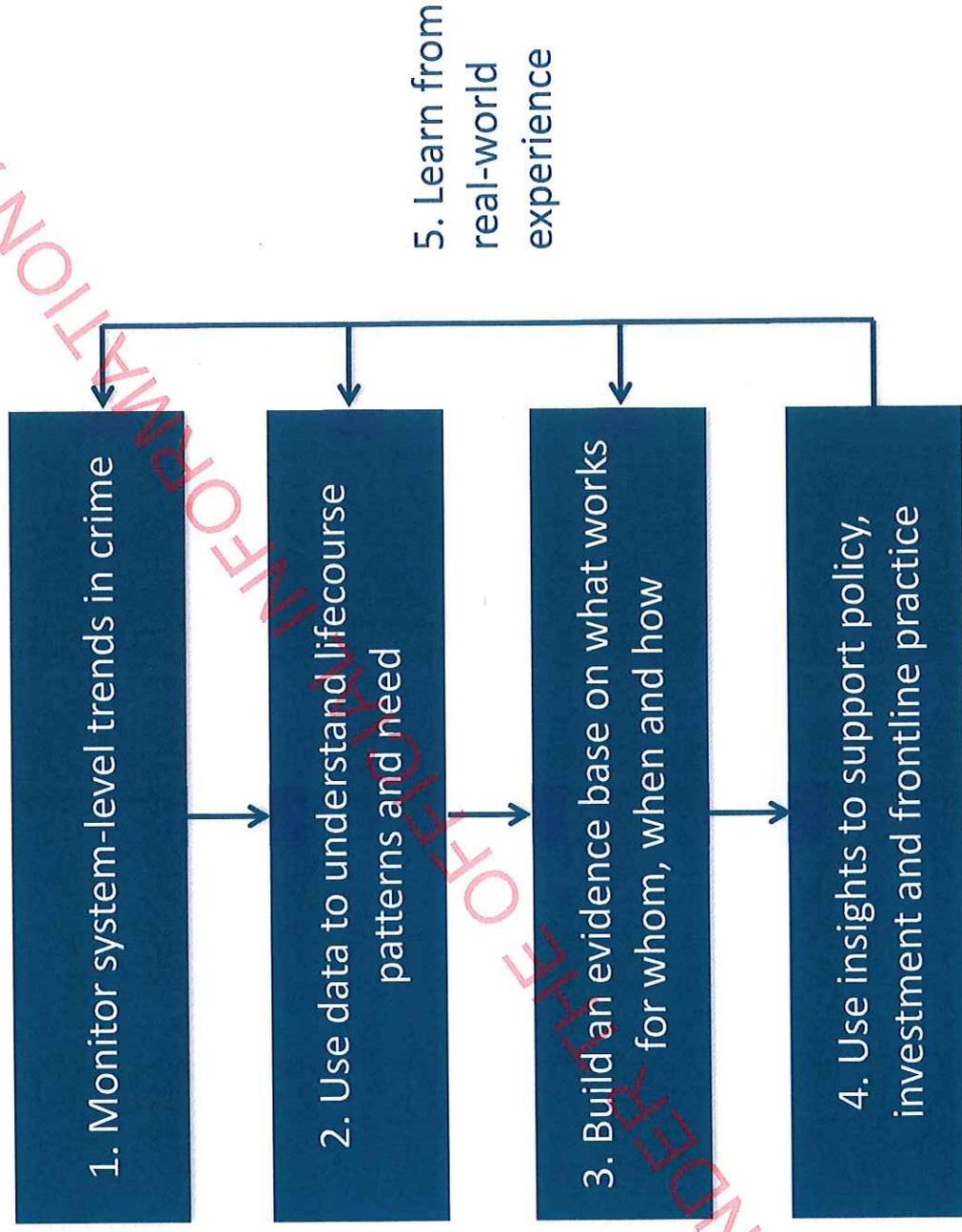
# Outline

1. Purpose of Social Investment in the Criminal Justice System
2. What we've done so far
3. Limitations – what we can't (and shouldn't) do
4. Future directions

# Social Investment and Crime

- Social Investment is about improving people's lives
- In the Justice system, that primarily means reducing the harm from crime

# Our Social Investment framework



# 1. Monitoring system trends

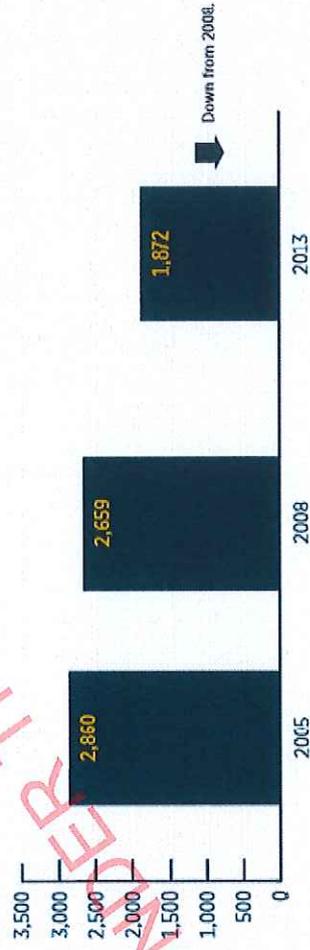
s9(2)(g)(i)

- Most crime is unreported.
- Police affect crime rates by e.g. deciding how many officers to place on drug squads, highway patrol.
- We do not use a future liability estimate because it would create perverse incentives not to discover crime.

# 1. Monitoring system trends

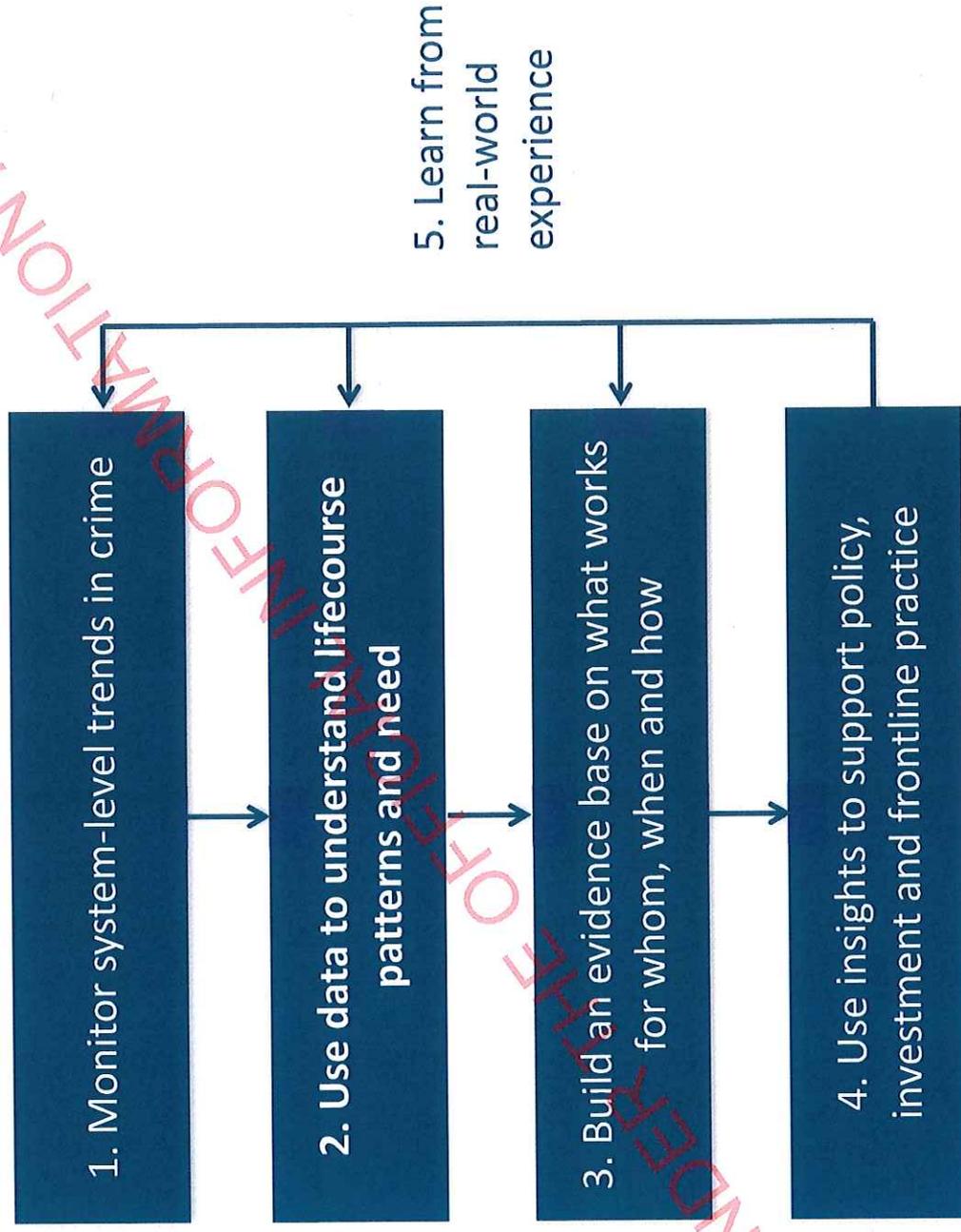
- The victimisation survey provides a more reliable source of information.
- The survey used to be done every 4-5 years. The 2013 survey showed a big drop in crime.
- We have moved to an annual survey, starting 2018.

GRAPH 2.1: TOTAL NUMBER OF INCIDENTS BY YEAR\* (000s)



A. We calculated the total number of incidents of crime by adding together the total number of household incidents and personal incidents. This means that there will be a slight overcount of incidents because in some cases both a personal and household offence was committed. In 2013, this was the case for only 1.1% of all incidents.

# Our framework



## 2. Lifecourse patterns and need

- Before the IDI lifecourse patterns were hard to analyse.
- We had no data about people before their first arrest.
- We could not understand the role of migration and mortality in our own data.
- We couldn't see where lie the best opportunities for improvement.

## 2. Lifecourse patterns and need

- We started by looking at everyone born in 1978 (the oldest cohort we have full conviction data for)
- We found that many people are convicted for an offence in their life, particularly Māori and Pacific men

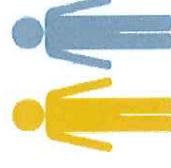
Of babies born in 1978:



One in four now have a criminal conviction



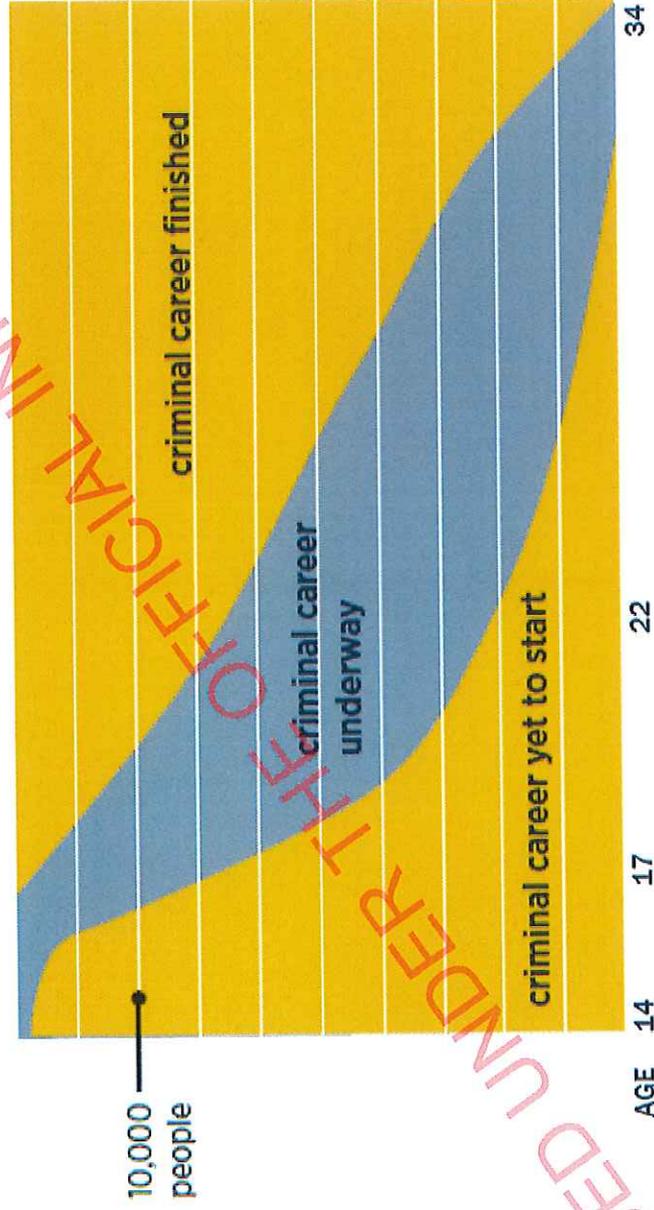
One in three men have a criminal conviction



One in two Māori and Pacific men have a criminal conviction

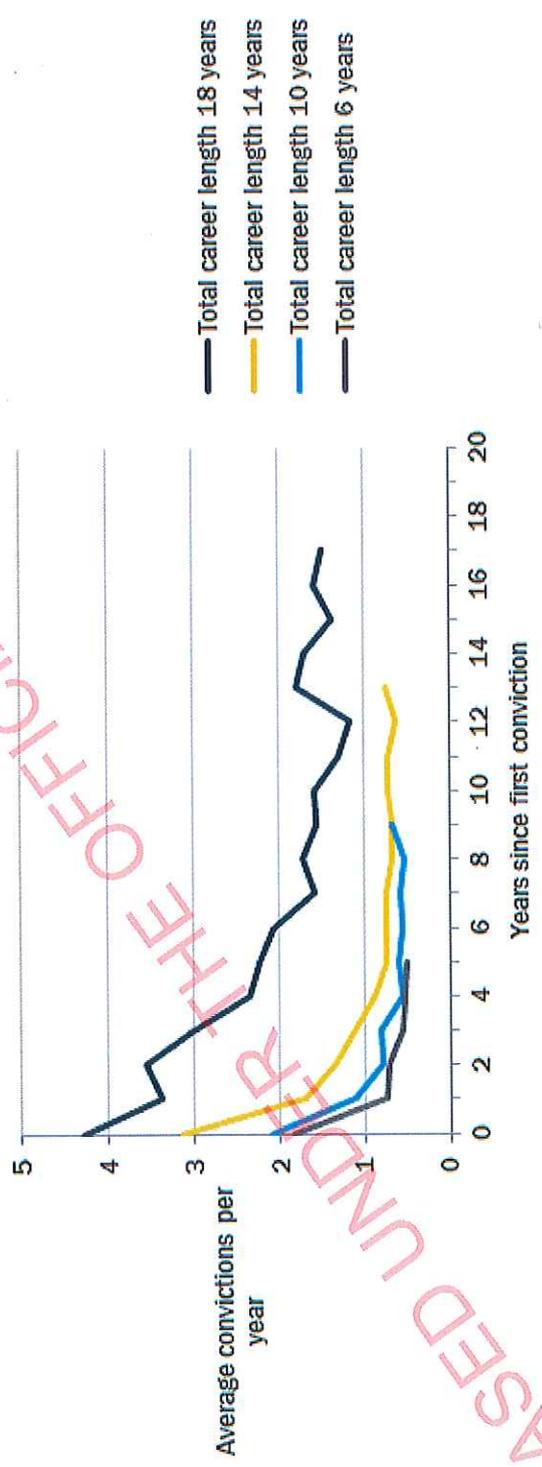
## 2. Lifecourse patterns and need

- But most people stop offending very quickly



## 2. Lifecourse patterns and need

- And those who persist commit fewer offences over time



## 2. Lifecourse patterns and need

- This data shows that **desistance** is the norm, not **escalation**.
- This suggests the Justice System could usefully focus on supporting desistance and avoiding 'trapping' people in the system.
- But desistance is made more difficult by the broader needs of people in the Justice System.
- The IDI is helping us understand those needs.

## 2. Lifecourse patterns and need

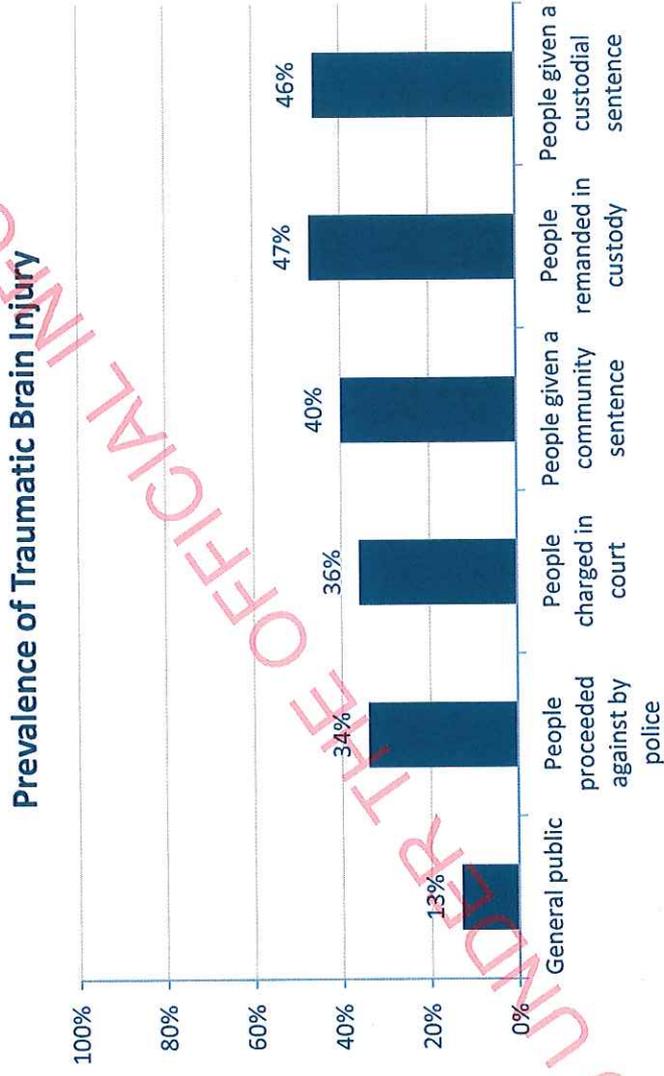
### Mental Health/AOD



91% of prisoners have a lifetime diagnosis

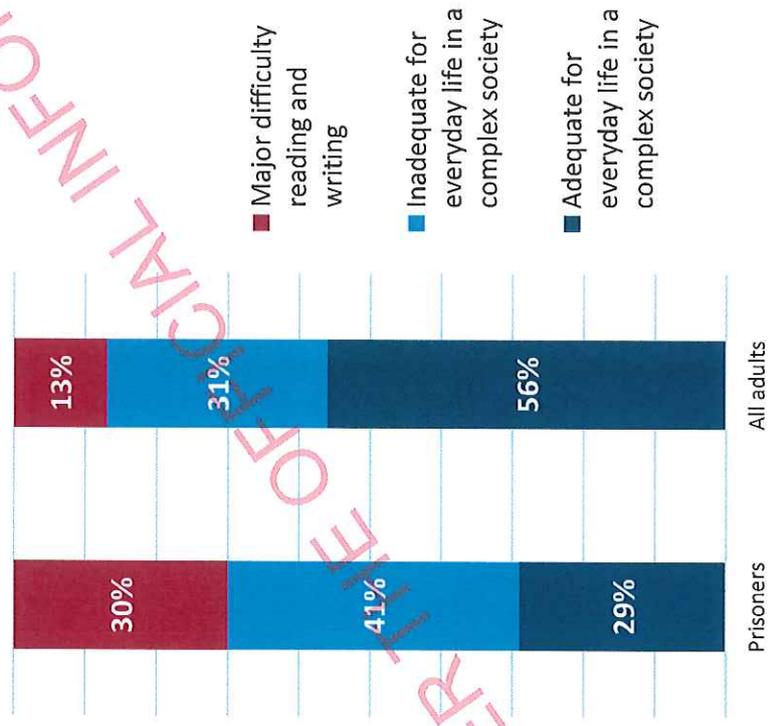
## 2. Lifecourse patterns and need

### Traumatic Brain Injury



## 2. Lifecourse patterns and need

### Literacy and numeracy



## 2. Lifecourse patterns and need

### Schooling experiences



OF THE 1500 PRISONERS BORN AFTER 1990 **51%** had been suspended from school

**5%** OF ALL PEOPLE IN NEW ZEALAND HAD BEEN SUSPENDED FROM SCHOOL

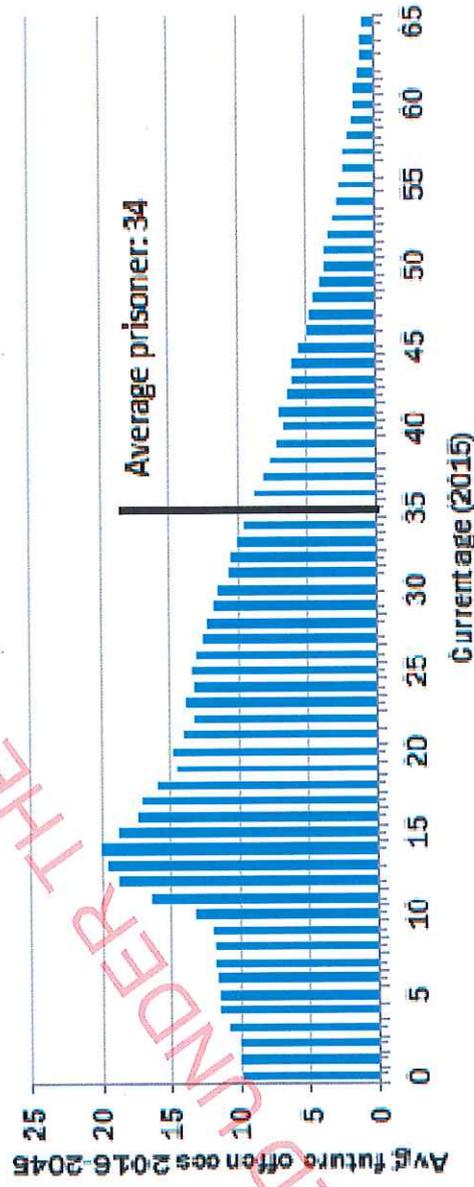
## 2. Lifecourse patterns and need

- We have used this information to project future offending in the NZ population.
- We can understand the relative risk of different groups, but can't accurately predict individual offending trajectories
- i.e. This isn't *Minority Report*

## 2. Lifecourse patterns and need

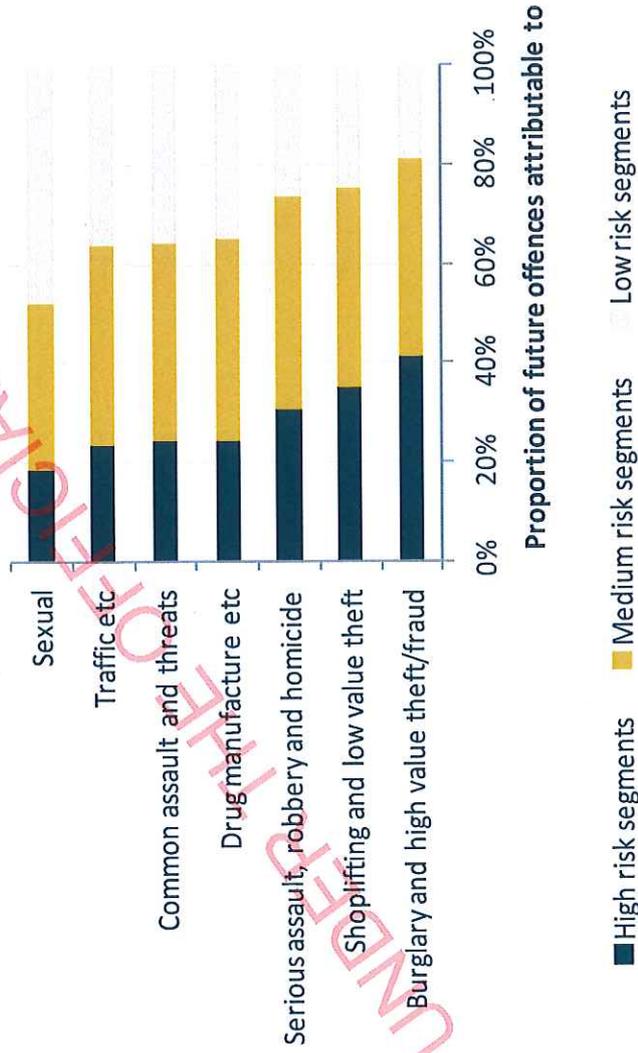
- Risk peaks at 14
- Before this, risk prediction is less accurate
- After this, people have less offending in their future
- By comparison, the average prisoner is 34

Future offences expected by riskiest 100 individuals at each age



## 2. Lifecourse patterns and need

- Most future offending will come from 'medium risk' people
- Risk is most concentrated for burglary
- Risk is least concentrated for sexual offending



## 2. Lifecourse patterns and need

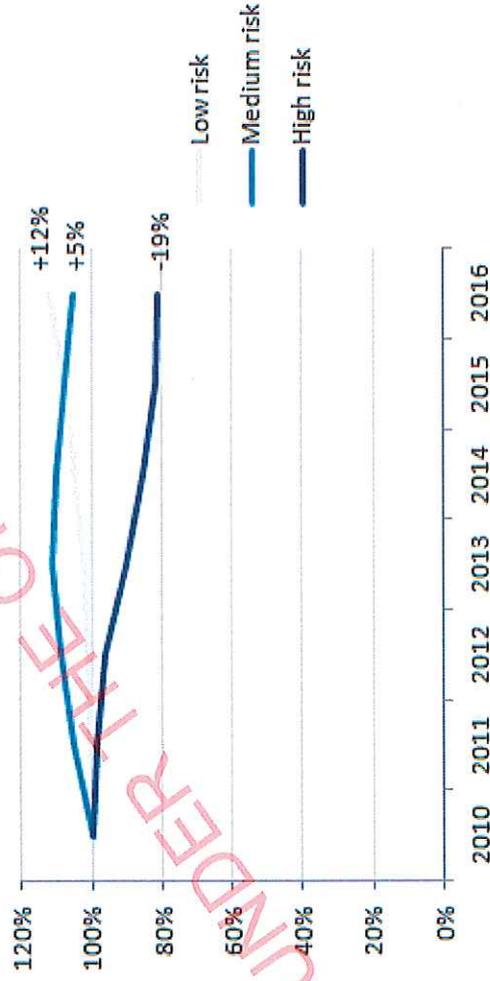
- This implies it is not sufficient to target efforts solely on the highest risk groups
- Primary, secondary and tertiary prevention are all necessary in line with the 'proportionate universalism' concept



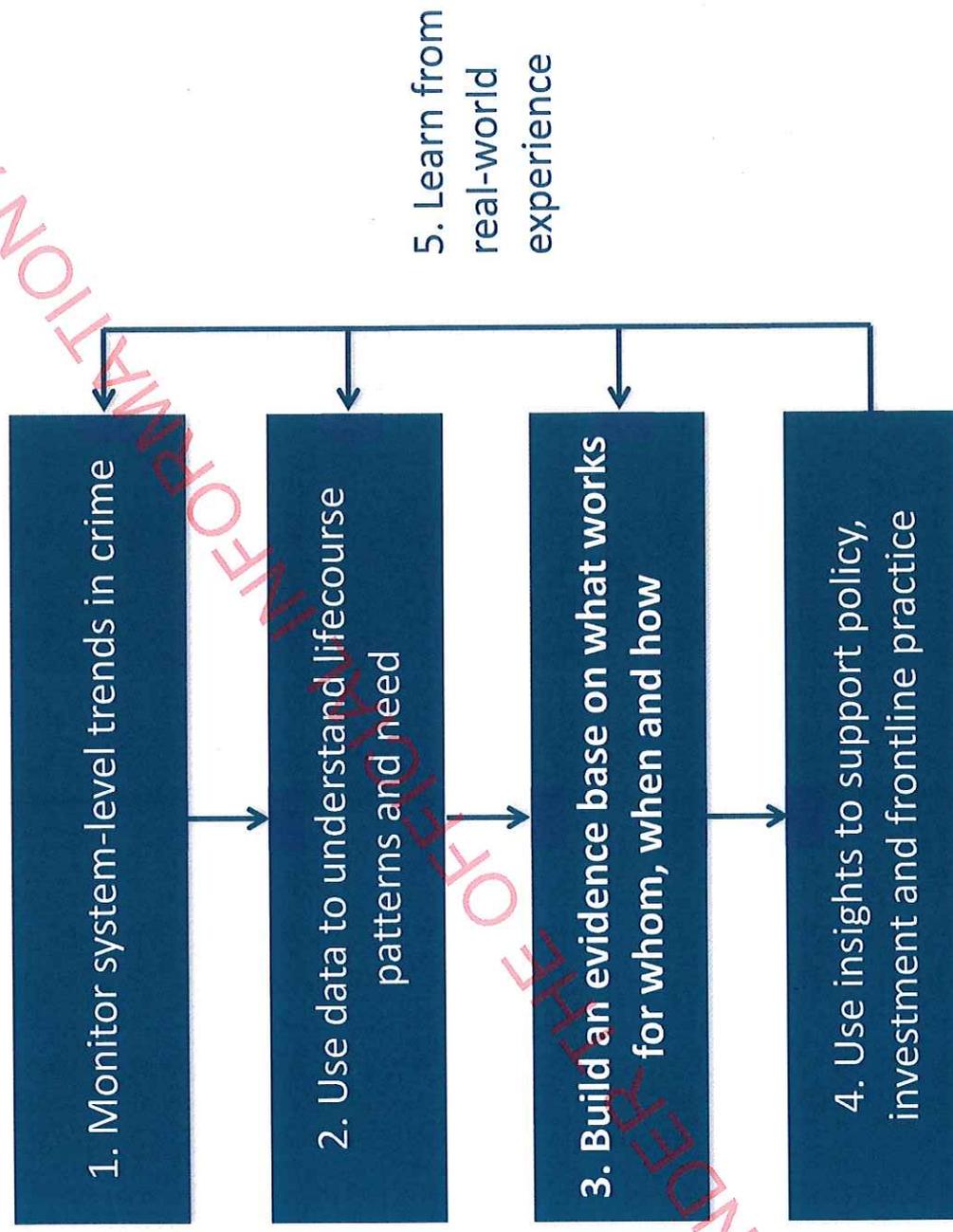
## 2. Lifecourse patterns and need

- The good news is that the number of high-risk people in the population is falling
- This implies that victimisation is likely to keep falling too

NZ population by risk of future offending



# Our framework



# What works

## Two strands

1. Take stock of all existing international and NZ evidence
2. Use the IDI to expand the NZ evidence base

# Stocktake

■ We have developed a set of ~40 evidence briefs that summarise the international and New Zealand evidence base for crime prevention

**Correctional Alcohol and Drug Treatment**  
EVIDENCE BRIEF

Two studies of prisoners' three treatment programmes of Alcohol and Other Drugs (AOD). In response to the concerns of Corrections, a meta-analysis of the effectiveness of AOD treatment programmes. The meta-analysis was conducted by the Institute of Criminology, Victoria University of Wellington.

**OVERVIEW**

- The meta-analysis included three studies: 1. AOD treatment programme for prisoners in New Zealand. 2. AOD treatment programme for prisoners in the United Kingdom. 3. AOD treatment programme for prisoners in the United States.
- The meta-analysis found that AOD treatment programmes for prisoners are effective in reducing recidivism and improving employment outcomes.
- The meta-analysis also found that AOD treatment programmes for prisoners are most effective when they are delivered in a structured and supervised manner.

**INVESTMENT CLASS SUMMARY**

Investment Class	Investment Class Description	Investment Class Summary
Correctional Alcohol and Drug Treatment	Programme for prisoners with alcohol and drug problems.	Reduces recidivism and improves employment outcomes.

**CONTACT**

Dr. [Name], [Institution]

**DISCLAIMER**

This evidence brief is for informational purposes only. It is not intended to be used as a basis for investment decisions. The information contained herein is not a recommendation, offer, or solicitation to buy or sell any securities or other financial instruments.

**LOGO**

**Family-based Interventions for Teenagers**  
EVIDENCE BRIEF

Most of the international evidence suggests that family-based interventions are effective in reducing the risk of youth offending. The meta-analysis included 10 studies of family-based interventions for teenagers. The meta-analysis was conducted by the Institute of Criminology, Victoria University of Wellington.

**OVERVIEW**

- The meta-analysis found that family-based interventions for teenagers are effective in reducing the risk of youth offending.
- The meta-analysis also found that family-based interventions for teenagers are most effective when they are delivered in a structured and supervised manner.

**INVESTMENT CLASS SUMMARY**

Investment Class	Investment Class Description	Investment Class Summary
Family-based Interventions for Teenagers	Programme for teenagers with family-based interventions.	Reduces the risk of youth offending.

**CONTACT**

Dr. [Name], [Institution]

**DISCLAIMER**

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**LOGO**

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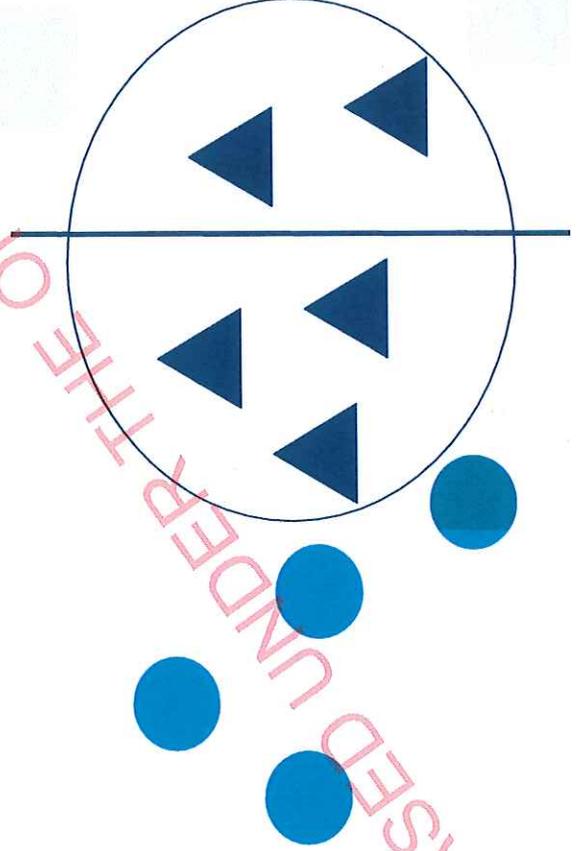
# Stocktake

- The evidence shows that many of the best opportunities to reduce crime lie outside the Justice System

Selected crime prevention approaches	Evidence rating – how confident can we be that the approach reduces offending?
Cognitive-Behavioural Therapy	Strong
Family-based interventions	Strong
Youth mentoring	Very Promising
Behavioural management in schools	Very Promising
Early intervention (pre-teen)	Very Promising
Situational Crime Prevention	Very Promising
CCTV	Very Promising
Alcohol pricing	Very Promising

# Using the IDI to find what works

- The IDI makes it easier to understand the impact of NZ services on crime and other outcomes
- To understand impact, we need to compare otherwise similar people who do and do not receive the service



# Using the IDI to find what works

- The IDI improves matching by adding more variables.

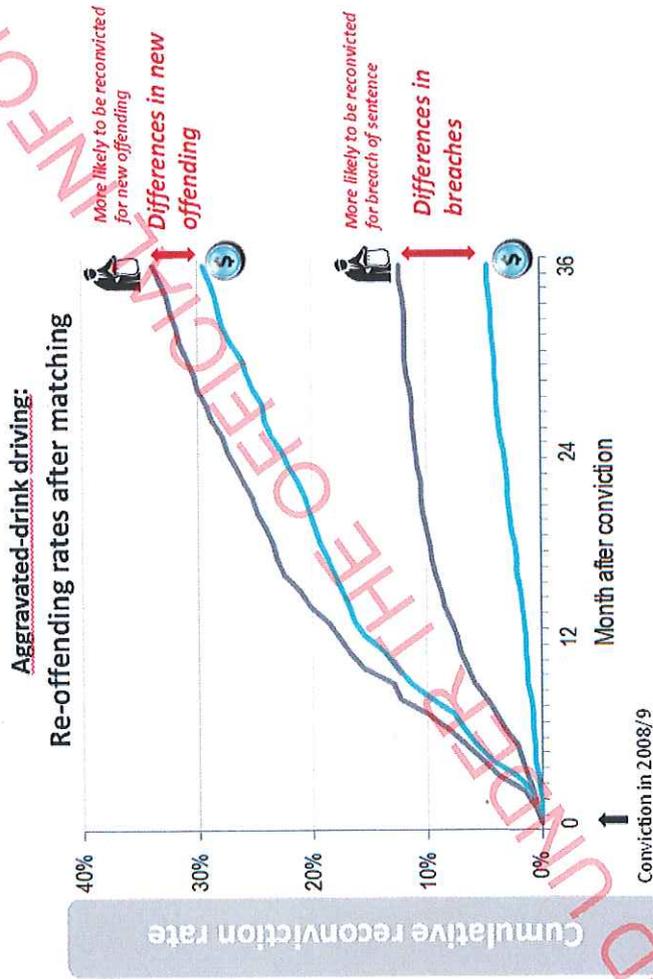
## Example: Community work

- We compared community work vs fines for people who are similar in terms of:

- Age
- Gender
- Ethnicity
- Offence type
- Number of charges
- Police history
- Corrections history
- Unemployment

# Using the IDI to find what works

- After matching, community work is associated with higher reoffending rates and higher benefit receipt



- This suggests that for some, community work is a 'trap' that makes desistance harder

# Using the IDI to find what works

## Further IDI projects

### Final results

Comparison	Finding
Home detention vs prison	No difference in reoffending
Community work vs fines	Lower reoffending with fines
Corrections rehab programmes for Māori and non-Māori	Equally effective for both

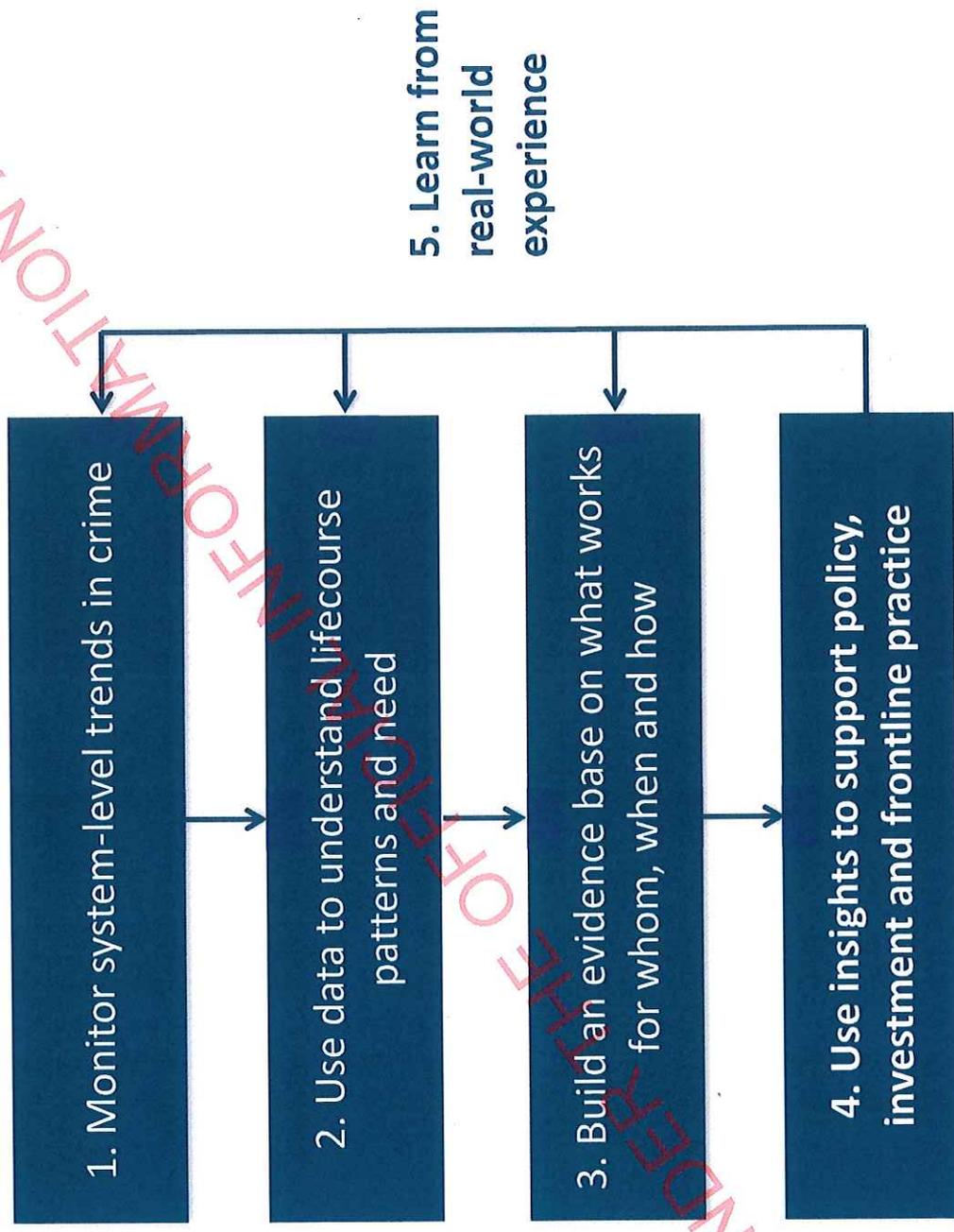
### Research underway

Topic
Impact on crime from earlier vs later release
Effect of Clean Slate Act on reoffending

### Draft results

Comparison	Finding
Supervision vs community work	No difference in reoffending
Remand vs bail	Higher reoffending following remand

# Our framework



# Implementation and learning

- Less developed than other areas
- Key challenge is working effectively across multiple agencies and multiple funding pools
- Two initiatives funded in Budget 2017 focusing on high-risk groups
- Implementation and evaluation underway

# Outline

1. Purpose of Social Investment in the Criminal Justice System
2. What we've done so far
3. **Limitations** – what we can't (and shouldn't) do
4. Future directions

# Limitations

## Data is biased and should not be over-interpreted

- E.g. only about 10% of sexual offending is reported, so police data is skewed towards people who commit crimes like car theft.
- E.g. peer associations are a strong predictor of crime but are not captured in the IDI.
- E.g. data from the Christchurch longitudinal study showed that for equivalent self-reported offences, Māori are more likely than non-Maori to end up with a conviction.

# Limitations

## Lives are not predetermined

- Correlations can be used to roughly predict future prognosis at a group level
- But the IDI is not an appropriate tool for individual-level predictions
- Correlations are imperfect: need to look at both sides

# Limitations

## An example from the Christchurch study



- Clear correlation between childhood conduct problems and adult offending, BUT:

- Half of children with serious conduct problems had no adult arrest/conviction

- More arrests/convictions among those with no childhood conduct problems

- i.e. the future is not preordained

Jakobsen, I., Fergusson, D. & Horwood, J. (2012). Early conduct problems, school achievement and later crime: findings from a 30-year longitudinal study. *New Zealand Journal of Educational Studies*. 27(1).

# Limitations

## Individual-level prediction is fraught

- Population-level modelling can help direct policy attention to the right areas.
- But great care should be taken when using potentially biased prediction tools to decide on e.g. bail and parole.
- Important to note that professional judgement can also be biased, as well as less accurate and less consistent than structured tools.
- Bigger question is whether, if behaviour can not be predicted with sufficient accuracy, decisions such as parole should be based on 'risk' at all

# Limitations

The IDI is highly secure and individual level output is forbidden in any case under the 'five safes'

Safe	Description
Safe people	Users of the IDI are vetted and trained in the safe use of data
Safe projects	Research projects must be in the public interest. Research is restricted to the analysis of groups not individuals
Safe settings	Data can only be accessed in secure settings
Safe data	Personal identifiers are removed or encrypted by Stats NZ. Researchers get access only to the data relating to their research.
Safe output	Researchers must confidentialise output before data can be taken out of the Data Lab to ensure individuals can not be identified

# Outline

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## Future directions

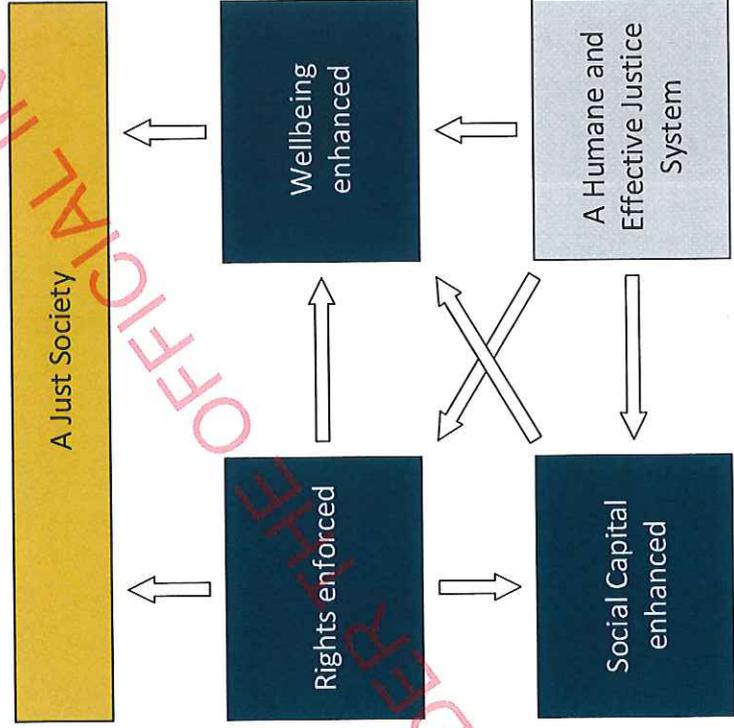
- Helping reduce the prison population
- Supporting the wellbeing agenda
- Connecting our insights to policymakers

## Reducing the prison population

- We can use our IDI risk modelling to understand the public safety implications of different options to reduce the prison population
- We are working with corrections to analyse parole more closely to support operational improvement

# Wellbeing

- Using the IDI to understand the impact of victimisation on wellbeing
- Considering the role of the civil and family jurisdictions on wellbeing
- Considering rights alongside wellbeing



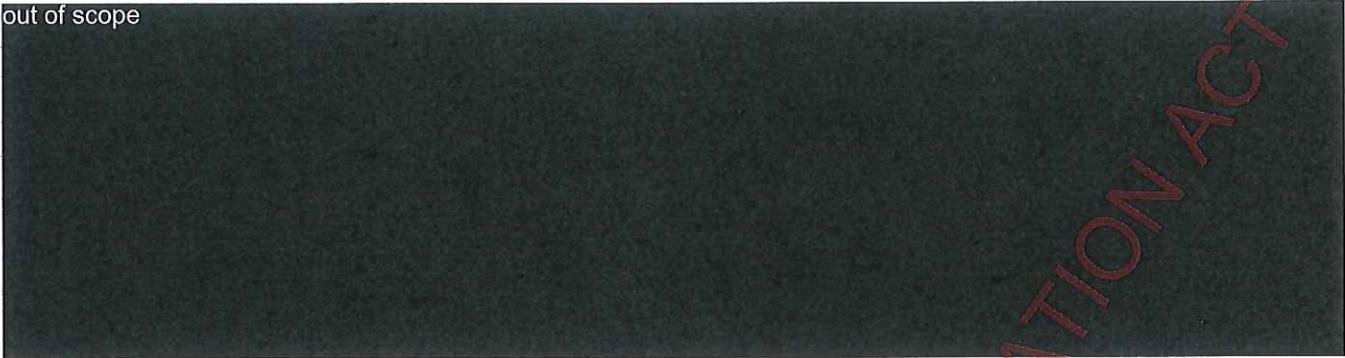
## Connecting with policymakers and practitioners

- We have been providing custom reports to interested iwi, such as Tuhoe.
- We are working on a website to make our insights more readily available.
- We work closely with the Social Investment Agency and other social sector agencies.

# Budget 2018 family violence initiatives

Attachment one: Aide-memoire for from the multi-agency family violence team

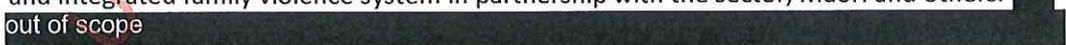
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## Background & context

2. It is well established that New Zealand does not currently have a system that was designed to comprehensively address family and sexual violence. Almost 90% of government expenditure on family violence (currently around \$1.6 billion) deals with the aftermath of violence. Just 1.4% of government expenditure is used on primary prevention programmes, and this is fragmented across multiple government agencies. Our current system of family violence services does not work: it fails to keep victims safe; it has little focus on stopping violence before it occurs or on early intervention; and specialist family violence services are typically underfunded.
3. Family violence is interconnected with many of the other social issues this Government has committed to address. Improving responses to family violence will be critical in realising your other goals, including for child poverty, child abuse, mental health, youth suicide, homelessness, and the prison population.
4. The coalition Government has indicated its dedication to addressing family violence by committing to increase funding for family violence networks and services. Budget 18 provides an opportunity to begin to transform the system response to family violence, and to meet these immediate commitments.
5. However, past experience shows that – on its own – additional funding for services will not be sufficient. At least ten government departments and agencies currently provide services to address the consequences of family violence (including Police, Justice, Corrections, Health, ACC, Social Development, and Oranga Tamariki), with each agency often working in isolation from others. Evidence suggests services are fragmented, incomplete and, as a result, often ineffective. Better integration of the system response can increase the impact achieved by all of these services.
6. The Budget package includes a bid to establish an agent of change that has the responsibility and mandate to work across government to design, develop and implement a comprehensive and integrated family violence system in partnership with the sector, Māori and others.

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9. The proposed Budget 18 package has two overall components:

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- **Establishing a more effective response to family violence**, which includes a shift in emphasis towards prevention, and a more comprehensive and integrated response to the causes of family violence at a community level. Such a shift is consistent with the coalition agreement and manifestos, and will require the formation of a central agent to drive changes across government. The central agent would change the way that funding is delivered, and the services that are funded to make those services and networks more effective.

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16. The remaining four initiatives will be submitted under the manifesto track pending your approval. These initiatives will change the system response to family violence, so that these services and networks are more effective.

- A family violence central agent to lead the design and development of a more effective system response to family violence, working in partnership with the sector and communities and reflecting the experiences of people affected by family violence. The central agent will lead the development of a long term strategy, targets and an action plan for the reduction of family violence, and will integrate the response across government. It will also provide stronger insights and advice into a more effective, integrated system response to family violence and the future budget initiatives needed to deliver this response.

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