

**Response to recommendations from the Office of the
Children's Commissioner's monitoring visit to:**

Whare Pūmau Mana Youth Justice Community Remand Home

Visit date – August 2022

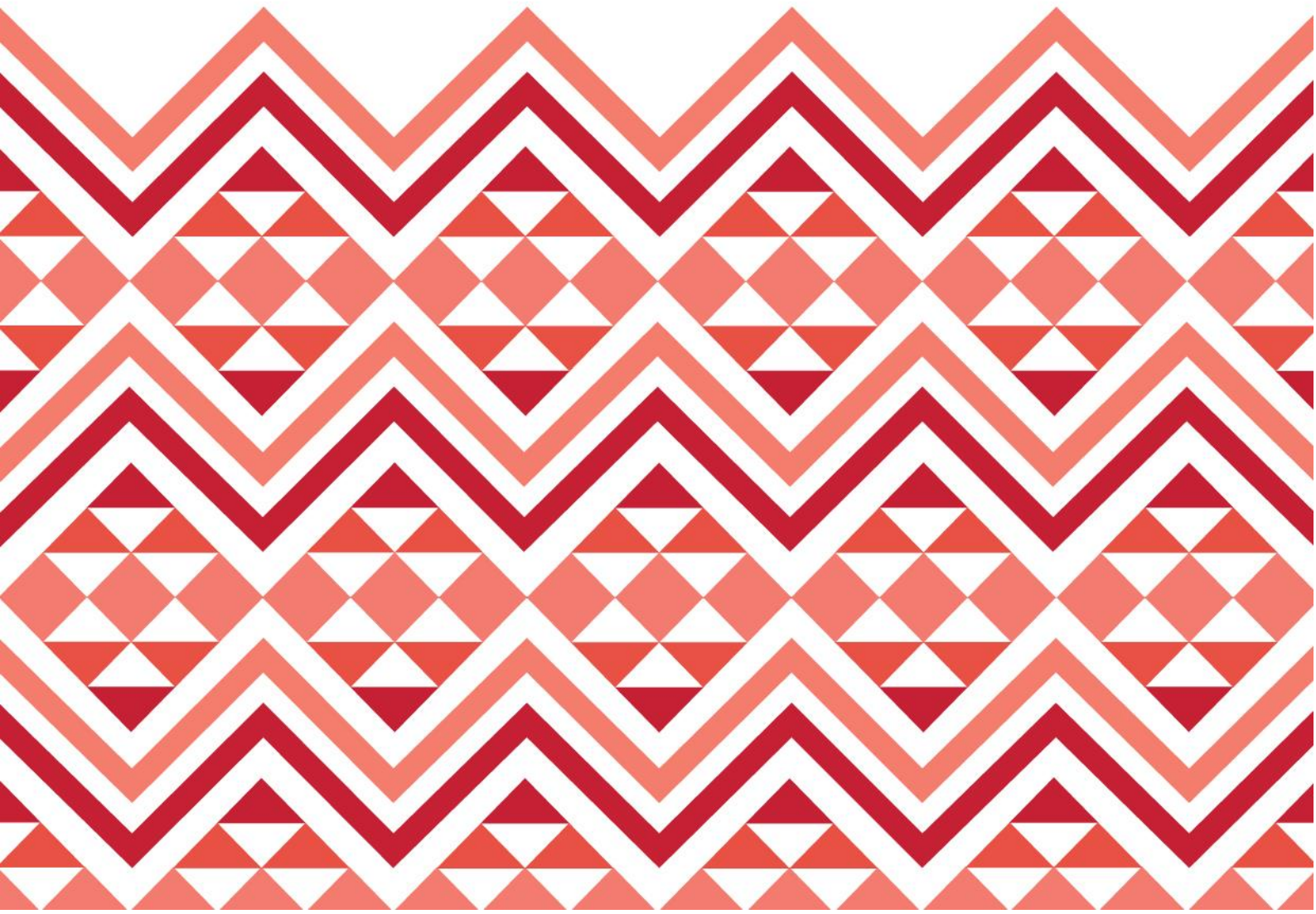


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Introduction

Whare Pūmau Mana Youth Justice Community Remand Home, which is run by Te Ikaroa Rangatahi Social Services Inc (TIRSS) located in the Heretaunga rohe. TIRSS whakapapa to Ngāti Kahungunu and when possible, prioritises the admission of rangatahi into their whare who whakapapa to the iwi.

TIRSS is a community-based kaupapa Māori organisation which works to provide safe practices and environments for the fostering, promotion and advancing tino rangatiratanga (autonomy, self-determination, and self-management) of tamariki, rangatahi and whānau in all areas of their lives. TIRSS reaffirms the importance of whakapapa and whakawhanaungatanga; an approach grounded in Te Tiriti o Waitangi and Ngāti Kahungunu tikanga. Oranga Tamariki—Ministry for Children (Oranga Tamariki) contracts TIRSS to provide Whare Pūmau Mana.

In August 2022, staff from the Office of the Children’s Commissioner (OCC) carried out an announced monitoring visit to Whare Pūmau Mana.

Whare Pūmau Mana has capacity to take three rangatahi tāne (males). Under the Oranga Tamariki Act 1989, the legal status which rangatahi are detained at the remand home include:

- section 235 - Child or young person who is arrested may be placed in custody of chief executive
- section 238(1)(d) - Custody of child or young person pending hearing.

At the time of the OCC’s visit, a rangatahi was staying at Whare Pūmau Mana under section 238(1)(b) - release the child or young person on bail. TIRSS also run a bail home and are experienced in the provision of this type of care. Bail placements at Whare Pūmau Mana are not common, and in this instance when first placed in the home, there were no other rangatahi staying there. This was an alternative care arrangement agreed with Oranga Tamariki to prevent this rangatahi being placed in a youth justice residence in absence of other suitable bail accommodation at the time.

The purpose of the visit was to assess the quality of Oranga Tamariki services against the seven domains relevant to the OCC’s role as a National Preventive Mechanism under the Optional Protocol to the Convention Against Torture and Cruelty (OPCAT). The seven domains are:

- Domain 1: Treatment
- Domain 2: Protection systems
- Domain 3: Material conditions
- Domain 4: Activities and contact with others
- Domain 5: Medical services and care
- Domain 6: Personnel
- Domain 7: Improving outcomes for mokopuna Māori.

The draft OPCAT report for Whare Pūmau Mana was shared with TIRSS and Oranga Tamariki on 15 September 2022.

Recommendations Summary

The OPCAT report for Whare Pūmau Mana Youth Justice Community Remand Home makes eight recommendations which are all accepted.

TIRSS and Oranga Tamariki are committed to achieving better outcomes for tamariki and rangatahi, and we value the feedback and insights provided by the OCC.

Recommendations	Status
Oranga Tamariki Recommendations	
1. Support community run remand homes to develop an independent complaints system.	Accepted
2. Support community run remand homes to develop a process that will enable independent youth advocates to provide services to mokopuna in the whare.	Accepted
3. Develop a nationwide package of training programmes designed specifically for community run remand homes. Training programmes could include: <ul style="list-style-type: none"> • criminogenic risk factors • mental health needs • intellectual disability • neurodiversity • alcohol and drug support • life skills, and • cultural development/ capacity building. 	Accepted
4. Provide all relevant information in the referral documentation. This includes, but is not limited to: <ul style="list-style-type: none"> • up to date All About Me plan • information about any medications and prescriptions • relevant reports such as those under s333 of the Oranga Tamariki Act 1989. 	Accepted
5. Oranga Tamariki site social workers regularly review s238(1)(d) custody statuses as per s242(A) of the Oranga Tamariki Act 1989. This information should be shared with the remand home and used to inform mokopuna transitions.	Accepted
Te Ikaroa Rangatahi Social Services Recommendations	
1. Train all kaimahi who work in the whare to use the PATH model.	Accepted
2. Provide formal supervision and complete professional development paths for kaimahi.	Accepted
3. Involve mokopuna in their care plan and in decisions that affect them.	Accepted

The Oranga Tamariki and TIRSS responses to the Whare Pūmau Mana Youth Justice Community Remand Home OPCAT report recommendations are detailed in the remaining sections of this report.

Response to Oranga Tamariki Systemic Recommendations

Below are the Oranga Tamariki responses to the systemic recommendations made in the Whare Pūmau Mana OPCAT report.

Recommendation 1

Support community run remand homes to develop an independent complaints system.

Response

As part of the Oranga Tamariki (National Care Standards and Related Matters) Regulations 2018, every tamaiti and rangatahi is entitled to receive information about what they can expect in our care or custody, and that of our partners, and to be supported to raise any concerns they have. This includes ensuring information about making complaints, accessing support services, and independent advocacy is available to all tamariki and rangatahi. This applies to all our provider-run youth justice community remand homes which includes Whare Pūmau Mana.

In August 2021, Oranga Tamariki commenced a review of its feedback and complaints systems. This project, Manaaki Kōrero, involves Oranga Tamariki partnering with VOYCE – Whakarongo Mai to enable tamariki, rangatahi and whānau to co-design feedback, complaints, information, advice, and assistance processes that are ‘fit-for-whānau’. It also addresses Action 1.4 of our [Future Direction Plan](#). Refer to systemic recommendation 3 for more detail on our future direction.

While this co-design work is underway, Oranga Tamariki is implementing a set of immediate improvements to the residential grievance process, based on feedback from tamariki and rangatahi. Over the next few months identified improvements to be implemented include:

- Improving the language and accessibility of tools/resources.
- Developing multiple mechanisms to support tamariki and rangatahi to make a complaint.
- Improving investigation standards and training for kaimahi.
- Increasing the profile of advocacy in residences.
- Teaching self-advocacy as a social skill.

Oranga Tamariki has shared the learnings from Manaaki Kōrero immediate improvements to the residence grievance process work with TIRSS. This will help support their development of an independent complaints process in Te Whare Tuhua and Te Whare Matariki.

Following the OCC’s visit to Whare Pūmau Mana, TIRSS have developed a new complaints wall poster that is visually appealing to rangatahi, using bright colours and Māori emojis to explain the complaints process. It also identifies key kaimahi rangatahi can engage with to help them with their complaint, such as their social worker, kaiwhakahere and the team leader or supervisor. The poster is displayed in prominent places around the whare and is easily accessible for rangatahi.

TIRSS has advised that work to develop an independent complaints process, which will be accessed through VOYCE – Whakarongo Mai, is well underway and is expected to be completed by early in the New Year. The role of VOYCE – Whakarongo Mai is discussed in more detail in our response to the next recommendation

This recommendation will also be discussed as an agenda item at the next kanohi ki te kanohi bi-annual hui in early 2023 with the team leaders of Oranga Tamariki-run and contracted provider-run youth justice community remand homes. This will enable further discussion and learning to support each home’s operation of an independent complaints process. Should no further concerns arise in the next six months, we will consider this recommendation completed.

Recommendation 2

Support community run remand homes to develop a process that will enable independent youth advocates to provide services to mokopuna in the whare.

Response

Work to establish access to independent youth advocates in provider-run youth justice community remand homes is well underway in most remand homes throughout Aotearoa. VOYCE – Whakarongo Mai provides this service.

VOYCE – Whakarongo Mai stands for Voice of the Young and Care Experienced – Listen to me. Established in 2017, it is an independent organisation that helps to advocate for children with care experience (children in foster or whānau care) in New Zealand. VOYCE aims to amplify the voices of these children and ensure that they are heard – so as to positively influence their individual care and to collectively affect change in the wider care system

Following this recommendation, Oranga Tamariki has undertaken work to strengthen operating arrangements between VOYCE – Whakarongo Mai and Whare Pūmau Mana. Rangatahi staying at Whare Pūmau Mana can now access independent advocacy services. This also provides rangatahi with the option of using VOYCE – Whakarongo Mai to support them to make a complaint, should they want to.

We now consider this recommendation completed.

Recommendation 3

Develop a nationwide package of training programmes designed specifically for community run remand homes. Training programmes could include:

- *criminogenic risk factors*
- *mental health needs*
- *intellectual disability*
- *neurodiversity*
- *alcohol and drug support*
- *life skills, and*
- *cultural development/ capacity building.*

Response

We acknowledge the importance of a nationwide suite of programmes being available to support provider-run youth justice community remand homes. Rangatahi in remand homes would benefit from trauma informed programmes that support addressing criminogenic behaviour, alcohol and drug use, while providing further life skills, and cultural development.

Oranga Tamariki is currently undertaking a fundamental and significant shift in our approach, operating model and practice so we can truly be tamariki and whānau centred. To do this, we have developed a Future Direction Plan¹ that draws together themes from across *Hipokingia ki te Kahu Aroha Hipokingia ki te Katoa* (the report of the Oranga Tamariki Ministerial Advisory Board) as well as recommendations from previous reviews.

¹ [OT-Future-Direction-Action-Plan.pdf \(orangatamariki.govt.nz\)](#)

Building on the work of the Future Direction Plan, the Minister for Children asked the Ministerial Advisory Board to review the provision of care in Oranga Tamariki Care and Protection and Youth Justice Residences. The Residences Review² and the Minister's formal response to the Residences Review³ were proactively published on our website on 18 August 2022.

The Future Direction Plan has set a clear direction for the actions required by the organisation over the next several years, and we are progressing this work with urgency. This focuses on developing a workforce strategy that supports high quality social work practice, and the development of a new model of care and operating model that drives locally led, centrally enabled ways of working. Oversight of the progress for this work is being monitored by the Ministerial Advisory Board.

The National Youth Justice Community Placements Team is aware of similar work that is occurring for Youth Justice Residences and will look to adapt this work for community remand homes. Oranga Tamariki is talking with rangatahi, key kaimahi and external stakeholders to inform this work, which will be aligned to our new operating model. Once this work is completed, we will share this with our partners so they can adapt it for their use.

Oranga Tamariki is also working with our agency colleagues to achieve the mahi set out in our Future Direction Plan. The work is part of the Oranga Tamariki Action Plan⁴, which will drive integration across the children's system, moving from transactional and siloed services to a joined up, needs-based, outcomes-focused children's system.

We are pleased that your report identifies that keeping rangatahi active at Whare Pūmau Mana is a focus. For example, your report notes rangatahi can play pool, table tennis and engage in a range of outdoor and hunting related activities, including growing their own kai. It was also pleasing to read that rangatahi connect with their local community through sports. We acknowledge that your report identified an opportunity for kaimahi to further engage rangatahi with activities during afternoons, and work is underway to develop this area of their practice.

Oranga Tamariki recognises the great work TIRSS undertake, and we are working closely with Whare Pūmau Mana to provide further training resources to support developing kaimahi. We appreciate the unique, kaupapa Māori approach provided by TIRSS at Whare Pūmau Mana and the value they place on whakapapa and whakawhanaungatanga, preserving and maintaining the teachings of our tipuna and nga tikanga Māori.

Recommendation 4

Provide all relevant information in the referral documentation. This includes, but is not limited to:

- *up to date All About Me plan*
- *information about any medications and prescriptions*
- *relevant reports such as those under s333 of the Oranga Tamariki Act 1989.*

Response

Oranga Tamariki acknowledges the importance of providing Whare Pūmau Mana, or any provider-run service, with the relevant information they need to accurately assess a referral made by Oranga Tamariki to place a rangatahi in their service. Providing a service provider with key information about a rangatahi is crucial for understanding the individual needs of a rangatahi, and the impact this may have on their care in a youth justice community remand home.

At times, particularly outside of business hours, referrals can be made at short notice after a rangatahi is arrested by the Police, and some information may not be available until the next day or

² [Ministerial-Advisory-Boards-Residences-Review.pdf \(orangatamariki.govt.nz\)](https://www.orangatamariki.govt.nz/about-us/how-we-work/oranga-tamariki-action-plan/about-the-action-plan/)

³ [Formal-Response-to-the-Ministerial-Advisory-Boards-Residences-Review.pdf \(orangatamariki.govt.nz\)](https://www.orangatamariki.govt.nz/about-us/how-we-work/oranga-tamariki-action-plan/about-the-action-plan/)

⁴ <https://www.orangatamariki.govt.nz/about-us/how-we-work/oranga-tamariki-action-plan/about-the-action-plan/>

after the weekend. This can also occur when a rangatahi is not previously known to Oranga Tamariki and new information needs to be obtained before this can be given to a provider run service.

During business hours, referrals for Whare Pūmau Mana are managed by the Oranga Tamariki National Youth Justice Community Placements Team which liaises with the whare supervisor. Afterhours referrals are received by the Oranga Tamariki National Contact Centre, and then provided to local afterhours social workers who liaise directly with the whare supervisor.

We have recently reviewed both processes for planned and urgent referrals to ensure these are fit for purpose. This found that in most circumstances, both processes worked well when correctly followed. TIRSS supported this outcome, noting that in most cases information provision was good when referrals are received locally, but that there were gaps in information for out of region referrals.

The outcome of this review has been to remind all staff who have a role in referral processes that it is critical that referral information is provided in a timely manner and is of a high quality, particularly for out of regions referrals. This is vital for an informed assessment of the referral by a provider-run service.

We have spoken with Whare Pūmau Mana about information provision for referrals and we are committed to strengthening this. We have agreed that the following information needs to be provided as quickly as possible:

- A completed referral document.
- A current All About Me Plan (AAMP) for the rangatahi if they are already known to Oranga Tamariki, and if the rangatahi is new to care, a clear commitment on when a new AAMP will be made available.
- Information about any medications and prescriptions.
- Any relevant specialist reports.
- The outcome of any recent screening tools, like the Substance Abuse Choices Scale.
- A verbal account of the current behavioural presentation of the rangatahi and how they feel about being placed in the remand home.

The National Youth Justice Community Placements Team will monitor the referral process, and the provision of the specified referral information above, for provider run youth justice community remand homes closely for the next six months. Should no further issues arise we will consider this recommendation completed.

Recommendation 5

Oranga Tamariki site social workers regularly review s238(1)(d) custody statuses as per s242(A) of the Oranga Tamariki Act 1989. This information should be shared with the remand home and used to inform mokopuna transitions out of the whare

Response

It is a requirement that rangatahi who are placed on a remand order by the Youth Court and stay in a youth justice community remand home are reviewed every 14 days. The purpose of this is to establish if the rangatahi needs to be brought back to the Youth Court to determine whether another custody status under section 238 would be appropriate if an alternative placement option is available. The first review is done by way of a family group conference. The youth justice social worker will complete any subsequent reviews.

The National Youth Justice Operational Support Team closely monitors performance in relation to the completion of 14-day remand reviews, and this information is disseminated to operational regions to help inform, guide and, where necessary, strengthen this practice. The completion of these reviews is an organisational priority, as the Oranga Tamariki Act 1989 requires a *'child or young person who commits an offence or is alleged to have committed an offence to be kept in the*

community so far as that is practicable and consonant with the need to ensure the safety of the public'; and 'that any sanctions imposed should take the least restrictive form appropriate in the circumstances.'

Oranga Tamariki supports information being shared with provider-run youth justice community remand homes and, when possible, actively participating in reviews. The National Youth Justice Community Placements Team will request this from youth justice social workers when administering new referrals for Whare Pūmau Mana and the other remand homes.

This recommendation will be reviewed in six months by Oranga Tamariki in consultation with TIRSS and other provider-run remand homes, and should there be no further issues, we will consider this completed.

Response to TIRSS Recommendations

Below are the Te Ikaroa Rangatahi Social Services (TIRSS) responses to the recommendations made in the Whare Pūmau Mana OPCAT report.

Recommendation 1

Train all kaimahi who work in the whare to use the PATH

Response

TIRSS acknowledge importance of supporting kaimahi at Whare Pūmau Mana with training and development. The PATH model has been trialled in the whare with success, and TIRSS acknowledge the need to further train all kamahi in this approach.

PATH is an acronym meaning Planning Alternative Tomorrows with Hope. Developed in 1992 for the disability sector, Māori researcher and evaluator, Kataraina Pipi, describes:

The PATH planning tool helps individuals, groups, businesses and whānau reflect upon where they are in terms of their current goals and dreams, their uniqueness, attributes and strengths, and their aspirations for the future. It is a tool that is most helpful when people are stuck or in need of an alternative way of viewing what it is that they want to achieve, through pictures or graphics as opposed to words. The PATH's use of symbols and colour to portray hopes and dreams is a powerful medium, particularly for Māori as it provides a picture that can serve as a visual and emotional anchor and evoke positive memories. The 'hope' factor suggests that in order for the plan to be realised, the process of PATH planning needs to generate hope so that there is a 'pull' toward the dream and a level of motivation to inspire the actioning of the plan.⁵

TIRSS have been working alongside Kataraina Pipi, who has adapted and utilised PATH in many Māori contexts including working with rangatahi and whānau. TIRSS has integrated the PATH model into their mahi, noting that it is used as a:

- Participatory planning process which places people at the centre, allowing participants to develop a vision and a means to accomplish it via graphic facilitation of ideas.
- Tool that you can use when rangatahi and whānau have a specific goal or dream for the future, to work out the actions that need to be taken to make that happen.
- Way to encourage participants to visualise a future based on shared values and beliefs. It includes the identification of specific timeframes and accomplishments as well as a description of current and potential resources and is a creative process for strategic planning.
- Means to whānau kōrero in which whanau tell their story, their journey.

TIRSS are working closely with the National Office Youth Justice Community Placements Team to determine how operations at Whare Pūmau Mana can be supported to allow all kaimahi to undertake PATH training together. This is being planned for the first quarter of next year. This plan will also identify other training opportunities that can be made available to support kaimahi at Whare Pūmau Mana to learn more about managing complex behaviour, such as mental health needs.

This recommendation will be reviewed in six months, and should the required training be completed, with a schedule for further training established, this recommendation will be considered as completed.

⁵ <https://www.communityresearch.org.nz/wp-content/uploads/formidable/PATH-Planning-for-Whanau.pdf>

Recommendation 2

Provide formal supervision and complete professional development plans for kaimahi

Response

Supervision is a vital reflective learning tool that supports tamariki and rangatahi centred practice, relationship enhancement, professional development and wellbeing. TIRSS acknowledges the importance of further establishing this practice in Whare Pūmau Mana. This shared, collective approach to learning embodies a key whakataukī at TIRSS:

E hara taku toa ite toa takitahi, engari he toa takitini

My strength is not that of single warrior but that of many (Paterangi, Ngati Kahungunu).

TIRSS manaaki all Māori models of practice, preserving and maintaining the teachings of our tipuna and ngā tikanga Maori. At TIRSS, supervision is called 'Awhi Tahi', which takes a Māori-centred practice approach.

'Awhi' is an acronym for the four-dimensional wellbeing of supervisees. This means fostering spiritual, mental, physical capability that benefits the individual (Au) within the context of their whānau, hapū, and iwi. Awhi also represents the role of the supervisor to guide and lead the supervision process, acknowledging the unique strengths of the individual to explore and discover their own natural skills, talents and abilities.

Tahi represents the partnership formed between the supervisor and supervisee and ensures each person maintains responsibility for upholding the agreements formed within this contract. With Awhi and Tahi combined in a supervision context, it involves the delivery of supervision in an environment within a timeframe conducive to this process, supported by specific kawa and tikanga.

As part of Awhi Tahi, kaimahi have a Self-Care Plan. This is based on Tā Mason Durie's Te Whare Tapa Whā model which describes hauora Māori as a wharenuī with four walls: Taha Whānau, Taha Wairua, Taha Tinana and Taha Hinengaro. The mahi of each kaimahi, and their self-care needs in this context, are planned for using the four walls.

Awhi Tahi is delivered by team leaders and supervisors and occurs at a frequency based on the development needs of each kaimahi as set out in their supervision agreement. This ranges from weekly to monthly.

Awhi Tahi is also supported by Ngā Taake Arataki, an approach that focuses on exploring issues related to kaimahi within their organisational context, including but not limited to:

- Whakawhanaungatanga - maintaining professional relationships
- Mana Atua – developing potential (individual mana, mauri, tapū)
- Mana Whenua – maintaining mana of the agency (a place to stand)
- Mana Tangata – quality of service (the mana, mauri, tapū of others).

Since the OCC's monitoring visit, TIRSS have updated the annual professional development plans for all kaimahi at Whare Pūmau Mana. The whare supervisor will use these plans to track the progress of kaimahi in collaboration with them during Awhi Tahi and using Ngā Taake Arataki.

TIRSS will monitor this recommendation for the next six months, and should no further concerns arise, we will consider this completed.

Recommendation 3

Involve mokopuna in their care plan and in the decisions that affect them.

Response

TIRSS acknowledges the importance of involving mokopuna in care planning and the decisions that affect them. As a kaupapa Māori organisation, TIRSS works to provide safe practices and environments for the fostering, promotion and advancing of tino rangatiratanga (autonomy, self-determination and self-management) of tamariki, rangatahi and whānau in all areas of their lives.

TIRSS reiterate the importance of whakapapa and whakawhanaungatanga underpinned by Te Tiriti o Waitangi and Ngāti Kahungunu tikanga. The vision statement for TIRISS is:

Ka pu te ruha, Ka hao te Rangatahi nga whanau, hapu me te iwi O Aotearoa, he orite enei Kupu Korero ki a Te Kupenga o Te Huki.

Our values are the cornerstone of who we are and what's important to us. Our cultural values and beliefs guide our future development.

The values set out above informs how TIRSS and Whare Pūmau Mana undertake care planning and decision making with the rangatahi they work with. Kaimahi integrate these values within the PATH model using a rangatahi-led process to develop a graphic orientated care plan that identifies the resources and capacity they have and the steps they can take these to address any immediate issues, and to reach long terms goals. We acknowledge some kaimahi still require PATH training as per TIRSS Recommendation 1.

The Oranga Tamariki All About Me Plan for rangatahi helps to inform and complement the PATH model care plan. The All About Me Plan helps everyone involved support the needs and objectives of the rangatahi, by recording planning information that is responsive to their changing needs and circumstances and advances their long-term goals and outcomes. As per Oranga Tamariki Systemic Recommendation 4, it is imperative that Whare Pūmau Mana receives this information in a timely manner.

Care planning is reviewed by kaimahi fortnightly depending on the length of stay for each rangatahi.

TIRSS encourages the Oranga Tamariki youth justice social worker, who is responsible for all case work activity for the rangatahi, to participate in our care planning reviews at Whare Pūmau Mana. This supports the rangatahi to understand what is being planned, their ability to participate in decision-making, and stronger information sharing regarding 14-day remand reviews, as per Oranga Tamariki Systemic Recommendation 5.

Care planning, and the values that inform this, form the kaupapa in our whare, which is centred on addressing the needs of each rangatahi in line with their care planning. Fostering tino rangatiratanga, rangatahi are encouraged to always have a voice in all activities and actively participate in planning processes each day.

TIRSS will monitor this recommendation in line with the timeline of work required for TIRSS Recommendation 1, as the completion of this is required to fully embed the actions identified above.