

Te Pae Oranga Iwi Community Panels in Aotearoa New Zealand

Submission Report for 2024 Herman Goldstein Awards



***E tū ki te kei o te waka,
kia pākia koe e ngā ngaru o te wā***

The tohu is a distinctive mark that symbolises New Zealand Police's commitment to Māori and the Treaty of Waitangi. It originates from the whakatauākī / proverb gifted to New Zealand Police in 1996 by respected Ngāti Porou Kaumatua and scholar Apirana Mahuika. The whakatauākī translates as, "Stand at the stern of the waka [canoe] and feel the spray of the future biting at your face."

Contents

| | |
|--------------------------------------------------------------|----|
| Summary | 3 |
| <i>SARA Iteration 1: Te Pae Oranga</i> | 5 |
| Scanning | 5 |
| Analysis | 6 |
| Response | 7 |
| Assessment | 8 |
| <i>SARA Iteration 2: Te Pae Oranga for family harm</i> | 11 |
| Scanning | 11 |
| Analysis | 12 |
| Response | 12 |
| Assessment | 13 |
| Agency and officer information | 15 |
| Acknowledgements..... | 16 |
| Appendix | 17 |
| References | 21 |

Summary

Project Title: Te Pae Oranga Iwi Community Panels in Aotearoa New Zealand

This submission covers two iterations of SARA. The first iteration led to the creation of the response 'Te Pae Oranga'. The second iteration piloted a variant of Te Pae Oranga for family harm offences.

SARA Iteration 1. Te Pae Oranga

Scanning

New Zealand's prison muster and spending on prisons has been called a moral and fiscal failure. Māori, the indigenous people of New Zealand, are over-represented across all stages of the criminal justice system. Māori make up 15% of the population but over 50% of prison inmates. Māori are also more likely to be reconvicted and reimprisoned.

We analysed Police data and found that Māori were disproportionately represented in prosecutions for low-level offences, which for many are an entry-point into repeated journeys through the criminal justice system.

Analysis

Through research we learned that Māori families experience more of the negative factors that can set people on a path of offending, and that justice responses should focus on addressing those underlying problems. We consulted with Māori and heard they wanted to work with Police to lead solutions that are restorative and whānau-focused (focussed on the whole family). We analysed the ways that Police responded to low-level offending and found none of the responses both addressed the person's underlying problems and were culturally appropriate for Māori.

Response

We partnered with Māori community service providers and the Ministry of Justice to create a new non-court response to offending that would work for Māori and all New Zealanders: Te Pae Oranga.

Throughout New Zealand, Police are now able to refer people to Te Pae Oranga for eligible offences. Te Pae Oranga uses Māori justice concepts in a community panel setting to hold offenders to account, restore mana (dignity), offer meaningful resolution for victims, address underlying problems, and improve wellbeing.

Assessment

There have been over 25,000 referrals to Te Pae Oranga since 2015. Te Pae Oranga has been shown to be effective through multiple evaluations using quantitative and qualitative methods. Rates of re-offending were significantly lower – especially for young-adult Māori – and Te Pae Oranga reduces harm from reoffending by 22.25%.

SARA Iteration 2. Te Pae Oranga for family harm

Scanning

Family harm is a major cause of harm in New Zealand and a priority area for Police. Family harm offences had been excluded from standard eligibility for Te Pae Oranga, but we heard increasing calls to change that. We ran another iteration of SARA to understand the problem.

We analysed Police family harm response data and found that most family harm incidents attended by Police did not result in a charge or formal warning. We identified two aspects to the problem: an unmet need of occasional cases of relatively serious family harm that could be resolved through Te Pae Oranga if eligibility criteria allowed it; and Police lacking a suitable response tool for lower-level family harm incidents where underlying problems can lead to recurring or escalating incidents of harm.

Analysis

We consulted with Māori, Police family harm specialists, and family violence experts, and held design workshops to determine if and how Te Pae Oranga could be utilised more for family harm offences. We found that with some modifications, Te Pae Oranga could provide a response to family harm offences that is culturally appropriate, supports victims, takes a whānau/family-centered approach, and addresses underlying problems that can lead to recidivism.

Response

We developed and piloted a variation of Te Pae Oranga adapted for family harm cases – Te Pae Oranga Whānau (for families). Te Pae Oranga Whānau has additional victim safety assessment steps built into the referral process and uses specially trained and experienced staff. It also has modifications to the Te Pae Oranga panel process to enable more time working with participants, victims, and impacted family members.

Assessment

An evaluation of the Te Pae Oranga Whānau pilot is pending. Initial data is promising, with a higher successful completion rate than regular Te Pae Oranga, much higher rates of victim engagement, and signs that Te Pae Oranga Whānau has led to a significant reduction in offending.

SARA Iteration 1: Te Pae Oranga

Scanning

A well-functioning justice system is vital to uphold the rule of law and integral to the safety and wellbeing of communities.

In New Zealand, continued increasing growth in the prison muster and law and order expenditure, despite historically low crime rates, has resulted in public conversations acknowledging that “prisons are a moral and fiscal failure”¹ and more emphasis should be placed on prevention.

Māori, the indigenous people of New Zealand are disproportionately affected. Figure 1. Shows the Māori proportion of the prison population since 1840. Māori make up just 15% of the population but comprise 42% of arrests, 43% of prosecutions, and over 50% of prison inmates. Māori are also significantly more likely than non-Māori to be reconvicted and reimprisoned (Spier, 2002). The high rate of Māori imprisonment has been described as a catastrophe (Corrections, 2007).

Aside from the direct consequences of imprisonment, the journey through the Criminal Justice System can cause harm. Victims can have a negative experience and at worst be revictimized or experience further trauma²; offenders are harmed when penalties for relatively minor offences trap them in a downward spiral; and families or whānau (extended family) can also be harmed (Gordon, 2009).

The gravity of the problem and the need for change has been recognised across the New Zealand justice system, with strategies from Police, the Ministry of Justice, Corrections, and the Judiciary to effect change and improve outcomes for Māori and all New Zealanders³.

We analysed Police prosecution data to understand the problem. We found that 31% of Police prosecutions were for relatively low-level offending (offences with at most a 6-month tariff), and 41.5% of those involved a Māori offender (Figure 2). Common offences were driving while disqualified or unlicensed, breaches of liquor-ban, failure to give an alcohol breath test, retail theft, disorder, and wilful damage.

Problem Definition:

New Zealand’s prison muster and spending on prisons has been called a moral and fiscal failure. Māori are over-represented across all stages of the criminal justice system and are one of the most imprisoned populations in the world. The relatively minor offences that can trap people in a downward spiral to prison make up almost a third of Police prosecutions. 41.5% of prosecutions for low-level offences are for Māori offenders, despite Māori making up only 15% of the population.

¹ Deputy Prime Minister Bill English, speaking at a Families Commission forum on May 11 2011, quoted in <https://www.odt.co.nz/opinion/editorial/prisons-moral-and-fiscal-failure>.

² A survey of victims conducted by the Chief Victims Advisor to Government concluded that the criminal justice system is not victim-centric; does not provide justice to Māori; fails to keep victims safe; fails to listen to victims’ views, concerns and needs; and fails to communicate with victims. <https://chiefvictimsadvisor.justice.govt.nz/assets/Uploads/Strengthening-the-Criminal-Justice-System-for-Victims-Survey.pdf>

³ A useful reference and launch-point for research is the Hāpaitia te Oranga Tangata initiative within Ministry of Justice: <https://www.justice.govt.nz/justice-sector-policy/key-initiatives/key-initiatives-archive/hapaitia-te-oranga-tangata/>

Analysis

Understanding offending and reoffending

Socio-economic factors have been identified as the main drivers of crime in New Zealand (Ministry of Justice, 2009). Māori families experience more of those factors (low education, low skills, unemployment, drug and alcohol abuse, living in deprived neighbourhoods) and the problems are often mutually reinforcing and can create a vicious cycle in people's lives (Social Exclusion Unit, 2007). Young Māori are more likely to be exposed to adverse developmental and early-age risk factors which can predispose a person towards offending (Corrections, 2007).

Research has recommended that justice sector responses to reoffending should focus on addressing underlying problems, holistically and with tailored approaches. (UK Ministry of Justice, 2013), (Corrections, Māori Strategic Plan, 2008).

Listening to Māori about what is needed

We consulted extensively with Māori and iwi community organisations to hear their views on solving the problem. We heard that the custom in Māori culture is for justice that is restorative and whānau(family)-focused. Māori want to lead solutions for their people using a Whānau Ora⁴ approach, based on tikanga (cultural protocols and practices) and values and principles that reflect the importance of relationships, the dignity of people, and the need for restorative solutions.

A Māori-led approach would be consistent with Article 34 of The United Nations Declaration on the Rights of Indigenous Peoples (2007), which recognises the right of indigenous peoples to develop and maintain their juridical customs.

Alternative responses available to Police

We reviewed the responses available to Police other than prosecution to understand how these were being used for offences involving Māori and non-Māori, and to assess whether these are adequate for solving the problem.

Police Diversion is a post-charge response which can resolve an offence without full prosecution and conviction; and, through a diversion 'plan' it can address underlying problems. However, the person is still charged and attends court; it also lacks Māori cultural elements, is not restorative, and does not involve victims.

Pre-Charge Warnings were a formal written warning that could be used for some offences without prosecution; but they did not address underlying problems, they lacked Māori cultural elements, were not restorative, and did not involve victims.

In 2013, Pre-Charge Warnings were used to resolve 20% of all offences without the need for prosecution. We analysed these by ethnicity and found that non-Māori were almost twice as likely to receive a warning (24.6% of offences) as Māori (12.7%). [Figure 3.] This discrepancy is thought to be due partly to policy, which requires Police to consider prior offending when using a warning (as Māori are more likely to have more serious offending histories). Bias may also play a part.

Community Justice Panels were another alternative response, however available only to Police in the Christchurch area. This was a pre-charge resolution for eligible low-level offences, where an offender attended a community panel and completed agreed actions. Community Justice Panels resolved an offence without prosecution, addressed the offender's underlying problems, and did so in a

⁴ An approach to health and wellbeing centred around the whole of the whānau (the extended family)

restorative way, with victims able to take part. An evaluation found positive indications that reoffending rates were reduced (New Zealand Police, 2012).

Analysis findings:

The current system does not work for Māori or reflect New Zealand's cultural context and diverse communities. Going through court does not address underlying problems that can predispose someone to further offending, and the process can cause additional harm. The alternative resolutions available to Police do not fully address the problem as none of these both address underlying problems and include Māori cultural elements. There is also some evidence of bias disfavours Māori.

If Police partner with Māori, collectively we can design a Māori-values-led community justice panel that will work for Māori and all New Zealanders. It will hold offenders to account, be restorative and inclusive of victims, and address the offender's underlying problems. The outcome will be reduced harm and reduced reoffending – helping to reduce the over-representation of Māori in the criminal justice system.

Response

We partnered with Māori community service providers and the Ministry of Justice to create a new alternative response to offending that would work for Māori and all New Zealanders. The response was originally known as Iwi Community Panels.

Crucial throughout the design, establishment, and operation of Iwi Community Panels are partnerships. The work involved extensive collaboration with Police staff and iwi Māori partners at community level as well as through national-level hui (formal gatherings). The design built on learnings from the Community Justice Panel prototype in Christchurch.

A pilot of Iwi Community Panels was launched in August 2014 at three locations: Tairāwhiti/Gisborne, Manukau, and Waiwhetū/Lower Hutt. These sites were selected to leverage the strong relationships between Police and Māori in those areas. The Tairāwhiti/Gisborne site also stood out for having the highest rate of Māori prosecutions for low-level offences.

Te Pae Oranga

As the programme developed, support and interest grew, along with the number of sites. To reflect this development and truly embody the wairua (spirit) of the initiative, it was gifted the name *Te Pae Oranga*. Te Pae Oranga means to talk, listen, and become well. The spirit of Te Pae Oranga is embodied in the Pou (carving) and its accompanying whakatauaāki (saying or proverb), shown in Figure 4.

Te Pae Oranga is underpinned by te uara Māori (Māori values). It uses Māori justice concepts of tikanga and restorative justice practices in a community justice panel setting to hold offenders to account, restore mana, offer meaningful resolution for victims, address underlying problems, and improve wellbeing.

Te Pae Oranga is a unique response delivered by Māori, in partnership with New Zealand Police. Panels are delivered under contract by trained community-based iwi and urban Māori organisations ('providers').

How it works

Te Pae Oranga is a non-court resolution that Police can use for eligible offences by adult-aged offenders of any ethnicity. Offences with up to a 6-month prison tariff are eligible (some exclusions apply). Offences outside the criteria can also be considered, with supervisor approval.

When a Police officer refers a person to Te Pae Oranga, they are contacted by the service provider and the process begins.

The process is illustrated in Figure 5. Te Pae Oranga has three main phases:

1. Huinga o Mua (pre-panel phase) – a trained facilitator meets with the offender (known as the ‘participant’) to understand what happened, assess their needs and any underlying problems, and prepare them for the panel meeting. If there is a victim of the offence who has consented to take part, the facilitator meets with them to provide support.
2. Hui Matua (the panel meeting) – the participant, facilitator, and Police meet with a panel of trained community members. Victims and impacted whānau/family members may attend. The offence and the harm caused is discussed. The victim’s voice is heard in person or via a statement. A plan is made with the participant, to make amends and address underlying problems. Examples might include attending a drug or alcohol programme; getting a driver licence, a job or training; paying reparation for damage; and apologising to victims.
3. Huinga o Muri (post-panel phase) – follow-up meetings are held with the participant to provide ongoing support and ensure they complete the activities in their plan.

If the person successfully completed Te Pae Oranga, Police close the matter, with no prosecution.

Other approaches considered

We considered whether the problem could be solved by increasing the use of existing alternative responses available to Police – for example, by raising awareness via education campaigns and training. However, our assessment showed that those responses did not fully address the problem.

Assessment

Between January 2015 and March 2024 there have been 25,445 referrals to Te Pae Oranga. The success rate – people who attended panel and completed their plan – is 56%. The gender of participants was 64% male, 33% female, 3% unknown. The most common offences were unlicensed driving, careless driving, shoplifting, wilful damage, and common assault.

An immediately recognisable success is that unlike the situation we had seen for Police use of warnings, Te Pae Oranga has been used *more* for Māori (45% of referrals) than for other ethnicities (28% NZ European, 8% Pacifica, 2% Indian, 2% Asian, 15% unknown or other). (Figure 6.)

Te Pae Oranga has also impacted on the way Police are resolving offences. Figure 7 shows that with Te Pae Oranga now available as a response, prosecutions are being used proportionally less (75% of all offences, compared to just under 80% in 2013). Te Pae Oranga has been used to resolve 2.6% of offences, via approximately 5,700 referrals in 2023. The shift of response from prosecution to Te Pae Oranga means more people – and more of them Māori – have been diverted from the criminal justice system. And, with Te Pae Oranga (unlike a warning), they are receiving help for underlying problems, they experience justice that is restorative and culturally appropriate, and there is better support for victims. Furthermore, people achieve better outcomes from Te Pae Oranga (see below).

Evaluation of Te Pae Oranga

Te Pae Oranga has been evaluated at multiple stages: post-pilot (three sites; 2016/2017), interim-trial (four sites; 2019), post-trial (15 sites; 2021). Evaluations utilised mixed-methods analyses (Police data and case study methodology) and matched-control designs. The 2021 post-trial evaluation had a sample size of 2,994 participants.

Evaluation of outcomes

The rates of re-offending by those who attended Te Pae Oranga were significantly lower, especially for young-adult Māori, than a comparison group identified using nearest neighbour propensity matching (Walton, 2017). Using the New Zealand Crime Harm Index (Curtis-Ham & Walton, 2017), the interim-trial evaluation found the overall level of harm caused by Te Pae Oranga participants' reoffending was reduced by 22.5% (Walton D. , 2019).

The full post-trial evaluation found that participants who attended Te Pae Oranga had statistically significant better results on all four reconviction outcomes in the 12 months following Te Pae Oranga referral. (Evidence-Based Policing, NZ Police, 2021) This was true overall, and when looking specifically at Māori who attended Te Pae Oranga when matched with Māori controls. Outcomes for the four measures, looking at all ethnicities, were:

- Fewer reconvicted for a repeat offence (37.4% of Te Pae Oranga participants compared to 43.6% of the matched control group).
- Less harm: Te Pae Oranga participants who reoffended incurred less harm to communities (harm score 10.06) than matched controls (harm score 17.00).
- Fewer convictions overall for Te Pae Oranga participants (0.85) compared to matched controls (1.11) in the year following intervention.
- Longer time to reoffend: Te Pae Oranga participants took an average of 274.94 days before reoffending, compared to their matched controls 254.73 days.

Evaluation of processes

The tikanga-based approach was resoundingly supported by participants and victims regardless of their culture (Akroyd Research & Evaluation, 2019). Te Pae Oranga identified factors associated with offending and was better able than government agencies to connect offenders with the services and support they needed to change their behaviour (Akroyd Research & Evaluation, 2016). Participants said that Te Pae Oranga is not an easy option; it can be a confronting experience that is "harder than court" (Akroyd Research & Evaluation, 2019).

Support and uptake by Police

For referrals to occur, we rely on Police officers and their supervisors having a positive perception of Te Pae Oranga. The referral volumes we are achieving demonstrates this has occurred. This has taken time to develop. A key to success has been providing ongoing Te Pae Oranga training to all frontline officers, and for new recruits at Police college, and the sharing of good news stories. We also have dedicated Police officer roles in every district to champion the use of Te Pae Oranga.

We have seen a slower-emerging but increasing level of support for Te Pae Oranga among Police prosecutors. We now have around 13-16% of referrals coming from Police prosecutors via the post-charge Diversion pathway.

Future improvements

A future improvement would be to get Te Pae Oranga better integrated into the workflow for frontline Police. This would help to ensure it is used consistently and to full capacity.

A further evaluation is also underway, which will provide a deeper understanding of the different use-cases where Te Pae Oranga can be used most effectively. This will help us achieve greater impact towards reducing Māori reoffending and incarceration.

Sustainability

As of March 2024, Te Pae Oranga has expanded to 28 sites nationwide [Figure 8.] with plans to reach 30 sites and an anticipated 7,000 referrals per-year by June 2025.

A trial variant of the service for rangatahi (youth) offenders began in 2019 and is currently being tested at 7 sites. Subject to an evaluation, the intention is to have 'Te Pae Oranga Rangatahi' available at 12 sites by 2025. Early indications show 66% of the youth referred did not reoffend.

“Ehara taku toa I te toa takitahi, engari he toa takitini”
“My strength is not that of a single warrior ... but that of many.”
(Huata 1921)

SARA Iteration 2: Te Pae Oranga for family harm

Scanning

Family harm⁵ is a major cause of harm to New Zealand families. 17% of Police priority one calls and 40% of Police time is spent attending family harm incidents. Reducing the impact of family harm is a priority for Police.

Family harm offences were excluded from the standard eligibility criteria for Te Pae Oranga. A small number of family harm cases were referred to Te Pae Oranga as approved exemptions (approximately 2% of referrals across 2021-22).

Police staff and Te Pae Oranga providers reported successful outcomes, and we heard increasing calls that Te Pae Oranga should be used more for family harm cases. We ran another iteration of SARA to understand more about the problem and whether Te Pae Oranga could be an effective solution.

We reviewed the family harm cases that had been through Te Pae Oranga. We found these were for relatively serious offences, but with circumstances that Police had decided could be better dealt with through Te Pae Oranga than by prosecution.

We asked Te Pae Oranga providers about the prevalence of family harm in their communities. They told us family harm is uncovered as an underlying problem in most of the referrals they work with (one provider estimated 80% of referrals).

We analyzed Police data for six districts where Te Pae Oranga was operating, to learn more about family harm offences and the responses Police use. At those locations for the year 2023, out of a total of 29,354 family harm incidents attended by Police, only 8% resulted in a charge or formal warning. For about a third of the incidents, Police had identified that an offence had been committed but were unable to identify who was the offender; and for half of the incidents, neither an offence nor an offender could be identified.

Police family harm specialists told us it was common to get repeated callouts to families with recurring family harm incidents. In some cases, there would be a consistent pattern of harm inflicted by one person on another; or there might be harm occurring between family members harming one another. Frequently, those harmed are unwilling to make a statement to Police.

We spoke with Police Officers to understand why family harm incidents often result in no further action. They expressed frustration that in many situations they would see that a family needs help, but they did not have the right response tool: arrest and charge requires evidence of an offence, and the harmed family member may be unwilling to make a statement; issuing a warning and/or using a Police Safety Order might help in the short-term, but does not address underlying problems which can lead to recurring incidents; and Te Pae Oranga excludes family harm offences except with special approval.

Problem:

Family harm is a major problem. In our scanning we have seen two aspects to the problem: an unmet need of occasional cases of relatively serious family harm that could be resolved through Te

⁵ Family harm encapsulates a holistic view of the harms occurring within families and their detrimental effects. Family violence is a subset of family harm.

Pae Oranga if eligibility criteria allowed it; and Police lacking a suitable response tool for lower-level family harm incidents where underlying problems can lead to recurring or escalating incidents of harm.

Analysis

We consulted with Te Pae Oranga providers to understand how they would wish to work with family harm cases. They told us the response needs to be whānau-centric (working with the family) and culturally appropriate. They wanted to support and strengthen the whānau (family), hold the offender to account, support the victim, and address the underlying problems. They wanted to reconnect affected families with iwi (tribe) and community.

We also sought guidance from Police family harm specialists and experts in the family violence sector. They highlighted the complex dynamics of family harm including coercion and control. They stressed the importance of victim safety and ensuring victims are not revictimized or further traumatized.

We considered if the problem could be solved simply by opening-up Te Pae Oranga (as it is) for more family harm cases. However, the advice we received from Police family harm specialists and family violence sector experts was that the process needed to be adjusted and strengthened.

We held design workshops with providers and Police family harm specialists to determine how Te Pae Oranga could be adapted and strengthened for family harm cases, and what the eligibility criteria should be. We drew on existing family violence workforce-skills frameworks, and advice from sector experts, to identify what skills, experience and training Te Pae Oranga facilitators and panel members would need. And we identified how we could strengthen the Police process for selecting suitable cases to refer.

We concluded that with a few strengthening modifications, Te Pae Oranga would be an effective response for family harm offences and could be used more widely by Police. Te Pae Oranga would provide a response that is culturally appropriate, supports victims, takes a whānau/family-centered approach, and addresses underlying problems that can lead to recidivism. Also, with Te Pae Oranga as a non-court response option, victims of family harm incidents may be more willing to make a statement to Police.

Response

We developed and piloted a variation of Te Pae Oranga adapted for family harm cases – *Te Pae Oranga Whānau*. Te Pae Oranga Whānau was designed in partnership with iwi Māori service providers and family harm experts from Police and the family violence sector.

Process

Referrals

Police select cases for referral on a case-by-case basis, weighing the public interest to prosecute and assessing whether the case would be suitable for Te Pae Oranga Whānau. In addition to Police assessment, the case is assessed by the local Multi-Agency Family Harm Table⁶ which provides a particular focus on victim safety.

⁶ Multi-Agency Family Harm Tables operate in each Police district. They bring together Police and family violence related government agency representatives and service providers to review reported family harm incidents and enable joined-up support for at-risk families.

Panels

The panel process has the same structure as regular Te Pae Oranga but with the following adaptations:

- During the Huinga o Mua (pre-panel phase) more time is spent working with all affected parties, with a strong emphasis on supporting victims and whānau/family.
- The Hui Matua (panel meeting) includes the usual elements for participant accountability and actions, but also identifies supports and services for the victim and impacted whānau/family.
- The Huinga o Muri (post-panel phase) runs for a longer duration to support participants, victims, and whānau/family as they complete actions and receive support.

Provider staff were given comprehensive family harm training. Also, each provider's facilitator and at least one panel member were required to be an endorsed family harm specialist, having the skills and experience necessary to work with family harm cases.

Assessment

At time of writing the Te Pae Oranga Whānau pilot has not been fully evaluated (due for completion late 2024). However, referral data and case studies captured to date indicate encouraging results.

Between November 2022 and January 2024, there were 282 referrals. At time of writing, 175 of those cases are completed and of those, the success rate – people who attended panel and completed their action plan – is 73%. The remaining 107 cases are still in progress.

The rate of successful completion (73%) and the rate of victim participation (62%) is much higher than for standard Te Pae Oranga (56% and under 10%, respectively).

As with regular Te Pae Oranga, Māori are the largest group referred (48% of referrals), followed by NZ European 20%, Samoan 6%, Tongan 6%, other Pacifica 8%, Indian 4%, and unknown or other ethnicities 8%. The gender of participants is 60% male, 40% female.

Initial findings based on data from South Auckland show a large reduction in subsequent family harm incidents reported to Police; 84% of the people referred to Te Pae Oranga Whānau at this site had previously been in contact with Police for family harm incidents. Of those who successfully completed Te Pae Oranga Whānau, only 20% have had further family harm incidents reported, and only one of the participants has subsequently had charges laid for a family harm matter.

Voices from the pilot

We heard many good news stories from the pilot. Some voices from those who attended Te Pae Oranga Whānau are included verbatim, below:

"I had to feel better about myself to make these changes because if I wasn't, these changes would never have happened, and I'd be in that way of feeling angry and hating people... [Te Pae Oranga Whānau] has helped me know how to talk to my children gently and calmly."

Comments from 'M' (48), a participant from Northland, referred to Te Pae Oranga Whānau for assaulting a family member.

"We're doing a lot better from where we were. [Te Pae Oranga Whānau] has given me different tools to deal with stuff... given me a different outlook on everything that has happened. I'm just happy"

*with everything I was able to learn... Pretty appreciative to the cop that introduced me to all of this.
I've seen her the other day in town and I even thanked her."*

Comments from 'R' (24), a participant from Hokianga, referred to Te Pae Oranga Whānau for Threatening Behaviour toward a family member.

Next steps

Subject to the evaluation findings, any future efforts to establish additional sites and/or adapt Te Pae Oranga Whānau would seek to strengthen partnerships and alignment with existing government responses and Te Aorerekura, New Zealand's National Strategy for Elimination of Family Violence.

Whāia te iti kahurangi, ki te tuohu koe, me he maunga teitei

Seek the treasure that you value most dearly, if you bow your head, let it be to a lofty mountain.

Agency and officer information

Contact Person:

Name: Inspector Wil Black

Designation/Role: Te Pae Oranga Programme Manager

Affiliation: New Zealand Police

Contact: William.Black@police.govt.nz

Acknowledgements

Te Pae Oranga has been developed through the vision and mahi (work) of many. The initiative is widely supported by Māori leaders across Aotearoa New Zealand, including the Māori King, Te Arikinui Kingi Tūheitia⁷, who is the programme's patron.

Te Pae Oranga is a partnership between Police and Māori and is only possible through the mana, capability, and aroha of our many Te Pae Oranga iwi and urban Māori partners who deliver the service throughout the country. Listed geographically from north to south they are: *Waitomo Papakainga; Te Mana O Ngāpuhi Kowhao Rau; Tai Timu Tai Pari Limited; Komiti Marae Ōrākei Marae; Ruapotaka Marae; Hoani Waititi Marae; Whānau Ora Community Clinic; Papakura Marae Society; Manukau Urban Māori Authority; Te Kōhao Health; Te Runanga o Ngāi te Rangī Iwi Trust; Te Roopu ā Iwi o Te Arawa; Ngāruahine Iwi Health Services; Te Tihi O Ruahine Whānau Ora Alliance Charitable Trust; Te Runanganui o Ngati Porou; Te Taiwhenua o Heretaunga; Rangitāne o Wairarapa; Te Rūnanganui o Te Ātiawa; Te Runanga o Toa Rangatira Inc; Te Piki Oranga; Te Ture Hāpori o Waitaha Trust; A3 Kaitiaki Ltd; and Ngā Kete Mātauranga Pounamu.*

Te Pae Oranga would not have been possible without the tireless efforts of Retired Police Deputy Commissioner Wallace Haumaha (ONZM, QSM) who was the programme's sponsor and driving force within New Zealand Police. We also warmly acknowledge Retired Sergeant Wayne 'Matua' Panapa (QSM) who was the programme's cultural advisor and kaumatua (respected elder). Matua Wayne was a taonga (treasure) to Te Pae Oranga, and especially to the Kupu Whakatau training team.

Our thanks also go to the leadership team within Police Iwi & Communities who have been instrumental in enabling and supporting this work. We especially thank Mere Wilson Tuala-Fata (Director Prevention – Innovation and Change). We also want to thank the many managers and staff within NZ Police who embrace Te Pae Oranga in their daily work, and especially the Māori Responsiveness Managers, Supported Resolution Coordinators, and Te Pae Oranga Liaison Officers who lead and support Te Pae Oranga in Police districts around the country. We also appreciate our ongoing relationship with other national workgroups within NZ Police, including Police Prosecution Services whose support is greatly valued.

Finally, we thank all those who have journeyed with us in the development and expansion of Te Pae Oranga – too numerous to mention by name. We acknowledge you and the mahi you have done for Te Pae Oranga. These include current and former members of the Te Pae Oranga programme team and supporting staff, and Police staff who have contributed to pilots. We acknowledge Michael McLean and Inspectors Clint Walker and James Patea, who were previously involved leading the Te Pae Oranga programme, Justine O'Reilly who played a key role establishing the first sites, and early team members Inspectors Juanita (Whiti) Timutimu and Erin Sykes-Hurley. At time of writing the programme is led by Inspector Wil Black, and with additional leadership from Inspector Kane Haerewa, Acting Inspector Dylan Robinson, Slade Sturme, and Senior Sergeant Brigitte Cairns. Everard Halbert has our special thanks for his instrumental role in shaping and guiding the Te Pae Oranga training programme. A special thanks also goes to Rob McDermott for writing this submission, and to Dr. Emma Ashcroft and Dr. Claire Phipps of the NZ Police Evidence-Based Policing team for providing valuable guidance and review.

⁷ The official website of the Māori kiingitanga: <https://waikatotainui.com/about-us/kiingitanga/>

Appendix

Figure 1. Māori proportion of the prison population since 1840.

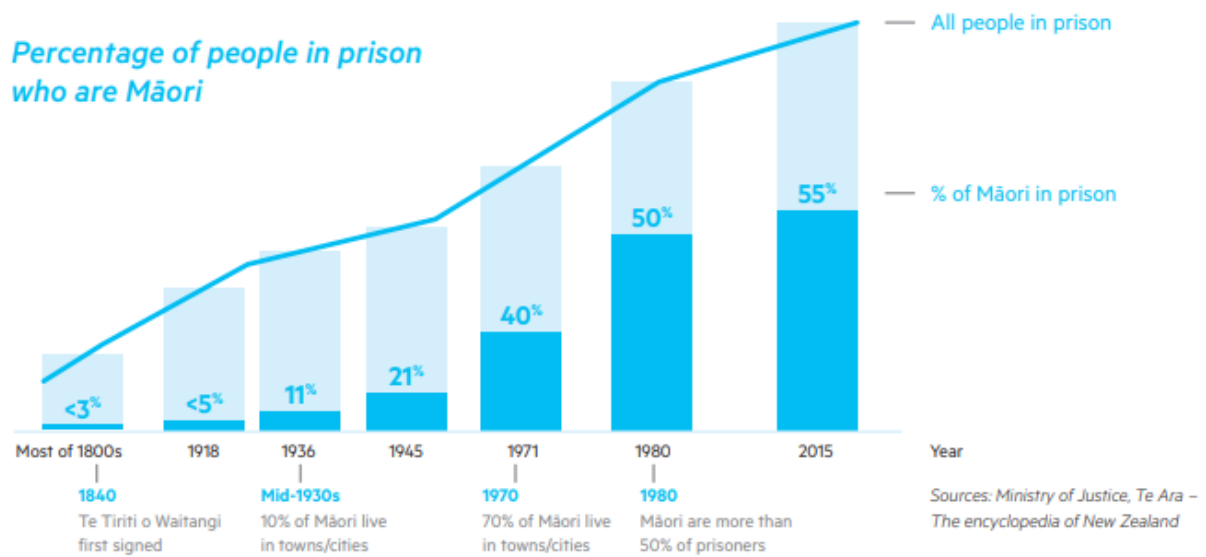


Figure 2. Proportion of low-level offences resolved by prosecution, for Māori vs. non-Māori.

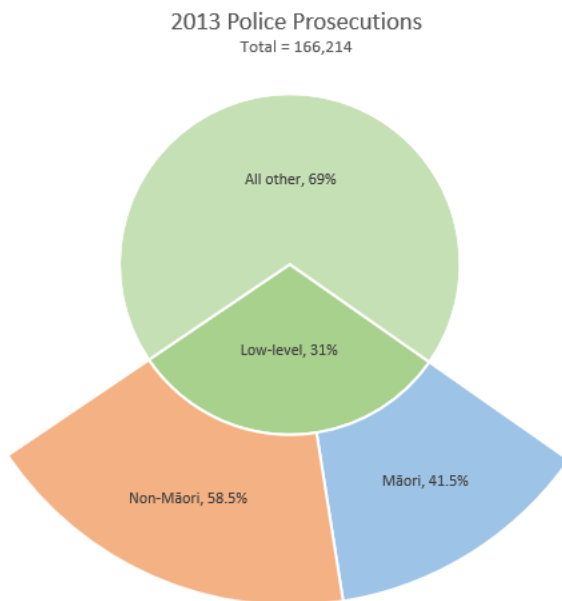


Figure 3. Rates of use of Pre-Charge Warnings for Māori vs. non-Māori.

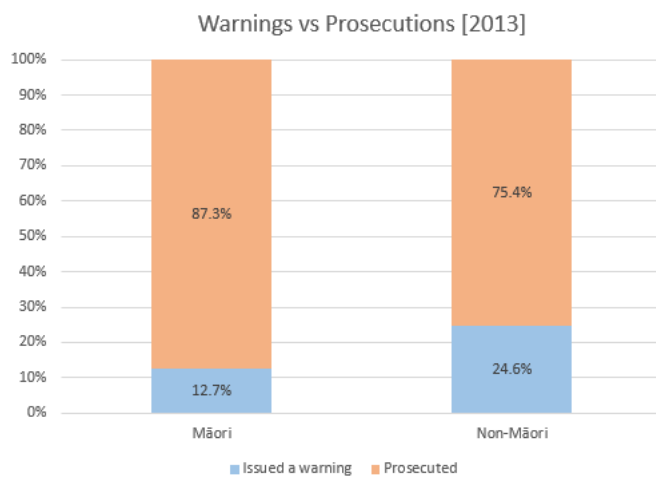


Figure 4. Te Pae Oranga Pou (carving).

The Te Pae Oranga pou (carving) shown in the photograph below symbolises Te Pae Oranga and is a reflection of mana (respect, the power to move people). The accompanying whakatauaikī (saying or proverb) speaks to the spirit of Te Pae Oranga practice.



Kotahi ano te kohao o te ngira E kuhunia ai
Te miro Wherowhero te miro Pango te miro Ma
Kia mau ki te ture Kia mau ki whakaponu Kia mau
ki te Aroha.

Although the threads of the needle may be of
multiplicity of colours
the red, the black, the white
there is only one eye which the different threads
may pass through.

Hold fast to the law/lore, love, and faith.

Figure 5. The Te Pae Oranga process.

Te Pae Oranga overview

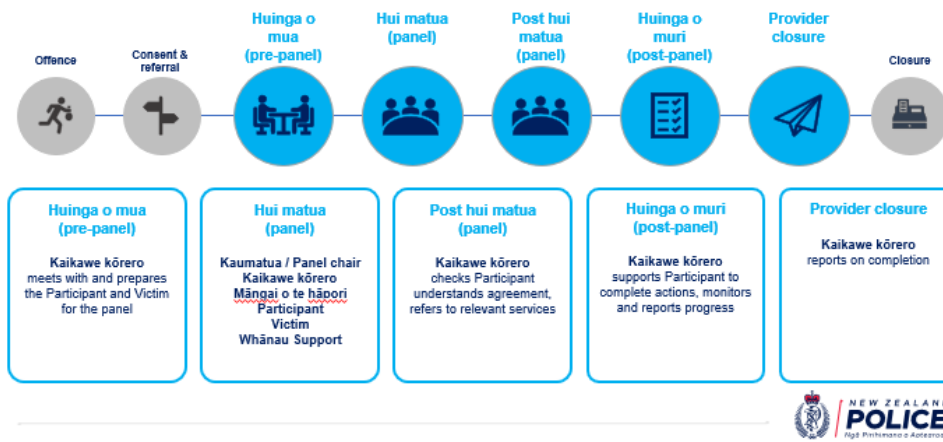


Figure 6. Te Pae Oranga referrals by ethnicity.

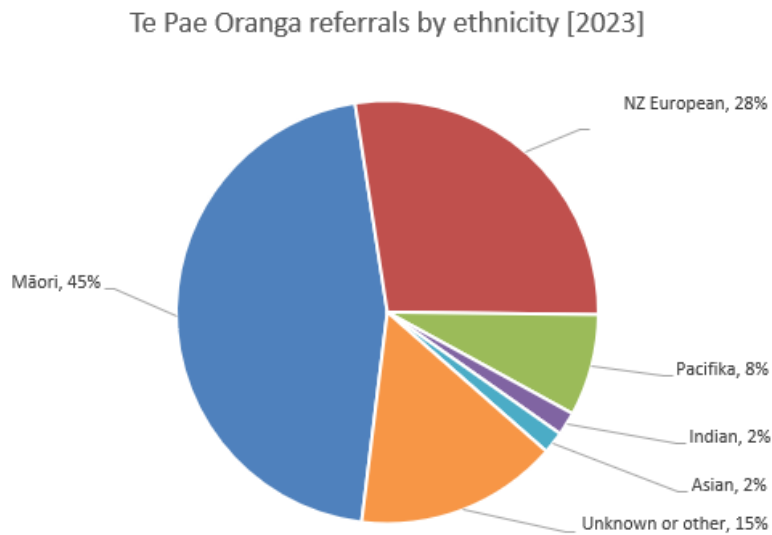


Figure 7. Te Pae Oranga impact on Police resolutions.

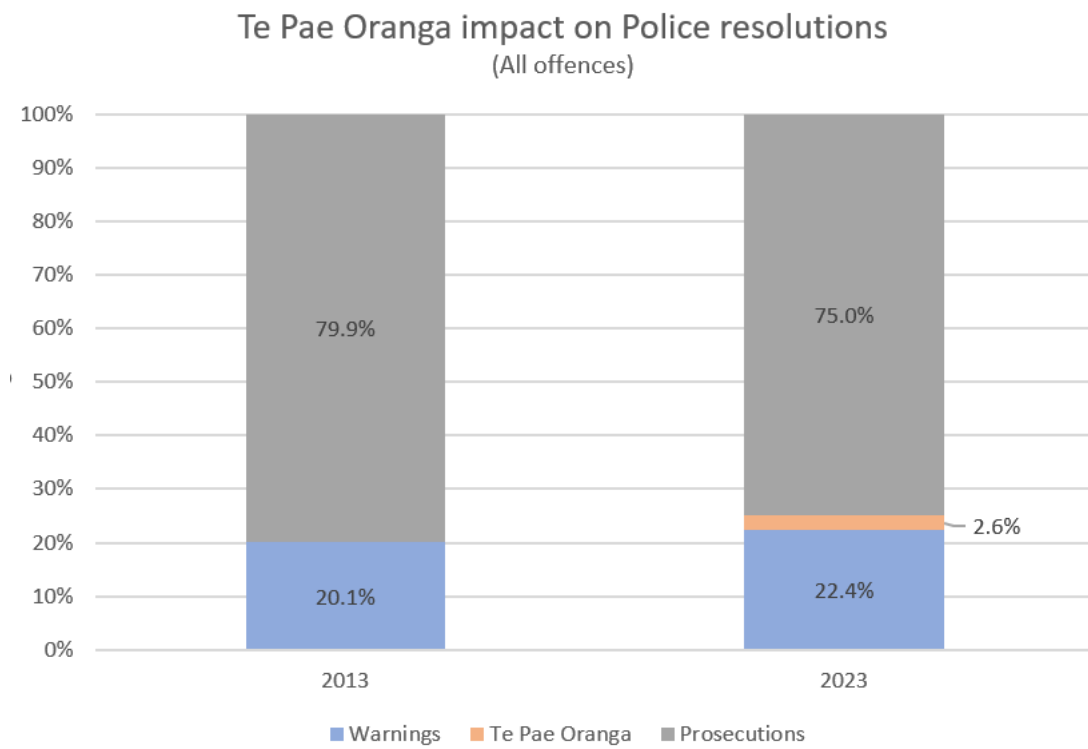
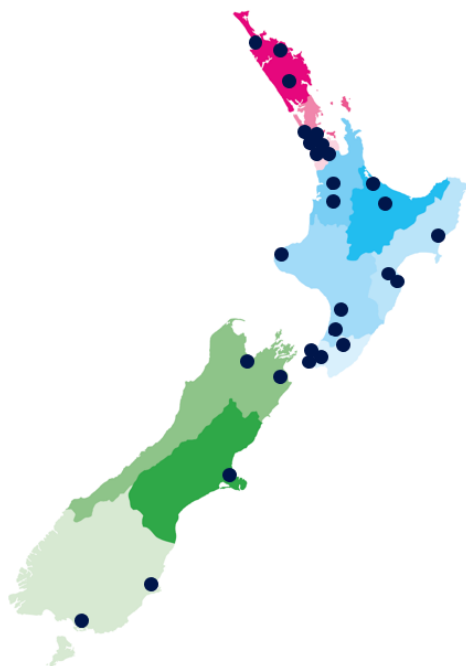


Figure 8. Te Pae Oranga site map (January 2024).

Te Pae Oranga
Prevention through Iwi partnerships
Te Pae Oranga location map



A map showing Te Pae Oranga partnerships with Police Districts. As at January 2024. To learn more about Te Pae Oranga, visit [police.govt.nz/te-pae-oranga](https://www.police.govt.nz/te-pae-oranga)



References

- Akroyd Research & Evaluation. (2016). *Iwi Panels: An evaluation of their implementation and operation at Hutt Valley, Gisborne and Manukau from 2014 to 2015*. Prepared for Ministry of Justice, New Zealand Police and Department of Corrections.
- Akroyd Research & Evaluation. (2019). *Te Pae Oranga: An evaluation based on a case study approach*.
- Corrections. (2007). *Over-representation of Maori in the criminal justice system*. Retrieved from https://www.corrections.govt.nz/__data/assets/pdf_file/0014/10715/Over-representation-of-Maori-in-the-criminal-justice-system.pdf
- Corrections. (2008). *Māori Strategic Plan*.
- Curtis-Ham, S., & Walton, D. (2017). The New Zealand crime harm index: quantifying harm using sentencing data. *Policing: A Journal of Policy and Practice.*, 12(4) 455–467.
- Evidence-Based Policing, NZ Police. (2021). *Te Pae Oranga Assessment Report 2021 – Section 3: Te Pae Oranga Outcome Evaluation: 2018-2019 Cohort*.
- Gordon, L. (2009). *Invisible children. First year research report. A study of the children of prisoners*.
- Ministry of Justice. (2009). *Addressing the Drivers of Crime*. Retrieved from <http://www.justice.govt.nz/justice-sector/drivers-of-crime/documents/Addressing%20the%20Drivers%20of%20Crime%20Cabinet%20paper.pdf>
- New Zealand Police. (2012). *Community Justice Panel in Christchurch: An evaluation*. Retrieved from <http://www.police.govt.nz/about-us/publication/community-justice-panel-christchurch-evaluation>
- Social Exclusion Unit. (2007). *Breaking the cycle: Taking stock of progress and priorities for the future*.
- Spier, P. (2002). *Reconviction and imprisonment rates for released prisoners*. Ministry of Justice.
- Te Puni Kokiri. (2011). *Addressing the drivers of crime for Maori*.
- UK Ministry of Justice. (2013). *Transforming Rehabilitation: a summary of evidence on reducing reoffending*. Retrieved from <https://assets.publishing.service.gov.uk/media/5a7565a8e5274a1baf95e408/evidence-reduce-reoffending.pdf>
- Walton, D. (2017). *The effectiveness of Iwi Panels for reducing reoffending*. NZ Police.
- Walton, D. (2019). *Iwi community justice panels reduce harm from re-offending*.