

The Pathways to Resilience Project

Services Supporting Youth Transitions to Adulthood : A Review of Policy and Services in New Zealand

Katie Stevens, Robyn Munford, Jackie Sanders, Kimberley Dewhurst,
Mark Henagahan, Brigit Mirfin-Veitch, Kelly Tikao, Youthline
Auckland, Linda Liebenberg, Michael Ungar.

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Youthline Auckland, Tim Baldwin, Amee Nicholson and Sarah Ashton
from Dingwall Trust

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INTRODUCTION

This paper provides an overview of policy and service delivery for youth in New Zealand in relation to Transitions Services. It forms part of a set of policy review documents for the Pathways to Resilience Research being conducted at Massey University. Other papers address Mental Health and Addictions, Health and Disability, Youth Justice, Care and Protection services and Educational policies and services. In New Zealand transitions services are delivered by a wide range of organisations, some of which are directly or indirectly funded by government and others, such as employment agencies are delivered by private companies.

BACKGROUND

Adolescence is a period of significant physical and social change, a period of opportunity and vulnerability for young people. Young people often require support to successfully navigate this period of change. Youth transitions are an area of growing interest in New Zealand¹, and internationally and there have been significant developments in this field over the last two years.

Much of the literature on youth transitions focuses on the move from education into employment. It is important to also recognise other transitions experienced by young people: from dependent to independent living and from family relationships and friendships to adult and intimate relationships.

While New Zealand does not currently have an overarching Youth Transitions Strategy², the Ministry of Social Development (MSD) leads a range of transition policies including its new Youth Services initiative, designed to move young people (particularly those with complex needs) into independence through employment. MSD oversees the Ministry of Youth Development, Child Youth and Family, and Work and Income New Zealand. The Ministries of Education, Justice and Health and Housing New Zealand also manage policies and services relevant to young people transitioning into adulthood.

This report provides background on legislation, policy, programme delivery, statistics and funding directed at supporting transitions for young people with complex needs (including those who have been in state care). Some of the more general services and policies that are relevant to all young people are included in this discussion where they apply to this group of vulnerable young people as well. For more detailed discussion of policies and services affecting young people, refer to the full series of background papers³ accompanying this report.

LEGAL FRAMEWORKS

The ***Social Security (Youth Support and Work Focus) Amendment Act*** (2012)⁴ enacted new provisions⁵ for the financial and welfare support for young people. It defined who would be eligible and placed particular emphasis on moving young people towards education or employment. The Act outlined a range of educational, budget management and parenting “obligations” for young people who received welfare support⁶.

A number of other pieces of legislation prescribe the ages at which young people can engage in “adult” behaviours:

- From the age of 16 years young people can leave school (Education Act 1989), obtain a drivers license (Land Transport Amendment Bill 2011), consent to health/mental health treatment under (Health Information Privacy Code 1994) consent to sexual relationships (Crimes Act 1961), leave home without parental consent, and get married (with parental consent for those aged 16 and 17 years, Marriage Act 1955)
- From 17 years a young person can be tried in an adult court (there are also specific circumstances under which children and young people younger than 17 years can also be tried in an adult court) and can be discharged from state care (Children Young Persons and their Families Act 1989). In 2003, the United Nations Committee on the Rights of the Child expressed concerns that the upper age of the CYPF Act is too young at 17 (effectively allowing CYF to stop providing young people with services when they turn 17)(Committee on the Rights of the Child, 2003). A bill has been introduced to Parliament to amend this, but it has failed to progress through to enactment.
- From 18 years, young people can vote and purchase alcohol (although they can be supplied with alcohol by a parent or legal guardian prior to this; Sale of Liquor Act 1989). Young people must be 18 to sign a tenancy agreement, (Residential Tenancies Act 1986), creating challenges for young people discharged from Child Youth and Family care at age 17.

There is no minimum working age in New Zealand, although children must attend school until aged 16. Young people under 16 cannot work between 10pm and 6am, and there are restrictions on the places young people under 15 years can work⁷.

For a broader discussion of the legal frameworks for young people involved in New Zealand’s care and protection, education, health and disability, mental health and youth justice sectors, refer to the full series of background papers accompanying this report⁸.

POLICY

New Zealand does not have an overarching national Youth Transitions Strategy⁹ although there have been suggestions that such an approach is required:

“Developing a cohesive national strategy underpinned by local solutions to keep young people from disconnecting from their communities, is key to realising the potential of all our young people. The economic consequences of allowing young people to languish without consistent and cohesive support systems are serious.” (Mayors Taskforce for Jobs, 2010).¹⁰

This section explores policies affecting transitions for young people with complex needs (including those who have been in state care) within the context of policies affecting the broader population of young people. It looks at policies which influence:

- Transitions to financial independence
- Transitions to higher education or employment
- Transitions to independent living
- Transitions in family and intimate relationships
- Transitions from state care.

Financial Dependence to Independence

Until they are entitled to leave home at age 16, young people are usually financially dependent on their families or caregivers (although some have earnings from part time work).

Employment

From age 16, a young person can take up full time employment and become financially independent. While the adult **minimum wage** rate (for employees aged 16 plus) as of April 2012 was \$13.50 per hour (or \$540.00 for a 40-hour week), young people may receive a lower rate if they are new to the employment sector or if they are in training¹¹. The **training minimum wage** is available to employees aged 16 plus who are completing recognised industry training involving at least 60 credits a year. The **new entrants minimum wage** is for employees aged 16 and 17 who have not yet had three months (or 200 hours) employment, and who are not receiving training. Before tax, the training and new entrants wage rates at April 2012 were \$10.80 per hour, or \$432.00 for a 40-hour week. These rates are legislated for by the Minimum Wage Order 2010 (SR 2010/31)¹².

Youth Package and WINZ Support

Work and Income New Zealand (WINZ, part of MSD) provides financial support to eligible young people aged 16-19 through the 'Youth Package' (Office of the Minister for Social Development, 2011d). Introduced in 2011 as part of broader welfare reform, this policy is still being implemented. The Youth Package places greater focus on moving young people into education or employment than previous policies, with what is described as a "balance of support and obligations" (Office of the Minister for Social Development, 2011d, p.1). This package is extensively legislated for within the Social Security Act¹³.

Some of the new provisions of this package include:

- A new Youth Payment and Young Parent Payment (these replace previous benefits including the Independent Youth Benefit and eligibility for the Unemployment Benefit and Domestic Purposes benefit)
- An abatement-free income level of \$206.73 per week
- Requirements that recipients be in full time education or training towards at least NCEA level 2 qualification or equivalent, work with a Youth Service provider, complete a budgeting programme, and if they have children, complete a parenting programme

- Requirements that young parents attend a teen parent unit if one is available from when the child is six months old, enroll their children with a doctor, ensure their children attend Well Child appointments, and have their children under 5 years of age attend early childhood education while the parent studies or works
- Information sharing provisions between the Ministry of Education and MSD so that information about school leavers (including contact details) can be shared and young people 'at risk' identified.

The Youth Payment¹⁴ is available to those aged 16-17 years in exceptional circumstances (that is, where financial or family support is unavailable to them from parents or family), or to those who are married, in a civil union or a defacto relationship.

The Young Parent Payment¹⁵ is available to 16-17 year old parents who are in exceptional circumstances and living away from home, or who are supported by parents whose earnings are below a certain threshold, or who are married, in a civil union or defacto relationship.

With both payments, young people receive only a small portion (up to \$50/week) as a cash payment. Accommodation and utility costs are paid directly to the supplier, and the balance is placed on a payment card to cover living costs (e.g. groceries). Young people can work towards administering their own payments. For both benefits, young people can receive an incentive payment of ten dollars per week when they complete a budgeting and/or parenting programme.

In addition to the Youth Package, the following are also available through WINZ:

- Invalids Benefit - available to people aged 16 and over who are "severely limited in [their] ability to work on a permanent basis" due to sickness, injury or disability
- Unemployment Benefit 'student hardship' provision - providing short term assistance for students returning to study who cannot find holiday work
- Emergency Benefit - assistance for people not eligible for the Youth Package (e.g. refugees).

Further information is available from the Youth Service (www.youthservice.govt.nz), Work and Income (<http://www.workandincome.govt.nz>) and Studylink (www.studylink.govt.nz). Young people needing advice or advocacy in dealing with Work and Income can contact members¹⁶ of the Beneficiary Advocacy Federation of New Zealand (who have a formal relationship with Work and Income) or YouthLaw Tino Rangatiratanga Taitamariki (0800 UTHLAW) for legal advice.

Support for Study

Young people who choose to study are likely to remain financially dependent for a longer period of time. While limited Student Allowances¹⁷ (intended to cover living expenses) are available from aged 16 for young people studying full-time,

these are means tested on parental income until students are 24 years old. The amount a young person may be granted depends on their citizenship, age, marital status, dependent children, and personal, spousal or parental income. Some students receiving a student allowance may also qualify for an accommodation benefit.

Student loans¹⁸ are available to young people studying approved courses. These loans are intended to cover course fees although living expenses may also be paid out of the loan. In many cases students take up employment in order to supplement loans and cover living costs. Student loans must be repaid once the study has been completed and students reach a certain income level. Interest is charged on the loans for students travelling overseas. There are no allowances to cover the costs of fees, all students enrolling in tertiary courses must either cover the costs of their fees themselves or take out a loan, irrespective of income.

Education to Employment

Policies that support young people moving from education into higher education or employment are largely overseen by the Ministry of Education, the Tertiary Education Commission, and the Ministry of Social Development.

Educational Policies

The **New Zealand Curriculum** and **Te Marautanga o Aotearoa** provide guidance to schools around the direction of their teaching. The New Zealand Curriculum specifies eight¹⁹ learning areas: English, the arts, health and physical education, learning languages, mathematics and statistics, science, social sciences, and technology. It is anticipated that the programmes provided within this curriculum will equip most young people with the knowledge and skills required to move into further education or employment.

The **Tertiary Education Strategy 2010-2015** sets out the government's strategic direction and priorities for tertiary education, with a view that these will respond to learners' needs, the labour market and the economy²⁰. The current priorities for the Tertiary Education Strategy include:

- Improving transitions for under-25 year olds from secondary to tertiary education (and increasing the number of higher level qualification completions), supported by the Youth Guarantee Scheme (see later in this section)
- Increasing the number of Māori and Pasifika students achieving at higher levels
- Increasing the number of young people moving successfully into tertiary education
- Improving literacy, language, and numeracy and skills outcomes from NZQF level one to three study.

The Tertiary Education Strategy recognises the need to support equitable access and opportunities for all students, including those with special needs²¹. **Kia orite, Achieving Equity** is a code of practice for the Tertiary Education Sector

including all education providers (universities, polytechnics and private training establishments), to guide them in providing equitable access and opportunity.

The New Zealand Skills Strategy²² was developed by the Government, the Council of Trade Unions, Business New Zealand and the Industry Training Federation. Its goals include developing workplace skills, creating responsive training and education, unified approaches to valuing and measuring skills, and supporting everyone into work. One of the key priority areas of the strategy is young people who it aims to support by:

- Increasing skills and learning opportunities
- Advising employers and training providers on how to support young people in work
- Improving provision of information, careers advice and life long learning.

The strategy targets young people who are in work, with a view to retaining them in employment.

Within mainstream schools there are several initiatives designed to assist young people to transition into employment.

The **Youth Guarantee Scheme**²³ is the Ministry of Education's key policy targeting young people at risk of becoming disengaged from education, employment and training. It aims to provide young people with a flexible range of opportunities to achieve NCEA Level 2 or equivalent (seen as the minimum qualification for job entry) and to thereby improve transitions from school to tertiary education and employment. It enables young people to participate in a range of hands-on tertiary courses free of charge.

The scheme provides information and planning tools for five vocational pathways²⁴, and offers a range of programmes through partnerships with tertiary institutes, employers, industry training organisations and employers. These include trades academies (delivering trades and technology programmes in and outside of schools), service academies (military style programmes delivered within schools) and apprenticeships (see table below). Programmes are delivered by schools, tertiary sector providers and industry organisations and are linked to Levels 1-3 on the National Qualifications Framework. Further information on these programmes is available at www.youthguarantee.net.nz.

When first implemented in 2010, 2,000 Youth Guarantee places were available. In 2012, the scheme received extra government funding²⁵ and increased the number and range of groups who can provide training. In 2013, 12,500 fees-free places will be offered to 16-17 year olds, 15 year olds with early leaving exemptions, and 18 year old teen parent beneficiaries²⁶.

Other initiatives designed to assist youth transitions into higher education and employment are outlined in the table below:

Table 1: Transitions into Higher Education Initiatives

Initiative	Target Group	Delivery
Gateway	Students in years 11-13	Students complete 'on-the-job' learning (in industries including building, health, media, animal care etc.) which counts towards recognised qualifications ²⁷ . It is administered by the Tertiary Education Commission and usually overseen by the student's secondary school (Tertiary Education Commission, 2010) with training provided through the tertiary sector.
Secondary Tertiary Alignment Resource (STAR)	Students who are at risk of not achieving. Available within some secondary schools.	STAR encourages young people to complete qualifications and support their transition to further education and career pathways. STAR funded courses "provide the opportunity to try out non-national curriculum courses that better match their personal needs and interests. At the same time they can experience a very real sense of achievement as they work towards credits in unit standards that contribute towards their NCEA" (Ministry of Education, 2010a). STAR programmes can also be delivered by tertiary education providers.
Modern Apprenticeships	Young people aged 16 to 21	Modern Apprenticeships provide workplace based industry training. Apprentices can earn income while working and studying towards a qualification recognised by the New Zealand Qualifications Authority (NZQA). Implementation of Modern Apprenticeships is governed by the Modern Apprenticeship Training (Act 2000) and the scheme is administered by the Tertiary Education Commission ²⁸ . More information is available on their website: http://www.modern-apprenticeships.govt.nz/ .

Special Needs Students

In response to its 2010 review of Special Education, the Ministry of Education introduced a four year plan of action. **Success for All: Every School, Every Child** aims to create a fully inclusive education system with "confident schools, confident children and confident parents" (Ministry of Education, 2010b). The government has allocated \$69 million on special education initiatives over four years. The plan proposes a range of changes, with some of these particularly relevant to young people with special needs who are transitioning into independence. These include:

- better coordination of funding and support for young people with special needs to assist their transition into work or tertiary training
- improved streamlining of eligibility and referral processes between the Ministries of Education, Health and Social Development
- system improvements to make it "quicker and easier" for eligible students to access Ongoing and Reviewable Resourcing Scheme (ORRS) funding
- an additional 1100 students will receive ORRS support by 2014
- improved accountability including development of National Standards²⁹ to track and report on how students with special needs are learning and developing
- improvements to the quality of special needs teaching and use of itinerant specialist teachers.

Some students will continue to have Individual Education Programmes (IEPs) developed to identify the resources they require to address their needs. IEPs are developed in conjunction with the student and their family, and outline goals for the student's learning, timeframes, teaching strategies, resources, monitoring and support, and the evaluation approaches³⁰. IEPs can assist young people transitioning from secondary to tertiary education or employment.

The Tertiary Education Strategy recognises the need to support equitable access and opportunities for all tertiary students, including those with special needs³¹. **Kia orite, Achieving equity** is a code of practice for the Tertiary Education Sector including providers, to guide them in providing equitable access and opportunity.

Youth Service and other MSD Initiatives

In August 2012, the Ministry of Social Development (MSD) introduced its new **Youth Service** as part of the Youth Package, replacing its earlier Youth Transitions Services (YTS). Both initiatives were designed to address ongoing concerns about New Zealand's high rates of young people not in work, education or training internationally; specifically concerns regarding the wellbeing of individual young people³² and the future social and economic development of New Zealand.

The goal of Youth Services is to "help young people find the best option for education, training or work-based learning that will help them build their skills and find a job."³³

Youth Services targets a narrower population than its predecessor YTS. Specifically, Youth Services caters to:

- At risk youth aged 16 and 17 years (and some of 15 years) who are not engaged in education, employment or training
- 16 to 18 year old young parents
- 16 and 17 year old youth who can't live with their parents or guardians or be supported by them or anyone else
- 16 or 17 year old youth who have no dependent children and are the partner of a specified beneficiary
- 16-18 year old youth who have dependent children and are the partner of a specified beneficiary.

MSD contracts 43 community based service providers³⁴ across New Zealand to deliver Youth Services. Providers "play a quasi-guardian role" (Office of the Minister for Social Development, 2011, point 5). They work with young people to move them into training, education or employment. They assess whether young people are eligible for financial support, and where they are, they assist young people to complete budgeting and/or parenting courses, to set up direct payments and groceries cards, and monitor the young people to ensure they are meeting their obligations³⁵.

Other initiatives led by MSD to assist young people moving into education or employment include:

- **Job Ops with Training.** This initiative encourages employers to take on unskilled young people who have been unemployed for three or more months. Employers are subsidised \$5000 to employ young people giving them work experience for a six month period. During this time the employer must develop a training plan with the young person that enhances their skills³⁶
- **Support awards** for vulnerable young people: In October 2012 the White Paper for Vulnerable Children (developed by MSD) announced that it would help vulnerable young people pursue their dreams and aspirations by looking at setting up an independent trust to “support awards and educational grants for vulnerable young people to succeed in school, and go on to tertiary study or vocational training” (Ministry of Social Development, 2012a).

Dependent to Independent Living

Services that help young people into independent living tend to be targeted at young people with specific needs, such as those leaving state care or those with a disability. For the majority of young people, independent living skills (e.g. cooking, cleaning, budgetting, self care) are acquired at home, through the mainstream education system and/or learned by trial and error.

Living Skills

The New Zealand Curriculum and Te Marautanga o Aotearoa provide guidance to schools around the direction of their teaching. The New Zealand Curriculum specifies eight³⁷ learning areas: English, the arts, health and physical education, learning languages, mathematics and statistics, science, social sciences, and technology.

Life skills education is offered largely through health and physical education. The New Zealand Curriculum identifies seven key areas of learning³⁸:

- mental health
- sexuality education
- food and nutrition
- body care and physical safety
- physical activity
- sport studies
- outdoor education.

The specific courses on offer differ across schools. Many ‘life skills’ programmes are elective subjects, and as noted by the Home Economics Education position statement (Street, 2006), home economics is often not perceived to have the same academic status or career pathways as other subjects within the school curriculum.

Life skills may also be acquired through other areas of the curriculum including, for example economics through the Social Sciences stream, or food technology through the Technology stream.

Housing

Housing policies in New Zealand tend to view young people's housing needs within the broader context of their family's housing needs. Limited social housing is available through providers including Housing New Zealand Corporation, local authorities and community organisations.

To be eligible specific criteria must be met, and for most of these organisations young age is not a priority criteria, neither is being a teen parent³⁹ (Centre for Housing Research, 2008). There are no specific policies regarding housing support for young people transitioning into independent living.

A 2008 report investigating housing for at-risk and vulnerable young people stated that "Current policy settings in New Zealand do not address young people's housing problems" (Centre for Housing Research, 2008, p.70). This report concluded that "extensive changes" in housing policy are required and suggests New Zealand should consider policy changes that:

- *"Recognise young people as having eligibility and units of entitlement for housing assistance that are separate from family entitlements*
- *Allocate funding specifically for programmes targeted to the housing needs of young people*
- *Develop housing strategies, programmes and practices that are designed to meet the particular needs and circumstances of young people"* (Centre for Housing Research, 2008, p.71).

Some housing support is available to young people with disabilities or mental health issues. IDEA services and some other non-government organisations have supported living schemes which complement policies designed to move young people into independence (see also below). In 2011 the Ministry of Health developed its "Choice in Community Living" initiative⁴⁰ (Ministry of Health 2011) to enable people with disabilities to have greater choice about where and how they live and the support they receive. A demonstration project is running in Auckland and the Waikato until 2014. It is possible that young people with disabilities may be supported by this initiative in the future. Further information on services for young people with disabilities or mental health issues is available in the full set of papers which accompany this report⁴¹.

Health Transitions

Until recently health services specifically for young people in New Zealand have been limited. In April 2012 the Prime Minister announced the Youth Mental Health Project including enhanced investment in Youth One Stop Shops (with time limited funding), nurses and youth workers in some secondary schools, making better information available to families, changes to how Child and Adolescent Mental Health Services follow up young people who have been discharged, and use of on-line technologies to both access and 'treat' young people. While designed chiefly to address youth mental health issues, there may be flow-on effects for youth transitioning to adult services.

Despite these new services for young people, there are no specific nationwide policies to assist young people transitioning from paediatric to adult health services. Some District Health Boards (DHBs) have developed specific policies to guide this transition of services (e.g. Waikato DHB's Youth Transitions Standards of Care 2001). Both the Royal Australasian College of Physicians (2003) and the Paediatric Society of New Zealand (2005) provide professional guidance regarding health transitions for young people with chronic health needs and disabilities.

IDEA Services (part of IHC New Zealand) provides transition planning for young people with a learning disability in the move from school to work or further education. It produces a number of useful resources⁴³ to support this transition. These encourage early and thorough planning to ensure a smooth transition, and provide guidance for both the young person and their family/support networks. One information sheet includes a checklist for developing transition plans which covers general issues and goals, social and recreational activities, career planning and employment, moving out of home and housing and accommodation (IHC, 2008). While these resources are targeted at young people with learning disabilities, the generic aspects may be useful for any young person transitioning into adulthood.

Transitions in Relationships

"Relationships with other people" is one of four strands to the health and physical education learning area as outlined by the New Zealand Curriculum. Within this strand students "develop understandings, skills, and attitudes that enhance their interactions and relationships with others". Key learning areas include sexuality education, body care and physical safety. Programmes vary from school to school (at both primary and secondary school level) and the Ministry of Education expects that schools will consult with communities in developing their health and sexuality programmes⁴⁴.

Family Planning New Zealand provides health promotion services that fit the requirements of the school curriculum. It provides both relationship (including relationship violence) and sexual health education. It delivers health promotion and confidential sexual health services to young people outside of the education system as well and has specific resources directed at the needs of young people with intellectual disabilities. Family Planning administers www.theword.org.nz, a website for young people which provides information and advice on relationships, sexuality and family planning.

Youth One Stop Shops also provide family planning and sexual health services, as well as delivering services that support young people to develop healthy adult relationships. For more information on Youth One Stop Shops refer to the Youth Health and Disability paper which accompanies this report⁴⁵.

Transitions from State Care

Transitions from Child Youth and Family Care

Most young people will be discharged from Child Youth and Family (CYF) care when they are 17⁴⁶. CYF provides guidance on working with young people who are leaving state care on their practice website⁴⁷. The guidance suggests that:

- When a young person is aged 15 and it is clear s/he is unable to return home or to a permanent caregiver, social workers should start working with the young person to plan their transition to independent living. Time is required to allow young people to get used to the idea of living independently, and to enable them to practice independent living skills.
- Transition plans should consider a young person's wishes and needs and be reviewed regularly. Plans should cover:
 - "Family, whānau and social relationships
 - Practical skills for independent living (life skills)
 - Accommodation
 - Education, training and employment options
 - Health and development
 - Financial arrangements⁴⁸
- Young people require networks they can rely on when they leave care that will support them as they move into adulthood; social workers should invest time helping young people to develop these networks and reconnect with family and whānau. Social workers are expected to identify a "significant adult" (family whānau or other) to mentor, support and potentially take additional guardianship of the young person. If a significant adult cannot be identified or if the young person is still at school, CYF should apply for additional guardianship of the young person.
- The social worker should engage with Work and Income to "ensure the young person is linked to employment, training courses and receives all their financial entitlements⁴⁹". A young person may be eligible for a loan from Work and Income to pay for rent and bond.
- Contingency plans should be identified.

The guidelines outline areas where social workers can assist young people leaving care, including:

- assisting young people to develop independent living skills (opening bank accounts, cooking, budgeting, cleaning etc.)
- ensuring young people have had medical, optical, dental and (where necessary) specialist checks
- assisting young people to purchase clothing for job interviews, bedding and toiletries
- providing young people with a leaving care pack including their birth certificate, health and education records, family history, information about guardianship matters, key contact details (e.g. for family, health, legal and support services), and evidence that the young person has left care and cannot be expected to return home.

How a young person's needs are assessed and the extent to which support is provided is determined on a case by case basis. There is no legal or policy requirement for CYF to make such provisions for young people leaving care.

CYF⁵⁰ also funds the **Transitions from Care to Independence (TFC) service**⁵¹. This service caters to the Auckland and Northland districts, providing support specifically to young people (ages 15-20 inclusive) who are exiting state care and moving into independent living⁵². It specialises in working with young people to identify and overcome barriers to successful independent living, such as social skill development, mental health needs, life skills and interpersonal relationships. Services are tailored to the young person and usually include mentoring, support around living, employment and training arrangements and advocacy. The programme is offered by two providers, Dingwall Trust and Youth Horizons Trust⁵³, catering to approximately 150 young people (total) in 2012. Demand for the programme is reported to be high. Dingwall Trust also runs CareCafe (www.carecafe.co.nz), a website for young people who have experienced the care system. It provides useful information for young people both in and leaving care.

If young people who are leaving care are not financially supported by their families or the state⁵⁴, they are likely to be eligible for a Youth Payment or Young Parent Payment through Work and Income⁵⁵. Young people leaving care may also be eligible for financial, education and employment support through Youth Services.

Justice Transitions

A report recently released by the Ministry of Social Development notes that over 80 percent of young people imprisoned by aged 20 have Child Youth and Family records and that this young group of prisoners have the highest re-imprisonment rates of all age groups. In a study of all young people born in Zealand in 1989, by the time they were 19 or 20 years, those with CYF records were five times more likely than the rest of the population to have corrections records (MSD, 2011b, p.1). In 2009 the Government announced its Fresh Start package, which targets the most serious youth offenders and those at risk of offending. The package (fully discussed in the Youth Justice paper which complements this document) includes military style activity camps ("boot camps") with community based mentoring, the ability to compel parents to undertake parenting programmes, and Community Youth Development programmes targeting those at risk of offending (MSD, 2009b; Key, 2009). Young people with criminal records may also be assisted to find employment.

Young Offenders aged 17-19 who are in prison are offered a range of programmes to support their reintegration to the community. These include programmes to reduce reoffending (e.g. a short motivational programme, young offenders' programme, individual treatment by a psychologist) and other 'life skills' type programmes such as parenting, living skills, foundation skills and employment skills⁵⁶. Education is also provided, and the Department of Corrections has recently approved a new Education Strategy to improve how

education is designed and delivered in prisons. Young people may access community-based reintegration services for support with living skills (e.g through the Salvation Army, Prisoners Aid and Rehabilitation Society/Trust). Young people can be referred to these services by Corrections staff or can self-refer.

The Department of Corrections is currently developing a youth strategy⁵⁷ around initiatives available to young offenders both in prison and in the community.

These initiatives include:

- A literature review on what works for youth in custody
- An online learning pilot at the Christchurch youth unit
- Improving cross sector collaboration with the Ministries of Social Development, Youth Development and Te Puni Kokiri
- Designing direct interventions to be delivered by Corrections staff
- Various good practice initiatives such as Auckland Agencies for Youth⁵⁸.

Other Policies

There are a number of other policies and programmes which have implications specifically for high needs young people transitioning into adulthood, for example the Youth Offending Strategy, the High and Complex Needs Strategy, the Alternative Education Strategy and Youth One Stop Shops. For a broader discussion of these please refer to the full series of background papers (care and protection, education, health and disability, mental health and youth justice) which accompany this report.

DELIVERY OF YOUTH TRANSITION SERVICES

Transition services for young people are delivered by a range of government and community based organisations. The table below describes some of the key transition services currently available to young people in New Zealand.

Table 2: Range of Transition Services Available for Youth

Service	Description	Providers / Locations
Youth Services (www.youthservice.govt.nz)	Youth Service providers across New Zealand work with vulnerable young people to move them into training, education or employment. They assess young people's eligibility for financial support from the state, and support and monitor young people to meet their obligations in line with that financial support. Some providers also offer other support services for young people.	Ngati Hine Health Trust - Kawakawa People Potential Limited - Whangarei Personalised Education Limited - Solomon Group - Manurewa STRIVE Community Trust - Mangere Youthline Auckland - Grey Lynn Youth Horizons - New Lynn WERA Aotearoa Charitable Trust - Rotorua Te Waiariki Purea Trust - Rotorua Kawerau Youth Care Centre Trust (Manna Support Services) - Kawerau Waimarie Training and Development Ltd - Tauranga Whakaatu Whanaunga Trust - Opotiki NUMA (Te Runanga o Kirikiriroa Charitable Trust) - Hamilton Te Wananga o Aotearoa Te Kuratini o Nga Waka - Te Awamutu Ngati Maniapoto Marae Pact Trust - Te Kuiti and Taumaurunui Turanga Ararau Youth Services - Gisborne

Table 2: Range of Transition Services Available for Youth (Cont.)

		<p><u>Te Runanga o Ngati Porou - Gisborne</u> <u>Wairoa Young Achievers Trust - Wairoa</u> <u>Central Health Limited - Waipukurau</u> <u>Te Taiwhenua o Heretaunga - Hastings</u> <u>Te Kupenga Hauora – Ahuiriri - Napier</u> <u>Wairoa Young Achievers Trust - Wairoa</u> <u>Tui Ora Ltd - New Plymouth</u> <u>START-Whana Tu - Palmerston North</u> <u>Life to the Max, Horowhenua - Levin</u> <u>Tararua Community Youth Services - Dannevirke</u> <u>Pahiatua Community Services Trust - Pahiatua</u> <u>Work and Income - Whanganui</u> <u>Partners Porirua - Porirua</u> <u>The Learning Shop (Whitireia Community Polytechnic) - Porirua</u> <u>Kapiti Youth Support - Paraparaumu</u> <u>Hutt Valley Youth Health Trust (VIBE) - Lower Hutt</u> <u>Work and Income - Wellington</u> <u>Southern Wairarapa Safer Community Council - Carterton</u></p>
One Stop Shops ⁵⁹	<p>Youth One Stop Shops (YOSSs) are youth focused community-based centres which provide free or low cost health and social services to young people. There are currently 13 YOSSs across New Zealand including Youth Hub Barbadoes in Christchurch which opened in 2011, replacing Christchurch's previous Youth One Stop Shop, 198.</p> <p>While health and disability services make up most of the work undertaken by a YOSS, other services provided include education and employment services, social services, referral services, outreach, mobile or satellite services, services for rangatahi Māori, and services for Pacific, migrant and refugee youth (Communio 2009). YOSS also work with District Health Boards in transitioning young people with mental health needs to adult services⁶⁰.</p>	<p>The Pulse Whangarei http://www.heartlandservices.govt.nz/locations/whangarei.html Whai Marama Youth Connex, Hamilton www.whaimarama.co.nz; www.sussed.co.nz; www.youthconnex.co.nz Rotovegas, Rotorua www.rotaz.co.nz Youth Café, Taupo www.youthcafetaupo.org.nz Directions, Hastings www.directions.org.nz Youth Services Trust (YST), Wanganui www.yst.org.nz YOSS, Palmerston North www.yoss.org.nz Kapiti Youth Support (KYS), Paraparaumu www.2cu.co.nz/wellington/listings/96781-kapiti-youth-support Vibe, Hutt Valley www.vibe.org.nz Evolve, Wellington www.evolveyouth.org.nz Youth Hub Barbadoes, Christchurch www.youthhub.org.nz Number 10, Invercargill www.number10.org.nz Hype Youth Health, Ashburton www.canterbury.webhealth.co.nz/provider/service/view/2297517/</p>
Other Integrated Youth Services ⁶¹	<p>Youthline offers services across New Zealand, including helplines, counselling, support and youth development services. Their txt and phone helplines use a strengths-based, client-centred approach to help young people to identify their own solutions to sexuality, relationship, housing and other youth issues. The most common issues raised by youth are depression, family issues, suicide/self harm and bullying. Youthline also maintains a youth services directory: www.youthline.co.nz/find-help/help-for-young-people/1112.html</p>	<p>Youthline Auckland www.youthline.co.nz, www.urge.co.nz/, www.whakamanawa.co.nz</p>

Table 2: Range of Transition Services Available for Youth (Cont.)

	The New Hub in Nelson offers Youth Transition Services, Recreation and Community Classes. The Centre is currently closed for while the building is strengthened.	www.nelsonhub.org
	Otago Youth Wellness Centre Dunedin is a community support service for young people aged 11-18 with multiple needs.	www.2cu.co.nz/otago/listings/102934-otago-youth-wellness-trust
	Buller REAP (Rural Education Activities Programme) delivers a Youth Development Programme and are also a Youth Service Provider.	www.bullerreap.co.nz/Youth-Programmes.html
Schools	Schools, both primary and secondary, deliver a range of programmes in line with the New Zealand Curriculum which can support young people moving into adulthood, from life skills through to employment skills. Schools may have careers or transitions advisors, or other staff who can link students into employment transition programmes such as STAR and Gateway programmes.	Across New Zealand
Family Planning	Family Planning New Zealand ⁶² has 30 clinics nationwide, providing low cost clinical services for young people and adults (e.g contraception, sexual health checks, pregnancy tests and referrals for terminations). Family Planning also offers health promotion services across New Zealand including information on relationship support and intimate partner violence.	In locations across New Zealand www.familyplanning.org.nz
Project K	Project K is a mentoring initiative that “inspires young people to reach their full potential through building self-confidence, teaching essential life skills such as goal setting and team work, promoting good health and a positive attitude”. It provides young people with outdoors experiences and mentors from within their communities. Project K is delivered by the Foundation for Youth Development, who also deliver a range of other youth programmes.	In locations across New Zealand www.fyd.org.nz
Careers New Zealand	Careers New Zealand is a government agency tasked with leading careers development for all New Zealanders ⁶³ . They work with clients of all ages and liaise with the education, social and economic sectors as well as with industry, businesses and unions.	http://www2.careers.govt.nz/about-career-services/about-us/

Table 2: Range of Transition Services Available for Youth (Cont.)

IDEA Services	Idea Services works with people with intellectual disabilities, and their families. They provide transitions support for young people moving from school into education into employment, and assist young people to acquire independent living skills. Idea services is one example of a number of agencies providing support to young people with disabilities, others include CCS Disability Action and Youth One Stop Shops (YOSS) who deal with young people with mental health needs.	http://www.ihc.org.nz/our-services/
LEAVING CARE		
Child Youth and Family Leaving Care Programmes	Ka Awatea and Launch provide services for young people leaving Child Youth and Family care. Programmes include mentoring, support around living, employment and training arrangements and advocacy.	Both Ka Awatea and Launch are based in Auckland http://www.youthorizons.org.nz/ka-awatea/ http://www.dingwall.co.nz/Our-Services/Care-to-Independence.aspx
SERVICES FOR RANGATAHI MĀORI		
Ruakawa Charitable Trust Board Tokoroa / Ruakawa Youth Services/ Hikina Te Rangi Wairua project / Tokoroa Youth Trials /	The Ruakawa Charitable Trust provides a range of services for Rangatahi Māori including health services working with Rangatahi with high needs and their whānau, sexual health service for under 25's, and drug and alcohol counselling. The Trust oversees the Tokoroa Youth Trials, part of MSD's Social Sector Trials ⁶⁴ initiative aiming to improve outcomes for young people by "giving an individual or NGO a mandate to coordinate youth activities" ⁶⁵ .	www.raukawa.org.nz http://www.msd.govt.nz/about-msd-and-our-work/work-programmes/initiatives/social-sector-trials/index.html
Te Ora Hou	Te Ora Hou is a network of faith-based youth and community development organisations working with young people, their whanau and communities in many places across Aotearoa.	Whangarei, Gisborne, Hastings, Wanganui, Blenheim, Motueka, Christchurch http://www.teorahou.org.nz/
HEALTH SERVICES		
Te Tai Tokerau Youth Health Services (www.tttpho.co.nz/gp-clinics/services/adolescent-health)	<p>Te Tai Tokerau PHO delivers health services specifically for young people / rangatahi, delivered at three Northland high schools. These were designed to be accessible, integrated and youth friendly. They target mental health issues, sexual health, family planning, drug and alcohol, smoking and nutrition. There is a commitment to prevention.</p> <p>The clinics are led by nurses who conduct HEADSS assessments, provide health services including sexual health, Public Health, counseling and social services. Nurses make referrals to GPs and other health providers where required.</p>	The Rural Beat Kawakawa, Bay of Islands College Taipa Adolescent Health Clinic, Taipa School Kaitia Adolescent Health Clinic, Kaitia College

Table 2: Range of Transition Services Available for Youth (Cont.)

YOUTH OFFENDING		
TYLA (Turn Your Life Around) Development Trust	TYLA works with young people who are on pathway to serious offending, providing social work and youth work services, and working with families as well as young people. TYLA takes on young people aged between 9-13 working with them for up to five years. TYLA is based in Auckland but can work within communities throughout New Zealand.	www.tyla.org.nz
BreakThru	Breakthru aims to help “young people stay on track, especially those who are at risk of becoming affiliated with youth gang culture. It is about connecting young people to their communities, to positive pathways and to their families/whānau.”	Seven providers deliver Breakthru in nine locations across Auckland http://www.familyservices.govt.nz/working-with-us/programmes-services/youth-intervention/breakthru.html
Mentoring Youth New Direction (MYND)	MYND targets young people aged between 14 and 17 years who are involved with CYF or police for offending or anti social behaviour. MYND is an outreach service involved with the community and provides social work support, professional mentoring and outdoors / camp experiences. MYND is delivered by the Foundation for Youth Development, who also deliver Project K.	In locations across New Zealand http://www.fyd.org.nz/Programmes/MYND.aspx

Further information on services for young people can be found through Youthline’s Youth Services Directory (www.youthline.co.nz) or the Ministry of Social Development’s Family Services Directory (www.familyservices.govt.nz/directory).

STATISTICS⁶⁶

At last census (2006) there were approximately 571,176 young people aged 15-24 in New Zealand⁶⁷, comprising 14.2 percent of the population. Statistics New Zealand estimates⁶⁸ that in 2012 there are 641,470 young people aged 15-24 years; 311,300 15-19 years and 330,170 aged 20-24 years⁶⁹ making up 14.5 percent of the total population. Māori and Pacific populations are more youthful than the general population⁷⁰.

Education and employment

Youth participation in the workforce has decreased in recent years, both nationally and internationally. Reasons for this decrease in New Zealand include an increase in the number of young people studying or raising children, increased unemployment and disengagement amongst young people. McPherson (2011) notes the influence of changing demographics, stating:

“The proportion of young people (aged 15-24) in the workforce is declining as a result of birth rates generally falling in recent decades, young people spending longer in education and the increasing participation of older people in paid work.”

In the year to September 2012, 60.4 percent of young people aged 15-24 were considered to be ‘in the labour force’⁷¹ (including both employed and unemployed young people). This was down 4.3 percent since 2007. The youth labour force participation rate is “considerably lower” than the participation rate for all people (Department of Labour, 2012, p.1).

While the recession has seen an increase in unemployment across the board, youth unemployment rates are higher than overall rates. Youth employment rates decreased from 57.9 percent in 2007 to 50.1 percent in 2012 (Department of Labour, 2012).

Of particular concern to the government in recent years is the number of young people not in education, employment or training (NEET⁷²). Young people falling into this category are considered to be at increased risk of “...poor outcomes, including: lower earnings; greater reliance on social assistance; and higher rates of unemployment, criminal offending, substance abuse, teenage fertility, suicide, homelessness and mental or physical ill health.” (Department of Labour, 2009, point 5.3).

In the year to June 2012 the NEET rate for 15-24 year olds was 13 percent, the rate for 15–19 year olds was 8.9 percent and the rate for 20–24 year olds was 17.1 percent (Household Labour Force Survey, Statistics New Zealand). The following tables provide a breakdown of rates for different groups for the year to September 2012 (Department of Labour, 2012).

Table 3a: Neet Rate by Age and Gender

AGE	GENDER	NEET Rate
15-19 years	Male	9.4%
	Female	8.9%
20-24 years	Male	13.2%
	Female	21.4%

Table 3b: Neet Rate by Ethnicity

GENDER	NEET Rate
Māori	22.7%
Pacific	18.7%
European	11.7%

Māori, Pacific and Asian young people will make up an increasing proportion of the youth workforce in the future (Statistics New Zealand⁷³).

Financial Support

Student Allowances and Loans⁷⁴

- In 2010 (calendar year), 95,948 students received a student allowance. Of these, less than 1 percent were aged 17 or under, 21 percent were aged 18-19 and 41 percent were aged 20-24. The largest number of payments were made to students aged under 23 years living away from home, where their parents had been means tested. Of all students receiving an allowance, 48 percent were European, 20 percent were Asian, 16 percent were Māori or Maori and one other ethnicity, and 9 percent were Pacific or Pacific and one other ethnicity
- In 2010 (calendar year), 212,485 students received a student loan. Of these, 1 percent were aged 17 or under, 18 percent were 18-19 years, and 41 percent were aged 20-24 years.

Work and Income Payments⁷⁵

- In September 2012, 17.1 percent of people receiving a main benefit⁷⁶ were aged 18-24 years, up from 14.8 percent in 2007. “Between September 2007 and September 2012, clients receiving a main benefit became slightly more likely to be aged 18–24 years and to be male” (MSD, 2012a, p.2).
- 1640 young people aged 16-17 received an Independent Youth Benefit in 2010 (financial year). This number was down from 1698 in 2009 (MSD, 2010). There is currently no public information on the new Youth Payments available.

Independent Living

In 2006 census data identifies that 65.2 percent 18 year old youth lived with their parents, while only 20.9 percent of those 24 years old did this, 22.6 percent of those 24 years old were living with children of their own, and 22.2 percent were living as a couple without children⁷⁷.

In 2011 (financial year), there were 884 youth aged 14-17 years and seven young people aged 18 or older in CYF care and protection placements (MSD, 2011). These numbers have steadily decreased since 2007. In 2012, CYF’s Transitions from Care programme caters to approximately 150 young people⁷⁸.

A study by CRESA for the Centre for Housing Research New Zealand (Centre for Housing Research, 2008) estimated that 30.4 percent of at-risk or vulnerable young people (12-24 years) lived in unsafe and insecure housing⁷⁹, this equates to a conservative estimate of between 14,500 and 20,000 young people. Of this number, 12,000 were estimated to be aged between 17 and 24 years. Of the total group (12-24 years) CRESA estimated that:

- *“12.6 percent of at risk and vulnerable young people are in unaffordable housing; overcrowded housing; dilapidated housing and/or mal-adapted housing*
- *...a further 13.8 percent are living in dwellings in which they are exposed to criminality, sexual or physical abuse, gang activities/members and/or drug making*
- *A further 2.5 percent are estimated to have no fixed abode or are living on the street”* (Centre for Housing Research, 2008, p.i).

Relationships

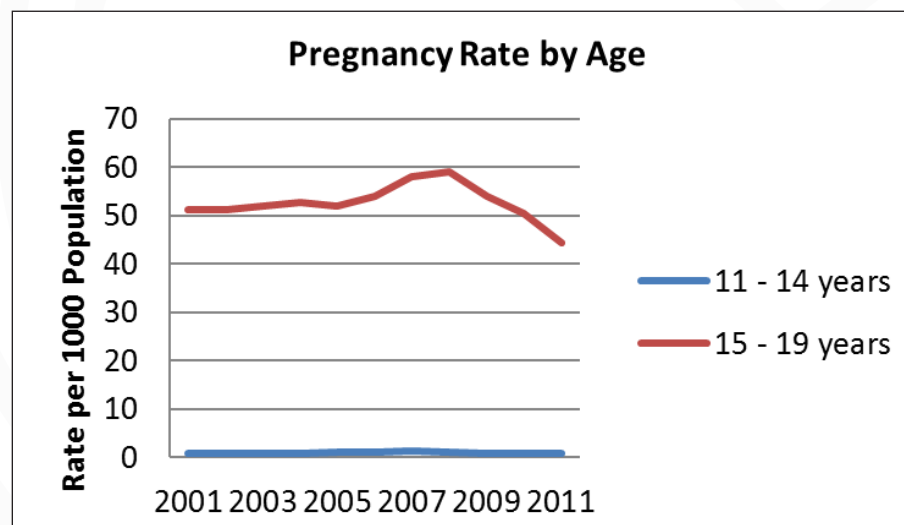
In 2007, a survey of 9107 secondary students found:

- 97 percent of students reported they had a group of friends they hang out with
- Most students (89 percent) have a friend or friends who they could talk to about anything
- 5.4 percent of males and 19.9 percent of females had experienced unwanted sexual contact (Clark et al., 2009).

The 2009 New Zealand Crime and Safety Survey reported that young people aged 15-24 were significantly more likely to experience a confrontational crime committed by a partner or person known to them than other age groups (Ministry of Justice, 2010, p.66).

Pregnancy rates for young people are at their lowest in ten years. In 2011 the pregnancy rate for 15-19 year olds was 44.3 per 1000 population, and 0.81 per thousand population for 11-14 year olds⁸⁰.

Figure 1: Pregnancy Rates 2001-2011



A report by the Families Commission (2011) noted that teenage fertility rates were significantly higher “in areas of high socio-economic deprivation, and these regions contain communities with relatively high levels of deprivation” (Families Commission, 2011, p.2). It also noted that Māori teenage women had higher rates of fertility even after controlling for socio-economic factors.

While abortion rates have increased significantly since the 1980s, they are now at their lowest since 1995. In 2011:

- The abortion rate for young women 11-14 years was 0.6 per 1000 population, down from 0.7 the previous year

- The abortion rate for youth aged 15-19 years was 18.3 per 1000 population, the lowest it has been since 2001 and down 15 percent from 2010
- Young women aged 20-24 had the highest rates of abortion at 32.7 per 1000⁸¹.

Sexually transmitted infections are also common amongst sexually active youth, and rates of chlamydia and gonorrhoea increased significantly before 2008⁸². Fifteen per cent of sexually active students reported not or only sometimes using contraception, with this proportion being higher amongst students from neighbourhoods with higher levels of deprivation (Adolescent Health Research Group, 2008a, p.28).

COSTS AND FUNDING

In New Zealand, funding for transition services comes from both the public and private sector. The table below provides information about spending on transitions predominantly by Government. It includes estimates of appropriations⁸³ for transitions services as reported in Treasury appropriation documents. It is very difficult to calculate exact figures for proposed government expenditure on some service types where money is allocated across Votes and where, within Votes, it is allocated across categories.

Table 4: Funding Sources and Amounts for Transitions Services

Tertiary Education Funding	Amount
Youth Guarantee Scheme (funded by both TEC and the Ministry of Education)	\$8,695,000 appropriated in 2012/13 (including trades academies, service academies and sector pathways) (Treasury, 2012a).
Training for Designated Groups	\$323,597,000 appropriated in 2012/13 by TEC, for on and off the job training places (Treasury, 2012b). While not specified in TEC's 2012/13 appropriations, this funding appears to include the Youth Guarantee Scheme, Gateway, Training Opportunities fund and Modern Apprenticeships.
Ministry of Education Funding	
Overall	In 2012/13, \$2,066,336,000 is budgeted for secondary education curriculum delivery, and \$261,189,000 is budgeted for interventions with target students groups, especially those with disabilities or special education needs (Treasury, 2012a).
STAR	Included within Ministry of Education's Operational Funding (above); schools have discretion on how funding is used ⁸⁴ .
Service Academies (see Youth Guarantee Scheme above)	\$3,314,000 appropriated for military style programmes targeting young people who are disengaged from education (Treasury, 2012a).
Careers New Zealand	\$15,082,000 appropriated for 2012/13 through Vote Education (Treasury, 2012a); note this includes services for all ages.
MSD Funding⁸⁵	
Youth Services Funding	\$32,162,000 appropriated for 2012/13 ⁸⁶ (Treasury, 2012d).
Youth Payment and Young Parent Payment	\$38,272,000 budgeted for 2012/13 (note this is a new category for this year) (Treasury, 2012d).

Table 4: Funding Sources and Amounts for Transitions Services (Cont.)

Training Opportunities (TOPS)	\$54,635,000 budgeted for 2012/13 through MSD (Treasury, 2012d).
Independent Youth Benefit	\$1,632,000 appropriated in 2012/13 (down from 12,547,000 for 2011/12) (Treasury, 2012d).
Tailored Services to Help People into Work or Independence	\$421,057,000 appropriated for 2012/13 (Treasury, 2012d). Note this amount covers all eligible ages, not just young people.
Vocational Skills Training	\$54,635,000 appropriated for 2012/13 (Treasury, 2012d). Note this amount covers all eligible ages, not just young people.
Transition to Work Payments	\$21,921,000 appropriated for 2012/13. Note this amount covers all eligible ages, not just young people (Treasury, 2012d).
Student Loans	\$1,643,644,000 appropriated for 2012/13 (Treasury, 2012d).
Student Allowances	\$601,582,000 appropriated for 2012/13 for all eligible age groups, not including accommodation allowance. Down from \$649,278,000 in previous year (Treasury, 2012d).
Employment Assistance	\$93,468,000 appropriated for 2012/13. Note this amount covers all eligible ages, not just young people (Treasury, 2012d).
Trialling New Approaches to Social Sector Change	\$283, 000 for administration and \$1,224,000 for delivery of social sector services to young people in (three) specified locations in New Zealand (Treasury, 2012d).
Youth One Stop Shops	\$6,857,600 in 2008/09 (Communio 2009). \$600,000 from Vote Social Development for 2012/13 only (\$50,000 for each of 12 YOSS) (Treasury, 2012d).
Nurses and Youth Workers in Schools	\$5,583,000 appropriated for youth access to health services in 2012/13 (Treasury, 2012e). \$10 million over four years to place nurses in decile 3 schools from 2013. \$8.65 million over four years to place youth workers in low decile schools ⁸⁷ .

WORKFORCE

The workforce which assists young people transition into adulthood is broad and varied. It includes teachers, tertiary education staff, social workers, youth workers, staff at transition services, WINZ staff, career services and health workers. For fuller information on the workforce for New Zealand's care and protection, education, youth health and disability, youth mental health and youth justice sectors, refer to the full series of background papers accompanying this report⁸⁸.

SUMMARY

Adolescence is a period of significant change and young people often require support to successfully navigate transitions such as those into employment, financial independence, independent living and adult relationships.

Youth participation in the workforce has decreased in recent years, with 39.6 percent of young people not in the labour force at September 2012. Youth unemployment is increasing; the unemployment rate for young people aged 15-24 in September 2012 was 17.1 percent. Rates of 15-24 year olds "disengaged" from education, employment and training were 22.7 percent for Māori youth, 18.7 percent for Pacific youth and 11.7 percent for European youth.

Census information shows that most young people are in independent living situations by age 24. Statistics also show young people aged 15-24 are more likely to experience a “confrontational crime” (e.g. assault) by a partner or person known to them than other age groups (Ministry of Justice, 2010, p.66). Pregnancy and abortion rates for young women are both decreasing, however fifteen per cent of sexually active students reported not or only sometimes using contraception.

While New Zealand does not have an overarching Youth Transitions Strategy, multiple agencies have services or policies that support youth transitions. Funding for transition services comes from both the public and private sector. Government policies have become increasingly focussed on moving young people away from welfare support and towards independence through education and employment. There has been an increase in the range of obligations required of young people who are receiving financial support from government.

Key transition policies and services are delivered through the Ministry of Social Development (MSD) including the new Youth Package (financial and welfare support) and the new Youth Service (transitions support for high needs young people). Some providers of MSD’s Fresh Start programme assist young people with criminal records to transition into employment, and Child Youth and Family has specific policies to assist young people who are leaving care.

The Youth Guarantee Programme is the Ministry of Education’s key transitions policy for young people at risk of becoming disengaged from education. It provides flexible opportunities for young people to work towards a level two NCEA qualification.

Independent living skills for most young people are gained from experience at home or at school. The New Zealand Curriculum includes some life skills education although relevant courses are often elective subjects. There are no specific policies in New Zealand regarding housing support for young people transitioning into independent living. The IHC provides transition planning for young people with intellectual disabilities. Their resources are comprehensive and may be useful planning tools for all young people during transition periods.

Further information on New Zealand’s youth services and policies (care and protection, education, youth health and disability, youth mental health and youth justice) is available in the full series of background papers accompanying this report⁸⁹.

ENDNOTES

¹ The Government's interest in youth transitions is signalled in its request to the Prime Minister's Chief Science Advisor to explore underlying factors and "evidence based opportunities for changes to policy and practices" to mitigate negative health and social outcomes for young people (www.pmcasa.org.nz). The resulting report, *Improving the Transition: Reducing Social and Psychological Morbidity during Adolescence* (Gluckman, 2011) covers a broad range of issues analysed by a range of New Zealand experts, including puberty, conduct problems, resilience, media, education, sexuality, alcohol use and families amongst others. Other recent New Zealand writers on youth transitions include Boven, Harland and Grace (2011), McPherson (2011), MSD (2005), Higgins (2003), Vaughan & Boyd (2005). These are fully referenced in the bibliography at the end of this paper.

² It is important to note the term 'transition services' is used across sectors to refer to different policies or strategies. Transition often refers to movement from education into employment or training. The education sector also refers to transitions from alternative or special education to mainstream education. CYF has a 'Transitions from Care to Independence' service in Auckland and Northland specifically for young people leaving care. MSD funds Youth Services which support young people (particularly those with higher needs) to move into training and education and towards employment.

³ This series includes papers on Care and Protection, Youth Justice, Education, Health and Disability and Mental Health.

⁴ <http://www.legislation.govt.nz/act/public/2012/0050/latest/DLM4360211.html>.

⁵ These provisions are further discussed in relation to the 'Youth Package' in the policy section: Financial Dependence to Independence.

⁶ These obligations are detailed in the policy section on financial independence.

⁷ www.dol.govt.nz/workplace/knowledgebase/item/1342.

⁸ <http://www.massey.ac.nz/massey/learning/departments/school-health-social-services/hub.cfm>.

⁹ In 2002, the Youth Development Strategy, developed by the Ministry of Youth Development, provided a strategic framework for engaging all young people but did not provide specific guidance around supporting youth transitions.

¹⁰ <http://www.lgnz.co.nz/news/pr1283229123.pdf>.

¹¹ <http://www.dol.govt.nz/er/pay/minimumwage/>.

¹² <http://www.legislation.govt.nz/regulation/public/2010/0031/latest/whole.html>.

¹³ Refer to earlier section on legislative frameworks.

¹⁴ The Youth Payment replaces the Domestic Purposes Benefit – Care of Sick or Infirm, the Unemployment Benefit and the Sickness Benefit for 16 and 17 year olds. It also replaces the Independent Youth Benefit.

¹⁵ This benefit replaces the Emergency Maintenance Allowance, the Domestic Purposes Benefit – Sole Parent, the Domestic Purposes Benefit – Care of Sick or Infirm, the Widows Benefit, the Unemployment Benefit and the Sickness Benefit for 16 and 17 year olds.

¹⁶ Members include the Beneficiary Advisory Service; the Beneficiaries and Unwaged Workers Trust; Central Regional Advocacy Service; the Combined Beneficiaries Union; the Homebuilders Family Centre; the Māori Caucus; the Peoples Advocacy Society Inc; the Rotorua Peoples Advocacy Centre; the Southland Beneficiaries and Community Rights; the South Auckland Independent; the Unite Union and the Wellington People's Centre. The Welfare Working Group (welfarejustice.org.nz) can be contacted for further information on membership.

¹⁷ <http://www.studylink.govt.nz/financing-study/student-allowance/index.html>.

¹⁸ <http://www.studylink.govt.nz/financing-study/student-loan/index.html>.

¹⁹ <http://nzcurriculum.tki.org.nz/Curriculum-documents/The-New-Zealand-Curriculum/Learning-areas>.

²⁰ <http://www.tec.govt.nz/Funding/investment-plans/plan-guidance-for-2012/the-governments-vision/#target>.

²¹ <http://www.minedu.govt.nz/NZEducation/EducationPolicies/SpecialEducation/ServicesAndFunding/TransitionToTertiaryEducationOrWork.aspx>.

²² <http://www.skillsstrategy.govt.nz/young-workers/>.

²³ Further information is available at www.youthguarantee.net.nz.

²⁴ Currently pathways have been developed for five industries: manufacturing and technology, construction and infrastructure, primary industries, social and community services and service industries.

²⁵ Following the abolishment of the Youth Training Programme.

²⁶ <http://www.minedu.govt.nz/theMinistry/Budget/Budget2012/TertiaryEducation.aspx>.

²⁷ The National Qualifications Framework, with links to the National Certificate of Educational Achievement.

²⁸ <http://www.modern-apprenticeships.govt.nz/>.

²⁹ National Standards are descriptions set by the Ministry of Education of what children in years 1-8 are expected to know and achieve at different stages of their learning and in relation to the education curriculum.

³⁰ <http://www.minedu.govt.nz/NZEducation/EducationPolicies/SpecialEducation/ServicesAndFunding/IndividualEducationProgramme.aspx>.

³¹ <http://www.minedu.govt.nz/NZEducation/EducationPolicies/SpecialEducation/ServicesAndFunding/TransitionToTertiaryEducationOrWork.aspx>.

³² "...young people who experience prolonged inactivity are at a heightened risk of a range of poor lifetime outcomes including lower earnings, higher rates of unemployment, criminal offending and mental ill health". (<http://www.cmyts.co.nz/about-yts/>).

³³ <http://www.msd.govt.nz/about-msd-and-our-work/work-programmes/welfare-reform/youth-service/index.html>.

³⁴ A full list of these providers is available from the MSD website: www.msd.govt.nz/about-msd-and-our-work/work-programmes/welfare-reform/list-of-providers.html.

³⁵ Obligations are more fully set out under the earlier section on the Youth Package

³⁶ <http://www.workandincome.govt.nz/about-work-and-income/news/2011/employing-young-people.html>.

³⁷ <http://nzcurriculum.tki.org.nz/Curriculum-documents/The-New-Zealand-Curriculum/Learning-areas>.

³⁸ <http://nzcurriculum.tki.org.nz/Curriculum-documents/The-New-Zealand-Curriculum/Learning-areas/Health-and-physical-education>.

³⁹ Housing New Zealand Corporation does prioritise sole parents with housing needs, of whom some will be young people.

⁴⁰ <http://www.health.govt.nz/our-work/disability-services/disability-projects-and-programmes/choice-community-living>.

⁴¹ <http://www.massey.ac.nz/massey/learning/departments/school-health-social-services/hub.cfm>.

⁴² <http://www.beehive.govt.nz/release/pm-unveils-youth-mental-health-package>.

⁴³ <http://www.ihc.org.nz/Portals/0/Get%20Information/advocacy-toolkit/sheet6-transition.pdf>; <http://www.ihc.org.nz/GetInformation/Resources/AdvocacyToolkit/Resources/Pocketsizedguidetoleavingschool/tabid/1629/Default.aspx>; <http://www.ihc.org.nz/Portals/0/Get%20Information/advocacy-toolkit/sheet9-websites.pdf>.

⁴⁴ <http://nzcurriculum.tki.org.nz/Curriculum-documents/The-New-Zealand-Curriculum/Learning-areas/Health-and-physical-education>.

⁴⁵ <http://www.massey.ac.nz/massey/learning/departments/school-health-social-services/hub.cfm>.

⁴⁶ When CYF holds an additional guardianship order on a young person, it is not discharged until the young person is 20 (unless by special application). In these instances the CYF may continue to provide financial and social work support to the young person.

⁴⁷ <http://www.practicecentre.cyf.govt.nz/policy/permanent-care-and-creating-a-home-for-life/index.html>; <http://www.practicecentre.cyf.govt.nz/policy/caring-for-children-and-young-people/key-information/preparing-for-independence.html>; <http://www.practicecentre.cyf.govt.nz/policy/caring-for-children-and-young-people/key-information/towards-independence-voices-of-young-people.html>.

⁴⁸ <http://www.practicecentre.cyf.govt.nz/policy/caring-for-children-and-young-people/key-information/preparing-for-independence.html>.

⁴⁹ <http://www.practicecentre.cyf.govt.nz/policy/permanent-care-and-creating-a-home-for-life/index.html>.

⁵⁰ This programme is funded and managed by CYF Auckland Region rather than through National Office.

⁵¹ <http://www.nzfvc.org.nz/accan/speakers/abstract-lt1.shtml>.

⁵² <http://www.treasury.govt.nz/publications/informationreleases/budget/2007/pdfs/b07-cabmin07-12-1-6.pdf>.

⁵³ Dingwall Trust runs a service called 'Launch' and Youth Horizons runs a service called 'Ka Awatea'.

⁵⁴ Where CYF has additional guardianship of a young person they have responsibilities (as outlined in the Care of Children Act 2004) for that young person until they are 20 or the order is discharged.

⁵⁵ Refer to Work and Income Support under section Financial Dependence to Independence

⁵⁶ These programmes are not specifically designed for young people, but young people are not excluded from participation.

⁵⁷ Department of Corrections, personal communication, October 28, 2012.

⁵⁸ Auckland Agencies for Youth comprises a number of youth focussed Auckland based organisations working together on MSD's Strong Pathways Action Plan, to "proactively address a wide range of youth issues in Auckland" (<http://www.msd.govt.nz/about-msd-and-our-work/publications-resources/corporate/regional-plans/2010-12/auckland/stay-on-track/index.html>).

⁵⁹ WAVES in New Plymouth closed in October 2012. Christchurch YOSS 198 also closed due to funding problems in 2011, but has recently been replaced by 298 Youth Health Centre within The Youth Hub Barbadoes.

⁶⁰ Refer to the Youth Mental Health report which accompanies this report.

⁶¹ These services are not included as One Stop Shops because they do not deliver health services.

⁶² <http://www.familyplanning.org.nz/>.

⁶³ <http://www2.careers.govt.nz/about-career-services/about-us/>.

⁶⁴ Social Sector trials are also running in Kawerau, Te Kuiti, Taumarunui, Levin and Gore. The trials aim to improve youth outcomes by supporting local decision making, building on existing local networks, and strengthening agency and community coordination. This is a two year initiative that began in March 2011.

⁶⁵ <http://www.msd.govt.nz/about-msd-and-our-work/work-programmes/initiatives/social-sector-trials/index.html>.

⁶⁶ Rounded to two decimal places.

⁶⁷ Census Data: Quick Stats about New Zealand's Population, <http://www.stats.govt.nz/Census/2006CensusHomePage/QuickStats/quickstats-about-a-subject/nzs-population-and-dwellings.aspx>.

⁶⁸ The estimated resident population is based on the census usually resident population count, updated for residents missed or counted more than once by the census (net census undercount); residents temporarily overseas on census night; and births, deaths, and net migration between census night and the date of the estimate.

⁶⁹ http://www.stats.govt.nz/browse_for_stats/population/estimates_and_projections/NationalPopulationEstimates_HOTJun12qtr.aspx.

⁷⁰ http://www.stats.govt.nz/browse_for_stats/population/estimates_and_projections/projections-overview/nat-ethnic-pop-proj.aspx; <http://www.tpk.govt.nz/en/in-print/our-publications/publications/for-Māori-future-makers/download/tpk-demotrends-2007-en.pdf>.

⁷¹ This statistic describes the youth labour force participation rate. It includes both young people who are employed and those who are unemployed. Young people not in the labour force include students and people at home with children. More detailed explanation is available in the report *Introducing the Youth Not in Employment, Education or Training Indicator* (Statistics New Zealand, 2011).

⁷² The Household Labour Force Survey, on which NEET statistics are based, defines NEET as “young people aged 15–24 years who are unemployed (part of the labour force) and not engaged in education or training, and those not in the labour force and not engaged in education or training for many reasons.” NEET rates are calculated as the total number of young people who are NEET as a proportion of the total youth working-age population. This rate includes young caregivers/parents and may also include young people who are in training.

⁷³ http://www.stats.govt.nz/browse_for_stats/population/estimates_and_projections/projections-overview/nat-ethnic-pop-proj.aspx.

⁷⁴ <http://www.studylink.govt.nz/about-studylink/statistics/index.html#StudentAllowances1>.

⁷⁵ Since these statistics were developed the benefits available to young people have changed. Refer to earlier section on financial independence.

⁷⁶ Main benefits comprise Unemployment Benefits, Unemployment Benefits – Hardship (includes Unemployment Benefit – Student Hardship), Independent Youth Benefits, Youth Payments, Young Parent Payments, Domestic Purposes Benefits – Sole Parent, Domestic Purposes Benefits – Care of Sick or Infirm, Domestic Purposes Benefits – Women Alone, Sickness Benefits, Sickness Benefits – Hardship, Emergency Maintenance Allowances, Invalid’s Benefits, Widow’s Benefits, and Emergency Benefits. Youth Payments and Young Parent Payments replaced Independent Youth Benefits from August 2012.

⁷⁷ <http://www.youthstats.myd.govt.nz/demographic/living-arrangements/index.html>.

⁷⁸ CYF, personal communication.

⁷⁹ Based on a survey of service providers, where the total number of at-risk or vulnerable young people worked with by the service providers was 11,505. Estimates also considered data from the Christchurch Health and Development Study.

⁸⁰ <http://www.stats.govt.nz/infoshare/ViewTable.aspx?pxID=cd4155d9-f411-47f9-a6e7-7550ae11b2e2>.

⁸¹ http://www.stats.govt.nz/browse_for_stats/health/abortion/AbortionStatistics_HOTPYeDec11.aspx.

⁸² <http://www.youthstats.myd.govt.nz/indicator/healthy/contraception/index.html>; 19 September 2010.

⁸³ The Estimates contain requests from Vote Ministers for appropriations. An appropriation provides a Vote Minister with authority to incur expenditure, expenses or liabilities. It establishes the maximum expense, liability or expenditure that can be incurred: <http://www.treasury.govt.nz/budget/2009/estimates>.

⁸⁴ <http://www.minedu.govt.nz/NZEducation/EducationPolicies/Schools/Initiatives/STAR/Funding.aspx>.

⁸⁵ [Funding for invalids benefit, unemployment benefit and emergency benefit have been excluded from this table because publicly available documents only provide information on total funding across all age groups.](#)

⁸⁶ “The total net cost to MSD of the new services for youth is \$148.8 million over the next four years. Of this, \$134.7 million will go to Youth Service providers, an increase of \$75.9 million over four years for providers above current levels. In addition there is also \$80 million for childcare for extra Early Childhood Education places and the Guaranteed Childcare Assistance Payment. Of the \$134.7 million for Youth Service providers, \$77.6 million over four years will go towards the cost of the service for this group. This covers payments to external providers to engage and support disengaged young people to help them reengage in education, training or work-based learning”: <http://www.msd.govt.nz/about-msd-and-our-work/newsroom/factsheets/budget/2012/youth-payments-and-services.html>.

⁸⁷ http://www.beehive.govt.nz/sites/all/files/Youth_Mental_Health_project-School_Based_Initiatives.pdf.

⁸⁸ <http://www.massey.ac.nz/massey/learning/departments/school-health-social-services/hub.cfm>.

⁸⁹ <http://www.massey.ac.nz/massey/learning/departments/school-health-social-services/hub.cfm>.

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Resilience
Research
Centre

Social Work and Social Policy Programme
Massey University
Private Bag 11 222
Palmerston North 4442
New Zealand



Massey University